



CHAPTER 4: URBAN AND RURAL DEVELOPEMENT





OVERVIEW

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

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

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

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

LAND USE (LU)

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



HOUSING (H)

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

AGRICULTURE (AG)

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

RELATIONSHIP TO OTHER CHAPTERS

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

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



SUPPORTING PRINCIPLES

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

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

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

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





URBAN AND RURAL DEVELOPMENT: CONCEPTS AND POLICY FRAMEWORK

FOCUSED GROWTH

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

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

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

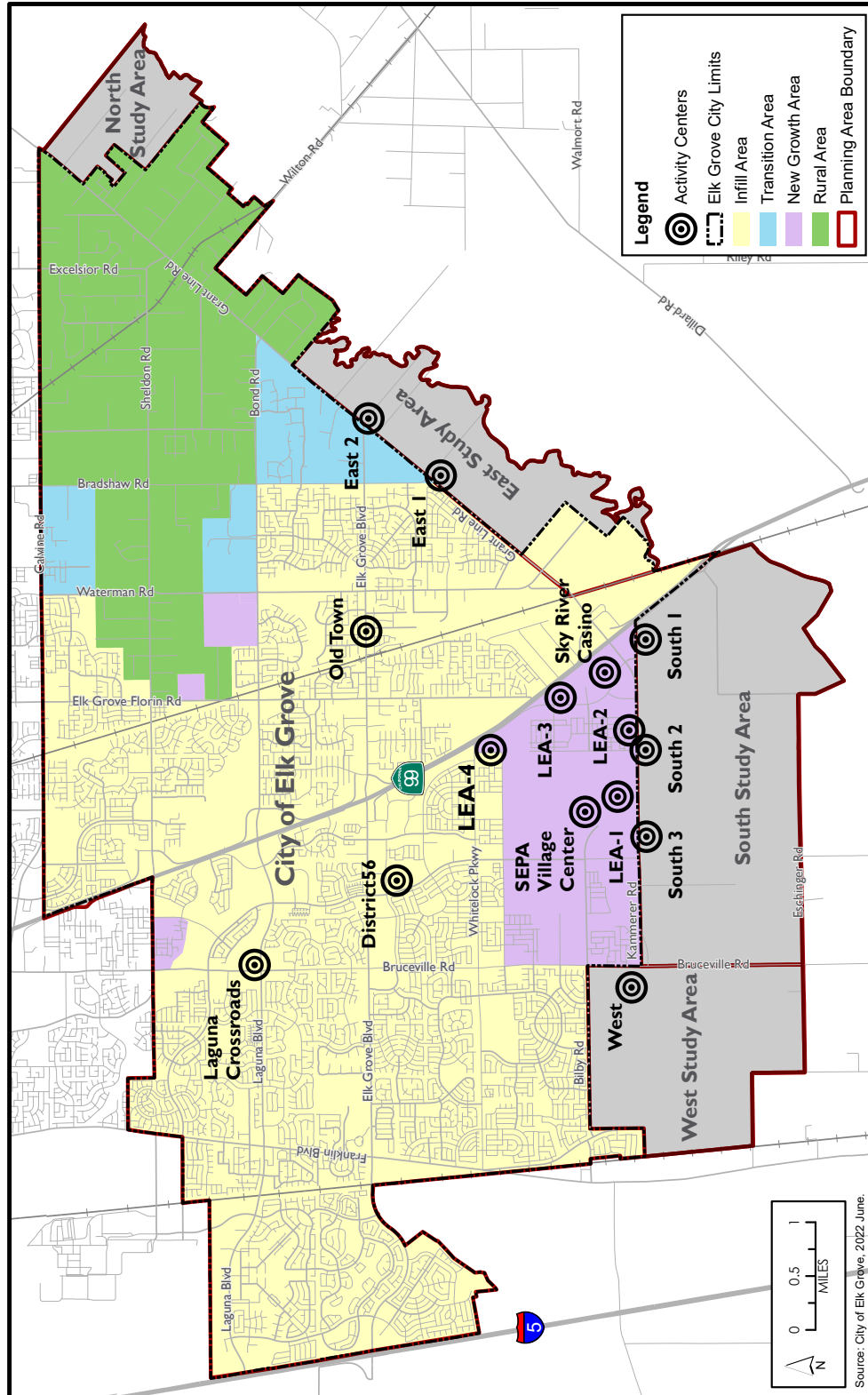


Farm near Elk Grove



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

Figure 4-1 Potential Activity and Infill Areas





EXPANSION WITH PURPOSE

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

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

NEIGHBORHOODS AND COMMUNITY CHARACTER

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

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

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



Community Outreach on Neighborhood Planning



LAND USE POLICY AREAS

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



East Franklin Community

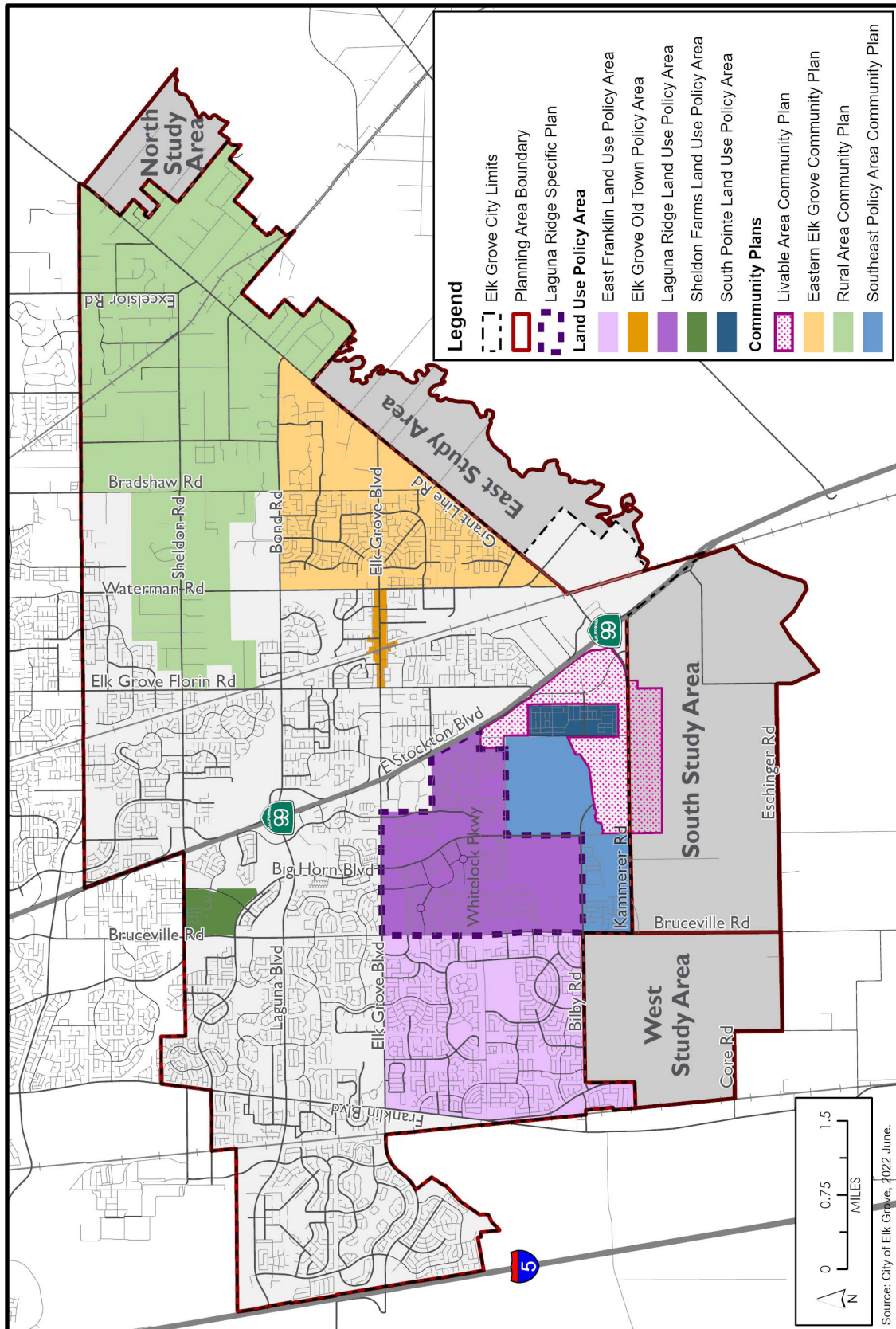
- **East Franklin Land Use Policy Area:** This area encompasses 2,740 acres of land that includes parks, schools, shopping centers, and more than 10,000 homes. It is the successor to the East Franklin Specific Plan, which was adopted by Sacramento County in April 2000, just prior to City incorporation.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

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

- **Old Town Land Use Policy Area:** This area encompasses a federally recognized Historic District and is the historic “center” of town. Infill development in Old Town should enhance the historic character and preserve it for current and future residents. To the extent feasible, infill should rehabilitate existing structures with minimal disruption to the lifestyle of residents. The development of an activity center with regional shopping and entertainment opportunities is part of the City’s vision for this area. Site development is regulated by the Old Town SPA.
- **South Pointe Land Use Policy Area:** The South Pointe area is an approximately 180-acre site located between the SEPA Community Plan and the Livable Employment Area Community Plan, north of Kammerer Road and east of Lotz Parkway. Residential development was approved on the site as part of the Sterling Meadows Subdivision in 2008.
- **Sheldon Farms Land Use Policy Area:** Sheldon Farms is an approximately 146-acre area made up of two sites, one of which is, as of 2021, being developed. The sites are planned to contain a mixed-use village, a range of residential densities, and open space uses. Development of this area will support expanded and future transit services. Development should include street-level retail, access to transit, and should be designed to enhance walk-ability.



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





COMMUNITY PLANS, SPECIFIC PLANS, AND SPECIAL PLANNING AREAS

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

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

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

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



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

COMMUNITY DESIGN

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

JOB CREATION

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

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

JOBS AND HOUSING NEEDS

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



ACCESSIBLE SERVICES AND AMENITIES

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

PRESERVING AGRICULTURE

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

Agriculture in Elk Grove





GOALS AND POLICIES: LAND USE

GOAL LU-1: A COORDINATED DEVELOPMENT PATTERN

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

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

POLICIES: DEVELOPMENT PATTERN

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

- Policy LU-1-1:** Reference the land use designation descriptions and Table 3-1 Consistency Matrix, as identified in the *Planning Framework* chapter (see Chapter 3), in the assignment of zoning categories and in the review of proposed projects.
- Policy LU-1-2:** Foster development patterns that will achieve a complete community in Elk Grove, particularly with respect to increasing jobs and economic development and increasing the City's jobs-to-employed resident ratio while recognizing the importance of housing and a resident workforce.
- Policy LU-1-3:** Multifamily housing development should be located according to the general criteria as identified in Policy H-1-3 (see page 4-45).



- Policy LU-1-4:** Land uses in the vicinity of areas designated as Heavy Industry should include transitions in intensity, buffers, or other methods to reduce potential impacts on residential uses. Buffers may include land designated for other uses, such as light industry, commercial, or open spaces.
- Policy LU-1-5:** To support intensification of identified growth areas, restrict new development on properties in rural and transitional areas.
- Policy LU-1-6:** Support the development of neighborhood-serving commercial uses adjacent to residential areas that provide quality, convenient, and community-serving retail choices in a manner that does not impact neighborhood character.
- Policy LU-1-7:** Encourage disclosure of potential land use compatibility issues including but not limited to noise, dust, and odors, in order to provide potential purchasers with complete information to make informed decisions about purchasing property.

POLICIES: EMPLOYMENT LAND USES

- Policy LU-1-8:** Seek to designate sufficient land in all employment-generating categories to provide opportunities for Elk Grove's working population and jobs in categories matching resident's employment level.
- Policy LU-1-9:** Encourage employee-intensive commercial and industrial uses to locate within walking distance of high-frequency transit stops. Encourage regional public transit providers to provide or increase coordinated services to areas with high concentrations of residents, workers, or visitors.
- Policy LU-1-10:** The City discourage changes in the land use map that reduce or eliminate properties designated for employment uses, while at the same time encourage the development of employment uses within mixed-use areas.

GOAL LU-2: A FOCUS ON INFILL

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



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

POLICIES: INFILL DEVELOPMENT

- Policy LU-2-1:** Promote a greater concentration of high-density residential, office commercial or mixed-use sites and the population along identified transit corridors and existing commercial corridors, in activity centers, and at other appropriate locations.
- Policy LU-2-2:** Support new development within the existing City limits by investing in public infrastructure.
- Policy LU-2-3:** Prioritize and incentivize development in infill areas identified in **Figure 4-1**.
- Policy LU-2-4:** Require new infill development projects to be compatible with the character of surrounding areas and neighborhoods, support increased transit use, promote pedestrian and bicycle mobility, and increase housing diversity.

Policy LU-2-1

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

GOAL LU-3: EXPANSION WITH PURPOSE

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

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

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

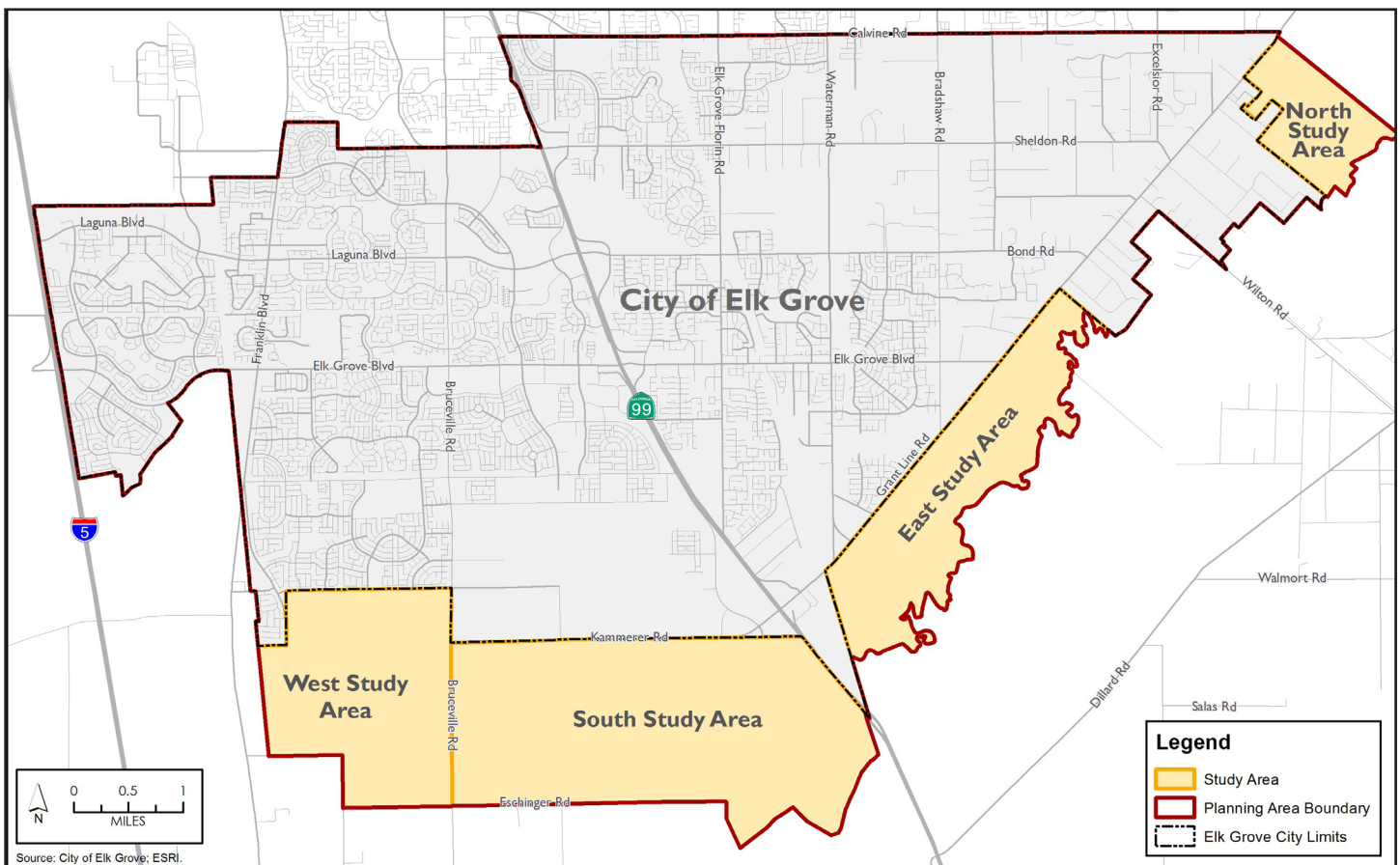


General Plan, which may require both on-site and off-site improvements. Further, it is the City's expectation that the costs associated with development, maintenance, and operation of this infrastructure and related City services be sufficiently funded by the proposed development and not create a burden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

POLICIES: STUDY AREA ORGANIZING PRINCIPLES

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

**FIGURE 4-3
STUDY AREA BOUNDARIES**





Study Area Organizing Principles

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

1. Activity District , which focuses on higher densities and intensities of retail, services, employment and residential uses.
2. Residential Neighborhood District, where residential development, with neighborhood-serving retail and parks and schools, occurs.
3. Open Space/Conservation District, which includes large urban parks, open spaces, and agriculture-related uses.

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

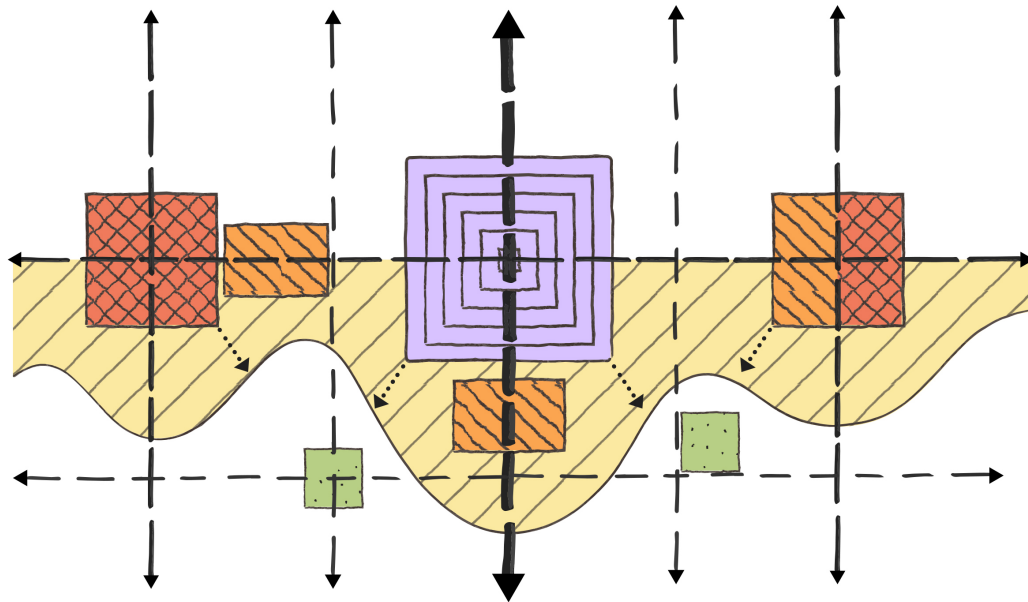
POLICIES: ACTIVITY DISTRICT GENERAL COMPONENTS

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

- Policy LU-3-2:** Employment land uses in Activity Districts should meet the following guidelines:
- Regional Commercial and Employment Center uses should be located along major arterial roadways and generally within one-quarter mile of major intersections and/or planned or existing transit stops.



FIGURE 4-4:
CONCEPTUAL ILLUSTRATION OF GENERAL SITING CRITERIA



KEY

- | | |
|--|--|
| Regional Commercial or Employment Center | Major Arterial |
| Community Commercial or Mixed-Use | Minor Arterial |
| High Density Residential | Collector |
| Medium Density Residential | Local |
| Low Density Residential ¹ | ¹ Or other compatible land uses per general siting criteria |
| Park ² | ² Parks may be integrated into surrounding land uses |

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



- Policy LU-3-3:** Transect-based land uses in Activity Districts shall implement the provisions of the Livable Employment Area Community Plan as provided in Chapter 9 and the provisions of the corresponding zoning designations.
- Parking should be located internally on the site, as opposed to fronting on public roads where feasible; structured parking is encouraged where feasible.
- Policy LU-3-4:** Residential land uses in Activity Districts should meet the following guidelines:
- High Density Residential uses shall be located within one-quarter mile of major intersections and planned or existing transit stops.
 - Housing should be buffered via building designs or other features from uses that produce loud noises that frequently exceed 65 decibels.
- Policy LU-3-5:** Public and Quasi-Public land uses in Activity Districts should meet the following guidelines:
- Acreages for parks shall meet or exceed the minimums required by City and/or Cosumnes Community Services District standard(s).
 - Acreages for Public Services land uses shall meet or exceed the minimums required by any applicable standards, including land to support future school sites.
 - Proposed development projects should maximize efficiency of service delivery. New development should be located adjacent to existing development and should be connected or linked to uses with similar service and utility needs.
 - Schools, community centers, and park and recreation sites shall be connected to nearby residential neighborhoods through separated pedestrian and bicycle pathways.
 - Consistent with the Park Design Principles adopted by the Cosumnes Community Services District and the City, local and neighborhood parks shall be located within residential areas and not along arterial roads. Community parks may be located on arterials.



Park in Elk Grove

POLICIES: RESIDENTIAL NEIGHBORHOOD DISTRICT GENERAL COMPONENTS

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

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

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

Policy LU-3-7:

Residential land uses in Residential Neighborhood Districts should meet the following guidelines:

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



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

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

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

POLICIES: OPEN SPACE/CONSERVATION DISTRICT GENERAL COMPONENTS

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

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

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



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

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

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



POLICIES: STUDY AREA LAND USE PROGRAMS

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

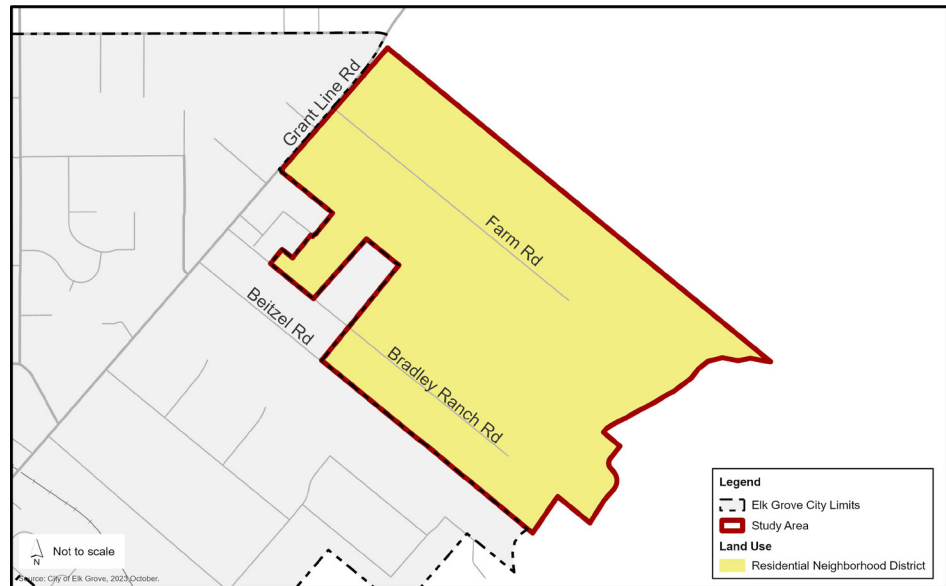
Study Area Land Use Programs

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

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



**FIGURE 4-5:
NORTH STUDY AREA LAND USE DIAGRAM**



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

LAND USE DISTRICT	DESIGNATIONS ALLOWED IN DISTRICT	DESIRED LAND USE RANGE (GROSS ACREAGE BASIS) ^{1,2}	
		PERCENTAGE	ACREAGE
Residential Neighborhood District	Rural Residential (RR)	100%	646 acres

POLICIES: NORTH STUDY AREA DEVELOPMENT PATTERN

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

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

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

Note:

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



POLICIES: EAST STUDY AREA DEVELOPMENT PATTERN

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

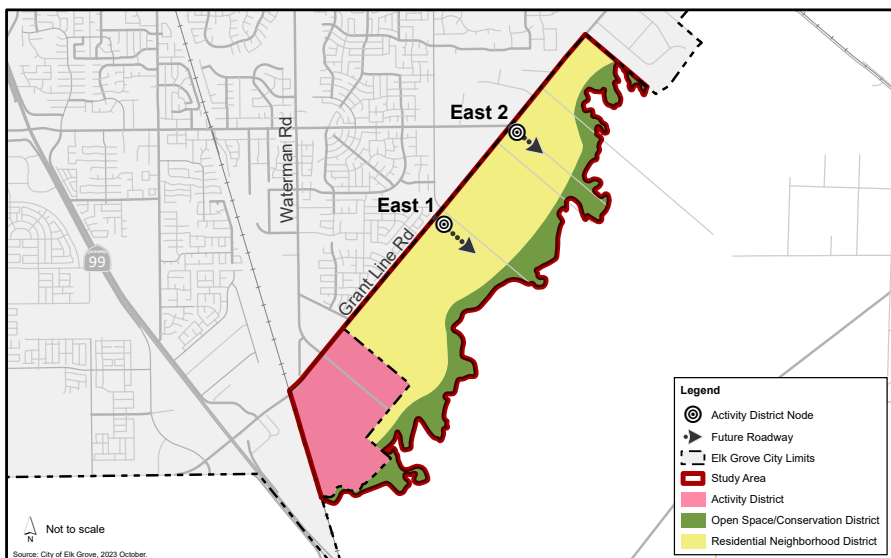
In the central and northeastern portions of the East Study Area, uses will transition to residential neighborhoods that are compatible with existing neighborhoods to the north of Grant Line Road, as well as with the rural and agricultural areas located to the northeast and southeast. Opportunities for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

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

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

**FIGURE 4-6:
EAST STUDY AREA LAND USE DIAGRAM**

Figure 4-6 East Study Area Land Use Diagram





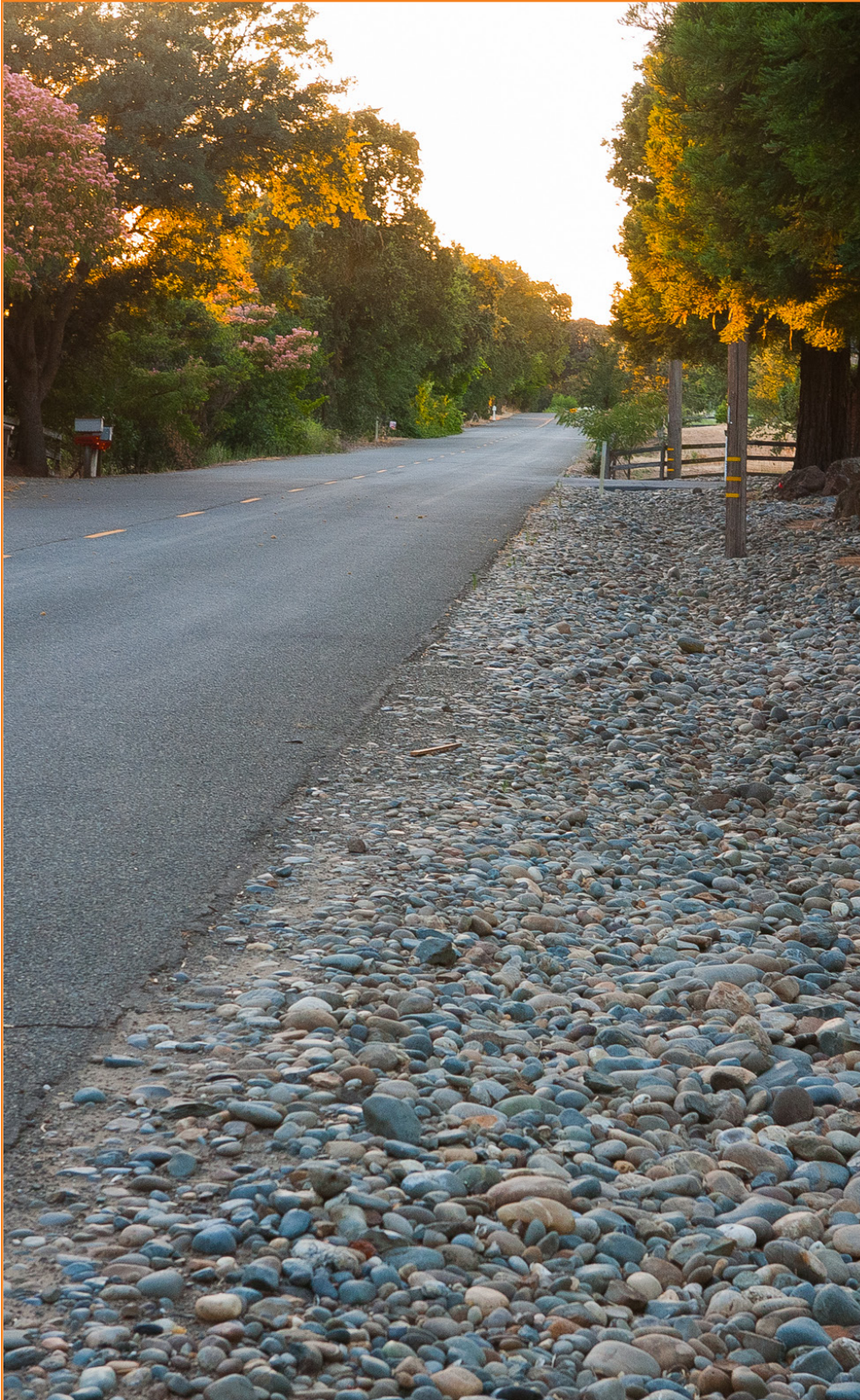
**TABLE 4-2:
EAST STUDY AREA LAND USE DISTRICT PROGRAM STANDARDS**

LAND USE DISTRICT	DESIGNATIONS ALLOWED IN DISTRICT	DESIRED LAND USE RANGE (GROSS ACREAGE BASIS) ^{1, 2}	
Activity District	Community Commercial (CC)	1%-5%	15-90 acres
	Regional Commercial (RC)		
	Light Industrial/Flex (LI/F)	15%-30%	260-500 acres
	Light Industrial (LI)		
	Heavy Industrial (HI)		
	High Density Residential (HDR)	1%-3% or as needed to meet RHNA	15-55 acres
	Public Services (PS)	1%-3% or as needed to support land uses	15-55 acres
Residential Neighborhood District	Community Commercial (CC)	1%-3%	15-55 acres
	Rural Residential (RR)	60%-65%	1,050-1,150 acres
	Estate Residential (ER)		
	Low Density Residential (LDR)		
	Medium Density Residential (MDR)	1%-3%	15-55 acres
	High Density Residential (HDR)	or as needed to meet RHNA	
	Park and Open Space (P/OS)	8%-13% or as needed to support land uses	140-230 acres
	Public Services (PS)	1%-3% or as needed to support land uses	15-55 acres
Open Space/ Conservation District	Resource Management and Conservation (RMC)	5%-10% or as needed to meet resource conservation standards and/or to provide floodplain buffer	85-175 acres
	Public Services (PS)	1%-3% or as needed to support land uses	15-55 acres

Note

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

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



City of Elk Grove's Rural Area

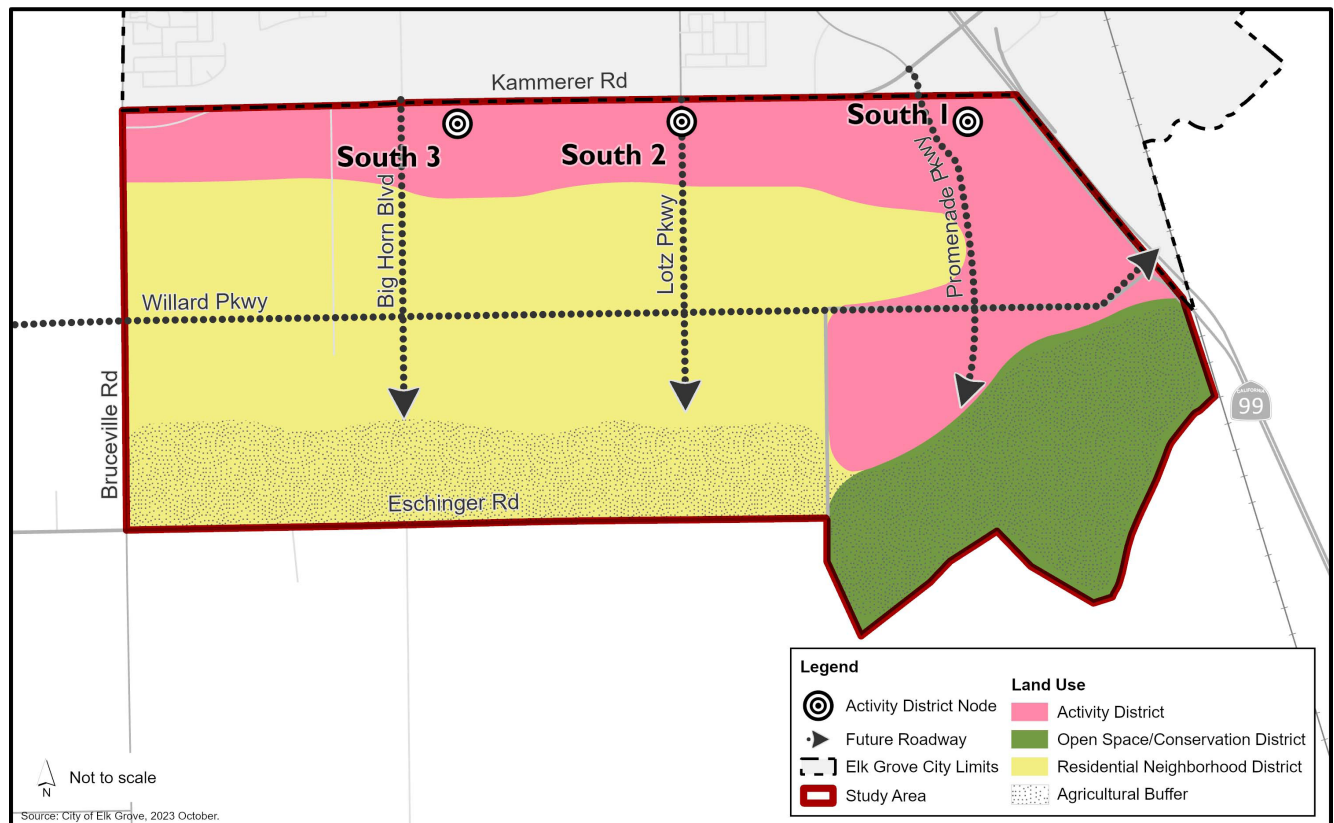


POLICIES: SOUTH STUDY AREA DEVELOPMENT PATTERN

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

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

FIGURE 4-7:
SOUTH STUDY AREA LAND USE DIAGRAM





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

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

Note:

1. Land use designations shall occur within the percentage range as listed. For those land uses with a percent range listed “or as needed,” if an amount more than the stated range is required in order to achieve the necessary amount of parks or other public services needed to serve the development, or increased higher density housing to comply with the City’s RHNA, the other land use percentages shall be adjusted, as determined by the City Council, in order to achieve the development pattern for this study area.
2. Acreage range provided is based upon the gross acreage of the study area and the percent range listed. Where a discrepancy occurs between the two, the percentage shall control.

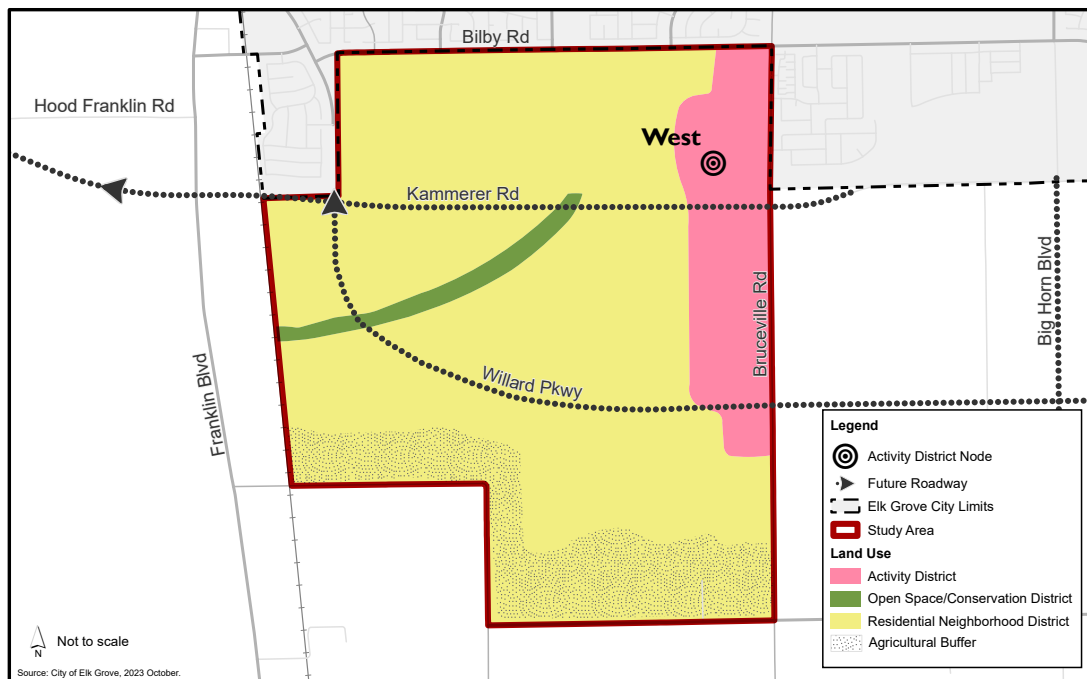


POLICIES: WEST STUDY AREA DEVELOPMENT PATTERN

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

FIGURE 4-8:
WEST STUDY AREA LAND USE DIAGRAM

Figure 4-8 West Study Area Land Use Diagram





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

LAND USE DISTRICT	DESIGNATIONS ALLOWED IN DISTRICT	DESIRED LAND USE RANGE (GROSS ACREAGE BASIS) ^{1,2}	
Activity District	Community Commercial (CC)	1%–3%	20-60 acres
	Employment Center (EC)	3%–5%	60-100 acres
	High Density Residential (HDR)	5%–8% or as needed to meet RHNA	110-150 acres
Residential Neighborhood District	Community Commercial (CC)	1%–3%	20-60 acres
	Rural Residential (RR)	50%–60%	950-1,150 acres
	Estate Residential (ER)		
	Low Density Residential (LDR)	8%–10%	150-190 acres
	Medium Density Residential (MDR)	3%–5% or as needed to meet RHNA	60-100 acres
	High Density Residential (HDR)	8%–15% or as needed to support land uses	150-290 acres
	Park and Open Space (P/OS)	5%–8% or as needed to support land uses	100-150 acres
Open Space/ Conservation District	Resource Management and Conservation (RMC)	2%–8% or as needed to support land uses	40-150 acres
	Public Services (PS)		

Note:

1. Land use designations shall occur within the percentage range as listed. For those land uses with a percent range listed “or as needed,” if an amount more than the stated range is required in order to achieve the necessary amount of parks or other public services needed to serve the development, or increased higher density housing to comply with the City’s RHNA, the other land use percentages shall be adjusted, as determined by the City Council, in order to achieve the development pattern for this study area.
2. Acreage range provided is based upon the gross acreage of the study area and the percent range listed. Where a discrepancy occurs between the two, the percentage shall control.



Community Outreach

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

POLICIES: CITY EXPANSION

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

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

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

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

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

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

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



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

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

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

POLICIES: ANNEXATION CRITERIA AND SUBMITTAL REQUIREMENTS

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

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

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



Policy LU-3-27:

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

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

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

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



- **Infrastructure Plan.** An infrastructure plan identifying the backbone infrastructure necessary to serve the subject property, and interfaces with planned facilities and services for the balance of the subject Study Area or the adjacent Study Area(s) or the existing City. A process for phasing of infrastructure shall be identified (if improvements are to be phased), and connections to existing and planned infrastructure beyond the limits of the subject property and/or Study Area may be required.
- **Financing Plan and Fiscal Analysis.** A financing plan and fiscal analysis indicating anticipated funding for the infrastructure identified in the infrastructure plan. The fiscal analysis shall evaluate the impact of development and the associated construction and maintenance of infrastructure on the City's general fund.
- **Service Level Analysis.** An analysis of service levels for safety, utility, and infrastructure facilities at buildout of the proposed land plan. The analysis will compare service levels at buildout of the proposed land plan with adopted City or agency service standards or established work level standards.
- **Performance Standards.** An analysis of the projected vehicle miles traveled (VMT) and greenhouse gas emissions for the proposed development.
- **Market Study.** A market study demonstrating demand for the uses identified in the land plan. The market study should consider the local and regional market as well as the availability and feasibility of sites located within the City limits that may support similar development.
- **Supporting Principles.** A list and discussion of which General Plan Supporting Principle(s) are implemented by the proposal and why. Particular attention should be given to meeting economic need, the Community Vision, and regional goals.



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

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

POLICIES: INFRASTRUCTURE FINANCING

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

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

Elk Grove Library





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

POLICIES: SERVICE LEVELS

- Policy LU-3-33:** Ensure infrastructure and facilities are planned and designed to meet projected future demands.
- Policy LU-3-34:** Ensure backbone infrastructure and facility improvements are installed concurrent with projected development demands to meet adopted City or agency service standards or adopted work level standards.

GOAL LU-4: THRIVING ACTIVITY CENTERS

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

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

POLICIES: ACTIVITY CENTERS

- Policy LU-4-1:** Establish activity centers as community gathering places characterized by the following design element related actions:
- Devote portions of street frontage to commercial, cultural, and recreation uses to meet the needs of residents in nearby neighborhoods.
 - Ensure development includes spaces available to the public for community events and gatherings.
 - Prioritize pedestrian and bicycle access.



Store-front Design in Old Town Elk Grove

Standard LU-5-3.b

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

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

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

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

POLICIES: STREET-FRONT VISUAL CHARACTER

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

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

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

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

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

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



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

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

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

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

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

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

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

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

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



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

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

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

Rain Garden in Elk Grove





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

POLICIES: LOW IMPACT DEVELOPMENT

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

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

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

LAND USE POLICY AREA: OLD TOWN

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

LAND USE POLICY AREA: LAGUNA RIDGE

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

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

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



LAND USE POLICY AREA: SHELDON FARMS

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

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

LAND USE POLICY AREA: SOUTH POINTE

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

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

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

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

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



POLICIES: RURAL AREA PRESERVATION

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

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



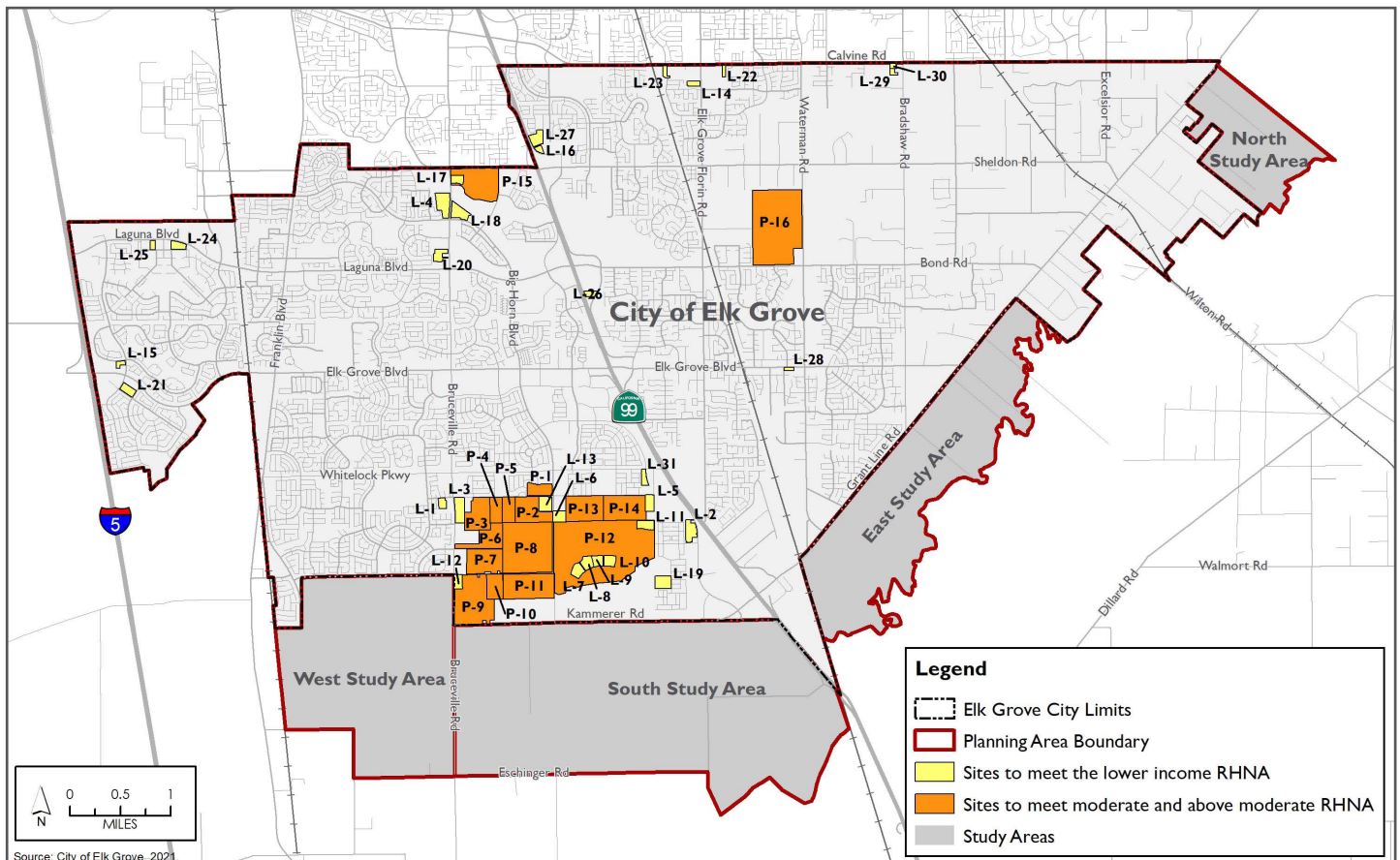
GOALS AND POLICIES: HOUSING

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

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

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

FIGURE 4-9:
HOUSING INVENTORY SITES



Note:

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



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

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

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

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

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

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

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



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

- Standard H-1-4.a:
1. Have adequate access and project visibility from arterial and collector roadways.
 2. Have sufficient site acreage such that each lot can be developed independently with an adequate minimum number of units such that each site has financial viability.
 3. That the subdivision does not create awkward lot configurations that present challenges to subsequent development, including but not limited to odd angles between lot lines.

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

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

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

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

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



with the City’s identified housing needs.

- Policy H-2-2:** Increase access to homeownership by coordinating with developers to identify units appropriate for homeownership for low- and moderate-income households and by working with other agencies to increase access to homeownership for first-time homebuyers and low- and moderate-income households.
- Policy H-2-3:** Support energy-conserving programs in the production and rehabilitation of affordable housing to reduce household energy costs, improve air quality, and mitigate potential impacts of climate change in the region.
- Policy H-2-4:** Continue to housing opportunities for agricultural workers, homeless people, seniors, single-parent households, large families, and persons with disabilities.
- Policy H-2-5:** Assist extremely low-, very low-, and low-income households in locating affordable housing and finding sources of assistance with housing payments and rent.

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

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

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



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

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

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

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

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

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

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

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

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

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



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

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

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



*Avery Gardens Apartment
Complex in Elk Grove*



GOALS AND POLICIES: AGRICULTURE

GOAL AG-1: INTEGRATED AND SUSTAINED AGRICULTURE

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

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

POLICIES: AGRICULTURE

- Policy AG-1-1:** Celebrate and promote Elk Grove's farming heritage through community engagement with agriculture.
- Policy AG-1-2:** As appropriate, protect agricultural lands from conversion.
- Policy AG-1-3:** Recognize the right of existing agricultural uses to continue as long as individual owners/farmers desire. As appropriate for the neighborhood, allow for buffers or feathering of lot sizes where appropriate between farmland and urban uses. Additionally, continue implementing the City's Right to Farm regulations and property title disclosures to notify prospective buyers of agricultural activities in the area.
- Standard AG-1-3.a: Notify prospective buyers of property adjacent to agricultural land through the title report that they could be subject to inconvenience or discomfort resulting from accepted farming activities as per provisions of the City's right-to-farm regulations.
- Policy AG-1-4:** Cultivate local food systems that encourage healthy eating and support the regional economy.



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

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

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

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

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

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



Calvine Rd

Established 1850