

POLICY TOPIC PAPER 8.0: ANNEXATION STRATEGY REVISED



BACKGROUND

The City of Elk Grove is faced with the challenging task of balancing the need to accommodate new growth with the desire to remain true to its existing community character and meet current service levels. The development of a supportive annexation strategy will need to be developed to direct growth in a manner that aligns with community vision and supporting principles.

Population projections for the City of Elk Grove estimate an increase in population by approximately 46,000 persons through 2036¹. This represents an approximately 25% increase from existing conditions. Additional population growth is projected beyond 2036 based upon a simple trend-line analysis. This is a significant increase that will require the City to identify locations where this growth may be accommodated. There are currently just over 1,800 acres of vacant land designated for residential use within the existing City limits. Under current planned land use designations and development standards, some, but not all, of the future anticipated population growth may be accommodated. However, various constraints may limit the development potential of the sites planned for residential growth, such as small or irregular sized lots, compatibility with surrounding development, critical habitat for sensitive species, environmental conditions, and/or floodplain restrictions. Additionally, through outreach on this General Plan Update, community feedback has trended to limiting new development in the existing City at densities consistent with historical levels. A desire for higher-density infill development has not presented itself.

In addition to providing land for residential uses, the City will need to apportion additional lands for new commercial, office, and retail development to achieve the City's vision for a diverse economy that attracts large-scale regional employers. Elk Grove is often considered a "bedroom community," with approximately 90 percent of employed residents who live in the community but work elsewhere². This

Supporting Principles:

- *Our Regional Neighbors Know Us & Our Contributions*
- *Development Fills in the Gaps*
- *Our Economy Thrives & New Business Adds Value*
- *City Core, Heritage & Well-Known Neighborhoods*
- *Protecting Our Farming Heritage & Rural Life*
- *Outdoor Recreation is Right Outside Our Door*
- *Moving Around Anywhere, Any Way*
- *Clean, Green Practices and Healthy Living*
- *Services for the Needs of All Residents*

¹ SACOG (Sacramento Area Council of Governments). 2016. Metropolitan Transportation Plan Projections.

² U.S. Census. 2013. On the Map. <http://onthemap.ces.census.gov/>.

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results in a jobs/housing ratio of 0.86 jobs for each housing unit in Elk Grove³, which is below the current General Plan target of 1:1 (one job for each housing unit) and the Sacramento Area Council of Governments (SACOG) target for the region of 1.4:1 (1.4 jobs for each housing unit). In order to meet the current City jobs/housing target and current SACOG jobs/housing regional target, the City would need to add approximately 16,400 jobs and approximately 41,000 jobs, respectively, for employment growth to keep pace with projected population growth. This employment growth may not be accommodated within the approximately 850 acres of vacant land currently planned for employment uses (commercial, industrial, or mixed use), particularly if the City intends to achieve a higher jobs/housing ratio. Providing additional employment opportunities through land use planning will assist the City in meeting its goals for economic vitality. Again, through public outreach efforts, public interest for locating employment centers in infill locations has not been well received, due to potential conflicts, most specifically traffic.

Refer to Policy Topic Paper 7.0: Jobs/Housing for additional information and specific recommendations for establishing jobs/housing ratios.

Staff believes an annexation strategy is necessary in order to:

- Provide a process for analysis for future development applications.
- Define how the development of these areas implements the goals, objectives, and policies of the General Plan. Examples include jobs-housing balance objectives and addressing mobility issues.
- Provide a framework for ensuring Elk Grove's long-term interest and needs are represented in regional planning efforts, such as the Metropolitan Transportation Plan.

This paper seeks to outline the opportunities and challenges present in various approaches to growth management (infill and expansion) and, based upon the objectives and direction provided to date, identify a range of options to an annexation strategy that addresses the needs of the City.

Growth Management Approaches

A number of growth management approaches may be considered to accommodate projected population growth and new employment and service opportunities.

Growth within Existing City Limits

Unfinished, undeveloped gaps found throughout the City become opportunities to develop new homes and businesses. Maximizing development within the City limits allows the City to accommodate more growth, taking advantage of existing infrastructure and services as well as potentially reducing the need for expansion beyond City boundaries. Prime locations for infill development include vacant or

³ City of Elk Grove. 2016. Staff Report, March 23.

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underutilized parcels, transit corridors, and locations near employment and shopping. If located in proximity to existing transit routes or within walking distance of goods and services, infill development can reduce auto use and accompanying congestion and pollution.

However, many infill sites present challenges for development or redevelopment due to site constraints such as size, shape, location, access, compatibility with surrounding development, existing site conditions, age of existing developments, and development requirements. In addition, infill development may require upgrades to or expansion of existing infrastructure systems and municipal services to meet increased demand. Also, as mentioned previously, community feedback has been to limit new development in the City at densities consistent with historic levels.

Infill development may result in more efficient use of land and existing services; however, options in housing may also be limited due to site constraints and economic factors. Opportunities for employment-based development may also be restricted within the existing City limits, beyond those areas already planned for such uses (e.g., Southeast Policy Area). This may limit the City's ability to implement the supporting principles for economic vitality, which encourage a variety of housing options, including more estate residential opportunities, as well as establish Elk Grove as a regional employment center. As mentioned in the Jobs/Housing paper, a major employment center is one that supports concentrations of at least 10,000 "base" jobs (i.e. including manufacturing, office, medical, educational, and service employment, and excluding sectors like retail and restaurant uses), at average density of eight or more jobs per acre; and b) where 80 percent or more of the uses within the center are employment, not residential. The Southeast Policy Area (SEPA) is intended to serve the objective; however, by itself SEPA will not allow the City to realize its jobs/housing objectives.

Limit New Growth

The City may choose to place limitations on new development and strive to slow growth to a rate that maintains Elk Grove's existing character. Limits can be placed on where growth occurs through the establishment of set physical boundaries that define where new growth can be accommodated. Such strategies include establishing an urban growth boundary or using conservation easements for open space or agricultural lands to define and limit the areas where new growth could occur. Limits can also be placed on how growth occurs through restrictions on the rate of growth. Such strategies include limiting the issuance of building permits to a certain number per year or only allowing growth in

Infill Development

Benefits:

- *Increased densities at key locations*
- *Use of existing infrastructure and services*

Challenges:

- *Limited housing options*
- *Limited opportunities for economic growth*
- *Potential impact on affordability*
- *Infrastructure and service limitations*
- *May accommodate most but not all of projected growth*

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expansion areas once development within the existing City limits meets a predetermined threshold (e.g., percent of available land, number of building permits issued for infill development), effectively tying options for expansion to the growth rate of infill development. While strategies for limiting the where and how of new growth may allow for some expansion beyond the existing City limits, they still control the amount of projected growth that can be accommodated by the City. Ultimately, though, these sorts of techniques result in artificial market controls and can limit the City's ability to respond to unique projects and situations.

Limiting new growth, whether that growth is accommodated within the existing City limits or allows some expansion to occur, has the potential consequence of increased housing prices and commercial rents due to limited housing stock and rising land costs. Limiting growth also reduces the City's tax-base opportunities and its ability to provide needed services as well as facilities and infrastructure maintenance, operations, and improvements. The ability for development to respond to market demand may be restricted as well, even for those projects that would implement one or more of the supporting principles, including housing and jobs targets. While Elk Grove may limit the amount of growth accommodated, surrounding communities may not. Projected population growth and opportunities to increase the employment base would simply shift from Elk Grove to adjacent communities.

Growth beyond the City Limits

Planning for growth beyond the existing City limits offers the opportunity for the City to provide a greater range and choice of housing and a diverse mix of employment opportunities. The City would have the most flexibility to plan for future growth, which would accommodate projected population and employment needs that can respond more effectively to market demand.

However, new infrastructure would need to be constructed and maintained. New growth areas would also require an expansion in service areas and result in an increased demand for services including transit, park, school, library, and police and fire facilities and staff. Expansion could also result in the loss of agricultural land and potential habitat or other resource management lands.

Ensuring that infrastructure and services are provided by new growth would require the City to incorporate policies on how and when new growth occurs. Additional criteria may also be established that dictates when growth in the expansion areas can move forward.

New Growth

Benefits:

- *Provides the most flexibility to the City in planning for future growth*

Challenges:

- *Managing growth to ensure appropriate expansion of required infrastructure*
- *Increased service demands*
- *Maintaining existing community character*
- *Loss of agricultural land and other resources lands*

POLICY CONSIDERATIONS

Balanced Growth Strategy

The City Council has provided direction on growth and development through the Development Fills in the Gaps supporting principle from the December 2015 vision book (*A Shared Community Vision*), which recognizes the importance of infill development in accommodating projected growth. Maximizing densities and providing for a variety of land use types on vacant and underutilized parcels, particularly along key corridors, would potentially support transit services as well as accommodate a greater share of the projected growth within the existing City limits.

The supporting principle also recognizes that not all projected growth may be accommodated within the existing City limits and that planning for expansion may help the City achieve its goals of becoming a regional employment center, providing for a diverse economy, and offering a variety of housing options that remain affordable for existing and future residents. The supporting principle directs a balance of growth management strategies, through a focus on infill while allowing for expansion that is purposeful and demonstrates consistency with the community vision through implementation of one or more of the other supporting principles.

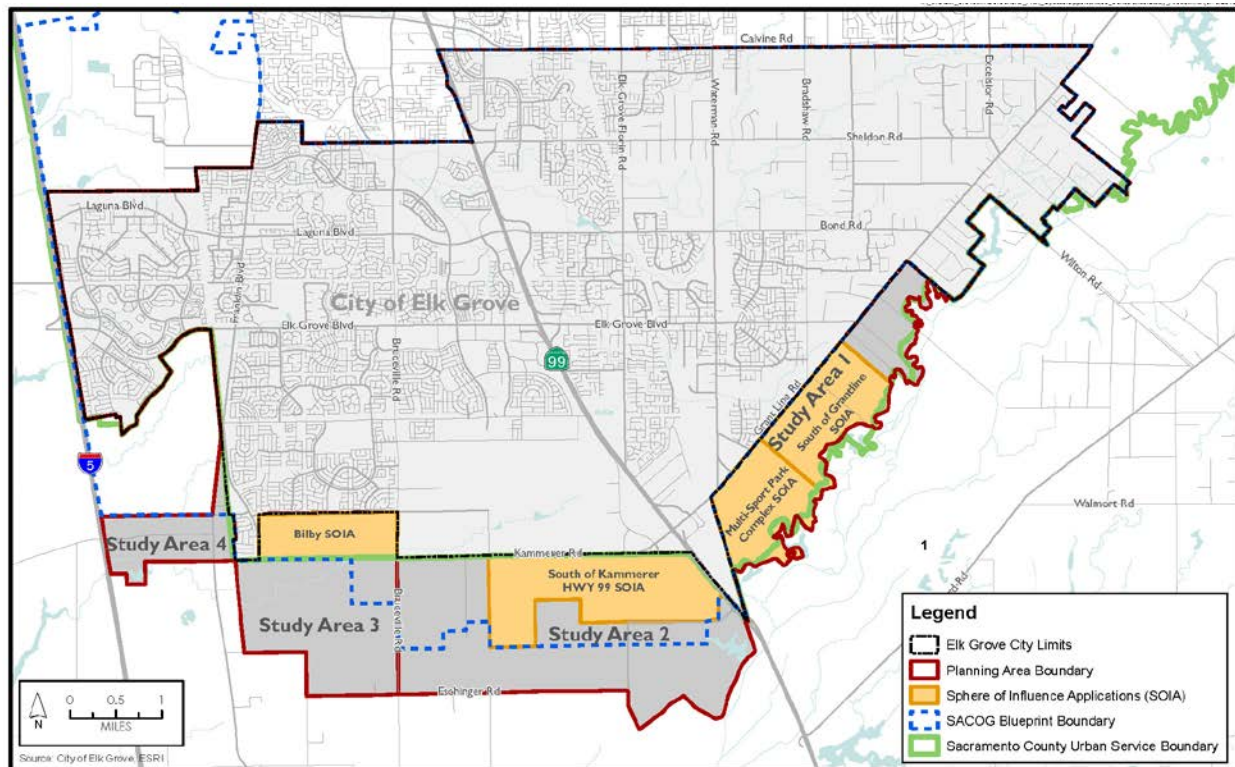
Focus on Infill

To implement a focus on infill, a series of opportunity sites have been identified within the existing City limits and a number of land use alternatives have been developed for each of these sites. The alternatives propose varying degrees of increases in density (residential uses) or intensity (nonresidential uses) as part of an infill growth strategy to accommodate a greater share of the projected growth than what is currently allowed. Public input on these land use alternatives has been gathered and is being synthesized by staff for review at a future joint study session. While the General Plan update will also incorporate policies to encourage infill development in support of a focus on infill strategy, preliminary results of the outreach indicate that there is limited public support for infill development at higher than historic densities due to compatibility and impact (e.g., traffic) concerns.

Expansion with Purpose

Four broad study areas have been identified to explore options for potential expansion south of the City (Figure 8.1). The study areas include lands outside the City's existing limits which bear relation to its planning efforts. The study area boundaries were based on the City's 2013 Sphere of Influence Amendment application, represent a reduction from the 2003 General Plan study area and General Plan Planning Area boundaries, and are in some ways similar to the boundaries of the SACOG Blueprint growth area and the SACOG 2016 Metropolitan Transportation Plan land plan.

Figure 8.1 – General Plan Study Areas



At the May joint study session, direction was given to explore land use assumptions for each study area. Rather than express the land use assumptions through a land plan, assumptions would be expressed through programmatic concepts and supported by a number of design principles for how each of the study areas could develop. The design principles would address general location and intensities of land uses, conceptual relation of land uses to one another, transitions and buffers between land uses, and targets for preservation of agricultural or special resource lands such as habitat or flood areas. The City has gathered public input on concepts for each study area and staff is summarizing this feedback and preparing a recommendation for consideration at a future study session.

The boundaries of the study areas are based upon existing roads and do not reflect ownership dynamics or the market realities of bringing any one area into the City. For example, each of the four pending Sphere of Influence Amendment applications (shown in Figure 8.1) reflects a portion of their respective study areas. Therefore, how the programmatic concepts will be implemented is a point of concern – how will future development applications for these proposed Sphere of Influence areas be evaluated for General Plan conformance? How will the competing needs for clear General Plan policies and flexibility to respond to market conditions be balanced?

Cities address the process and intent for expansion in a variety of different ways. Here are three local examples that are worth reviewing.

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City of Sacramento

The City of Sacramento includes in their General Plan (excerpted in Exhibit A) a number of policies relative to potential annexation. They begin with a policy to “continue to plan for future expansion and new growth” in five Special Study Areas around their City. They identify that this planning is to “ensure that regional growth is adequately accommodated and served by the City, particularly when it cannot be absorbed in infill areas” (policy LU 1.1.9). Specific land use plans for these Special Study Areas are not included in the General Plan; however, policy LU 10.1.2 requires that each area be “planned comprehensively prior to annexation and development” through a process that starts with a General Plan amendment, a Sphere of Influence amendment by LAFCo, and adoption of master plans, specific plans, rezoning, and other entitlements to establish the timing, phasing, costs, and responsible parties associated with development of the area. Finally, policy LU 10.1.3 requires that “regional and community benefits are achieved as a result of the annexations and development approvals” in these areas. A list of examples is provided, including a mix of land uses with jobs and housing, transportation systems that are substantially improved and expanded, sustainable infrastructure and community facilities, and conservation of open space including agricultural lands and habitat.

City of Folsom

The City of Folsom (Exhibit B) has a policy to “encourage urban development within the City Limits and to discourage urban development in the unincorporated” areas in their General Plan Planning Area. The intent of the policy is to “insure the orderly growth of the City, to enable the logical and most economic extension of services and to better ensure a quality living environment.” The City identifies its intent to “annex all areas within its General Plan area and Sphere of Influence at the earliest time consistent with the goals and policies of [the Plan], the orderly extension of the Folsom City Limits, and the provision of public services and facilities.” The section concludes with a discussion on municipal services and facilities plans as requirements prior to annexation. The map included with the section is from the 1990s and does not reflect Folsom’s current boundaries.

City of Roseville

Within the last ten years, the City of Roseville (Exhibit C) has completed several annexations of land on the western edge of their City, including the Reason Farms and Sierra Vista projects. As such, the Sphere of Influence for Roseville is conterminous with the current City limits. That said, there are a number of policies in the Roseville General Plan that address annexation. First, item 5 under Policies: Growth Management – Growth Areas (page II-53) identifies that any new development proposed in or out of the City’s corporate boundaries must comply with a series of Guiding Principles. These Guiding Principles include financial feasibility and neutral or positive fiscal impacts on the City’s General Fund, logical growth/plan boundaries, utility and water capacity, and provide “a public benefit to the City and residents.” A second policy (Growth Management – Annexations and Sphere of Influence, page II-56) provides that the City may initiate studies to investigate potential annexation and expanded sphere of

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influence, where the studies should be focused “on those areas that, both long and short term, may affect General Plan goals and policies and would be logically served and planned by the City.” It goes on to state that the City may consider annexations that, among other things, are contiguous with the City boundaries and are a logical expansion, ensure preservation of open space and agricultural lands, and are consistent with the General Plan.

Process for Expansion

Ultimately, development occurring within expansion areas relies on the annexation of unincorporated areas. Growth beyond the City limits is controlled through the annexation process, which requires approval through the Local Agency Formation Commission (LAFCo). Annexations must meet the requirements of the Cortese-Knox-Hertzberg Act of 2000 and local LAFCo policies, which dictate logical boundaries for expansion that is contiguous to existing development, ensure infrastructure and service availability, and require consistency with local land use plans.

Based on the land use planning assumption and design principles approach, as directed by the Planning Commission and City Council, annexation of land to the City of Elk Grove could occur in four distinct steps, some of which may happen concurrently. The following describes this process, which is consistent with State law.

- **Step 1: Sphere of Influence Amendment.** The City limits and the Sphere of Influence (SOI) boundaries for Elk Grove are currently coterminous. Prior to additional land being annexed, the City must expand its SOI boundary to include the potential areas for annexation. The City Council may initiate an application for an SOI amendment request; however, changes to SOI boundaries are reviewed and approved by LAFCo which evaluates the request against the requirements of the Cortese-Knox-Hertzberg Act as well as any specific local LAFCo policies. SOI applications to LAFCo may also be initiated by property owners.

LAFCo policy does not currently require that a land use plan be submitted concurrently with an application for a SOI expansion; however, Sacramento LAFCo has previously requested some land use assumptions as part of SOI applications in order to inform environmental review of the potential impacts of a SOI expansion.

- **Step 2: General Plan Amendment and Land Use Plan.** Based on current direction, no land use plans will be incorporated into the General Plan for the study areas. Therefore, prior to development occurring within the study areas, land use planning would need to be developed and incorporated into the General Plan to determine the location and distribution of land uses. The land use plan would need to be in substantial conformance with the land use program and design standards identified for the study area.

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A General Plan amendment would be required to incorporate the land use plan, which may or may not be processed in conjunction with an application for an SOI amendment.

- **Step 3: Rezoning and Other Entitlements.** Once a land use plan has been adopted for the study area, rezoning of the properties may occur, which is required prior to annexation. An applicant may also choose to file additional entitlement applications (e.g. tentative subdivision map).

Rezoning and any related entitlements may or may not be processed in conjunction with a General Plan amendment and land use plan.

- **Step 4: Annexation.** Once rezoning of properties has been established, filing of an annexation request with LAFCo occurs. Ultimate approval of the annexation request lies with LAFCo. Annexations must meet certain criteria in accordance with the Cortese-Know-Hertzberg Act and with local LAFCo policies.

POTENTIAL ACTIONS

While LAFCo has ultimate authority to approve or deny SOI amendment and annexation requests, the City has an opportunity to establish its own criteria in evaluating such requests prior to submittal to LAFCo. Allowing for expansion that is purposeful and occurs when economic need, community vision, and regional goals align (as described in the Supporting Principles, reviewed at the December Joint Study Session) will require a system of City policies and evaluation criteria to inform such decisions. The following discusses a number of potential components to include in the General Plan.

Incorporate Programmatic Land Principles into General Plan Policies

As mentioned earlier, direction was provided at the May Joint Study Session to develop programmatic concepts and design principles for the Study Areas, rather than a conceptual or specific land plan. These principles would address the general location and intensities of land uses, conceptual relation of land uses to one another, and other factors. While the principles for each study area will be reviewed at a future study session, the following is an example of how this could work for a hypothetical Study Area X.

SAMPLE Programmatic Land Principles for Study Area X

Land Use Concept
<ul style="list-style-type: none">• Locate activity nodes of community commercial and employment along the major arterials• Provide a mix of residential uses, including products in the estate residential range• Transition the density and intensity of development from north to south• Integrate open space and parks throughout the plan• Provide buffers from adjoining agricultural uses, water courses, and flood zones
Program Considerations

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Land uses within the study area will conform to these ranges of land uses on a land area (gross acreage) basis. The arrangement of land uses shall be in keeping with the land use concept above.

- Commercial: 5-10%
- Employment Center: 5-20%
- Residential:
 - High Density: 5-10%
 - Medium Density: 5-15%
 - Low Density: 10-30%
 - Estate: 10-20%
- Parks, Open Space, and Schools: as necessary to support the planned land uses

These principles would be incorporated into the General Plan policies as criteria for development within the study areas. As illustrated, the policies would allow for land use flexibility, expressed in percentage ranges by land use (as shown above), to permit a range of land planning solutions for the study area while still meeting the intent of the concept.

Consider How Planning Will Occur Within the Study Areas

As discussed above, thought needs to be given to how the Programmatic Land Principles for the Study Areas will be implemented as the Study Areas (as currently defined) are considered through smaller SOI amendment applications and development proposals. The issue here is that the Programmatic Land Principles will be fairly generic, with flexibility in the allocation of land uses and the Study Areas are rather large. This could create challenges in ensuring that land uses are organized in the best interest of the City, such as meeting the overall jobs-housing objectives. Infrastructure delivery is another concern, where there is the potential to create duplications in services or, worse still, under build facilities that could be shared, creating economic efficiencies for the delivery of these services in the long-term.

Possible considerations include the following:

- I. **Comprehensive Land Planning** - The City could require a detailed, General Plan level land use plan be prepared for an entire study area prior to or in conjunction with consideration of a specific development application. As described above, the City of Sacramento has a similar requirement. The area-wide land use plan could address land use, circulation, infrastructure, public facilities, and public services and could be required prior to or concurrent with requests for annexation. Specific objectives of the land use plan could be to:
 - Provide sufficient detail to confirm substantial conformance with the land use program and design principles for each study area, as identified in the General Plan policies.
 - Provide sufficient detail relative to the location of land use designations to allow for rezoning of properties, which is a requirement for annexation.

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- Identify anticipated phasing of development for the study area, including phasing and financing of backbone infrastructure improvements and provision of service facilities to maintain sufficient levels of service.

Requiring an area-wide land use plan would allow the City to determine consistency with the intent of the General Plan policies for each Study Area as a whole and provide context for how individual annexation proposals will be implemented.

However, this approach would require large-scale coordination between property owners and development interest, which would impact time and cost considerations when looking at market timing. The process would also require planning for non-participating properties, where the development interest driving the process are, in effect, planning land uses on property outside of their control. It is possible that these issues outweigh the overall benefits of a comprehensive planning exercise. It is possible that the only way to effectively coordinate and plan at this scale would be through a City-initiated effort, similar to the effort in the Southeast Policy Area (SEPA). Due to the financial limits of the City and existing investments in SEPA, the City's ability to do this for any one area would be limited for a considerable period of time.

2. **Augmenting the Programmatic Land Principles** – In this concept, the General Plan would continue to not include a land plan for the study areas and the Programmatic Land Principles would be incorporated. Additional information would be added that describes more universally the City's desires for organizing land uses. An example of this approach is provided in Exhibit D. These Land Planning Criteria describe a broad framework for how the goals and policies of the General Plan would be comprehensively achieved. This information would accompany the introduction of the Study Areas. Following this information, the Programmatic Land Principles for each area would be presented. If this is a concept that is supported, staff would develop it further and bring it back with the land use discussion at the next Joint Study Session. None of the three attached example General Plans utilize this specific approach, though City of Sacramento comes the closest through their Policy LU 10.1.3. Regionally, Rancho Cordova probably comes the closest, though their General Plan includes conceptual land use plans for their study areas, therefore they were not included herein for review.

The benefit of this approach is that it reaches beyond the more traditional policy formulation shown in the attached example General Plans to form the backbone of a comprehensive plan. It would provide an inflection point connecting the goals, objectives, and policies of the General Plan to more concrete expectations for future development. And, it does so without identifying specific land uses for an individual property, where the concerns in Option 1 above would occur.

The intent of this concept would be to allow individual applications to be considered without compromising the big-picture objectives of the City. This approach does not require intensive

coordination between property owners and development interest as the applications come forward. Further, the goal would be for enough detail to be provided in the Land Planning Criteria to address long-term infrastructure coordination to the extent financially feasible.

The downside with this approach is that the broader structure of the Land Planning Criteria is not directly integrated with the Programmatic Land Principles. However, to do so would essentially create a land plan for the subject area. Based upon prior Council direction this should be left to the subsequent development application.

- 3. Dividing the Study Areas into Smaller Areas** – The division of the overall area into four Study Areas generally follows existing roads and topographic and regional planning features. Alternatively, the City could divide the Study Areas into smaller components. The intent of this option would be to further the comprehensive land planning requirement in Option I above, but not at a scale that impacts market feasibility. This would allow individual properties to move forward for consideration more independently but would require more Programmatic Land Principles to be included in the General Plan. To do this, staff would first need guidance on how to divide the areas – ownership, feasible project acreage, or other metrics. Following this, the Programmatic Land Principles would need to be divided into the smaller areas.

This trade off of greater property independence for more site-specific programing may be a concern. Specifically, this change could move the focus from the General Plan to the individual SOI applications. The focus of the General Plan Update is on broad policy and future planning for the City, not specific development applications. Therefore, this could impact the establishment of goals and policies for the City. Further, the revised areas are unlikely to align with future SOI and annexation requests, resulting in similar issues as Option I, but on a smaller scale.

- 4. Combining the Study Areas into Larger Areas** – Under this concept, rather than showing a series of study areas similar to Figure 8.1 above, the Study Areas would be combined into one or two planning areas. At this early level, they could collectively be referred to as, perhaps, the General Plan “Vision Area” – areas where the City wants to consider future development in keeping with the broader goals and objectives of the General Plan. The General Plan could include policies about ideal SOI amendment applications, such as minimum size. Then, as LAFCo considers individual SOI amendment applications, these application areas would transition into a “Planning Area” that, through General Plan policy(ies) would allow for preparation of comprehensive plans for the subject properties. Once the plan is approved by the City, the project would return to LAFCo for consideration as an annexation as it normally would.

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This approach would preclude land planning at the General Plan level and would best be implemented through the Land Planning Criteria (Exhibit D). Functionally, this most resembles the Folsom approach where a catchment area of future City opportunities is defined and a process is established to bring the area into the City at the appropriate time. The approach is no better than the existing General Plan, which identifies a large area south of the existing City as a “future study area.” This doesn’t articulate a vision for the area in the true sense of the term, leaving many questions for both the public and other agencies in the region. Additionally, it places a lot of reliance on LAFCo to decide the value of the SOI applications. In that regard it doesn’t address many of the criticisms with the City’s 2013 application.

Develop Evaluation Criteria for Annexation Proposals

In accordance with the *expansion with purpose* directive from the December 2015 Joint Study Session, the City would allow expansion when economic need, community vision, and regional goals align. Establishing criteria that define and/or address economic need, community vision, and regional goals should be developed to guide City staff, Planning Commission, and City Council in evaluating expansion proposals as well as inform the public on the standards used when evaluating such proposals. Based on discussions to date, criteria to consider includes the following. This list includes many of the same materials that LAFCo requires in considering an annexation application, such as market feasibility and availability of services. By incorporating it with the City’s review, it allows the City to consider this same information and for consistent information to be considered through both the land planning and approval process with the City and the LAFCo annexation process. It is not an imposition of additional submittal information.

- Compliance with the land use program and design principles for the study area. Some allowance for deviations from the percent targets by land use designation would be established to permit flexibility in land use planning for the study area while still meeting the intent of the design principles.
- Demonstrate an identified market need. A market needs analysis would be required as part of the City Council’s consideration of a proposal in order to evaluate compliance with this criterion and to demonstrate how Elk Grove is accommodating its share of the regional demand.
- Further the community vision. An applicant would identify which supporting principle(s) would be implemented by the proposal and provide justification with particular attention being given to meeting economic need, community vision, and regional goals. This may include demonstrating how the proposal furthers regional goals as expressed through the Sacramento Region Blueprint and SACOG’s MTP/SCS. Other examples may include:
 - Facilitates development of a regional attractor or use that implements one or more of the supporting principles. *Examples:* Major employment center that contributes to meeting an

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- established jobs goal. Regional attractor that draws visitors and contributes to increased economic or tourist activity.
- Constructs key infrastructure or facilities needed to maintain or improve community service levels. *Examples:* Constructs a major street intersection that improves safety conditions. Increases capacity of sewer facility or regional water treatment plant. Completes a segment of a trail that provides a key connection within the overall system.
- Demonstrate adequate services are available. A service and infrastructure plan would be required to demonstrate the service and infrastructure needs of the proposed development, what services and infrastructure are required to serve the proposed development, funding mechanisms for necessary improvements, and effect of expansion on current service levels within the existing City limits and expansion areas.

POLICY QUESTIONS

Based on the discussion in this policy topic paper, staff recommends that the Commission and Council consider the following specific questions. Additionally, the Commission and Council could provide clarification or adjustment in prior direction.

Note: Given the interrelated nature of this topic, the land plan for the City, and other related goals, it may be desirable to provide staff with preliminary direction now, then provide a final review at the next Joint Study Session.

1. How should the City review and consider future development applications for consistency with the goals and policies of the General Plan? The following options are presented in the paper. These could be considered individually or, in some cases, combined.
 - a. Require comprehensive land planning for an entire study area prior to or in conjunction with consideration of a specific development application.
 - b. Refine and enhance the detail of the land programs and design principles with additional land planning criteria, similar to what is provided in the paper.
 - c. Divide the study areas into smaller areas, based upon factors such as ownership or project size.
 - d. Combining the study areas into larger areas and more tiered planning process that incorporates approved SOI amendments.
2. In keeping with the direction from December 2015, what types of evaluation criteria should be incorporated into the General Plan? Possible criteria, as described in the paper, include:
 - a. Compliance with the land use program and design principles
 - b. Demonstrated market demand
 - c. Furtherance of the community vision
 - d. Demonstrated service availability

EXHIBIT A

SACRAMENTO 2035 GENERAL PLAN



**Adopted
March 3, 2015**

LU 1.1.8 **Annexation Prior to City Services.** Prior to the provision of City services to unincorporated areas, the City shall require those unincorporated properties be annexed into the City, or that a conditional service agreement be executed agreeing to annex when deemed appropriate by the City. *(RDR)*



LU 1.1.9 **New Growth.** The City shall continue to plan for future expansion and new growth in Special Study Areas to ensure that regional growth is adequately accommodated and served by the City, particularly when it cannot be absorbed in infill areas. *(MPSP/RDR)*

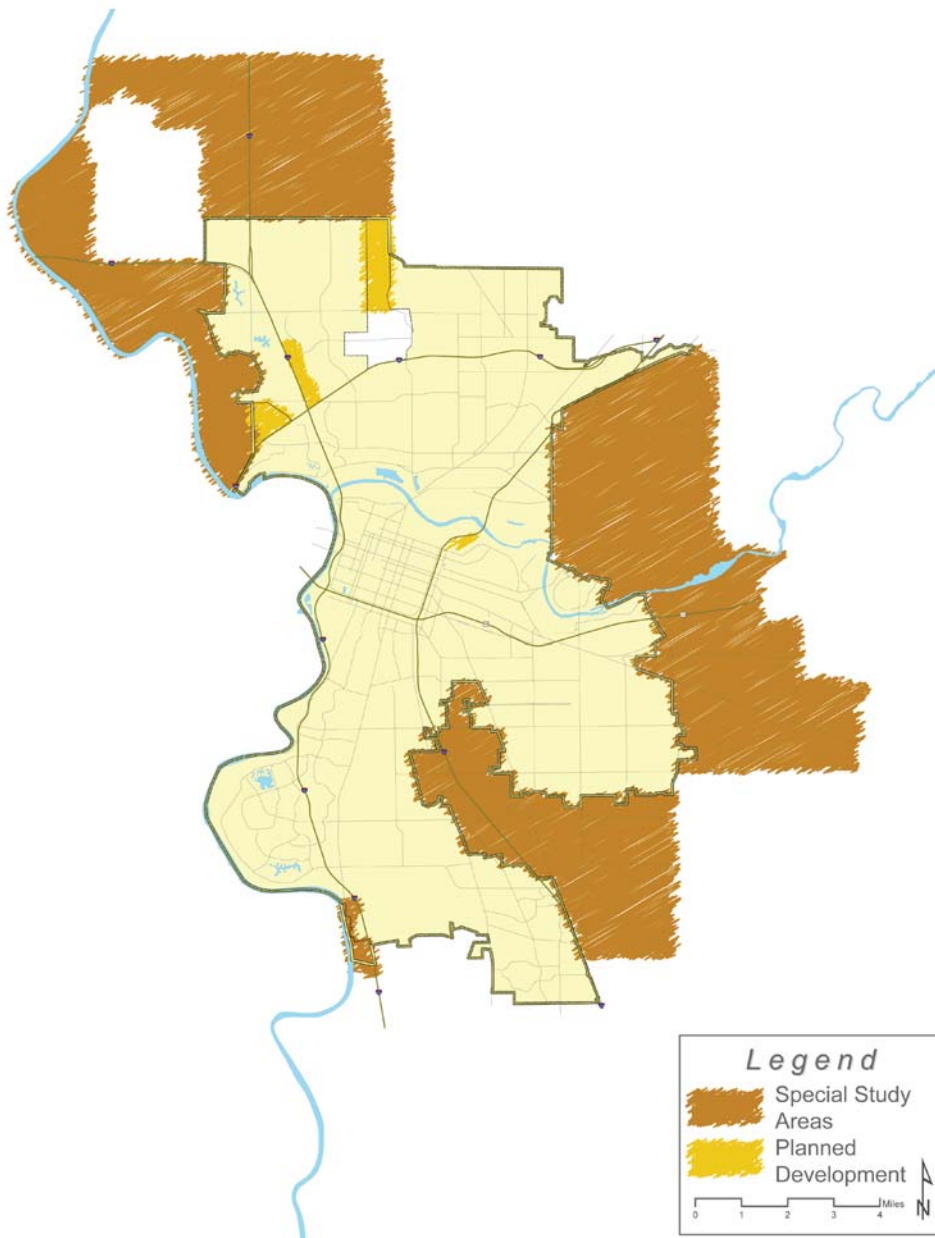
See LU 10, Special Study Areas and Planned Development, for additional policies on Special Study Areas.

LU 1.1.10 **Exceeding Floor-Area-Ratio** 🌐. The City may allow new development to exceed the maximum allowed FAR or density if it is determined that the project provides a significant community benefit. *(RDR)*



Special Study Areas and Planned Development

Policies in this section ensure that areas mostly on the edges of the city are planned through a process that addresses regional, local, and site specific issues. They also provide opportunities for the City to explore possible expansions into adjoining lands or where inter-jurisdictional cooperation is needed with the County and other entities to resolve issues regarding the nature, timing, extent of development, the appropriate mechanism to achieve flood protection and open space preservation, and other related challenges. Of particular concern is the need to determine the timing and extent of development planned in the Natomas Joint Vision Study Area, including preservation of a one-mile open space buffer.



The diagram to the left illustrates the location of Sacramento's Special Study Areas and Planned Development.

Special Study Areas

See Part 3, Community Plan Areas and Special Study Areas for a discussion of the five Special Study Areas.

The Special Study Areas designation is applied to five potential annexation areas that may become part of the City in the future after additional studies have identified the fiscal and service delivery implications on City functions. These include Arden Arcade Study Area, East Study Area, Fruitridge Florin Study Area, Natomas Joint Vision Study Area, and Town of Freeport Study Area. The future land use and urban form for these areas will include a combination of several land use and urban form designations applied in conjunction with a General Plan amendment. (See Part 3 of the 2035 General Plan for a discussion of these areas.)

Planned Development

The Planned Development designation is applied to four areas with pending projects that are in the development review process as of March 2014. These include McKinley Village, Panhandle, Camino Norte, and Natomas Crossing.

Specific land use and urban form designations (i.e., designations outlined in this plan) will be applied to these areas once planning is complete and the City has approved the development.

GOAL LU 10.1

Growth and Change. Ensure annexation and city expansion is consistent with the Regional Blueprint principles, SACOG MTP/SCS, and the City's Vision and Guiding Principles, and provides regional and community benefits.

Policies

See LU 1, Growth and Change, for additional policies on new development in Special Study Areas.

LU 10.1.1

Special Study Areas and Interagency Coordination.

The City shall engage in cooperative planning with Sacramento County, school districts, Sacramento Local Agency Formation Commission (LAFCo), and other public agencies to ensure that mutual benefits can be derived from potential future development of Special Study Areas adjacent to the city's boundaries. (IGC)

LU 10.1.2 Comprehensive Planning for Special Study Areas.

The City shall require that Special Study Areas be planned comprehensively prior to annexation and development, and subject to the following processes:

- Amendment of the General Plan, including completion of a new Community Plan chapter where applicable.
- Approval of a Sphere of Influence amendment by the LAFCo prior to annexation request where applicable. (Sacramento LAFCo local policies discourage concurrent Sphere of Influence Amendment and Annexation).
- Completion and adoption of Master Plans, Specific Plans, pre-zoning, and Development Agreements, as appropriate, in order to establish the timing, phasing, costs, and responsible parties associated with development in the area to be annexed. (MPSP/RDR)

LU 10.1.3 Regional and Community Benefits .

The City shall require that regional and community benefits are achieved as the result of annexations and development approvals in any Special Study Area or Planned Development Area, consistent with the goals and policies outlined in this Plan. Examples include, but are not limited to, the following:

- A mix of land uses that results in a full range of jobs, housing, amenities, services, and open space, resulting in complete neighborhoods and dynamic centers that have strong linkages with the city and region.
- Transportation systems, including transit and roadways that are substantially improved and expanded, in a manner that provides enhanced mobility for all sectors of the community and benefits regional air quality.
- Sustainable infrastructure and community facilities, where adequate land is provided for such facilities, and construction and ongoing maintenance are funded by proposed development.
- Conservation of open space, including important agricultural lands, sensitive habitat areas and wildlife corridors, and other non-urbanized areas that serve as buffers or “greenbelts” for public use.

⁽¹⁾ The Fruitridge Florin Study Area is located in the Fruitridge Broadway Community Plan Area and the South Area Community Plan Area. The Town of Freeport Study Area is already within the South Area Community Plan. The unincorporated portion of Arden Arcade Study Area lies within the Arden Arcade Community Plan boundary. Natomas Joint Vision Study Area and East Study Area would require new Community Plan chapters.

⁽²⁾ Town of Freeport Study Area and Fruitridge Florin Study Area are already within the City's Sphere of Influence.

- Net fiscal benefits are achieved by both the City and County, with minimal impacts to affected special districts. *(MPSP/RDR)*

LU 10.1.4

Planned Development. The City shall require areas designated Planned Development on the Land Use and Urban Form Diagram be developed consistent with the General Plan's Vision and Guiding Principles and obtain a General Plan Amendment to designate the area consistent with the proposed project using the appropriate designations contained in the Land Use and Urban Design Element. *(RDR)*

LU 10.1.5

Planned Development Sunset. The City shall not designate any other areas Planned Development beyond those shown on the Land Use and Urban Form Diagram as of March 3, 2009. *(RDR/MPSP)*

**CITY OF
FOLSOM

GENERAL

PLAN**

JANUARY 1993 UPDATE



URBAN DEVELOPMENT POLICY

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URBAN DEVELOPMENT POLICY

11.1 APPLICATION

This Urban Development Policy shall be applicable to the Folsom General Plan Area. A distinction is made in the Policy for incorporated and unincorporated areas and for agricultural uses.

11.2 STATEMENT OF POLICY BASIS

The City of Folsom seeks to implement its General Plan, to direct the orderly growth of the City of Folsom (versus haphazard or leapfrog development), and to provide an adequate level of service to the community. To this end, the City of Folsom has found it to be both timely and appropriate to set forth its Policy for urban development in its General Plan area to ensure that the City can carry out its role as provider of urban services in the northeastern portion of the County of Sacramento. This Policy is set forth in recognition of the following:

1. The State planning policy disfavors encirclement of incorporated Cities with urban development which lacks adequate and comprehensive urban services.
2. The City of Folsom is a general law City and such political subdivisions have limited authority and means to generate funds under State Law.
3. There has been a further reduction of available revenue for urban development resulting from the fiscal constraints of Articles XIII A and B of the Constitution of the State of California, otherwise known as Propositions 13 and 4.
4. Planned, orderly urban development decreases the cost of urban services while simultaneously improving the environment for urban development.

11.3 POLICY ON DEVELOPMENT OF UNINCORPORATED AREAS

To insure the orderly growth of the City, to enable the logical and most economic extension of services and to better ensure a quality living

environment, it is the policy of the City of Folsom to encourage urban development within the City Limits and to discourage urban development in the unincorporated sections of the General Plan area and to coordinate with the County of Sacramento to implement this Policy.

11.4 ANNEXATION POLICY

It is the policy of the City of Folsom to annex all areas within its General Plan area and Sphere of Influence at the earliest time consistent with the Goals and Policies of the Folsom General Plan, the orderly extension of the Folsom City Limits and the provision of public services and facilities in accordance with Sections VI and VII of this Urban Development Policy. In conjunction with this Policy, it is the policy of the City to continue to actively develop additional sources and capacities for services for newly annexed lands. Annexation does not imply development approval.

Section 56076 of the Government Code states that a Sphere of Influence is to be a plan for the probable ultimate physical boundaries and service area of a local governmental agency. A copy of the City's currently adopted Sphere of Influence is shown in Figure 11-1. It is the policy of the City of Folsom to request that LAFCO expand the City's current Sphere of Influence to include areas south of U.S. 50 in a manner consistent with the City's General Plan which will foster orderly urban development and discourage leapfrog development and urban sprawl.

It is the policy of the City of Folsom to encourage annexations which:

1. Are consistent with the City's General Plan, State Law and LAFCO standards and criteria.
2. Constitute fiscally sound additions to the existing City.
3. Ensure the provision of adequate public facilities and services.
4. Are part of a planned and orderly annexation program.

It is the policy of the City of Folsom to pre-zone all properties proposed for annexation in a manner consistent with the City's General Plan. Generally this will involve use of the Agricultural Reserve District (A-1-A) until such time as public facilities and services are available for urban development. However, the City may utilize the County of Sacramento General Plan designation or the existing zoning as a basis for determining pre-zoning consistency so long as the proposed annexation is consistent with and furthers the goals and policies of the City's General Plan.

It is the policy of the City of Folsom that prior to the approval of a tentative map, building permit or other development permit, properties located within the annexation area shall comply with the provisions of Sections VI and VII of this Urban Development Policy to the extent deemed applicable by the City Engineer.

11.5 POLICY FOR APPROVAL OF URBAN DEVELOPMENT PLANS

It is the policy of the City of Folsom to approve development proposals for urban development (not including agricultural development) only when such development is consistent with the General Plan and when full urban services can be logically provided, expanded, and/or extended to serve such development. To insure the logical extension of services in an economically feasible manner, it is the policy of the City of Folsom to restrict development without full services except under extraordinary circumstances. Extraordinary circumstances may be found to exist when the City Council, after considering the recommendation from the Planning Commission finds that:

1. This Policy would cause extreme hardship on the property owner; or
2. The type and extent of the development will not impede implementation of this Policy.

In every case where an exception is granted, there must be a finding of consistency with the General Plan and a finding that the use can function in a safe and healthful manner. The property owner must provide information to the City to support the health and safety finding.

The property owner for whom an exception is granted must:

1. Pay all fees associated with the normal provision of services.
2. Enter into a binding agreement with the City, recorded in the County of Sacramento Recorder's Office, whereby the property owner, his successors, heirs and assigns agree to extend line(s) and connect to services when the adjacent property develops or at the request of the City Council, whichever occurs first.

Agricultural development includes the uses set forth in the A-1-A Zone. These uses, in areas zoned A-1-A, are not governed by this Section of the Urban Development Policy, except as stated in the text of that District, which includes a statement regarding General Plan consistency.

11.6 POLICY ON MUNICIPAL SERVICES AND FACILITIES

It is the policy of the City of Folsom to require new development to bear the cost of its increased demand/effect on municipal services and facilities so as not create a greater burden on existing residents. Development contributes to the need for the expansion and extension of the City's circulation, water, sewer, storm drainage, and parks systems and other capital improvements, facilities, and equipment to adequately serve the development area. Service expansion and extension is not necessarily site-specific; rather, it is generally related to a larger area and the City as a whole. In order to accommodate the new development, maintain an acceptable level of service, and alleviate the effects of the increased demand on City services, it is the policy of the City of Folsom to require certain necessary improvements as a part of the development and/or the payment of municipal services and facilities fees consistent with the proportional effect of the development on such services.

The City of Folsom has previously adopted various fees for financing facilities, including roads, water, sewer, drainage, capital improvements, and parks. The fees, in effect prior to 1983, do not, for the most part, provide sufficient

revenue for improvements needed and for the provision of adequate and acceptable levels of services. The City will periodically update its fees to reflect the cost of providing municipal services and facilities. Also, the City of Folsom is addressing the need for adequate and acceptable educational facilities during the City's urban growth and development by considering an impact fee ordinance.

11.7 POLICY FOR AREA FACILITIES PLANS

In order to assure an adequate funding level for municipal services and facilities in developing areas of the City and in recognition of the possible need for special financing plans to provide such services and facilities, it is the policy of the City of Folsom to formulate and adopt Area Facilities Plans as part of a Public Facilities Element of the Folsom General Plan. Such Area Facilities Plans shall identify the necessary services and facilities and the means to finance such improvements.

It is the policy of the City of Folsom to require the preparation of an Area Facilities Plan or other suitable substitute as approved by the City Council, for a particular area of the City when:

1. Development of an area necessitates provision, extension, and/or expansion of municipal services and facilities which are not customarily constructed by a developer, or
2. There is a need for services or facilities not otherwise funded by the regular City fees, or
3. The construction of the necessary services and facilities cannot be logically or economically provided by one landowner/developer in the normal sequence of orderly development as directed by this Urban Development Policy.

An Area Facilities Plan shall be prepared for and shall apply to all properties within the identified plan area, unless a parcel is specifically excluded in the adopted text of the plan. Where a development proposal covers property which is within an Area Facilities Plan boundary as established by the City Council and such Plan has not been adopted nor has any suitable substitute

been approved by the City Council, no tentative subdivision map or development permit shall be approved for such property until the Area Facilities Plan has been adopted. This restriction shall not, however, preclude the approval of final subdivision maps which are in substantial compliance with unexpired tentative subdivision maps which were approved prior to the City Council's determination to require an Area Facilities Plan for the area encompassing such property. The City Council may require the applicant to bear or to share in the cost of the preparation of the Area Facilities Plan.

The adoption of Area Facilities Plans shall not limit the City's authority to impose fees in other areas of the City nor shall it limit the City's or another jurisdiction's authority to impose additional fees in the plan areas for other public facilities when found to be needed in the future.

An Area Facilities Plan shall include, but not be limited to those topics listed in the Public Facilities Element of the General Plan.

11.8 DEFINITIONS

1. Agricultural Development means the types of uses provided for in the City's A-1-A District in areas zoned A-1-A.
2. Development means the act, process, or result of securing approval of a use permit, variance, and/or land division, including a subdivision map, parcel map, land division plat, building permit or the like.
3. Municipal Services and Facilities means those services and related facilities including, but not limited to, water, sewer and storm drainage systems, circulation and transportation systems, parks, police, fire, administration, and other similar services.
4. Urban Development means land development which generates a need for municipal services and facilities as defined. The following development activities typically do not generate a need for services and, therefore, are specifically excluded from the term "urban development" as addressed in this Urban Development Policy:

A. Agricultural development as defined herein.

B. The operation, repair or minor alteration of existing public or private structures, facilities, or mechanical equipment which does not involve physical expansion of the use.

C. The construction of minor structures such as carports, patios, swimming pools, or fences which are accessory and appurtenant to existing residential uses.

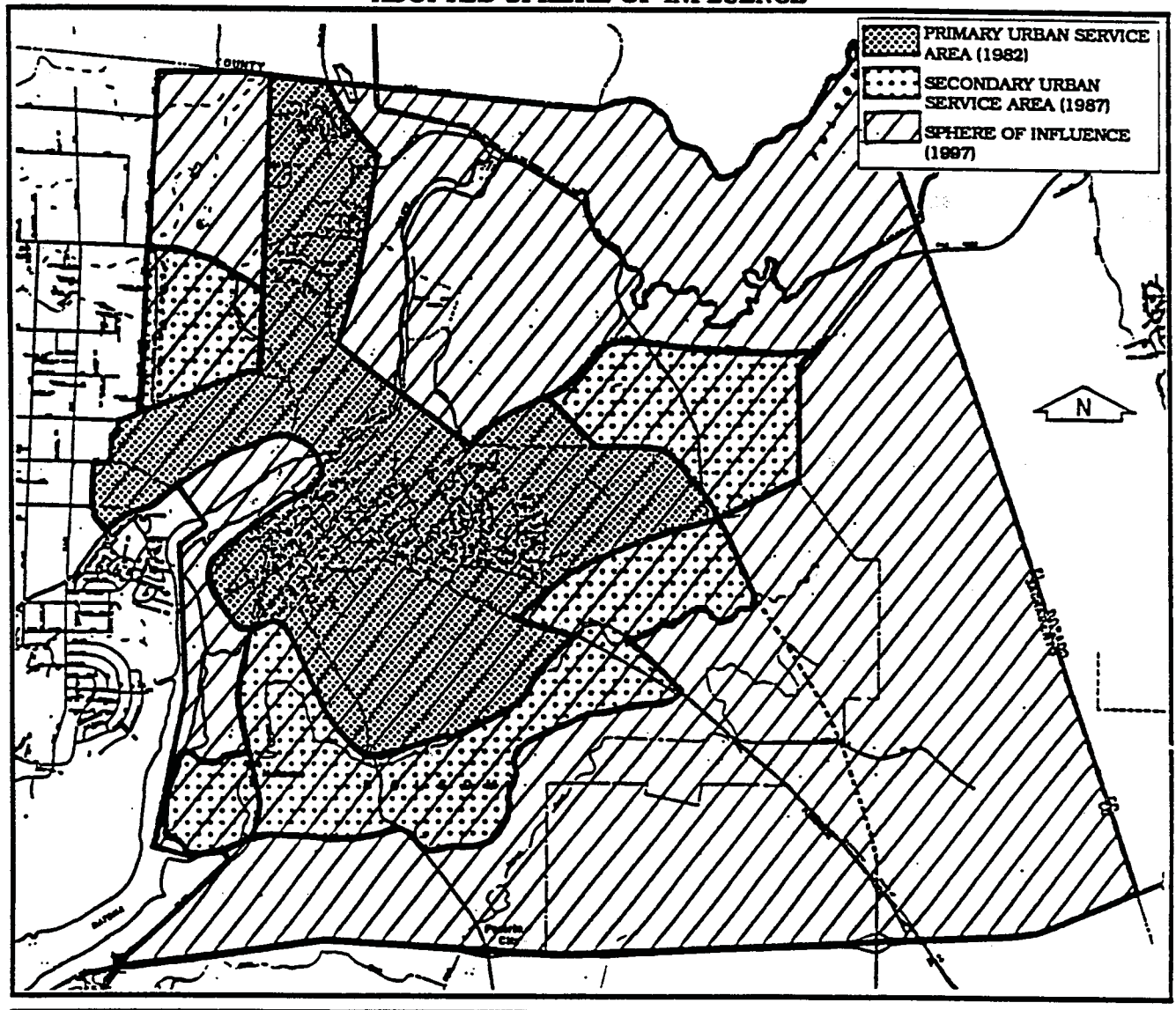
D. The construction or placement of minor structures such as on-premise signs, small parking lots, or fences which are accessory and appurtenant to existing commercial, industrial, or institutional facilities.

E. Re-occupancy of existing vacant structures by uses which are found by the City to be consistent with the land use designation of the site.

F. Reconstruction of a damaged, destroyed, or unsafe building which involves no expansion of the previously existing use when that use presently is consistent with the Folsom General Plan.

G. Such other development as may be found and declared by resolution of the City Council not to constitute urban development because such development does not generate a need for development improvements and/or City services.

**FIGURE 11-1
ADOPTED SPHERE OF INFLUENCE**



GENERAL PLAN



2035



Last Amended: June 15, 2016

C. GOALS AND POLICIES

GOALS: GROWTH MANAGEMENT

- Goal 1* The City shall proactively manage and plan for growth.
- Goal 2* The City shall encourage a pattern of development that promotes the efficient and timely provision of urban infrastructure and services, and preserves valuable natural and environmental resources.
- Goal 3* Growth shall mitigate its impacts through consistency with the General Plan goals and polices and shall provide a positive benefit to the community.
- Goal 4* The City shall continue a comprehensive, logical planning process, rather than an incremental, piecemeal approach.
- Goal 5* The City shall encourage public participation in the development of and monitoring of growth management policies and programs.
- Goal 6* The City shall manage and evaluate growth in a regional context, not in isolation.
- Goal 7* Potential population growth in Roseville must be based on the long-term carrying capacities and limits of the roadway system, sewer and water treatment facilities, and electrical utility service, as defined in the Circulation Element and the Public Facilities Element.
- Goal 8* Growth and development must occur at a rate corresponding to the availability of desired facilities' capacity and the attainment of defined General Plan levels of service for public activities.
- Goal 9* Growth should be managed to minimize negative impacts to existing businesses and residents within the City.
- Goal 10* Growth should be planned in a way that addresses the appropriate interface between City and County lands.
- Goal 11* New growth should be designed to meet the Guiding Principles.
- Goal 12* The City shall use growth management as a tool to maintain the City's identity, community form, reputation in the region, to maintain high levels of service for residents, and to influence projects outside the City's boundaries that have the potential to affect the quality of life and/or services that are provided to residents.
- Goal 13* New development shall be consistent with the City's desire to establish an edge along the western boundary of the City that fosters: a physical separation from County lands through a system of connected open space; a well-defined sense of entry to City from west; opportunities for habitat preservation and recreation; and view preservation corridors that provide an aesthetic and recreational resource for residents.
-

Policies: Growth Management - General (G)

Implementation Measures

1. Growth must provide a strong diversified economic base and a reasonable balance between employment and affordable housing.

Each of the following measures shall be utilized as applicable, to implement the identified Growth Management - General policies:

2. Growth should occur on the basis that projected revenue should be sufficient to meet public costs.

- *Specific Plans*
- *Public Participation*
- *Intergovernmental Coordination*
- *Biennial Public Service Monitoring Report*


3. The City shall encourage a development pattern that is contiguous with existing developed areas of the City.

4. Growth shall be managed to ensure that adequate public facilities and services, as defined in the Public Facilities Element, are planned and provided and the public health, safety and welfare is protected.

5. The City shall accommodate projected population and employment growth in areas where the appropriate level of public infrastructure and services are planned or will be made available concurrent with development.

6. The City shall use the specific plan process to ensure a comprehensive, logical growth process for new development areas (e.g., annexations) or any areas where significant land use changes are considered.

7. The City shall oppose urban density residential, commercial or industrial development in unincorporated areas unless adequate public facilities and services can be provided and mechanisms to ensure their availability and provision are secured during the land use entitlement process. It is the City's preference that urban development occur within incorporated area.

8.  Manage growth in such a way to ensure that significant open space areas will be preserved.

-
9. Retain and enhance Roseville’s identity and character to ensure that Roseville, even as it grows, remains consistent with the Growth Management Visioning Committee’s Vision Statement.
-
10. Work aggressively to address traffic generated outside of Roseville by working in collaboration with neighboring jurisdictions, regional, state, and federal entities to ensure traffic through Roseville is mitigated by regional solutions. Ensure that transportation solutions are supported by land-use and design policies that promote walking, biking, and transit, consistent with the Growth Management Visioning Committee’s Vision Statement.

Policies	Growth Management - Land Use Allocation (LUA)	Implementation Measures
1.	The City shall, through its land use planning process, capital improvement plans, and facility and service programs, provide a land use dwelling unit allocation at buildout as shown in Table II-4 and non-residential entitlements as designated on the General Plan land use map.	<p><i>Each of the following measures shall be utilized, as applicable, to implement all of the identified Growth Management - Land Use Allocation policies:</i></p> <ul style="list-style-type: none"> - Public Participation - Land Use Allocation Review
2.	The City shall maintain a pool of 1,000 residential units to be allocated for City sponsored and state mandated programs (e.g. second units, density bonuses for affordable housing, infill revitalizationannexations of island areas to complete corporate boundaries as reflected on Figure II-1) to be utilized in areas where existing development entitlements exist or to further City affordable housing goals.	
3.	The City shall review, and if necessary, modify, the 1,000 unit pool in conjunction with regular updates of the Housing Element, and concurrent with any significant modification to the General Plan resulting in the allocation of additional residential units.	
Policies:	Growth Management - Growth Areas (GA)	Implementation Measures
1.	The City may consider modification to the General Plan land use allocation where adequate public	<ul style="list-style-type: none"> - Specific Plans - Public Participation - Intergovernmental

services and facilities and preservation and conservation of natural resources can be provided in conjunction with the following:

- a. Additional land to accommodate demand for housing or employment uses
- b. Projects that will provide public benefit to the City, including the provision of public transit services
- c. Ensure that growth provides benefits to the Community as a whole and weigh community benefits against fiscal costs

2. Prior to the consideration of any General Plan amendment to modify the land use allocation or expand the City's boundaries or sphere of influence, the City shall complete or cause to be completed the following City-wide studies/plans:

- a. Long-Range Transit Plan
- b. Economic Development Studies
- c. Public Facilities and Services Capacity Study
- d. Transportation System Capacity Study

The studies shall define overall holding capacities and identify additional performance standards that will need to be met to ensure the achievement of the goals and policies of the General Plan.

3. The City shall require the submittal of a specific plan for the consideration of new development areas or any areas where a significant modification to the General Plan land use allocation is proposed. The specific plan process shall, at a minimum, include the following:

- a. General Plan Amendment
- b. Development Agreement
- c. Zoning Entitlements
- d. Environmental Impact Report
- e. Phasing, Financing, Capital Improvements Plan
- f. Fiscal Impact Analysis

4. Specific plans will be evaluated based on the following minimum criteria:

- a. Government Code requirements for specific plans
 - b. Demonstrated consistency with General Plan goals and policies
 - c. Demonstrated consistency with the identified City-wide studies and holding capacity analysis
-

-
- d. Justification for proposed specific plan boundaries
 - e. Community benefit
 - f. Ability to mitigate impacts
 - g. Impact on the City's growth pattern

Each specific plan proposal shall include, with its initial submittal, a full analysis of how the plan complies with and relates to the above factors. The specific plans' consistency with the General Plan, and its relation to other identified criteria, will be a primary factory in determining whether the proposal will or will not be considered by the City.

- 5.** Apply the City's adopted Guiding Principles to any new development proposed in and out of City's corporate boundaries, which is not already part of an adopted Specific Plan or within the infill area:
- 1. Any development proposal shall, on a stand-alone basis, have an overall neutral or positive fiscal impact on the City's General Fund Services.
 - 2. Any development proposal shall include logical growth/plan boundaries and an east to west growth pattern.
 - 3. Any development proposal shall not conflict with the Pleasant Grove Wastewater Treatment Plant and future Power Generation Facility.
 - 4. Any development proposal shall maintain the integrity of existing neighborhoods and create a sense of place in new neighborhoods.
 - 5. Any development proposal shall include a plan to ensure fully funding and maintenance of improvements and services at no cost to existing residents (including increased utility rates). A proposal shall not burden/increase the cost, or diminish the supply and reliability of services.
 - 6. Any development proposal shall aid in regional traffic solutions and in right of way preservation.
 - 7. Any development proposal that does not have a sufficient supply of surface water shall secure additional supplies above what the City currently has available. Development proposals shall also provide financial assistance to incorporate the new source of supply into the City's water supply portfolio (surface water, groundwater and recycled water); and development proposals shall include measures to reduce water demand by implementing the use of conservation best management practices, recycled water and other off-sets.
 - 8. Any development proposal shall consider development potential within the entire City/County Memorandum of Understanding Transition Area in the design and sizing of infrastructure improvements.
 - 9. Any development proposal shall aid in resolution of regional storm water retention.
-

-
10. Any development proposal shall incorporate mechanisms to ensure new schools are available to serve the residents and shall not impact existing schools.
 11. Any development proposal shall include a significant interconnected public open space component/conservation plan in coordination with the City of Roseville/ U.S. Fish and Wildlife Service Memorandum of Understanding.
 12. Any development proposal shall include a public participation component to keep the public informed and solicit feedback throughout the specific plan process.
 13. Any development proposal shall provide a “public benefit” to the City and residents.
-

6. As new development is proposed in or outside the City’s Sphere of Influence,, project proponents shall provide a transitional area between City and County lands, through a system of interconnecting Open Space land areas or other buffers, such as separation by arterial roadways.

7. Monitor and participate in development proposals and/or General Plan updates in Placer County to ensure that potential impacts to City residents are minimized, with respect to traffic, service levels, and other quality of life matters.

8. New development proposals to the west of Fiddyment Road within the County/City Memorandum of Understanding Transition Area shall meet the objectives and terms of the Memorandum of Understanding between the City of Roseville and the County of Placer.

9. Development proposed on the western edge of the City shall provide a distinctive open space transition to create a physical and visual buffer between the City and County to assure that the identity and uniqueness of the City and County will be maintained.

10. Consistent with the County/City Memorandum of Understanding Transition Area, the City shall continue to support and endorse the maintenance of the one-mile buffer zone around landfill operations, as set forth in Policy No. 4.G.11 of the Placer County General Plan, adopted in August 1994.

-
11. Promote stakeholder involvement and ensure accountability between property owners, Placer County, and surrounding jurisdictions on defining and shaping the vision for growth to the west and north of the City.
-

Policies: Growth Management – Public Amenities

Implementation Measures

1. The City may determine, in accordance with the goals and polices of this element, that it is appropriate to amend its General Plan land use allocation and expand. Under such circumstances, a specific plan will be required to comprehensively plan each of the areas.
2. In addition to being consistent with the other goals and policies of the General Plan, specific plans shall comply with the following:
- a. Provide a public focal point, community, and/or theme feature. These features shall be specific to each area and be designed to contribute to the promotion and enhancement of community character. A special feature may include, but is not limited to, a community plaza, central park, or some other type of gathering area; outdoor amphitheater; community garden; regional park with special facilities; sports complex; or cultural facilities.
 - b. Provide entryways at entrances to the City in accordance with the Community-wide Design Guidelines. Where possible, the entryways shall take advantage of and incorporate existing natural resources into the entry treatment. The specific plans shall identify the location and treatment of the entryways, and shall consider the use of open space, oak regeneration areas, signage and/or special landscaping to create a visual edge or buffer that provides a strong definition to entryways into the City.
 - c. The specific plan areas shall be planned and oriented to be an integral part of the City consistent with the policies of the Community Form Component of this Element.

Each of the following measures shall be utilized, as applicable, to implement the identified Growth Management - Growth Areas policies:

- *Specific Plans*
- *Public Participation*
- *Intergovernmental Coordination*

- d. Develop design guidelines, specifying screening and a transition between public utilities (e.g. substations, pump stations) and other uses, in conjunction with the public utility departments and agencies. In addition, development along power line and pipeline easements shall incorporate design treatment to insure compatibility and safety. Design guidelines and treatment may include minimum setbacks, building and landscape design standards and possible limitations on certain types of uses and activities.
- e. Preserve natural resource areas where they exist, and where feasible, along new roadways. Such roadways may create a public boundary between the resource area and other uses. The specific plans shall identify locations and standards for the preservation of natural resources along roadways, and shall identify sources of financing for such road segments.
- f. The specific plans shall include a resource mitigation/banking plan to be developed in accordance with the provisions of the Open Space and Conservation Element.

Policies

Growth Management - Annexations and Sphere of Influence (ASI)

Implementation Measures

1.

The City may initiate studies to investigate the potential of (1) annexing areas within its sphere of influence; and (2) expanding its sphere of influence boundaries. The studies should be focused on those areas that, both long and short term, may affect General Plan goals and policies and would be logically served and planned by the City. The studies shall include the identification, availability and funding of public services, as well as the costs and impacts to the City and other service providers. Issues to be analyzed include, but are not limited to, present and planned land uses, water, sewer, electric, library, parks, schools, circulation and affordable housing. Based on these studies, and resident and property owner input, the City may take steps to annex or expand its sphere of influence

Each of the following measures shall be utilized, as applicable, to implement the identified Growth Management - Growth Areas policies:

- *Specific Plans*
- *Public Participation*
- *Intergovernmental Coordination*

2.

The City may consider annexations that:

- a. Are contiguous with City boundaries and provide for a logical expansion of the City;

-
- b. Create clear and reasonable boundaries;
 - c. Are beneficial from a fiscal standpoint to the City and its residents;
 - d. Are consistent with State Law and Placer County Local Agency Formation Commission (LAFCO) standards and criteria;
 - e. Ensure the preservation of open space and agriculture lands; and
 - f. Are consistent with the General Plan.
-

3. The City may consider expanding its sphere of influence to incorporate areas that, in the future, should be logically planned and serviced by Roseville. The City shall consider the following factors, as identified by LAFCO, when making determinations involving sphere of influence boundaries:

- a. Present and planned land uses in the area;
 - b. Present and probable need for public facilities and services in the area;
 - c. Present capacity of public facilities and adequacy of public services;
 - d. Existence of any social or economic communities of interest in the area; and
 - e. Open space and agricultural lands.
-

Exhibit D Land Planning Criteria - DRAFT

As part of the General Plan, the City has not conducted an extensive analysis of the Study Areas. Such an effort is to be completed through a subsequent planning exercise. The intent of the following criteria is to create a system of assessment of physical and economic factors that assist in determining the future land use plan for an area as part of that subsequent exercise. This analysis must also account for the various interrelated goals and policies of the General Plan, recognizing that not every project or property can implement every policy. The following criteria is meant to describe a broad framework for planning that addresses how these goals and policies will be comprehensively implemented over the course of multiple development proposals.

Circulation and Mobility

Future planning should build off of the existing and planned circulation system in the area. Some roads are planned for extensive widening in the near-term while others have not yet been defined for improvement. As described below, these facilities provide opportunities for nodes of activity at varying scales and intensities.

These circulation corridors also provide opportunities for multimodal transportation solutions that provide connectivity between nodes and the rest of the City. Capacity and access for transit service and trails should be analyzed and incorporated into master planning activities.

Activity Nodes

Nodes of commercial activity¹ should be placed around intersections of major roads. Depending upon the classification of these roads (e.g., highway, expressway, arterial, and collector), the intensity and composition of the node will change. For example, locations at the intersection of an expressway and arterial should include high intensity commercial uses, potentially focusing on office and regional retail opportunities. A location at the intersection of two arterials, or the intersection of an arterial and a collector, should focus on less intensive commercial uses that are more oriented to the immediate trade area, such as neighborhood serving retail and accompanying, lower-intensity office uses.

While the roadway classification is helpful in identifying opportunities for activity nodes, the scale of these nodes is also influenced by the surrounding land uses. Not all arterial-arterial intersections are appropriate for a major activity node. Consideration, especially through a qualified market analysis, is necessary to ensure the scale of the node is appropriate.

Consideration should also be given to incorporation of residential uses within activity nodes. Again, the appropriateness will depend upon the context of the location and the scale of the node itself. In some instances this may be appropriate through a vertical mixed use development; in others, an adjacent multifamily (apartments, condominiums) or denser townhome development may be appropriate. Given available access to circulation corridors and accompanying multimodal transportation these uses would complement these mobility options and increase the viability of transit services.

The nodes also present opportunities to incorporate a range of civic uses. These could be in the form of a public plaza with opportunities for a farmer's market or outdoor concerts, or larger park spaces with more active areas and amenities.

Surrounding Areas

The areas between the activity nodes are critical to the success of the nodes themselves. The commercial activities that exist in the nodes need people to fill the offices or frequent the retail uses. As these in between areas are defined, consideration needs to be given to a number of factors, including:

¹ As used herein, "commercial activity" includes retail and office uses. Depending upon adjacent land uses and circulation access, it may also include industrial (e.g., manufacturing, warehousing) uses.

- Residential uses that meet community needs (e.g., range of housing choices, affordability to a variety of income categories, Regional Housing Needs Allocation)
- Parks located and sized to meet community planning standards
- Open space areas that complement the active park spaces and integrate more natural elements into the fabric of the community
- Schools, day care, and similar community-serving institutions

The density and intensity of these areas should be a reflection of the access and surrounding context. The further an area is from a major roadway or activity node, the less intensive the development should be.

In some instances, the areas between nodes may be appropriate for larger blocks of employment uses, including office and industrial development. While the planning for this type of area will require more exploration as part of the planning process, it directly relates with the City's stated jobs-housing objectives and strategy to identify a major employment center within the City as part regional planning efforts. Again, proximity to circulation and mobility corridors is a major factor in citing these uses.