

Introduction

This Background Report is an integral part of the Elk Grove General Plan. Its purpose is to provide the public, the City's decision-makers, and other agencies with a compendium of information about Elk Grove. In this way, the Background Report provides the informational basis on which the goals, policies, and programs of the Elk Grove General Plan are in part based.

While the General Plan itself represents the official adopted goals and policies of the City of Elk Grove, this Background Report provides only information, including the plans and programs of other agencies. Therefore, this Background Report differs from the General Plan in several key ways:

- This Background Report does not include goals, policies, or programs
- This Background Report can be updated as needed by City staff to reflect changed or updated information, revisions to master plans adopted by other agencies, etc. *These updates do not require the approval of a General Plan Amendment.*

General Plan Requirements

California state law requires that every city and county in the state must adopt a General Plan, which meets specific requirements. Some of the key points of the California Government Code that relate to the adoption and contents of General Plans are:

§65300. Each planning agency shall prepare and the legislative body of each county and city shall adopt a comprehensive, long-term general plan for the physical development of the county or city, and of any land outside its boundaries which in the planning agency's judgment bears relation to its planning. Chartered cities shall adopt general plans, which contain the mandatory elements specified in Section 65302.

§65301 (c) The general plan shall address each of the elements specified in Section 65302 to the extent that the subject of the element exists in the planning area. The degree of specificity and level of detail of the discussion of each such element shall reflect local conditions and circumstances. [excerpt]

§65302. The general plan shall consist of a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards, and plan proposals. The plan shall include the following elements:

*(a) A **LAND USE ELEMENT** that designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan.*

*(b) A **CIRCULATION ELEMENT** consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, military airports and ports, and other local public utilities and facilities, all correlated with the land use element of the plan.*

*(c) A **HOUSING ELEMENT** as provided in Article 10.6 (commencing with Section 65580).*

*(d) A **CONSERVATION ELEMENT** for the conservation, development, and utilization of natural resources including water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals, and other natural resources.*

*(e) An **OPEN-SPACE ELEMENT** as provided in Article 10.5 (commencing with Section 65560).*

*(f) A **NOISE ELEMENT** which shall identify and appraise noise problems in the community.*

*(g) A **SAFETY ELEMENT** for the protection of the community from any unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, ground failure, tsunami, seiche, and dam failure; slope instability leading to mudslides and landslides; subsidence, liquefaction and other seismic hazards identified pursuant to charter 7.8 (commencing with §2690) of the PRC, and other geologic hazards known to the legislative body; flooding; and wild land and urban fires.*

The Introduction to the General Plan (in the General Plan itself) includes a matrix showing how the Plan responds to these requirements of state law.

Planning Area

This Background Report addresses conditions in both the current city of Elk Grove corporate boundaries and a larger “planning area” outside the city. **Figure 1-1** shows the boundaries of the Planning Area and, within it, the current city of Elk Grove.

The establishment of a planning area outside the city limits is permitted by state law (Section 65300 of the California Government Code):

***§65300.** Each planning agency shall prepare and the legislative body of each county and city shall adopt a comprehensive, long-term general plan for the physical development of the county or city, **and of any land outside its boundaries which in the planning agency's judgment bears relation to its planning.**” [excerpt, emphasis added]*

The Planning Area considered in the Elk Grove General Plan corresponds to the area selected by the Elk Grove City Council in October 2000 as the potential ultimate area, which could be included in the City's sphere of influence and/or city limits. As of

the preparation of this Background Report, the City has applied to the Sacramento Local Agency Formation Commission (LAFCo) for the inclusion of three areas in the City's sphere of influence:

- An area east generally between Grant Line Road and the 100-year floodplain of the Cosumnes River near the Sheldon community,
- An area south of the East Franklin Specific Plan and north of Kammerer Road,
- The Laguna West area: The Laguna West area was approved by LAFCo for annexation into the City on September 3, 2003, and will become effective on December 15, 2003.

A map of these areas is shown as **Figure 1-2**.

1993 Sacramento County General Plan

In 1993, the County of Sacramento adopted a Comprehensive Update of its General Plan. At the time of adoption, this edition of the General Plan encompassed the area that would later become the City of Elk Grove and Planning Area. The Plan contained fifteen elements, which included topics in Land Use, Circulation, Public Facilities, Air Quality, Energy, Noise, Safety, Hazardous Materials, Open Space, Conservation, Agriculture, Scenic Highways, Human Safety, Housing, Community Planning, and Plan Administration.

The 1993 General Plan established the following goals for the County of Sacramento, which included the Elk Grove Planning Area:

- Maintenance of the County's agricultural lands, their agricultural productivity and natural resource benefits they provide

Fig. 1-1

Fig. 1-1 – cont.

Fig 1-2

Figure 1-2cont.

- Maintenance of farming and related industries as a strong and viable sector of the economy of a rapidly urbanizing county
 - An orderly pattern of land use that concentrates urban development, enhances community character and identity through the creation and maintenance of neighborhoods, is functionally linked with transit, and protects the County's natural, environmental, and agricultural resources
 - A balanced transportation system that moves people and goods in a safe and efficient way, that minimizes environmental impacts, that is supported by urban land uses, and that serves rural needs
 - Air quality, which protects and promotes the public health, safety, and welfare, and environmental quality of the community
 - Open space lands in Sacramento permanently protected through coordinated use of regulation, acquisition, density transfer, and incentive programs
 - Natural resources managed and protected for the use and enjoyment of present and future generations while maintaining the long-term ecological health and balance of the environment
 - Protect the citizens of Sacramento County from the harmful and annoying effects of exposure to excessive noise
 - Protect the economic base of Sacramento County by preventing incompatible land uses from encroaching upon existing or planned noise-producing uses
- The efficient, environmentally sound, and financially equitable development of public facilities, such as water, fire, sewer, police, libraries, schools, and solid waste
 - Promote the distinctive character and identity of each community within a framework of countywide and regional solutions to common problems
 - Minimize the loss of life, injury, and property damage due to seismic and geological hazards, and flood hazards
 - Have an Emergency Preparedness System that can effectively respond in the event of natural or man-made disaster
 - To promote and assist in the development of strong communities and to promote and enhance strong individual and family functioning.
 - To preserve and enhance the aesthetic quality of scenic roads without encouraging unnecessary driving by personal automobile
- A second important point of the 1993 General Plan was that the Urban Services Boundary (USB) was moved from Elk Grove Boulevard south to Kammerer Road. The USB is a line establishing the extent of urban services (garbage, water, sewer, et. al.) within a given area. It is often used to slow the rate of development. By moving the USB, additional development was encouraged by way of extending infrastructure and services within Sacramento County.
- Upon incorporation on July 1, 2000, the City of Elk Grove adopted (as required by state law) several planning policy documents. These are summarized below:

Elk Grove Community Plan

The Sacramento County Board of Supervisors adopted the Elk Grove Community Plan on August 2, 1978. This document was prepared and adopted as a guide for future development of the Elk Grove area. The boundaries for the community plan were described as "that area bounded on the north by Calvine Road and its extension perpendicular to Grant Line Road to Cosumnes River; on the south and east by Cosumnes River; on the southwest by Highway 99 and Kammerer Road; on the west by Bruceville Road, an extension of Poppy Ridge Road, Franklin Boulevard, Elk Grove Boulevard and Highway 99. This area covered approximately 26,500 acres with a population of 8,090 in 1975.

The Community Plan established the following goals for the future development of the Elk Grove area:

- To encourage a balanced community in terms of socio-economic population characteristics.
- To encourage commercial and industrial development to produce a self-sufficient community.
- To protect and improve the rural character of the Elk Grove environment.
- To provide for the development of recreation facilities for all segments of the population.
- To provide for the development of a transportation system, public and private, that is adequate for all segments of the population.
- To provide for appropriate public protection services for the area's population.
- To provide appropriate public utility services for the area's population.

The plan also created policies for the elements of land use, transportation, recreation, open space and conservation, and public facilities. The policies were to be reviewed every five to seven years to accommodate for changes and new developments within the Elk Grove area. As one of the criteria for placing this community plan into action, it was the goal of the Policy Planning Commission and the Board of Supervisors that a consistency between the land use zones and Community Plan be maintained. They achieved that goal by the summer of 1978.

Laguna Community Plan

The Sacramento County Board of Supervisors adopted the Laguna Community Plan on December 13, 1978. This plan was adopted for two main purposes. The first being to "serve as a blueprint for conservation and development of the Study Area for the 1975-1995 planning period." The second purpose was to interpret a number of Sacramento County's General Plan policies in regard to the site. Those policies were in regards to "continuous growth and community identity, and an equitable sharing of public facility costs incurred by new development."

The boundaries of the plan are "bounded by Interstate 5 and State Route 99 on the west and east respectively; the City of Sacramento and Sheldon Road on the north and a jagged southern boundary of Elk Grove Boulevard, Franklin Boulevard and Hood-Franklin Road, excluding the town of Franklin." This area covers approximately 18 square miles, with agriculture as the predominant land use.

The Laguna Community Plan established the following goals:

- Create a new community at a separate and identifiable site.
- Create a community, which is sensitive to the pre-existing physical and man-made environment.

- Minimize the cost impacts of the community development upon the citizens of Sacramento County who are not residents of the Laguna Community area.
- Create a distinctive, efficient and unique urban design.
- Protect viable agricultural and industrial uses in the Community Area.

The plan also created policies for the elements of land use, circulation, open space and community facilities. The policies were to be reviewed on a continuous basis as private applications were made.

As a guideline for maintaining consistency between zoning and recommended land use policies, the Laguna Community Plan outlined three approaches that could be taken:

- Translate the land use categories into interim and proposed zones. Properties are immediately placed into interim “holding zones” and remain as such until private applications are made to change the zoning designations to the proposed zones which are consistent with the Land Use Plan.
- Translate the land use categories directly into consistent zoning districts as set forth in the Zoning Code of Sacramento County. Properties are immediately rezoned, at the initiation of the County, into the zoning districts, which are consistent with the Land Use Plan. This option is the standard method for zoning consistency in urbanized portions of Sacramento County.
- Designate certain properties as Special Planning Areas. For each Special Planning Area, a Special Planning Area zoning ordinance is drafted and made a part of the Zoning Code of Sacramento County. Each ordinance is tailored to accommodate the specific

characteristics of the area it affects. It regulates land use, development standards, performance standards, phasing of development and other variables affecting development of the area. This approach is used in areas of the County, which are environmentally sensitive.

According to the General Plan adopted at the time of incorporation (July, 2000), the goal of the community plan program was “to promote the distinctive character and identity of each community within a framework of countywide and regional solutions to common problems.” The community plans were designed for each individual community, consistent with the General Plan.

Existing Elk Grove General Plan

The current Elk Grove General Plan, as adopted upon incorporation, was substantially amended by the County of Sacramento in 1993. Although a variety of amendments to the General Plan occurred since the 1993 update, the goals, policies, land uses, and other aspects of the General Plan remain essentially as adopted following a lengthy update process under the County of Sacramento.

The following are also included as Appendix attachments here (additional maps are also included in the Plan, and are available for review at City Hall):

- Land Use Map
- Transportation Diagram

Problems/Inconsistencies Between Plans

California State Government Code Section 65860 mandates a consistency requirement between a County General Plan and a County Zoning Ordinance. In order to satisfy this mandate, the adopted 2001 Elk Grove General Plan (the amended Sacramento County General Plan) contains a zoning consistency policy, or LU-74. This policy is set as “the official guide for determining

consistency between zoning and the adopted General Plan Land Use Diagram.” Nevertheless, the policy also states that “there will not always be a one-to-one relationship between existing zoning and the Land Use Diagram, as the historical use of the property and scale considerations of the Diagram will also be given consideration in determining consistency with the General Plan.” The descriptive notes attached to the zoning consistency matrix also state that some of the land use designations that appear on the community plan maps may not appear on the General Plan Land Use diagram due to “scale considerations.” In lieu of those types of statements, it is difficult to conclude that there is or is not a one-to-one relationship between existing zoning and the General Plan Land Use Diagram.

Zoning Code

In addition to these policy documents, the City also adopted upon incorporation the County of Sacramento Zoning Code, which is now referred to as the Elk Grove Zoning Code. The Zoning Code implements the goals and policies of the General Plan by providing standards (use limitations, setbacks, height limits, sign standards, etc.) to guide the development and use of land within the City.

The Zoning Code is not included as an attachment to this Background Report, but is available on the City’s web site (www.elkgrovecity.org) and at City Hall.

Existing Project Approvals/Existing Development

Development in Elk Grove, which proceeded at a relatively slow pace throughout most of the area’s history, has in recent years increased substantially. Residential growth in recent years has averaged more than 2,000 new homes per year, and development of a number of new commercial centers has also occurred.

As part of its planning process, the County of Sacramento conducted large-scale advanced planning in a number of areas

within Elk Grove, and approved the subdivision of land and development of projects in other areas.

Table 1-1 lists the Proposed and Approved Large-Scale Residential and Commercial Projects In Elk Grove.

**Table 1-1
Proposed and Approved Large-Scale Residential and Commercial Projects In Elk Grove**

Map Number	Name of Project	Use	Total Number of Dwelling Units	Total Commercial Square Footage	Total Acreage	Location	Status
<i>Elk Grove Projects</i>							
1	Kapalua Estates	Single-family residential development with private streets and gated entries.	49 single-family units (1-acre lots)	N/A	55	Elk Grove Triangle Policy Area: East of Bradshaw Rd., south of Bond Rd.	Approved
2	Van Ruiten Acres	Single-family residential lots with private streets and gated entries.	83 single-family units (1-acre lots)	N/A	90.5	Elk Grove Triangle Policy Area: East of Bradshaw Rd., south of Bond Rd.	Approved
3	East Elk Grove Policy Area: Approved Projects: Tributary Pointe, Elk Grove Crossing Unit II, Elk Grove Crossing Unit III, East Park, Heritage, Windsor Downs, Waterman Ranch, Newton Ranch, Silver Creek, Windsor Glen, Waterman Plaza Proposed	A mix of single-family residential development, commercial uses, park sites, school sites, and open space.	Total: 4,300 single-family units (based on the average density in each land use category) Proposed: 114 single-family units	23.5 total acres: 54,000 square feet (approved)	1,439	Policy Area: Borders of Bradshaw Rd., Bond Rd., and Grant Line Rd.	See previous columns

Map Number	Name of Project	Use	Total Number of Dwelling Units	Total Commercial Square Footage	Total Acreage	Location	Status
	Projects: Bond Ridge, Newton Ranch #2						
4	Park Meadows Apartments	Multi-family residential development.	144 multi-family units	N/A	7.7	Elk Grove: Northeast corner of Lewis Stein Rd. and W. Stockton Blvd.	Approved
5	Lent Ranch Marketplace SPA	Commercial/ Office/ Residential Development.	280 multi-family units	3.1 million square feet of commercial/ office uses	295	Elk Grove: W. Stockton Blvd./ Highway 99 as eastern borders; Kammerer Rd. as southern border	Approved
6	Sheldon Park	Single-family residential development.	177 single-family units	N/A	40	Elk Grove: NE corner of Highway 99 and Sheldon Rd.	Approved
7	Calvine/99 SPA: Proposed Projects: Arcadian Village #2, Arcadian Village #3, Arcadian Village #4, Sheldon Park	A mix of residential developments, commercial, office, schools, and park uses.	Total: 4,125 to 4,191 Proposed units: 842	1,046,000 square feet to 1,630,000 square feet	Total: 615 Proposed: Approx. 157	Elk Grove: Sheldon Rd./E. Stockton Blvd.	Approved
8	East Franklin Policy Area: Approved projects: Elk Grove Greens; Franklin	A mix of single-family residential development, multi-family residential development,	Total: 3,712 approved single-family units; 428 proposed single-family units	313,632	Total: 844.6 (approved) ; 102.5 (proposed)	Policy Area: Borders of Elk Grove Blvd., Franklin Blvd., Bilby Rd., and Bruceville	See previous columns

Map Number	Name of Project	Use	Total Number of Dwelling Units	Total Commercial Square Footage	Total Acreage	Location	Status
8, cont.	Meadows; Laguna Creek South; Elk Grove Meadows; Franklin 51; Quail Ridge; Laguna Estates; Backer Ranch; Schuler Ranch Proposed Projects: Elk Grove Meadows Phase III	commercial uses, park sites, and school sites.				Rd.	
9	Elk Grove Auto Mall Expansion	Expansion of existing auto mall.	N/A	1,533,312	44	Elk Grove: South of Elk Grove Blvd. and the existing auto mall; west of Highway 99	Approved
10	Krispy Kreme	Doughnut shop; convenience store; gasoline canopy and 6 fueling dispensers.	N/A	10,747	2.5	Elk Grove: SW corner of Bond Rd. and E. Stockton Blvd.	Approved
11	Waterman & Elk Grove Center	Drive-thru pharmacy and retail building.	N/A	19,600	1.8	Elk Grove Old Town SPA: NW corner of Waterman and Elk Grove Blvd.	Approved
12	Laguna Creek Apartments	Multi-family residential development.	160	N/A	12	Elk Grove: SW corner of Bruceville and Center Parkway	Approved

Map Number	Name of Project	Use	Total Number of Dwelling Units	Total Commercial Square Footage	Total Acreage	Location	Status
13	Laguna Gateway Phase II	Retail center including specialty shop space, full service restaurants, and a gas service station/fast food use.	N/A	150,537	15	Laguna Gateway SPA: NE corner of Laguna Blvd. and Big Horn Blvd.	Approved
14	Webb Street	Single-family residential development with a private park and greenbelt.	84	N/A		9720 Webb St.	Proposed
15	Laguna Ridge Policy Area	A mix of residential, commercial, and office uses, as well as schools, parks, and open space.	7,826	3,131,310.6	1,900	Policy Area: Borders of Elk Grove Blvd., Bruceville Rd., Kammerer Rd., W. Stockton Blvd.	Proposed
16	South Pointe Policy Area	A mix of residential, schools, parks, and open space uses.	993	N/A	210.6	Policy Area: Borders of Southeast Policy Area, Kammerer Rd., and Lent Ranch SPA	Proposed
17	Calvine Pointe	Commercial development.	N/A	241,046	22.36	SE corner of Calvine Rd. and Elk Grove-Florin Rd.	Proposed
18	Sheldon Lakes	A mix of single-family residential uses as well open space and trails.	257	N/A	155.1	SE corner of Sheldon Rd. and Waterman Rd.	Proposed

Map Number	Name of Project	Use	Total Number of Dwelling Units	Total Commercial Square Footage	Total Acreage	Location	Status
Sacramento County Projects							
19	North Vineyard Station Specific Plan	A mix of residential developments of different densities, commercial and office uses, schools, and recreation/ open space uses.	5,732	30.5 gross acres (approximately 1,062,864 square feet)	1,594.5	Sacramento County: Boundaries of Florin Rd., Gerber Rd., Vineyard Rd., Elder Creek Rd.	Approved
20	Vineyard Springs Comprehensive Plan	Mix of residential developments of different densities with a large community park, schools, and neighborhood parks.	5,942	13 gross acres (approximately 453,024 square feet)	2,650	Sacramento County: Boundaries of Gerber Rd., Calvine Rd., Excelsior Rd., Bradshaw Rd.	Approved
21	Florin Vineyard "Gap" Community Plan	A mix of residential developments of different densities, commercial uses, and recreation/ trails.	5,639 to 5,981	Approximately 5,052,960 square feet	3,766	Sacramento County: Boundaries of Elder Creek Rd. /City of Sacramento, north of Vintage Park Drive and Churchill Downs subdivision, Bradshaw Rd., and UPRR/Elk Grove-Florin Rd.	Proposed
22	Sunrise-Douglas Community Plan	A mix of low and medium density residential uses,	21,728	479.6 acres of commercial/ office uses	6,015.3 total; 2,632 acres are	Sacramento County: Boundaries of	Proposed

Map Number	Name of Project	Use	Total Number of Dwelling Units	Total Commercial Square Footage	Total Acreage	Location	Status
		commercial uses, and recreation/ pedestrian uses.		(approximately 16,713,100.8 square feet)	the Sunridge Specific Plan area	Douglas Rd., Kiefer Blvd./ Jackson Highway, Grant Line Rd., Sunrise Blvd.	
City of Sacramento Projects							
23	Airport Meadowview/ South Sacramento Community Plan Update – includes Sunnyside Meadows, Village Meadows, Delta Shores Village PUD, City Farms, Fruitridge Manor, Glen Elder, Elder Creek, Franklin Villa, Southgate, Valley Hi and Florin-Perkins industrial area	A mix of medium to high density residential developments, commercial uses, public/quasi public uses.	33,045	573 gross acres (approximately 19,967,904 square feet)	12,015 acres	City of Sacramento: Joining of the Airport Meadowview Community Plan and South Sacramento Community Plan areas, north of the Sacramento Regional Wastewater Treatment Plant	Update in process