



General Plan Amendments

September 21, 2023

Agenda

- September 7: Project Introduction
- September 21: More Details and Answer Questions
- Continue to October 19



What changes are included?



Why are we doing this?



How does this all work?



What are the next steps?

For Tonight

- Proposed Old Town changes
- Grant Line Road Precise Plan
- VMT/Transportation
- Livable Employment Area

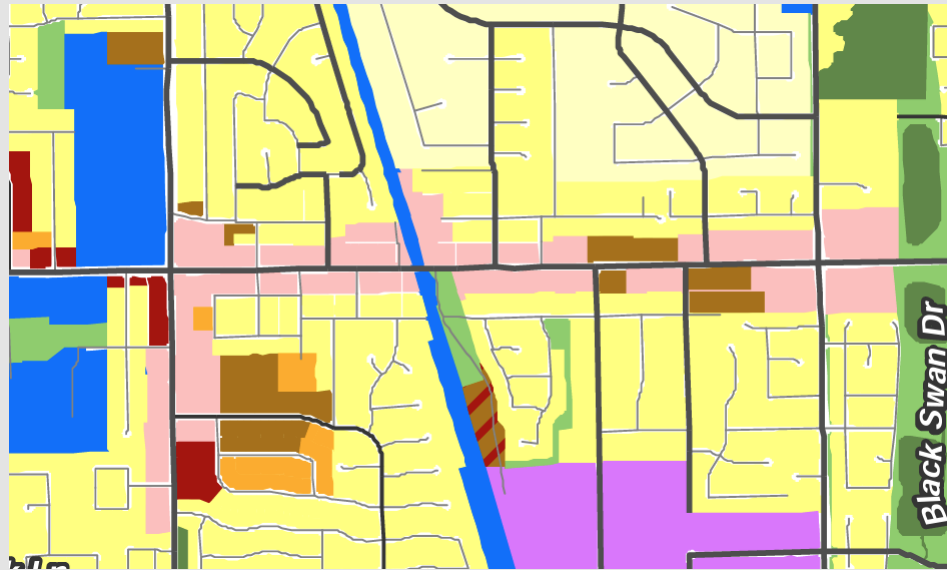
- Other topics the Commission would like to discuss?

Proposed Changes in Old Town

- Changes some sites from Community Commercial to Village Center Mixed Use and Residential Mixed Use
- Does not change the restrictions in the Old Town SPA
- Does not affect existing uses

Land Plan Comparison

Existing General Plan



Proposed General Plan



Legend	
Planning Area	Public/Quasi-Public and Open Space Land Use
Sphere of Influence (Portion Beyond City Limits)	Parks and Open Space (P/OS)
City Limits	Resource Management & Conservation (RMC)
Elk Grove City Limits	Public Services (PS)
General Plan Designations	Residential Land Use
Commercial and Employment Land Use	Rural Residential (RR)
Community Commercial (CC)	Estate Residential (ER)
Regional Commercial (RC)	Estate Residential (ER-1) 1 acre
Employment Center (EC)	Estate Residential (ER-1) 1 acre with Community Commercial overlay
Light Industrial/Flex (L/I/F)	Estate Residential (ER-1/4) 1/4 acre
Light Industrial (LI)	Estate Residential (ER-1/4) 1/4 acre with Community Commercial overlay
Heavy Industrial (HI)	Low Density Residential (LDR)
Mixed Use Land Use	Low Density Residential (LDR) with Community Commercial overlay
Village Center Mixed Use (VCMU)	Medium Density Residential (MDR)
Residential Mixed Use (RMU)	High Density Residential (HDR)
Transect-Based Land Use	Other Land Use
Transect (T-3R)	Agriculture (AG)
Transect (T-3)	Study Area (SA)
Transect (T-4)	Tribal Trust Lands (TTL)
Transect (T-5)	

Comparison of Land Use Descriptions

Community Commercial

Community Commercial uses are generally characterized by retail and service uses that meet the daily needs of residents in surrounding neighborhoods and community needs beyond the surrounding neighborhood. **These uses may consist of a unified shopping center with or without a major anchor store. Retail and service uses are predominant, with limited office and professional spaces allowed. Limited residential uses may be allowed when integrated with nonresidential uses within an approved District Development Plan and consistent with zoning.**

Community Commercial uses are generally oriented along at least one major roadway offering primary access.

Comparison of Land Use Descriptions

Village Center Mixed Use (VCMU)

Village Center Mixed uses are generally characterized by pedestrian-oriented development, including integrated public plazas, with mixes of uses that focus on ground-floor commercial retail or office uses and allow residential or office uses above. Vertical integration should be prioritized along public transportation corridors and in activity nodes. Single-use buildings may also be appropriate when integrated into the overall site through horizontal mixes of uses, including public plazas, emphasizing pedestrian-oriented design. The predominant use is intended to be office, professional, or retail use in any combination, and may be supported by residential uses.

Village Centers are generally located along transit corridors with access from at least one major roadway. Secondary access may be allowed from minor or local roadways

Residential Mixed Use (RMU)

Residential Mixed uses are generally characterized by pedestrian oriented development, including integrated public plazas, with vertical mixes of uses that feature ground-floor activity spaces, live work units, or retail or office uses and allow residential uses above. Single-use buildings may also be appropriate. The predominant use is intended to be residential uses supported by commercial or office uses.

Residential Mixed Use areas are generally located along transit corridors with access from at least one major roadway. Secondary access may be allowed from minor or local roadways. These areas may also serve as buffers between commercial or employment land uses and residential areas.

Update to the Old Town SPA

- An update to the Old Town Special Planning Area will follow
- Work started in late 2019 and was held up do the COVID
- Expect this to resume in 2024
- No changes are proposed to the SPA as part of this General Plan amendment

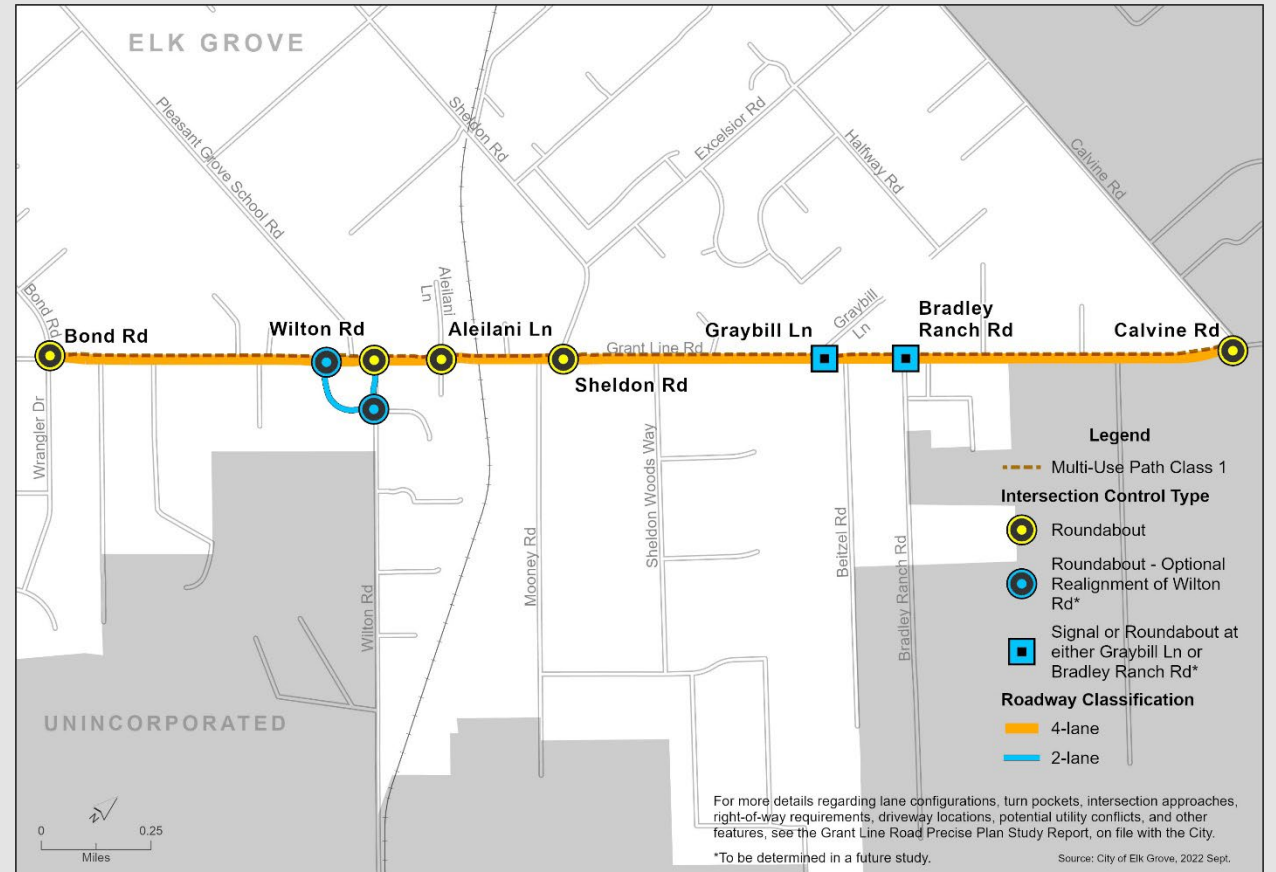
Before we move on...

Any questions at this time?



Grant Line Road Precise Plan

- Adds to the Rural Area Community Plan
- Comment letters
 - Suzanne Pecci
 - Bill Myers



Transportation Analysis



The City's Historic Approach

- City measures transportation impacts through Level of Service
 - Focus of analysis is on delay experience
- Calculation based on Highway Capacity Manual
- Uses the City traffic model
- LOS analysis uses inputs from:
 - ITE Trip Generation Rates
 - Travel Forecasting Models
 - Field Observations (i.e., facility geometrics)

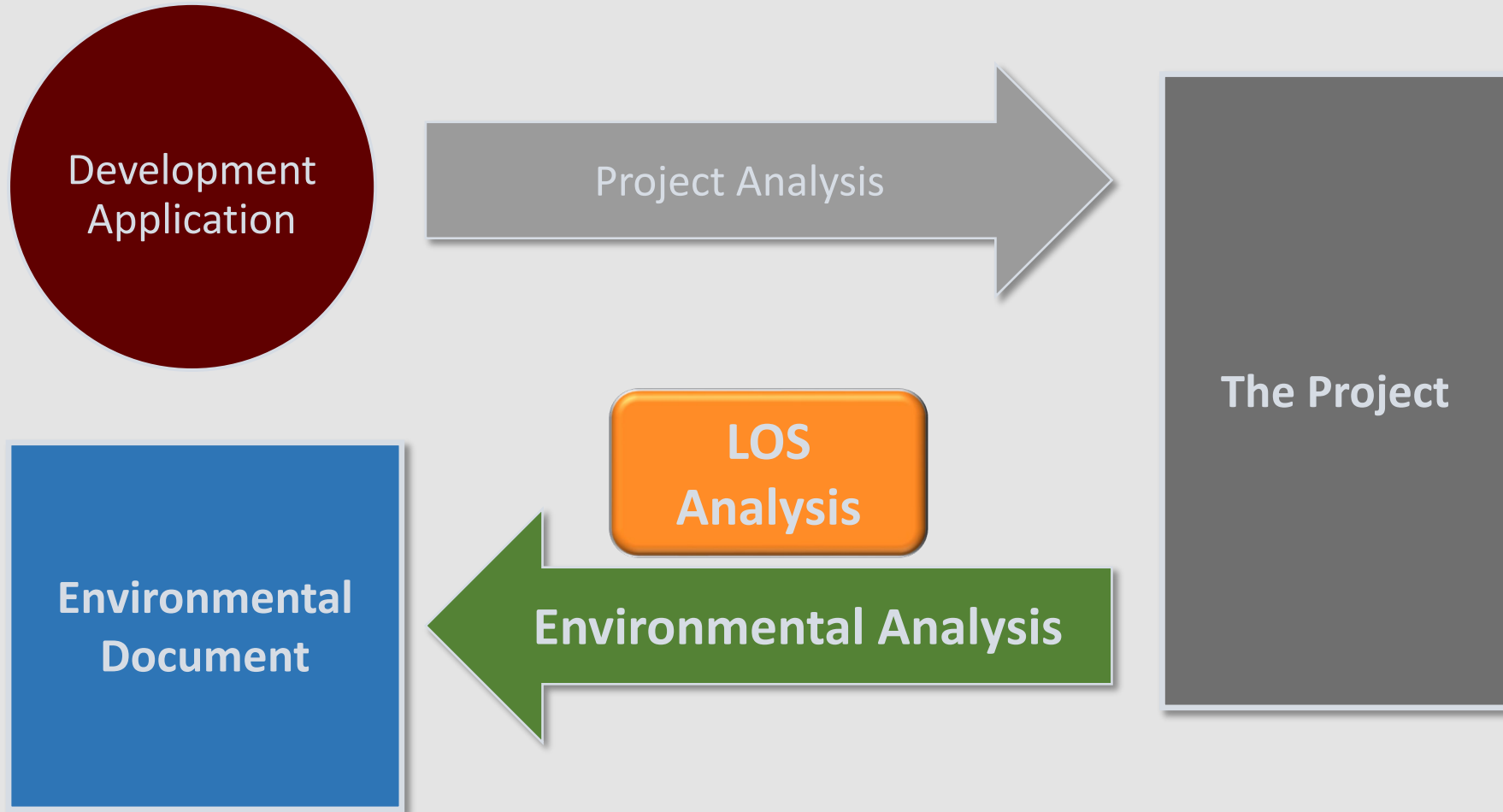
What is LOS?

A qualitative measure used to relate the quality of traffic service.

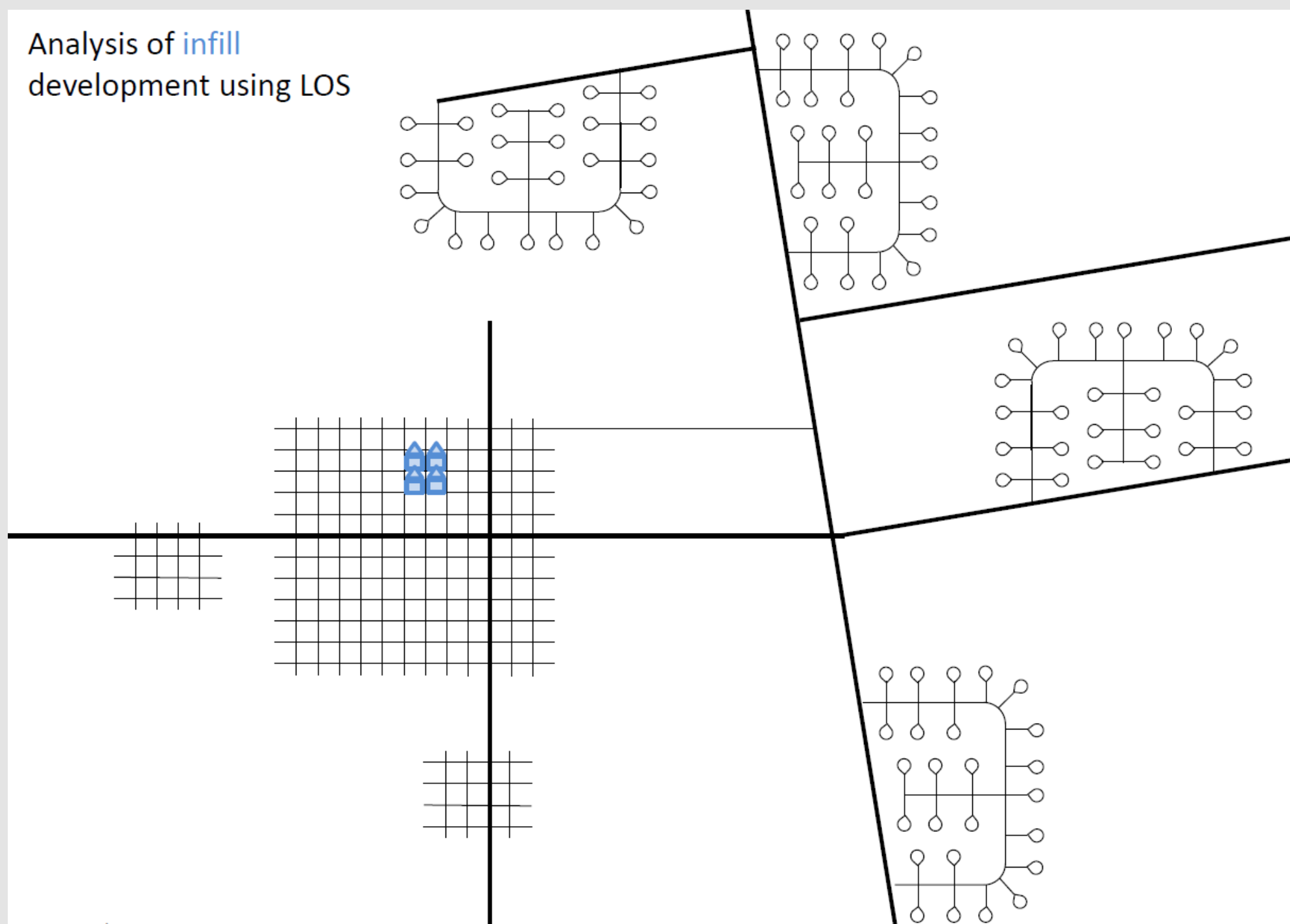
Categorizes traffic flow and assigns quality levels **(A to F)***

*Calculated for AM/PM peak hour conditions

The City's Historic Approach

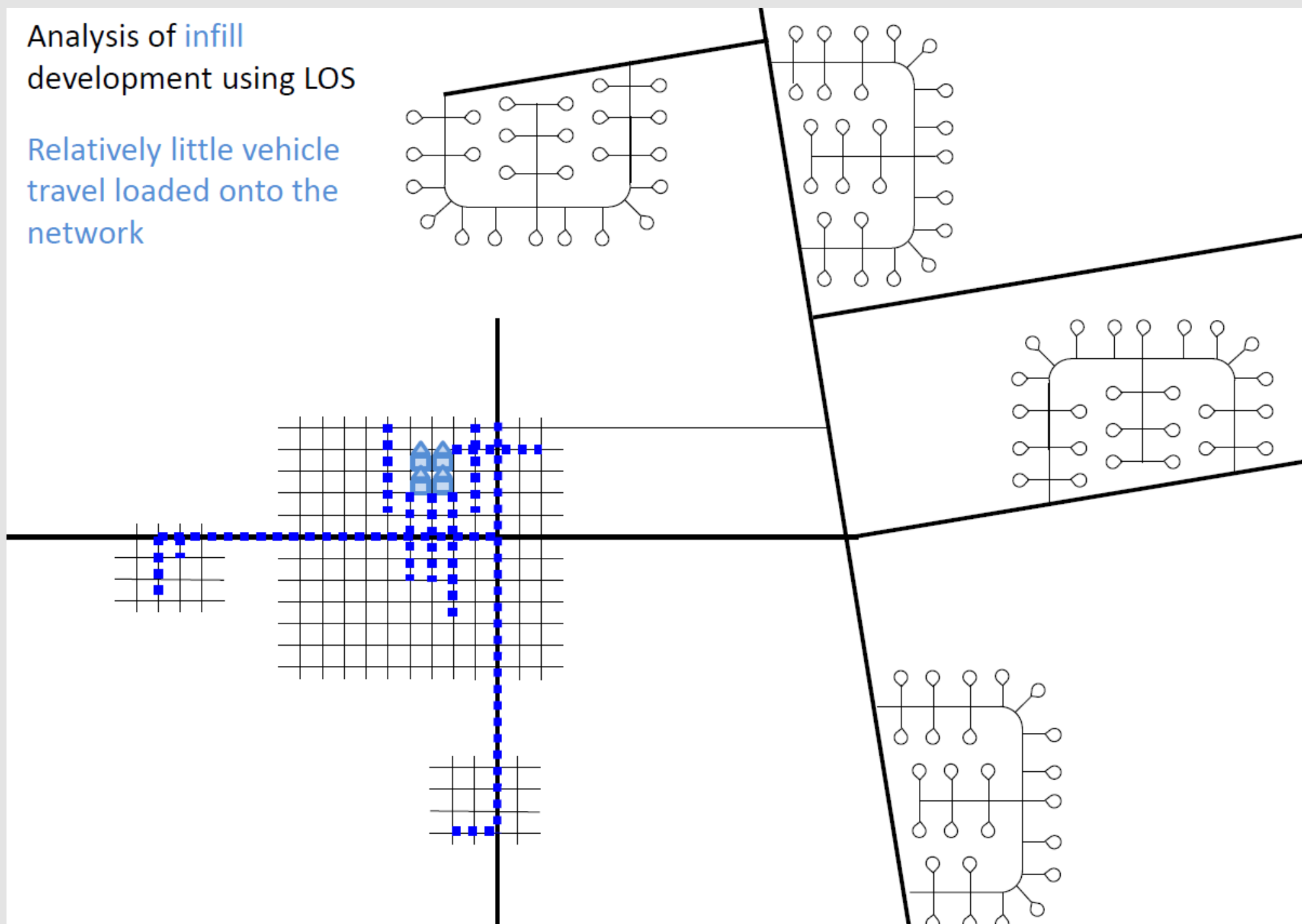


Analysis of **infill** development using LOS



Analysis of **infill**
development using LOS

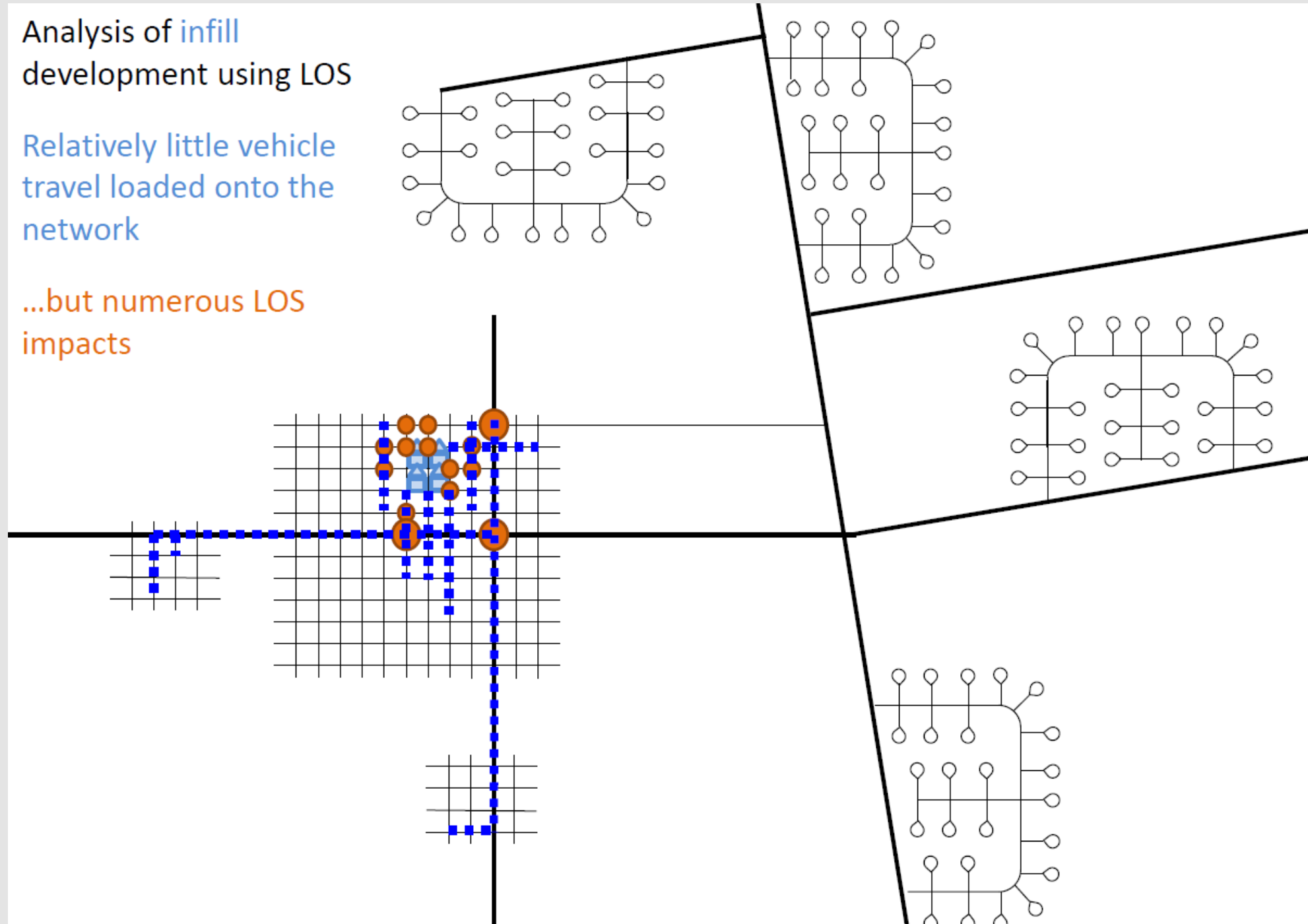
Relatively little vehicle
travel loaded onto the
network



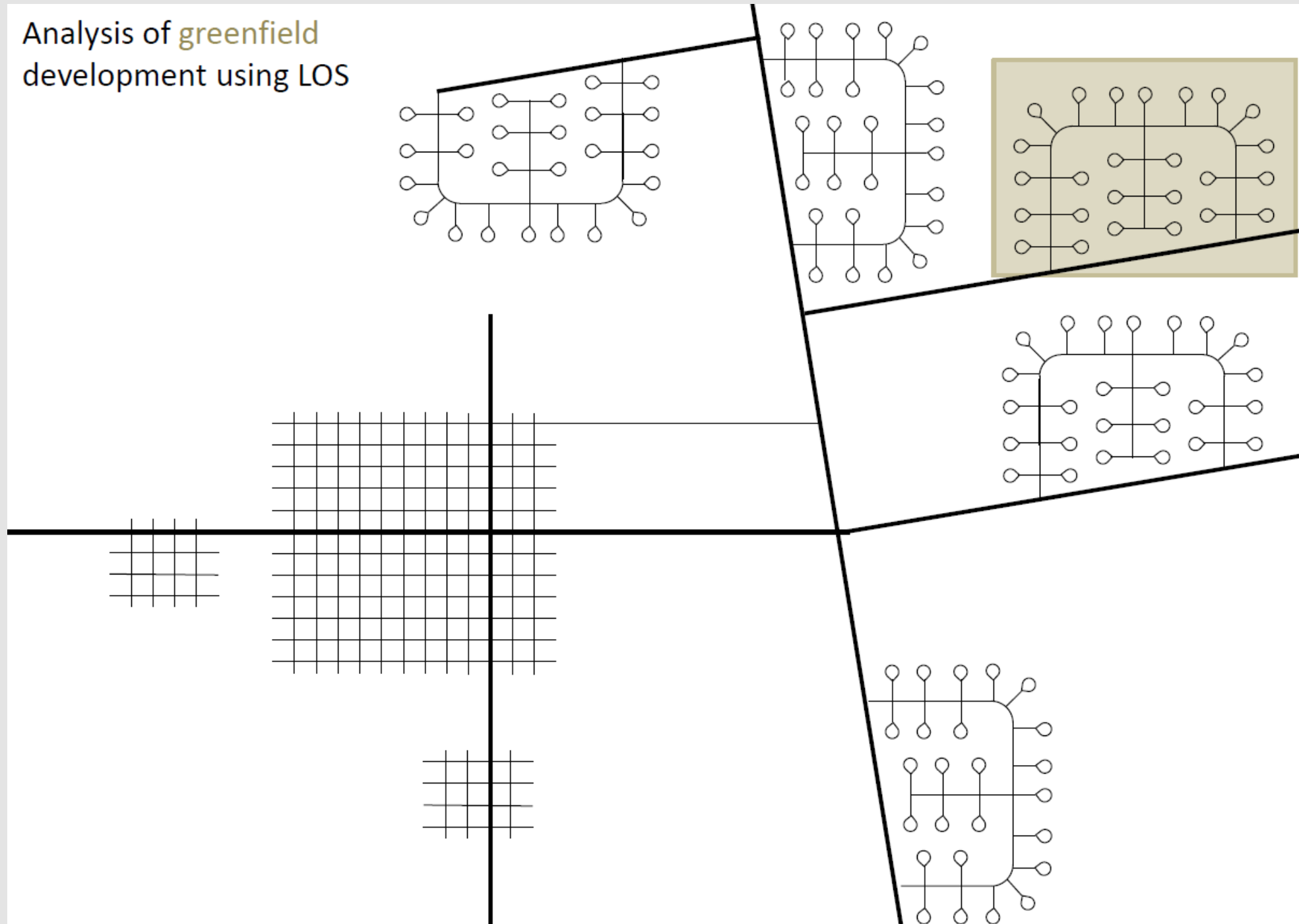
Analysis of **infill**
development using LOS

Relatively little vehicle
travel loaded onto the
network

...but numerous LOS
impacts

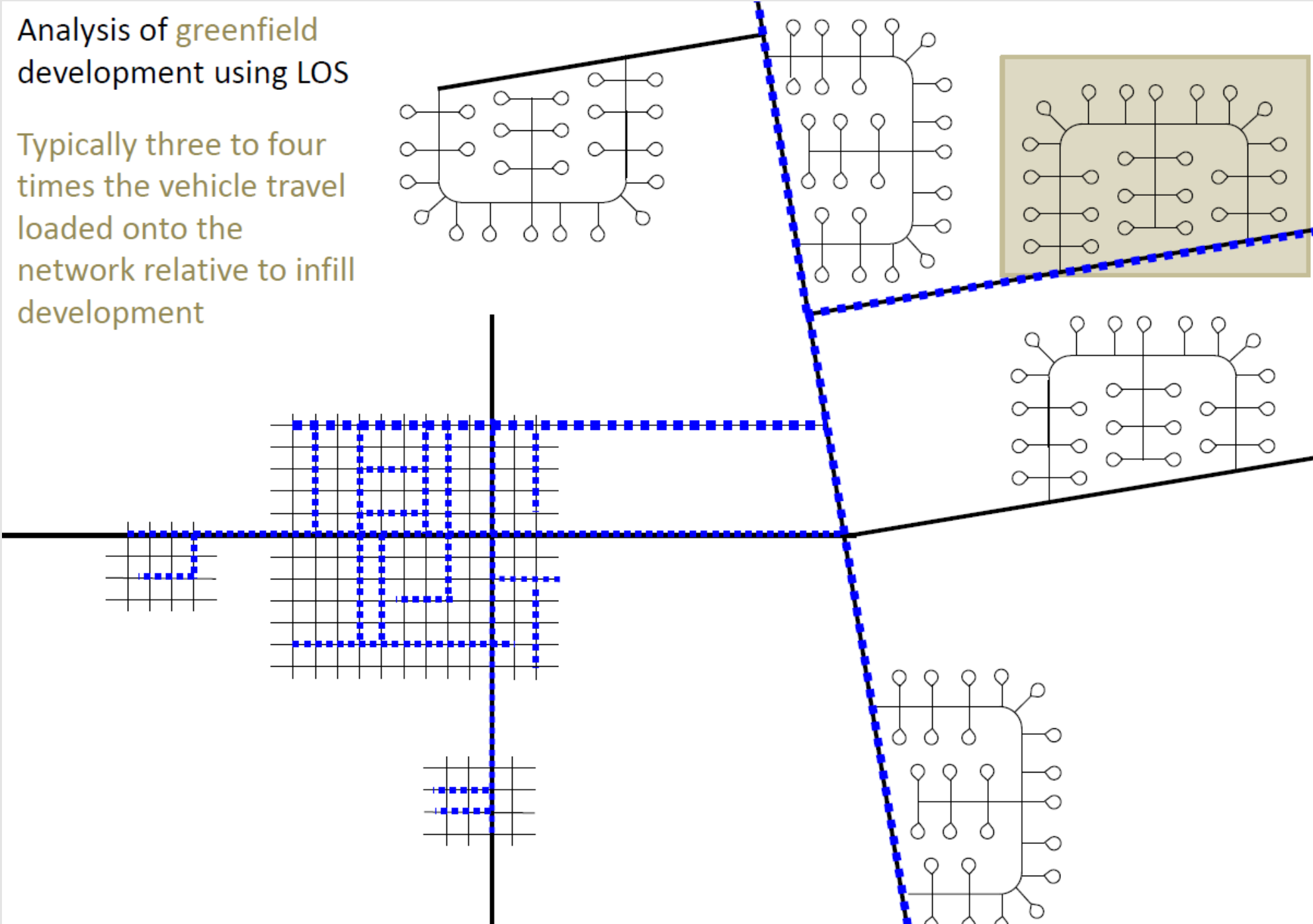


Analysis of **greenfield** development using LOS



Analysis of greenfield development using LOS

Typically three to four times the vehicle travel loaded onto the network relative to infill development

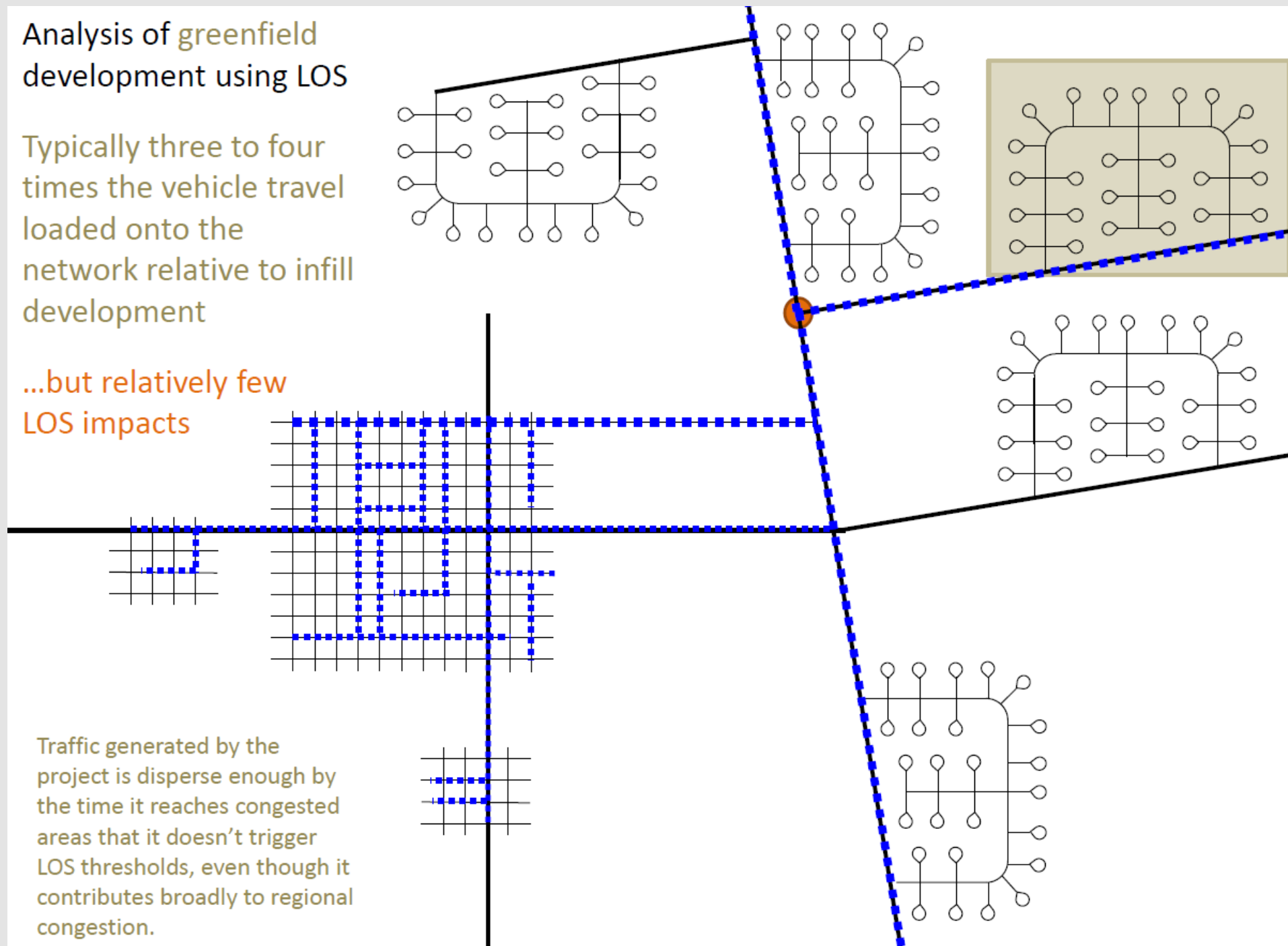


Analysis of greenfield development using LOS

Typically three to four times the vehicle travel loaded onto the network relative to infill development

...but relatively few LOS impacts

Traffic generated by the project is disperse enough by the time it reaches congested areas that it doesn't trigger LOS thresholds, even though it contributes broadly to regional congestion.



Problems with LOS

- Punishes “last-in” infill development
- Focuses on relatively small area, ignores regional impacts
- Leads to problematic mitigation approaches
- Precision issues: trip distribution difficult to predict
- Biased against transit, ped, and bike improvements that may decrease LOS but improve person-throughput



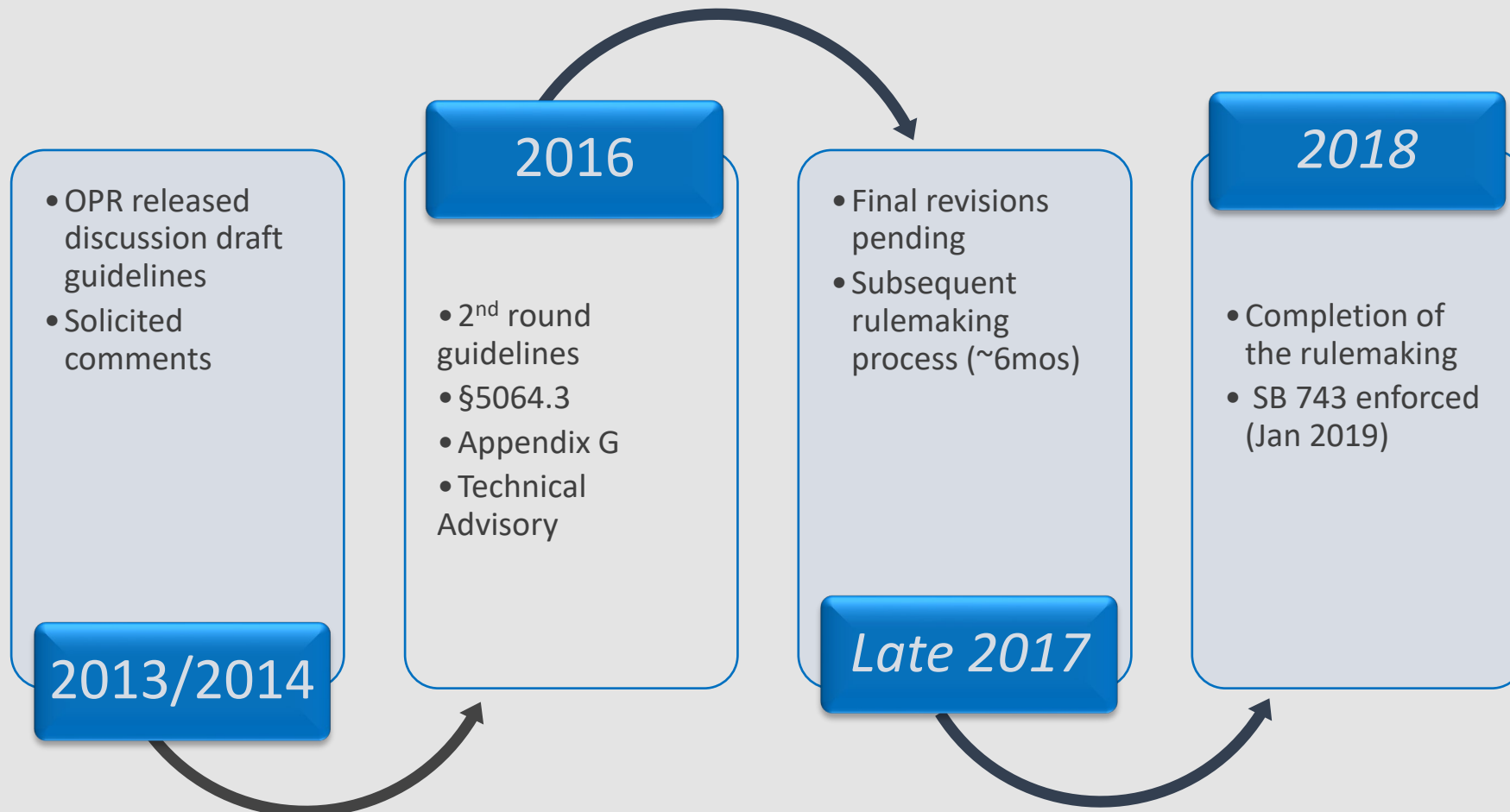
Senate Bill 743

- Created a process to change analysis of transportation impacts under CEQA
- Shifted the analysis from driver delay and towards alternative criteria
- Required amendments to CEQA Guidelines to provide an alternative to LOS

Alternative criteria must “promote the reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses.”

State Implementation of SB 743

- Authority delegated to Office of Planning and Research (OPR)



OPR's Analysis (2013)

OPR's Goals and Objectives

- Environmental effect
- Fiscal and economic effect
- Equity
- Health
- Simplicity
- Consistency with other State policies
- Access to destinations

Criteria Considered

- Vehicle Miles Traveled
- Automobile Trips Generated
- Multi-Modal Level of Service
- Fuel Use
- Motor Vehicle Hours Traveled

OPR's Identified "Impacts of High VMT Development"

Environment

- Emission
 - GHG
 - Regional Pollutants
- Energy Use
 - Transportation energy
 - Building energy
- Water
 - Water Use
 - Runoff- flooding
 - Runoff-pollution
- Consumption of open space
 - Sensitive habitat
 - Agricultural land

Health

- Collisions
- Physical activity
- Emissions
 - GHGs
 - Regional Pollutants
- Mental health

Cost

- Increased costs to state and local government
 - Roads
 - Other infrastructure
 - Schools
 - Services
- Increased private transportation cost
- Increased building cost (due to parking costs)
- Reduced productivity per acre due to parking
- Housing supply/demand mismatch → future blight

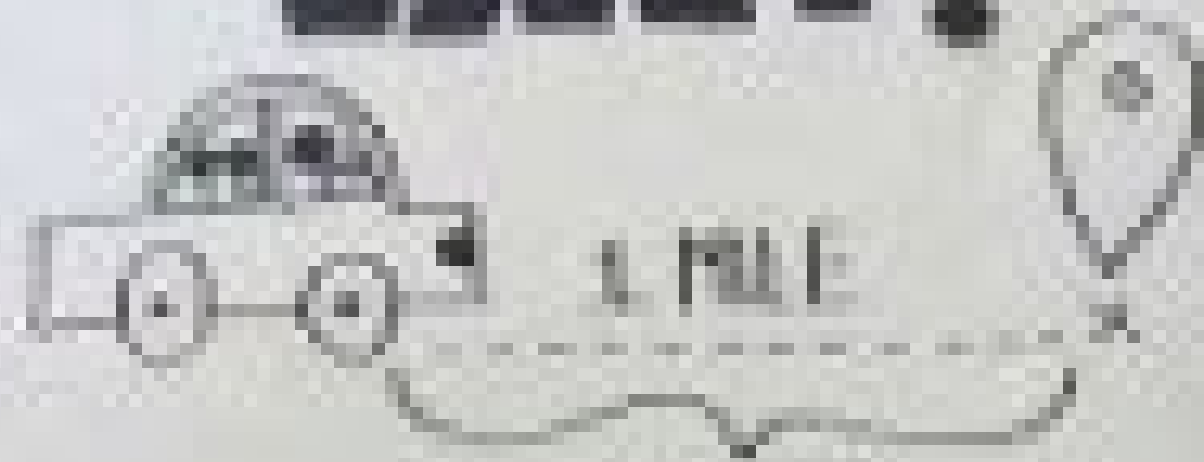
Understanding VMT

- Loads full extent of travel onto roadway network
- Transit & active transportation presumed to reduce VMT unless demonstrated otherwise
- Generally requires a transportation model based on land use

What is VMT?

The total number of vehicle miles traveled resulting from development due to uses and its physical relationship to other land uses.

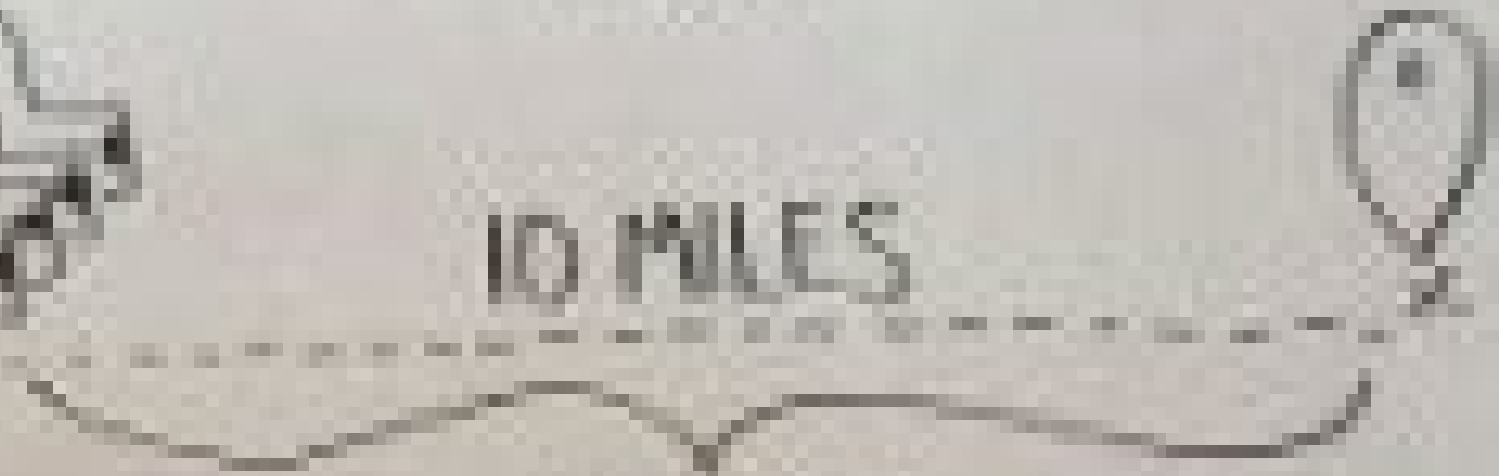
WMT



1 MILE



10 MILES



40 MILES

Multiple Ways to Calculate VMT



Per Capita



Per Service Population



Per Household



Total Daily

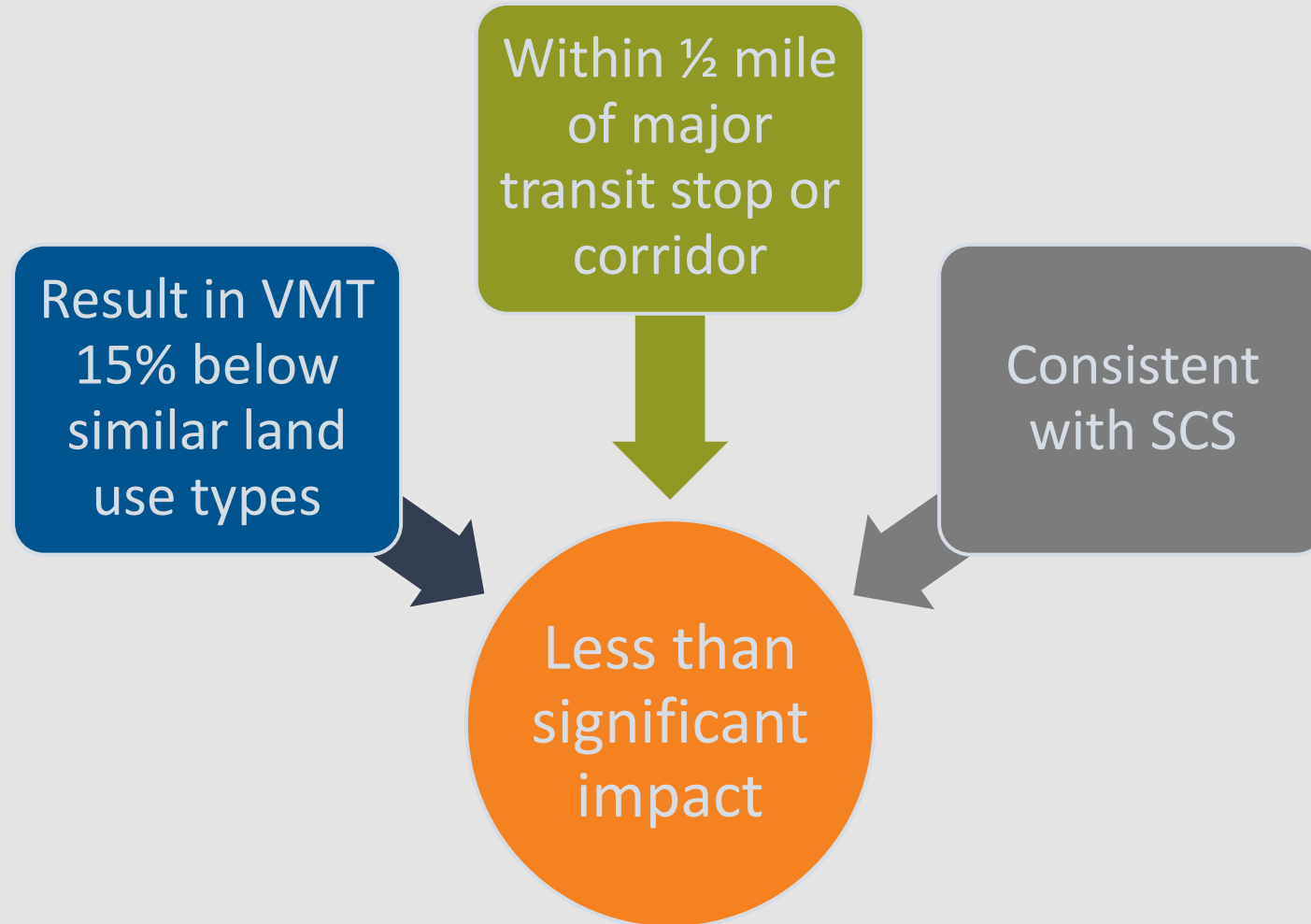
VMT Methodology Selected

- VMT per service population
- Uses an allocation system to consider daily residential and worker VMT

Allocation Method					
Input	Quantity	VMT	Home-Based Portion of VMT	VMT/Input	Description
Population	100	1,000	500	5.0	<--- Daily Home-Based Residential VMT per Capita
Employment	1,000	20,000	10,000	10.0	<--- Daily Home-Based Work VMT per Worker
Population and Employment	1,010	21,000	10,500	10.4	<--- Daily Home-Based Residential and Work VMT per Worker

$500/100 = 5.0$

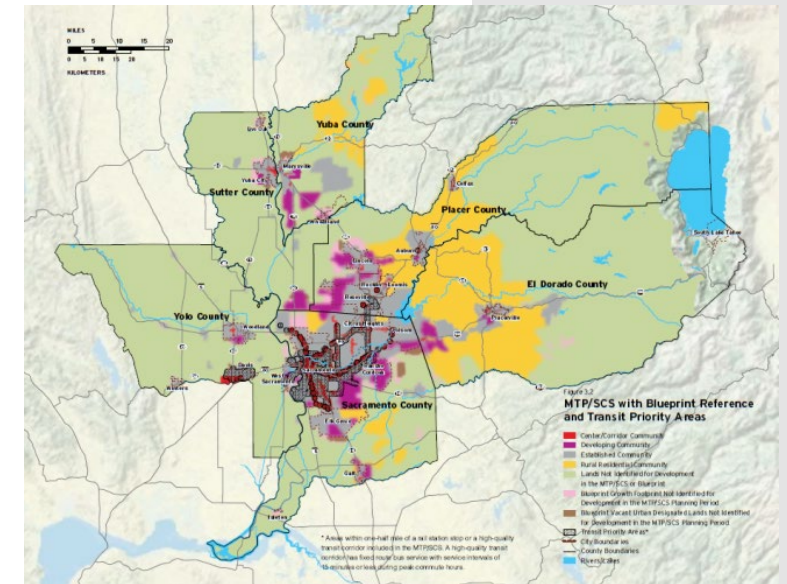
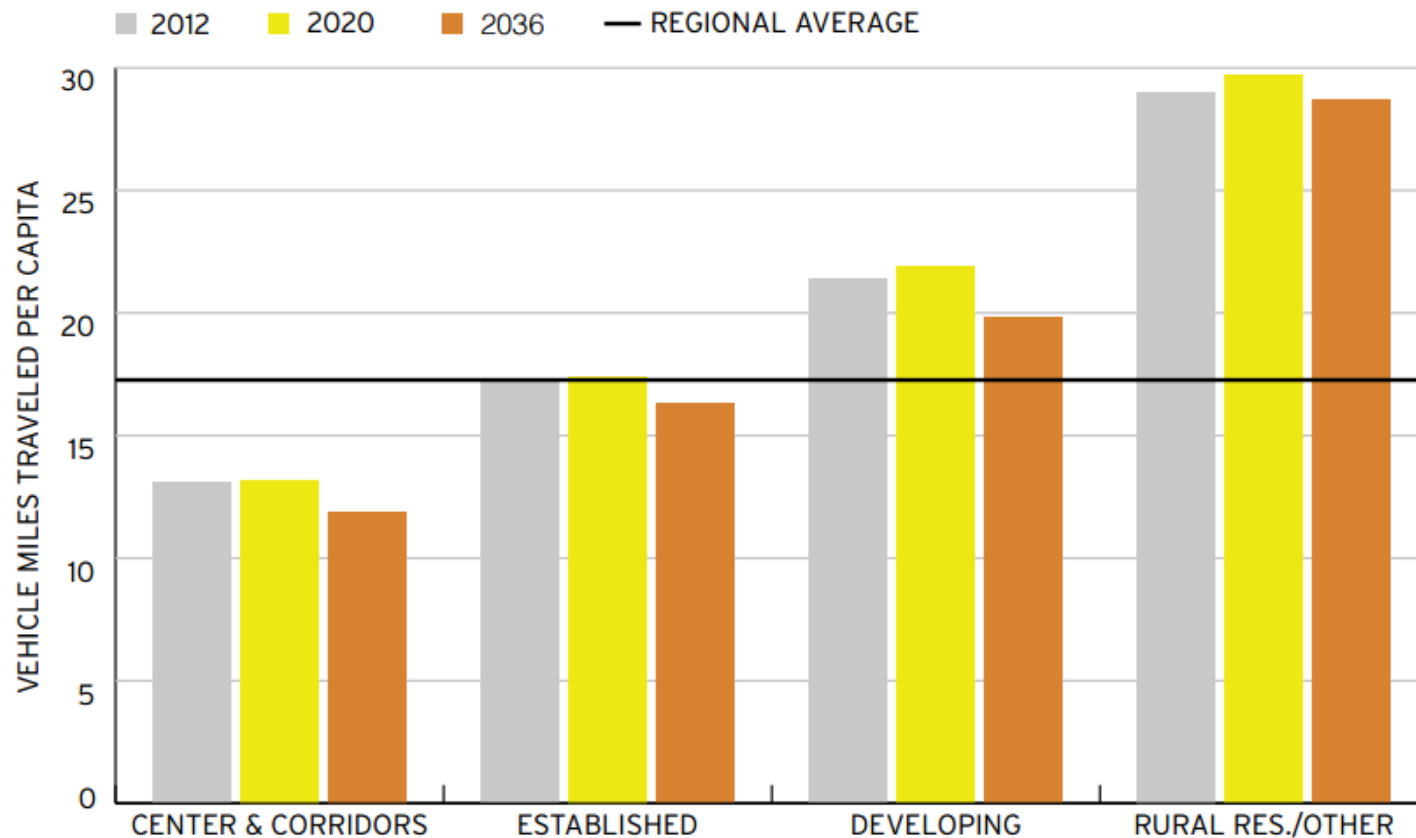
State Guidance on Thresholds (Technical Advisory)



Guidance on Thresholds (Technical Advisory)

Defining a 15% reduction in VMT

Weekday Household Vehicle Miles Traveled per Capita by Community Type in the SACOG Region¹



Implementation and Compliance

Bad

Use Ad-hoc, LOS-triggered mitigation (**highly problematic**)

Use LOS to help plan roadway capacity; use number of units or square footage to estimate project impact (**not ideal**)

Use LOS to help plan roadway capacity; use VMT to estimate project impact (**okay**)

Good

Use accessibility metric to plan network; use VMT to estimate project impact (**ideal**)

State

Recommendation:


Balance auto mobility with other interests, e.g., costs, neighborhood vibrancy, air quality, GHGs, human health.

Elk Grove's Two-Pronged Approach



Mobility:
Efficiency
and
Safety

1. Roadway Efficiency (replaces LOS)
 - i. Roadway performance targets
 - ii. Roadway sizing diagram
2. Vehicle Miles Traveled (VMT)
 - i. Development review process and CEQA
 - ii. Screening map and criteria



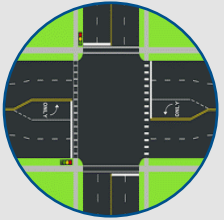
Mobility:
Vehicle
Miles
Traveled

Roadway Efficiency and Safety Policy

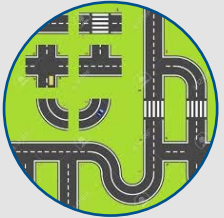
The City desires a robust and efficient roadway network that provides access to properties in a safe and convenient manner. **The City will strive to implement the Roadway Performance Targets (RPT)** for operations of roadway segments and intersections. The RPT requires the City to **balance the design requirements** to achieve identified design targets for intersections and for roadway segments **with the role and function of the subject roadway(s), character of the surrounding area, and cost** to complete the improvement and ongoing maintenance obligations. The Roadway System and Sizing Diagram reflects the implementation of the RPT Policy at a macro level.

Roadway Efficiency Policies

3 Types of Performance Targets



1. Intersection Performance Targets

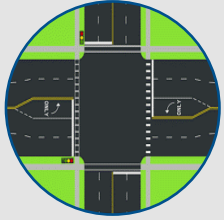


2. Segment Performance Targets



3. Pedestrian and Bicycle Performance Stress Scores

Roadway Efficiency Performance Targets



1 Intersection Performance Targets

Intersection Control

Peak Hour Delay Design Target*

Stop (Side-Street & All-Way)

< 35.1

Signal

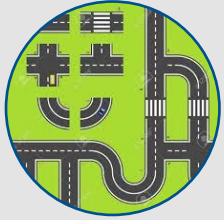
< 55.1

Roundabout

< 35.1

*Design targets measured in seconds per vehicle

Roadway Efficiency Performance Targets



2

Segment Performance Targets

Facility Type	# of Lanes	Median	Speed Limit	ADT Target*
Arterial	2-8	Y/N	25-55	13,600-72,000
Expressway	4-6	Y/N	55	64,000-97,200
Freeway	4-8	Y/N	55	74,400-148,800

*There are specific ADT targets for each combination of lanes, median, and allowable speed. Ranges are shown here to provide a summary.

Roadway Efficiency Performance Targets



3 Pedestrian and Bicycle Performance Stress Scores

Seek the lowest stress scores possible for pedestrian and bicycle performance after considering factors including design limitations and financial implications.

Stress Score?

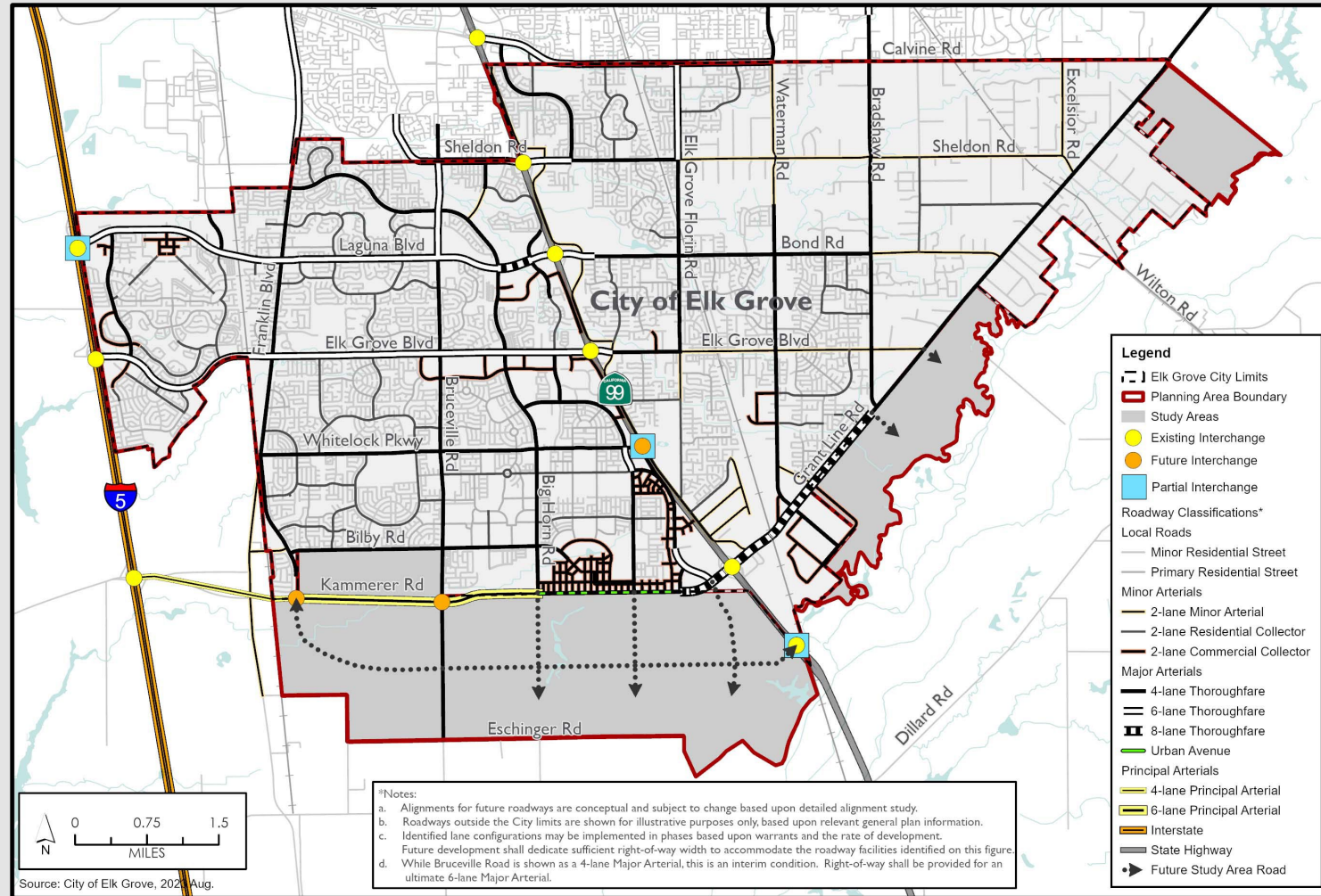
Stress scores for bikes and pedestrians can be calculated a number of ways., such as output (e.g. miles of bike lane) or infrastructure rating (e.g. Sidewalk coverage).

StreetScore+, is a propriety tool that is often used.

Roadway Sizing

- Based upon forecasted travel demand for planned land uses
- Ultimate planned lane widths for arterials and collectors
 - Maintains 2-lane roads in Sheldon Rural Area
 - Maintains 2-lane Elk Grove Blvd. in Old Town
- Road diets along select corridors to accommodate on-street bicycle and off-street trail improvements

Roadway Sizing




Two-Pronged Approach



Mobility:
Efficiency
and
Safety

1. Roadway Efficiency (replaces LOS)
 - i. Proposed General Plan policy
 - ii. Roadway performance targets
 - iii. Roadway sizing diagram



Mobility:
Vehicle
Miles
Traveled

2. Vehicle Miles Traveled (VMT)
 - i. Proposed General Plan policies
 - ii. Development review process and CEQA
 - iii. Screening map and criteria

VMT Policy Approach

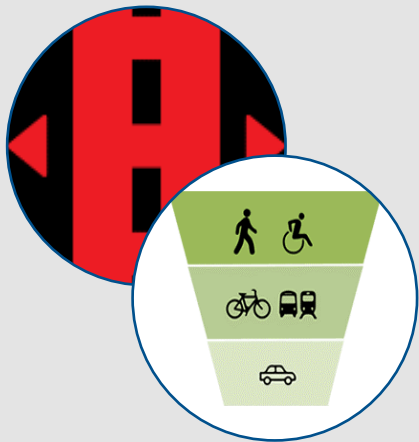
The City desires to achieve a **reduction in the travel distances of automobile trips (VMT)**. Reductions in VMT can be accomplished through **a combination of land use and mobility actions**. To reduce VMT, the City has established the following metrics and limits. If the VMT for or induced by the project cannot be reduced consistent with the performance metrics outlined below, the City may consider approval of the project, subject to a finding of overriding consideration and mitigation of transportation impacts to the extent feasible, provided some other form of community benefit is achieved by the project.

VMT Review Process Approach

VMT limits (15% below a 2015 baseline)



- **Project-level** by land use designation
- **Cumulative**
 - Citywide
 - Study Area



VMT limits for transportation projects

- **Short-term**, not to exceed the project's baseline
- **Long-term**, consistent with regional plans



VMT Review Process for Land Use Projects

Transportation Analysis Guidelines:

Provides a 4-step process for calculating and determining VMT impacts
VMT limits established by land use designation

5 VMT Reduction Categories:

Outlines 5 types of strategies to reduce VMT within proposed projects

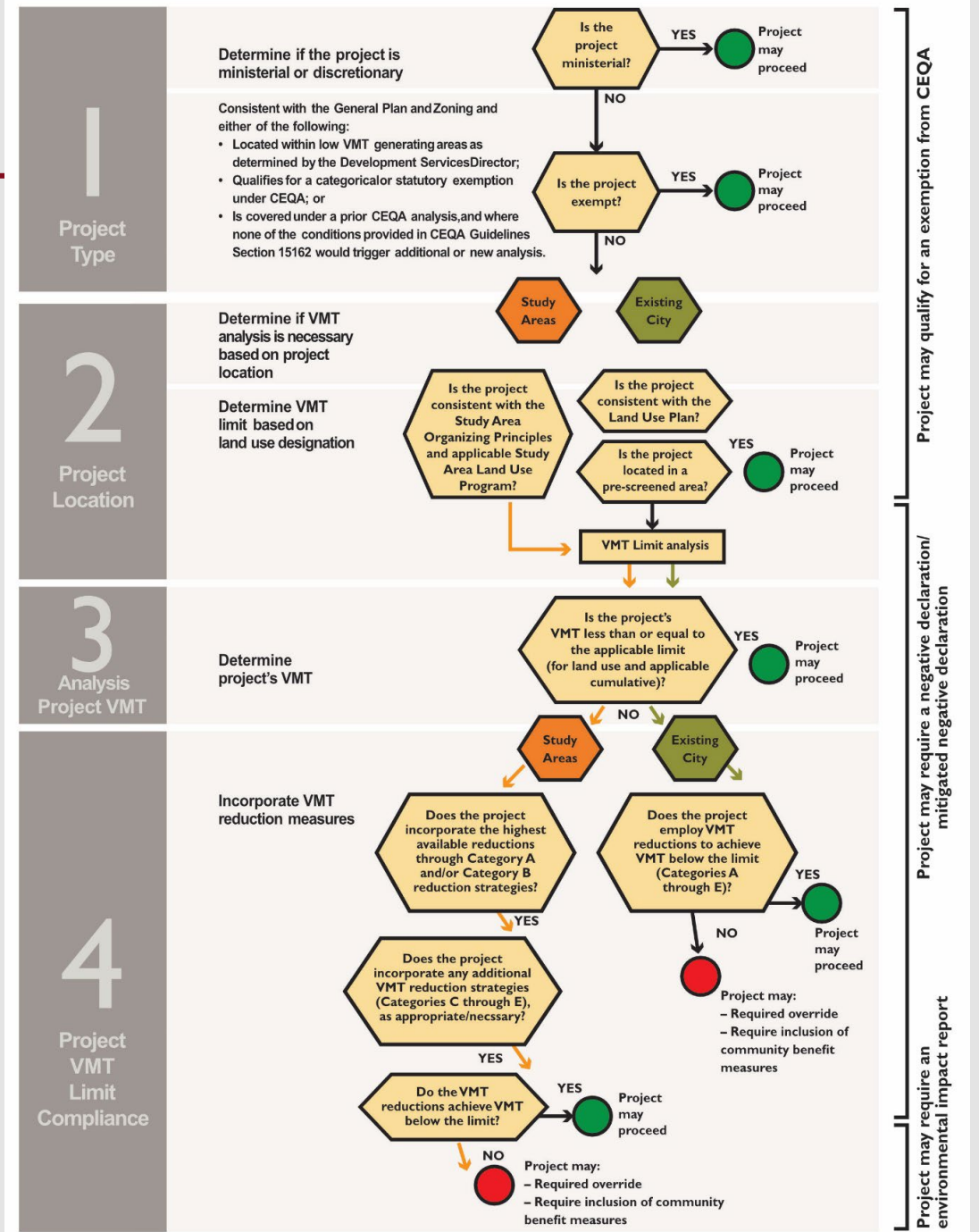
Land Use Designation	VMT Limit (Daily/SP)
Community Commercial	29.4
Regional Commercial	29.4
Employment Center	19.3
Light Industrial/Flex	24.2
Light Industrial	24.2
Heavy Industrial	23.4
Village Center Mixed Use	19.3
Residential Mixed Use	19.4
General Neighborhood Residential	20.1
Neighborhood Center Low	21.4
Neighborhood Center Medium	20.9
Neighborhood Center High	16.6
Parks and Open Space	n/a
Resource Management	n/a
Public Services	n/a
Rural Residential	24.9
Estate Residential	22.3
Low Density Residential	20.2
Medium Density Residential	17.9
High Density Residential	18.6
Agriculture	25.2



VMT Review Process for Land Use Projects

The 4-step process

Described in the Transportation Analysis Guidelines





Review Process for Land Use Projects

Step 4: Incorporate VMT Mitigation Measures

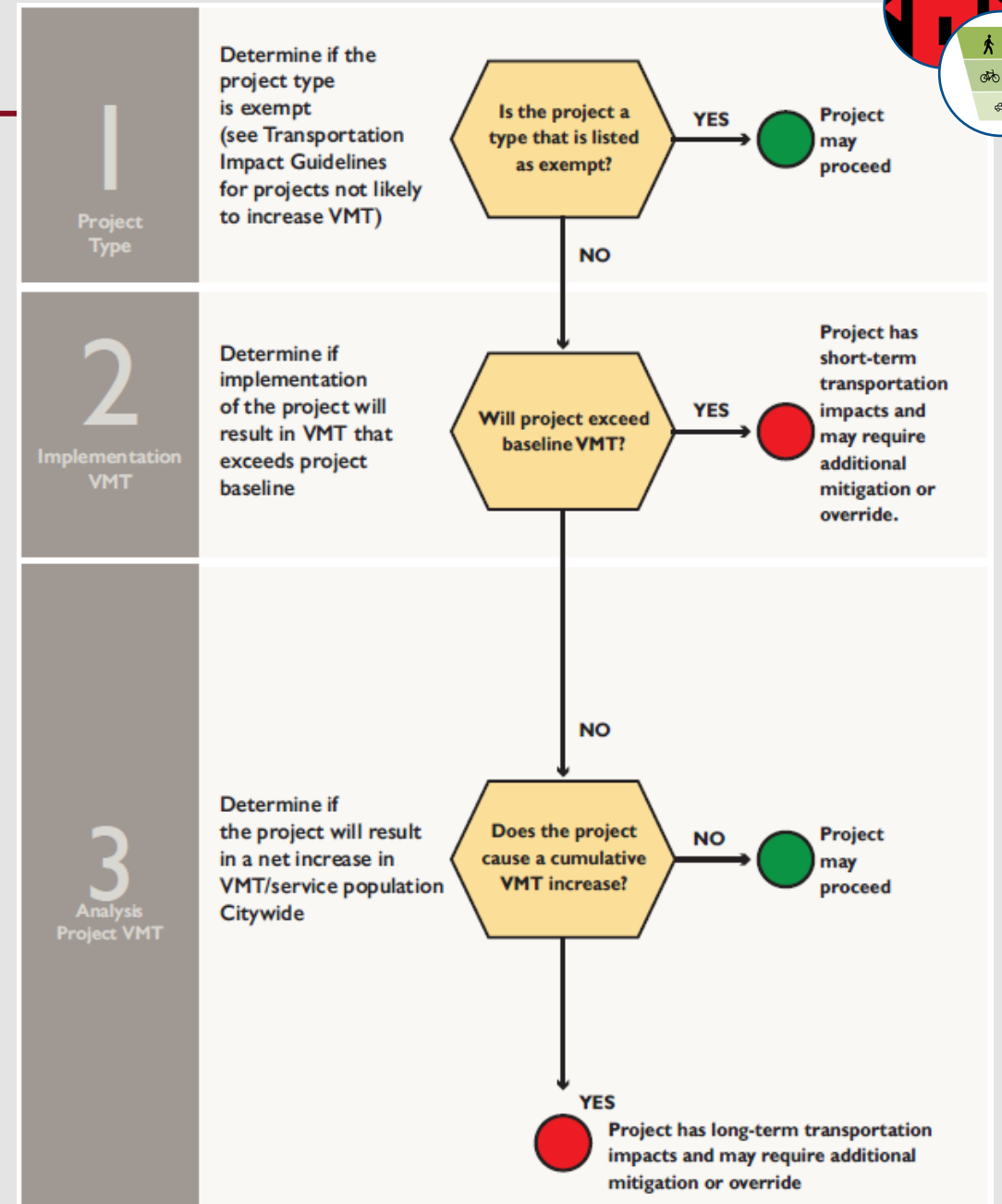
Category	Description
A Land Use/ Location	E.G. density, location, and efficiency; diversity of uses within the project. Also access and proximity to destinations, transit stations
B Site Enhancement	E.G. connection to a pedestrian/bike network; traffic calming; car sharing programs
C Transit System	Improvements to the transit system E.G. service frequency, types of transit, access to stations, station safety and quality
D Commute Trip Reduction	<u>Residential:</u> transit fare subsidies, rideshare programs, shuttle programs <u>Employer sites:</u> transit fare subsidies, parking cash-outs, paid parking
E In-Lieu Fee	A fee is levied to provide non-vehicular transportation services

Review Process for Transportation Projects

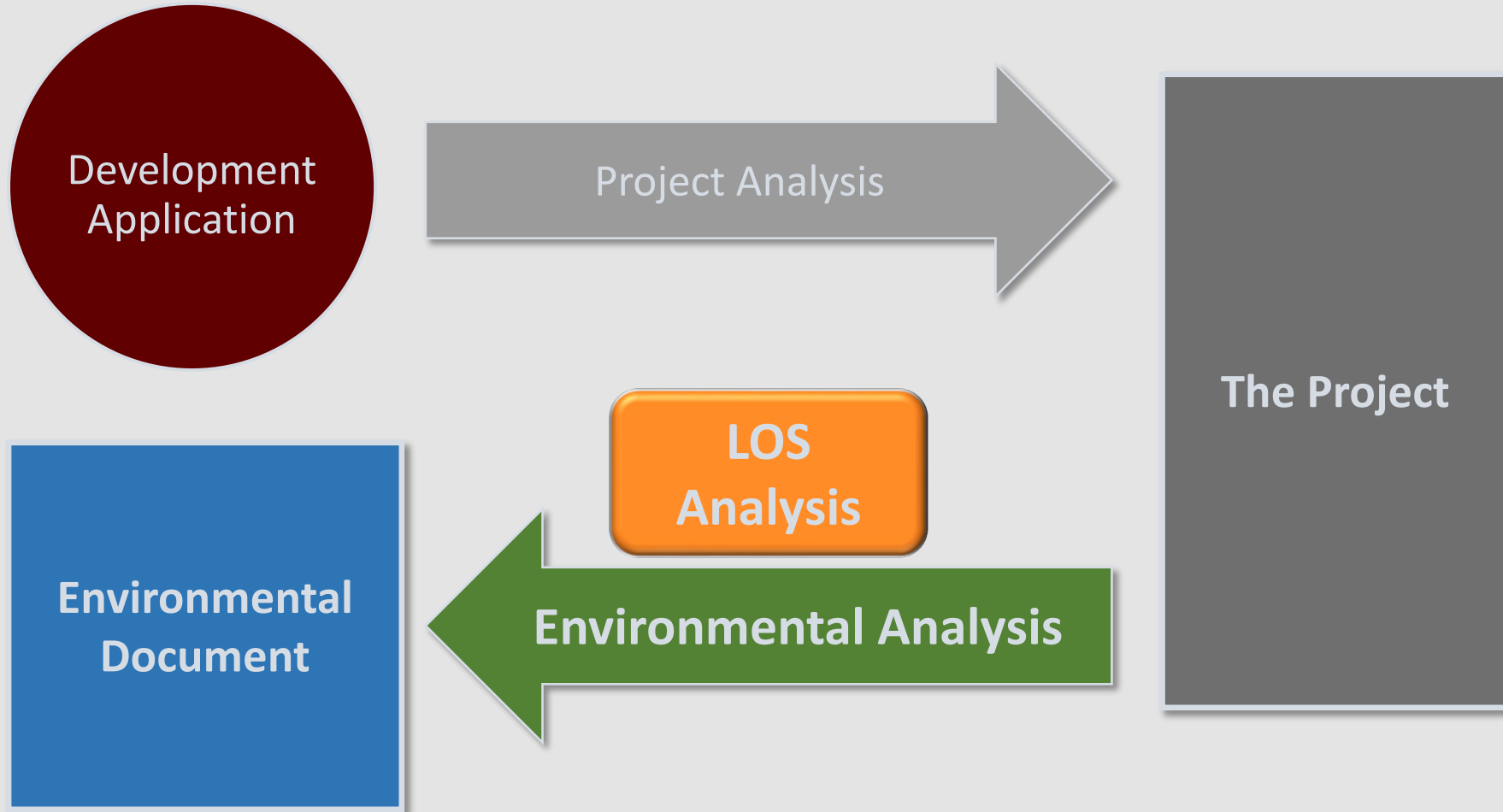


The 3-step process for calculating and determining VMT impacts

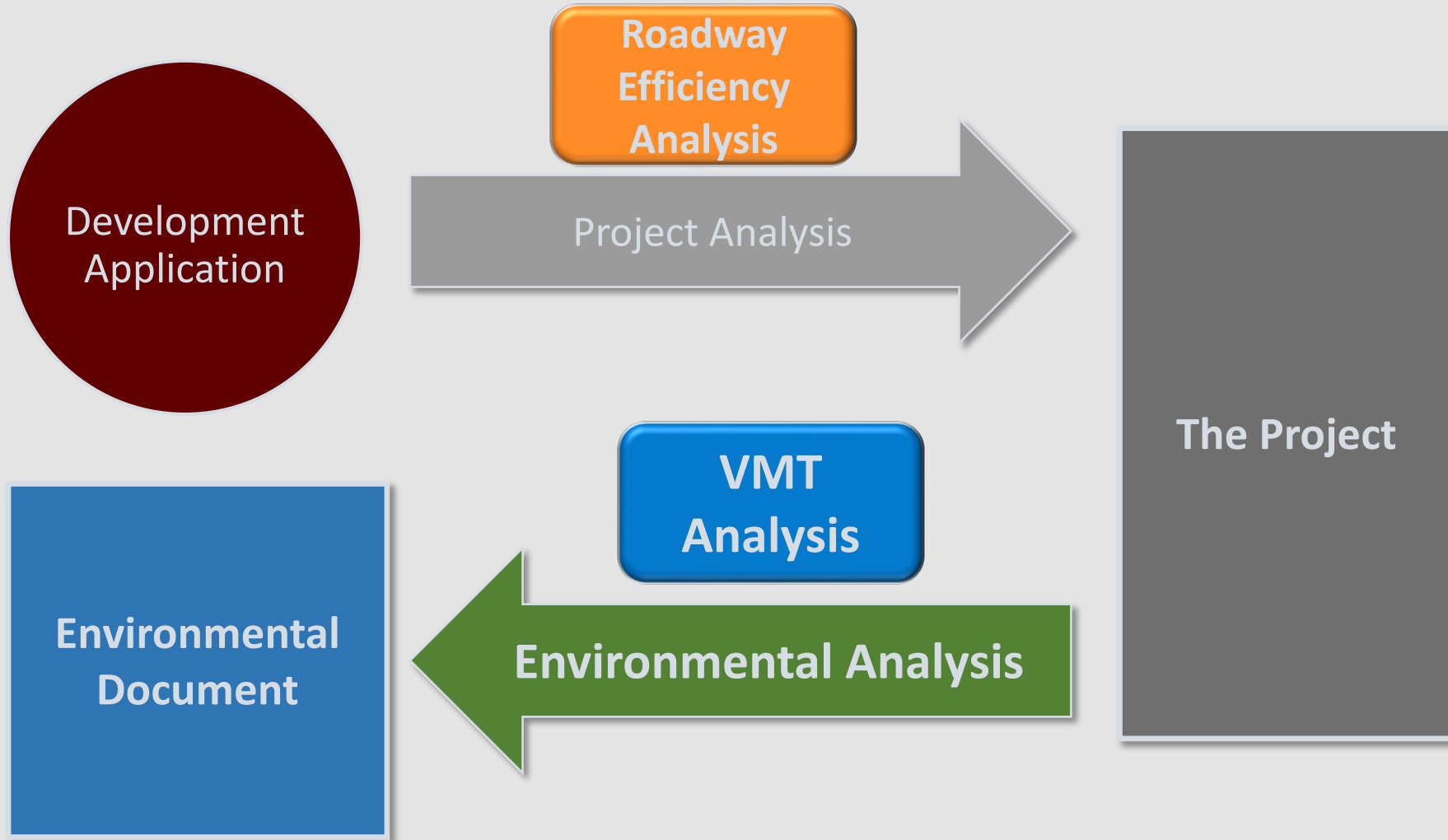
Described in the
Transportation Analysis
Guidelines



The Old Process



The New Process

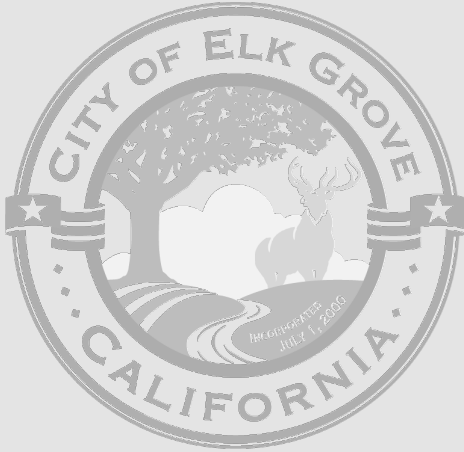


Before we move on...

Any questions at this time?



Livable Employment Area



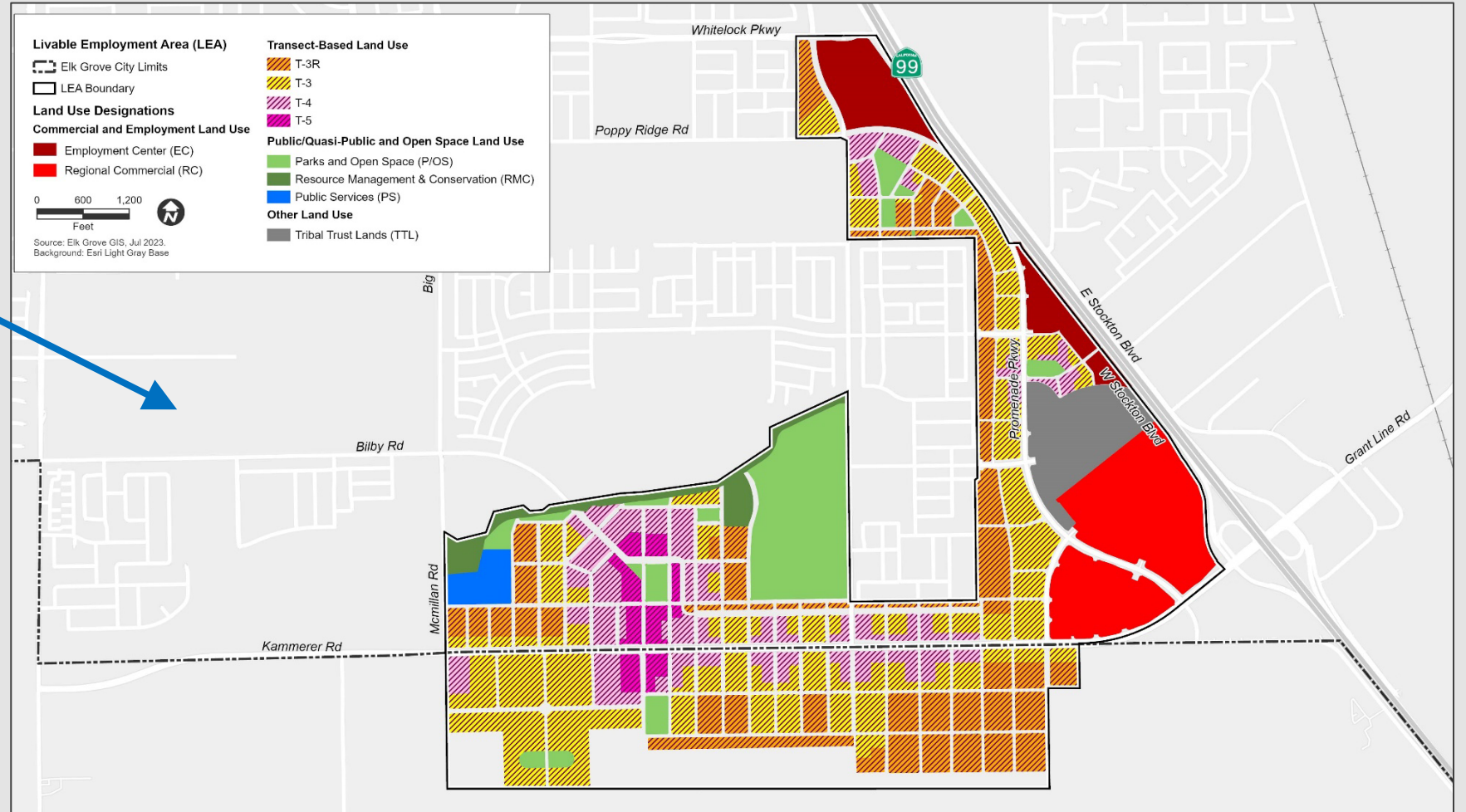
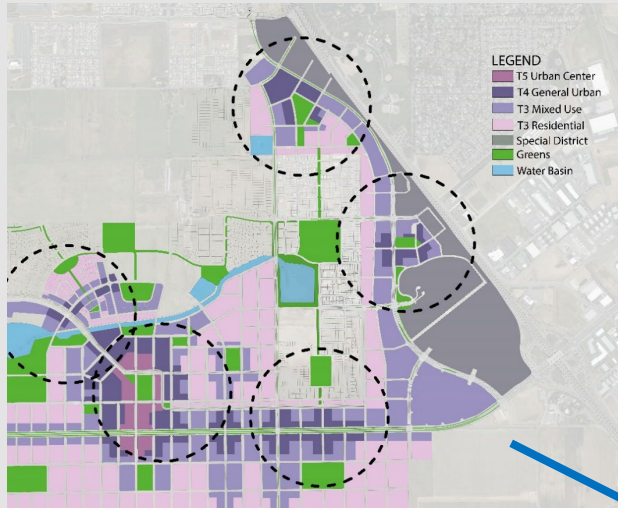
What are the changes

- New Livable Employment Area (LEA) Community Plan and associated changes
- General Plan Chapters 3, 4, and 9
- New Transect Land Use Designations
 - Update to the General Plan land use diagram
 - Update to the South and West Study Areas
 - Modification to SEPA Community Plan
 - New LEA Community Plan

City Council Direction

- February 2021
 - Support the direction
 - Desire the creation of this mixed use, urban place
 - Recognize the long-term development potential
 - Directed staff to proceed with the General Plan Amendments and Zoning Work

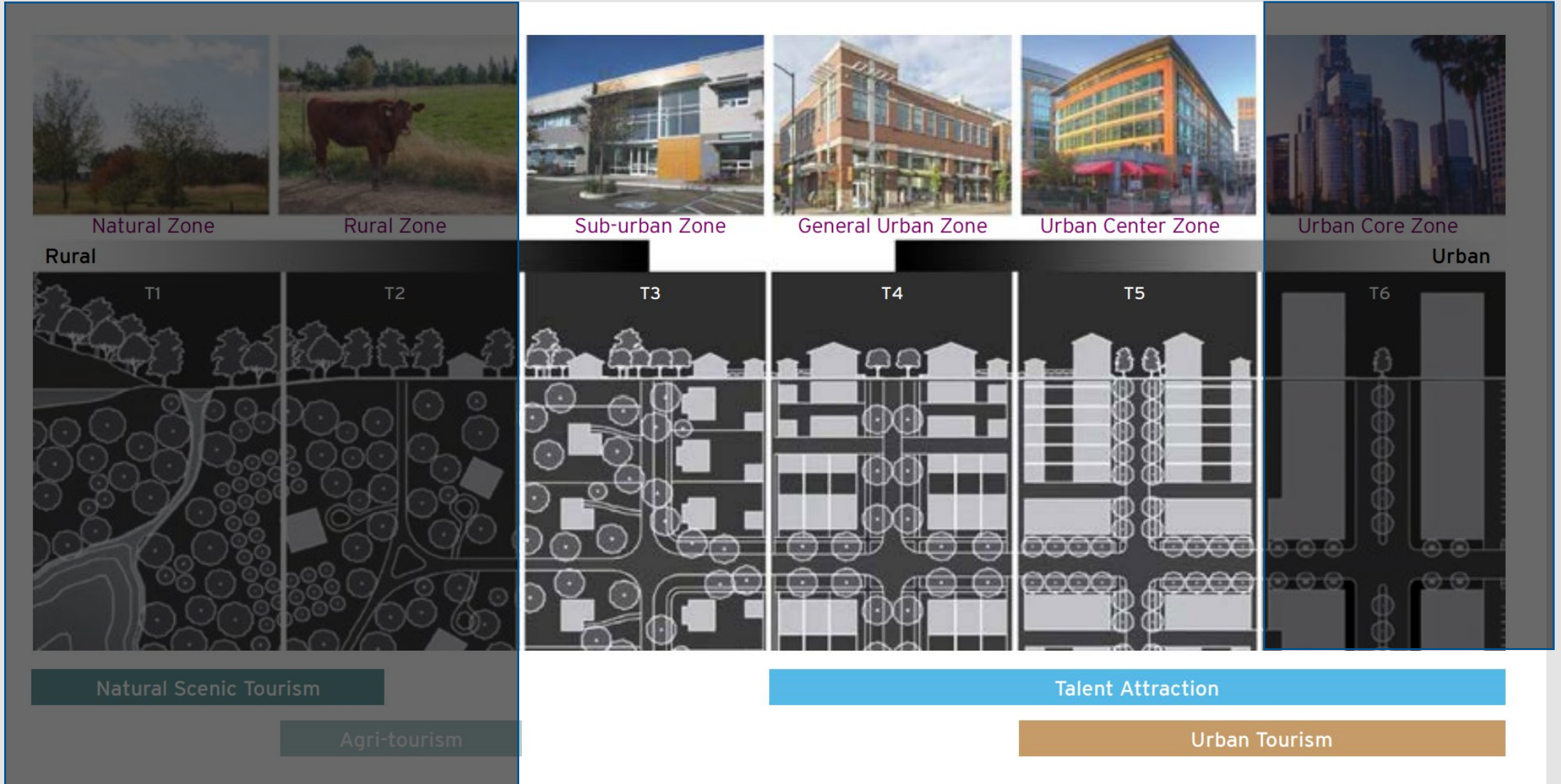
Livable Employment Area Community Plan



Why These Densities/Intensities?

- Neighborhood walkability
- Transit extension opportunity
- Address “missing middle” housing

Transect of Urbanism



Transect Zones

T-3R	T-3	T-4	T-5
General Neighborhood Residential	Neighborhood Center Low	Neighborhood Center Medium	Neighborhood Center High
			
10-20 units per acre	14-30 units per acre	20-40 units per acre	40-100 units per acre
Max FAR: 1.0	Max FAR: 2.0	Max FAR: 5.0	Max FAR: 7.0
Max 3 stories	Max 3 stories	Max 5 stories	Max 7 stories

Example Projects for LEA

- Examples of residential and mixed-use development
- Local and national
- Phasing and development occurring over time

McKinley Village, Cottages



2 Stories

3,500± sf lot size

12-13 units per acre

Example T3R

McKinley Village, Townhomes



2 Stories

2,400± sf lot size

18± units per acre

Example T3

Salt Lake City, UT



2-3 Stories
Townhomes
30 units per acre

Parking in unit and
surface

Transit access

Example T3

Daybreak, UT

3 Stories
Retail and Office
Parking behind

Example T3 or T4



Daybreak, UT



3 Stories
Retail and Office
Parking structure behind

Example T4

Daybreak, UT



Salt Lake City, UT



5 Stories
Residential

Example T4

Salt Lake City, UT



4 Stories

Residential with ground floor retail

Transit access/integration

Example T4

19th and L Streets



5 Stories
176 residential units
1.77 acres
100 units per acre

Example T5

L Street Lofts



7 Stories
92 residential units
0.6 acres
153 units per acre

Example T5
(exceeds current draft density limits)

Folsom and 65th Street



6 Stories
223 residential units
2.8 acres
80 units per acre

Example T5

Mosaic, VA



Example T5

Next Steps

- Continue the public hearing to October 19, 2023
 - Staff will complete discussions with LEA stakeholders
- Additional continuance may be necessary
 - If changes are identified, staff will need to update the CEQA analysis



General Plan Amendments

September 21, 2023