



**CITY OF ELK GROVE
CITY COUNCIL & PLANNING COMMISSION
STAFF REPORT**

AGENDA TITLE: General Plan Update: City Council/Planning Commission Joint Session

MEETING DATE: April 13, 2017

PREPARED BY: Christopher Jordan, AICP, Assistant to the City Manager
Jeff Henderson, AICP, Special Projects Planner

DEPARTMENT HEAD: Laura Gill, City Manager

RECOMMENDED ACTION

Staff is seeking specific policy direction from the City Council and Planning Commission regarding the General Plan Update. To that end, staff recommends that the City Council and Planning Commission:

- 1. Receive staff’s report and recommendations, including raising questions with staff.
- 2. Receive public comment on the information presented and possible policy direction.
- 3. Engage in a joint City Council-Planning Commission discussion and possible recommendation from the Commission.
- 4. Provide specific direction to staff from the Councilmembers.

BACKGROUND

The City has undertaken a comprehensive update to its General Plan (Project). The General Plan is the City’s overarching policy document, or blueprint, for creating a thriving, well-balanced, and sustainable community. All future development and actions of the City must be consistent with the General Plan. Since initiation of the Project, a number of tasks and components have been completed, including public outreach on vision and potential land plan changes, and study sessions on key topics and critical policies.

PURPOSE AND OVERVIEW OF THE JOINT STUDY SESSION

Staff is requesting direction on the following components of the General Plan Update. Direction on these items will allow staff to move forward with preparing the complete draft document.

1. Annexation Strategy for the Study Areas
2. Mobility Policies (including roadway efficiency policy and Vehicle Miles Traveled (VMT) reduction policy)
3. Revised Vision and Supporting Principles

Staff has flagged requests for specific policy direction with a highlighted **box** for easy identification.

RECAP FROM THE MARCH 2017 MEETING

At the March 2017 study session, the Council and Commission provided direction on land uses within the City limits. The resulting map is provided in **Attachment 1**.

During the meeting, the Council and Commission discussed the City's Job-Housing target metric. Staff had presented options for both a 1.2:1 and 1.4:1 jobs housing ratio. These ratios have substantial impacts on the potential land plan for the City and should be considered as decisions are made regarding the land plan. For decision making purposes, staff has carried both the 1.2:1 and 1.4:1 ratios throughout the analysis.

The discussion at the meeting focused on the ramifications of these targets and how achievable they may (or may not) be. The consensus of the discussion was to focus on a potential target of 1.2:1, pending the following additional information.

SACOG Data and Projections

The Sacramento Area Council of Governments (SACOG), through the Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS) has established a region-wide jobs/housing goal of 1.2:1 for growth occurring between 2016 and 2036. SACOG notes in the MTP that:

- Jobs-Housing is dependent on the geography used for the computation, and there is no "right" geography to use. For example, in the case of two adjoining jurisdictions, one with a high housing

number and one with a high jobs number, are each “out of balance”, but combined are “in balance.” SACOG questions which geographical area should be studied.

- Areas with “good” J/HB may still force longer commutes for workers, if the housing available in the area is unaffordable or unattractive to the workers filling the jobs in the area. For example, if most of the housing units sufficient to theoretically house all of the area jobs’ employees are market-rate, but most of the jobs in a given area pay minimum wage, does the area still have a “good” jobs-housing ratio.

Based on assumptions underlying the MTP/SCS, SACOG estimates that Elk Grove would achieve a jobs/housing ratio of 0.72:1 by 2036. Under these projections, SACOG has assumed a slow absorption rate for job growth in Elk Grove. Note, however, that SACOG’s baseline jobs/housing ratio for Elk Grove is considerably lower than the City’s recent estimate of 0.94. In any event, SACOG has projected an overall 4% increase in the jobs-housing ratio across the entire region between 2016 and 2036. Under the City’s existing 0.93:1 ratio, if the City only achieved a 4% increase, the ratio would only rise to 0.97:1.

The Commission and Council have provided previous direction for the General Plan Update to incorporate land use assumptions that would enable the City to accommodate a Major Employment Center in a future MTP/SCS, which would require a significantly higher ratio than SACOG currently assumes for the City.

Policy Direction Request #1:

Provide further direction on the preferred jobs/housing target for the General Plan.

General Plan Performance Indicators

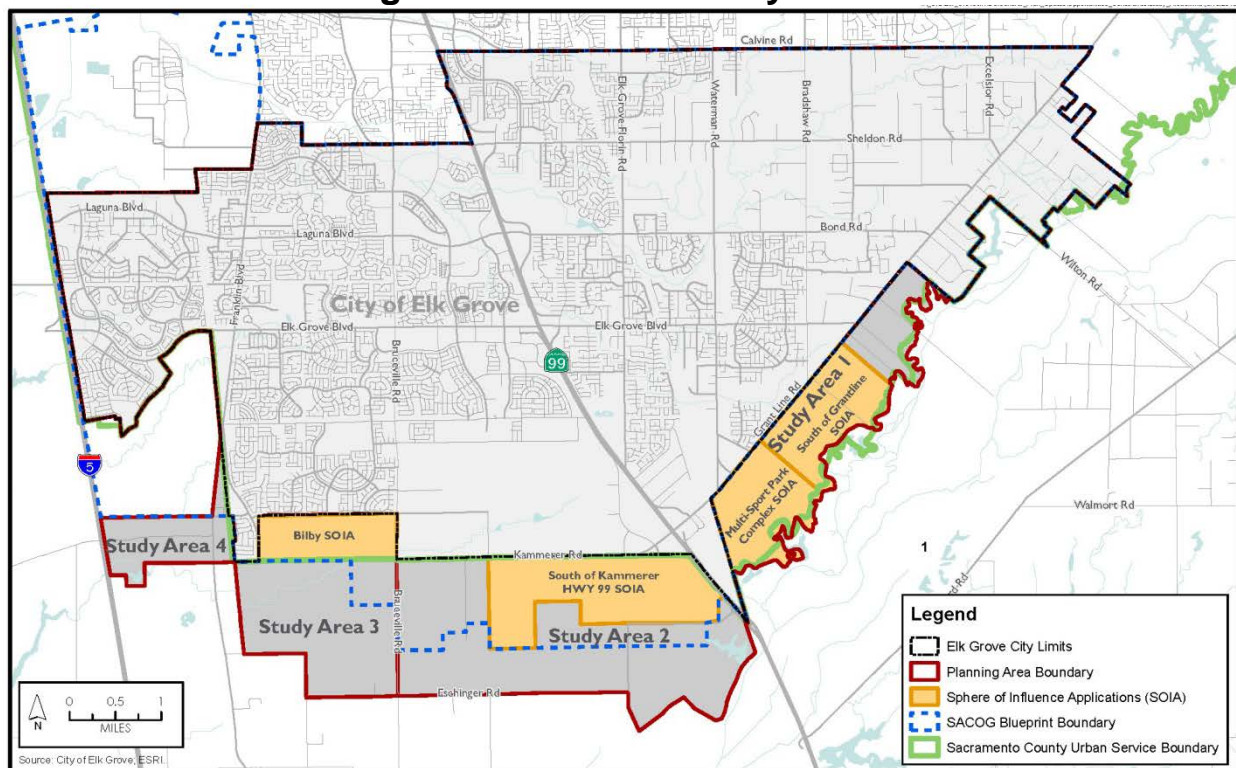
The report for the March 29 meeting included information and analysis on what “buildout” of the General Plan would mean under the different land use alternatives and annexation scenarios. Factors presented included land development capacity (population and jobs), vehicle miles traveled, greenhouse gas emissions, and energy consumption. For reference, this data is provided in **Attachment 2**

ANNEXATION STRATEGY

Background

The City has been analyzing development potential and conservation strategies for four Study Areas adjacent to the eastern and southern portion of Elk Grove as part of the General Plan. These potential Study Areas are consistent with the City's 2013 Sphere of Influence (SOI) Amendment application to the Local Agency Formation Commission (LAFCo) (which was ultimately withdrawn by the City), and were divided into four areas based upon natural features and existing roads (see Figure 1).

Figure 1: Potential Study Areas



Study Area 4

During the outreach on the land use alternatives, staff heard specific feedback from residents in the Franklin Town area (Study Area 4). Based upon this feedback, staff is recommending that Area 4 not be included as a Study Area in the new General Plan.

Policy Direction Request #2A:

Confirm that Study Area 4 should not be carried forward into the draft General Plan.

Format and Function of the Annexation Strategy

Based upon prior Council direction, staff has prepared a draft Annexation Strategy, which provides relevant policies and programs addressing the future development in the Study Areas. The draft is provided in **Attachment 3**.

Consistent with direction from Council, staff has not prepared parcel-specific land use designations in the Study Areas. Rather, land use programs were developed for the Study Areas providing guidance for potential development, which consist of the following:

- General siting criteria applicable to all study areas.
- Land plan guidelines, land programming considerations, and performance standards applicable to each individual study area.

In developing the draft Annexation Strategy, staff began with the land programming concepts tested during public outreach in July of 2016. These assumptions, when integrated with the land uses provided in the Preferred Land Use Plan (Attachment 1), achieve many of the broad goals outlined by the Council. The primary remaining questions are:

Policy Direction Request #2B:

What jobs-housing target will be included in the General Plan? This target will affect the land use programs for the Study Areas. The draft in Attachment 3 still includes both the 1.2:1 ratio (Scenario 1) and the 1.4:1 ratio (Scenario 2). Staff has not prepared any additional scenarios.

Policy Direction Request #2C:

Will portions of the Study Areas be identified for continued agricultural use during the life of this General Plan? Scenario 1 provides a portion of the Study Areas with continued agricultural use; Scenario 2 does not. A future General Plan could modify these program components. Or, development opportunities (including how uses transition to the agricultural areas south of Eschinger Road) could be identified.

If a jobs-housing target closer to 1.2:1 is selected and there is direction to provide land uses in the Study Areas between the more urban areas in the north and the agricultural area south of Eschinger Road, staff will make adjustments to the necessary adjustments to the land use programs for inclusion in the draft General Plan.

The draft Annexation Strategy also includes a number of policies and actions relative to how annexations and future development in the Study Areas will occur. These include:

- Support for public and private applications to the Sacramento Local Agency Formation Commission (LAFCo) for Sphere of Influence (SOI) amendments and Annexations that are within the Study Areas and implement the General Plan. SOI amendment applications that are outside the Study Areas are not directly supported.
- Working with Sacramento County to establish agreement(s) regarding SOI amendments, master tax sharing, and fair share allocation of regional housing needs.
- Annexation proposals must be considered through a Specific Plan process (unless an exception is provided) and shall provide a demonstrated community benefit (e.g., improved jobs/housing, funding of public improvements).

Policy Direction Request #2D:

Confirm that the direction staff has taken on the Annexation Strategy (policies and action items) is appropriate, and provide direction on whether to move forward with incorporating these into the draft General Plan.

Conceptual Land Plans

As mentioned, the draft Annexation Strategy does not include mapped land use designations for properties; rather, the range of land uses allowed in a given study area is described through text and acreage ranges. While this system provides flexibility for future development applications it also complicates review and decision making on proposed projects.

At the March 2017 study session, Council requested staff bring back examples of conceptual “bubble” diagrams that could be used in lieu of the text language. As staff understands the direction, the intent was not to create a parcel-specific map. Rather, the mapping would serve to illustrate the broad allocation of land uses and their physical relationships. Flexibility is still a central tenant of the approach.

Based upon this direction, staff researched similar efforts in other communities. **Attachment 4** includes two concepts. The first is from Sacramento County’s Jackson Highway Visioning work, where land uses are illustrated in conceptual blocks, conceptual major circulation is identified, and feathering of densities and buffering is identified. The

second example is from a project in Colquitt, Georgia called The Porches at Spring Creek. In this example, the land use blocks are shown in very cellular blobs. Staff is confident that either example (or a blending of the two) could be created from the draft text and integrated into the draft Annexation Strategy in short order.

In the context of Sphere of Influence Amendment (SOIA) applications, the Sacramento Local Agency Formation Commission (LAFCo) requires environmental analysis of potential impacts utilizing land use information. All previous and pending SOIA applications for Elk Grove have required land use concepts (either prepared by the applicant or by LAFCo) in order to inform the environmental review. Therefore, including bubble diagrams in the General Plan would assist with the LAFCo process.

Policy Direction Request #2E:

Provide direction, if any, on the preparation of conceptual land plans for the Study Areas as part of the Annexation Strategy.

Pending Sphere of Influence Amendment Applications

It should be noted that there is existing interest in developing portions of these study areas. Specifically, the Sacramento Local Agency Formation Commission (LAFCo) is actively processing three Sphere of Influence (SOI) Amendment applications, one within each of the three Study Areas (see Figure 1 for reference).

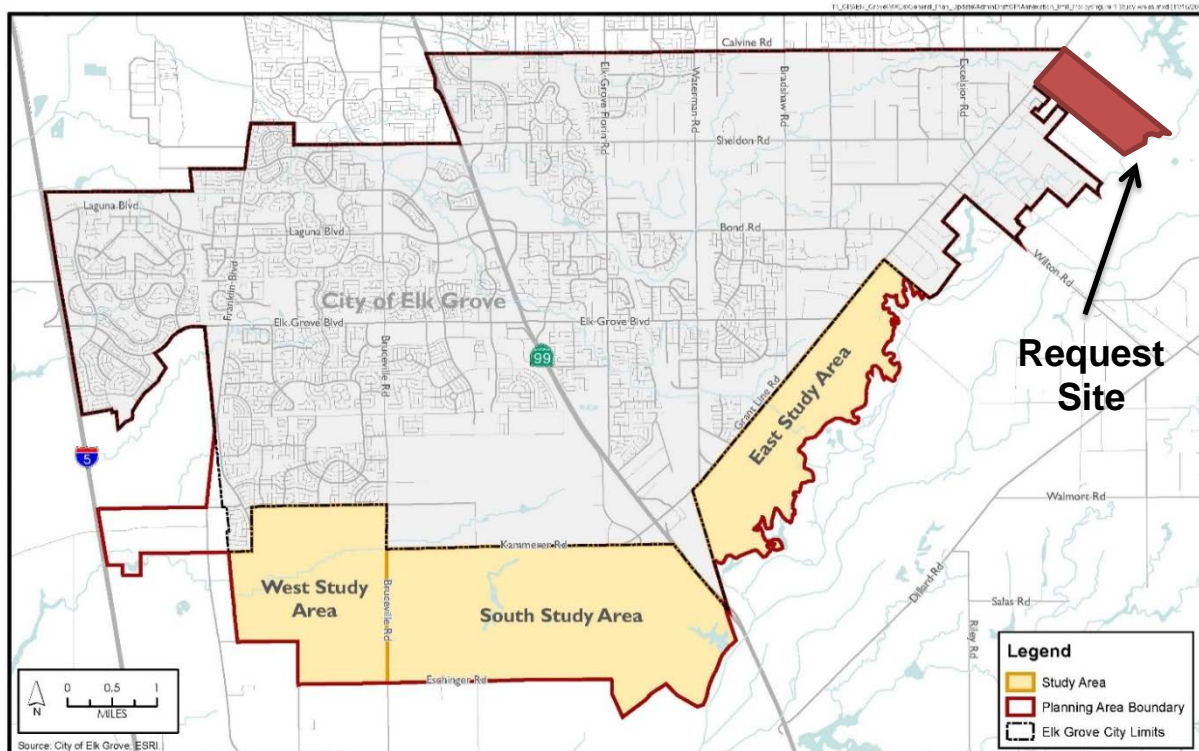
- In Study Area 1 (East Study Area), the City is the applicant for the Sports Complex SOI Amendment. The CEQA document is being drafted and a hearing on the application is anticipated in early 2018. For purposes of the General Plan Update, and because it is sponsored by the City, staff has incorporated the proposed land plan into both Alternatives B and C.
- In Study Area 2 (South Study Area), the Kammerer/99 SOI project is nearing LAFCo action. The [Draft Environmental Impact Report](#) was circulated for public review earlier this year (comments were due March 31). Staff has completed a preliminary review of the “concept land use scenario” provided in the project description and it is consistent with the program considerations presented in the draft Annexation Strategy (Scenarios 1 and 2). Since a land use map is not included with the application, staff cannot comment as to the consistency with the draft siting criteria or other policy provisions of Study Area 2.

- In Study Area 3 (West Study Area), LAFCo is processing the Bilby Ridge SOI. The Notice of Preparation for the EIR is expected later in April. A preliminary land use plan is included with the application ([it is available on LAFCo's website](#)) but has not been formally submitted to the City. Staff has completed a cursory review of the available documents. The retail and office land uses appear consistent with the draft program considerations for the study area; however, the residential categories appear overweighed in comparison to the rest of the Study Area and may limit options south of future Kammerer Road if the Council selects Scenario 1 as currently drafted.

AKT Request (Study Area 5)

As discussed at the March 2017 meeting, there is a request from AKT Investments to add a Study Area 5 to the Annexation Strategy (**Attachment 5**). The property in question is located along the southeast side of Grant Line Road just south of the Calvine Road intersection (**Figure 2**). The property is 422 acres in total and is currently developed with vineyards, a homestead, and two agricultural basins. In their correspondence, AKT suggests that the site is “suitable for low-density residential development as defined in the Elk Grove Zoning Code (4-7 units per acre).”

Figure 2 – Location of AKT Request



Staff has reviewed the request and has identified the following concerns:

- The timing of the request is not advantageous. Outreach on the study areas has already been conducted and consideration of this area has not been discussed with the public. If additional outreach were necessary there would be a delay in completing the General Plan.
- The area was not part of the City's 2008 to 2013 Sphere of Influence Amendment application.
- The proposed density for development of the site may be in conflict with the adjoining development (the rural Sheldon area). Development at the density and intensity identified in their correspondence would be considered "leapfrog development".
- Infrastructure to serve the proposed development at the requested density would be constructed along Calvine Road to Grant Line, along the boundary of the rural Sheldon Area. This would present numerous conflicts with existing policies limiting infrastructure in the Rural Area, and would create pressure on the area to increase development density.

For these reasons, staff does not recommend inclusion of this request in the General Plan.

During the meeting, there was some indication that the Council may want to include the request in the General Plan. If it were included, Council noted that the lands southwest towards the existing City limits should also be included (total area approximately 625 acres). Given the structure of the Annexation Strategy, staff has not identified a mechanism for including the area other than creating an additional study area. Should the area be included, it would be subject to the general siting criteria for all study areas, and staff would identify land plan guidelines, land programming considerations, and performance standards for the area

The property owner could always submit an application to have this area included in the General Plan through a future General Plan Amendment. This would allow the property to be appropriately studied and reviewed without delaying the current General Plan process.

Policy Direction Request #2F:

Provide direction on the request from AKT Investments to add a new Study Area 5.

MOBILITY

Staff is seeking feedback and direction on two mobility components:

- Policies and procedures relative to mobility policies (roadway efficiency and Vehicle Miles Traveled (VMT)).
- Draft Roadway Sizing Diagram

Mobility Policies – LOS and VMT

When development projects or roadway improvements are proposed under the current General Plan, their design and operating characteristics are evaluated to determine the impacts on existing roadways, asking whether the associated impacts reduce the level of service, or LOS, for that segment or intersection. This analysis is conducted using a traffic model and results in a letter grade (A through F) for each studied roadway segment and intersection. The current Elk Grove General Plan includes policies to achieve a minimum of LOS D on all roadways and intersections in Elk Grove at all times, with some allowances for certain roadways and intersections that do not currently meet this standard. The General Plan currently establishes a LOS level of D, with some exceptions for unique conditions, such as Old Town. Projects must be evaluated for consistency with this adopted standard under the California Environmental Quality Act (CEQA).

As discussed at the August study session, there are a number of issues with the LOS approach to evaluating roadway mobility. The State is preparing changes to CEQA that are expected to be approved in the near future. When fully implemented, these VMT standards will replace LOS as a traffic impact metric in transportation and traffic CEQA analyses. The VMT metric is intended to better reflect the impact of a proposed project on the environment, dovetailing with other analysis on air quality and greenhouse gas emissions. These changes are required by Senate Bill 743 of 2013 (SB 743). While the Council expressed a desire at the August study session to hold off on implementing a VMT standard until more direction is provided by the State, staff has found no new information on this topic, and staff does not expect further guidance from the State. Therefore, staff recommends that the City move forward at this time with implementation of SB 743 and the forthcoming regulations.

To implement SB 743 and the VMT Guidelines, staff has prepared a draft General Plan policy that would identify the thresholds of significance for future projects, as well as an accompanying draft section of the Transportation Analysis Guidelines. Essentially, the Transportation Analysis Guidelines act as an administrative tool for implementing the policy, providing guidance on how the VMT calculation is to occur and pre-screening criteria for certain types of projects. The City has similar guidelines today for LOS analysis, which would be replaced with the VMT standard going forward. The draft, provided as **Attachment 6** includes an introduction/summary discussion, and provides the following:

- Establishes VMT performance metrics by land use category and for the City as a whole, based upon the draft Land Use Plan.
- Establishes VMT performance metrics based upon the draft land use programs for the Study Areas.
- Identifies pre-screening criteria for certain projects based upon size and/or location that would be exempt from VMT analysis.
- Provides a process for approving projects that exceed the performance metrics consistent with the provisions of CEQA.

Staff believes these draft policies and procedures provide a balanced approach between implementation of the pending CEQA changes and obligations under SB 743, and maintaining local land use authority.

The Council also suggested at the August study session that the City retain LOS policies in the General Plan as a way of ensuring an efficient roadway system for residents and businesses. Having further analyzed this issue, planning and legal staff have concluded that retaining LOS presents CEQA compliance concerns by setting a threshold that may be viewed as inconsistent with the new VMT standard.

Therefore, staff is recommending an alternative process to ensure roadway efficiency and safety without using LOS. As indicated in Attachment 6, the efficiency and safety policy includes two parts:

1. For roadway segments, an “Average Daily Traffic Design Target” is identified. This target describes the general targeted capacity for various types of roadway segments, based upon their lane configuration and design characteristics (design speed, access control). Based upon Average Daily Traffic projections and design characteristics of a given roadway, the target lane configuration

would be selected. This data is based upon criteria in the Highway Design Manual and follows engineering best practices.

2. For roadway intersections, the City would establish a series of Design Considerations. Basically, these are concepts/evaluation metrics that provide an analysis of the operations of an intersection. For instance, it would look at pedestrian safety/crossing time, bicycle comfort, queue lengths in turn pockets, and other operational aspects.

Additional provisions are included in both the segments and intersections to provide deviations from the targets based upon safety and site context (e.g., rural area). If this proposal is accepted and implemented into the General Plan, projects will be required to comply with both the Average Daily Traffic Design Target (to the extent called for in the policy) and the VMT standard. Note that where a project exceeds a mandated performance standard under CEQA, and the impacts cannot feasibly be mitigated to a less than significant impact, CEQA allows agencies to adopt a statement of overriding considerations, allowing the project to proceed despite a finding of significant and unavoidable impacts.

Policy Direction Request #3A:

Confirm whether the direction staff has taken on the Vehicle Miles Traveled (VMT) analysis and thresholds is appropriate and direct staff to move forward with incorporating this into the draft General Plan.

Policy Direction Request #3B:

Confirm whether the direction staff has taken on the roadway efficiency and safety policy is appropriate and direct staff to move forward with incorporating this into the draft General Plan.

Roadway Sizing

Based upon the Average Daily Traffic Design Target, staff has prepared a Roadway Sizing Diagram, which illustrates the ultimate planned lane widths for the City's arterial and collector roads. The draft diagram, as recommended by staff, includes the following key components:

- Maintains two-lane roads within the Sheldon Rural Area, including Bradshaw Road.
- Maintains a two-lane Elk Grove Boulevard through Old Town.

- Targets lane reductions (sometimes referred to as “road diets”) along select corridors for potential on-street bicycle (Class 2) and off-street trail improvements. Examples include but are not limited to:
 - Bruceville Road south of Laguna Boulevard
 - Harbour Point Drive
 - Elk Grove Boulevard east of Waterman

Staff analyzed six different roadway scenarios to arrive at this recommendation. All six are provided in **Attachment 6D** for reference. Staff is recommending Scenario 6.

Of special note are the lane configurations in the Rural Area, which have all been reduced to two lanes. Improvements would still be required at many intersections, consistent with the Rural Roads Policies and Standards. In most cases, these changes have minimal impact on the roadway system because the bottlenecks are predominantly caused by the intersections. However, Bradshaw Road is the exception to this. As the major north-south roadway in that area, it may be beneficial to leave the planned width at four lanes. This could also relieve some pressure on Waterman Road and Bader Road.

Policy Direction Request #3C:

Provide direction on whether to incorporate Scenario 6 as the preferred roadway sizing diagram for the City; including specific direction on the sizing of Bradshaw Road.

REVISED VISION AND SUPPORTING PRINCIPLES

At the December 2015 study session, staff presented and the City Council/Planning Commission reviewed and directed a draft Vision statement and Supporting Principles for the General Plan. It was agreed at that meeting that these materials should be re-reviewed at the end of the policy and land use discussion (at the conclusion of this study session).

Staff has reviewed the draft Vision and Principles and is recommending some minor adjustments as provided in **Attachment 7**. These changes are relatively minor in nature.

Policy Direction Request #9:

Confirm the staff-recommended changes to the Vision and Supporting Principles for incorporation into the draft General Plan.

CONCLUSION AND NEXT STEPS

Direction on the above items will provide staff with the necessary information to prepare the balance of the draft General Plan. Staff expects to have the Notice of Preparation for the Environmental Impact Report (EIR) released in early summer of 2017 and the draft General Plan and EIR available for review in late summer or fall of 2017.

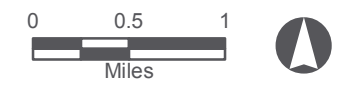
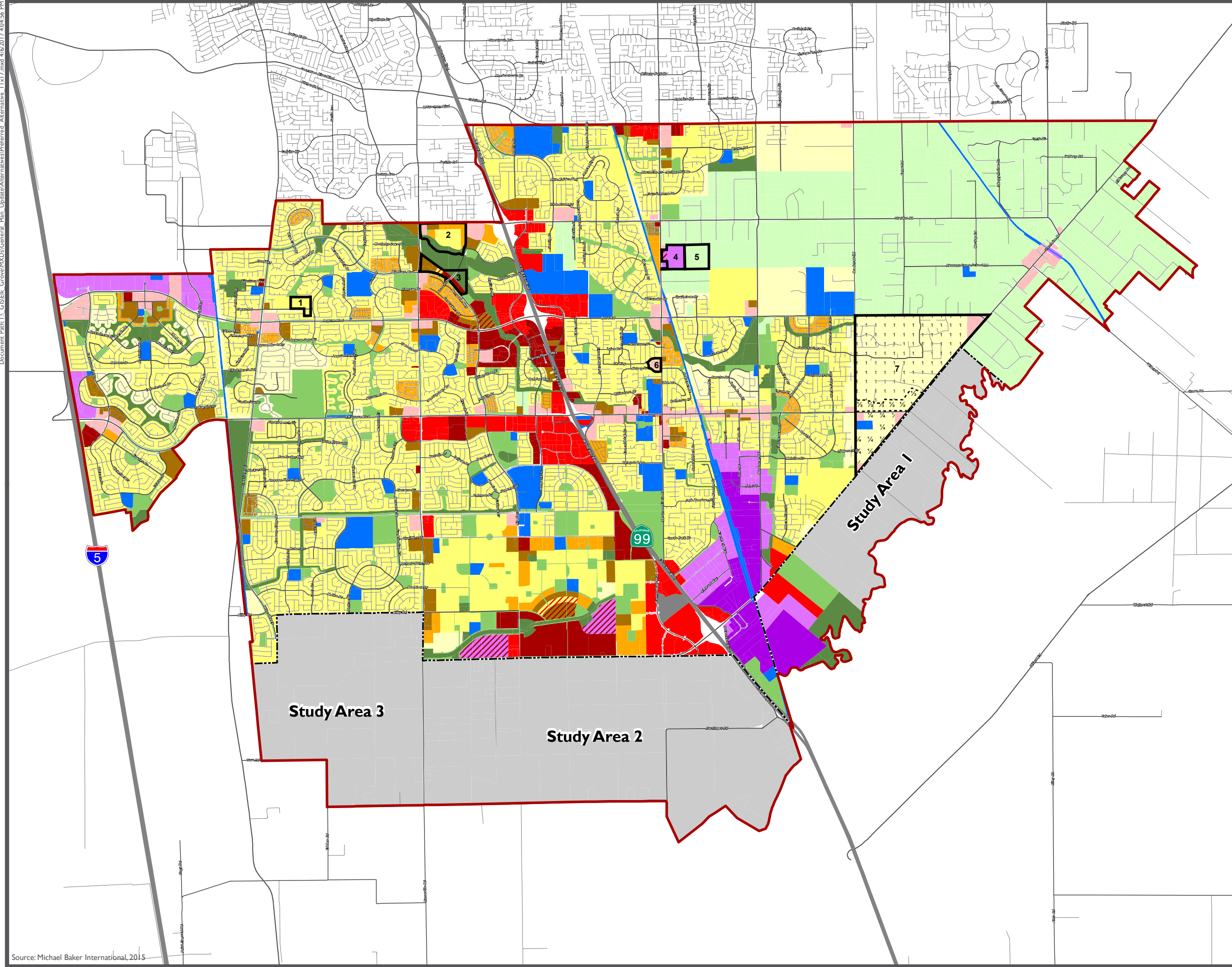
ATTACHMENTS

1. Revised Draft Land Use Plan (within the City)
2. Performance Indicators of the Alternative Land Plans
3. Draft Annexation Strategy
4. Example Conceptual Land Program Bubble Diagrams
5. AKT Request on Deer Creek 422 property (Potential Study Area 5)
6. Draft Mobility Policies and Implementation
 - A. Introduction/Overview
 - B. Draft Policies (VMT and LOS)
 - C. Draft Transportation Analysis Guidelines (VMT Portion Only)
 - D. Roadway Sizing Alternatives Analysis and Proposed Roadway Sizing Diagram
7. Draft (Revised) Vision and Supporting Principles

ELK GROVE
GENERAL PLAN UPDATE
April 2017

LEGEND

- Planning Area Boundary
- Elk Grove City Limits
- Opportunity Sites & Study Areas
- General Plan Preferred Alternative**
- Commercial and Employment Land Use**
- Community Commercial (CC)
- Regional Commercial (RC)
- Employment Center (EC)
- Light Industrial/Flex (LI/F)
- Light Industrial (LI)
- Heavy Industrial (HI)
- Mixed Use Land Use**
- Village Center Mixed Use (VCMU)
- Residential Mixed Use (RMU)
- Public/Quasi-Public and Open Space Land Use**
- Parks and Open Space (P/OS)
- Resource Management & Conservation (RMC)
- Public Services (PS)
- Residential Land Use**
- Rural Residential (RR)
- Estate Residential (ER)
- Estate Residential (ER-1) 1 acre
- Estate Residential (ER-1/3) 1/3 acre
- Estate Residential (ER-1/4) 1/4 acre
- Low Density Residential (LDR)
- Medium Density Residential (MDR)
- High Density Residential (HDR)
- Other Land Use**
- Agriculture (AG)
- Study Area (SA)
- Tribal Trust Lands (TTL)



DRAFT

Preferred Alternative

Source: Michael Baker International, 2015

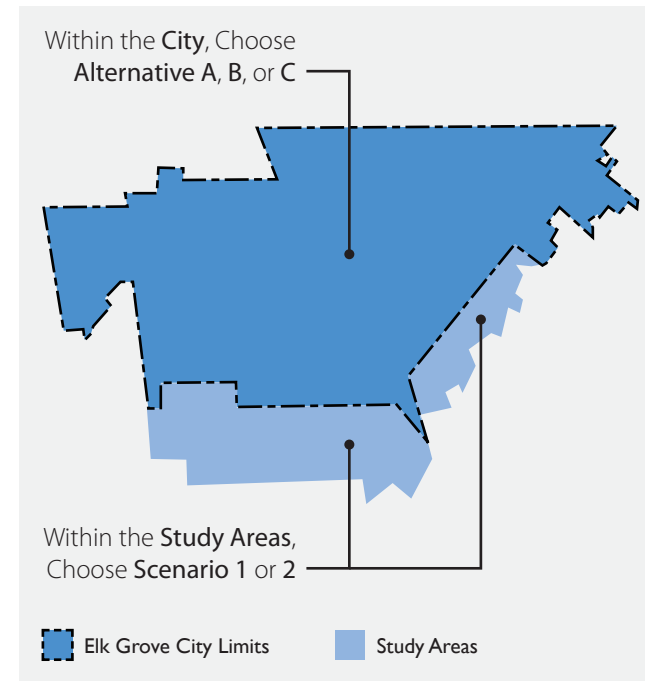
ALTERNATIVES ANALYSIS

The analysis was conducted using the Urban Footprint model, developed by Calthorpe Associates with assistance from the Sacramento Area Council of Governments (SACOG).

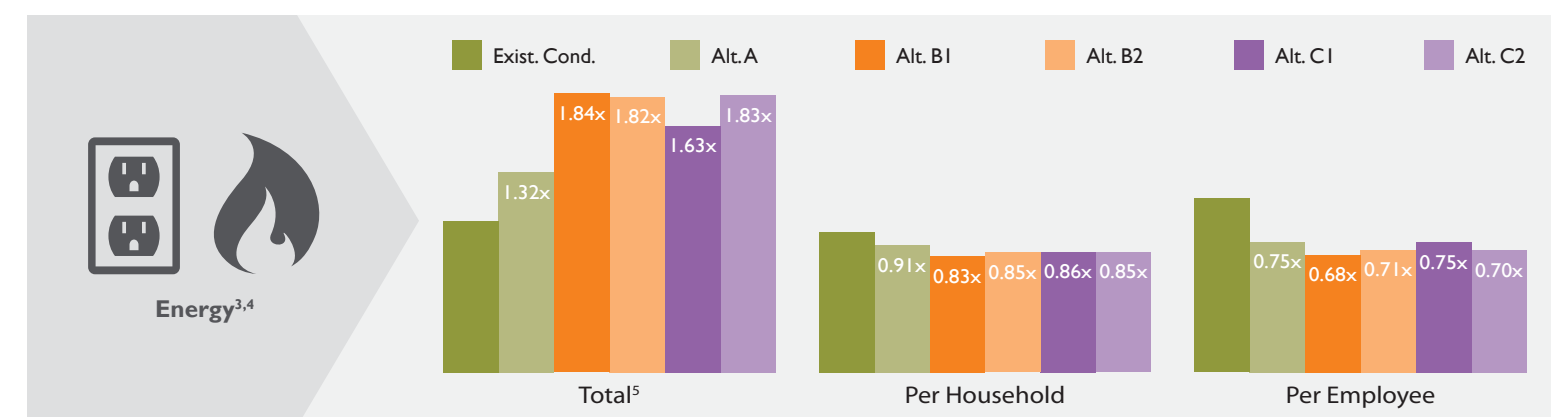
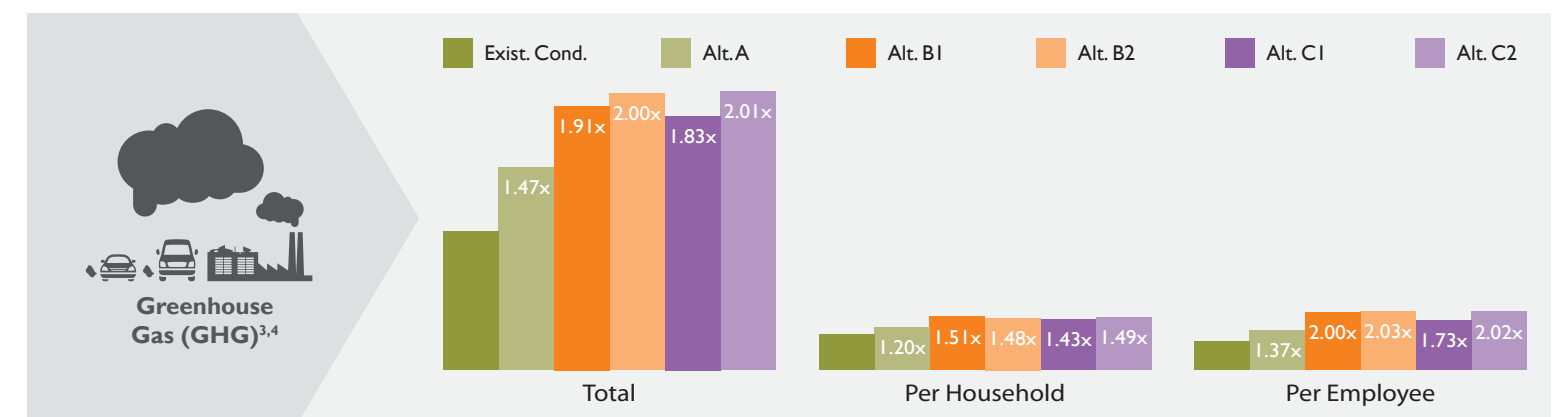
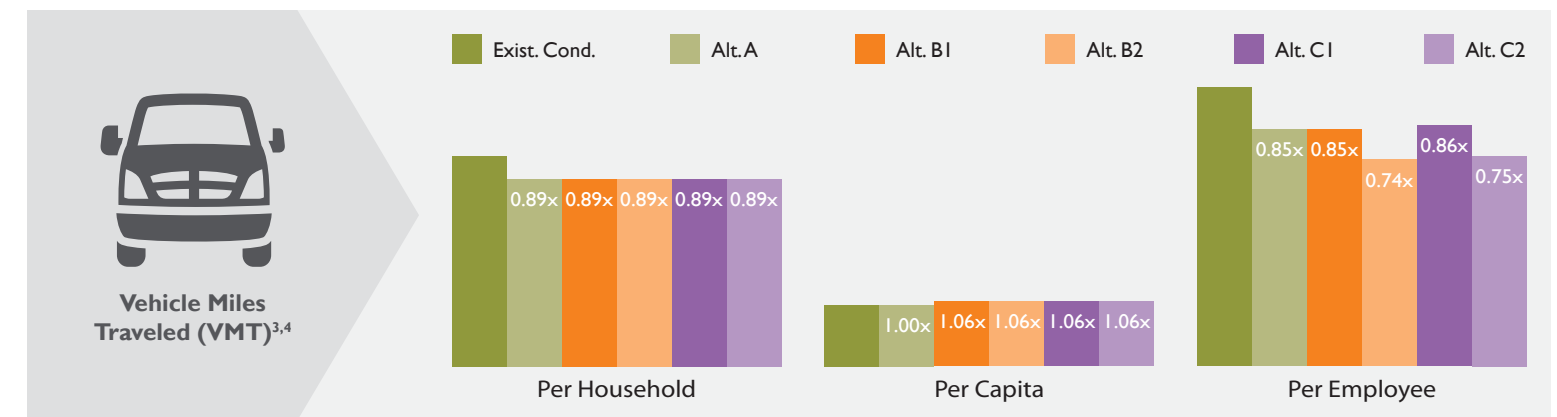
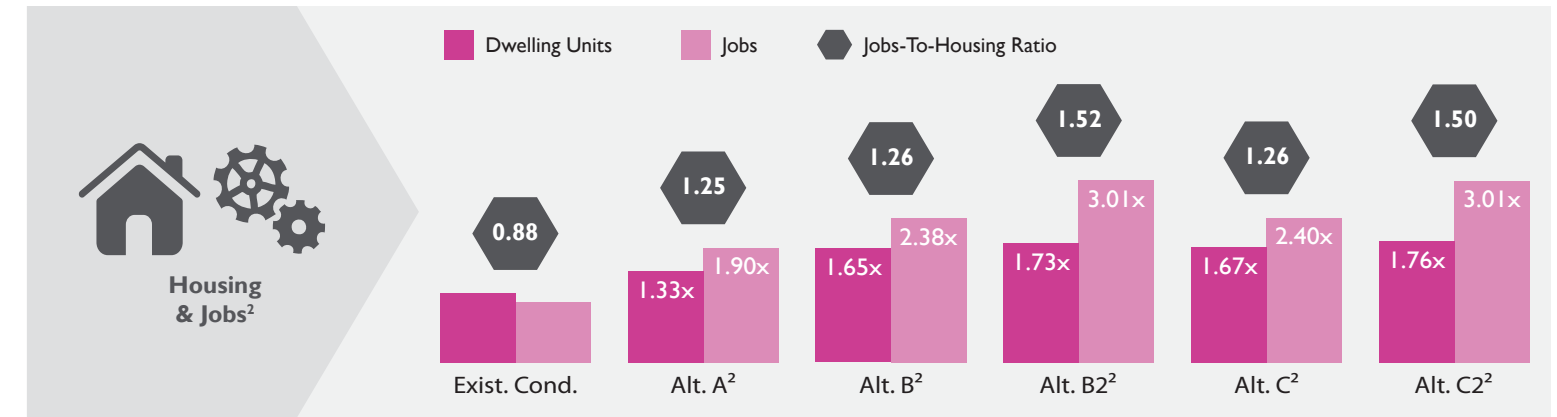
The following table presents the land use assumptions for, and the development capacity associated with, the five alternatives presented in this analysis. Alternative A mirrors the existing General Plan with the exception of some cleanups. Alternatives B and C consider specific changes to Opportunity Sites inside the City Limits. Within Alternatives B and C, consideration is made for two expansion scenarios of the City through the Annexation Strategy and the Study Areas. The land use mix in the Study Areas in Scenario 1 would achieve a 1.2:1 jobs/housing target; and the mix in Scenario 2 would achieve a 1.4:1 jobs/housing target.

Results of the analysis are summarized on this sheet and are presented in order of magnitude to demonstrate how each alternative compares to existing developed conditions. Additionally, the summaries compare Alternatives B1, B2, C1, and C2 to Alternative A.

City Limits and Study Areas Map



Performance Indicators



Land Use Assumptions and Development Capacity

Alternative		Exist. Cond.	A	B	B	C	C
Expansion Scenario		N/A	N/A	1	2	1	2
Land Use Assumption	Within the Existing City	Exist. Cond.	Exist. Cond. + Clean Ups	Alternative A + Opportunity Site Recommendations		Alternative A + Opportunity Site Options	
	Within the Study Areas	N/A	No assumptions¹	Includes development as described in the Annexation Strategy.			
				Scenario 1: 1:2:1 jobs housing target	Scenario 2: 1:4:1 jobs housing target	Scenario 1: 1:2:1 jobs housing target	Scenario 2: 1:4:1 jobs housing target
Development Capacity²	Total Housing Units	53,011	70,249	87,489	91,763	88,389	93,085
	Detached SFR	47,376	57,748	67,733	71,185	68,586	72,044
	Attached SFR	5,631	5,741	11,551	12,393	11,720	12,958
	MFR	4	6,760	8,205	8,185	8,083	8,083
	Total Jobs	46,418	88,113	110,641	139,864	111,186	139,640
	Retail	17,036	29,170	35,097	37,810	36,618	37,993
	Office	20,154	45,941	60,927	85,260	60,050	85,433
	Industrial	5,544	9,074	9,628	11,096	9,516	11,107
Public	3,684	3,928	4,989	5,698	5,002	5,107	

1. Assumes no future development outside of the existing City, with the exception of the City's proposed SOI application near Grant Line Road and SR-99.
 2. Land use designations permit greater density or intensity in many existing developed areas, but the extent of redevelopment and intensification of these properties is anticipated to be limited. Development capacity of currently undeveloped or agricultural areas anticipates development based on each land use designation's allowable density and/or intensity.

3. Data Source: Urban Footprint Model, 2016
 4. Lower values are preferable
 5. Scaled - 10,000:1 of household and employee chart units

City of Elk Grove General Plan Update

Draft Annexation Strategy Policies



The following is draft text for the General Plan relative to annexation. Within this draft, two land plan program scenarios are presented for each study area. Scenario 1, when combined with land uses in the existing City, targets a 1.2:1 jobs housing ratio. Scenario 2, when combined with land uses in the existing City, targets a 1.4:1 jobs housing ratio. The Council may select either scenario for inclusion in the General Plan, or provide direction on any specific changes.

GOAL 1: EXPANSION WITH PURPOSE

Within the General Plan Planning Area, three areas have been identified for potential expansion of the City limits. These areas are referred to as *Study Areas*. It is the City's desire that these Study Areas provide an option for future development when there is a demonstrated community benefit or need. Development in the Study Areas may provide opportunities for achieving the City's Vision that may not otherwise be accomplished through development within the existing city limits exclusively. A growth strategy that balances economic need, community vision, and regional goals will guide potential expansion and development of the Study Areas.

To that end, as part of the *Development Fills in the Gaps* Supporting Principle of this General Plan, the following policies and actions, including implementation of the proposed Land Use Programs, further the City's goal of allowing *Expansion with Purpose*.

While much of the Study Areas include land currently (2017) classified as Farmland of Statewide or Local Importance, the City recognizes that there are limited opportunities for planned, orderly, efficient development of the City other than in these areas.

Study Area Land Use Programs

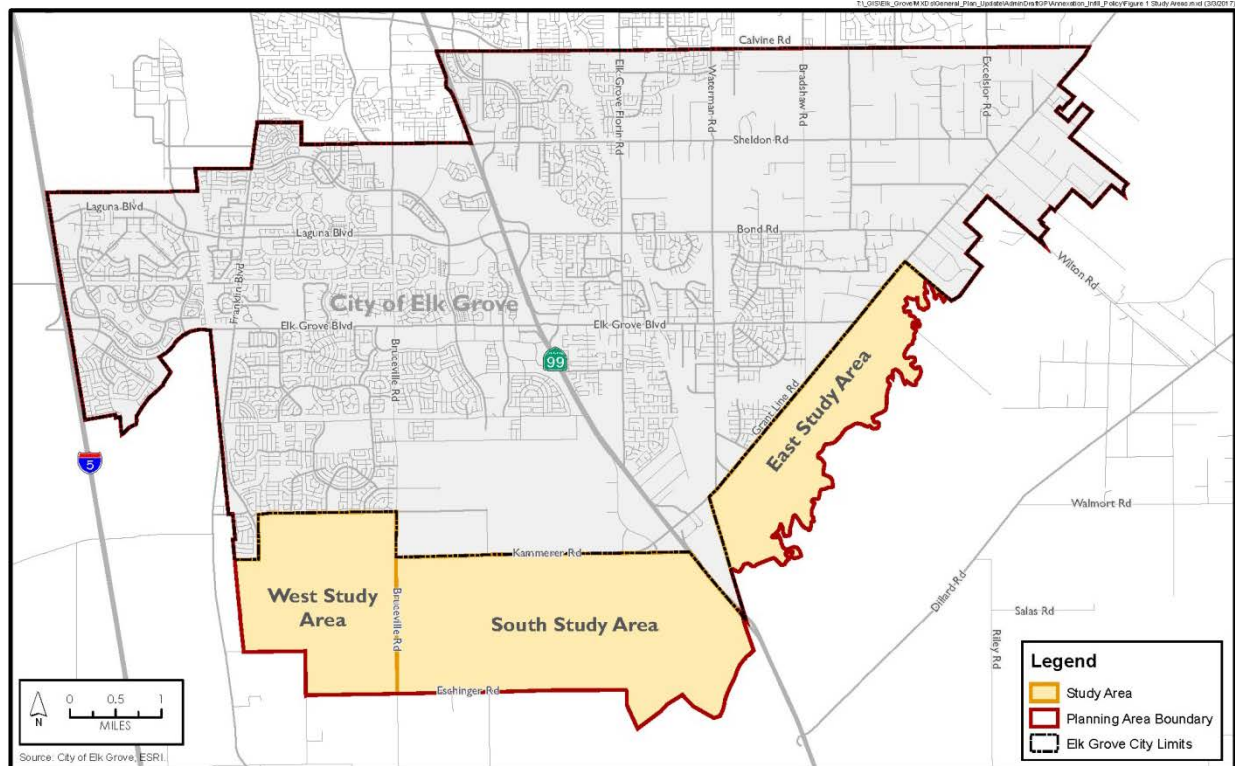
The Land Use Programs guide the appropriate balance between land development and conservation within the Study Areas, defined in **Figure 1**. The Land Use Programs have been developed to guide approval and development of individual short-term projects in a manner that promotes long-term achievement of the General Plan Vision and Supporting Principles. All annexation applications, pre-zoning requests, specific plans or area plans, parcel maps, and development agreements will be reviewed by the City relative to the applicable Land Use Program. The Land Use Programs consist of the following:

1. General siting criteria applicable *to all Study Areas*.
2. Land plan guidelines, land programming considerations, and performance standards applicable *to each individual Study Area (specified in Policies 1-5.1, 1-5.2, and 1-5.3, below)*.

Proposed projects deemed to be consistent with the applicable Land Use Program may be considered consistent with the General Plan, and may not require a General Plan Amendment. Where an

inconsistency is identified by the City, a General Plan Amendment will be necessary prior to or in conjunction with approval of any subsequent development application(s).

Figure 1: Study Area Boundaries

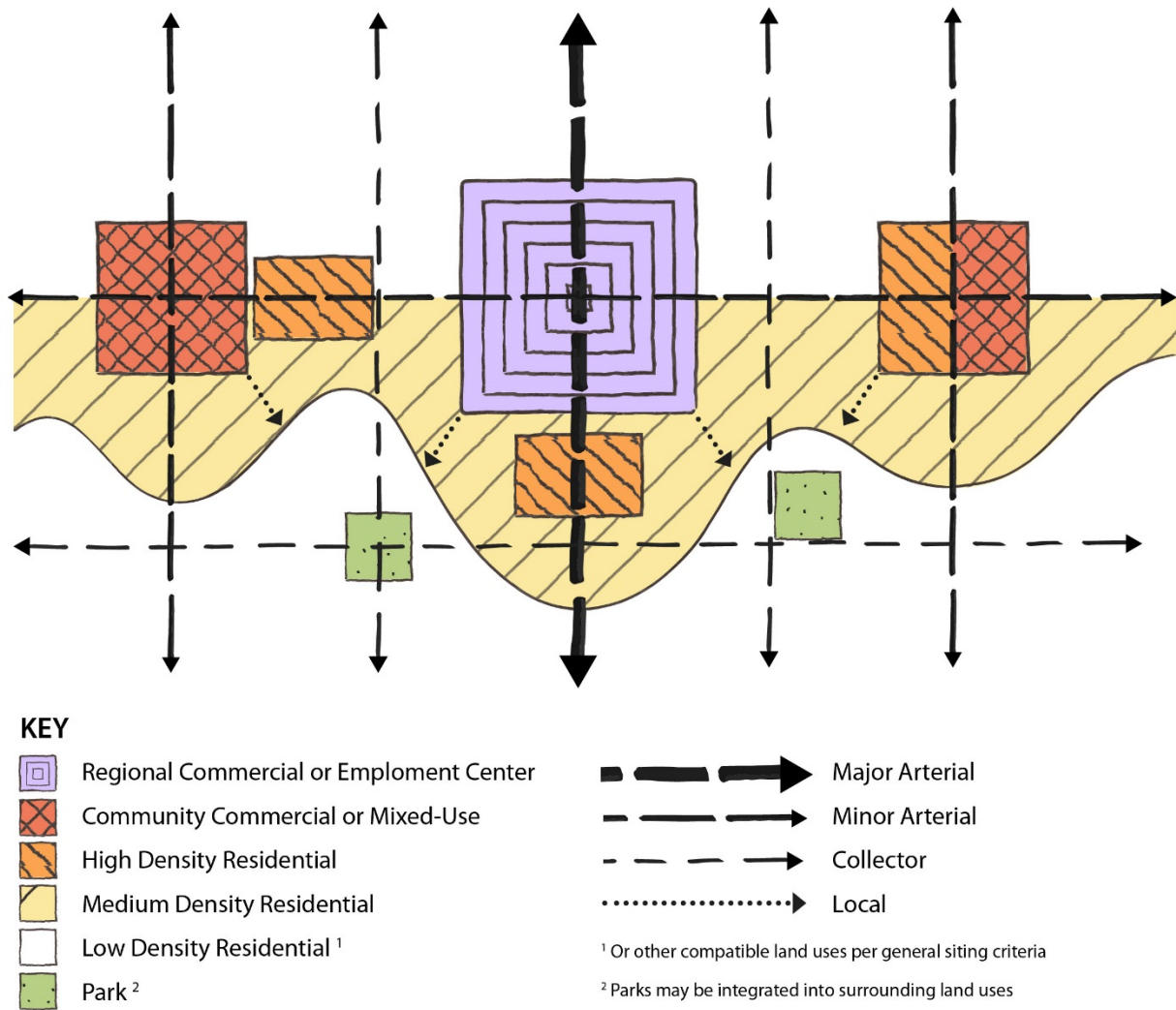


General Siting Criteria for all Study Areas

The following siting criteria describe general requirements for the distribution of future land uses and the desired relationship between them. The siting criteria describe planning policies that apply across all Study Areas.

The siting criteria provide guidance on the configuration of future land uses, which promote an activity node concept where higher densities and intensities of retail, services, employment, and residential uses are concentrated. Activity nodes are linked and supported by an interconnected network of streets and open spaces, with residential uses located within walking distance, facilitating options such as transit, biking, and walking for access to services. **Figure 2** conceptually illustrates how some of the various land uses, including public spaces such as streets, could work together to implement this concept. This graphic is provided primarily for illustrative purposes and does not reflect any specific development proposal.

Figure 2: Conceptual Illustration of Siting Criteria



▪ **Commercial and Employment Land Uses:**

- Regional Commercial and Employment Center land uses should be located along Major Arterial roads, and generally within one-quarter mile of major intersections.
- Community Commercial uses larger than 15 acres should be located along collector and arterial roadways, and adjacent to mixed-use, Medium Density Residential, or High Density Residential uses.
- Commercial uses should be sited within walking distance (generally one-half mile) of planned or existing transit stops.
- Uses that may generate high service populations (employees and/or customers) should be located within one-quarter mile of planned or existing transit stops.
- Heavy Industrial and Light Industrial uses should be buffered from residential uses by public service, open space, or commercial uses.

- **Mixed-Use Land Uses:**
 - Mixed-use projects should include publicly accessible community gathering spaces such as central plazas.
 - Vertical (multistory) mixed-use projects should include commercial retail or service uses on the first floor fronting the street, where economically feasible.
 - Mixed-use projects should be located within one-quarter mile of major intersections and planned or existing transit stops.
 - Parking for mixed-use projects should be located internal to the site, as opposed to fronting on public roads where feasible; structured parking is encouraged where feasible.

- **Public/Semi-Public and Open Space Land Uses:**
 - Projects designed to support a residential population shall provide non-vehicular access to open space (Parks and Open Space uses or Resource Management and Conservation uses providing public access) within one-half mile of all residential uses.
 - Resource Management and Conservation uses should be publicly accessible and, where feasible, should be integrated with surrounding land uses. Non-vehicular access to Resource Management Conservation uses should be maximized through an integrated network of passive and active open space corridors and uses.
 - Acreages for parks shall meet or exceed the minimums required by City and/or Cosumnes Community Services District standard(s).
 - Acreages for Public Service land uses shall meet or exceed the minimums required by any applicable standards, including land to support future school sites.
 - Proposed development projects should maximize efficiency of service delivery. New development should be located adjacent to existing development and should be connected or linked to uses with similar service and utility needs.
 - Schools, community centers, and park and recreation sites shall be connected to nearby residential neighborhoods through separated pedestrian and bicycle pathways.
 - The Cosumnes River shall be buffered from residential, commercial, public service, and industrial uses by Resource Management and Conservation uses or Parks and Open Space uses.
 - The Cosumnes River and environs shall be preserved.

- **Residential Land Uses:**
 - Rural Residential uses should be buffered from higher-intensity uses with open space, community commercial or estate, or low-density residential uses.
 - Low Density Residential uses may be located adjacent to other residential or nonresidential land uses, with the exception of Heavy Industrial and Light Industrial land uses.
 - Medium and High Density Residential uses shall be located within one-half mile of planned or existing transit stops, planned or existing commercial uses, and planned or existing Parks or Active Open Space areas.
 - High Density Residential uses shall be located within one-quarter mile of major intersections and planned or existing transit stops.

- High Density Residential uses shall be located in proximity to planned or existing employment centers or mixed-use centers.
- **Agriculture Land Uses**
 - Agriculture uses shall be buffered from higher-intensity uses that may result in conflict, including residential uses within and above the Estate Residential land use designation. Buffering shall occur within new development areas and shall include interim buffers for phased development such that the physical and economic integrity of agricultural lands is maintained.
 - Areas located in the 100-year or 200-year floodplain shall be retained for agriculture if it is the existing use, it continues to be economically viable, and would not result in ‘islanding’ of higher-density land uses.

POLICIES: City Expansion

Policy 1-1: The City supports applications (both public and private) to the Sacramento Local Agency Formation Commission (LAFCo) to expand the City’s Sphere of Influence and corporate boundaries that implement this General Plan. Expansion of the City limits shall occur only within the identified Study Areas, as shown in **Figure 1** when in conformance with the policies contained herein.

Action 1-1-1: The City may seek to have the area outside of its Sphere of Influence but within the General Plan Planning Area designated as an Area of Concern, consistent with Sacramento LAFCo policy.

Action 1-1-2: The City shall work with Sacramento County to establish agreement(s) regarding Sphere of Influence amendments, a master tax sharing agreement applicable to future annexations, and a master agreement relative to the fair share of regional housing needs.

Action 1-1-3: The City shall work with Cosumnes Community Services District (and other affected agencies and independent districts, as necessary) to promote expansion of their Sphere of Influence and territory by LAFCo so that their services may continue to be provided to the residents of Elk Grove.

Action 1-1-4: The City shall prezone all properties subject to an annexation application prior to the initiation of an annexation application with LAFCo. The pre zoning shall be consistent with the General Plan.

Policy 1-2: Annexation proposals will be accepted when located within the City’s Sphere of Influence and contiguous with existing City limits at the time of application.

Policy 1-3: Annex additional land into the City, as appropriate, where the proposed project implements the community’s vision and regional growth objectives.

Action 1-3-1: The City shall identify an advance mitigation program for critical habitat for special-status species known to occur within the Study Area. A proposed project determined to have a significant impact to habitat for special-status species must

implement all feasible mitigation measures established in the program, including but not limited to land dedication (which may be located either inside or outside the Study Area) or fee payment.

Policy 1-4: Annexation proposals shall provide a demonstrated community benefit, such as incentives through the project that include transportation, utility, park, and other public improvements, or that address mobility needs or service needs; or impact fees that support such improvements.

Action 1-4-1: The City may work with applicants to establish zoning incentives, density bonuses, or other land use tools where higher development potential may be allowed based on contributions toward desired community benefits.

POLICIES: Land Use Programs for Study Areas

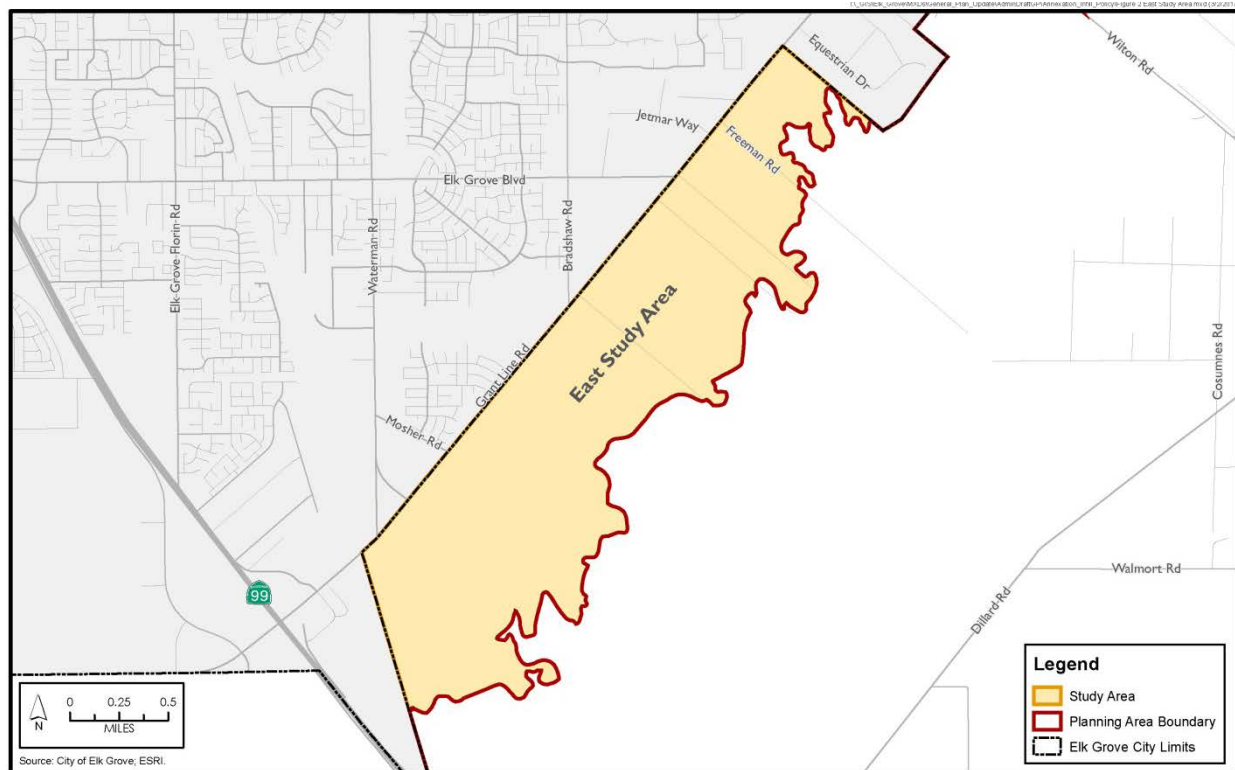
East Study Area

The East Study Area is located southeast of the existing (2017) City of Elk Grove. It encompasses approximately 1,773 acres of land southeast of Grant Line Road and east of the Union Pacific Railroad (UPRR) railroad line, as shown on **Figure 3**. The planning objective for the East Study Area is to create a new, strong economic center focused on employment in industrial, office, and regional retail uses located at the southwestern end of the Study Area. In the central and northeastern portions of the Study Area, uses transition to more residential in nature and are compatible with existing neighborhoods to the north of Grant Line Road, as well as the rural and agricultural areas to the northeast and southeast. Opportunities for community-oriented commercial uses exist at major intersections along Grant Line Road at Bradshaw Road and Elk Grove Boulevard.

The Capital SouthEast Connector is located at the northwestern boundary of the East Study Area (Grant Line Road). See the Mobility Element for policies related to the transportation network.

The General Plan establishes the land plan guidelines, program considerations, and performance standards for future development and conservation within the East Study Area under Policy 1-5.1. Development shall also be consistent with general siting criteria for proposed land uses described above.

Figure 3: East Study Area



Policy 1-5.1: Land use plans submitted for properties in the East Study Area shall be consistent with the following Land Plan Guidelines, Program Considerations, and Performance Standards.

Land Plan Guidelines – East Study Area

1. The overall land plan shall be consistent with the general siting criteria for all Study Areas.
2. An employment node shall be located at the southwest end of the Study Area. The node shall be oriented along the UPRR rail line and Grant Line Road. The node shall include employment uses, commercial uses, and a regional recreation/sports/entertainment center.
3. Residential uses should extend from the recreation center on the southwest end of the Study Area toward the northeast end of the Study Area, decreasing in density from Low Density Residential use to Rural Residential use. Residential land use designations should match, or otherwise be compatible with those adjacent to or planned for the north side of Grant Line Road. Parks or open spaces shall be placed, as necessary, as a buffer between higher-density employment uses at the employment node.
4. High Density Residential land uses may be required to meet anticipated or identified Regional Housing Needs Assessment (RHNA) allocations. High Density Residential land uses should be

Nodes are geographic points where economic or social resources/activities are (or will be) concentrated for the benefit of a community. Nodes facilitate cost effective economic and community development efforts by pulling people, resources and certain land uses together within a close distance.

located in the western half of the Study Area within one-quarter mile of Grant Line Road, near or adjacent to commercial or employment land uses.

5. Community-serving commercial uses should be located at intersections along Grant Line Road at Bradshaw Road and Elk Grove Boulevard.
6. An open space and conservation buffer shall be provided along the Cosumnes River to preserve flood-prone areas and potential habitat.

Land Plan Guidelines – East Study Area		
<i>1,773 Acres</i>		
Land Use Designations	Program Considerations – Land uses in the Study Area shall conform to the following land use ranges and ratios on a gross acreage basis.	
	Scenario 1	Scenario 2
Commercial and Employment Land Use Designations		
Community Commercial (CC) Regional Commercial (RC)	1-5% of total acreage	3–10% of total acreage
Light Industrial/Flex (LI/F) Light Industrial (LI) Heavy Industrial (HI)	7–12% of total acreage	7–12% of total acreage
Public/Quasi-Public and Open Space Land Use Designations		
Public Services (PS)	As needed to support planned land uses	As needed to support planned land uses
Park and Open Space (P/OS) Resource Management and Conservation (RMC)	15–25% of total acreage, or as necessary to meet general siting criteria	15–25% of total acreage, or as necessary to meet general siting criteria
Residential Land Use Designations		
Rural Residential (RR) Estate Residential (ER) Low Density Residential (LDR)	40–60% of total acreage	40–60% of total acreage
Medium Density Residential (MDR) High Density Residential (HDR)	1–5% of total acreage, or higher if needed to comply with RHNA obligations	1–5% of total acreage, or higher if needed to comply with RHNA obligations
Other Land Use Designations		
Agriculture	0-5% of total acreage	n/a

Note:

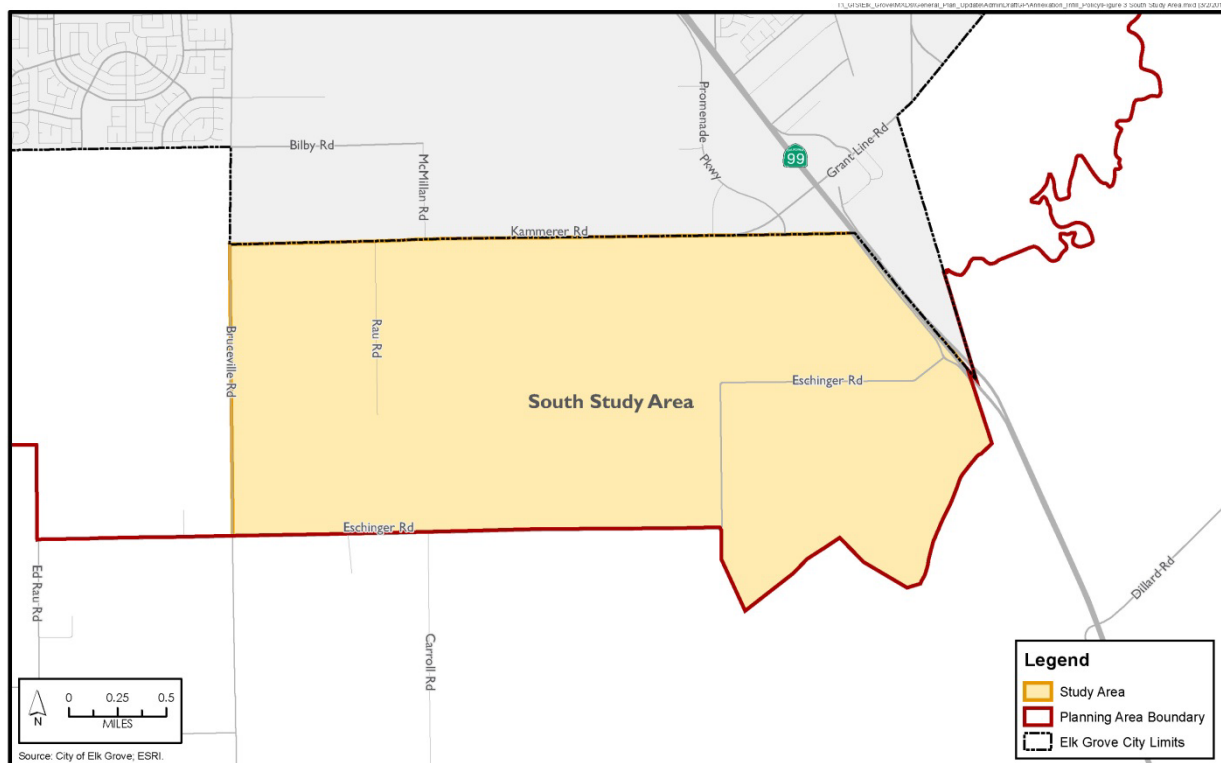
1. VMT maximums for each proposed project shall be determined using a City-approved travel demand model and the VMT guidelines established for each land use designation. See the mobility section of this General Plan and the City’s Traffic Impact Study Guidelines for more information.

South Study Area

The South Study Area is a 3,675-acre area located to the south of the existing (2017) City limits, as shown on **Figure 4**. It is located south of Kammerer Road between State Route 99 and Bruceville Road. The planning objective for the South Study Area is to create a new major employment center that builds off of the Southeast Policy Area’s business parks, comprising high-intensity office, industrial flex space, and light industrial uses. The employment center should be supported by Village Center Mixed Use, Medium Density Residential, and High Density Residential neighborhoods with strong transit access. Along with higher-density uses, there must also be easily accessible open space areas, parks, recreational sites, and public services available to residents and workers. While a portion of the area is dedicated to higher-intensity uses, growth will be focused on transit and economic activity nodes while maintaining agricultural lands for the long term. Lower-density residential neighborhoods will provide a buffer between agricultural land south of the South Study Area and the higher-intensity uses within the activity nodes.

The General Plan establishes land plan guidelines, program considerations, and performance standards for future development and conservation within the South Study Area under Policy 1-5.2. Development shall also be consistent with general siting criteria for proposed land uses described above.

Figure 4: South Study Area



Policy 1-5.2: Land use plans submitted for properties within the South Study Area shall be consistent with the following Land Plan Guidelines, Program Considerations, and Performance Standards.

1. The overall land plan shall be consistent with the general siting criteria for all Study Areas.
2. Development plans shall provide for up to four transit and employment activity nodes. At least one node should include mixed-use development near transit. At least two nodes should include Employment Center uses located along Kammerer Road and State Route 99.
3. Residential uses shall extend from the activity nodes to the southern portion of the Study Area, decreasing in density from higher-density apartments and townhomes to estate residential uses.
4. Office, Industrial Flex, and Light Industrial uses should be concentrated near the employment nodes.
5. Regional Commercial uses should be located along the north border of the area, within 1 mile of State Route 99 and/or near areas of high-density housing.
6. Community Commercial uses should be located at the intersection of collector roadways and arterial roadways, and adjacent to Village Center Mixed Use, Medium Density Residential uses, or High Density Residential uses.
7. Development shall retain the southern portion of the South Study Area, comprising roughly one-fourth of the Study Area, for residential development at a density consistent with or below Low Density Residential with Estate Residential or Rural Residential designated for the southern edge of development.

Land Plan Guidelines – South Study Area		
<i>3,675 acres</i>		
Land Use Designations	Program Considerations – <i>Land uses in the Study Area shall conform to the following land use ranges and ratios on a gross acreage basis.</i>	
	Scenario 1	Scenario 2
Commercial and Employment Land Use Designations		
Community Commercial (CC) Regional Commercial (RC)	1-5% of total acreage	2–10% of total acreage
Employment Center (EC)	5-10% of total acreage	15–25% of total acreage
Light Industrial/Flex (LI/F) Light Industrial (LI)	3-5% of total acreage	8–15% of total acreage
Mixed Use Land Use Designations		
Village Center Mixed Use (VCMU) Residential Mixed Use (RMU)	1–5% of total acreage	1–5% of total acreage

Land Plan Guidelines – South Study Area		
3,675 acres		
Land Use Designations	Program Considerations – <i>Land uses in the Study Area shall conform to the following land use ranges and ratios on a gross acreage basis.</i>	
	Scenario 1	Scenario 2
Public/Quasi-Public and Open Space Land Use Designations		
Public Services (PS)	As needed to support planned land uses	As needed to support planned land uses
Park and Open Space (P/OS) Resource Management and Conservation (RMC)	2–10% of total acreage, or as necessary to meet general siting criteria	2–10% of total acreage, or as necessary to meet general siting criteria
Residential Land Use Designations		
Rural Residential (RR) Estate Residential (ER) Low Density Residential (LDR)	25-30% of total acreage	25–40% of total acreage
Medium Density Residential (MDR) High Density Residential (HDR)	8-15% of total acreage, or higher if needed to comply with RHNA obligations	5%-10%, or higher if needed to comply with RHNA obligations
Other Land Use Designations		
Agriculture	20-30% of total acreage	n/a

Note:

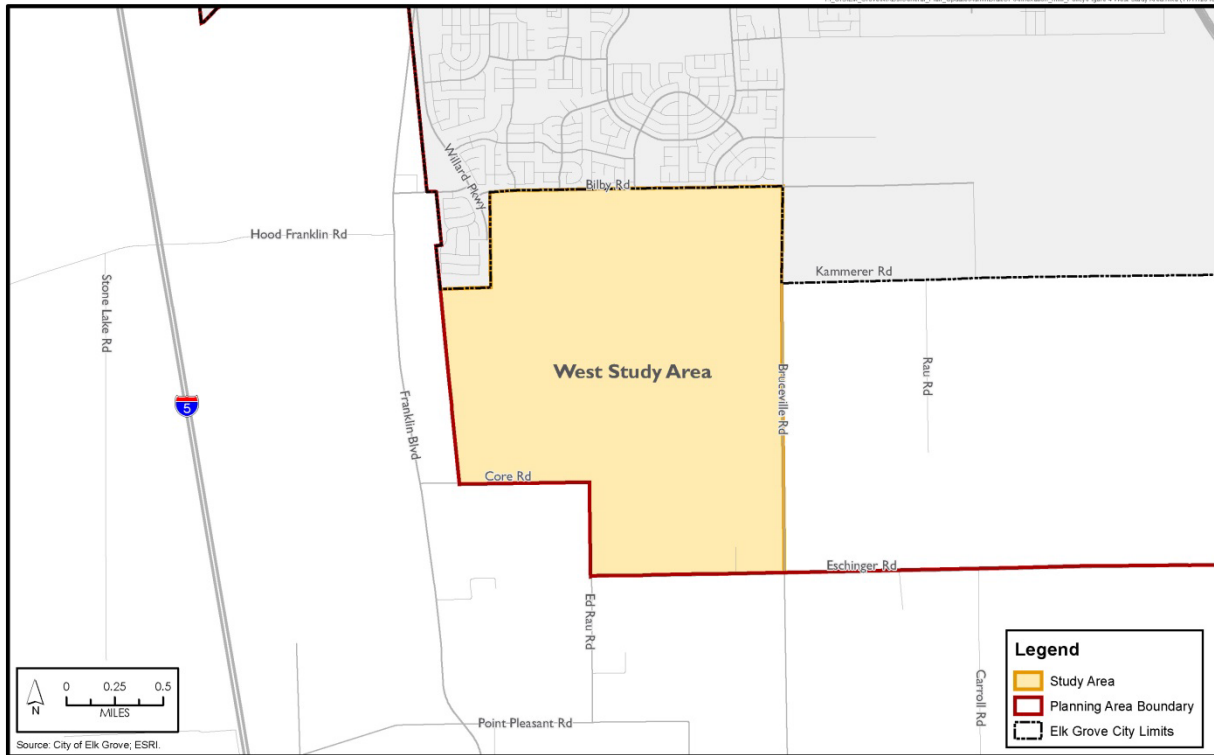
1. VMT maximums for each proposed project shall be determined using a City-approved travel demand model and the VMT guidelines established for each land use designation. See the mobility section of this General Plan and the City’s Traffic Impact Study Guidelines for more information.

West Study Area

The West Study Area is located on the southwestern side of the City, bordered by Bilby Road on the north, the railroad on the west, Bruceville Road on the east, and Core and Eschinger Roads on the south. This Study Area comprises 1,982 acres outside the existing (2017) City limits, as shown on **Figure 5**. The planning objective for the West Study Area is to create new, diverse residential neighborhood(s) featuring walkable parks, public services, and lower-intensity employment opportunities. Bilby Village will include a range of residential densities, including Medium Density Residential apartments and townhomes, Low Density Residential housing, and Estate Residential homes. Development options for Bilby Village rely on completing the extension of Kammerer Road to meet Interstate 5. Lower-density residential neighborhoods will provide a buffer between agricultural land south of the Bilby Village neighborhoods and the employment center.

The General Plan establishes land plan guidelines, program considerations, and performance standards for future development and conservation in the West Study Area under Policy 1-5.3. Development shall also be consistent with general siting criteria for proposed land uses described above.

Figure 5: West Study Area



Policy 1-5.3: Land use plans submitted for properties within the West Study Area shall be consistent with the following Land Plan Guidelines, Program Considerations, and Performance Standards.

1. The overall land plan shall be consistent with the general siting criteria for all Study Areas.
2. Low-intensity Employment Center uses shall be concentrated along the south side of Kammerer Road, interspersed with Community Commercial uses.
3. Higher-density residential uses shall be concentrated toward the northeast, closest to Kammerer Road and Bruceville Road.
4. Lower-density residential uses should extend from the office uses in the north and higher-density residential uses in the northeast, to the southwestern portion of the Study Area, decreasing in density from higher-density apartments and townhomes to single-family residential and estate homes.

Land Plan Guidelines – West Study Area		
<i>1,982 acres</i>		
Land Use Designations	Program Considerations – Land uses in the Study Area shall conform to the following land use ranges and ratios on a gross acreage basis.	
	Scenario 1	Scenario 2
Commercial and Employment Land Use Designations		
Community Commercial (CC)	1-3% of total acreage	2–6% of total acreage
Employment Center (EC)	3-5% of total acreage	8–12% of total acreage
Public/Quasi-Public and Open Space Land Use Designations		
Public Services (PS)	As needed to support planned land uses	As needed to support planned land uses
Park and Open Space (P/OS) Resource Management and Conservation (RMC)	2–10% of total acreage, or as necessary to meet general siting criteria	2–10% of total acreage, or as necessary to meet general siting criteria
Residential Land Use Designations		
Estate Residential (ER) Low Density Residential (LDR)	10-15% of total acreage	40–55% of total acreage
Medium Density Residential (MDR) High Density Residential (HDR)	10-15% of total acreage, or higher if needed to comply with RHNA obligations	20–25% of total acreage, or higher if needed to comply with RHNA obligations
Other Land Use Designations		
Agriculture	60-70% of total acreage	n/a

Note:

1. VMT maximums for each proposed project shall be determined using a City-approved travel demand model and the VMT guidelines established for each land use designation. See the mobility section of this General Plan and the City's Traffic Impact Study Guidelines for more information.

POLICIES: Annexation Criteria and Submittal Requirements

Policy 1-6: Allow expansion when economic need, community vision, and regional goals align.

Action 1-6-1: Annexation proposals shall demonstrate compliance with all of the following criteria:

- **Criteria 1.** The annexation proposal is consistent with the applicable Land Use Program.
- **Criteria 2.** The annexation proposal is consistent with the City's multimodal transportation goals, including integration of alternative transportation facilities as applicable.
- **Criteria 3.** The annexation proposal provides for the planned, orderly, efficient development of the City within near-term time frames, recognizing opportunities or limitations to achieving substantially the same project within the existing City consistent with the General Plan. Options to achieving this criteria include, but are not limited to, a market demand/feasibility analysis.
- **Criteria 4.** The annexation proposal is consistent with and furthers the community vision. This may be shown by one or more of the following:
 - Demonstrating how the proposal furthers regional goals as expressed through the Sacramento Region Blueprint and Metropolitan Transportation Plan and Sustainable Communities Strategy.
 - Demonstrating how the proposal facilitates development of a regional attractor (e.g. Major Employment Center) or use that implements one or more of the General Plan Supporting Principles.
 - Demonstrating how the proposal furthers General Plan goals or objectives.
 - Demonstrating how the proposal provides key infrastructure or facilities needed to maintain or improve community service levels.
- **Criteria 5.** The annexation proposal does not result in safety, utility, and infrastructure service levels within the City limits being reduced to less than the acceptable service standards or work level standards adopted by the City or applicable service agency.

Action 1-6-2: Require that the following items be submitted with all applications for annexation:

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

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

Action 1-6-3: Except as otherwise determined by the Development Services Director, applications for annexation shall be provided as specific plans. The format, content, and structure of each specific plan shall be consistent with State law and local regulations, to the satisfaction of the City. In considering if a specific plan will not be required, the Development Services Director shall give consideration to the size of the project, the proposed mix of uses, and other factors as they deem relevant.

Action 1-6-4: While the City encourages property owners within each Study Area to work together proactively and with the City to address common planning issues, each development/annexation proposal is not required to individually plan its entire Study Area.

Action 1-6-5: When reviewing subsequent land use entitlements (e.g., tentative map, conditional use permit) that deviate from the land plan approved as part of an annexation process, the City may require an updated fiscal analysis if the proposed development materially varies from the development contemplated in the fiscal

analysis prepared for the annexation, and/or a substantial change in market or financial conditions has occurred.

GOAL 2: Available Infrastructure

Development of the Study Areas will require the creation of new and expanded infrastructure. The City intends for this new development to ensure availability of adequate infrastructure as part of all phases of development consistent with the policies of this General Plan. This may require the development of both on-site and off-site improvements. Further, it is the expectation of the City that the costs associated with development, maintenance, and operation of this infrastructure and related City services be sufficiently funded by the proposed development and not create a burden on existing residences and businesses.

POLICIES: Infrastructure Financing

Policy 2-1: Only allow projects in expansion areas that are proposed in tandem with infrastructure improvements that minimize potential burden to existing ratepayers.

Policy 2-2: Establish funding mechanisms for the expansion of public services and infrastructure to ensure new development is carrying its cost burden.

Action 2-2-1: Explore mechanisms such as facility impact assessments to minimize the cost burden on the first development requiring major improvements.

POLICIES: Service Levels

Policy 2-4: Ensure infrastructure and facilities are planned and designed to meet projected future demands.

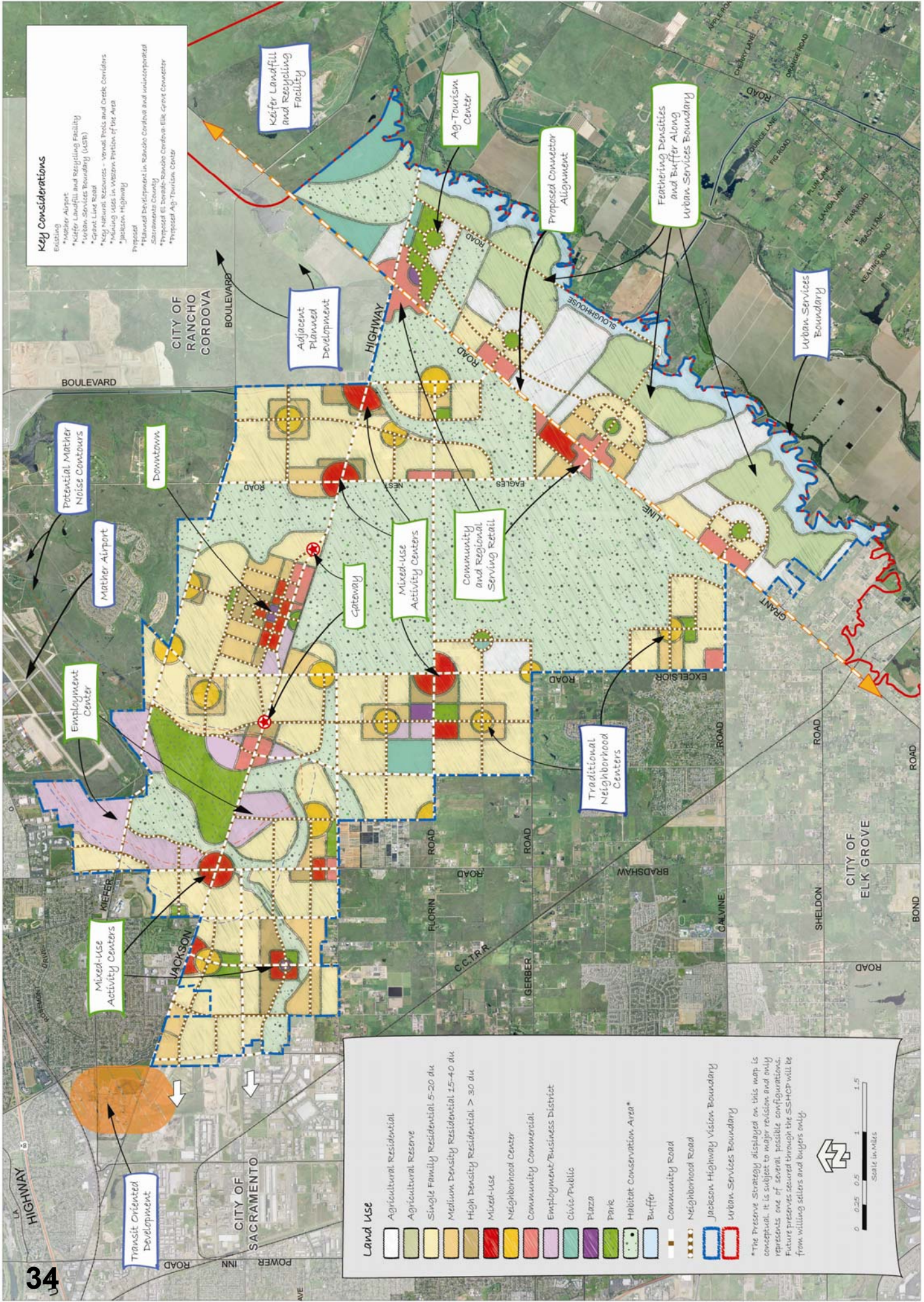
Action 2-4-1: Coordinate public facility and service capacity with the demands of planned development.

Action 2-4-2: Encourage development to occur where public services and infrastructure exist or may be extended.

Policy 2-5: Backbone infrastructure and facility improvements shall be installed concurrent with projected development demands to meet adopted City or agency service standards or adopted work level standards.

Action 2-5-1: The City shall require project applicants (including applicants for individual final map phases) to fund and/or perform analyses when needed to ensure that adequate infrastructure is in place prior to projected development demands.

ATTACHMENT 4



Conceptual Jackson Highway Vision

CONCEPT DRAWING



The Forests at Spring Creek
HTS

9	THE STORY
26	N.1 ASSISTED LIVING
36	N.2 INDEPENDENT LIVING
25	THE PLAZA
14	N.3
22	N.4
22	N.5
12	N.6 9x140
14	N.7 120x120
6	N.8 1 ACRE
	WILDLIFE PRESERVE



7700 College Town Drive Suite 101
Sacramento, CA 95826-2303
(916) 383-2500 FAX (916) 383-0552

VIA: E-MAIL; US MAIL; AND HAND DELIVERY

July 28, 2016

Christopher Jordan
Assistant to the City Manager
City of Elk Grove
8401 Laguna Palms Way
Elk Grove, California 95758

RE: Deer Creek 422 – Request for Inclusion in City of Elk Grove Sphere of Influence Application

Dear Mr. Jordan,

Pursuant to your direction during our meeting on June 17, 2016 and during our recent telephone call, I write this letter on behalf of the owners of the Deer Creek 422 Property (APN 126-0030-053-0000) ("Property") to request that the City of Elk Grove ("City") include the Property as a residential Study Area in the City's Sphere of Influence Application and General Plan Update.

The Property is highly suitable for residential development in the City for the following reasons: (1) the Property is adjacent to the existing City limits (Exhibit "A"); (2) the Capital Southeast Connector Expressway project will provide the Property with sufficient access to accommodate residential development as it will include the future expansion of Grant Line Road at the frontage of the Property and major intersection improvements at the intersection of Grant Line Road and Calvine Road; (3) the Property has access to the requisite water supply and sewer capacity required for residential development -- water supply via Sacramento County Water Agency Zone 40 and sewer capacity via the Sacramento Area Sewer District (Exhibits "B," "B-1," "C," and "C-1"); (4) the Property is located within the Elk Grove Unified School District; and (5) the anticipated development area of the Property is devoid of wetlands, which likely means that development of the Property will not involve an often lengthy and uncertain Federal Permitting process under Section 404 of the Federal Clean Water Act.

While City staff has indicated that the Property should be analyzed at no greater than one (1) dwelling unit per acre, the owners believe that the Property's unique characteristics make it suitable for low-density residential development as defined in the Elk Grove Zoning Code (4-7 units per acre). After all, it makes the most sense to develop residential housing on sites that have adequate access to services (i.e. do not require significant new infrastructure) and that have very limited natural resource values and/or potential values. California's population is anticipated to approach 50 million people by 2035. With this population growth, the pressures on the residential housing market are going to be even more acute. In coupling the anticipated pressure on the residential housing market with the Property's

Mr. Christopher Jordan
Page 2
July 28, 2016

unique attributes, the owners believe it would be prudent to at least study the Property's potential to accommodate a portion of the City's future housing needs.

The owners greatly appreciate the City's consideration of their request, and they look forward to working with the City Council and Staff to make sure this Property can help the City in obtaining its overall vision for growth and expansion. Please let me know if you have any questions or need any additional information to supplement the information provided in this letter and its attachments. I can be reached at (916) 383-2500 or by email at ronb@aktdev.com. Thank you for your continued attention to this Property – it is greatly appreciated.

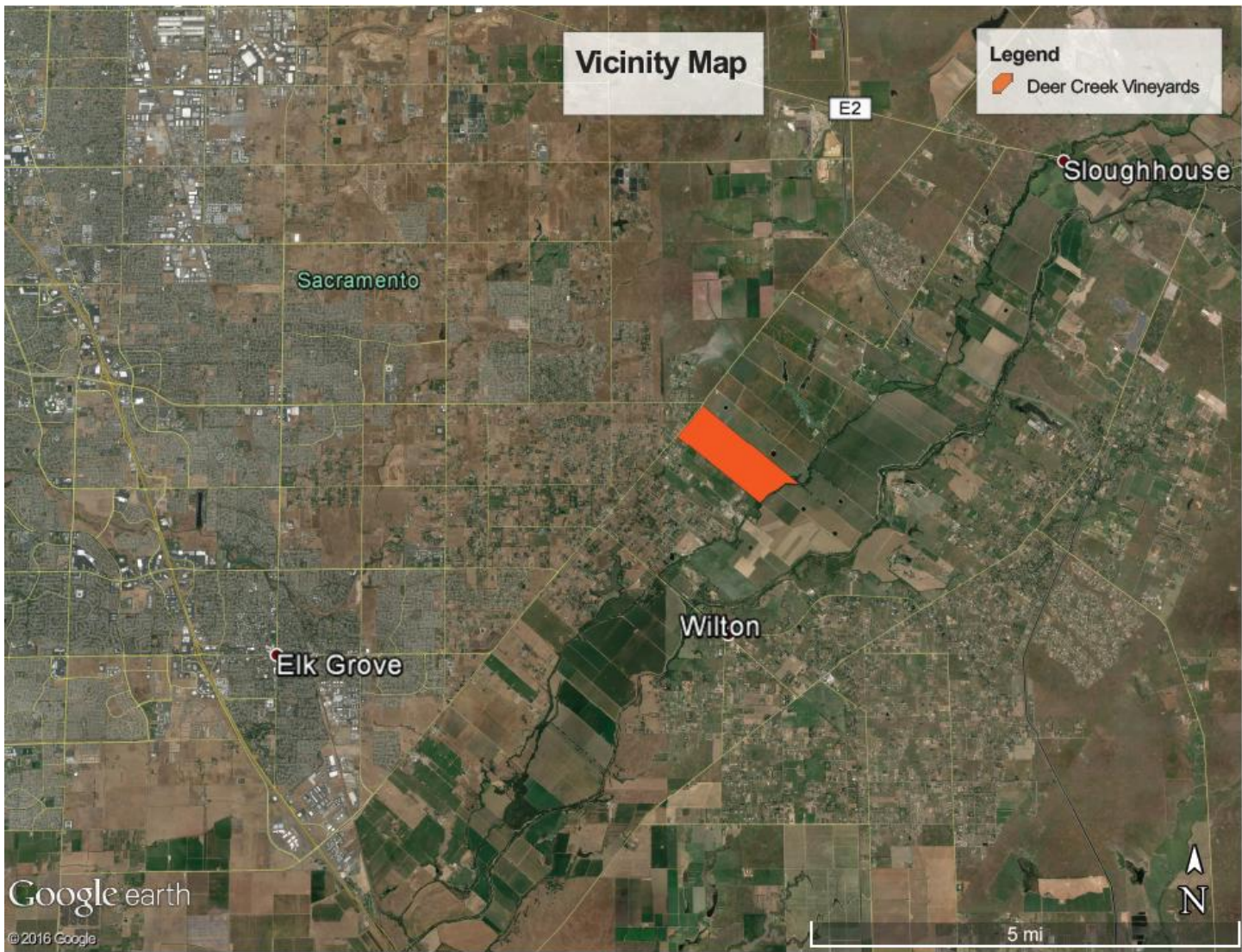
Regards,



Ron Bertolina, Esq.
Vice President and General Counsel
AKT Investments, Inc.
(916) 383-2500

cc: Angelo K. Tsakopoulos
Claudia Cummings (c/o Allen Hine)
Timothy Taron, Esq.

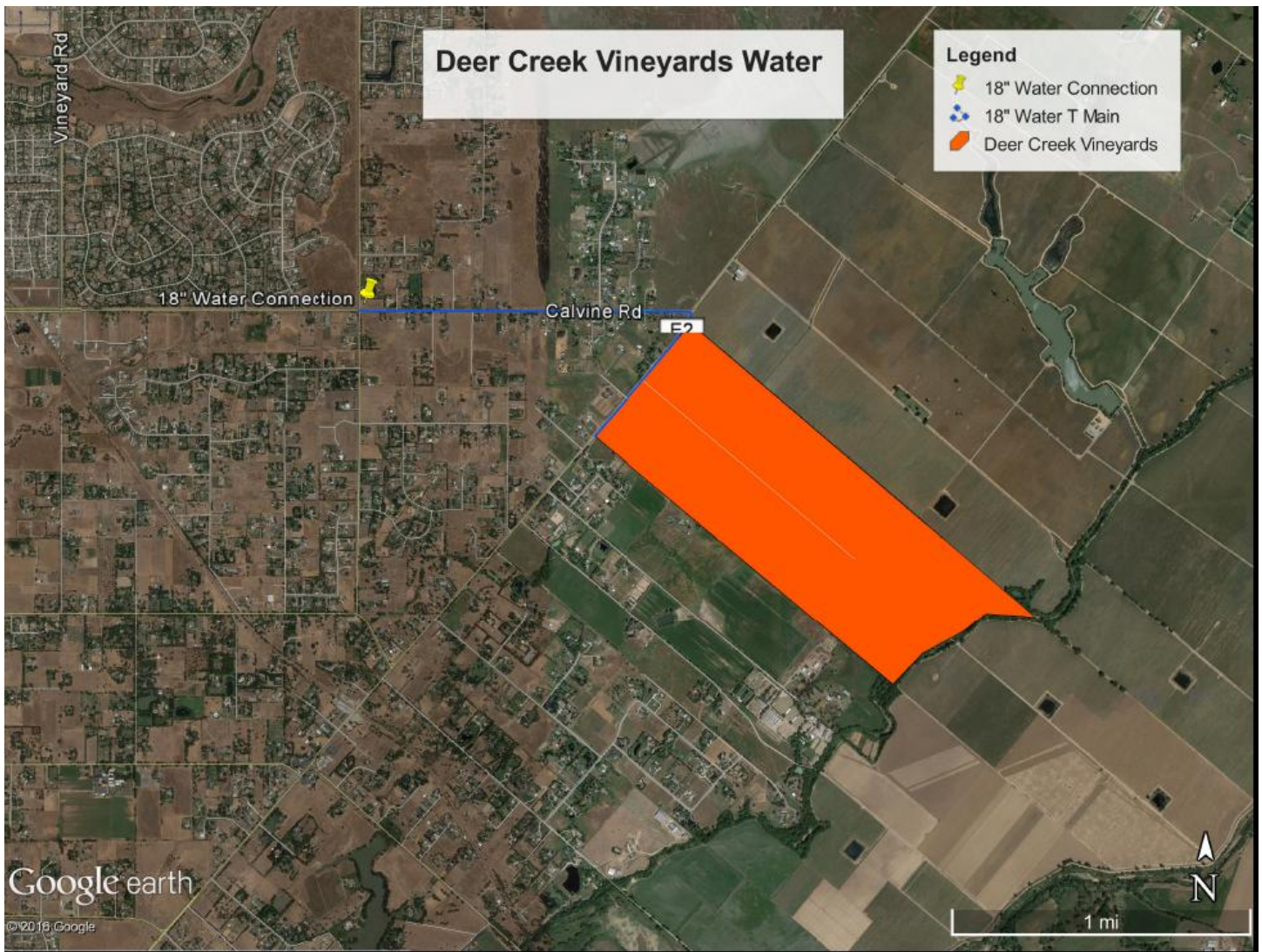
DEER CREEK VINEYARDS



Introduction

Deer Creek Vineyards is located along Grant Line Road approximately 1.5 miles north/east of the town of Sheldon and Wilton Road in Sacramento County. Deer Creek Vineyards is situated within the Capital SouthEast Connector Expressway project corridor slated for expansion of Grant Line Road, which will serve as a beltway through the southern area of Sacramento County into El Dorado County. The expressway will include the future expansion of Grant Line Road at the frontage of Deer Creek Vineyards. Deer Creek Vineyards also shares a boundary with the City of Elk Grove on the property’s southern boundary area. Deer Creek Vineyards encompasses approximately 422 ± acres of land and lies between Deer Creek to the east and Grant Line Road to the west (APN 126-0030-053-0000).

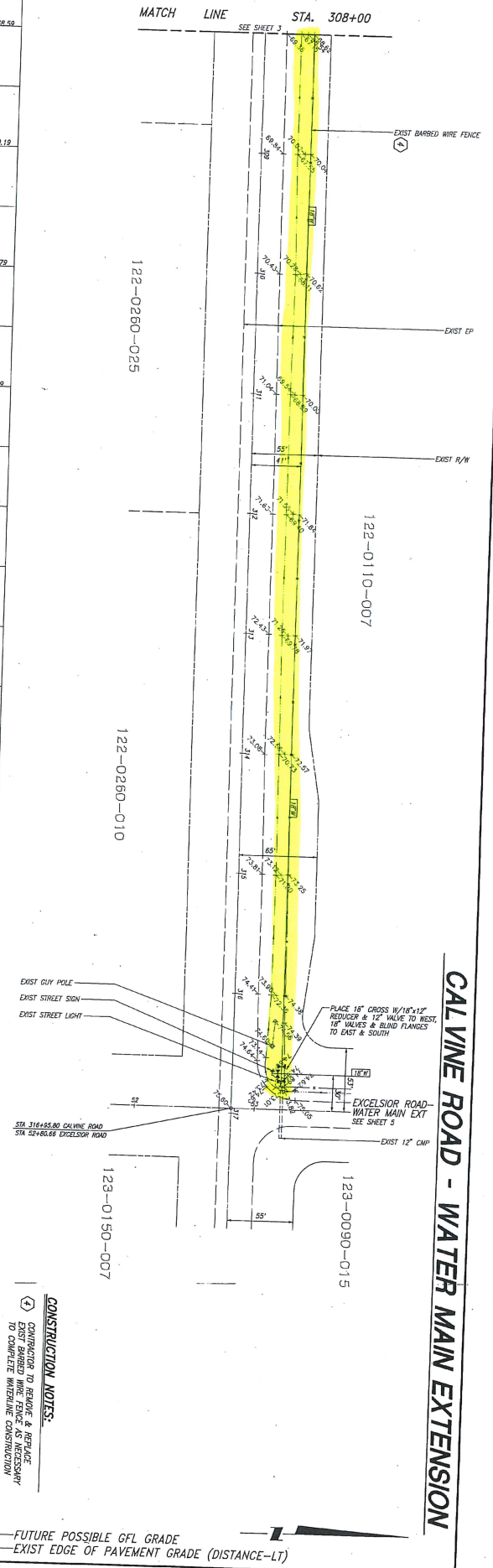
DEER CREEK VINEYARDS



Proposed Water

Deer Creek Vineyards proposes to connect to an existing 18” water main at the intersection of Excelsior Road and Calvin Road. The water main was constructed as part of the Excelsior Ranch Estates project. A stubbed out pipeline exist at the Excelsior Road and Calvin Road intersection for future extension of the pipeline to the east. It is estimated that there will be approximately 8,690’ feet of 18” water main extended to the Deer Creek Vineyards property and frontage area.

CALVINE ROAD - WATER MAIN EXTENSION



CONSTRUCTION NOTES:
 1. CONSTRUCTION TO REMOVE & REGRADE EXIST BARBED WIRE FENCE AS NECESSARY TO COMPLETE UNDERGROUND CONSTRUCTION

FUTURE POSSIBLE GFL GRADE
 EXIST EDGE OF PAVEMENT GRADE (DISTANCE-LT)

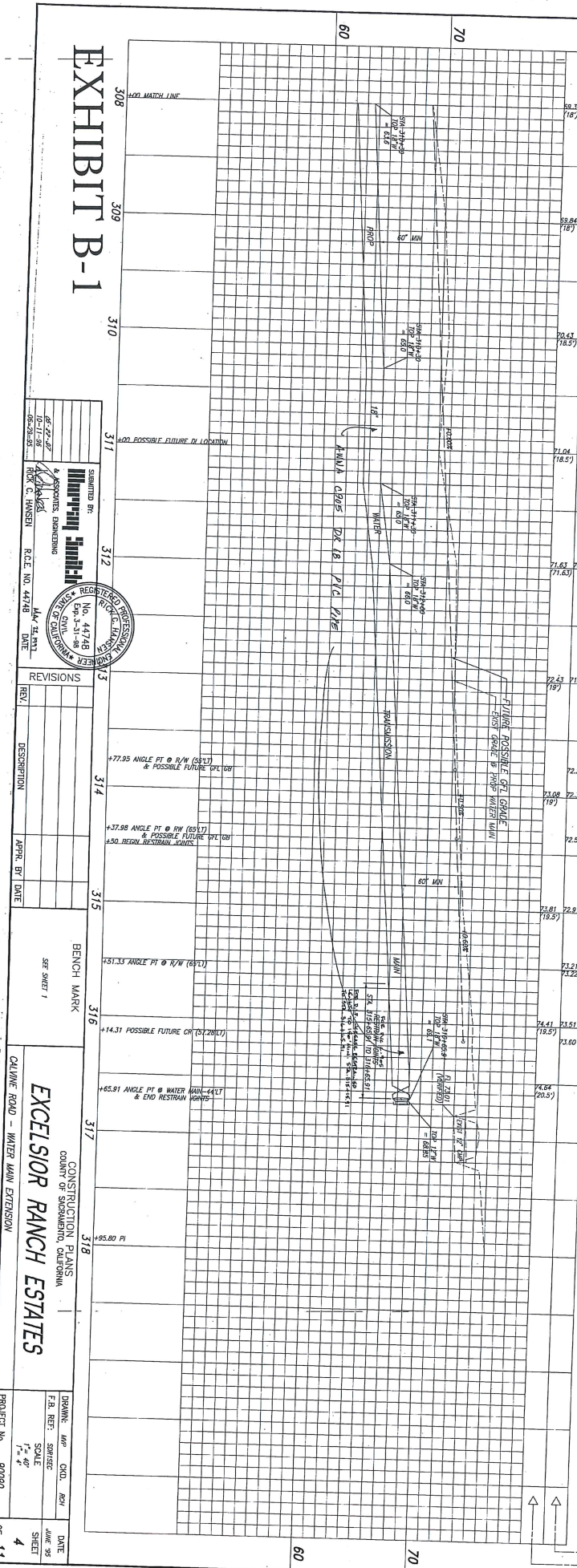


EXHIBIT B-1

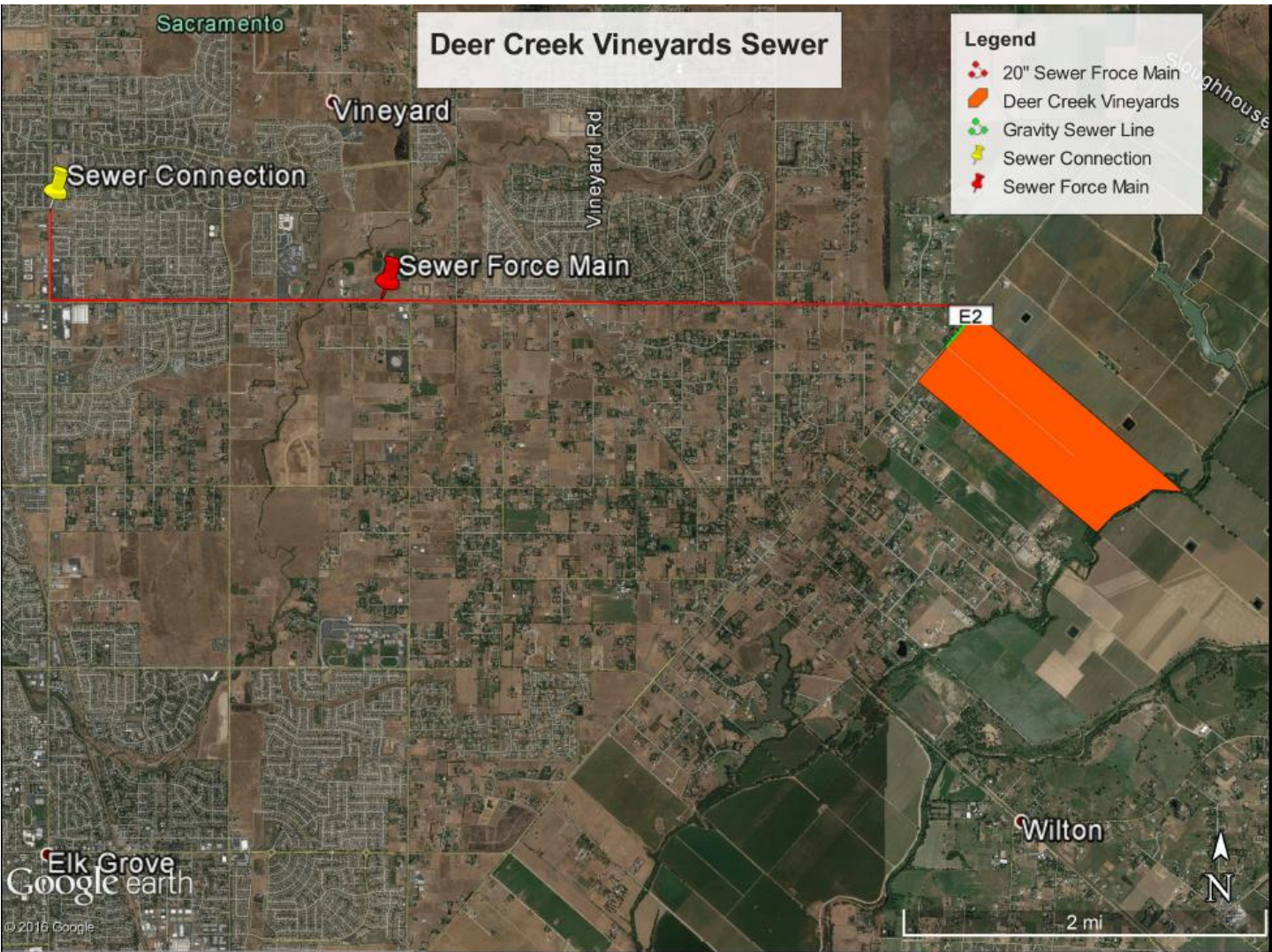
SUBMITTED BY: **Harvey Smith & Associates, Inc.**
 PROJECT NO. 44748
 DATE: 06-27-07
 DRAWN BY: **Harvey Smith**
 CHECKED BY: **Harvey Smith**
 PROJECT NO. 44748
 DATE: 06-27-07

REV.	DESCRIPTION	APPR. BY	DATE
1			
2			
3			

BENCH MARK
 SEE SHEET 1
 CALVINE ROAD - WATER MAIN EXTENSION

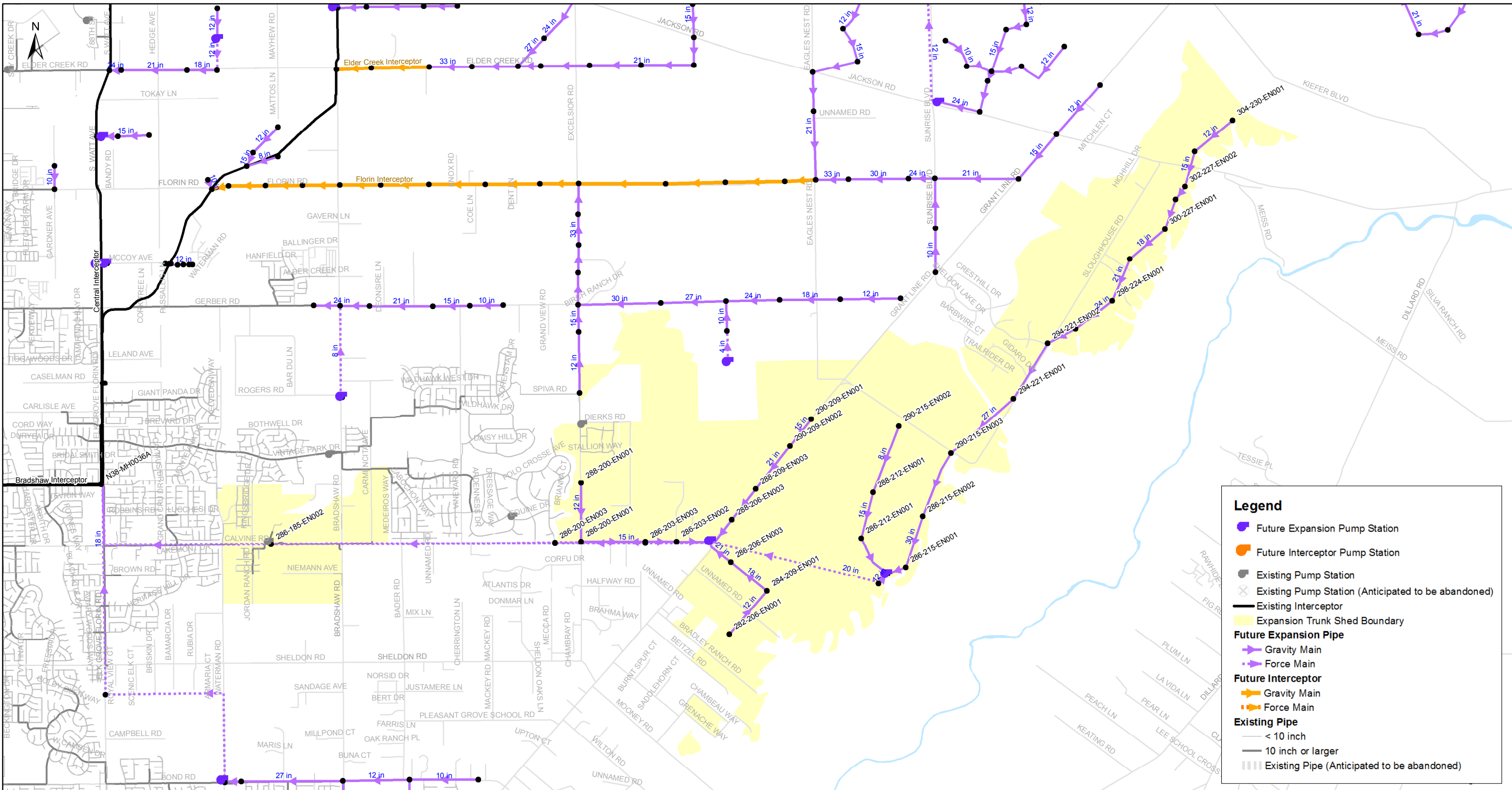
EXCELSIOR RANCH ESTATES
 COUNTY OF SACRAMENTO, CALIFORNIA
 PROJECT NO. 90090
 DRAWN: **Harvey Smith** CND, Rev.
 F.S. REF: **Harvey Smith**
 SCALE: **1" = 40'**
 DATE: **JUNE 29, 2007**
 SHEET: **4** OF **11**

DEER CREEK VINEYARDS



Proposed Sewer

Deer Creek Vineyards proposes to construct a combination of a sewer gravity system and sewer force main from the project to the existing Bradshaw Interceptor line. There will be a 10” gravity sewer from the project to a proposed sewer lift station and the south/west corner of Grant Line Road and Calvine Road. From the sewer lift station, a proposed 20” sewer force main will be constructed heading west on Calvine Road and eventually connect to the existing Bradshaw Interceptor at the intersection of Elk Grove Florin Road and Brittany Park Drive. It is estimated that there will be approximately 1,660’ feet of 10” gravity sewer and approximately 29,640’ feet of 20” sewer force main. The proposed county sewer connection is, per Sacramento Area Sewer District (SASD) 2010 System Capacity Plan, BR Calvine Buildout Expansion Plan figure A.2-1.



2010 SASD SYSTEM CAPACITY PLAN

BR Calvin
Buildout Expansion Plan

FIGURE A.2-1

EXHIBIT C-1

City of Elk Grove General Plan Update

Introduction of Draft Mobility Policies and Process



Introduction

The State is preparing changes to the California Environmental Quality Act (CEQA) that shift the analysis for transportation impacts from the existing standards of vehicle delay (measured as level of service, or LOS) to a metric that looks at the effect on the natural environment and more closely aligns with other recent changes in CEQA, such as impacts to air quality and greenhouse gases. In the most recent draft guidelines for implementation of Senate Bill (SB) 743 published by the State¹ (which the State has indicated closely reflect the final version that will be adopted), vehicle miles traveled (VMT) has been identified as the preferred metric for this analysis. VMT is directly linked to both greenhouse gas emissions analysis and criteria air pollutant analysis for emissions sources within the transportation sector. Reducing community-wide VMT thus represents an important component toward greenhouse gas reduction objectives identified at the State, regional, and local levels.

Reducing VMT can typically be accomplished in new development projects by placing opportunities to live and work within close proximity, efficient layout of land uses and structures, promoting transportation demand management techniques, and building effective alternative transportation infrastructure. New development projects that provide integrated land uses that meet housing, employment, and service needs allow multiple trip types to be satisfied locally, as opposed to requiring travel outside the neighborhood or City. Designing future projects to meet these characteristics is a key strategy to reduce VMT.

At the August 25, 2016, study session on the General Plan update, staff presented the topic of VMT and a number of implementation ideas. Specific within this presentation was the concept of eliminating LOS review for future projects. After discussion by the Council and Planning Commission, staff received direction to maintain LOS standards in the General Plan and include them as part of future development project analysis. The intent of this direction, as identified by the Council, was that an efficient vehicular transportation system was important to the community, provided the improvements were designed respective of the site context and character. Having further analyzed this issue, planning and legal staff have concluded that retaining LOS presents CEQA compliance concerns by setting a threshold that may be viewed as inconsistent with the new VMT standard. Therefore, staff is recommending an alternative process to ensuring roadway efficiency and safety without using LOS.

The updated General Plan will include two separate, but related, transportation policies – a VMT policy that establishes limits to be used as significance thresholds for CEQA analysis of future projects; and a roadway operations policy that promotes an efficient vehicular transportation system that reflects local context. VMT analysis will be included as part of future CEQA documents (negative declarations,

¹ Draft dated January 20, 2016

environmental impact reports). Roadway operations analysis will also be considered and could impact project design and environmental considerations.

Proposed General Plan Policies

Staff proposes that within the General Plan, the City establish a series of VMT-based transportation performance measures. These have been drafted to align with State legislation and guidelines and to implement the community's overall mobility vision. As drafted, the General Plan would establish VMT performance metrics and VMT limits for the community as a whole, for various types of land uses, and for each of the Study Areas beyond the existing (2017) City limits. These limits are designed to reduce community-wide VMT. The following are the established limits and rules:

- VMT limits by land use designation are 15% below a 2015 baseline per service population for that land use type.
- The Citywide VMT limits require land use projects in accumulation and build-out to not exceed 2015 baseline conditions.
- The Study Area VMT limits require land use projects to achieve a VMT level 15% below the baseline (2015).
- The VMT limits require transportation projects to be consistent with regional plans and not exceed the project's baseline VMT in the short-term.

While VMT has historically increased with the addition of new residents, a reduction in VMT can be achieved through a diverse land use mix that includes both employment and service uses, allowing residents to meet daily needs within a short distance of home. This reduces trip lengths, and provides improved access to alternative transportation modes (e.g., pedestrian, bicycle, transit).

As described below, discretionary development proposals will be screened by project type, size and location. Certain projects that do not meet size and location criteria may require further evaluation, and VMT reduction measures may be imposed.

Concurrent with the VMT policy, the draft Mobility policies also include a new roadway operations policy with the following two parts:

1. For roadway segments, an "Average Daily Traffic Design Target" is identified. This target describes the general targeted capacity for various types of roadway segments, based upon their lane configuration and design characteristics (design speed, access control). Based upon Average Daily Traffic projections and design characteristics of a given roadway, the target lane configuration would be selected. This data is based upon criteria in the Highway Design Manual and follows engineering best practices.
2. For roadway intersections, the City would establish a series of Design Considerations. Basically, these are concepts/evaluation metrics that provide an analysis of the operations of an intersection. For instance, it would look at pedestrian safety/crossing time, bicycle comfort, queue lengths in turn pockets, and other operational aspects.

VMT Implementation and Analysis Process

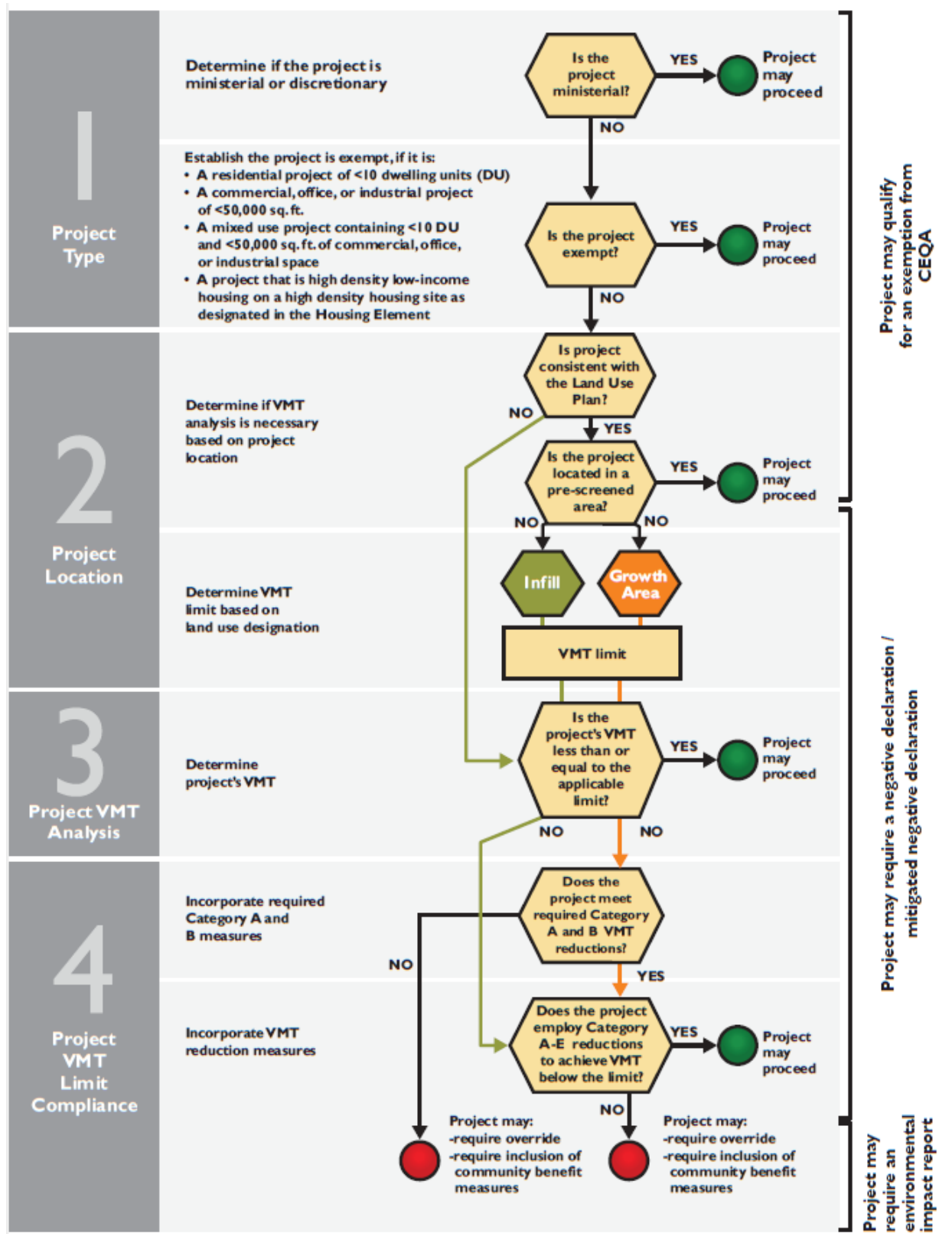
The implementation and enforcement of the VMT policies follows a different process for land use development projects and for transportation projects, as described below. Transportation projects, by

their nature, pose different VMT questions than land use projects and the VMT policy and the draft Transportation Analysis Guidelines recognize this difference.

Land Use Projects

VMT analysis for land use projects utilizes a four-step process, as shown in **Figure 1**. Simpler projects or projects with below-limit VMT will have fewer required steps, or could be considered exempt. The process for calculating and determining VMT impacts is documented in the draft Transportation Analysis Guidelines, which will ultimately replace the existing Traffic Impact Study Guidelines as part of the General Plan update.

Figure 1: Land use project VMT analysis process



The first step in the VMT analysis process is determining if the project is exempt. Ministerial projects are exempt from this process as they are exempt from CEQA.

Project scale plays a role in understanding the VMT impacts of a project. Consistent with the State's guidance, projects that are below the following thresholds and are consistent with the General Plan Land Use Plan are exempt from further analysis as the number of trips generated by these types of projects would be relatively few. Therefore, the VMT generated by these projects would be low and would not produce a substantial change in VMT.

- A residential project of less than 10 dwelling units, or
- A commercial, office, or industrial project of less than 50,000 sq. ft.

Projects with a mix of dwelling units and non-residential space are exempt only if both components meet the criteria above.

Projects that propose including high density lower-income housing on high density housing sites as designated within the housing element are also exempt from additional VMT analysis. Incorporating lower-income housing in a development project typically generates low VMT, and is identified as a potential measure to reduce VMT in the Office of Planning and Research (OPR) guidelines. Because lower-income housing is a low VMT producer (due to the nature of the travel patterns of these residents) and the City wishes to facilitate its production through streamlined permit processes, it is appropriate to exclude these kinds of projects from VMT analysis.

The next step for a land use project is to determine consistency between the project and the General Plan Land Use Plan. Projects that are inconsistent with the Land Use Plan are automatically considered inconsistent with the VMT policy and shall conduct a VMT analysis. In these cases VMT analysis should compare proposed land uses against existing conditions as well as against the adopted land uses in the Land Use Plan. A general plan amendment may be required. Projects that are consistent with the Land Plan move to the next step.

Next occurs an analysis of the project's VMT limits based on the project location. Some areas of the City already perform at a VMT level sufficiently below the reduction target such that adding new land uses, consistent with the Land Plan, would not result in VMT above the overall reduction target. As a result, infill projects in some areas may require less stringent analysis and reduction requirements than those in other areas with higher projected VMT. These location determinations would be based on a screening map prepared by the City and incorporated into the Transportation Analysis Guidelines (a draft of the current version of this map is included in the Transportation Analysis Guidelines for review). If a project is located within the designated areas and is consistent with the Land Use Plan, it would be exempt from further analysis. Based on ongoing monitoring, this map may be updated over time as land use and circulation patterns in Elk Grove change based on implementation of the General Plan. This is why the map is included in the Guidelines rather than in the General Plan.

If a project does not meet any of the above exemptions and cannot be pre-screened, a project-specific transportation analysis is required. Under this analysis, the project must show consistency with two specific VMT limits. The first is relative to the underlying General Plan land use designation. These limits were developed based on a 15% reduction from the daily VMT produced by parcels within each land use in the City in the 2015 base year. Base year VMT results will be documented in the General Plan Appendix as well as the accompanying environmental impact report (EIR). Once a project reaches this

step, its projected build-out VMT must be compared to the underlying land use designation limit. If the project's projected VMT is equal to or below the limit, it need not implement any VMT reduction measures.

If a project's VMT analysis indicates it exceeds the relevant limit, VMT reduction strategies must be identified. The City has identified several different categories of acceptable reduction strategies, which are documented in the Transportation Analysis Guidelines and discussed further below. These strategies may be updated based on need and effectiveness, which is why they are included in the Guidelines and not the General Plan. Strategies that provide reductions by optimizing project location and types of planned land uses are prioritized as a way of ensuring that the applied mitigation promotes the overall objectives of the updated General Plan.

If a project is able through application of approved VMT reduction strategies to reduce VMT below or equal to the applicable limits, it may proceed. Projects that cannot achieve VMT reductions to levels at or below the limit may be found to have significant and unavoidable transportation impacts under CEQA. Consistent with CEQA, the City may override these impacts provided some other form of community benefit is achieved by the project (see State CEQA Guidelines section 15093(a)).

Options to Reduce VMT

VMT reductions can be accomplished by optimizing the location and types of land uses in the project and its immediate vicinity and through site enhancements to roads as well as bike and pedestrian networks to encourage the use of alternative transportation modes. Mode shifts are also encouraged by implementing parking policies, transit system improvements, and trip reduction coordination or incentive programs. As detailed in the Transportation Analysis Guidelines, VMT reduction strategies are addressed in five categories:

- A. Land use/location strategies
- B. Site enhancement strategies
- C. Transit system improvement strategies
- D. Commute trip reduction strategies
- E. In-lieu fee

Under the proposed draft, the City would require that new development projects that are not infill projects first exercise all VMT reductions possible through project location and proposed land use mix and site enhancement strategies (Category A and Category B) within the project and in the immediate vicinity. Once those opportunities have been exhausted, these projects can utilize reductions in the remaining four categories (Categories C through E). Specifically, in-lieu fees and transportation demand management (TDM) programs represent appropriate reduction strategies. TDM measures can promote, for example, carpooling, vanpooling, telecommuting, transit, bicycle, flexible work hours, compressed workweeks, and parking policies/pricing structures. The VMT reduction options available in each category are detailed in the City's Transportation Analysis Guidelines.

The most effective way to achieve VMT reductions in new development areas is through master planning (e.g., specific plans, community plans). This approach enables comprehensive analysis of a range of land uses that can effectively interact and achieve VMT reductions holistically.

Baseline and VMT Calculation

The City has used regional models, including Urban Footprint and the SACMET travel demand model, to estimate VMT produced in 2015 (the latest year for which data is available) throughout the community. Based on these results, the City determined average VMT produced per service population within each land use designation. **Table 1** (which will be incorporated into the General Plan) identifies 2015 VMT levels, which will be used as the baseline for the City’s VMT target limits.

Staff has selected the VMT per service population methodology because it uses an allocation system to look at daily residential and worker VMT. First, daily home-based residential VMT per capita is calculated. This looks at all home-based auto vehicle trips, traced back to the residence of the trip-maker, including home-based work, home-based other, home-based school, and home-based shopping trips. Non-home-based trips are excluded.

Next, the home-based worker VMT per worker is calculated. This looks at all vehicle trips between home and work. Commercial vehicle trips (e.g., delivery trucks) are excluded from the analysis.

The following illustrates how this calculation is completed:

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

$500/100 = 5.0$

This method allows for possible calculation from both trip-based models and activity-based and tour-based models and surveys.

Table 1: Vehicle Miles Traveled Baseline (2015) by Land Use Designation²

Land Use Designation	Average Daily VMT per Service Population
Commercial and Employment	
Community Commercial	81.4
Regional Commercial	48.1
Employment Center	14
Light Industrial/Flex	30.8
Light Industrial	49.7
Heavy Industrial	36.6
Mixed Use Land Use Designations	
Village Center Mixed Use	32
Residential Mixed Use	20.6 ¹
Public/Quasi Public and Open Space	
Parks and Open Space	0 ²
Resource Management and Conservation	0 ²
Public Services	23.5
Residential Land Use Designations	
Rural Residential	23.6
Estate Residential	18.8 ¹
Low Density Residential	14.1
Medium Density Residential	12.9
High Density Residential	9.2 ¹
Other Land Use Designations	
Agriculture	35.9

Notes:

¹ The City had limited operating land uses of this type in 2015. Therefore, the baseline 2015 VMT numbers for these land use designations were extrapolated based on most similar land uses.

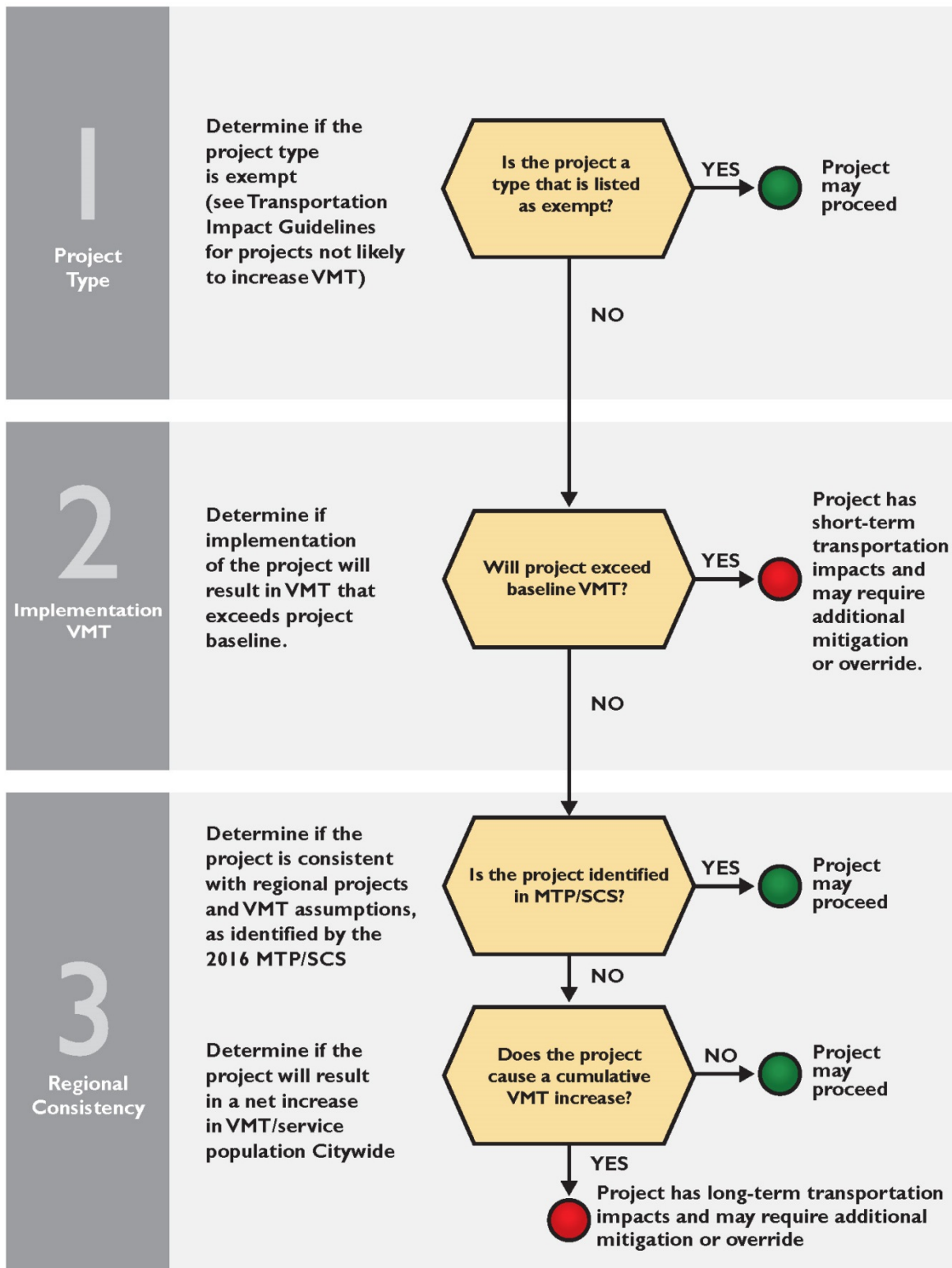
² These land use designations are not anticipated to produce significant VMT, as they have no residents and limited to no employees.

Transportation Projects

Transportation projects follow a three-step process, as shown in **Figure 2**. Projects that would not result in measurable increases in VMT are considered exempt. Such projects are identified in the Transportation Analysis Guidelines and are based on those listed on page III:27 of the OPR's Technical Advisory Revised Proposal on Updates to the CEQA Guidelines on Evaluating Transportation Impacts in CEQA (January 2016).

² Baseline 2015 VMT averages will be updated upon completion of SACSIM modeling.

Figure 2: Transportation project VMT analysis process



Transportation projects that are not exempt must go through an analysis process that is two-fold: assessing both short-term VMT impacts and long-term VMT impacts from a regional perspective.

Short-term analysis should generally be conducted first and is required for all projects determined not to be exempt. To conduct short-term analysis, projects should use the City of Elk Grove baseline year travel forecasting model to estimate the CEQA baseline no project VMT/Service Population. Projects should not exceed baseline VMT at the time of initiation of the project. If the per service population VMT exceeds the CEQA baseline, the project may be subject to additional mitigation measures recommended by staff or may require an override, as such a project would be considered to have significant and unavoidable transportation impacts if not mitigated.

Long-term VMT analysis is only required if the project is not consistent with the current Sacramento Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS). In general, transportation projects should only be proposed when they are part of the regional transportation plan, which includes a full list of anticipated projects that have been incorporated into the regional travel forecasting model. If the project is accounted for in the MTP/SCS its impacts are already accounted for within regional VMT models and assessments. However, if a project is not accurately represented in the regional travel forecasting model it is subject to an alternative analysis based against the MTP/SCS travel forecast model, or alternatively against the VMT/Service population using the ratio of City-generated VMT (using an origin-destination method) and Citywide service population.

If the project exceeds long-term VMT limits by either analysis method, the transportation project will be determined to have transportation impacts. Additional mitigation measures may be required of the project.

Projects with Prior CEQA Review

Legacy projects (those approved prior to General Plan adoption) that are still valid have been incorporated within the General Plan Land Use Plan and will be accounted for in the General Plan EIR's VMT analysis. Therefore, these projects would not require subsequent VMT analysis unless changes are proposed to the originally approved project. In cases where a development project considered after adoption of the updated General Plan proposes changes from what was previously approved, the project may be subject to VMT analysis pursuant to the process described above.

Projects located within an approved Community Plan, Specific Plan, or Special Planning Area (SPA) for which a CEQA analysis was approved or certified would likely also not require additional CEQA review. For example, a specific development application (e.g., tentative subdivision map, design review) in the Southeast Policy Area, the Laguna Ridge Specific Plan, or Lent Ranch SPA would benefit from the corresponding EIR when the development application is consistent with the General Plan as SEPA, Laguna Ridge, and Lent Ranch have been incorporated into the General Plan. In the case of a change to a Community Plan, Specific Plan, or SPA, the VMT analysis may consider the entirety of the Community, Specific Plan, or SPA as the basis for the analysis, taking advantage of benefits provided from the mix of uses, trails, and other transportation modes present in the underlying plan.

Roadway Operations and Sizing

As stated, the General Plan will include a policy regarding roadway efficiency; however, the efficiency of the roadway network will no longer be measured through LOS. Rather, the policy has been restructured to evaluate a range of metrics including vehicular capacity, intersection delay, pedestrian and bicycle safety and stress levels, the cost of constructing and maintaining the improvements, and the character and context of the surrounding environment. This approach is much more subjective than a traditional LOS grade. The metrics included in the draft policy are identified as targets to guide decision making. Ultimately, the City Council may approve deviations from the targets based upon any of the relevant factors.

Staff has completed a preliminary analysis of the City's roadway system, looking at the potential lane configurations of various segments. This analysis is based upon Alternative B and Scenario 2 and will be adjusted based upon the land use and policy direction of the City Council. The map included in this draft illustrates staff's recommended roadway sizing diagram, which accomplishes the following:

- Maintains 2-lane roads within the Sheldon Rural Area
- Maintains a 2-lane Elk Grove Boulevard through Old Town
- Targets lane reductions and "road diets" along select corridors for potential on-street bicycle (Class 2) and off-street trail improvements. Examples include but are not limited to:
 - Bruceville Road south of Laguna Boulevard
 - Harbour Point
 - Elk Grove Boulevard east of Waterman

In making these recommendations, staff analyzed six different scenarios, which are described below and demonstrated in the attached table:

1. Kammerer Road with existing lane configuration – This scenario maintains as much of the roadway network within the design capacity target. It leaves the lane configuration of Kammerer Road, though, as currently defined, resulting in a performance decrease (it no longer performs as a true expressway).
2. Kammerer Road as Expressway - This scenario is similar to scenario 1; however, Kammerer Road is maintained as an expressway after development of the Study Areas.
3. Scenario 2 with Eschinger Interchange – This scenario maintains Kammerer as an expressway and also includes some reconfiguration of the interchange at SR-99 and Eschinger Road in order to maintain operational efficiencies due to the level of development in Study Areas 2 and 3.
4. Scenario 2 with 2-Lane Rural Roads – Under this scenario, the existing character of the Sheldon Rural Area roads are maintained (e.g., 2-lane roads). Otherwise, it is based on Scenario 2.
5. Road Diets – This scenario is based on scenario 4 but also puts several roadways on a diet in order to add some bicycle and pedestrian improvements (see list above in staff recommendation).
6. Road Diets + Eschinger Interchange – This scenario is the same as scenario 5 but adds the Eschinger interchange. This is staff's recommended scenario.

City of Elk Grove General Plan Update

Draft Mobility Policies



The following represents a portion of the mobility policies to be included in the updated General Plan. This excerpt highlights only the roadway performance and Vehicle Miles Traveled (VMT) policies, which implement forthcoming changes to the California Environmental Quality Act (CEQA). Other policies relative to transit, active transportation (e.g., bicycles, pedestrians), goods movement, complete streets, and interagency coordination will be included in the complete draft document at a later date.

*Existing General Plan policies that are carried forward to this draft are highlighted with an **E**. This is not a complete list of existing policies that will carry forward.*

GOAL 1: A CONNECTED TRANSPORTATION NETWORK THAT PROVIDES FOR THE SAFE AND EFFICIENT MOVEMENT OF PEOPLE AND GOODS ACROSS ALL MODES WHILE ACCOUNTING FOR THE ENVIRONMENTAL EFFECTS OF THOSE SYSTEMS.

Policy 1-1: Implement the Circulation Plan with the Roadway System and Sizing Diagram, shown as **Figure M-1**.

Action 1-1-1: E { Where a development project is required to perform new roadway construction or road widening, the entire roadway shall be completed to its planned width from curb-to-curb prior to the operation of the project for which the improvements were constructed, unless otherwise approved by the City Engineer. Such roadway construction shall also provide facilities adequate to ensure pedestrian safety as determined by the City Engineer

Policy 1-2: Circulation planning shall consider all modes (e.g., automobile, transit, pedestrian, bicycle) and the overall mobility of these travel modes when evaluating transportation design and potential impacts.

Policy 1-3: The City desires a robust and efficient roadway network that provides access to properties in a safe and convenient manner while also balancing with the tangible and financial implications of these improvements. Factors included in this balance include, but are not limited to, the role and function of the subject roadway(s), availability and comfort level with available pedestrian and bicycle facilities (to the extent applicable), character of the surrounding area, and the cost to complete the improvement and ongoing maintenance obligations.

The Roadway System and Sizing Diagram (shown in **Figure M-1** and as discussed in Policy 1-1) reflects the implementation of this policy at a macro level; the City will

consider the specific design of individual segments and intersections in light of this Policy and the guidance provided by the Roadway System and Sizing Diagram.

E { The City acknowledges that the Capital SouthEast Connector has identified specific efficiency standards for certain segments. The City will strive to achieve these standards to the extent feasible and will work with the JPA as necessary.

To facilitate this analysis, the City shall use the following guidelines or targets. Deviations from these metrics may be approved by the approving authority (whether Planning Commission or City Council). These targets shall be laudatory goals but shall not be mandated performance standards.

- A. **Vehicular Design Considerations** – The following targets apply to vehicular mobility:
 - 1. **Intersection Performance** – Generally, and except as otherwise determined by the City Council or as provided in this General Plan, the City will seek to achieve the peak hour delay target identified in **Table 1**.

Table 1: Vehicular Design Considerations: Intersection Performance Targets

Intersection Control	Peak Hour Delay Design Target [seconds/vehicle]
Stop (Side-Street & All-Way)	< 35.1
Signal	< 55.1
Roundabout	< 35.1

- 2. **Roadway Performance** – Generally, and except as otherwise determined by the approving authority (whether Planning Commission or City Council) or as provided in this General Plan, the City will seek to achieve the average daily traffic design target identified in **Table 2**. These targets shall be laudatory goals but shall not be mandated performance standards.

Table 2: Vehicular Design Considerations: Segment Performance Targets

Facility Type	Number of Lanes	Median	Speed	Average Daily Traffic Design Target
Arterial	2	No	25	13,600
			30	14,600
			35	15,700
			40	16,600
			45	17,700
			55	18,600
	4	Yes	25	14,300
			30	15,400
			35	16,500
			40	17,500
			45	18,600
			55	19,600
4	No	30	29,800	

Facility Type	Number of Lanes	Median	Speed	Average Daily Traffic Design Target
			35	31,600
			40	33,500
			45	35,300
	4	Yes	30	31,400
			35	33,300
			40	35,300
	5	Yes	45	45,600
			30	46,400
	6	Yes	35	48,900
			40	51,500
			45	54,000
	7	Yes	45	59,400
	8	Yes	45	64,800
			55	72,000
Expressway	4	Yes	55	64,800
	6	Yes	55	97,200
Freeway	4	Yes	55+	74,400
	6	Yes	55+	111,600
	8	Yes	55+	148,800

- Pedestrian and Bicycle Performance** – The City will seek the lowest stress scores possible for pedestrian and bicycle performance after considering factors including design limitations and financial implications.

Action 1-3-1: The City shall update its guidelines for the preparation of transportation analyses for consistency with this policy. As part of the guidelines, the City shall:

- Identify appropriate methodologies for calculating intersection and roadway performance.
- Identify appropriate methodologies for calculating pedestrian and bicycle performance and stress scores.

Policy 1-4: The City desires to achieve a reduction in the travel distances of automobile trips, referred to as Vehicle Miles Traveled (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. These metrics and limits shall be used as thresholds of significance in evaluating projects subject to CEQA.

Projects that do not achieve the limits outlined below shall be subject to all feasible mitigation measures necessary to reduce the VMT for, or induced by, the project to the applicable 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.

- A. **New Development** – Any new land use plans (and amendments to such plans) and other discretionary development proposals (referred to as “development projects”) are required to demonstrate a 15 percent reduction in VMT from existing (2015) conditions. To demonstrate this reduction, conformance with following land use and cumulative VMT limits is required:

- 1. **Land Use** – Development projects shall demonstrate that the VMT produced by the project at buildout is equal to or less than the VMT limit of the underlying land use designation, as shown in **Table 3**, which incorporates the 15 percent reduction:

Table 3: Vehicle Miles Traveled Limits by Land Use Designation

Land Use Designation	VMT Limit (daily per service population)
Commercial and Employment Land Use Designations	
Community Commercial	69.2
Regional Commercial	40.9
Employment Center	11.9
Light Industrial/Flex	26.2
Light Industrial	42.2
Heavy Industrial	31.1
Mixed Use Land Use Designations	
Village Center Mixed Use	27.2
Residential Mixed Use	17.5
Public/Quasi Public and Open Space Land Use Designations	
Parks and Open Space	0 ¹
Resource Management and Conservation	0 ¹
Public Services	20
Residential Land Use Designations	
Rural Residential	20.1
Estate Residential	18
Low Density Residential	12
Medium Density Residential	10.9
High Density Residential	7.8
Other Land Use Designations	
Agriculture	30.5

Notes:

1. *These land use designations are not anticipated to produce substantial VMT, as they have no residents and limited to no employees. These land use designations therefore have no limit and are exempt from analysis.*

2. **Cumulative for Development Projects within the Existing City (2017)** – Development projects located within the existing (2017) City limits shall demonstrate that cumulative VMT would be equal to or less than the established Citywide limit of 5,565,587 VMT (total daily VMT), which incorporates the 15 percent reduction.
3. **Cumulative for Development Projects within Growth Areas** – Development projects located within Study Areas shall demonstrate that cumulative VMT within the applicable Study Area would be equal to or less than the established limit shown in **Table 4**, which incorporates the 15 percent reduction.

Table 4: Study Area Total Vehicle Miles Traveled Limits

Study Area	VMT Limit (total VMT at buildout)
East Study Area	342,855
South Study Area	1,219,516
West Study Area	550,040

Transportation projects that are exempt from these requirements because they are not likely to lead to a substantial or measurable increase in VMT are listed in the Transportation Analysis Guidelines.

B. Transportation Projects – Transportation projects likely to lead to a substantial or measurable increase in VMT shall:

1. **Not increase VMT per service population.** Projects must demonstrate that the VMT effect of the project does not exceed the project’s baseline condition VMT.
2. **Be consistent with the regional projections and plans.** The project shall be specifically referenced or listed in the MTP/SCS and accurately represented in the regional travel forecasting model. Qualifying transportation projects that are not consistent with the region’s MTP/SCS shall also demonstrate that the cumulative VMT effect does not increase regional VMT per service population.

Action 1-4-1: The City shall prepare and regularly update guidelines for the preparation of transportation impact analysis for consistency with this policy. As part of the guidelines, the City shall:

- Identify appropriate methodologies for calculating VMT for both land use and transportation projects,
- Monitor Citywide VMT and identify areas of the City that may be exempt from subsequent analysis, and
- Monitor the effectiveness of VMT reduction strategies and update a list of appropriate strategies on an ongoing basis.

Transportation Analysis Guidelines

The following is an excerpt of the new Transportation Analysis Guidelines, which will replace the current Traffic Impact Analysis Guidelines. This excerpt addresses when a VMT analysis is required (consistent with the draft General Plan policies) and how this analysis is to be conducted. The final draft Transportation Analysis Guidelines will address the following additional topics:

- *Roadway segment capacity analysis*
- *Roadway intersection delay analysis*
- *Multimodal transportation analysis (when required and how to complete), which will often assist in identifying feasible mitigation to potential VMT impacts, as well as addressing consistency with other General Plan policies related to pedestrian, bicycle, and transit.*

This document also include some preliminary information regarding pedestrian and bicycle stress analysis, which will be expanded in the final document.

Vehicle Miles Traveled (VMT) Analysis

Background

Vehicle miles traveled, or VMT, is a meaningful metric for measuring transportation impacts on the natural environment. It considers the number of miles traveled by motor vehicles that are generated by or attracted to a project. VMT captures both motorized trip generation rates and trip length. This allows for an accounting of both the effects of a project's features and its surroundings, as well as its location within the region. VMT considers only motor vehicle trips and excludes trips by other modes. Therefore, the benefits of transit and active transportation trips are captured through reductions in VMT.

The City, consistent with changes in State law, requires the analysis of VMT as part of environmental reviews under the California Environmental Quality Act (CEQA). To this end, the City has established VMT-based transportation performance analysis guidelines for both new development projects requiring discretionary approval and transportation projects. New land use plans or development projects must demonstrate that VMT produced by the proposed project does not exceed established VMT limits for the applicable land use designation. Limits are determined as a 15 percent reduction from 2015 VMT in the City by land use designation, as recommended by the State. The VMT limits ensure the City is meeting local greenhouse gas emissions goals and State requirements (Senate Bill (SB) 743) for conducting transportation impact analysis as part of CEQA compliance.

New land use plans or development projects within the planning area must also demonstrate that VMT produced by the proposed project, in accumulation with other existing and planned projects, does not exceed established VMT limits for the City as a whole or for the applicable Study Area. Citywide and Study Area limits are based on 2015 baseline daily VMT.

Transportation projects that are likely to lead to a substantial or

Transportation projects that are not likely to lead to a substantial or measurable increase in VMT and will not be subject to analysis requirements are detailed in the Project Type and Exemptions section.

measurable increase in VMT must demonstrate that: (a) the VMT effect of the project does not exceed baseline conditions, and (b) the project is consistent with regional projections and plans (i.e., the Sacramento Area Council of Governments Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS)). Projects likely to be exempt are described on page 9.

These guidelines were prepared to ensure that analyses are consistent, comprehensive, and provide decision-makers with adequate information to quantify impacts of development on the City's transportation system.

Vehicle Miles Traveled Goal

The City has established VMT limits for projects which are designed to achieve a 15 percent reduction in VMT below a 2015 baseline for new land use development. The VMT limits are established at the Citywide or Study Area level as well as the land use designation level underlying the project.

The City has also established VMT limits for new transportation projects to not exceed project baseline VMT and to be consistent with regional VMT forecasts and transportation plans. Transportation projects in Elk Grove that are identified within the Sacramento Area Council of Governments (SACOG) Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS) are considered to be regionally consistent.

Projects with VMT less than or equal to the established limits may be found to have less than significant transportation impacts under CEQA. Projects with VMT exceeding the established limits that are unable to reduce VMT through reduction strategies identified below:

1. May be required by the City to demonstrate clear community benefit, within the context of the General Plan; and/or
2. May be found to have significant and unavoidable transportation impacts, requiring the City to adopt a statement of overriding considerations. Projects would be required to mitigate transportation impacts to the extent feasible.

Baseline and VMT Calculation

The City has selected the VMT per service population methodology as the basis for VMT analysis. This methodology was selected because it uses an allocation system to consider daily residential and worker VMT. First, daily home-based residential VMT per capita is calculated. This considers all home-based auto vehicle trips, traced back to the residence of the trip-maker, including home-based work, home-based other, home-based school, and home-based shopping trips. Non-home-based trips are excluded.

Next, the home-based worker VMT per worker is calculated. This looks at all vehicle trips between home and work. Commercial vehicle trips (e.g., delivery trucks) are excluded from the analysis.

The following illustrates how this calculation is completed:

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

$500/100 = 5.0$

This method allows for possible calculation from both trip-based models and activity-based and tour-based models and surveys.

The City has used regional models, including Urban Footprint and the SACMET travel demand model, to estimate VMT produced in 2015 throughout the community. Based on these results, the City has determined average VMT produced per service population within each land use designation. This data has been incorporated into the VMT policy established in the General Plan.

VMT Analysis Requirements

When required, a VMT analysis shall be prepared by a qualified transportation consultant, as determined by the City. The consultant shall prepare and submit a scope of services acceptable to the Public Works Director. The scope shall include a discussion of analysis methodology, typically using SACOG’s SACSIM model or a similar approach. Work on the study shall not commence until a written Notice to Proceed is received from the Development Services Department. For studies to be included in environmental documents, the scope shall also:

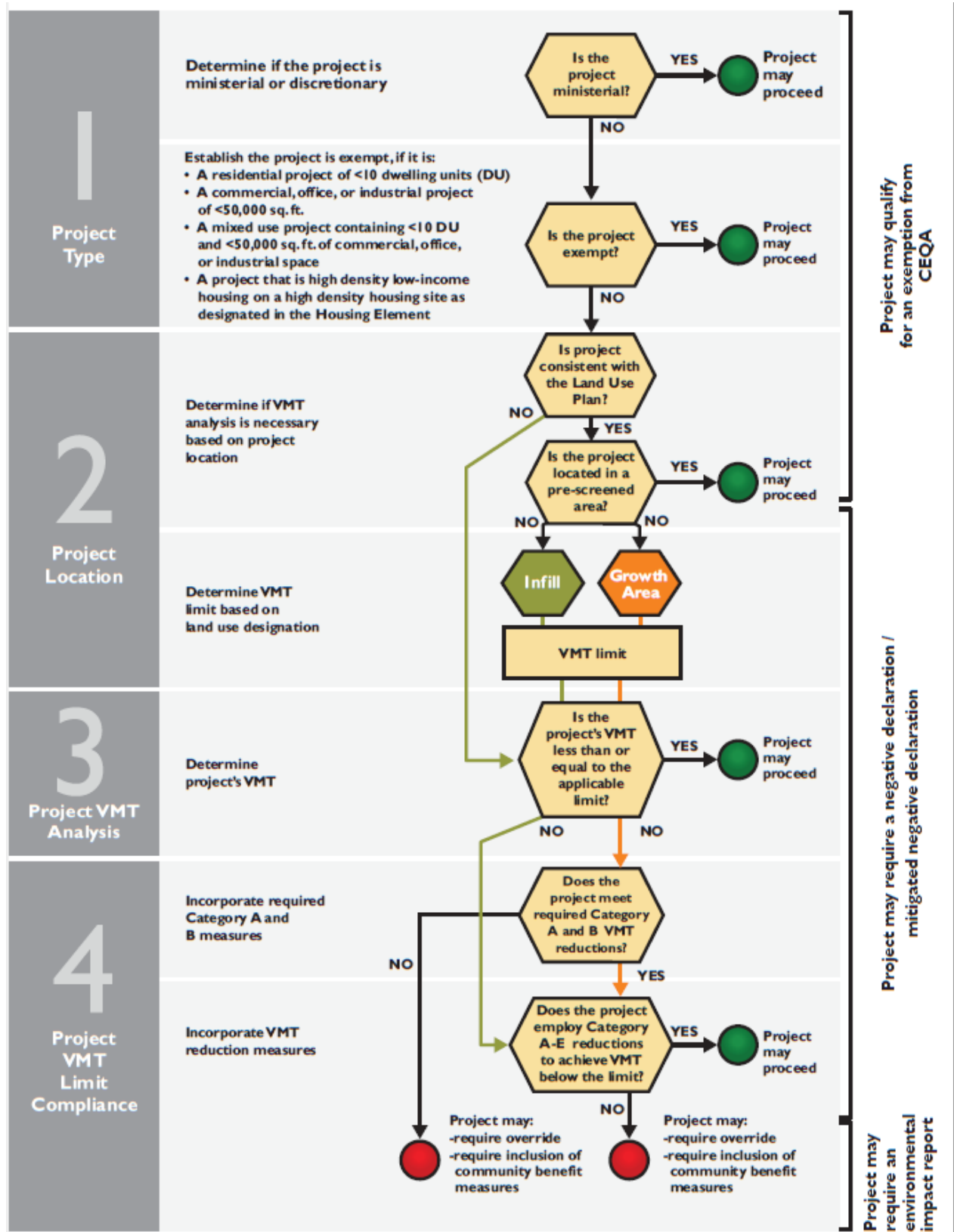
- Identify project location, appropriate VMT metrics, and analysis procedure.
- Identify available VMT reduction strategies by category.
- Identify scenarios and alternatives necessary for environmental documentation.
- Include efforts and documentation for public outreach.
- Identify key entities whose review is required.

VMT analysis shall also include, to the greatest extent feasible, analysis of all conditions of approval requiring additional improvements (e.g., roadway widening, additional transit or transportation facilities) or project redesign (e.g., increase in density or intensity, additional project amenities). Revisions to the VMT analysis may be necessary to address such conditions of approval for evaluation of potential impacts prior to project approval.

Land Use Project Analysis

The following describes the VMT analysis process for land use projects. This process is summarized in the flow chart in Figure 1.

Figure 1: Land use project VMT analysis process



Project Type and Exemptions

The City has established specific limits on VMT allowable for each land use project by General Plan land use designation as well as Citywide limits and limits within each Study Area. The City's Development Services Department will conduct an initial assessment of each project based on the project description and proposed uses. Projects that are inconsistent with the General Plan Land Use Plan for the site must conduct a VMT analysis.

A VMT analysis shall also not be required as part of the project review process if it is determined that the project is anticipated to meet any of the following criteria:

- Transit (e.g., establishing new routes or services or modifying existing routes or services).
- Addition of active transportation improvements (e.g., new trail segments), like on-street bike lanes and shoulder improvements to improve conditions for cyclists.
- Addition of roadway capacity on local and collector roadways provided the project substantially improves conditions for pedestrians, cyclists, and transit (as applicable).
- Rehabilitation, maintenance, replacement, and repair projects that do not add additional roadway capacity.
- Installation, removal, or modification of turn lanes.
- Installation, removal, or modification of traffic control devices, including wayfinding and traffic signal priority systems.
- Traffic signal optimization to improve vehicle, bicycle, or pedestrian flow.
- Installation of roundabouts.
- Installation or modification of traffic calming devices.
- Lane reductions (i.e., road diets”).
- Any lane addition, including auxiliary lanes under 0.3 miles in length.
- Removal of off-street parking and addition, adoption or modification of parking devices and management strategies.
- Safety improvements, including roadway shoulder enhancements and auxiliary lanes under one mile, and grade separations for rail, transit, pedestrian, and bicycle facilities.
- Is located outside pre-screened areas on the VMT Screening Map [**Figure 2**]

Notwithstanding these provisions, the Public Works Director may determine that a VMT analysis is required for any discretionary project where substantial evidence indicates the project is likely to result in substantial VMT.

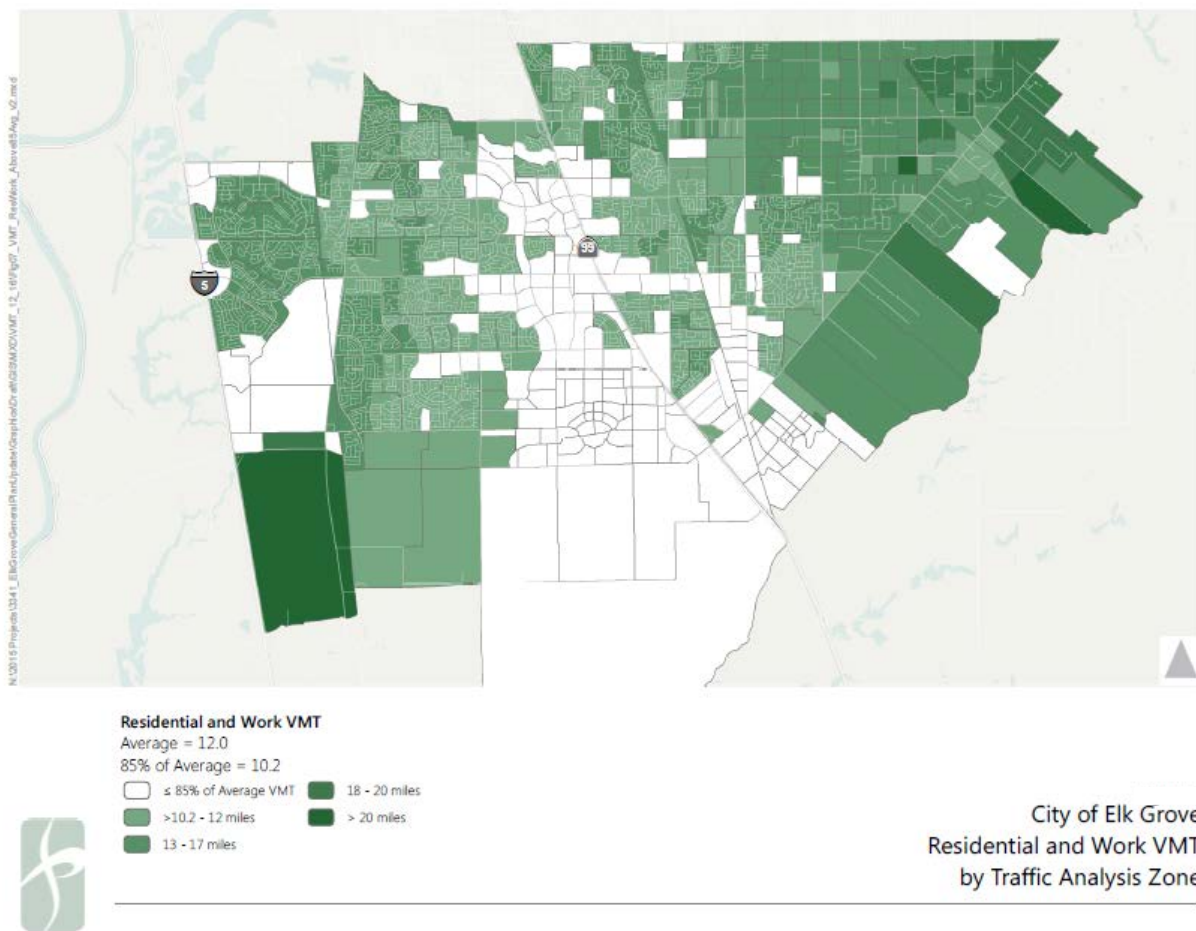
Land use projects must show consistency with the General Plan Land Use Plan. Projects that are inconsistent with the Land Use Plan are automatically considered inconsistent with the VMT policy and shall conduct a VMT analysis. Projects that are consistent with the Land Use Plan move to the next step.

All existing and proposed land uses within the primary influence area of the proposed development are to be evaluated to identify project daily VMT. The primary influence area includes the areas that directly impact projected home-based auto trips of the proposed development. Each general plan land use designation, as well as the City as a whole and each Study Area has a specific VMT limit. Land use designation limits apply directly to each project, while Citywide and Study Area limits must be considered by the project consultant in a cumulative analysis along with other existing and likely projects in the Study Area at build-out.

The VMT Screening Map (**Figure 2**) identifies areas in the City that are exempt from VMT analysis. These include sites that have been pre-screened through Citywide VMT analysis. Pre-screened areas are shown in white and have been determined to result in 15 percent or below the average service population VMT established for that land use designation if built to the specifications of the Land Use Plan. The map was developed using an allocation method. It incorporates daily home-based residential VMT per capita, including all home-based auto vehicle trips traced back to the residence of the trip-maker, and daily home-based VMT per employee, including commute trips from within and outside of the City.

Areas shown in green on the screening map have not been pre-screened, based on analysis indicating that daily home-based residential and worker VMT will likely exceed the 15 percent below baseline limit unless reduction strategies are employed. Projects not pre-screened must proceed to VMT analysis.

Figure 2: Land Use Project VMT Screening Map



Project VMT Analysis

The project’s total daily VMT should be evaluated against the underlying General Plan Land Use Designation limit of VMT per service population and Citywide (or Study Area) limit of total daily VMT (see **Table 1**). VMT analysis methods should be consistent with those employed by SACOG’s SACSIM model and calculate daily home-based residential VMT per capita and the home-based worker VMT per worker.

Table 1: Vehicle Miles Traveled Metrics

Metric	Description	Purpose
Total Daily VMT	Sum of all daily vehicle miles traveled produced by all uses within the City or applicable Study Area.	Assessing a project against Citywide or Study Area total limits.
VMT per Service Population	Sum of all vehicle miles traveled produced by uses in the applicable land use designation, divided by the sum of total employees working within the assessed area and dwelling units in the assessed area.	Assessing a project against land use designation limits.

VMT analysis must be submitted to and approved by the Public Works Director. If the Public Works Director determines the project’s daily VMT is at or below the established limits, no further analysis or VMT reduction measures are required. The project may proceed, and may require a negative declaration based on less than significant transportation impacts.

Project VMT Limit Compliance

If the Public Works Director determines the project’s daily VMT for the underlying land use designation is above the established limits, the VMT study shall be augmented to identify VMT reduction strategies, drawn from the accepted categories shown in **Table 2**, and associated VMT reductions to achieve daily values below the established limit. Infill projects may use any category of reduction strategies. Projects within the growth areas must incorporate the highest available reductions through Category A and/or Category B reduction strategies first (as determined by the City) before utilizing strategies in other categories.

Table 2: Vehicle Miles Traveled Reduction Strategies

Category	Description
A Land Use/ Location	Land use-related components such as project density, location, and efficiency related to other housing and jobs; and diversity of uses within the project. Also includes access and proximity to destinations, transit stations, and active transportation infrastructure.
B Site Enhancement	Establishing or connecting to a pedestrian/bike network; traffic calming within and in proximity to the project; car sharing programs; shuttle programs.
C Transit System Improvement ¹	Improvements to the transit system including reach expansion, service frequency, types of transit, access to stations, station safety and quality, parking (park-and-ride) and bike access (to transit itself and parking), last-mile connections.
D Commute Trip Reduction ¹	<u>For residential:</u> transit fare subsidies, education/training of alternatives, rideshare programs, shuttle programs, bike share programs <u>For employer sites:</u> transit fare subsidies, parking cash-outs, paid parking, alternative work schedules/telecommute, education/training of alternatives, rideshare programs, shuttle programs, bike share programs, end of trip facilities

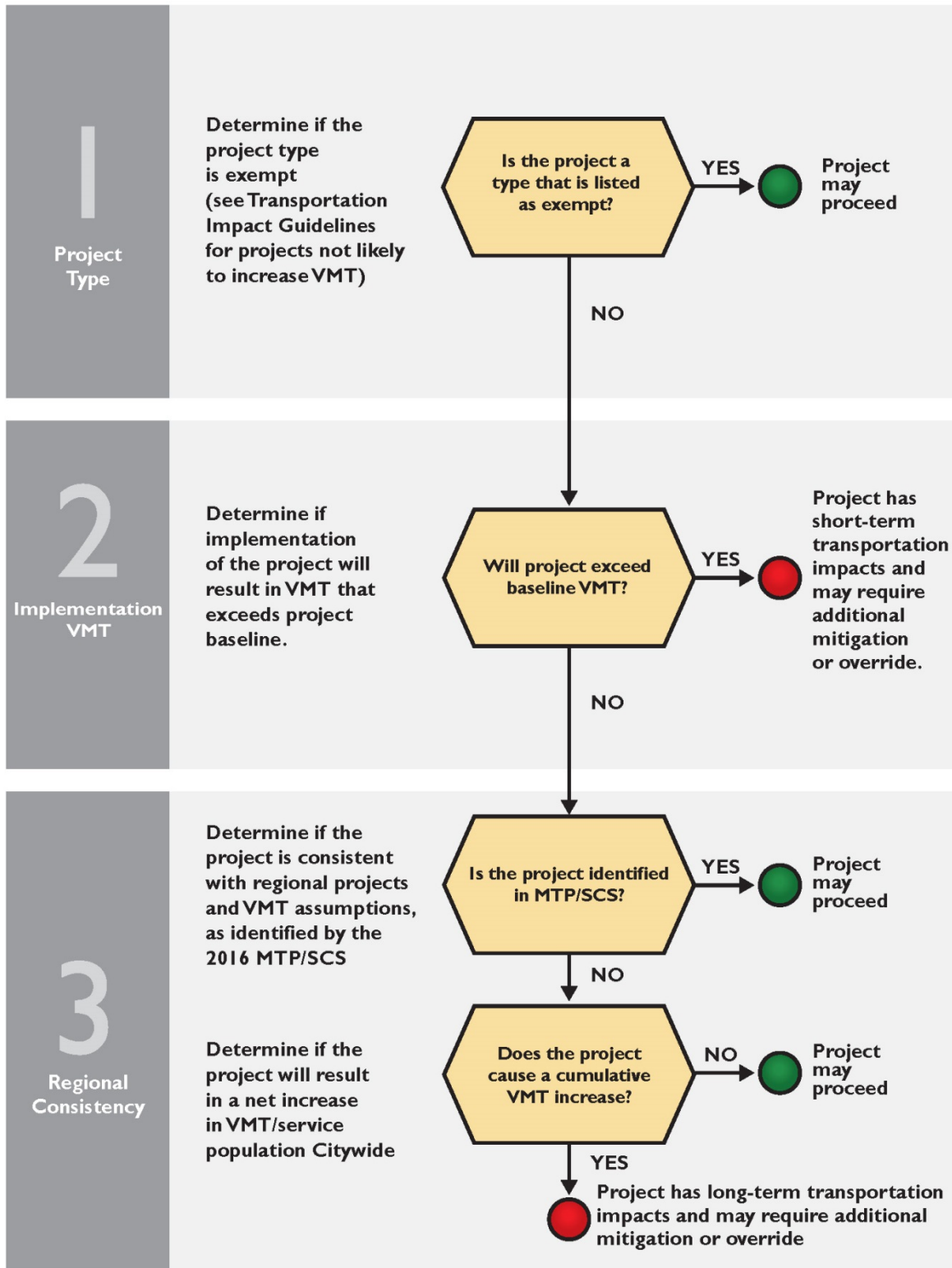
E In-Lieu Fee	A fee is levied that is used to provide non-vehicular transportation services that connect project residents to areas of employment or vice versa. This service may be provided by the project applicant in cooperation with major employers.
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Notes:¹ Can be achieved through TDM program measures.

Transportation Project Analysis

The following describes the VMT analysis process for transportation projects. This process is summarized in the flow chart in **Figure 3**.

Figure 3: Transportation project VMT analysis process



Project Type and Exemptions

Projects that are not likely to lead to a substantial or measurable increase in VMT include, but are not limited to, the following¹:

- Transit (e.g., establishing new routes or services or modifying existing routes or services).
- Addition of active transportation improvements (e.g., new trail segments), like on-street bike lanes and shoulder improvements to improve conditions for cyclists.
- Addition of roadway capacity on local and collector roadways provided the project substantially improves conditions for pedestrians, cyclists, and transit (as applicable).
- Rehabilitation, maintenance, replacement, and repair projects that do not add additional roadway capacity.
- Installation, removal, or modification of turn lanes.
- Installation, removal, or modification of traffic control devices, including wayfinding and traffic signal priority systems.
- Traffic signal optimization to improve vehicle, bicycle, or pedestrian flow.
- Installation of roundabouts.
- Installation or modification of traffic calming devices.
- Lane reductions (i.e., road diets”).
- Any lane addition, including auxiliary lanes under 0.3 miles in length.
- Removal of off-street parking and addition, adoption or modification of parking devices and management strategies.
- Safety improvements, including roadway shoulder enhancements and auxiliary lanes under one mile, and grade separations for rail, transit, pedestrian, and bicycle facilities.

The City shall conduct an initial assessment of each project to determine if the proposed project is likely to substantially increase VMT, as determined by the Public Works Director, and would therefore require VMT analysis.

Project VMT Analysis

Short-term analysis is required for all projects determined not to be exempt. To conduct short-term analysis, projects should use the City of Elk Grove base year travel forecasting model to estimate the CEQA baseline no project VMT/Service Population, as follows:

1. Add the transportation project to the base year travel forecasting model to estimate the CEQA baseline plus project VMT/Service Population.
2. Provide the City with a comparison of project VMT estimates to the VMT policy limits to determine if the addition of the transportation project would result in a short-term transportation impact.

Long-term VMT analysis is only required if the project is not consistent with the current Sacramento Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS). The City shall review and determine if the project is specifically referenced or listed in the MTP/SCS and accurately

¹ OPR provides a more detailed list of project types that the State anticipates would not result in increased VMT in the *Revised Proposal on Updates to the CEQA Guidelines on Evaluating Transportation Impacts in CEQA (January 2016)*. Applicants may find this discussion helpful in determining which types of projects to pursue.

represented in the regional travel forecasting model. If the project is not listed, the City shall conduct long-term VMT analysis using one of two methods.

1. Use the current MTP/SCS travel forecasting model to estimate the cumulative no project VMT/Service Population. Add the transportation project to the base year travel forecasting model to estimate the cumulative plus project VMT/Service Population. Compare VMT estimates to the VMT policy limits to determine if the addition of the transportation project would result in a long-term transportation impact.
2. Calculate VMT/Service population using the ratio of City-generated VMT (using an origin-destination method) and Citywide service population. If the project would result in a net increase of VMT/Service Population, the project may have a long-term transportation impact.

Project VMT Limit Compliance

If the City determines that the project exceeds short-term or long-term VMT limits, the transportation project shall be determined to have transportation impacts. Additional mitigation measures may be required of the project. Possible mitigation measures may include the following:

- Addition of Class 1, Class 2, or Class 4 bicycle lanes
- Addition of sidewalks or other pedestrian improvements
- Incorporation of transit-related improvements

Pedestrian Streetscore Level of Traffic Stress (LTS)

The Pedestrian LTS² refers to the pedestrian comfort associated with a roadway or intersection. Roadway segments and intersection approaches receive individual scores based on different considerations. The following factors are considered in developing the Pedestrian Streetscore+ for roadways and intersections:

<u>Roadways</u>	<u>Intersections</u>
Usable sidewalk space	Crossing distance
Driveways	Accessibility
Pedestrian-scale lighting	Channelized right-turns
Street trees and landscaping	Leading pedestrian intervals (LPIs) and pedestrian scrambles
Speed	
Sidewalk quality	
Number of travel lanes	
Heavy vehicle volumes	
Crosswalk frequency	

The Pedestrian Streetscore LTS uses scale that ranges from 1 to 4, with 1 being the least stressful and 4 being the most stressful.

Table 3: Pedestrian Streetscore LTS

Streetscore LTS	Description
1	Highly comfortable, pedestrian-friendly, and easily navigable for pedestrians of all ages and abilities, including seniors or school-aged children walking unaccompanied to school. These streets provide an ideal “pedestrian-friendly” environment.
2	Generally comfortable for many pedestrians, but parents may not feel comfortable with children walking alone. Seniors may have concerns about the walking environment and take more caution. These streets may be part of a “pedestrian-friendly” environment where it intersects with a more auto-oriented roadway or other environmental constraints.
3	Walking is uncomfortable but possible. Minimum sidewalk and crossing facilities may be present, but barriers are present that make the walking experience uninviting and uncomfortable.
4	Walking is a barrier and is very uncomfortable or even impossible. Streets have limited or no accommodation for pedestrians and are inhospitable and possibly unsafe environment for pedestrians.

² The Pedestrian LTS methodology builds on Mekuria, Furth, and Nixon’s 2012 *Low Stress Bicycling and Network Connectivity* report and LTS methodology with a corresponding index for pedestrian comfort. A tool to evaluate Pedestrian and Bicycle LTS called Streetscore+ was developed by Fehr & Peers and includes recommended parameters for the pedestrian environment provided by the NACTO Urban Streets Design Guide (USDG) and additional considerations of comfort informed by practitioner and best practice experience.

Bicycle Streetscore Level of Traffic Stress (LTS)

Bicycle LTS ³ refers to the comfort associated with roadways, or the mental ease people experience riding on them. Factors influencing LTS include:

- Number of travel lanes
- Speed of traffic
- Number of vehicles
- Presence of bike lanes
- Width of bike lanes
- Presence of physical barrier

Recent research has correlated these different bicycle riders with the level of “traffic stress” they are willing to experience while cycling. Bicycle LTS uses scale that ranges from 1 to 4, with 1 being the least stressful and 4 being the most stressful.

Table 4: Bicycle Streetscore LTS

Streetscore LTS	Description
1	Most children and elderly riders can tolerate this level of stress and feel safe and comfortable. LTS 1 roadways typically require more separation from traffic.
2	This is the highest level of stress that the mainstream adult population will tolerate while still feeling safe.
3	Bicyclists who are considered “enthused and confident” but still prefer having their own dedicated space for riding will tolerate this level of stress and feel safe while bicycling.
4	For bicyclists, this is tolerated only by those characterized as “strong and fearless,” which comprises a small percentage of the population. These roadways have high speed limits, multiple travel lanes, limited or non-existent bike lanes and signage, and large distances to cross at intersections.

Bicycle riders vary in experience, skill, ability, and confidence. As such, they rely on the bikeway system to cater to their specific needs and abilities. Some cyclists are more comfortable riding in traffic and value bikeways and routes that are direct and limit unnecessary delay. They more comfortably utilize facilities that share the roadway with automobiles or have limited bicycle infrastructure. People with

³ Mekuria, Maaza C., Peter G. Furth, and Hilary Nixon, (2012). *Low-Stress Bicycling and Network Connectivity*. San Jose, California: Mineta Transportation Institute. The criteria establish a “weakest link” approach, as roadways are classified based on their segments with the highest level of traffic stress, assuming that only those that are comfortable riding under the higher stress would travel on that road.

limited bicycling confidence and lower or developing skill levels such as children and older adult riders may desire more separation from traffic to feel comfortable enough to ride.

Roadway Sizing

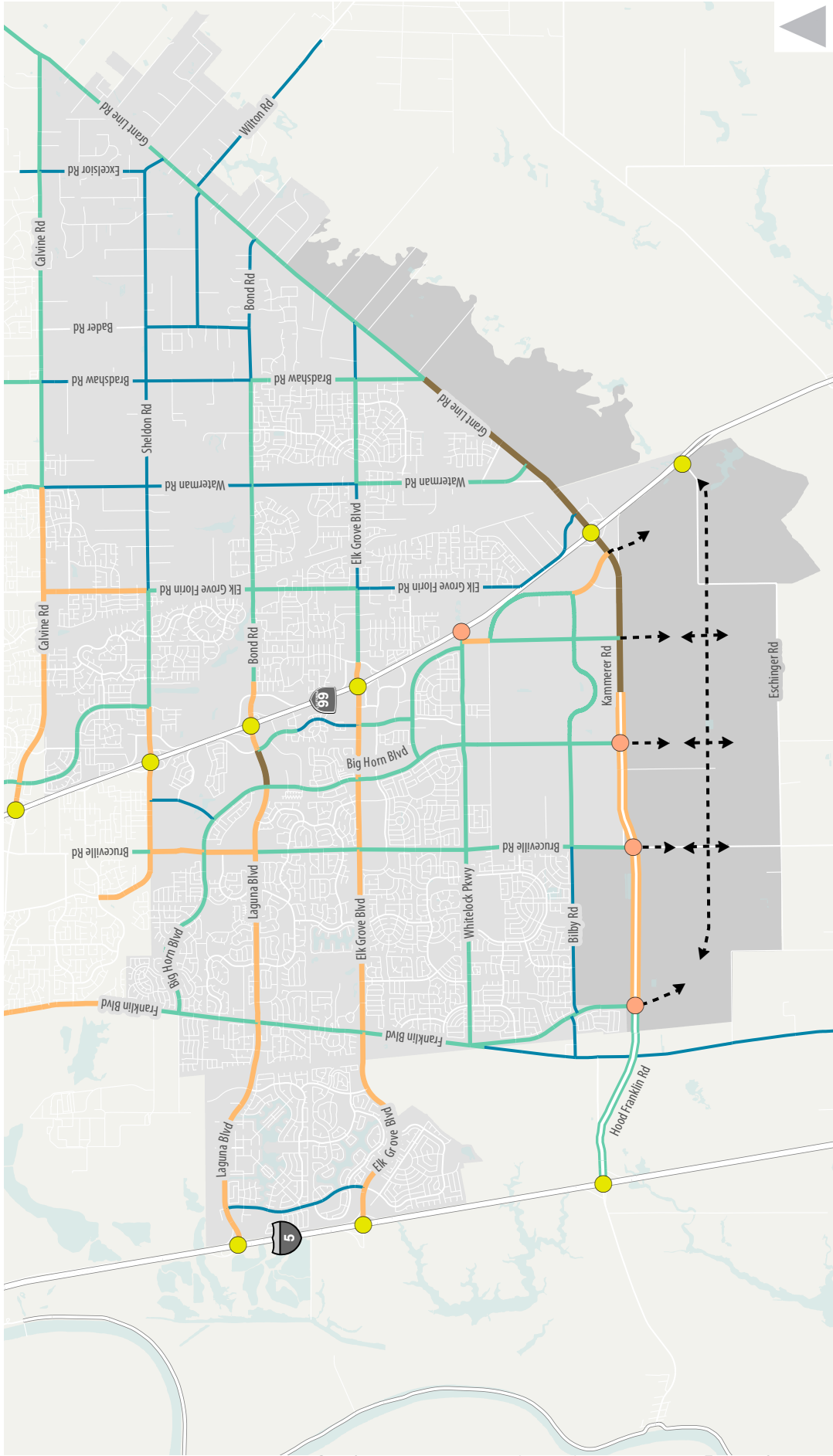
- Analyzed 6 scenarios that could implement the draft mobility policies
- Looks at the capacity and demand (Average Daily Traffic, or ADT) for various roadways
- Selected scenario would become the Roadway Sizing Diagram in the General Plan
- Modeled through SacMET model (interim); SacSIM to follow after Preferred Land Plan is selected
 - Green highlights: ADT is above the target and the segment is congested
 - Red highlights: ADT exceeds the design target for the segment
 - Yellow highlights: Change in lane configuration from Scenario I

Roadway Sizing

#	Title	Description
1	Kammerer Road with existing lane configuration	Maintains as much of the roadway network within the design capacity target. It leaves the lane configuration of Kammerer Road, though, as currently defined, resulting in a performance decrease (it no longer performs as a true expressway)
2	Kammerer Road as Expressway	Similar to scenario 1; however, Kammerer Road is maintained as an expressway after development of the Study Areas
3	Scenario 2 with Eschinger Interchange	Maintains Kammerer as an expressway + includes some reconfiguration of the SR-99/Eschinger Road interchange
4	Scenario 2 with 2-Lane Rural Roads	Existing character of the Sheldon Rural Area roads are maintained (e.g., 2-lane roads)
5	Road Diets	Scenario 4 + several roadways on a diet in order to add some bicycle and pedestrian improvements
6	Road Diets + Eschinger Interchange	Scenario 5 w/ Eschinger interchange

Roadway	ID	From	To	Scenario 1					Scenario 2					Scenario 3					Scenario 4					Scenario 5					Scenario 6				
				Kammerer Road with Existing Lane Configuration					Kammerer Road as an Expressway					Scenario 2 With Eschinger Road Interchange					Scenario 2 with 2-Lane Rural Roads					Road Diet (Includes Rural Roads)					Scenario 5 with Eschinger Interchange				
				Forecast	Lanes	Classification	Operates within Design Target?	V/C Ratio	Forecast	Lanes	Classification	Operates within Design Target?	V/C Ratio	Forecast	Lanes	Classification	Operates within Design Target?	V/C Ratio	Forecast	Lanes	Classification	Operates within Design Target?	V/C Ratio	Forecast	Lanes	Classification	Operates within Design Target?	V/C Ratio	Forecast	Lanes	Classification	Operates within Design Target?	V/C Ratio
Bader Rd	1	Sheldon Rd	Bond Rd	8,200	2	2no45	Yes	0.43	8,200	2	2no45	Yes	0.43	8,200	2	2no45	Yes	0.43	9,500	2	2no45	Yes	0.50	11,000	2	2no45	Yes	0.58	11,000	2	2no45	Yes	0.58
Big Horn Blvd	2	Franklin Blvd	Bruceville Rd	21,200	4	4yes45	Yes	0.56	21,200	4	4yes45	Yes	0.56	21,200	4	4yes45	Yes	0.56	21,200	4	4yes45	Yes	0.56	21,200	4	4yes45	Yes	0.56	21,300	4	4yes45	Yes	0.56
	3	Bruceville Rd	Laguna Blvd	32,800	4	4yes45	Yes	0.87	32,800	4	4yes45	Yes	0.87	32,700	4	4yes45	Yes	0.86	32,900	4	4yes45	Yes	0.87	33,400	4	4yes45	Yes	0.88	33,400	4	4yes45	Yes	0.88
	4	Laguna Blvd	Elk Grove Blvd	33,800	4	4yes45	Yes	0.89	33,800	4	4yes45	Yes	0.89	33,500	4	4yes45	Yes	0.88	34,000	4	4yes45	Yes	0.90	37,300	4	4yes45	Congestion	0.98	37,000	4	4yes45	Yes	0.98
	5	Elk Grove Blvd	Lotz Pkwy	33,500	4	4yes45	Yes	0.88	33,500	4	4yes45	Yes	0.88	33,100	4	4yes45	Yes	0.87	33,900	4	4yes45	Yes	0.89	34,500	4	4yes45	Yes	0.91	34,000	4	4yes45	Yes	0.90
	6	Lotz Pkwy	Whitelock Pkwy	29,600	4	4yes45	Yes	0.78	29,600	4	4yes45	Yes	0.78	28,800	4	4yes45	Yes	0.76	29,800	4	4yes45	Yes	0.79	30,800	4	4yes45	Yes	0.81	29,900	4	4yes45	Yes	0.79
	7	Whitelock Pkwy	Bilby Rd	28,800	4	4yes45	Yes	0.76	28,800	4	4yes45	Yes	0.76	28,100	4	4yes45	Yes	0.74	28,900	4	4yes45	Yes	0.76	29,900	4	4yes45	Yes	0.79	29,100	4	4yes45	Yes	0.77
	8	Kammerer Rd	Kammerer Rd	34,400	4	4yes45	Yes	0.91	34,400	4	4yes45	Yes	0.91	33,700	4	4yes45	Yes	0.89	34,500	4	4yes45	Yes	0.91	35,000	4	4yes45	Yes	0.92	34,300	4	4yes45	Yes	0.91
	9	Kammerer Rd	Eschinger Rd	42,400	6	6yes45	Yes	0.78	42,400	6	6yes45	Yes	0.78	41,500	6	6yes45	Yes	0.76	42,300	6	6yes45	Yes	0.78	42,600	6	6yes45	Yes	0.78	42,500	6	6yes45	Yes	0.78
	10	Franklin Blvd	Willard Pkwy	10,200	2	2yes30	Yes	0.51	10,200	2	2yes30	Yes	0.51	10,200	2	2yes30	Yes	0.51	10,200	2	2yes30	Yes	0.51	10,300	2	2yes30	Yes	0.52	10,300	2	2yes30	Yes	0.52
Bilby Rd	11	Willard Pkwy	Bruceville Rd	17,000	2	2yes45	Yes	0.85	17,000	2	2yes45	Yes	0.85	16,900	2	2yes45	Yes	0.85	16,900	2	2yes45	Yes	0.85	16,800	2	2yes45	Yes	0.84	16,800	2	2yes45	Yes	0.84
	12	Bruceville Rd	Big Horn Blvd	10,300	4	4yes45	Yes	0.27	10,300	4	4yes45	Yes	0.27	10,200	4	4yes45	Yes	0.27	10,200	4	4yes45	Yes	0.27	10,200	4	4yes45	Yes	0.27	10,300	4	4yes45	Yes	0.27
	13	Big Horn Blvd	Lotz Pkwy	8,700	4	4yes45	Yes	0.23	8,700	4	4yes45	Yes	0.23	8,500	4	4yes45	Yes	0.22	8,600	4	4yes45	Yes	0.23	8,600	4	4yes45	Yes	0.23	8,600	4	4yes45	Yes	0.23
	14	Lotz Pkwy	Promenade Pkwy	10,300	4	4yes45	Yes	0.27	10,300	4	4yes45	Yes	0.27	9,700	4	4yes45	Yes	0.26	10,100	4	4yes45	Yes	0.27	10,200	4	4yes45	Yes	0.27	9,800	4	4yes45	Yes	0.26
Bond Rd	15	SR 99	E Stockton Blvd	44,900	6	6yes45	Yes	0.83	44,900	6	6yes45	Yes	0.83	45,100	6	6yes45	Yes	0.83	45,200	6	6yes45	Yes	0.83	44,300	6	6yes45	Yes	0.82	44,400	6	6yes45	Yes	0.82
	16	E Stockton Blvd	Elk Crest Dr	52,200	6	6yes45	Yes	0.96	52,200	6	6yes45	Yes	0.96	52,100	6	6yes45	Yes	0.96	52,700	6	6yes45	Yes	0.97	51,600	6	6yes45	Yes	0.95	51,400	6	6yes45	Yes	0.95
	17	Elk Crest Dr	Elk Grove Florin Rd	41,200	4	4yes45	Exceeds	1.09	41,200	4	4yes45	Exceeds	1.09	41,100	4	4yes45	Exceeds	1.08	41,600	4	4yes45	Exceeds	1.10	40,600	4	4yes45	Exceeds	1.07	40,300	4	4yes45	Exceeds	1.06
	18	Elk Grove Florin Rd	Waterman Rd	34,300	4	4yes45	Yes	0.91	34,300	4	4yes45	Yes	0.91	34,400	4	4yes45	Yes	0.91	36,400	4	4yes45	Yes	0.96	35,500	4	4yes45	Yes	0.94	35,600	4	4yes45	Yes	0.94
	19	Waterman Rd	Bradshaw Rd	25,400	4	4yes45	Yes	0.67	25,400	4	4yes45	Yes	0.67	25,500	4	4yes45	Yes	0.67	26,300	4	4yes45	Yes	0.69	30,100	4	4yes45	Yes	0.79	30,200	4	4yes45	Yes	0.80
	20	Bradshaw Rd	Bader Rd	15,200	4	4yes45	Yes	0.40	15,200	4	4yes45	Yes	0.40	15,200	4	4yes45	Yes	0.40	15,800	2	2no45	Yes	0.84	17,600	2	2no45	Yes	0.93	17,500	2	2no45	Yes	0.93
Bradshaw Rd	21	Bader Rd	Grant Line Rd	12,000	4	4yes45	Yes	0.32	12,000	4	4yes45	Yes	0.32	12,000	4	4yes45	Yes	0.32	11,600	2	2no45	Yes	0.61	12,000	2	2no45	Yes	0.63	11,900	2	2no45	Yes	0.63
	22	Vintage Park Dr	Calvine Rd	31,400	4	4yes45	Yes	0.83	31,400	4	4yes45	Yes	0.83	31,200	4	4yes45	Yes	0.82	23,400	4	4yes45	Yes	0.62	23,800	4	4yes45	Yes	0.63	24,200	4	4yes45	Yes	0.64
	23	Calvine Rd	Sheldon Rd	30,100	4	4yes45	Yes	0.79	30,100	4	4yes45	Yes	0.79	29,900	4	4yes45	Yes	0.79	22,200	2	2no55	Exceeds	1.17	22,600	2	2no55	Exceeds	1.20	22,900	2	2no55	Exceeds	1.21
	24	Sheldon Rd	Bond Rd	28,800	4	4yes45	Yes	0.76	28,800	4	4yes45	Yes	0.76	28,900	4	4yes45	Yes	0.76	23,700	2	2no55	Exceeds	1.25	24,400	2	2no55	Exceeds	1.29	24,800	2	2no55	Exceeds	1.31
	25	Bond Rd	Elk Grove Blvd	31,400	4	4yes45	Yes	0.83	31,400	4	4yes45	Yes	0.83	31,600	4	4yes45	Yes	0.83	28,800	4	4yes45	Yes	0.76	33,000	4	4yes45	Yes	0.87	33,400	4	4yes45	Yes	0.88
	26	Elk Grove Blvd	Grant Line Rd	29,900	4	4yes45	Yes	0.79	29,900	4	4yes45	Yes	0.79	30,000	4	4yes45	Yes	0.79	28,200	4	4yes45	Yes	0.74	29,300	4	4yes45	Yes	0.77	29,500	4	4yes45	Yes	0.78
Bruceville Rd	27	Damascus Dr	Sheldon Rd	27,700	6	6yes45	Yes	0.51	27,700	6	6yes45	Yes	0.51	27,500	6	6yes45	Yes	0.51	27,700	6	6yes45	Yes	0.51	27,800	6	6yes45	Yes	0.51	27,700	6	6yes45	Yes	0.51
	28	Sheldon Rd	Big Horn Blvd	50,300	6	6yes45	Yes	0.93	50,300	6	6yes45	Yes	0.93	50,200	6	6yes45	Yes	0.92	51,000	6	6yes45	Yes	0.94	52,500	6	6yes45	Yes	0.97	52,400	6	6yes45	Yes	0.97
	29	Big Horn Blvd	Laguna Blvd	45,000	6	6yes45	Yes	0.83	45,000	6	6yes45	Yes	0.83	44,900	6	6yes45	Yes	0.83	45,600	6	6yes45	Yes	0.84	47,000	6	6yes45	Yes	0.87	46,900	6	6yes45	Yes	0.86
	30	Laguna Blvd	Elk Grove Blvd	44,200	6	6yes45	Yes	0.81	44,200	6	6yes45	Yes	0.81	43,800	6	6yes45	Yes	0.81	44,300	6	6yes45	Yes	0.82	37,100	4	4yes45	Yes	0.98	36,700	4	4yes45	Yes	0.97
	31	Elk Grove Blvd	Whitelock Pkwy	43,400	6	6yes45	Yes	0.80	43,400	6	6yes45	Yes	0.80	43,400	6	6yes45	Yes	0.80	43,500	6	6yes45	Yes	0.80	38,800	4	4yes45	Exceeds	1.02	38,500	4	4yes45	Exceeds	1.02
	32	Whitelock Pkwy	Bilby Rd	31,600	6	6yes45	Yes	0.58	31,600	6	6yes45	Yes	0.58	31,500	6	6yes45	Yes	0.58	31,600	6	6yes45	Yes	0.58	28,500	4	4yes45	Yes	0.75	28,300	4	4yes45	Yes	0.75
	33	Bilby Rd	Kammerer Rd	29,300	6	6yes45	Yes	0.54	29,300	6	6yes45	Yes	0.54	29,500	6	6yes45	Yes	0.54	29,300	6	6yes45	Yes	0.54	27,100	4	4yes45	Yes	0.72	27,100	4	4yes45	Yes	0.72
	34	Kammerer Rd	Eschinger Rd	33,600	4	4yes45	Yes	0.89	33,600	4	4yes45	Yes	0.89	28,400	4	4yes45	Yes	0.75	33,600	4	4yes45	Yes	0.89	33,300	4	4yes45	Yes	0.88	33,300	4	4yes45	Yes	0.88
Calvine Rd	35	Power Inn Rd	Elk Grove Florin Rd	48,300	6	6yes45	Yes	0.89	48,300	6	6yes45	Yes	0.89	48,300	6	6yes45	Yes	0.89	48,000	6	6yes45	Yes	0.88	47,900	6	6yes45	Yes	0.88	47,800	6	6yes45	Yes	0.88
	36	Elk Grove Florin Rd	Waterman Rd	33,400	6	6yes45	Yes	0.62	33,400	6	6yes45	Yes	0.62	33,800	6	6yes45	Yes	0.62	38,800	6	6yes45	Yes	0.71	39,100	6	6yes45	Yes	0.72	39,000	6	6yes45	Yes	0.72
	37	Waterman Rd	Bradshaw Rd	26,000	6	6yes45	Yes	0.48	26,000	6	6yes45	Yes	0.48	25,900	6	6yes45	Yes	0.48	30,000	6	6yes45	Yes	0.55	27,700	4	4yes45	Yes	0.73	27,700	4	4yes45	Yes	0.73
	38	Bradshaw Rd	Vineyard Rd	17,300	6	6yes45	Yes	0.32	17,300	6	6yes45	Yes	0.32	17,200	6	6yes45	Yes	0.32	17,600	6	6yes45	Yes	0.32	17,400	4	4yes45	Yes	0.46	17,300	4	4yes45	Yes	

Roadway	ID	From	To	Scenario 1					Scenario 2					Scenario 3					Scenario 4					Scenario 5					Scenario 6				
				Kammerer Road with Existing Lane Configuration					Kammerer Road as an Expressway					Scenario 2 With Eschinger Road Interchange					Scenario 2 with 2-Lane Rural Roads					Road Diet (Includes Rural Roads)					Scenario 5 with Eschinger Interchange				
				Forecast	Lanes	Classification	Operates within Design Target?	V/C Ratio	Forecast	Lanes	Classification	Operates within Design Target?	V/C Ratio	Forecast	Lanes	Classification	Operates within Design Target?	V/C Ratio	Forecast	Lanes	Classification	Operates within Design Target?	V/C Ratio	Forecast	Lanes	Classification	Operates within Design Target?	V/C Ratio	Forecast	Lanes	Classification	Operates within Design Target?	V/C Ratio
Grant Line Rd	74	Sloughhouse Rd	Calvine Rd	31,000	4	4yes45	Yes	0.82	31,000	4	4yes45	Yes	0.82	31,000	4	4yes45	Yes	0.82	31,200	4	4yes45	Yes	0.82	31,200	4	4yes45	Yes	0.82	31,100	4	4yes45	Yes	0.82
	75	Calvine Rd	Sheldon Rd	26,300	4	4yes45	Yes	0.69	26,300	4	4yes45	Yes	0.69	26,400	4	4yes45	Yes	0.70	26,700	4	4yes45	Yes	0.70	26,900	4	4yes45	Yes	0.71	26,900	4	4yes45	Yes	0.71
	76	Sheldon Rd	Wilton Rd	33,600	4	4yes45	Yes	0.89	33,600	4	4yes45	Yes	0.89	33,600	4	4yes45	Yes	0.89	34,400	4	4yes45	Yes	0.91	34,900	4	4yes45	Yes	0.92	34,900	4	4yes45	Yes	0.92
	77	Wilton Rd	Bond Rd	35,500	4	4yes45	Yes	0.94	35,500	4	4yes45	Yes	0.94	35,600	4	4yes45	Yes	0.94	36,100	4	4yes45	Yes	0.95	36,400	4	4yes45	Yes	0.96	36,400	4	4yes45	Yes	0.96
	78	Bond Rd	Elk Grove Blvd	30,400	4	4yes45	Yes	0.80	30,400	4	4yes45	Yes	0.80	30,500	4	4yes45	Yes	0.80	31,200	4	4yes45	Yes	0.82	31,600	4	4yes45	Yes	0.83	31,700	4	4yes45	Yes	0.84
	79	Elk Grove Blvd	Bradshaw Rd	27,100	4	4yes45	Yes	0.72	27,100	4	4yes45	Yes	0.72	27,300	4	4yes45	Yes	0.72	27,600	4	4yes45	Yes	0.73	28,000	4	4yes45	Yes	0.74	28,100	4	4yes45	Yes	0.74
	80	Bradshaw Rd	Mosher Rd	59,300	8	8yes55H	Yes	0.74	59,300	8	8yes55H	Yes	0.74	59,500	8	8yes55H	Yes	0.74	58,700	8	8yes55H	Yes	0.73	59,800	8	8yes55H	Yes	0.75	60,200	8	8yes55H	Yes	0.75
	81	Mosher Rd	Waterman Rd	62,600	8	8yes55H	Yes	0.78	62,600	8	8yes55H	Yes	0.78	62,800	8	8yes55H	Yes	0.79	62,200	8	8yes55H	Yes	0.78	63,100	8	8yes55H	Yes	0.79	63,500	8	8yes55H	Yes	0.79
	82	Waterman Rd	E. Stockton	86,400	8	8yes55H	Exceeds	1.08	86,400	8	8yes55H	Exceeds	1.08	86,900	8	8yes55H	Exceeds	1.09	85,700	8	8yes55H	Exceeds	1.07	84,700	8	8yes55H	Exceeds	1.06	85,200	8	8yes55H	Exceeds	1.07
83	E. Stockton	SR 99	97,900	8	8yes55H	Exceeds	1.22	97,900	8	8yes55H	Exceeds	1.22	98,600	8	8yes55H	Exceeds	1.23	97,500	8	8yes55H	Exceeds	1.22	97,100	8	8yes55H	Exceeds	1.21	97,600	8	8yes55H	Exceeds	1.22	
Harbour Point Dr	84	Elk Grove Blvd	Laguna Blvd	16,800	4	4yes45	Yes	0.44	16,800	4	4yes45	Yes	0.44	16,800	4	4yes45	Yes	0.44	16,800	4	4yes45	Yes	0.44	16,300	2	2yes45	Yes	0.82	16,300	2	2yes45	Yes	0.82
Hood Franklin Rd	85	I-5	Franklin Blvd	46,100	6	6yes55H	Yes	0.77	46,100	4	4exp55	Yes	0.64	46,400	4	4exp55	Yes	0.64	46,200	4	4exp55	Yes	0.64	45,800	4	4exp55	Yes	0.64	46,000	4	4exp55	Yes	0.64
Kammerer Rd	86	Franklin Blvd	Willard Pkwy	43,200	6	6yes55H	Yes	0.72	43,200	4	4exp55	Yes	0.60	43,500	4	4exp55	Yes	0.60	43,200	4	4exp55	Yes	0.60	43,600	4	4exp55	Yes	0.61	43,700	4	4exp55	Yes	0.61
	87	Willard Pkwy	Bruceville Rd	55,100	6	6yes55H	Congestion	0.92	55,100	6	6exp55	Yes	0.51	50,800	6	6exp55	Yes	0.47	54,000	6	6exp55	Yes	0.51	54,400	6	6exp55	Yes	0.50	54,500	6	6exp55	Yes	0.50
	88	Bruceville Rd	Big Horn Blvd	62,800	6	6yes55H	Exceeds	1.05	62,800	6	6exp55	Yes	0.58	62,800	6	6exp55	Yes	0.58	62,700	6	6exp55	Yes	0.58	62,500	6	6exp55	Yes	0.58	62,700	6	6exp55	Yes	0.58
	89	Big Horn Blvd	Lotz Pkwy	68,700	6	6yes55H	Exceeds	1.15	68,700	8	8yes55H	Yes	0.86	68,400	8	8yes55H	Yes	0.86	68,500	8	8yes55H	Yes	0.86	68,500	8	8yes55H	Yes	0.86	68,800	8	8yes55H	Yes	0.86
	90	Lotz Pkwy	Promenade Pkwy	63,200	8	8yes55H	Yes	0.79	63,200	8	8yes55H	Yes	0.79	59,400	8	8yes55H	Yes	0.74	62,700	8	8yes55H	Yes	0.78	62,600	8	8yes55H	Yes	0.78	59,900	8	8yes55H	Yes	0.75
	91	Promenade Pkwy	SR 99	113,600	8	8yes55H	Exceeds	1.42	113,600	8	8yes55H	Exceeds	1.42	100,400	8	8yes55H	Exceeds	1.26	112,900	8	8yes55H	Exceeds	1.41	112,900	8	8yes55H	Exceeds	1.41	101,300	8	8yes55H	Exceeds	1.27
Laguna Blvd	92	SR 99	Franklin Blvd	43,000	6	6yes45	Yes	0.79	43,000	6	6yes45	Yes	0.79	43,100	6	6yes45	Yes	0.79	43,000	6	6yes45	Yes	0.79	43,400	6	6yes45	Yes	0.80	43,500	6	6yes45	Yes	0.80
	93	Franklin Blvd	Bruceville Rd	43,400	6	6yes45	Yes	0.80	43,400	6	6yes45	Yes	0.80	43,400	6	6yes45	Yes	0.80	43,300	6	6yes45	Yes	0.80	44,100	6	6yes45	Yes	0.81	44,200	6	6yes45	Yes	0.81
	94	Bruceville Rd	Big Horn Blvd	45,800	6	6yes45	Yes	0.84	45,800	6	6yes45	Yes	0.84	45,800	6	6yes45	Yes	0.84	45,300	6	6yes45	Yes	0.83	42,600	6	6yes45	Yes	0.78	42,700	6	6yes45	Yes	0.79
	95	Big Horn Blvd	Laguna Springs Dr	66,000	8	8yes55M	Congestion	0.92	66,000	8	8yes55M	Congestion	0.92	66,300	8	8yes55M	Congestion	0.92	65,400	8	8yes55M	Congestion	0.91	63,600	8	8yes55M	Yes	0.88	64,200	8	8yes55M	Yes	0.89
96	Laguna Springs Dr	SR 99	77,100	7	7yes45	Exceeds	1.22	77,100	7	7yes45	Exceeds	1.22	77,600	7	7yes45	Exceeds	1.23	76,600	7	7yes45	Exceeds	1.21	74,600	7	7yes45	Exceeds	1.18	75,200	7	7yes45	Exceeds	1.19	
Laguna Springs Dr	97	Laguna Blvd	Laguna Palms Wy	14,600	4	4yes35	Yes	0.39	14,600	4	4yes35	Yes	0.39	14,400	4	4yes35	Yes	0.38	14,600	4	4yes35	Yes	0.39	14,800	4	4yes35	Yes	0.39	14,600	4	4yes35	Yes	0.39
	98	Laguna Palms Wy	Elk Grove Blvd	12,200	2	2yes35	Yes	0.61	12,200	2	2yes35	Yes	0.61	12,000	2	2yes35	Yes	0.60	12,100	2	2yes35	Yes	0.61	12,400	2	2yes35	Yes	0.62	12,200	2	2yes35	Yes	0.61
	99	Elk Grove Blvd	Lotz Pkwy	28,200	4	4yes35	Yes	0.74	28,200	4	4yes35	Yes	0.74	27,000	4	4yes35	Yes	0.71	27,800	4	4yes35	Yes	0.73	29,000	4	4yes35	Yes	0.77	28,200	4	4yes35	Yes	0.74
Lent Ranch Pkwy	100	Kammerer Rd	Promenade Pkwy	14,600	4	4yes35	Yes	0.39	14,600	4	4yes35	Yes	0.39	15,300	4	4yes35	Yes	0.40	14,600	4	4yes35	Yes	0.39	14,700	4	4yes35	Yes	0.39	15,200	4	4yes35	Yes	0.40
Lewis Stein Rd	101	Sheldon Rd	Big Horn Blvd	13,700	2	2yes35	Yes	0.69	13,700	2	2yes35	Yes	0.69	13,600	2	2yes35	Yes	0.68	13,700	2	2yes35	Yes	0.69	13,900	2	2yes35	Yes	0.70	13,900	2	2yes35	Yes	0.70
Lotz Pkwy	102	Big Horn Blvd	Laguna Springs Dr	16,700	4	4yes35	Yes	0.44	16,700	4	4yes35	Yes	0.44	16,000	4	4yes35	Yes	0.42	16,700	4	4yes35	Yes	0.44	17,500	4	4yes35	Yes	0.46	16,800	4	4yes35	Yes	0.44
	103	Laguna Springs Dr	Whitelock Pkwy	21,300	4	4yes35	Yes	0.56	21,300	4	4yes35	Yes	0.56	20,900	4	4yes35	Yes	0.55	21,100	4	4yes35	Yes	0.56	21,400	4	4yes35	Yes	0.56	21,200	4	4yes35	Yes	0.56
	104	Whitelock Pkwy	Promenade Pkwy	53,800	6	6yes45	Yes	0.99	53,800	6	6yes45	Yes	0.99	51,000	6	6yes45	Yes	0.94	53,800	6	6yes45	Yes	0.99	54,100	6	6yes45	Congestion	1.00	51,700	6	6yes45	Yes	0.95
	105	Promenade Pkwy	Bilby Rd	32,600	4	4yes45	Yes	0.86	32,600	4	4yes45	Yes	0.86	30,900	4	4yes45	Yes	0.82	32,600	4	4yes45	Yes	0.86	32,800	4	4yes45	Yes	0.87	31,500	4	4yes45	Yes	0.83
	106	Bilby Rd	Kammerer Rd	28,100	4	4yes45	Yes	0.74	28,100	4	4yes45	Yes	0.74	26,100	4	4yes45	Yes	0.69	28,000	4	4yes45	Yes	0.74	28,300	4	4yes45	Yes	0.75	26,600	4	4yes45	Yes	0.70
	107	Kammerer Rd	Eschinger Rd	57,000	6	6yes45	Exceeds	1.05	57,000	6	6yes45	Exceeds	1.05	50,500	6	6yes45	Yes	0.93	56,800	6	6yes45	Exceeds	1.05	56,600	6	6yes45	Exceeds	1.04	51,100	6	6yes45	Yes	0.94
Mosher Rd	108	Grant Line Rd	Waterman Rd	8,400	2	2yes55	Yes	0.42	8,400	2	2yes55	Yes	0.42	8,300	2	2yes55	Yes	0.42	8,500	2	2yes55	Yes	0.43	8,400	2	2yes55	Yes	0.42	8,400	2	2yes55	Yes	0.42
Pleasant Grove School Rd	109	Bader Rd	Grant Line Rd	2,600	2	2no35	Yes	0.14	2,600	2	2no35	Yes	0.14	2,800	2	2no35	Yes	0.15	2,800	2	2no35	Yes	0.15	2,600	2	2no35	Yes	0.14	2,500	2	2no35	Yes	0.13
Power Inn Rd	110	Calvine Rd	Sheldon Rd	18,700	4	4yes35	Yes	0.49	18,700	4	4yes35	Yes	0.49	18,600	4	4yes35	Yes	0.49	18,900	4	4yes35	Yes	0.50	18,700	4	4yes35	Yes	0.49	18,800	4	4yes35	Yes	0.50
Promenade Pkwy	111	Lotz Pkwy	Bilby Rd	23,500	4	4yes45	Yes	0.62	23,500	4	4yes45	Yes</																					



- 2-lane Arterial/Collector
- 4-lane Arterial
- 6-lane Arterial
- 8-lane Arterial
- 4-lane Expressway
- 6-lane Expressway
- Future Study Area Road
- Freeway Interchange
- Future Interchange
- Study Area
- City of Elk Grove City Limits

Scenario 6
Figure M-1
Roadway System and Sizing Diagram



Elk Grove General Plan Update

Vision and Supporting Principles

As an initial task in the General Plan update process, staff prepared a draft community vision and presented the vision to the Planning Commission and City Council at the December 17, 2015, joint study session. The community vision comprises a vision statement and nine supporting principles that apply to areas within the City and areas into which the City may grow. The vision informs the development of the land use alternatives and all other components of the General Plan update.

Based upon the public input and City Council/Planning Commission direction on the Land Use Plan and Issues and Policy Topics, staff is proposing the changes to the vision and principles shown below in track changes; ~~strikeout~~ indicates something is deleted, underline indicates something is added.

Community Vision

The City of Elk Grove is a great place to make a home and a great place to work. Our community is diverse, healthy, safe, and family-oriented, with thriving schools and plentiful parks, shops, and places to work. Agriculture, rural homes, and urban life flourish together. Our natural resources, including water and open spaces, are protected and offer a variety of recreational opportunities. Community members travel easily by automobile, by bicycle, on foot, or using transit. The City is proactive in making daily life healthy and sustainable – considering the needs of future generations while protecting what is valued today.

Well-maintained infrastructure and the right mix of services and amenities draw new and dynamic businesses and development to Elk Grove. Development is guided to ensure responsible growth and opportunities for a diversity of individuals that call Elk Grove home.

Supporting Principles

The supporting principles are:

- Regional goals and influence
- Infill development and outward expansion
- Economic vitality
- Neighborhood, district, and community identity
- Rural areas
- Open space and resource management
- Multimodal and active transportation
- Sustainable and healthy communities
- Coordinated services, technology, and infrastructure

Regional Goals and Influence: Our Regional Neighbors Know Us & Our Contributions

Elk Grove occupies a prominent place in the regional dialogue. The City's identity and brand are clear in the minds of its neighbors. Our contributions to the region continue to strengthen that identity and include recreational opportunities, higher education, job centers, and quality neighborhoods. City

officials engage with other cities, ~~and~~ Sacramento County, and other partners to plan and build for an ever more dynamic region. The City's employment potential within the regional economy is fulfilled. New businesses have emerged, providing new employment centers that support technology and build from our agricultural roots. Both housing and jobs are available in the community, providing flexible opportunities for many lifestyles.

Infill Development and Outward Expansion: Development Fills in the Gaps and Expansion Occurs with Purpose

Unfinished, undeveloped gaps found throughout the City become opportunities to develop economically successful additions that provide added value to our community as well as new job opportunities and lifestyle improvements. Existing small businesses are protected even as we invite in new businesses and different economic opportunities. New development plans are grounded by community needs and market demand, and are carried out efficiently and holistically. New housing built in a variety of shapes and sizes to meet the needs and desires of our diverse community also fills in these gaps.

Infill development is consistently executed with programs that address impacts and encourage innovative building solutions. A creative growth management strategy allows expansion to occur when economic need, community vision, and regional goals align. There is a strong system in place to guarantee that, as the community accommodates new neighbors and new jobs, it continues to maintain and improve facilities and services, such as schools, roads, and parks.

Economic Vitality: Our Economy Thrives & New Business Adds Value

Major employment centers make their home in Elk Grove, providing employment opportunities and stimulating ancillary businesses as well. We continue to invite businesses that are competitive in the region and set the stage to attract these businesses by providing resources and amenities they need. Old and new businesses together improve our lives by providing new jobs as well as convenient places to get amenities and entertainment. Elk Grove has a diverse economy that builds from our heritage, but also invites in new and changing industries. Higher education and technical training are available to our community members as they pursue diverse job opportunities in these new industries. The City is leading the way in innovative technology infrastructure, technical education opportunities, sports activities and entertainment, and a safe and crime-free environment. These features attract business and provide a better quality of life for individuals and families of all incomes, ages, abilities, and backgrounds. Growth and development in the City is built with mindfulness of our historic resources and identity. These businesses bolster the community by providing jobs, services, goods, and recreational opportunities for residents.

Neighborhood, District, and Community Identity: City Core, Heritage, & Well-Known Neighborhoods

The City includes a civic core that offers central gathering spaces that all community members enjoy and feel welcome in. The City and community organizations partner to foster the civic core to be both thriving and safe. Successful projects and annual events enhance vitality and camaraderie in this space.

Old Town Elk Grove continues to protect and showcase our heritage for the enjoyment of residents and visitors alike. All of our neighborhoods are built around our top-notch parks and schools. Preservation and change in our neighborhoods are guided by values of diversity, neighborly spirit, and small town character.

Rural Areas: Protecting Our Farming Heritage & Rural Life

We celebrate the rural area and its heritage, and balance that heritage with other needs, services, and lifestyles desired in Elk Grove. The rural area is valued in our community for its aesthetic and cultural value, as well as the economic and educational opportunities agriculture provides. Our commitment to maintaining the rural area is clear and codified in core planning documents through programs that preserve the aesthetics and style of our rural heritage. Agricultural producers and other land uses remain good neighbors, each with desired services and infrastructure needs fully met.

Open Space and Resource Management: Outdoor Recreation Is Right Outside Our Door

Our parks and trails are high quality and highly valued. We continue to enhance and maintain our recreational open spaces so that they are safe, connected, and accessible to all. Our trails connect easily to other trails and parks in the region, and community gardens are a source of local food and local involvement.

Mobility and Active Transportation: Moving Around Anywhere, Any Way

Our residents, workers, and visitors need to move about efficiently, and have a variety of ways to do so. Connected transportation networks, regional coordination, and public and active transportation options are priorities for our community. Connected and mobile community members have the ability to travel within the City and to other places in the region by a variety of methods, with seamless transitions between modes and regions. Our community has roadways in place that allow for efficient movement and safe travel spaces for all modes of getting around. The infrastructure and facilities for pedestrians, bicyclists, and transit users are clean, safe, and well maintained, and walkways and bike lanes are continuous and complete with convenient connections to local and regional transit

Sustainable and Healthy Communities: Clean, Green Practices & Health Living

Sustainable practices are at the forefront of environmental concerns in Elk Grove. Organizations, businesses, and residents all desire a city that is adaptive to and resilient against climate change, is a leader in conservation, and embraces innovations in green technologies. The City layout and land uses promote healthy living, with healthy grocery options and destinations nearby that people can get to by walking and biking. The City's residents and businesses recognize the importance of responsible resource use, and they work together to conserve and use water and energy to their full potential.

Coordinated Services, Technology, and Infrastructure: Services for the Needs of All Residents

Safety and services are important to all members of our community, and services for youth, seniors, and disadvantaged families are provided. Entertainment and social centers create a thriving and diverse economy and give residents a place to shop, play, and relax. The City ensures that important services in our community, including social, housing, transportation, health, and education, are available and efficiently obtainable for community members that choose or need them to thrive.