



**CITY OF ELK GROVE  
CITY COUNCIL STAFF REPORT**

**AGENDA TITLE:** Provide direction regarding Growth Management policies

**MEETING DATE:** October 28, 2009

**DEPARTMENT HEAD:** Don Hazen, Planning Director

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**RECOMMENDED ACTION:**

Staff recommends the City Council of the City of Elk Grove consider the information included in the staff report and provide direction as desired.

**BACKGROUND INFORMATION:**

Upon incorporation, the City became the land use authority responsible for review and approval of development within the City limits. There were numerous development projects approved by Sacramento County that were to be constructed within the first few years of Cityhood. Many of these projects were approved without specific growth control measures, such as building permit caps or up-front infrastructure requirements. Full build out occurred at a much faster pace than anticipated when approved. As a result, significant increases in traffic, and impacts to schools and park facilities, and other community resources occurred within the first years of incorporation that were undesirable to both the community and the City Council. As a result of these issues and prompted by the City's review of its first specific plan, Laguna Ridge, the City Council adopted a Growth Management Policy in June 2004.

On January 11, 2006, a representative from the Elk Grove Coalition Advocating Proper Planning (EGCAPP) submitted a proposed Growth Management Plan and Ordinance during public comments for consideration by the City Council. At that time, the City Council did not give

direction to staff regarding the EGCAPP draft documents, and no further action was taken.

In August 2009, representatives from EGCAPP submitted their 2006 Growth Management Plan and Ordinance again for the City Council's consideration.

Per Council's request on August 26, 2009, this staff report provides a brief overview of the existing Growth Management Policy as well as the proposal by EGCAPP. Additionally, general information regarding growth management is also provided. Both the existing and proposed policies are included as Attachments 1 and 3 respectively. Please note, however, that the ordinances are attached for background information only. If the City Council desires to expand the existing Growth Management Plan, Council would need to direct staff accordingly so that legally sufficient language and findings could be prepared.

## **ANALYSIS:**

### *City's Existing Growth Management Policy*

As indicated above, the City's existing Growth Management Policy was adopted by the City Council in June 2004. The Policy provides an overview of the General Plan vision, the policies that address that vision, as well as how those policies are implemented (Attachment 1).

The General Plan's policies describe how the City plans to carefully manage growth by directing development into appropriate areas, requiring the development of infrastructure prior to need, and requiring project financing structured so that "up-front" provision of infrastructure is possible. Multiple policies within various elements of the City's General Plan provide a comprehensive strategy for controlling future growth. Together, these policies:

- Provide for balanced land uses, including both new housing and new employment opportunities to serve Elk Grove residents.
- Limit residential growth in the City's rural Sheldon area.
- Require that new infrastructure (roads, water, sewer lines, parks, etc.) be built ahead of or concurrent with new development so that

problems related to inadequate roadways and other facilities can be avoided.

- Provide for the planning and financing of infrastructure in a logical manner that avoids “leapfrog” development and allows growth to remain within the capacity of the systems that serve it.
- Coordinate the provision of infrastructure and services with other agencies serving the City, such as the Elk Grove Unified School District.

As required by the Growth Management Policy, an annual report is provided to the City Council and contains information on the following topics:

- The **rate and location** of residential and nonresidential growth, including a comparison to growth in prior years;
- The **development of new infrastructure** in the city over the past year, including parks and other public facilities;
- The **ability of existing infrastructure and public facilities to accommodate demand created by new development**, based on their capacities and the demands generated by existing development and approved projects; and
- **Planned infrastructure and public facilities** for the coming year.

Previous Annual Growth Reports are included in Attachment 2 for reference. To date, the Council has taken no action to revise the existing Growth Management policy since its adoption in June 2004.

### *EGCAPP Proposed Growth Management Policy*

The proposal by EGCAPP consists of five parts: Purpose, Abstract, Growth Management Plan, Growth Management Ordinance, and Leadership’s Role. The purpose, abstract, Growth Management Plan, and Growth Management Ordinance all identify principles and policies for the City to implement in order to address growth concerns. In reviewing these documents, staff determined that many of these principles and policies have been addressed, either within the City’s adopted General Plan or as a function of incorporation of the City itself. There are no new specific action items identified within the EGCAPP documents. The final part of the proposal, Leadership’s Role, focuses on the City Council’s commitment to

hearing and implementing the ideas of the citizenry and encouraging Council actions that create a partnership between the local government and the City's residents.

Additional considerations

The City's existing policy provides a framework for incorporating growth management principles on a case-by-case basis within a given development project. For example, the Laguna Ridge Specific Plan incorporates requirements for installation of infrastructure in advance of the residential population as well as annual building permit caps of 1,200 single-family dwelling units per year. Given the changes in growth rates and the economy, the annual building permit cap has yet to hinder development within Laguna Ridge. Installation of infrastructure has caused issues with the successful development of Laguna Ridge and as such, the City Council has revised requirements for certain infrastructure to be tied to actual impact (occupancy of a certain quantity of dwelling units) as opposed to simply requiring it prior to issuance of a building permit.

While the economy and development industry may not always be in the downturn that is occurring today, it is difficult to determine when things will begin to accelerate. In anticipation of growth occurring again in the future, the City Council might consider amending the existing Growth Management Policy to incorporate additional requirements of future development projects should they so desire. However, such a policy direction will require significant stakeholder and public outreach. Other possible components of a growth management strategy could include:

- Citywide annual building permit caps for residential development;
- Require a minimum density for each land use designation;
- Increasing allowable residential densities for redevelopment and infill projects;
- Require a mix of uses be developed within mixed-use land use categories; and
- Identify phased growth and lands available for development.

There are likely additional strategies not listed above that, as directed, could be researched by staff for further consideration by the City Council.

**FISCAL IMPACT:**

The costs to process this consideration of growth management policies is not a specific project currently identified within the Planning Department's Special Projects Budget. If staff is directed to complete additional tasks, staff will provide a task-specific timeline and estimated budget.

**ATTACHMENTS:**

1. Adopted Growth Management Policy
2. Annual Growth Reports (2005-2008)
3. EGCAPP Proposed Growth Management Plan and Ordinance

Reso 2004-124



**City of Elk Grove  
City Council Policy  
Growth Management**

**June 2, 2004**

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**Policy Intent**

It is the intent of the City Council of the City of Elk Grove to control future development in the City in a manner consistent with the adopted General Plan and implementation measures.

**Introduction**

Since the incorporation of Elk Grove, taking control of growth in the city has been a central theme. The "Local Control" sought by the proponents of incorporation was a response to the growth that had occurred under the jurisdiction of the County of Sacramento—growth which was viewed by Elk Grove residents as being uncontrolled and resulting in traffic congestion and other ills associated with a lack of proper planning and infrastructure coordination.

The City Council is hereby addressing the impacts of undesirable land use decisions that occurred before Elk Grove incorporated.

Reflecting this concern, the Preface to the Elk Grove General Plan, which provides the community's Vision for the future, includes the following statement on Controlling and Managing Growth:

*VISION FOR ELK GROVE— The future envisioned in this General Plan is one in which the City **carefully manages the growth** of new residential and commercial areas in the City—to the extent possible—by directing growth to those areas where new development can be supported and in a manner which does not cause or add to traffic congestion or other problems. Land use and*

*economic development policies will play a key role in achieving this vision, by directing growth to appropriate areas and by directing economic development efforts. This vision also includes a future in which the planning and financing of public infrastructure is accomplished in a manner that supports the "up front" development of major infrastructure facilities, such as roadways, ahead of need.*

This **Growth Management Policy** provides an overview of the General Plan policies which implement this Vision for the future, and how these policies will be implemented.

### **Growth Control in the Elk Grove General Plan**

The Elk Grove General Plan contains a number of key policies which together form a comprehensive strategy to control future growth. The General Plan:

- Seeks to balance land uses, providing both new housing and new employment opportunities to serve Elk Grove residents.
- Limits residential growth in the city's rural Sheldon area.
- Requires that new infrastructure (roads, water and sewer lines, etc.) be built "up front" so that problems related to inadequate roadways and other facilities can be avoided.
- Provides for the planning and financing of infrastructure in a logical manner which avoids "leapfrog" development and allows growth to remain within the capacity of the systems that serve it.
- Coordinates the provision of infrastructure and services with other agencies serving the City such as the Elk Grove Unified School District.

General Plan policies dealing with controlling growth include:

#### **LAND USE ELEMENT:**

- Reduced development potential in Elk Grove (the General Plan allows the development of fewer homes than the prior County of Sacramento General Plan)
- Balanced community: More office uses have been planned
- Fiscally sound mix of land uses (Policy LU-8)
- Land Use Map directs growth into appropriate areas
- Jobs-Worker Balance (Policy LU-10)
- Rural character for Sheldon (LU-18)
- Protection for Old Town Elk Grove (LU-19)

- Mix of housing types for all income levels, including low- and high-income families

*CIRCULATION ELEMENT:*

- Coordinated planning for all types of travel: car, transit, bicycle, pedestrian (CI-1)
- Level of Service "D" for less congestion on city roadways (CI-13)
- Requiring construction of full-width roadways to eliminate "zipper streets" (CI-16)
- Light rail to employment and retail centers (CI-9)

*CONSERVATION/AIR QUALITY ELEMENT:*

- Protection for sensitive habitat (CAQ-9 and -10)
- Retaining natural stream corridors
- Energy conservation (CAQ-27)
- Carpooling (CAQ-28)

*ECONOMIC DEVELOPMENT ELEMENT:*

- Balanced mix of land uses (ED-1)
- Full use of vacant and underutilized parcels (ED-3)
- More jobs-creating uses (ED-7)

*PARKS, TRAILS, OPEN SPACE ELEMENT:*

- More parkland per capita than in the past (PTO-2)
- Assured funding for park maintenance (PTO-3)
- Preservation of open space lands in and near Elk Grove (PTO-15)
- Regional Open Space (PTO-17)

*PUBLIC FACILITIES/FINANCE ELEMENT:*

- Water supply and delivery in time to meet demand (PF-3)
- Sewer facilities in time to meet demand (PF-8)
- No sewer in Sheldon area (PF-10)
- Phase infrastructure (PF-19)
- Financing for major roadways (PF-20)
- New development pays its fair share for required infrastructure (PF-21)
- Phasing plans required in new growth areas (PF-22)
- Fee programs (PF-25)

### Growth Control Implementation

The growth control policies in the Elk Grove General Plan recognize that growth is caused by a wide variety of factors, ranging from the state of the economy to interest rates to the availability of infrastructure systems to serve new homes and businesses. The City also recognizes that most of these factors are beyond the control of the City; in response, the General Plan focuses its growth control efforts into those areas over which the City can exert control: primarily, the planning of land uses and the financing and construction of new roads and other infrastructure.

Growth control as it is typically applied addresses three factors:

- The **rate** of growth, which is generally "controlled" by placing a cap on the number of homes or businesses which can be built annually
- The location of growth, which includes the designation of planned land uses in the General Plan and which may also include the phasing of development (e.g., which areas will be allowed to build first, second, and so on).
- The timing of growth, which is essentially a combination of rate and location, and is typically tied to the construction of public infrastructure.

It is the growth control policy of the City of Elk Grove to regulate rate, location, and timing of growth as follows:

1. In the area of the city south of Elk Grove Boulevard and west of Hwy 99, the City shall require that all new development (with the exception of Lent Ranch Mall and the South Pointe Policy Area) shall occur within an approved Specific Plan. (Lent Ranch Mall was approved through a Special Planning Area. All future development within Lent Ranch will be required to prepare detailed District Development Plans and to provide detailed phasing and financing plans.) These Specific Plans shall address rate, location, and timing of growth, and shall include financing provisions which comply with and implement the City's General Plan policies regarding levels of service, provision of infrastructure ahead of need, maintenance of ongoing operations, etc. Each Specific Plan may contain policies and/or requirements as deemed necessary by the City to regulate the rate of development; this may include a numeric cap, a cap on percentage of growth from year to year, or any other method deemed appropriate.

2. In all other areas of Elk Grove, the rate, location, and timing of growth shall be reviewed on a case-by-case basis as development projects are reviewed by the City. All projects shall be required to comply with and implement General Plan policies regarding levels of service, provision of infrastructure ahead of need, maintenance of ongoing operations, etc.

### **Monitoring**

The City Council shall be provided with an Annual Growth Report no later than 60 days after the DOF publishes its annual estimates of population for California cities and counties entitled "E-1 City/County Populations Estimates" which is published May 1<sup>st</sup> of each year. The report to the City Council shall include information on at least the following:

- The rate and location of residential and non-residential growth, both in numerical terms (e.g., number of housing units) and in terms of percentage increase. The rate of growth shall be compared to historical rates.
- The development of new infrastructure and other public facilities (including schools and parks) over the past year.
- The ability of existing infrastructure and public facilities to accommodate demand. This may include a report on the congestion on streets and highways in Elk Grove, the level of overcrowding at public schools, and other information.
- Planned infrastructure and public facilities construction for the coming year.

The City Council may, after reviewing the Annual Growth Report, provide direction to staff to ensure the proper implementation of the Growth Control Strategy.

**PASSED AND ADOPTED** by the City Council of the City of Elk Grove this 2nd day of June 2004.

<b>AGENDA ITEM TYPE</b>	
<input type="radio"/>	Consent
<input type="radio"/>	Public Hearing
<input checked="" type="radio"/>	Regular Action

**CITY OF ELK GROVE**

**ELK GROVE CITY COUNCIL AGENDA ITEM  
July 26, 2006**

**TO:           MAYOR AND COUNCIL**

**FROM:       PHIL CARTER, DEVELOPMENT SERVICES**

**SUBJECT:    2005 ANNUAL GROWTH REPORT**

**RECOMMENDATION**

Consistent with the City's adopted Growth Management Policy, review the 2005 Annual Growth Report and provide direction as deemed appropriate.

**INTRODUCTION**

The Growth Management Policy adopted by the City Council in June 2004 provides an overview of the General Plan vision, the policies that address that vision, as well as how those policies are implemented.

The General Plan's policies describes how the City plans to carefully manage growth by directing development into appropriate areas, requiring the development of infrastructure prior to need, and requiring project financing structured so that "up-front" provision of infrastructure is possible. Multiple policies within various elements of the City's General Plan provide a comprehensive strategy for controlling future growth. Together, these policies:

- Provide for balanced land uses, providing both new housing and new employment opportunities to serve Elk Grove residents.
- Limit residential growth in the City's rural Sheldon area.
- Require that new infrastructure (roads, water, sewer lines, parks) be built ahead of or concurrent with new development so that problems related to inadequate roadways and other facilities can be avoided.

- Provide for the planning and financing of infrastructure in a logical manner which avoids “leapfrog” development and allows growth to remain within the capacity of the systems that serve it.
- Coordinate the provision of infrastructure and services with other agencies serving the City such as the Elk Grove Unified School District.

As required by the Growth Management Policy, this report provides information on the following topics:

- The **rate and location** of residential and non-residential growth, including a comparison to growth in prior years
- The **development of new infrastructure** in the city over the past year, including parks and other public facilities
- The **ability of existing infrastructure and public facilities to accommodate demand created by new development**, based on their capacities and the demands generated by existing development and approved projects
- **Planned infrastructure and public facilities** for the coming year

This information has been collected from a variety of sources, including building permit issuance, capital improvement project progress, parks construction, and school planning and construction.

The City Council may direct staff to amend the growth policy if appropriate in order to ensure that the City’s growth is properly managed.

## **RESIDENTIAL AND NON-RESIDENTIAL GROWTH**

### ***Population***

At the time of incorporation in July 2000, the population of Elk Grove was 75,683 persons, according to the California Department of Finance. As indicated in Table 1 below, from July 2000 through December 2004, the City experienced a 60.4% percent increase in population. (The annexation of the Laguna West area in 2003 accounted for approximately 13,400 persons, or 57% of the total growth for 2003.)

Population growth in 2005 increased by 9,516 persons, as reported by the California Department of Finance. The overall population of the City is 130,874 persons. The annual increase in the City's population for 2005 was 7.8% percent.

Based on the information in Table 1 shown below, since incorporation the City's population grew at an average rate of 12% per year. However, the one-time addition of new residents within Laguna West accounted for 57% of the population increase for 2003, resulting in an above average rate for that year. Without the annexation of the Laguna West area, the overall rate of growth for the City is approximately 8.7% annually.

**Table 1: Population Increase, 2000-2005**

<b>Year</b>	<b>Population</b>	<b>Increase</b>	<b>% Change From Prior Year</b>
2000	75,638	---	---
2001	81,255	5,616	7.4%
2002	86,360	5,105	6.3%
2003	109,884	23,524	27.2%
2004	121,358	11,474	10.4%
2005	130,874	9,516	7.8%

***Type of Construction***

Information regarding the type of construction taking place within Elk Grove was not tracked during the first two years following incorporation.

In general, construction trends in Elk Grove prior to 2003 and at incorporation were concentrated mostly in single family residential development with limited supporting commercial and office developments being constructed. As shown in Table 2, residential construction accounts for approximately 95% of all construction occurring over the past several years. Of the non-residential permits issued, retail construction accounts for approximately 60% of the development occurring in 2003 and 2004. During this same time period, office development represents approximately 20% of all non-residential construction. However, in 2005, the City experienced a significant increase in office development, accounting for approximately 45% of all non-residential construction for that year. While

non-residential construction increased in 2005, single family residential construction has declined by 40%.

Table 2 provides building permit records for 2003 through 2005, including overall square footage of construction for non-residential development.

**Table 2: Building Permits by Development Type**

Development Type	2003		2004		2005	
	# of Permits	Square Footage	# of Permits	Square Footage	# of Permits	Square Footage
<b>Residential</b>						
Single Family Residential	3,715	(Avg size 2,485 SF)	4,059	(Avg size 2,586 SF)	2,294	
Multifamily / Apartment Units	576		498		116	
Condominiums	0		0		262	
<i>Total Residential Units</i>	4,291		4,557		2,672	
<b>Commercial</b>						
Retail	35	630,843	37	521,264	36	303,542
Office	19	230,657	13	207,008	26	428,863
Industrial	2	37,747	19	195,796	20	196,465
<i>Total SF</i>	--	899,247	--	924,068	--	928,870
<b>Total</b>	4,347	--	4,626	--	2,753	
<b>Source: Elk Grove Building and Safety</b>						

**TRANSPORTATION CAPITAL IMPROVEMENT PROGRAM (CIP)**

The City of Elk Grove has a comprehensive Capital Improvement Program that is reviewed annually with the overall budget process to ensure that funds collected for the purpose of meeting development demands are programmed and constructed.

During the period between 2000 and 2005, the City Council has approved numerous major roadway construction projects including the Sheldon/99 and Grant Line/99 Interchanges. Additionally, the City Council has continually devoted substantial proportions of the annual budget to fund the City's on-going CIP program.

A consolidation of various older County roadway fee programs began in 2003 and was completed in 2005, which resulted in a Citywide Roadway Fee Program. This fee program allows the City to implement the Circulation Element of the General Plan and supports the Council policy of requiring new development to pay its fair share of the new infrastructure impacts it creates. The roadway fee program revenues along with Measure A, gas tax, grants, Mello Roos Community Facilities District, and other funding revenues enable the City to fund the ongoing Capital Improvement Program projects. With increased ability in funding for infrastructure improvements, the City has been able to aggressively complete much needed infrastructure projects.

Table 3 provides a summary of a variety of infrastructure projects completed since incorporation.

**Table 3: Transportation Infrastructure Projects, 2003-2005**

<b>Project</b>	<b>Cost</b>	<b>Year</b>	<b>Status</b>
Sheldon/West Stockton Intersection	\$130,000	2003	Complete
Elk Grove Blvd at Waterman Rd Traffic Signal	\$1,525,000	2004	Complete
Bradshaw Road at Calvine Road Interim Traffic Signal	\$218,000	2004	Complete
Elk Grove Blvd – Street Capacity Improvements	\$15,000	2004	Complete
East Stockton Blvd at Grant Line Rd Interim Traffic Signal	\$363,500	2005	Complete
Pedestrian Beacons – various locations	\$133,000	2005	Complete
Laguna Blvd / Laguna Springs Dr Intersection Improvements	\$145,500	2005	Complete

<b>Project</b>	<b>Cost</b>	<b>Year</b>	<b>Status</b>
Big Horn Blvd at Monterey Oaks Drive Traffic Signal	\$324,000	2005	Complete
Sheldon Rd / E. Stockton Blvd Interim Intersection Improvements	\$270,000	2005	Complete
Big Horn Blvd at New Country Dr Traffic Signal	\$240,000	2005	Complete
Grant Line Road at Sheldon Road Intersection Improvements	\$328,000	2005	Complete
Neighborhood Livability (Speed Control) Program	\$370,000	2005	Complete

### **OTHER COMMUNITY RESOURCES**

Progress of two additional community resources, schools and parks, are also identified within the Growth Management Policy as relevant to successful development in Elk Grove.

At the time the City incorporated, the Elk Grove Unified School District operated 11 elementary schools, 2 middle schools, and 2 high schools within City limits. As shown in Table 4 below, over the last five years, the Elk Grove Unified School District has increased the number of schools within the Elk Grove City limits by approximately 50% for elementary schools and by approximately 150% for both middle and high schools. As noted in the table below, each school has a range of capacity, which changes over time based on the availability of permanent or temporary portable classrooms. As students are reassigned, in response to change in EGUSD boundaries or overcrowding, overall capacities will fluctuate.

**Table 4: School Construction – 2000-2005**

<b>School</b>	<b>Year Opened</b>	<b>Current Capacity<sup>2</sup></b>	<b>Enrollment as of 2005</b>
<b>Elementary Schools</b>			
Raymond Case <sup>1</sup>	2000	850-1,100	910

School	Year Opened	Current Capacity <sup>2</sup>	Enrollment as of 2005
Stonelake <sup>1</sup>	2000	850-1,200	1,136
Elliot Ranch <sup>1</sup>	2002	850-1,100	1,005
Edna Batey <sup>1</sup>	2003	850-1,100	1,029
Arlene Hein	2004	850-1,100	875
Roy Herburger	2004	850-1,100	621
Helen Carr Castello	2005	850-1,100	825
<b>Middle Schools</b>			
Toby Johnson	2002	1,100-1,500	1,474
Edward Harris, Jr	2004	1,100-1,500	1,218
Katherine Albiani	2005	1,100-1,500	1,104
<b>High Schools</b>			
Franklin High School	2002	2,200-2,800	2,826
Monterey Trail	2004	2,200-2,500	1,426
Pleasant Grove	2005	2,200-2,500	990
<p>1 – Currently on a year round calendar.  2 – Capacity on a school site can vary based on permanent/portable additions/removals, year-round enrollment increases, etc.</p> <p>Note: The attendance boundaries of schools located within the City of Elk Grove are not contiguous with the City limits. EGUSD students that live within the City limits are served by schools outside the City and students living outside the City limits are within attendance boundaries of schools within the City. School attendance boundaries are not permanent due to growth and change in the EGUSD. When boundaries are changed or a school becomes overcrowded, students may be reassigned to another school within the district.</p> <p><b>Source: Elk Grove Unified School District</b></p>			

At the time of incorporation, approximately 380 acres of park land had been developed by the Elk Grove Community Services District, an average of 5 acres of parkland per thousand residents at incorporation. Table 5 provides parks that have been constructed over the last five years. Based on the 2005 population estimate of 130,874 persons, approximately 4 acres of parkland per 1,000 residents is available for use in Elk Grove.

**Table 5: Park Construction**

Park/Size	Year Opened
Rose Park / 1.1 acres	2000
Strong Park / 7.9 acres	2000
Lombardi Park / 2 acres	2001

<b>Park/Size</b>	<b>Year Opened</b>
Kin Park / 4.62 acres	2002
Lippincott Park / 1.5 acres	2002
Gates Park / 2.28 acres	2002
Simpson Park / 7.8 acres	2003
Nottoli Park / 21.1 acres	2003
Simpson Park / 7.8 acres	2003
Houde Park / 4.23 acres	2003
Henderson Park / 2.2 acres	2003
Laguna Park (excluding aquatic center) / 15.97 acres	2003
Jones Park / 17.17 acres	2003
Baker Park / .86 acres	2003
Hawkins Park / 4.4 acres	2004
Fleming Park / 2.2 acres	2004
Rau Park / 18 acres	2005
Johnson Park, Phase II, 21 acres	2005
Perez Park, 1.7 acres	2005
<b>Source: Elk Grove CSD website; City of Elk Grove 2005 Development Impact Fee Report</b>	

### ***Water and Sewer***

Upon approval of the General Plan, the City established policies regarding water and sewer service within the City. These policies require that adequate conveyance systems with appropriate capacity to meet anticipated demand are available prior to the expected increase in demand. Consistent with the adopted policies, development projects are required to demonstrate an assured supply of potable water and conveyance systems for potable water delivery and sanitary sewer service prior to project approval. Typically, development projects design and build appropriate infrastructure to support the resultant demand including underground pipe systems and in the case of large development projects, facilities such as new wells, pump stations, and water treatment plants are designed to accommodate large increases in overall demand. These facilities are the responsibility of the larger project to construct and have operative prior to build out of the project.

## *Water*

Potable water service is provided by the Sacramento County Water Agency, Zone 40. Additionally, a small area of the City's water is provided by Elk Grove Water Service, a retail water purveyor that purchases wholesale water from SCWA Zone 40. Zone 40's overall service area boundary extends outside of the City limits, which means that all SCWA master planning documents cover a large area within the Sacramento region.

SCWA's Water Supply Master Plan (February 2005) provides an analysis, based on a 2030 planning horizon, of the water supply throughout the service area. SCWA has planned for and anticipated increased water demand within the city including build out of the Laguna Ridge Specific Plan, the Southpointe Special Planning Area (Sterling Meadows), the Lent Ranch Special Planning Area, as well as the future Southeast Area Specific Plan.

Potable water demand is met by groundwater and surface water supplies and as is typical, given the potential for fluctuation in a given supply, SCWA has planned for system redundancy to meet anticipated water demand. The analysis included within the 2030 Water Master Plan indicates that SCWA will have a high level of control to implement the 2030 Water Master Plan and is expected to meet water demand, projected to the year 2030.

## *Sewer*

County Sanitation District 1 provides sewer service throughout the Sacramento region including unincorporated areas of Sacramento, the cities of Citrus Heights, Rancho Cordova and Elk Grove, and parts of the cities of Folsom and Sacramento. Because CSD-1's overall service area boundary extends beyond the City limits, infrastructure planning efforts focus on a large area of the Sacramento region.

Similar to SCWA, development projects are required to design and build project-specific infrastructure, sized appropriately for anticipated demand. These improvements typically consist of underground pipelines that connect to the overall conveyance systems, through varying pipeline sizes and pump stations. Since incorporation, CSD-1 has approved every new connection to the existing conveyance system from a development project,

which indicates the CSD-1 system has adequate capacity and is able to meet demand.

CSD-1 also has an adopted capital improvement program, a master planning document analyzing sewer conveyance needs of the Urban Services Boundary (USB). Sewer service for the portion of the USB that is the city of Elk Grove has been analyzed to accommodate the demand increases that are expected through build out of the General Plan. Relief, rehabilitation, and expansion projects needed to meet that demand are identified in CSD-1's master plan document. Financing of such facilities occurs through a combination of development impact fees and developer financing.

### **SUMMARY**

As a result of the more than five years of forward-looking, progressive growth management policy direction from the City Council, Elk Grove is now entering an era of new development that is planned and well-managed. City Council requires development to construct infrastructure before or concurrent with new residents moving in, has established comprehensive finance programs to allow the City to collect sufficient funds on time in order to allow major new projects for local, area and citywide benefit to be built ahead of or concurrent with development demands, which will serve to reverse the trends which have historically burdened Elk Grove residents with traffic congestion and other problems associated with inadequate infrastructure.

Key factors in this new era in growth management include:

- The majority of County approved projects have been permitted and/or constructed. Upon incorporation, the City inherited a large backlog of approved development projects (including the 10,000+ unit East Franklin Specific Plan) which had been approved by the County of Sacramento under its policies. These projects have now been completed, and all new development in Elk Grove is entirely under the control of the City and the City's adopted growth management policy and programs.
- A comprehensive, \$284 million Capital Improvement Program is in place and updated annually.

- Citywide Roadway Development impact fees have allowed the City to collect new development's fair share of the new infrastructure requirements it creates. The roadway fees coupled with several other funding sources will allow the City to construct significant new transportation improvements, including the reconstruction of the Sheldon Road and Grant Line Road Interchanges.

### **MILESTONES ANTICIPATED IN 2006/2007**

Residential and non-residential construction as well as population growth is expected to continue to level off as it did in 2005. Projects approved during the 2005 year mainly consist of infill, small scale projects that are not concentrated in one location of the City. Private construction activities completed in 2006 will be mainly focused within new development areas including the Laguna Ridge Specific Plan area and Phase III of the Elk Grove Auto Mall. Most recently, considerable progress is being made on the requisite "up front" infrastructure including sewer, water, drainage, roads, and parks within Laguna Ridge, gearing up for residential building permits in late 2006/early 2007.

Planning efforts during 2006 will also focus on new development areas including processing projects within the Lent Ranch SPA including the future Elk Grove Promenade (regional mall) and the Southeast Area Specific Plan. The City Council has also directed staff to begin analysis of the General Plan study areas, located south of Kammerer and Grant Line Roads, which is expected to take several years.

Building permit issuance for single family residential construction is expected to continue decreasing in 2006. Based on construction drawings currently under review, a continued level of multifamily and condominium development and a slight reduction in retail, office and industrial development is also expected over the next year.

As has been the City Council's focus, the City will continue to experience significant traffic congestion relief when construction begins, lead by the start of construction on two much needed, major infrastructure improvements – the reconfigured Sheldon Road/99 and Grant Line Road/99 interchanges. These two projects alone represent approximately 45% of the Capital Improvement Program, an investment of nearly \$130

million. The Lewis Stein Road extension, from West Stockton Boulevard to Big Horn Road is complete. Additionally, several CIP projects are currently under construction, moving towards completion, including the widening of Sheldon and Calvine Roads. Other activities identified within the CIP include ongoing street maintenance, bicycle improvements along various roadways, intersection improvements, landscaping, and other operational enhancement activities.

### **CONCLUSION**

This status report has been provided as part of the City's on-going focus on managing its future growth. Annual reports will continue to be presented to the City Council consistent with its adopted Growth Management Policy.

### **ATTACHMENTS**

1. Growth Management Policy

**RESOLUTION NO. 2004-124**

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF ELK GROVE  
ADOPTING A GROWTH MANAGEMENT STRATEGY**

**WHEREAS**, the Elk Grove community has for several years experienced a robust economy which has led to the construction of substantial new housing, commercial, and office development; and

**WHEREAS**, the rate of growth has in the past outpaced the development of required roadways, water facilities, sewer facilities, and other needed community facilities; and

**WHEREAS**, the residents of Elk Grove upon incorporation began the process of creating a new General Plan to addresses these and other issues important to the community; and

**WHEREAS**, the first Elk Grove General Plan, reflecting the input of hundreds of residents and business owners, was adopted on November 19, 2004; and

**WHEREAS**, the General Plan places high importance on the quality of life in Elk Grove and the provision of public facilities in the proper time and place to help ensure this quality of life; and

**WHEREAS**, the City Council has heard the concerns of residents regarding growth and its impacts on the city; and

**WHEREAS**, the City Council recognizes the role of the City in controlling growth and the provision of infrastructure as part of an overall system to maintain quality of life; and

**WHEREAS**, the City Council has determined than an official Growth Management Policy is needed to provide direction to the development community and staff on the City's growth control methods and policies.

**NOW, THEREFORE, BE IT RESOLVED** that the City Council of the City of Elk Grove hereby adopts the following Growth Management Policy:

**City of Elk Grove  
City Council Policy  
Growth Management**

**June 2004**

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**Policy Intent**

It is the intent of the City Council of the City of Elk Grove to control future development in the City in a manner consistent with the adopted General Plan and implementation measures.

**Introduction**

Since the incorporation of Elk Grove, taking control of growth in the city has been a central theme. The "Local Control" sought by the proponents of incorporation was a response to the growth that had occurred under the jurisdiction of the County of Sacramento—growth which was viewed by Elk Grove residents as being uncontrolled and resulting in traffic congestion and other ills associated with a lack of proper planning and infrastructure coordination.

The City Council is hereby addressing the impacts of undesirable land use decisions that occurred before Elk Grove incorporated.

Reflecting this concern, the Preface to the Elk Grove General Plan, which provides the community's Vision for the future, includes the following statement on Controlling and Managing Growth:

*VISION FOR ELK GROVE— The future envisioned in this General Plan is one in which the City carefully manages the growth of new residential and commercial areas in the City—to the extent possible—by directing growth to those areas where new development can be supported and in a manner which does not cause or add to traffic congestion or other problems. Land use and economic development policies will play a key role in achieving this vision, by directing growth to appropriate areas and by directing economic development efforts. This vision also includes a future in which the planning and financing of public infrastructure is accomplished in a manner that supports the "up front" development of major infrastructure facilities, such as roadways, ahead of need.*

This **Growth Management Policy** provides an overview of the General Plan policies which implement this Vision for the future, and how these policies will be implemented.

### **Growth Control in the Elk Grove General Plan**

The Elk Grove General Plan contains a number of key policies which together form a comprehensive strategy to control future growth. The General Plan:

- Seeks to balance land uses, providing both new housing *and* new employment opportunities to serve Elk Grove residents.
- Limits residential growth in the city's rural Sheldon area.
- Requires that new infrastructure (roads, water and sewer lines, etc.) be built "up front" so that problems related to inadequate roadways and other facilities can be avoided.
- Provides for the planning and financing of infrastructure in a logical manner which avoids "leapfrog" development and allows growth to remain within the capacity of the systems that serve it.
- Coordinates the provision of infrastructure and services with other agencies serving the City such as the Elk Grove Unified School District.

General Plan policies dealing with controlling growth include:

#### **LAND USE ELEMENT:**

- Reduced development potential in Elk Grove (the General Plan allows the development of fewer homes than the prior County of Sacramento General Plan)
- Balanced community: More office uses have been planned
- Fiscally sound mix of land uses (Policy LU-8)
- Land Use Map directs growth into appropriate areas
- Jobs-Worker Balance (Policy LU-10)
- Rural character for Sheldon (LU-18)
- Protection for Old Town Elk Grove (LU-19)
- Mix of housing types for all income levels, including low- and high-income families

#### **CIRCULATION ELEMENT:**

- Coordinated planning for all types of travel: car, transit, bicycle, pedestrian (CI-1)
- Level of Service "D" for less congestion on city roadways (CI-13)

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- Requiring construction of full-width roadways to eliminate "zipper streets" (CI-16)
- Light rail to employment and retail centers (CI-9)

**CONSERVATION/AIR QUALITY ELEMENT:**

- Protection for sensitive habitat (CAQ-9 and -10)
- Retaining natural stream corridors
- Energy conservation (CAQ-27)
- Carpooling (CAQ-28)

**ECONOMIC DEVELOPMENT ELEMENT:**

- Balanced mix of land uses (ED-1)
- Full use of vacant and underutilized parcels (ED-3)
- More jobs-creating uses (ED-7)

**PARKS, TRAILS, OPEN SPACE ELEMENT:**

- More parkland per capita than in the past (PTO-2)
- Assured funding for park maintenance (PTO-3)
- Preservation of open space lands in and near Elk Grove (PTO-15)
- Regional Open Space (PTO-17)

**PUBLIC FACILITIES/FINANCE ELEMENT:**

- Water supply and delivery in time to meet demand (PF-3)
- Sewer facilities in time to meet demand (PF-8)
- No sewer in Sheldon area (PF-10)
- Phase infrastructure (PF-19)
- Financing for major roadways (PF-20)
- New development pays its fair share for required infrastructure (PF-21)
- Phasing plans required in new growth areas (PF-22)
- Fee programs (PF-25)

**Growth Control Implementation**

The growth control policies in the Elk Grove General Plan recognize that growth is caused by a wide variety of factors, ranging from the state of the economy to interest rates to the availability of infrastructure systems to serve new homes and businesses. The City also recognizes that most of these factors are beyond the control of the City; in response, the General Plan focuses its growth control efforts into those areas over which the City can exert control: primarily, the planning of land uses and the financing and construction of new roads and other infrastructure.

**Growth control as it is typically applied addresses three factors:**

- **The rate of growth, which is generally "controlled" by placing a cap on the number of homes or businesses which can be built annually**
- **The location of growth, which includes the designation of planned land uses in the General Plan and which may also include the phasing of development (e.g., which areas will be allowed to build first, second, and so on).**
- **The timing of growth, which is essentially a combination of rate and location, and is typically tied to the construction of public infrastructure.**

**It is the growth control policy of the City of Elk Grove to regulate rate, location, and timing of growth as follows:**

1. **In the area of the city south of Elk Grove Boulevard and west of Hwy 99, the City shall require that all new development (with the exception of Lent Ranch Mall and the South Pointe Policy Area) shall occur within an approved Specific Plan. (Lent Ranch Mall was approved through a Special Planning Area. All future development within Lent Ranch will be required to prepare detailed District Development Plans and to provide detailed phasing and financing plans.) These Specific Plans shall address rate, location, and timing of growth, and shall include financing provisions which comply with and implement the City's General Plan policies regarding levels of service, provision of infrastructure ahead of need, maintenance of ongoing operations, etc. Each Specific Plan may contain policies and/or requirements as deemed necessary by the City to regulate the rate of development; this may include a numeric cap, a cap on percentage of growth from year to year, or any other method deemed appropriate.**
2. **In all other areas of Elk Grove, the rate, location, and timing of growth shall be reviewed on a case-by-case basis as development projects are reviewed by the City. All projects shall be required to comply with and implement General Plan policies regarding levels of service, provision of infrastructure ahead of need, maintenance of ongoing operations, etc.**

### **Monitoring**

**The City Council shall be provided with an Annual Growth Report no later than 60 days after the DOF publishes its annual estimates of population for California cities and counties entitled "E-1 City/County Populations Estimates" which is published May 1<sup>st</sup> of each year. The report to the City Council shall include information on at least the following:**


- The rate and location of residential and non-residential growth, both in numerical terms (e.g., number of housing units) and in terms of percentage increase. The rate of growth shall be compared to historical rates.
- The development of new infrastructure and other public facilities (including schools and parks) over the past year.
- The ability of existing infrastructure and public facilities to accommodate demand. This may include a report on the congestion on streets and highways in Elk Grove, the level of overcrowding at public schools, and other information.
- Planned infrastructure and public facilities construction for the coming year.

The City Council may, after reviewing the Annual Growth Report, provide direction to staff to ensure the proper implementation of the Growth Control Strategy.


**PASSED AND ADOPTED** by the City Council of the City of Elk Grove this 2<sup>nd</sup> day of June 2004.

  
 SOPHIA SCHERMAN, MAYOR of the  
 CITY OF ELK GROVE

ATTEST:

  
 PEGGY E. JACKSON, CITY CLERK

APPROVED AS TO FORM:

  
 ANTHONY B. MANZANETTI,  
 CITY ATTORNEY

**CERTIFICATION  
ELK GROVE CITY COUNCIL RESOLUTION NO. 2004-124**

STATE OF CALIFORNIA        )  
COUNTY OF SACRAMENTO    )     ss  
CITY OF ELK GROVE         )

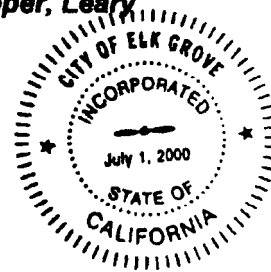
**I, Peggy E. Jackson, City Clerk of the City of Elk Grove, California, do hereby certify that the foregoing resolution was duly introduced, approved, and adopted by the City Council of the City of Elk Grove at a regular meeting of said Council held on the 2<sup>nd</sup> day of June 2004 by the following vote:**

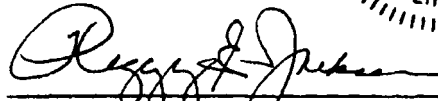
**AYES 5:     COUNCILMEMBERS: Scherman, Soares, Briggs, Cooper, Leary**

**NOES 0:     COUNCILMEMBERS:**

**ABSTAIN 0: COUNCILMEMBERS:**

**ABSENT 0: COUNCILMEMBERS:**





**Peggy E. Jackson, City Clerk  
City of Elk Grove, California**



**CITY OF ELK GROVE  
CITY COUNCIL STAFF REPORT**

**AGENDA TITLE:** 2006 Annual Growth Report

**MEETING DATE:** June 13, 2007

**DEPARTMENT HEAD:** Jim Estep, Assistant City Manager

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**RECOMMENDED ACTION:**

Consistent with the City's adopted Growth Management Policy, review the 2006 Annual Growth Report.

**INTRODUCTION:**

The Growth Management Policy adopted by the City Council in June 2004 provides an overview of the General Plan vision, the policies that address that vision, add guidelines on how those policies should be implemented.

The General Plan's policies describes how the City plans to carefully manage growth by directing development into appropriate areas, requiring the development of infrastructure prior to need, and requiring project financing structured so that "up-front" provision of infrastructure is possible. Multiple policies within various elements of the City's General Plan provide a comprehensive strategy for controlling future growth. Together, these policies:

- Provide for balanced land uses by including both new housing and new employment opportunities to serve Elk Grove residents;
- Limit residential growth in the City's rural Sheldon area;
- Require that new infrastructure (roads, water, sewer lines, parks, etc.) be built ahead of or concurrent with new development so that problems related to inadequate roadways and other facilities can be avoided;
- Provide for the planning and financing of infrastructure in a logical

manner that avoids “leapfrog” development and allows growth to remain within the capacity of the systems that serve it.

- Coordinate the provision of infrastructure and services with other agencies serving the City such as the Elk Grove Unified School District.

This report was collaboratively written by Development Services, including Building, Public Works, and Planning, and as required by the Growth Management Policy, provides information on:

- The **rate and location** of residential and nonresidential growth, including a comparison to growth in prior years;
- The **development of new infrastructure** in the City over the past year, including parks and other public facilities;
- The **ability of existing infrastructure and public facilities to accommodate demand created by new development**, based on their capacities and the demands generated by existing development and approved projects; and
- **Planned infrastructure and public facilities** for the coming year.

This information has been collected from a variety of sources, including building permit date, capital improvement project progress, parks construction, and school planning and construction.

## **RESIDENTIAL AND NONRESIDENTIAL GROWTH:**

### ***Population***

At the time of incorporation in July 2000, the population of Elk Grove was 75,683 according to the California Department of Finance (DOF). As indicated in Table 1 below, from July 2000 through December 2005, the City experienced a 73% percent increase in population, growing from approximately 75,000 residents to 130,874 residents. The City annexed the Laguna West area in 2003, which accounted for an instant population increase of approximately 13,400 persons, or 57% of the total growth in the year 2003. The estimated population for the City as of January 1, 2007 is 136,318 residents, representing an annual increase of 4%. Beginning as early as 2004, the City’s rate of population growth has declined significantly and is expected to remain so for the next few years.

**Table 1: Population Increase, 2000-2006**

Year	Population	Increase	% Change From Prior Year
2000	75,638	----	----
2001	81,255	5,616	7.4%
2002	86,360	5,105	6.3%
2003	109,884	23,524	27.2%
2004	121,358	11,474	10.4%
2005	130,874	9,516	7.8%
2006	136,318	5,444	4.1%

*Source: CA Dept of Finance*

***Type of Construction***

Information regarding the type of construction taking place within Elk Grove was not tracked during the first two years following incorporation.

In general, construction trends in Elk Grove prior to 2003 and at incorporation were dominated by single-family residential development with limited supporting commercial and office developments. As shown in Table 2, a significant amount of residential construction occurred in 2003 and 2004. In 2005, while physical construction activities were ongoing, building permit issuance for residential units declined by 40%. The City saw the same trend in residential construction in 2006, issuing 743 residential building permits, or 72% fewer permits than the prior year.

From 2003 through 2005, nonresidential construction remained relatively consistent, with the City issuing permits for an average of 917,000 square feet of office, retail, and industrial building space per year. Retail construction was highest in 2003, while office construction was highest in 2005. Industrial construction remained level in 2004 and 2005, with permits issued for approximately 196,000 square feet of industrial building space annually. In 2006, building permits for office square footage declined by 90% from 2005. On the other hand in 2006, retail building permits continued to increase by approximately 25% over the previous year while industrial building permits increased by approximately 35% during the year.

Table 2 provides building permit records for 2003 through 2006, including overall square footage of construction for nonresidential development.

**Table 2: Building Permits by Development Type**

Development Type	2003		2004		2005		2006	
	# of Permits	Square Footage	# of Permits	Square Footage	# of Permits	Square Footage	# of Permits	Square Footage
<b>Residential</b>								
Single-Family Residential	3,715	(Avg size 2,485 SF)	4,059	(Avg size 2,586 SF)	2,294		617	(Avg size 3,350 SF)
Multifamily / Apartment Units	576		498		116		96	
Condominiums	0		0		262		30	
<i>Total Residential Units</i>	4,291		4,557		2,672		743	
<b>Non-Residential</b>								
Retail	35	630,843	37	521,264	36	303,542	26	386,579
Office	19	230,657	13	207,008	26	428,863	5	42,662
Industrial	2	37,747	19	195,796	20	196,465	30	267,276
<i>Total SF</i>	--	899,247	--	924,068	--	928,870	--	696,517
<b>Total</b>	4,347	--	4,626	--	2,753		804	

*Source: City of Elk Grove Building Safety and Inspection Department*

**ROADWAY CONSTRUCTION:**

The City of Elk Grove has a comprehensive Capital Improvement Program that describes capital improvements planned by the City for the five year period from Fiscal Year 2007/08 through Fiscal Year 2011/12. The CIP includes roadway projects funded from a myriad of revenue sources including Elk Grove Roadway development impact fees, Measure A, gas tax, community facilities districts, and state/federal grants. The Elk Grove Roadway Fee is reviewed annually with the overall budget process to ensure that the fees collected are clearly identified. The CIP also provides specific cost and schedule information on roadway fee projects and describes a construction schedule that keeps pace with development.

During the period between 2000 and 2007, the City Council has approved funding for numerous major roadway projects to finance design, environmental review, right-of-way acquisition, and construction. Over 30 transportation projects have been completed to date. There are several projects under construction including State Route 99/Grant Line

interchange reconstruction and the Sheldon Road widening project as well as a few projects that will begin construction this summer.

Additionally, the City Council has continually devoted proportions of the annual budget to fund ongoing programs that canvas citywide transportation needs. Annual programs in the Capital Improvement Program include the bicycle and pedestrian facilities program, curb, gutter and sidewalk repair program, pavement maintenance program, and accessibility improvements program.

Through investment in the capital transportation improvement projects and these ongoing programs, the City has a two-pronged approach to transportation solutions. First, it is responsive to transportation needs arising from development and growth. Secondly, the City ensures there is a continued investment to maintain pavement and other components of the existing roadway infrastructure.

**OTHER COMMUNITY RESOURCES:**

Progress of two additional community resources, schools and parks, are also identified within the Growth Management Policy as relevant to successful development in Elk Grove.

At the time the City incorporated, the Elk Grove Unified School District operated 11 elementary schools, 2 middle schools, and 2 high schools within City limits. As shown in Table 4 below, over the last six years, the Elk Grove Unified School District has increased the number of schools within the Elk Grove City limits by approximately 70% for elementary schools and by approximately 150% for both middle and high schools. Carroll Elementary School opened in 2006 and both the Elizabeth Pinkerton Middle School and the Cosumnes Oaks High School are currently under construction and are projected to open in 2008. As noted in the table below, each school has a range of capacity, which changes over time based on the availability of permanent or temporary portable classrooms. As students are reassigned, in response to changes in EGUSD boundaries or overcrowding, overall capacities will fluctuate.

**Table 4: School Construction – 2000-2006**

School	Year Opened	Current Capacity <sup>2</sup>	Enrollment as of 2006
<b>Elementary Schools</b>			
Raymond Case <sup>1</sup>	2000	850-1,100	910
Stonelake <sup>1</sup>	2000	850-1,200	1,136
Elliot Ranch <sup>1</sup>	2002	850-1,100	1,005
Edna Batey <sup>1</sup>	2003	850-1,100	1,029
Arlene Hein	2004	850-1,100	875
Roy Herburger	2004	850-1,100	621
Helen Carr Castello	2005	850-1,100	825
Carroll	2006	850-1,200	830
<b>Middle Schools</b>			
Toby Johnson	2002	1,100-1,500	1,474
Edward Harris, Jr	2004	1,100-1,500	1,218
Katherine Albiani	2005	1,100-1,500	1,104
Elizabeth Pinkerton	Will open 2008	N/A	N/A
<b>High Schools</b>			
Franklin High School	2002	2,200-2,800	2,826
Monterey Trail	2004	2,200-2,500	1,426
Pleasant Grove	2005	2,200-2,500	990
Cosumnes Oaks	Will open 2008	N/A	N/A
<p>1 – Currently on a year round calendar.                      2 – Capacity on a school site can vary based on permanent/portable additions/removals, year-round enrollment increases, etc.</p> <p>Note: The attendance boundaries of schools located within the City of Elk Grove are not contiguous with the City limits. Some EGUSD students that live within the City limits are served by schools outside the City and some students living outside the City limits are within attendance boundaries of schools within the City. School attendance boundaries are not permanent due to growth and change in the EGUSD. When boundaries are changed or a school becomes overcrowded, students may be reassigned to another school within the district.</p> <p>Source: Elk Grove Unified School District</p>			

***Cosumnes Community Services District Parks***

At the time of incorporation, approximately 380 acres of park land had been developed by the Cosumnes Community Services District, an average of 5 acres of parkland per thousand residents at incorporation. Table 5 lists the parks that have been constructed over the last five years. Based on the

2006 population estimate of 136,318 persons, approximately 3.8 acres of parkland per 1,000 residents is available for use in Elk Grove.

**Table 5: Park Construction**

<b>Park</b>	<b>Size</b>	<b>Year Opened</b>
Rose Park	1.10	2000
Strong Park	7.90	2000
Lombardi Park	2.00	2001
Kin Park	4.62	2002
Lippincott Park	1.50	2002
Gates Park	2.28	2002
Simpson Park	7.80	2003
Nottoli Park	21.10	2003
Simpson Park	7.80	2003
Houde Park	4.23	2003
Henderson Park	2.20	2003
Laguna Park (excluding aquatic center)	15.97	2003
Jones Park	17.17	2003
Baker Park	0.86	2003
Hawkins Park	4.40	2004
Fleming Park	2.20	2004
Rau Park	18.0	2005
Johnson Park, Phase II	21.0	2005
Perez Park	1.70	2005
Miles Park	2.00	2006
Willard Park	5.80	2006
Luttig Park	9.10	2006
Ehrhardt Oaks Park	1.90	2006
<i>Source: Cosumnes CSD</i>		

*City of Elk Grove Parks*

In 2006, construction of parks within the Laguna Ridge Specific Plan area began for two parks: Rose Garden and Promenade Park. When completed, these two parks will provide 4.6 acres of parkland within the future surrounding Laguna Ridge neighborhood. Design review of three additional parks, equaling 6.6 acres, was completed in 2006 and construction activities for those parks are expected to begin in late summer 2007.

## ***Water and Sewer***

Upon approval of the General Plan, the City established policies regarding water and sewer service within the City. These policies require that adequate conveyance systems with appropriate capacity to meet anticipated demand are available prior to the expected increase in demand. Consistent with the adopted policies, development projects are required to demonstrate a supply of potable water and conveyance systems for potable water delivery and sanitary sewer service prior to project approval. Typically, development projects design and build appropriate infrastructure to support the resultant demand including underground pipe systems and, in the case of large development projects, facilities such as new wells, pump stations, and water treatment plants are designed to accommodate large increases in overall demand. These facilities are the responsibility of the larger projects to construct and must be operational prior to build out of the project.

### ***Water***

The majority of potable water service is provided by the Sacramento County Water Agency (SCWA), Zone 40. A small area of the City is provided with water by Elk Grove Water Service, a retail water purveyor that purchases wholesale water from SCWA Zone 40. Zone 40's overall service area boundary extends outside of the City limits, which means that all SCWA master planning documents cover a large area within the Sacramento region.

SCWA's Water Supply Master Plan (February 2005) provides an analysis, based on a 2030 planning horizon, of the water supply throughout the service area. SCWA has planned for and anticipated increased water demand within the City including build out of the Laguna Ridge Specific Plan, the Southpointe Special Planning Area (Sterling Meadows), the Lent Ranch Special Planning Area, and the future Southeast Area Specific Plan.

Potable water demand is met by groundwater and surface water supplies. Given the potential for fluctuation in a particular supply source, SCWA has planned for system redundancy to meet anticipated water demand. The analysis included within the 2030 Water Master Plan indicates that SCWA

will have a high level of control to implement the 2030 Water Master Plan and is expected to meet water demand to the year 2030.

### *Sewer*

County Sanitation District 1 (CSD-1) provides sewer service throughout the Sacramento region including unincorporated areas of Sacramento, the Cities of Citrus Heights, Rancho Cordova and Elk Grove, and parts of the Cities of Folsom and Sacramento. Because CSD-1's overall service area boundary extends beyond the City limits, infrastructure planning efforts focus on a large area of the Sacramento region.

Similar to SCWA, development projects are required to design and build project-specific infrastructure, sized appropriately for anticipated demand. These improvements typically consist of underground pipelines that connect to the overall conveyance systems through varying pipeline sizes and pump stations. Since the City's incorporation, CSD-1 has approved every new connection to the existing conveyance system from a development project, which indicates the CSD-1 system has adequate capacity and is able to meet demand.

CSD-1 also has an adopted capital improvement program, a master planning document analyzing sewer conveyance needs for areas within the Urban Services Boundary (USB). Sewer service for the portion of the USB area that is the City of Elk Grove has been analyzed to accommodate the demand increases that are expected through build out of the General Plan. Relief, rehabilitation, and expansion projects needed to meet that demand are identified in CSD-1's master plan document. Financing of such facilities occurs through a combination of development impact fees and developer financing.

### **SUMMARY:**

As a result of the more than six years of forward-looking, progressive growth management policy direction from the City Council, Elk Grove is now entering an era of development that is planned and well-managed. City Council requires new development to construct infrastructure before or concurrent with new residents moving in. This will serve to reverse the trends that have historically burdened Elk Grove residents with traffic congestion and other problems associated with inadequate infrastructure.

In mid-2006, the City Council directed staff to implement the General Plan by initiating the analysis of the future study areas indicated in Figure LU-2 of the Land Use Element. These future study areas are located south of Kammerer Road and south of Grant Line Road. The long range comprehensive planning efforts for these areas will be focused on open space and habitat preservation. Other goals of this effort include improving the City's jobs/housing balance as well as continued implementation of the City's growth management policies. In 2006, staff began meeting with regional agencies that will be involved in this process. While this overall effort is expected to take several years to complete, outreach efforts with the community, public agencies, and other stakeholders groups are expected to be extensive throughout 2007.

**MILESTONES ANTICIPATED IN FISCAL YEAR 2007/2008:**

Residential and nonresidential construction as well as population growth is expected to continue to level off as experienced in the past two years. Projects approved during 2006 mainly consisted of infill, small scale projects that are not concentrated in one location of the City. Private construction activities completed in 2007 will continue to be focused within the new development area of Laguna Ridge as well as the Phase III expansion of the Elk Grove Auto Mall. Most recently, both model and production homes have been constructed in Laguna Ridge while construction progress on requisite infrastructure including sewer, water, drainage, roads, and parks within Laguna Ridge continues. The first occupancies of homes within Laguna Ridge are anticipated in early July 2007 in the Del Webb active adult community.

Building permit issuance for single-family residential construction in 2007 is expected to continue at or below the level seen in 2006. The majority of building permits issued will be for development within Laguna Ridge. Based on projects currently under review, a continued overall level of residential and nonresidential projects will be forthcoming for review and action by the Planning Commission and/or City Council over the next year.

Relief of traffic congestion is one of the City's primary transportation goals. The City will experience significant traffic congestion relief when construction is completed on the State Route 99/Grant Line interchange project, which is scheduled to be fully complete by Fall 2008. However, various segments of the interchange project will be complete throughout

the year, including the new alignment of East Stockton Boulevard currently under construction but scheduled to be complete by late Summer/early Fall. The start of construction of the State Route 99/Sheldon Road Interchange near the end of this year and its scheduled completion in 2009 will not only provide traffic congestion relief for city residents, but it will also serve to improve transportation mobility for the entire Sacramento region.

The City will continue its investment in street maintenance as the annual pavement resurfacing program begins this Summer and will be complete in the Fall. Street maintenance will improve the "pavement life" (enabling the roads to last longer without significant costs to reconstruct) and improve safety and ridability of the local roads. Segments scheduled for maintenance this fiscal year include:

- Bruceville Road (Laguna Boulevard) to Elk Grove Blvd);
- Elk Grove Blvd (School Street to Waterman Road);
- Calvine Road (South lanes) at Elk Grove-Florin Road Intersection; and
- 33 residential and collector streets through out the City (6 miles).

Noise from railroad horns will be greatly minimized when transportation improvements are completed at various roadway crossings for two of the three planned Quiet Zones in the City of Elk Grove. Quiet Zone #1 (railroad crossings at Elk Grove Boulevard, Bond Road, Elk Grove Florin Road, Sheldon Road, and Calvine Road) and Quiet Zone #2 (railroad crossings at Franklin Road, a private road, and Bilby Road). When the required improvements are constructed and a public notification process is completed, the City of Elk Grove will issue a whistle ban that eliminates the federal requirement that railroad operators routinely sound horns at all at-grade railroad crossings. Quiet Zones #1 and #2 will have a 24-hour whistle ban which enables the railroad operators to sound horns for safety and not when the train is merely approaching an at-grade crossing without a safety concern.

Other roadway activities projected for 2007 include preliminary environmental work for the Amtrak Station at Elk Grove-Florin Road, the initiation of a Project Study Report for the Kammerer Road Extension from Bruceville Road to Interstate 5, and staff involvement and monitoring of the

newly created Elk Grove – Rancho Cordova – El Dorado Connector Road Joint Powers Authority.

**CONCLUSION:**

This status report has been provided as part of the City's ongoing focus on managing its future growth. Annual reports will continue to be presented to the City Council consistent with its adopted Growth Management Policy.

**FISCAL IMPACTS:**

There are no fiscal impacts associated with presenting this Annual Growth Report.

**ATTACHMENTS:**

1. Growth Management Policy pg. 13

**Attachment 1**  
Growth Management Policy

**RESOLUTION NO. 2004-124**

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF ELK GROVE  
ADOPTING A GROWTH MANAGEMENT STRATEGY**

**WHEREAS**, the Elk Grove community has for several years experienced a robust economy which has led to the construction of substantial new housing, commercial, and office development; and

**WHEREAS**, the rate of growth has in the past outpaced the development of required roadways, water facilities, sewer facilities, and other needed community facilities; and

**WHEREAS**, the residents of Elk Grove upon incorporation began the process of creating a new General Plan to addresses these and other issues important to the community; and

**WHEREAS**, the first Elk Grove General Plan, reflecting the input of hundreds of residents and business owners, was adopted on November 19, 2004; and

**WHEREAS**, the General Plan places high importance on the quality of life in Elk Grove and the provision of public facilities in the proper time and place to help ensure this quality of life; and

**WHEREAS**, the City Council has heard the concerns of residents regarding growth and its impacts on the city; and

**WHEREAS**, the City Council recognizes the role of the City in controlling growth and the provision of infrastructure as part of an overall system to maintain quality of life; and

**WHEREAS**, the City Council has determined than an official Growth Management Policy is needed to provide direction to the development community and staff on the City's growth control methods and policies.

**NOW, THEREFORE, BE IT RESOLVED** that the City Council of the City of Elk Grove hereby adopts the following Growth Management Policy:

**City of Elk Grove  
City Council Policy  
Growth Management**

**June 2004**

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**Policy Intent**

It is the intent of the City Council of the City of Elk Grove to control future development in the City in a manner consistent with the adopted General Plan and implementation measures.

**Introduction**

Since the incorporation of Elk Grove, taking control of growth in the city has been a central theme. The "Local Control" sought by the proponents of incorporation was a response to the growth that had occurred under the jurisdiction of the County of Sacramento—growth which was viewed by Elk Grove residents as being uncontrolled and resulting in traffic congestion and other ills associated with a lack of proper planning and infrastructure coordination.

The City Council is hereby addressing the impacts of undesirable land use decisions that occurred before Elk Grove incorporated.

Reflecting this concern, the Preface to the Elk Grove General Plan, which provides the community's Vision for the future, includes the following statement on Controlling and Managing Growth:

*VISION FOR ELK GROVE— The future envisioned in this General Plan is one in which the City carefully manages the growth of new residential and commercial areas in the City—to the extent possible—by directing growth to those areas where new development can be supported and in a manner which does not cause or add to traffic congestion or other problems. Land use and economic development policies will play a key role in achieving this vision, by directing growth to appropriate areas and by directing economic development efforts. This vision also includes a future in which the planning and financing of public infrastructure is accomplished in a manner that supports the "up front" development of major infrastructure facilities, such as roadways, ahead of need.*

This **Growth Management Policy** provides an overview of the General Plan policies which implement this Vision for the future, and how these policies will be implemented.

#### **Growth Control in the Elk Grove General Plan**

The Elk Grove General Plan contains a number of key policies which together form a comprehensive strategy to control future growth. The General Plan:

- Seeks to balance land uses, providing both new housing *and* new employment opportunities to serve Elk Grove residents.
- Limits residential growth in the city's rural Sheldon area.
- Requires that new infrastructure (roads, water and sewer lines, etc.) be built "up front" so that problems related to inadequate roadways and other facilities can be avoided.
- Provides for the planning and financing of infrastructure in a logical manner which avoids "leapfrog" development and allows growth to remain within the capacity of the systems that serve it.
- Coordinates the provision of infrastructure and services with other agencies serving the City such as the Elk Grove Unified School District.

General Plan policies dealing with controlling growth include:

#### **LAND USE ELEMENT:**

- Reduced development potential in Elk Grove (the General Plan allows the development of fewer homes than the prior County of Sacramento General Plan)
- Balanced community: More office uses have been planned
- Fiscally sound mix of land uses (Policy LU-8)
- Land Use Map directs growth into appropriate areas
- Jobs-Worker Balance (Policy LU-10)
- Rural character for Sheldon (LU-18)
- Protection for Old Town Elk Grove (LU-19)
- Mix of housing types for all income levels, including low- and high-income families

#### **CIRCULATION ELEMENT:**

- Coordinated planning for all types of travel: car, transit, bicycle, pedestrian (CI-1)
- Level of Service "D" for less congestion on city roadways (CI-13)

- Requiring construction of full-width roadways to eliminate “zipper streets” (CI-16)
- Light rail to employment and retail centers (CI-9)

***CONSERVATION/AIR QUALITY ELEMENT:***

- Protection for sensitive habitat (CAQ-9 and -10)
- Retaining natural stream corridors
- Energy conservation (CAQ-27)
- Carpooling (CAQ-28)

***ECONOMIC DEVELOPMENT ELEMENT:***

- Balanced mix of land uses (ED-1)
- Full use of vacant and underutilized parcels (ED-3)
- More jobs-creating uses (ED-7)

***PARKS, TRAILS, OPEN SPACE ELEMENT:***

- More parkland per capita than in the past (PTO-2)
- Assured funding for park maintenance (PTO-3)
- Preservation of open space lands in and near Elk Grove (PTO-15)
- Regional Open Space (PTO-17)

***PUBLIC FACILITIES/FINANCE ELEMENT:***

- Water supply and delivery in time to meet demand (PF-3)
- Sewer facilities in time to meet demand (PF-8)
- No sewer in Sheldon area (PF-10)
- Phase infrastructure (PF-19)
- Financing for major roadways (PF-20)
- New development pays its fair share for required infrastructure (PF-21)
- Phasing plans required in new growth areas (PF-22)
- Fee programs (PF-25)

**Growth Control Implementation**

The growth control policies in the Elk Grove General Plan recognize that growth is caused by a wide variety of factors, ranging from the state of the economy to interest rates to the availability of infrastructure systems to serve new homes and businesses. The City also recognizes that most of these factors are beyond the control of the City; in response, the General Plan focuses its growth control efforts into those areas over which the City can exert control: primarily, the planning of land uses and the financing and construction of new roads and other infrastructure.

Growth control as it is typically applied addresses three factors:

- The **rate** of growth, which is generally “controlled” by placing a cap on the number of homes or businesses which can be built annually
- The **location** of growth, which includes the designation of planned land uses in the General Plan and which may also include the phasing of development (e.g., which areas will be allowed to build first, second, and so on).
- The **timing** of growth, which is essentially a combination of rate and location, and is typically tied to the construction of public infrastructure.

It is the growth control policy of the City of Elk Grove to regulate rate, location, and timing of growth as follows:

1. In the area of the city south of Elk Grove Boulevard and west of Hwy 99, the City shall require that all new development (with the exception of Lent Ranch Mall and the South Pointe Policy Area) shall occur within an approved Specific Plan. (Lent Ranch Mall was approved through a Special Planning Area. All future development within Lent Ranch will be required to prepare detailed District Development Plans and to provide detailed phasing and financing plans.) These Specific Plans shall address rate, location, and timing of growth, and shall include financing provisions which comply with and implement the City’s General Plan policies regarding levels of service, provision of infrastructure ahead of need, maintenance of ongoing operations, etc. Each Specific Plan may contain policies and/or requirements as deemed necessary by the City to regulate the rate of development; this may include a numeric cap, a cap on percentage of growth from year to year, or any other method deemed appropriate.
2. In all other areas of Elk Grove, the rate, location, and timing of growth shall be reviewed on a case-by-case basis as development projects are reviewed by the City. All projects shall be required to comply with and implement General Plan policies regarding levels of service, provision of infrastructure ahead of need, maintenance of ongoing operations, etc.

### **Monitoring**

The City Council shall be provided with an Annual Growth Report no later than 60 days after the DOF publishes its annual estimates of population for California cities and counties entitled “E-1 City/County Populations Estimates” which is published May 1<sup>st</sup> of each year. The report to the City Council shall include information on at least the following:


- The rate and location of residential and non-residential growth, both in numerical terms (e.g., number of housing units) and in terms of percentage increase. The rate of growth shall be compared to historical rates.
- The development of new infrastructure and other public facilities (including schools and parks) over the past year.
- The ability of existing infrastructure and public facilities to accommodate demand. This may include a report on the congestion on streets and highways in Elk Grove, the level of overcrowding at public schools, and other information.
- Planned infrastructure and public facilities construction for the coming year.

The City Council may, after reviewing the Annual Growth Report, provide direction to staff to ensure the proper implementation of the Growth Control Strategy.

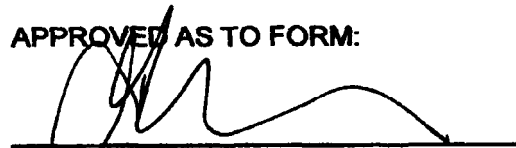
**PASSED AND ADOPTED** by the City Council of the City of Elk Grove this 2<sup>nd</sup> day of June 2004.

  
 SOPHIA SCHERMAN, MAYOR of the  
 CITY OF ELK GROVE

ATTEST:

  
 PEGGY E. JACKSON, CITY CLERK

APPROVED AS TO FORM:

  
 ANTHONY B. MANZANETTI,  
 CITY ATTORNEY

**CERTIFICATION  
ELK GROVE CITY COUNCIL RESOLUTION NO. 2004-124**

STATE OF CALIFORNIA       )  
COUNTY OF SACRAMENTO    )     ss  
CITY OF ELK GROVE         )

*I, Peggy E. Jackson, City Clerk of the City of Elk Grove, California, do hereby certify that the foregoing resolution was duly introduced, approved, and adopted by the City Council of the City of Elk Grove at a regular meeting of said Council held on the 2<sup>nd</sup> day of June 2004 by the following vote:*

**AYES 5:     COUNCILMEMBERS: Scherman, Soares, Briggs, Cooper, Leary**

**NOES 0:     COUNCILMEMBERS:**

**ABSTAIN 0: COUNCILMEMBERS:**

**ABSENT 0: COUNCILMEMBERS:**



A handwritten signature in cursive script, appearing to read "Peggy E. Jackson", written over a horizontal line.

**Peggy E. Jackson, City Clerk  
City of Elk Grove, California**



**CITY OF ELK GROVE  
CITY COUNCIL STAFF REPORT**

**AGENDA TITLE:** 2007 Annual Growth Report

**MEETING DATE:** June 25, 2008

**PREPARED BY:** Jessica Shalamunec, Special Projects Manager

**DEPARTMENT HEAD:** Christine Crawford, Planning Director

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**RECOMMENDED ACTION:**

Consistent with the City's adopted Growth Management Policy, review the 2007 Annual Growth Report.

**INTRODUCTION:**

The Growth Management Policy adopted by the City Council in June 2004 provides an overview of the General Plan vision, the policies that address that vision, and guidelines on how those policies should be implemented.

The General Plan's policies describe how the City plans to carefully manage growth by directing development into appropriate areas, requiring the development of infrastructure prior to need, and requiring project financing structured so that "up-front" provision of infrastructure is possible. Multiple policies within various elements of the City's General Plan provide a comprehensive strategy for controlling future growth. Together, these policies:

- Provide for balanced land uses by including both new housing and new employment opportunities to serve Elk Grove residents;
- Limit residential growth in the City's rural Sheldon area;
- Require that new infrastructure (roads, water, sewer lines, parks, etc.) be built ahead of, or concurrent with, new development so that problems related to inadequate roadways and other facilities can be

- avoided;
- Provide for the planning and financing of infrastructure in a logical manner that avoids “leapfrog” development and allows growth to remain within the capacity of the systems that serve it; and
- Coordinate the provision of infrastructure and services with other agencies serving the City such as the Elk Grove Unified School District.

This report was collaboratively written by Development Services, including the Building, Public Works, and Planning Departments. As required by the Growth Management Policy, the report provides information on:

- The **rate and location** of residential and nonresidential growth, including a comparison to growth in prior years;
- The **development of new infrastructure** in the City over the past year, including parks and other public facilities;
- The **ability of existing infrastructure and public facilities to accommodate demand created by new development**, based on their capacities and the demands generated by existing development and approved projects; and
- **Planned infrastructure and public facilities** for the coming year.

This information has been collected from a variety of sources, including building permit data, capital improvement project progress, parks construction, and school planning and construction.

## **RESIDENTIAL AND NONRESIDENTIAL GROWTH:**

### ***Population***

At the time of incorporation in July 2000, the population of Elk Grove was 75,683 according to the California Department of Finance (DOF). As indicated in Table 1 below, from July 2000 through December 2005, the City experienced a 73% percent increase in population, growing from approximately 75,000 residents to 130,874 residents. The City annexed the Laguna West area in 2003, which accounted for an instant population increase of approximately 13,400 persons, or 57% of the total growth in the year 2003. The estimated population for the City as of December 31, 2007 is 139,542 residents, which represents an annual increase of 2.4%. Beginning as early as 2004, the City’s rate of population growth has

declined significantly and is expected to continue doing so for the next few years.

**Table 1: 2000-2007 Population**

Year	Population	Increase	% Change From Prior Year
2000	75,638	---	---
2001	81,255	5,616	7.4%
2002	86,360	5,105	6.3%
2003	109,884	23,524	27.2%
2004	121,358	11,474	10.4%
2005	130,874	9,516	7.8%
2006	136,318	5,444	4.1%
2007	139,542	3,224	2.4%

*Source: California Department of Finance*

***Type of Construction***

Information regarding the type of construction taking place within Elk Grove was not tracked during the first two years following incorporation.

In general, construction trends in Elk Grove prior to 2003 and at incorporation were dominated by single-family residential development with limited supporting commercial and office developments. As shown in Table 2, a significant amount of residential construction occurred in 2003 and 2004. In 2005, while physical construction activities were ongoing, building permit issuance for residential units declined by 40%. The City saw the same trend in residential construction in 2006. Permit issuance in 2007 declined slightly, 8% less than the previous year. A total of 684 residential building permits were issued in 2007.

From 2003 through 2005, nonresidential construction remained relatively consistent, with the City issuing permits for an average of 917,000 square feet of office, retail, and industrial building space per year. Retail construction was highest in 2003, while office construction was highest in 2005. Industrial construction remained level in 2004 and 2005, with permits issued for approximately 196,000 square feet of industrial building space annually. In 2006, building permits for office square footage declined while retail building permits continued to increase. Permit issuance in 2007 increased slightly for office construction and decreased slightly for retail construction over the previous year .

**Table 2: Building Permits by Development Type**

Development Type	2003		2004		2005		2006		2007	
	# of Permits	Square Footage	# of Permits	Square Footage	# of Permits	Square Footage	# of Permits	Square Footage	# of Permits	Square Footage
<b>Residential</b>										
Single-Family Residential	3,715	(Avg size 2,485 SF)	4,059	(Avg size 2,586 SF)	2,294		617	(Avg size 3,350 SF)	684	(Avg size 2812 SF)
Multifamily / Apartment Units	576		498		116		96		0	
Condominiums	0		0		262		30		0	
<b>Total Residential Units</b>	<b>4,291</b>		<b>4,557</b>		<b>2,672</b>		<b>743</b>		<b>684</b>	
<b>Non-Residential</b>										
Retail	35	630,843	37	521,264	36	303,542	26	386,579	30	293,945
Office	19	230,657	13	207,008	26	428,863	5	42,662	8	74,845
Industrial	2	37,747	19	195,796	20	196,465	30	267,276	0	0
<b>Total SF</b>	<b>--</b>	<b>899,247</b>	<b>--</b>	<b>924,068</b>	<b>--</b>	<b>928,870</b>	<b>--</b>	<b>696,517</b>	<b>--</b>	<b>368,790</b>
<b>Total</b>	<b>4,347</b>	<b>--</b>	<b>4,626</b>	<b>--</b>	<b>2,753</b>	<b>--</b>	<b>804</b>	<b>--</b>	<b>722</b>	<b>--</b>

Source: City of Elk Grove Building Safety and Inspection Department

## **ROADWAY CONSTRUCTION:**

The City of Elk Grove has a comprehensive Capital Improvement Program (CIP) that describes capital improvements planned by the City for the five year period from Fiscal Year 2008-09 through Fiscal Year 2012-13. The CIP includes roadway projects funded from a myriad of revenue sources including Elk Grove Roadway development impact fees, Measure A, gas tax, community facilities districts, and state/federal grants. The Elk Grove Roadway Fee is reviewed annually with the overall budget process to ensure that the fees collected are clearly identified. The CIP also provides specific cost and schedule information on roadway fee projects and describes a construction schedule that keeps pace with development.

During the period between 2000 and 2007, the City Council has approved funding for numerous major roadway projects to finance design, environmental review, right-of-way acquisition, and construction. Approximately 40 transportation projects have been completed to date, with a total value of \$90 million. There are several projects under construction including the State Route 99/Grant Line Road and the State Route 99 / Sheldon Road interchange reconstruction projects, along with several other projects that will begin construction this summer.

Noise from railroad horns has been minimized as transportation improvements have been completed at various roadway crossings for two of the three planned Quiet Zones in the City of Elk Grove: Quiet Zone #1 (railroad crossings at Elk Grove Boulevard, Bond Road, Elk Grove Florin Road, Sheldon Road, and Calvine Road); and Quiet Zone #2 (railroad crossings at Franklin Road, a private road, and Bilby Road). The City of Elk Grove has established a 24-hour whistle ban that eliminates the federal requirement that railroad operators routinely sound horns at all at-grade railroad crossings. The 24-hour whistle ban enables the railroad operators to sound horns only when needed for safety and not when the train is merely approaching an at-grade crossing without a safety concern.

Additionally, the City Council has continually devoted apportionments of the annual budget to fund ongoing programs that canvas citywide transportation needs. Annual programs in the CIP include the bicycle and pedestrian facilities program, curb, gutter and sidewalk repair program, pavement maintenance program, and accessibility improvements program.

Through investment in the capital transportation improvement projects and these ongoing programs, the City has a two-pronged approach to transportation solutions. First, it is responsive to transportation needs arising from development and growth. Secondly, the City ensures there is a continued investment to maintain pavement and other components of the existing roadway infrastructure.

**OTHER COMMUNITY RESOURCES:**

Progress of two additional community resources, schools and parks, are also identified within the Growth Management Policy as relevant to successful development in Elk Grove.

At the time the City incorporated, the Elk Grove Unified School District (EGUSD) operated 11 elementary schools, 2 middle schools, and 2 high schools within City limits. As shown in Table 3 below, over the last six years, the EGUSD has increased the number of schools within the Elk Grove city limits by approximately 70% for elementary schools and by approximately 150% for both middle and high schools. Carroll Elementary School opened in 2006 and both the Elizabeth Pinkerton Middle School and the Cosumnes Oaks High School are currently under construction and are scheduled to open in August 2008. As noted in the table below, each school has a range of capacity, which changes over time based on the availability of permanent or temporary portable classrooms. As students are reassigned, in response to changes in EGUSD boundaries or overcrowding, overall capacities will fluctuate.

**Table 3: 2000-2007 School Construction**

School	Year Opened	Current Capacity <sup>2</sup>	Enrollment as of 2007
<b>Elementary Schools</b>			
Raymond Case <sup>1</sup>	2000	850-1,100	885
Stonelake <sup>1</sup>	2000	850-1,200	993
Elliot Ranch <sup>1</sup>	2002	850-1,100	993
Edna Batey <sup>1</sup>	2003	850-1,100	1,050
Arlene Hein	2004	850-1,100	945
Roy Herburger	2004	850-1,100	808
Helen Carr Castello	2005	850-1,100	828
Carroll	2006	850-1,200	1,013
<b>Middle Schools</b>			
Toby Johnson	2002	1,100-1,500	1,476
Edward Harris, Jr	2004	1,100-1,500	1,335
Katherine Albiani	2005	1,100-1,500	1,325
Elizabeth Pinkerton	Fall 2008	N/A	N/A
<b>High Schools</b>			
Franklin High School	2002	2,200-2,800	2,822
Monterey Trail	2004	2,200-2,500	2,175
Pleasant Grove	2005	2,200-2,500	2,086
Cosumnes Oaks	Fall 2008	N/A	N/A
<p>1 – Currently on a year round calendar.                      2 – Capacity on a school site can vary based on permanent/portable additions/removals, year-round enrollment increases, etc.</p> <p>Note: The attendance boundaries of schools located within the City of Elk Grove are not contiguous with the City limits. Some EGUSD students that live within the City limits are served by schools outside the City and some students living outside the City limits are within attendance boundaries of schools within the City. School attendance boundaries are not permanent due to growth and change in the EGUSD. When boundaries are changed or a school becomes overcrowded, students may be reassigned to another school within the district.</p> <p>Source: Elk Grove Unified School District</p>			

**Cosumnes Community Services District Parks**

At the time of incorporation, approximately 380 acres of park land had been developed by the Cosumnes Community Services District, an average of 5 acres of parkland per thousand residents at incorporation. Table 4 lists the parks that have been constructed over the last six years. Based on the

2007 population estimate of 139,542 persons, approximately 3.8 acres of parkland per 1,000 residents is available for use in Elk Grove.

**Table 4: Park Construction**

<b>Park</b>	<b>Size</b>	<b>Year Opened</b>
Rose Park	1.10	2000
Strong Park	7.90	2000
Lombardi Park	2.00	2001
Kin Park	4.62	2002
Lippincott Park	1.50	2002
Gates Park	2.28	2002
Simpson Park	7.80	2003
Nottoli Park	21.10	2003
Simpson Park	7.80	2003
Houde Park	4.23	2003
Henderson Park	2.20	2003
Laguna Park (excluding aquatic center)	15.97	2003
Jones Park	17.17	2003
Baker Park	0.86	2003
Hawkins Park	4.40	2004
Fleming Park	2.20	2004
Rau Park	18.0	2005
Johnson Park, Phase II	21.0	2005
Perez Park	1.70	2005
Miles Park	2.00	2006
Willard Park	5.80	2006
Luttig Park	9.10	2006
Ehrhardt Oaks Park	1.90	2006
Pinkerton Park	4.50	2007
Machado Dairy Park	10.12	2007
Schauer Park	1.50	2007

*Source: Cosumnes Community Services District*

**City of Elk Grove Parks**

In 2007, construction of parks within the Laguna Ridge Specific Plan area was completed for two parks: Rose Garden Park and Promenade Park. When completed, these two parks will provide 4.6 acres of parkland within the Del Webb neighborhood of the Laguna Ridge Specific Plan. Another 2 acre park, Constellation Park, located within The Grove subdivision, is

under construction and anticipated to be completed and accepted by the City by late summer 2008. Design review of three additional parks, equaling 33.6 acres, was completed in 2006 and design activities for the 10-acre Horseshoe Park is ongoing and under review by the City. The 20-acre Oasis Community Park and the 1.6 acre Island Park are currently in design but have languished due to the reduction in new home sales within the communities.

The City is currently maintaining the two completed parks and is working with the Cosumnes Community Services District (CCSD) toward the completion and adoption of an agreement wherein the CCSD maintains the parks in cooperation with the City. The ownership of the two accepted parks is currently being revised to provide for a joint ownership of the land and facilities and all future parks within the Specific Plan, with the exception of the Civic Center Community Park, will also be owned and maintained in joint tenancy.

#### *Water and Sewer*

Upon approval of the General Plan, the City established policies regarding water and sewer service within the City. These policies require that adequate conveyance systems with appropriate capacity to meet anticipated demand are available prior to the expected increase in demand. Consistent with the adopted policies, development projects are required to demonstrate a supply of potable water and conveyance systems for potable water delivery and sanitary sewer service prior to project approval. Typically, development projects design and build appropriate infrastructure to support the resultant demand including underground pipe systems and, in the case of large development projects, facilities such as new wells, pump stations, and water treatment plants are designed to accommodate large increases in overall demand. These facilities are the responsibility of the larger projects to construct and must be operational prior to build out of the project.

#### *Water*

The majority of potable water service is provided by the Sacramento County Water Agency (SCWA), Zone 40. A small area of the City is provided with water by Elk Grove Water Service, a retail water purveyor that purchases wholesale water from SCWA Zone 40. Zone 40's overall service area boundary extends outside of the City limits, which means that

all SCWA master planning documents cover a large area within the Sacramento region.

SCWA's Water Supply Master Plan (February 2005) provides an analysis, based on a 2030 planning horizon, of the water supply throughout the service area. SCWA has planned for and anticipated increased water demand within the City including build out of the Laguna Ridge Specific Plan, the Southpointe Special Planning Area (Sterling Meadows), the Lent Ranch Special Planning Area, and the future Southeast Area Specific Plan.

Potable water demand is met by groundwater and surface water supplies. Given the potential for fluctuation in a particular supply source, SCWA has planned for system redundancy to meet anticipated water demand. The analysis included within the 2030 Water Master Plan indicates that SCWA will have a high level of control to implement the 2030 Water Master Plan and is expected to meet water demand to the year 2030.

#### *Sewer*

Sacramento Area Sewer District (SASD) provides sewer service throughout the Sacramento region including unincorporated areas of Sacramento, the cities of Citrus Heights, Rancho Cordova and Elk Grove, and parts of the cities of Folsom and Sacramento. Because SASD's overall service area boundary extends beyond the City limits, infrastructure planning efforts focus on a large area of the Sacramento region.

Similar to SCWA, development projects are required to design and build project-specific infrastructure, sized appropriately for anticipated demand. These improvements typically consist of underground pipelines that connect to the overall conveyance systems through varying pipeline sizes and pump stations. Since the City's incorporation, SASD has approved every new connection to the existing conveyance system from a development project, which indicates the SASD system has adequate capacity and is able to meet demand.

SASD also has an adopted capital improvement program, a master planning document analyzing sewer conveyance needs for areas within the Urban Services Boundary (USB). Sewer service for the portion of the USB area that is the City of Elk Grove has been analyzed to accommodate the demand increases that are expected through build out of the General Plan.

Relief, rehabilitation, and expansion projects needed to meet that demand are identified in SASD's master plan document. Financing of such facilities occurs through a combination of development impact fees and developer financing.

**SUMMARY:**

As a result of the more than six years of forward-looking, progressive growth management policy direction from the City Council, Elk Grove is now entering an era of development that is planned and well-managed. City Council requires new development to construct infrastructure before or concurrent with new residents moving in. This will serve to reverse the trends that have historically burdened Elk Grove residents with traffic congestion and other problems associated with inadequate infrastructure.

In mid-2006, the City Council directed staff to implement the General Plan by initiating the analysis of the future study areas indicated in Figure LU-2 of the Land Use Element. These future study areas are located south of Kammerer Road and south of Grant Line Road. The long range comprehensive planning efforts for these areas will be focused on open space and habitat preservation. Other goals of this effort include improving the City's jobs/housing balance as well as continued implementation of the City's growth management policies. In 2006, staff began meeting with regional agencies that will be involved in this process. This overall effort is expected to take several years to complete. An outreach program and approach to the Sphere of Influence amendment was approved by the City Council in October 2007. In May 2008, the City's application to amend the Sphere of Influence was submitted to Sacramento County Local Agency Formation Commission for review. It is anticipated that the outreach efforts with the community, public agencies, and other stakeholders groups will continue to be extensive throughout 2008.

**MILESTONES ANTICIPATED IN FISCAL YEAR 2008/2009:**

Residential and nonresidential construction as well as population growth is expected to continue to level off as in the past two years. Projects approved during 2007 mainly consisted of infill, small scale projects that are not concentrated in one location of the City. It is anticipated that private

construction activities will continue to occur at a slow to moderate rate within Laguna Ridge.

Building permit issuance for single-family residential construction in 2008 is expected to continue at or below the level seen in 2007. The majority of building permits issued will be for development within Laguna Ridge. Based on projects currently under review, a continued overall level of residential and nonresidential projects will be forthcoming for review and action by the Planning Commission and/or City Council over the next year.

Relief of traffic congestion is one of the City's primary transportation goals. The City will experience significant traffic congestion relief when construction is completed on the State Route 99/Grant Line Road interchange project, which is scheduled to be fully complete by Fall 2008. Some congestion relief has already been realized as various segments of the interchange project have been completed, including the recently completed realignment of East Stockton Boulevard. Construction is also underway for the State Route 99/Sheldon Road Interchange with completion scheduled for Fall 2009. The Sheldon interchange project will not only provide traffic congestion relief for city residents, but it will also serve to improve transportation mobility for the entire Sacramento region. Several other key projects scheduled for construction in 2008 include the Elk Grove Boulevard Widening at Valley Hi, Laguna Creek Trail Crossing Bridge (Safe Routes to School project), Elk Grove Boulevard / Elk Grove Florin Road Intersection Improvements Project, and the East Stockton Boulevard Bikeway Project.

The City will continue its investment in street maintenance as the annual pavement resurfacing program begins this Summer and will be complete in the Fall. Street resurfacing extends pavement life, improves ride quality, and enhances safety. Timely street maintenance is also key to minimizing pavement life cycle costs. Various resurfacing treatments range from placement of seals, to asphalt concrete overlays, and to complete pavement reconstruction. Streets proposed for this year's program include:

- Big Horn Boulevard (Laguna Blvd to Bruceville);
- Bond Road (Bradshaw to Grant Line Road);
- Elk Grove-Florin Road (Bond Road to Sheldon Road);
- Elkmont Way (E. Stockton Boulevard to Iron Rock Way);

- Laguna Boulevard /Bond Road at State Route 99 (West Stockton Boulevard to East Stockton Boulevard);
- Waterman Road (Mosher Road to Elk Grove Boulevard);
- E. Stockton Boulevard (Emerald Vista Drive to Bond Road);
- W. Stockton Boulevard (Laguna Springs Drive to Walmart Parking Lot);
- W. Stockton Boulevard (Laguna Blvd to Dunisch Road);
- W. Stockton Boulevard (Auto Center Drive to 580' South of Laguna Grove);
- W. Stockton Boulevard (Auto Mall Drive to Promenade Parkway); and
- 25 residential and collector streets throughout the City (5 miles).

Other roadway activities projected for 2008 include continuing preliminary environmental work for the Amtrak Station at Elk Grove-Florin Road, completion of a Project Study Report for the Kammerer Road Extension from Bruceville Road to Interstate 5, and staff involvement and monitoring of the newly created Elk Grove – Rancho Cordova – El Dorado Connector Road Joint Powers Authority.

### **CONCLUSION:**

This status report has been provided as part of the City's ongoing focus on managing its future growth. Annual reports will continue to be presented to the City Council consistent with its adopted Growth Management Policy.

### **FISCAL IMPACTS:**

There are no fiscal impacts associated with presenting this Annual Growth Report.



**CITY OF ELK GROVE  
CITY COUNCIL STAFF REPORT**

**AGENDA TITLE: 2008 Annual Growth Report**

**MEETING DATE: June 24, 2009**

**DEPARTMENT: Development Services**

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**RECOMMENDED ACTION:**

Consistent with the City's adopted Growth Management Policy, review the 2008 Annual Growth Report.

**INTRODUCTION:**

The Growth Management Policy adopted by the City Council in June 2004 provides an overview of the General Plan vision, the policies that address that vision, and guidelines on how those policies should be implemented.

The General Plan's policies describe how the City plans to carefully manage growth by directing development into appropriate areas, requiring the development of infrastructure prior to need, and requiring project financing structured so that "up-front" provision of infrastructure is possible. Multiple policies within various elements of the City's General Plan provide a comprehensive strategy for controlling future growth. Together, these policies:

- Provide for balanced land uses by including both new housing and new employment opportunities to serve Elk Grove residents;
- Limit residential growth in the City's rural Sheldon area;
- Require that new infrastructure (roads, water, sewer lines, parks, etc.) be built ahead of or concurrent with new development so that problems related to inadequate roadways and other facilities can be avoided;

- Provide for the planning and financing of infrastructure in a logical manner that avoids “leapfrog” development and allows growth to remain within the capacity of the systems that serve it; and
- Coordinate the provision of infrastructure and services with other agencies serving the City such as the Elk Grove Unified School District.

This report was collaboratively written by Development Services, including Building, Public Works, and Planning. As required by the Growth Management Policy, the report provides information on:

- The **rate and location** of residential and nonresidential growth, including a comparison to growth in prior years;
- The **development of new infrastructure** in the City over the past year, including parks and other public facilities;
- The **ability of existing infrastructure and public facilities to accommodate demand created by new development**, based on their capacities and the demands generated by existing development and approved projects; and
- **Planned infrastructure and public facilities** for the coming year.

This information has been collected from a variety of sources, including building permit data, capital improvement project progress, parks construction, and school planning and construction.

## **RESIDENTIAL AND NONRESIDENTIAL GROWTH:**

### ***Population***

At the time of incorporation in July 2000, the population of Elk Grove was 75,641 according to the California Department of Finance (DOF). As indicated in Table 1 below, from July 2000 through December 2008, the City experienced an 87% percent increase in population, growing from approximately 75,638 residents to 141,430 residents. The City annexed the Laguna West area in 2003, which accounted for an instant population increase of approximately 13,400 persons, or 57% of the total growth in the year 2003. The estimated population for the City as of January 1, 2009 is 141,430 residents, which represents an annual increase of 1.7% from the previous year.

**Table 1: 2000-2007 Population**

Year	Population	Increase	% Change From Prior Year
2000	75,641	----	----
2001	81,384	5,743	7.6%
2002	86,487	5,103	6.3%
2003	110,067	23,580	27.3%
2004	121,611	11,544	10.5%
2005	131,064	9,453	7.8%
2006	136,055	4,991	3.8%
2007	139,119	3,064	2.3%
2008	141,430	2,311	1.7%

*Source: State of California, Department of Finance, E-4 Population Estimates for Cities, Counties and the State, 2001–2009, with 2000 Benchmark. Sacramento, California, May 2009.*

**Type of Construction**

Information regarding the type of construction taking place within Elk Grove was not tracked during the first two years following incorporation.

In general, construction trends in Elk Grove prior to 2003 and at incorporation were dominated by single-family residential development with limited supporting commercial and office developments. As shown in Table 2, a significant amount of residential construction occurred in 2003 and 2004. In 2005, while physical construction activities were ongoing, the total of residential units declined by 40%. The City saw the same trend in residential construction in 2006 and 2007. In 2008, the overall number of residential units increased by 16% from the previous year (from 684 units to 792 units). However, the majority of the residential units were for multi-family/apartment (510 units) while the number of single-family residential permits (1 permit=1 unit) significantly decreased by 62% from the previous year (from 684 permits to 258 permits).

From 2003 through 2005, non-residential construction remained relatively consistent, with the City issuing permits for an average of 917,000 square feet of office, retail, and industrial building space per year. Retail construction was highest in 2003, while office construction was highest in 2005. Industrial construction remained level in 2004 and 2005, with

permits issued for approximately 196,000 square feet of industrial building space annually. In 2006, retail and industrial square footage increased and office square footage significantly decreased, which subsequently reversed in 2007. In 2008, the square footages for all non-residential categories increased from the previous year. However, a caveat for retail is that 544,094 square feet of the 568,273 square feet total was associated with permits issued for the Promenade Mall. The permits issued for industrial and office constitutes a total of 125,326 square feet and 46,289 square feet, respectively.

*[Table 2 is displayed on the following page]*

Table 2: Building Permits by Development Type

Development Type	2003		2004		2005		2006		2007		2008	
	# of Permits	Square Footage	# of Permits	Square Footage	# of Permits	Square Footage	# of Permits	Square Footage	# of Permits	Square Footage	# of Permits	Square Footage
<b>Residential</b>												
Single-Family Residential	3,715	(Avg size 2,485 SF)	4,059	(Avg size 2,586 SF)	2,294	--	617	(Avg size 3,350 SF)	684	(Avg size 2812 SF)	258	(Avg. size 3,107)
Multifamily / Apartment Units	576 <sup>1</sup>	--	498 <sup>1</sup>	--	116 <sup>1</sup>	--	96 <sup>1</sup>	--	0	--	510 <sup>1</sup>	--
Condominiums	0	--	0	--	262 <sup>1</sup>	--	30 <sup>1</sup>	--	0	--	24 <sup>1</sup>	--
<b>Total Residential Units</b>	4,291	--	4,557	--	2,672	--	743	--	684	--	792	--
<b>Non-Residential</b>												
Retail	35	630,843	37	521,264	36	303,542	26	386,579	30	293,945	13	568,273
Office	19	230,657	13	207,008	26	428,863	5	42,662	8	74,845	6	125,326
Industrial	2	37,747	19	195,796	20	196,465	30	267,276	0	0	3	46,289
<b>Total SF</b>	--	899,247	--	924,068	--	928,870	--	696,517	--	368,790	--	739,888
<b>Total</b>	4,347	--	4,626	--	2,753	--	804	--	722	--	814	--

Source: City of Elk Grove Building Safety and Inspection Department

/1/ Number value represents total of residential units and not number of building permits

## **ROADWAY CONSTRUCTION:**

The City of Elk Grove has a comprehensive Capital Improvement Program that describes capital improvements planned by the City for the five year period from Fiscal Year 2008/09 through Fiscal Year 2012/13. The CIP includes roadway projects funded from a myriad of revenue sources including Elk Grove Roadway development impact fees, Measure A, gas tax, community facilities districts, and state/federal grants. The Elk Grove Roadway Fee is reviewed annually with the overall budget process to ensure that the fees collected are clearly identified. The CIP also provides specific cost and schedule information on roadway fee projects and describes a construction schedule that keeps pace with development.

During the period between 2000 and 2008, the City Council has approved funding for numerous major roadway projects to finance design, environmental review, right-of-way acquisition, and construction. Over 50 transportation projects have been completed to date, with a total value of \$170 million. There were many projects that completed construction in FY 2008/09 including:

- Intelligent Transportation System
- Elk Grove Public Library
- Grant Line Road Interchange
- East Stockton Boulevard Bikeway
- Elk Grove Boulevard/Elk Grove-Florin Road Intersection
- Elk Grove Boulevard Widening at Valley Hi
- Elk Grove Boulevard Median Landscaping and Improvements at Laguna Lake Way and Foulks Ranch Drive
- Compressed Natural Gas Station at the Corporation Yard
- Bus stop shelters at various locations
- Pavement rehabilitation, slurry seals, and microsurfacing throughout the City, including Stockton Boulevard rehabilitation

The City Council has continually devoted apportionments of the annual budget to fund ongoing programs that canvas citywide transportation needs. Annual programs in the Capital Improvement Program include the bicycle and pedestrian facilities program, curb, gutter and sidewalk repair program, pavement maintenance program, and accessibility improvements program.

Through investment in the capital transportation improvement projects and these ongoing programs, the City has a two-pronged approach to transportation solutions. First, it is responsive to transportation needs arising from development and growth. Secondly, the City ensures there is a continued investment to maintain pavement and other components of the existing roadway infrastructure.

### **OTHER COMMUNITY RESOURCES:**

Progress of two additional community resources, schools and parks, are also identified within the Growth Management Policy as relevant to successful development in Elk Grove.

#### ***Schools***

At the time the City incorporated, the Elk Grove Unified School District operated 11 elementary schools, 2 middle schools, and 2 high schools within City limits. As shown in Table 3 below, over the last eight years, the Elk Grove Unified School District has increased the number of schools within the Elk Grove City limits by approximately 70% for elementary schools and by approximately 200% for both middle and high schools. Elizabeth Pinkerton Middle School and Cosumnes Oaks High School opened in 2008. Both schools are located south of Elk Grove Boulevard in the Laguna Ridge Specific Plan. As noted in the table below, elementary schools are shown with a range of capacity as schools can be on a traditional or year-round calendar. According to the Elk Grove School District, year-round schools may have up to a 25% increase in enrollment over the traditional calendar.

**Table 3: 2000-2008 School Construction**

School <sup>1</sup>	Year Opened	Current Capacity <sup>2</sup>	Enrollment as of 2008
<b>Elementary Schools</b>			
Raymond Case <sup>3</sup>	2000	850-1,100	872
Stonelake <sup>3</sup>	2000	850-1,200	1020
Elliot Ranch <sup>3</sup>	2002	850-1,100	971
Edna Batey <sup>3</sup>	2003	850-1,100	1031
Arlene Hein <sup>3</sup>	2004	850-1,100	953
Roy Herburger <sup>3</sup>	2004	850-1,100	813
Helen Carr Castello <sup>3</sup>	2005	850-1,100	850
Carroll <sup>1</sup>	2006	850-1,200	1052
<b>Middle Schools</b>			
Toby Johnson	2002	1,500	1493
Edward Harris, Jr	2004	1,475	1272
Katherine Albiani	2005	1,475	1317
Elizabeth Pinkerton	2008	1,500	704
<b>High Schools</b>			
Franklin High School	2002	3,000	2843
Monterey Trail	2004	2,500	2242
Pleasant Grove	2005	2,500	2194
Cosumnes Oaks	2008	2,375	675

Source: Elk Grove Unified School District

/1/ The attendance boundaries of schools located within the City of Elk Grove are not contiguous with the City limits. Some EGUSD students that live within the City limits are served by schools outside the City and some students living outside the City limits are within attendance boundaries of schools within the City. School attendance boundaries are not permanent due to growth and change in the EGUSD. When boundaries are changed or a school becomes overcrowded, students may be reassigned to another school within the district.

/2/ Currently on a year round calendar.

/3/ Capacity on a school site can vary based on permanent/portable additions/removals, year-round enrollment increases, etc.

## **Parks**

### Cosumnes Community Services District Parks

At the time of incorporation, approximately 380 acres of park land had been developed by the Cosumnes Community Services District, an average of 5 acres of parkland per thousand residents at incorporation. Table 4 lists the parks that have been constructed over the last eight years. Based on the 2008 population estimate of 141,430 persons, approximately 4.3 acres of parkland per 1,000 residents is available for use in Elk Grove.

**Table 4: Park Construction**

Park	Size (acre)	Year Opened
Rose Park	1.10	2000
Strong Park	7.90	2000
Lombardi Park	2.00	2001
Kin Park	4.62	2002
Lippincott Park	1.50	2002
Gates Park	2.28	2002
Simpson Park	7.80	2003
Nottoli Park	21.10	2003
Simpson Park	7.80	2003
Houde Park	4.23	2003
Henderson Park	2.20	2003
Laguna Park (excluding aquatic center)	15.97	2003
Jones Park	17.17	2003
Baker Park	0.86	2003
Hawkins Park	4.40	2004
Fleming Park	2.20	2004
Rau Park	18.0	2005
Johnson Park, Phase II	21.0	2005
Perez Park	1.70	2005
Miles Park	2.00	2006
Willard Park	5.80	2006
Luttig Park	9.10	2006
Ehrhardt Oaks Park	1.90	2006
Pinkerton Park	4.50	2007
Machado Dairy Park	10.12	2007
Schauer Park	1.50	2007
Amundson Park	8.65	2008
Karamanos	1.50	2008
Morse Park	30.00	2008
Backer Sr. Park	10.50	2008

Source: Cosumnes CSD

City of Elk Grove/Cosumnes CSD Parks

In 2007, Rose Garden Park and Promenade Park were completed in the Laguna Ridge Specific Plan (LRSP) resulting in 4.6 acres of public parkland within the Del Webb neighborhood. In 2008, the 2-acre Constellation Park was completed within The Grove subdivision located in the LRSP. Design review of three additional parks, equaling 33.6 acres, was completed in 2006 and design activities for the 10-acre Horseshoe

Park is ongoing. The 20-acre Oasis Community Park and the 1.6 acre Island Park are currently in design, but have languished due to the reduction in new home sales within the communities.

The City and Cosumnes CSD (CCSD) have adopted an agreement resulting in the joint ownership of all parks, including land and facilities, within the Laguna Ridge Specific Plan. The only exception is the Civic Center Community Park, which will be owned and maintained by the City.

### ***Water and Sewer***

Upon approval of the General Plan, the City established policies regarding water and sewer service within the City. These policies require that adequate conveyance systems with appropriate capacity to meet anticipated demand are available prior to the expected *increase* in demand. Consistent with the adopted policies, development projects are required to demonstrate a supply of potable water and conveyance systems for potable water delivery and sanitary sewer service prior to project approval. Typically, development projects design and build appropriate infrastructure to support the resultant demand including underground pipe systems and, in the case of large development projects, facilities such as new wells, pump stations, and water treatment plants are designed to accommodate large increases in overall demand. These facilities are the responsibility of the larger projects to construct and must be operational prior to build out of the project.

### ***Water***

The majority of potable water service is provided by the Sacramento County Water Agency (SCWA), Zone 40. A small area of the City is provided with water by Elk Grove Water Service, a retail water purveyor that purchases wholesale water from SCWA Zone 40. Zone 40's overall service area boundary extends outside of the City limits, which means that all SCWA master planning documents cover a large area within the Sacramento region.

SCWA's Water Supply Master Plan (February 2005) provides an analysis, based on a 2030 planning horizon, of the water supply throughout the service area. SCWA has planned for and anticipated increased water demand within the City including build out of the Laguna Ridge Specific

Plan, the Southpointe Special Planning Area (Sterling Meadows), the Lent Ranch Special Planning Area, and the future Southeast Area Specific Plan.

Potable water demand is met by groundwater and surface water supplies. Given the potential for fluctuation in a particular supply source, SCWA has planned for system redundancy to meet anticipated water demand. The analysis included within the 2030 Water Master Plan indicates that SCWA will have a high level of control to implement the 2030 Water Master Plan and is expected to meet water demand to the year 2030.

In 2008, the SCWA completed water main improvements for the Grantline/Hwy. 99 Interchange, while main improvements for the Sheldon/Hwy. 99 Interchange and West Stockton Bridge Replacement project were under construction and anticipated for completion in 2009.

### **Sewer**

Sacramento Area Sewer District (SASD) provides sewer service throughout the Sacramento region including unincorporated areas of Sacramento, the Cities of Citrus Heights, Rancho Cordova, and Elk Grove, and parts of the Cities of Folsom and Sacramento. Because SASD's overall service area boundary extends beyond the City limits, infrastructure planning efforts focus on a large area of the Sacramento region.

Similar to SCWA, development projects are required to design and build project-specific infrastructure, sized appropriately for anticipated demand. These improvements typically consist of underground pipelines that connect to the overall conveyance systems through varying pipeline sizes and pump stations. Since the City's incorporation, SASD has approved every new connection to the existing conveyance system from a development project, which indicates the SASD system has adequate capacity and is able to meet demand.

SASD also has an adopted capital improvement program, a master planning document analyzing sewer conveyance needs for areas within the Urban Services Boundary (USB). Sewer service for the portion of the USB area that is the City of Elk Grove has been analyzed to accommodate the demand increases that are expected through build out of the General Plan. Relief, rehabilitation, and expansion projects needed to meet that demand are identified in SASD's master plan document. Financing of such facilities

occurs through a combination of development impact fees and developer financing.

**SUMMARY:**

Contrary to the low level of construction for both residential and non-residential over the past few years as a result of the overall economy, Elk Grove has established policies that guide new development in an orderly fashion. Such policies require new development to construct infrastructure before or concurrent with new residents moving in. This will serve to reverse the trends that have historically burdened Elk Grove residents with traffic congestion and other problems associated with inadequate infrastructure.

In mid-2006, the City Council directed staff to implement the General Plan by initiating the analysis of the future study areas indicated in Figure LU-2 of the Land Use Element. These future study areas are located south of Kammerer Road and south of Grant Line Road. The long range comprehensive planning efforts for these areas will be focused on open space and habitat preservation. Other goals of this effort include improving the City's jobs/housing balance as well as continued implementation of the City's growth management policies. In 2006, staff began meeting with regional agencies that will be involved in this process. This overall effort is expected to take several years to complete. An outreach program and approach to the Sphere of Influence amendment was approved by the City Council in October 2007. In May 2008, the City's application to amend the Sphere of Influence (SOI) was submitted to the Sacramento County Local Agency Formation Commission (LAFCo) for review. In September 2008, the City requested LAFCo to put the application on hold in efforts to allow the City and Sacramento County to increase the coordination of common interests in the SOI area. Common interests include 1) conservation of habitat and open space, 2) protection of farmland and agriculture, 3) public access/passive recreation opportunities, and 4) urban/rural interface that protects the rural land uses and agricultural activities. Outreach efforts with the community, public agencies, and other stakeholders groups are planned for 2009.

**MILESTONES ANTICIPATED IN FISCAL YEAR 2009/2010:**

Residential and nonresidential construction as well as population growth is expected to continue to level off as in the past three years. Projects approved during 2008 mainly consisted of infill, small scale projects that are not concentrated in one location of the City. It is anticipated that private construction activities will continue to occur at a slow to moderate rate within Laguna Ridge.

Building permit issuance for single-family residential construction in 2009 is expected to continue at or below the level seen in 2008. The majority of building permits issued will be for development within Laguna Ridge.

Relief of traffic congestion is one of the City's primary transportation goals. The City will experience significant traffic congestion relief when construction is completed on the State Route 99/Sheldon Road interchange project, which is scheduled to be fully complete by the Fall of 2009. Several other key projects scheduled for completion in FY 2009/10 are as follows:

- I-5/Elk Grove Boulevard Northbound onramp improvements
- Harbour Drive Landscaped Median
- West Stockton Boulevard at Laguna Creek Bridge Replacement
- Safe Routes to School Laguna Creek Trail Bridge
- Franklin Boulevard/Elk Grove Boulevard intersection
- Waterman/Grant Line Road intersection
- Intelligent Transportation System from the City Corporation Yard to City Hall

The City will continue its investment in street maintenance as the annual pavement resurfacing program begins this summer and will be complete in the Fall. Street resurfacing extends pavement life, improves ride quality, and enhances safety. Timely street maintenance is also key to minimizing pavement life cycle costs. Various resurfacing treatments range from placement of seals, asphalt concrete overlay to complete pavement reconstruction. Streets proposed for this year's program include:

- Rehabilitation of Elk Grove Boulevard, Franklin Boulevard, Wilton Road, and Kammerer Road.

- Various pavement maintenance and slurry seals citywide

Other roadway activities projected for 2009 include the continuation of project development activities (which include preliminary design and environmental, right-of-way, and/or final design) for following:

- Proposed Railroad Quiet Zone #3 at Dwight Road and Sims Road
- Grant Line Road Widening (from East Stockton Blvd to Waterman Road)
- Kammerer Road Widening (from Bruceville to I-5)
- Route 99/Elk Grove Boulevard
- Route 99 Pedestrian/Bridge Overcrossing at Elk Grove Creek Trail

### **CONCLUSION:**

This status report has been provided as part of the City's ongoing focus on managing its future growth. Annual reports will continue to be presented to the City Council consistent with its adopted Growth Management Policy.

### **FISCAL IMPACTS:**

There are no fiscal impacts associated with presenting this Annual Growth Report.

Elk Grove Coalition Advocating  
Proper Planning (EGCAPP)  
August, 2009

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Proposal:  
Elk Grove Growth  
Management Plan &  
Ordinance

*Originally submitted January, 2006*

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## I. Purpose

Elk Grove Coalition Advocating Proper Planning (EGCAPP) strongly supports growth management strategies that include the following principles:

- Local control over land use planning
- Integration of land uses
- Infill development and reuse of Brownfields
- Long-term planning that takes into account future growth needs of our community
- Diversity of shopping opportunities which will reduce required travel distances for our community
- Open public hearings during local-decision making process

## II. Abstract

It is the intent of the Elk Grove City Council to address the potential decline of the City of Elk Grove's special quality of life unless specific growth management action is taken to prevent it and to enhance the continued challenge of providing a high level of public services while keeping property taxes at a reasonable level.

### III. Growth Management Plan

EGCAPP understands that growth is a concern, but we also recognize that smart growth cannot mean no growth. The proposed Growth Management Policy is to be embraced as a planning tool, the key elements of the strategy being:

1. Create an environment that will encourage citizens of Elk Grove to stay in the community instead of moving out; better schools, better infrastructure, less crime, and better integration of land uses. Encourage retail development at appropriate locations within the community so that citizens won't have to drive long distances to do their regular shopping.
2. Provide incentives and adopt flexible regulations that allow development to expand.
3. Balance protection of agricultural, open spaces, scenic and cultural resources, and environmentally sensitive lands with the provision of adequate land to meet the future economic and growth needs of the community.
4. Maintain vitality of the City of Elk Grove's traditional downtown, main streets, older suburban and inner city street areas where feasible by encouraging redevelopment and infill development, while continuing to recognize the need to provide retail to growing areas.

5. Maintain land use planning and control at the local level, with the County of Sacramento providing financial resources and generalized polices for local planning and economic development.
6. Establish long-term local comprehensive plans providing for adequate supply of land with infrastructure for residential, commercial, recreational and industrial uses to meet current and future needs of the community.
7. Make development decisions predictable, fair, timely and cost effective.
8. Plan for a diversity of shopping opportunities; locating neighborhood and regional scale centers in appropriate locations so that consumers have a wide variety of shopping alternatives while also reducing required travel distances.
9. Develop public/private partnerships to work collectively to meet the needs of the community.
10. Create economic and regional incentives to encourage infill development and the reuse of Brownfields.

## IV. Growth Management Ordinance

**ORDINANCE NO. 2009 – 0\_**

**AN ORDINANCE OF THE  
CITY COUNCIL OF THE CITY OF ELK GROVE  
RELATING TO THE ESTABLISHMENT OF THE  
CITY OF ELK GROVE GROWTH MANAGEMENT POLICY**

**WHEREAS**, major economic, social and land use changes are occurring in the City of Elk Grove at a tremendous pace; and

**WHEREAS**, the continued maintenance of sustainable residential and economic development expansion is considered necessary for the quality of life and general welfare of current and future City of Elk Grove citizens;

**NOW, THEREFORE, BE IT RESOLVED BY THE ELK GROVE CITY COUNCIL:**

It is the intent of the Elk Grove City Council to address the potential decline of the City of Elk Grove's special quality of life unless specific growth management action is taken to prevent it and to enhance the continued challenge of providing a high level of public services while keeping property taxes at a reasonable level. Furthermore, by establishing this Growth Management Plan, it is the intent of the Elk Grove City Council to:

1. Recognize that all individual growth management decisions are part of a larger interconnecting framework of building sustainable and quality growth within City of Elk Grove;
2. Discourage high density development in areas where significant urban infrastructure are not anticipated;
3. Encourage rural lot designs in those areas where urban infrastructure is not anticipated that will enhance groundwater recharge ability while preserving open space;
4. Recognize that growth management policies should afford flexibility to City commissions and agencies that will enable them to adapt to the practical requirements often necessary for rural development;
5. Performance zoning criteria, such as open space or heritage asset preservation, should help expedite development project approval;
6. Recognize and respect constitutionally protected private property rights in the interpretation of all policies and to achieve community goals such as open space preservation through incentives to landowners in voluntary programs that recognize consumer demand;
7. Ensure the opportunity for landowners to achieve the highest and best uses of their land that are consistent with growth management policies in order to protect the economic viability of the City's citizens and tax base;

8. Minimize the effects of large developments in rural areas on the visual landscape and protect farmers from residential neighbors who may not fully understand the nature of farming; and
9. Consider the costs as well as the benefits of growth management policies in order to preserve affordability for citizens' real estate and housing needs.
10. Support local and regional efforts to promote the development of transportation systems which provide transportation choices, enhance mobility and connectivity, encourage economic development, and protect the manmade and natural environments of the city and region.

**NOW, THEREFORE, BE IT FURTHER RESOLVED**, to implement this Growth Management Plan, the City of Elk Grove staff, and related Commissions, should use the policies established as guidelines in evaluating rezoning and growth related issues. The evaluation criteria should also be used to assist citizens in making decisions that are consistent with City of Elk Grove growth management policies.

PASSED AND ADOPTED by the City Council of the City of Elk Grove this \_\_\_\_\_ day of \_\_\_\_\_, 2009, by the following votes on roll call:

AYES:

NOES:

ABSENT:

ABSTAIN:

\_\_\_\_\_  
PATRICK A. HUME  
Mayor

ATTEST:

\_\_\_\_\_  
SUSAN J. BLACKSTON  
City Clerk

APPROVED AS TO FORM:

\_\_\_\_\_  
SUSAN BURNS COCHRAN  
City Attorney

## V. Leadership's Role

By adopting a Growth Management Plan, the Elk Grove City Council will put considerable effort and resources toward courting the ideas and suggestions of the citizens and not just giving the appearance of public consultation.

Therefore, the city council can proceed with recommendations from the public, seeking a middle ground among conflicting recommendations. It is then and only then will there be a true partnership between the local government of the city of Elk Grove and its citizens.