

This section describes the existing land uses in the City of Elk Grove Planning Area, characterizes surrounding land uses, and discusses the Planning Area with adopted plans and policies pertinent to the area. Refer to Section 4.1 (Agriculture) for discussions regarding agricultural land use.

### 4.2.1. EXISTING SETTING

#### REGIONAL SETTING

The City of Elk Grove Planning Area is located entirely within Sacramento County, California. Sacramento County is bounded on the north by Placer and Sutter counties, on the south by San Joaquin County, on the west by Yolo and Solano counties, and on the east by El Dorado and Amador counties (see **Figure 3.0-1**). Sacramento County covers approximately 1,015 square miles of land, the majority of which consists of flat grassland and oak woodlands with foothill areas to the west and east of the County line. The land uses in the surrounding counties vary from flat agricultural lands in Yolo, Solano, and San Joaquin counties, foothill areas in Sutter and Amador counties, to mountain terrains in Placer and El Dorado counties.

#### LOCAL SETTING

The City of Elk Grove Planning Area (Planning Area) is located entirely within the southern portion of Sacramento County, covering approximately 146 square miles (almost 15 percent of the land area for the entire County). Land use in this portion of the County is primarily residential, commercial, and agricultural. The City of Sacramento borders Elk Grove to the north, and also contains land uses of residential and commercial near the City boundary. To the south of the Planning Area, south of Twin Cities Road is primarily agricultural land, mostly utilized for cattle raising and dairy activities. The Sacramento River is the western border for the Planning Area, and the Cosumnes River is the eastern border.

#### EXISTING LAND USE

The Planning Area is characterized by a wide range of existing land uses, including approximately 12,895 acres of residential developments, 730 acres of commercial/retail uses, 98 acres of office uses, and approximately 1,250 acres of industrial uses (see **Figure 4.2-1**). In addition, there are approximately 8,553 acres of agricultural uses, and over 6,000 acres of public/private recreation and natural preserve uses. According to the land use inventory conducted in Fall 2001, residential and agricultural were the two primary land uses in the Planning Area. Institutional uses such as schools, churches, and other public entities also serve as major land uses.

Large natural features in the Planning Area include the Sacramento River and the Stone Lakes National Wildlife Refuge. The Cosumnes River Preserve, an organization formed to preserve the riparian habitat along the river, covers approximately 13,000 acres along the Cosumnes River. A portion of the preserve is located in the Planning Area (just north of Twin Cities Road, west of State Route 99 and east of Interstate 5). The Nature Conservancy of California purchases land and/or easements along the Cosumnes River for the preservation of Swainson's Hawk habitat as well as for other habitat preservation. The Stone Lakes National Wildlife Refuge, 18,212 acres of seasonal and permanent wetlands, grasslands, and riparian forest, is located in the western portion of the Planning Area, west of Interstate 5. In addition, a number of creeks traverse the Planning Area, such as Deer Creek, Morrison Creek, and Laguna Creek.

Other prominent land uses in the Planning Area include the historic district, a wastewater treatment plant, and two airports. The Elk Grove Old Town Historic District, the majority being

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located along Elk Grove Boulevard between Elk Grove-Florin Road and Waterman Road, is listed on the National Register of Historic Places. The Sacramento Regional Wastewater Treatment Plant is the largest utility and industrial use in the area. There are two airports located entirely in the Planning Area – Franklin Field Airport and Sunset Skyranch Airport. Mather Airport and Borges-Clarksburg Airport are not physically located within the Planning Area, but have restriction zones that cross Planning Area boundaries.

There are a number of large projects underway that would increase the acreage of residential, commercial, school and park uses in the City. The East Franklin Specific Plan and East Elk Grove Specific Plan were approved by Sacramento County prior to incorporation of the City of Elk Grove. These areas are currently under development. There are other large projects within the City, as well as large specific plan and comprehensive plan projects located in the Planning Area. Refer to **Table 4.0-1** in Section 4.0 for a more complete list and description of these projects and other approved and proposed large-scale projects.

**4.2.2 REGULATORY FRAMEWORK**

FEDERAL

**U. S. Department of the Interior**

The Fish and Wildlife Division of the United States Department of the Interior established the Stone Lakes National Wildlife Refuge in 1994 (see **Figure 4.2-2**) with a goal of protecting 18, 212 acres of natural habitats and valuable agricultural lands in southern Sacramento County (USFWS, 2002). The Fish and Wildlife Service has been pursuing a cooperative land management agreement with other agencies that collectively own 5,000 acres. The state agencies include: the Department of Transportation, the Department of Parks and Recreation, and the Department of Water Resources. The Sacramento Regional County Sanitation District and the Sacramento County Department of Regional Parks, Recreation, and Open Space also own land in this area. Currently, the Fish and Wildlife Service has protected a total of 4,066 acres within the refuge boundary, using Federal, State, and private funding mechanisms. The remaining 9,066 acres are privately owned lands and are not part of any cooperative with the Fish and Wildlife Division.

A Comprehensive Conservation Plan (CCP) is currently being prepared by the Stone Lakes National Wildlife Refuge to help guide overall refuge management for the next 15 years. A portion of the refuge is located within the City of Elk Grove Planning Area, but is under jurisdiction of Sacramento County.

STATE

**Delta Protection Commission**

The Land Use and Resource Management Plan for the Primary Zone of the Delta implements the Delta Protection Act of 1992. The act directed the Delta Protection Commission to prepare a comprehensive resource management plan for land uses within the Primary Zone of the Delta (see **Figure 4.2-3**). The goals of this plan are to protect, maintain, and where possible, enhance and restore the overall quality of the Delta environment, including but not limited to agriculture, wildlife habitat, and recreational activities; assure orderly, balanced conservation and development of Delta land resources and improve flood protection by structural and nonstructural means to ensure an increased level of public health and safety (Delta Protection Commission 1995).

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A portion of the Stone Lakes National Wildlife Refuge falls within the boundaries of the Primary Zone. These lands are located in the Elk Grove Planning Area, but remain under jurisdiction of Sacramento County, because they are outside the City limits of Elk Grove. The Sacramento County General Plan adopted the Land Use and Resource Management Plan for the Primary Zone of the Delta, so the County will support the policies and direction the plan has set forth.

LOCAL

**Sacramento County General Plan**

The Sacramento County General Plan is used as the “blueprint” to guide future development in unincorporated portions of the County, including sections of the Planning Area that are outside the Elk Grove city limits. The following Sacramento County land use policies are applicable to the Planning Area outside the existing city limits of Elk Grove.

- LU-2: The County shall give priority to residential development on vacant or underutilized sites within existing urban areas, which have infrastructure capacity available.
- LU-3: Each community planning area containing an existing urban use shall provide within the urbanized portion (excluding urban growth areas) additional residential holding capacity sufficient to meet that community’s fair share of a County-wide target of 4,500 units increased holding capacity.
- LU-4: All residential projects involving ten or more units, excluding remainder lots and Lot A’s, shall not have densities less than 75% of zoned maximums, unless physical or environmental constraints make achieving the minimum densities impossible, or unless existing zoning is inconsistent with LU-17.
- LU-6: Provide for additional mixed use development in commercial parking areas near the trunk or feeder line networks where such uses would be compatible with surrounding uses and where parking demand can be appropriately accommodated or structured parking can be constructed.
- LU-7: The County shall not approve land use projects which are for noncontiguous development, i.e. leapfrog.
- LU-8: Infrastructure financing plans which specify the extent, timing and estimated cost of all necessary infrastructure shall be approved by the Board of Supervisors together with the approval of zoning for any urban uses in urban growth areas. The resulting financing mechanisms shall be implemented prior to the approval of all entitlements in urban growth areas.
- LU-9: Specific plans may be prepared for subareas of an urban growth area for the purpose of prioritizing development opportunities. In such cases, the Plan shall have defensible boundaries and address development of all lands within them.
- LU-10: Promote a better balance of employment, neighborhood services, and different housing types by reviewing development projects and the surrounding community and designing new projects wherever feasible so that they maintain or improve the mix of uses in the community.

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LU-11: Specific Plans and Community Plans for areas within the Urban Service Boundary should provide a balance of employment, neighborhood services, and different housing types wherever feasible.

LU-12: Depending on its emphasis, a mixed use development should include the following proportions of different uses, shown as percentages of the site area:

Emphasis of Development

<u>USE</u>	<u>Commercial</u>	<u>Office</u>	<u>Residential</u>
Retail	50-70%	10-30%	10-30%
Office	0-20%	50-70%	0-30%
Residential	20-40%	0-30%	50-80%
Public	10-30%	10-30%	10-30%

*Note: Commercial uses refer to the LC and SC zones. Office uses refer to the BP and MP zones. Residential uses refer to the RD-5 through RD-50 zones.*

LU-13: Community Plans, Specific Plans, and development projects shall be designed to promote pedestrian movement through direct, safe, and pleasant routes that connect destinations inside and outside the plan or project area.

LU-14: It is the policy of Sacramento County to design new development located within one-half mile of a transit stop on a transportation corridor to conform to the density requirements of Table III-4, except where the Board of Supervisors finds that development at the desired densities is not feasible. This policy shall not be applied to prevent, constrain, limit, or deter the development of housing affordable to lower income households, in land currently zoned for residential or commercial use. This policy shall not be applied to justify reducing the available acreage for parcels at densities RD-20 or greater.

LU-15: Parking requirements may be reduced in order to meet the density requirements established by policy LU-14.

LU-16: Specific Plans incorporating areas where policy LU-14 is applicable shall include provisions to ensure the right to develop subsequent project phases to the densities LU-14.

LU-17: Sacramento County shall strongly discourage zoning or rezoning land for development that is more than one-half mile from a Transportation Corridor or equivalent transit service if any one of the following is true:

- The proposed project has a residential density greater than 12 units per acre;
- The proposed project has a nonresidential floor area ratio of .5 or more;
- The proposed project is a mixed-use project with a nonresidential floor area ratio of at least .05 combined with a residential density of 5 units per acre.

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This policy shall not be applied to prevent, constrain, limit, or deter the developments of housing affordable to lower income households, in land currently zoned for residential and commercial use. This policy shall not be applied to justify reducing the available acreage for parcels at densities of RD-20 or greater.

- LU-18: Design new development to be compatible with surrounding development.
- LU-19: Incompatible urban land uses should be buffered from one another by methods that retain community character, and do not consume large land areas or create pedestrian barriers.
- LU-20: Neighborhood identity should be maintained in existing and developing areas.
- LU-29: Grant density bonuses of 25% more than what maximum zoning would permit; and allow reduced street width and parking standards, fee deferral, priority application processing, and development of 4,000 square foot lots in up to 25% of the development, when a development proposal is for construction of housing affordable to median and lower income levels, and encourage location of mixed income housing opportunities in areas where very few such housing opportunities exist and significant employment centers exist or are proposed.
- LU-30: Parking areas shall be designed to:
- Minimize land consumption;
  - Provide pleasant and safe pedestrian and bicycle movement;
  - Facilitate shared parking;
  - Allow for the possible reuse of surface parking lots through redevelopment; and,
  - Minimize parking lot street frontage.
- LU-31: Assure that regionally-oriented commercial and office uses and employment considerations have adequate road access, high frequency transit service and an adequate but efficient supply of parking.
- LU-33: Discourage the establishment and build-out of linear, strip pattern, commercial centers.
- LU-34: Discourage the creation of excessive amounts of retail shopping facilities.
- LU-35: All new employment-intensive County offices or offices providing walk-in services to the public shall be located along a Trunk Line or Feeder Line Network.
- LU-36: New industrial uses using large amounts of material and with low employment densities, such as warehousing, shall be located outside new growth areas

along primary transportation routes such as interstate facilities, airports, railroads, or navigable waterways.

- LU-37: New industrial uses with high employment densities that do not create significant noise, odor, or other negative impacts, such as office-industrial parks, shall be located with access to transit provided that appropriate measures are undertaken and maintained to mitigate nuisances and traffic.
- LU-39: The County shall provide an adequate industrial land supply to encourage industry to locate and provide diversification to the Sacramento County economy.
- LU-40: The County shall support activities which attract industrial development that:
- Do not pose a significant risk of pollution to water, air, or other natural resources.
  - Provide for diversification in industrial development.
  - Expand opportunities for those entering the labor force, and for Sacramento’s unemployed and underemployed.
- LU-41: Maintain the viability of industrial areas and attract desirable industry to the area by creating a land supply with the following minimum parcel sizes:
- Within the industrial intensive land use category, a ten acre minimum parcel size shall apply until the land is zoned to an M-1, M-2, MP or GC designation.
  - Within the industrial Extensive land use category, the following minimum parcel size shall apply until the land is zoned to M-1 or M-2 designation.
    - For SCS Class I and II      40 acres
    - For all other soils      80 acres
- LU-42: Future Agricultural-Residential development shall be limited to existing developed and infill Agricultural-Residential lands designated on the Land Use Diagram and such additional areas adjacent to existing buffer at the Urban Services Boundary as are consistent with LU-43.
- LU-43: Community and Specific Plans prepared for urbanizing areas may provide for additional Agricultural-Residential areas provided they are functionally integrated with other urban uses in the context of the Plan.
- LU-44: Approval of all future Agricultural-Residential entitlements shall encompass fair share as a concept to equitably apportion all infrastructure costs consistent with General Plan goals.

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- LU-45: The County supports development proposals that divide vacant and developed AR/A-1 and AR-A-2 zoned parcel inside the USB to their maximum zoning density.
- LU-46: The County supports rezoning of lands within existing Agricultural-Residential areas inside the USB to create additional AR/A-1 and AR/A-2 zoned land uses when it is consistent with plans to provide to urban uses, appropriate infrastructure is available or planned, is in line with historic demand levels, and consolidates rural communities.
- LU-57: The County shall not provide urban services beyond the Urban Policy Area, except when the County determines the need for health and safety purposes.
- LU-59: Expansion of urban uses in rural areas shall be limited to the established Delta communities of Freeport, Hood, Courtland, Locke, and Walnut Grove and to specific small expansions which support the agriculturally and recreationally based economies of the Delta.
- LU-61: The County will not support the development of new towns in rural areas extending beyond the Urban Services Boundary.
- LU-62: Future agricultural-residential development outside the USB and Galt's Sphere of Influence shall be limited to existing agricultural-residential lands so designated on the Land Use Diagram and new areas adjacent to existing areas with agricultural-residential land use designations.
- LU-65: Rezones proposed for areas where urban services are not and will not be available outside the Urban Service Boundary and Galt Sphere of Influence shall be only to zones which do not allow densities to exceed 1 primary residence per five acres.
- LU-66: The County supports development proposals that divide vacant and developed AR/AR-5 parcels outside the USB to their maximum zoning density.
- LU-67: The County supports rezoning to create additional AR/AR-5 land uses outside the USB when it is determined to be essential to meet demand levels, form coherent communities, and protect open space and environmental resources, but does not involve the rezoning or prime or Statewide in Importance farmland.
- LU-68: Industries allowed in agricultural areas shall be restricted to activities that involve the storage, primary processing, or primary manufacturing of raw agricultural materials provided that properties are designated Food Processing Combining land use zone and agricultural industrial practices are consistent with the Zoning Code.
- LU-71: Annexations should only be advocated which:
- Ensure provisions and demonstrate maintenance for adequate municipal services;

- Are consistent with state law and LAFCO standards and criteria;
- Provide for equitable distribution, based on region-wide analysis, of social services and low income housing needs;
- Are consistent with General Plan and Community Plan policies; and
- Preserve community identity.

LU-72: The County shall coordinate with regional planning agencies setting land use and environmental policies and programs and cooperate in the implementation of programs consistent with General Plan policy.

### Sacramento County General Plan Land Use Map

The Sacramento County Land Use Map was created to form an efficient community, focusing on low density, auto-dependent land use patterns. The map was also designed to show the concentration of development to preserve open space and reduce air pollutant emissions and travel times. **Figure 3.0-2** provides a map of the land uses within the Elk Grove Planning Area and associated land use designations.

### Elk Grove Community Plan

The Sacramento County Board of Supervisors adopted the Elk Grove Community Plan in 1978. This document served as a guide for the future development of the Elk Grove area. The boundaries for the community plan area were described as *that area bounded on the north by Calvine Road and its extension perpendicular to Grant Line Road to Cosumnes River; on the south and east by Cosumnes River; on the southwest by Highway 99 and Kammerer Road; on the west by Bruceville Road, an extension of Poppy Ridge Road, Franklin Blvd., Elk Grove Boulevard and Highway 99* (see **Figure 3.0-3**). This area covered approximately 26,500 acres, and included a portion of the current City of Elk Grove as well as portions of the currently defined Planning Area.

The Elk Grove Community Plan established the following policies for land use specifically in the Elk Grove area:

#### Agricultural

1. *Not allow Permanent Agricultural land to become fragmented by land division into units which are too small for economical agricultural use.*
2. *Protect existing agricultural uses from urban encroachment and encourage growth of agri-business.*
3. *Wherever possible, provide buffer areas between urban uses and agricultural areas.*
4. *Encourage supplemental agriculture by designating areas Agricultural Residential.*
5. *Encourage a mixture of parcel sizes in the Agricultural Residential areas to control the proliferation of septic tanks and keep residential densities low.*
6. *Recommend all areas served by septic tank systems, except those designated Permanent Agriculture, be placed in a septic tank maintenance district if and when created.*

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### Residential

1. *Preserve the rural character of Elk Grove.*
2. *Protect existing older homes as a valuable low cost housing resource.*
3. *Encourage the use of self-help housing projects to provide additional low cost housing.*
4. *Encourage the development and utilization to the extent possible of energy efficient housing.*

### Commercial

1. *Encourage commercial land use that will prevent the expansion of strip commercial activities along major traffic arterials.*
2. *Encourage redevelopment or revitalization of the downtown commercial area by allowing specific development policies as set forth in the text.*
3. *Encourage service type businesses to locate in the downtown area of Elk Grove.*
4. *Encourage retail sales businesses to locate within shopping centers.*

### Industrial

1. *Not allow subdivision of parcels for non-industrial use within the area designated Industrial or Industrial Park and provide buffer areas between industrial and residential uses.*

## **Laguna Community Plan**

The Laguna Community Plan was adopted in December 1978 by the Sacramento County Board of Supervisors. This area covers approximately 18 square miles, and has boundaries approximately equivalent to the Laguna West area, and areas east to State Route 99 (see **Figure 3.0-4**). The Laguna Community Plan provided a policy framework for conservation and development within the Laguna community.

## **City of Elk Grove Zoning Code**

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

## **Sacramento County Zoning Code**

The Sacramento County Zoning Code applies to the unincorporated area of Sacramento County that is outside the Elk Grove city limits, which currently includes the City of Elk Grove's proposed Sphere of Influence areas as well as the remainder of the Planning Area.

## **North Vineyard Station Specific Plan**

The Sacramento County Board of Supervisors adopted the North Vineyard Station Specific Plan on November 4, 1998. The plan area has boundaries of Florin Road to the north, Gerber Road to the south, the Vineyard Road extension to the east, and Elder Creek Road to the west, and is

1,594.5 acres in size (see **Figure 4.2-4**). The plan area is located 5 miles north of the City of Elk Grove, and is contained within the designated Planning Area. The Specific Plan includes a mix of residential developments of varying densities, commercial, office, school, recreation and open space uses.

### **Vineyard Springs Comprehensive Plan**

The Sacramento County Board of Supervisors adopted the Vineyard Springs Comprehensive Plan on June 21, 2000. The plan area has boundaries of Gerber Road to the north, Calvine Road to the south, Excelsior Road to the east, and Bradshaw Road to the west, and is 2,650 acres in size (see **Figure 4.2-5**). The plan area is north of the City of Elk Grove, and just south of the North Vineyard Station Specific Plan area. This comprehensive plan area is also located within the City of Elk Grove Planning Area. The comprehensive plan includes a mix of residential developments of varying densities, schools, and parks.

### **Sunset Skyranch Airport**

Sunset Skyranch Airport, also known as Elk Grove Airport, is located near the intersection of Grant Line Road and Bradshaw Road, just outside the city limits of Elk Grove. The airport is privately owned and operated, but publicly utilized. The airport has one paved runway 2,780 feet in length by 35 feet in width. The primary land uses surrounding the airport are agriculture and open space. The southern tip of the area known as the Elk Grove Triangle Policy Area falls within the airport's planning boundaries, as well as a portion of the East Elk Grove Policy Area. The Airport Land Use Commission prepared a Comprehensive Land Use Plan for the airport in 1988. Refer to Section 4.4 (Human Health/Risk of Upset) for further details regarding hazards to the surrounding land uses associated with the operation of the airport.

### **Franklin Field Airport**

Franklin Field Airport is located in the southern portion of the Planning Area, approximately one mile northeast of the intersection of Franklin Boulevard and Twin Cities Road. The airport is operated by the Sacramento County Department of Airports. The airport has two runways; a 3,295 feet long, 60 feet wide runway running north-south, and a 3,100 feet long, 60 feet wide runway running east-west. The primary land uses surrounding the airport are agricultural and open space uses. Residential uses are mostly confined to dwelling units or accessory buildings necessary for the operation of the farms and ranches. The most significant non-residential use is the Rio Cosumnes Correctional Center, located adjacent to the airport on Bruceville Road. The Airport Land Use Commission prepared a Comprehensive Land Use Plan for the airport in 1988. Refer to Section 4.4 (Human Health/Risk of Upset) for further details regarding hazards to the surrounding land uses associated with the operation of the airport.

### **City of Sacramento General Plan**

Adopted in 1988, the City of Sacramento General Plan, replaces the 1974 General Plan, and provides policies and programs for the physical, economic, and environmental growth and renewal of the City (City of Sacramento, 1988). The City of Sacramento borders the Elk Grove Planning Area on the north side of Sheldon Road, west of State Route 99 (see **Figure 4.2-6**). Most of the land uses bordering the Planning Area include residential, commercial, and some vacant

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land uses. Cosumnes River College, a junior college in the City of Sacramento, is also located close to the Planning Area boundary. The Airport Meadowview Community Plan area, which includes the Delta Shores Village planned development, is located just north of the Elk Grove Planning Area, and includes an integration of residential, commercial, office, and research-oriented uses.

### 4.1.3. IMPACTS AND MITIGATION MEASURES

#### STANDARDS OF SIGNIFICANCE

A land use impact is considered significant if implementation of the project would result in any of the following:

1. Physically divide an established community.
2. Conflict with any applicable land use plan, policy or regulation of an agency with jurisdiction over the project (including, but not limited to, the general plan, specific plan, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect.
3. Conflict with any applicable habitat conservation plan or natural community conservation plan.

The Notice of Preparation (NOP) for this project stated that the implementation of this project would not result in the division of an established community, or conflict with an adopted habitat or natural community conservation plan; therefore, these issues are not addressed further.

#### METHODOLOGY

Evaluation of potential land use impacts within the City of Elk Grove by implementation of the proposed General Plan, was based on a review of planning documents pertaining to the City of Elk Grove, including the proposed City of Elk Grove General Plan, City of Elk Grove Zoning Code, City of Elk Grove Residential Design Guidelines, the Elk Grove Community Plan, the Laguna Community Plan, a field review of the City and surrounding areas, and consultation with appropriate agencies. These impacts are discussed in the section, Project Impacts and Mitigation Measures.

The analysis contained herein is based on buildout conditions for the City of Elk Grove as set forth in the planning documents of the City of Elk Grove and Sacramento County. This analysis does not assess impacts associated with the phasing of projects or interim improvements.

The focus of this land use analysis is on land use impacts that would result from the new General Plan policy document and land use map. Specific impacts and Plan consistency issues associated with biological resources, visual resources, noise, traffic, public services/utilities, hydrology, and/or geology are addressed in each technical section and the reader is referred to other EIR sections for detailed analysis of other relevant environmental effects as a result of Plan development.

Potential impacts to the remainder of the Planning Area, outside the City limits, was based on a review of planning documents relevant to those areas, including the Sacramento County General Plan, the Comprehensive Land Use Plans for Planning Area airports (i.e. Sunset Sky ranch, Franklin Field, Mather Field, and Borges-Clarksburg), the Land Use and Resource Management Plan for the Primary Zone of the Delta, consultation with appropriate agencies, and field review of the Planning Area. These impacts are discussed in the cumulative section.

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Potential impacts regarding agriculture/urban interface conflicts are discussed in Section 4.1 (Agriculture).

#### PROJECT IMPACTS AND MITIGATION MEASURES

##### Consistency with Relevant Land Use Planning Documents

**Impact 4.2.1** Implementation of the proposed General Plan could conflict with relevant land use planning documents within and adjacent to the City of Elk Grove. This is considered a **less than significant** impact.

##### Sunset Sky ranch Airport Comprehensive Land Use Plan Safety Hazard Areas

In terms of safety, certain types of land uses have also been determined as hazards to air navigation. They include the following:

- Land uses that attract large concentrations of birds within approach-climbout areas;
- Land uses that produce smoke;
- Land uses within flashing lights;
- Land uses that reflect light;
- Land uses that generate electronic interference; and
- Land uses related to flammable materials (ALUC, 1988).

The ALUC established three safety zones for the Sunset Sky ranch Airport – the Clear Zone, the Approach/Departure Zone, and the Overflight Zone. The only safety zone not compatible with single-family land uses is the Clear Zone. However, as **Figure 4.2-7** shows, the Clear Zone that is closest to the City limits is on the opposite side of Grant Line Road from the development of the East Elk Grove Policy Area. The East Elk Grove Specific Plan text identifies that residential lots must be five acres or larger within the airport noise contours. The land uses designated in the East Elk Grove Specific Plan are consistent with the Sunset Sky ranch Comprehensive Land Use Plan. Therefore, impacts to airport safety zones resulting from incompatible land uses are **less than significant**.

##### East Franklin Specific Plan and East Elk Grove Specific Plan

Two specific plans that were previously approved by Sacramento County, the East Franklin Specific Plan and the East Elk Grove Specific Plan would not create any significant impacts with the implementation of the proposed General Plan as they have been incorporated as Policy Areas within the proposed City of Elk Grove General Plan Land Use Policy Map. Therefore, conflicts created by the implementation of these specific plan areas to the proposed General Plan are **less than significant**.

##### General Plan Policies and Action Items

*CI-21 The City shall consider the recommendations in the Comprehensive Land Use Plans (CLUPs) for airports within or adjacent to Elk Grove in the review of potential land uses or projects.*

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- LU-20            *Land uses in the East Elk Grove Policy Area shall conform with the uses shown in [Figure LU-3, on the following page].*
- LU-21            *Development in the East Elk Grove Policy Area shall take place in accordance with the East Elk Grove Specific Plan.*
- LU-22            *The East Elk Grove Specific Plan and any related implementation plans (including, but not limited to, capital facilities plans, public facilities financing plans, etc.) shall be consistent with this General Plan and shall be used to implement the land use and other policies of this General Plan.*
- LU-23            *Land uses in the East Franklin Policy Area shall conform with the uses shown in [Figure LU-4, on the following page].*
- LU-24            *The East Franklin Specific Plan shall designate a minimum of 64 net acres of land for development of high density residential development.*
- LU-24-Action 1    *Amend the East Franklin Specific Plan to conform with the requirements of this Policy.*
- LU-25            *Development in the East Franklin Policy Area shall take place in accordance with the East Franklin Specific Plan.*
- LU-26            *The East Franklin Specific Plan and any related implementation plans (including, but not limited to, capital facilities plans, public facilities financing plans, etc.) shall be consistent with this General Plan and shall be used to implement the land use and other policies of this General Plan.*

The above General Plan policies CI-21, and LU-20 through LU-26 and associated action items would help to sustain conflicts resulting from the implementation of the specific plans at a **less than significant** level.

### Mitigation Measures

None required.

### **Land Use Conflicts**

**Impact 4.2.2**    Implementation of the proposed General Plan would create conflicts with other land uses within the City. This is considered a **less than significant** impact.

Implementation of the proposed General Plan would not create land use conflicts between land uses designations within the City of Elk Grove. Any land use designation would not be in conflict with any adjacent land use (e.g., residential uses would not be located near any hazardous use). There would also be no land use conflicts by implementation of the Elk Grove General Plan Land Use Policy Map and the adjacent land uses in the City of Sacramento and County of Sacramento. Land uses designated by the proposed map also, in places, reduce the impacts from land uses designated by the County of Sacramento General Plan.

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After approval of the proposed City of Elk Grove General Plan, a zoning consistency program would occur, as per Policy LU-3, and would create zones and zoning districts that are compatible with the proposed General Plan land use designations.

Also, implementation of the City of Elk Grove Residential (recently adopted) and the proposed Commercial Design Guidelines would also help to maintain consistency between land uses.

General Plan Policies and Action Items

LU-2

*The City’s Land Use Policy Map (figure LU-1) illustrates the planned land uses for lands within Elk Grove and the Planning Area outside the City limits. The following land use categories and definitions shall be used in the assignment of zoning categories and in the review of proposed projects. (Note: The “Former GP Designation” reflects the land use designation(s) from the previous General Plan which most closely correspond to the designations used in this General Plan. This is provided for informational purposes only).*

Commercial Land Uses	
Designation	Notes
Commercial	Generally characterized by office, professional, and retail uses in any mix. Residential uses are not permitted. <i>Former GP Designation: Commercial/Office</i>
Office	Generally characterized by office and professional land uses; may include ancillary retail sales. No residential uses permitted. <i>Former GP Designation: Commercial/Office</i>
Office/Multi-Family	Generally characterized by office and professional land uses; may include ancillary retail sales. Also includes high density residential development. <i>Former GP Designation: Commercial/Office</i>
Commercial/Office	Generally characterized by office, professional, and retail uses in any mix. Residential uses are not permitted. <i>Former GP Designation: Commercial/Office</i>
Commercial/Office/ Multi-Family	Generally characterized by office, professional, and retail uses in any mix. Also includes high density residential development. <i>Former GP Designation: Commercial/Office</i>
Designation	Notes
Light Industry	Generally characterized by industrial or manufacturing activities which occur entirely within an enclosed building. <i>Former GP Designation: Intensive Industrial</i>
Heavy Industry	Generally characterized by industrial or manufacturing activities which may

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	occur inside <i>or</i> outside of an enclosed building. <i>Former GP Designation: Extensive Industrial</i>	
<b>Public, Quasi-Public, and Open Space Land Uses</b>		
<i>Note: These categories will typically be applied to lands after acquisition by the City or another agency has occurred, or after the acceptance of roadways by the City or Caltrans, and are intended to reflect existing land uses, rather than planned facilities.</i>		
Public/Quasi-Public	Includes lands owned by the City of Elk Grove, the Elk Grove Unified School District (with the exception of public schools), the Elk Grove Community Services District (with the exception of public parks), and other public agencies. <i>Former GP Designation: Public and Quasi Public</i>	
Public Parks	Includes public parks owned by the Elk Grove Community Services District or other public agencies. <i>Former GP Designation: Recreation</i>	
Public Open Space/Recreation	Includes lands owned by <b>public</b> entities which have been reserved for open space uses such as habitat mitigation, lakes, trails, golf courses, and similar uses <i>Former GP Designation: Recreation and Natural Reserve</i>	
Private Open Space/Recreation	Includes lands owned by <b>private</b> entities which have been reserved for open space uses such as habitat mitigation, lakes, trails, golf courses, and similar uses. Included in this category are commercial recreation facilities principally oriented to outdoor uses. <i>Former GP Designation: Recreation and Natural Reserve</i>	
Public Schools	Includes public schools or sites (K-12) owned and operated by the Elk Grove Unified School District or other public school districts. <i>Former GP Designation: None</i>	
Institutional	Includes facilities such as hospitals, congregate care facilities, and the like. <i>Former GP Designation: Public and Quasi Public</i>	
Private Streets	Used to designate existing private streets; locations of planned private streets are not shown on the General Plan Land Use Map <i>Former GP Designation: None</i>	
<b>Residential Land Uses</b>		
<b>Residential Land Use Designations</b>	<b>Dwelling Units Per Gross Acre</b>	<b>Notes</b>
Rural Residential <i>Former GP Designation: Agricultural Residential</i>	0.1 - 0.5	Minimum lot size: 2 to 10 acres. <i>Areas with</i>

		minimum lot size greater than 10 acres are included in agricultural land use categories.
Estate Residential <i>Former GP Designation: Agricultural Residential and Low Density Residential</i>	0.51 – 4.0	Lot sizes range from ¼ acre to 2 acres
Low Density Residential <i>Former GP Designation: Low Density Residential</i>	4.1+ - 7.0	Lot sizes vary, generally from approximately 6,000 to 10,000 SF
Medium Density Residential <i>Former GP Designation: Low Density Residential and Medium Density Residential</i>	7.1+ - 15.0	May include small lot single family development or condo/townhome-type development
High Density Residential <i>Former GP Designation: Medium Density Residential and High Density Residential</i>	15.1+ - 30.0	May consist of apartments, condominiums, or clustered single family
<b>Agriculture</b>		
<b>Designation</b>	<b>Minimum Parcel Size (Gross Acres)</b>	<b>Notes</b>
Rural Agriculture	10 – 20	Residential uses permitted; one dwelling unit per parcel
General Agriculture	20+	This designation applies to areas outside the 2002 city limits only.
<b>Other Designations</b>		
<b>Designation</b>	<b>Notes</b>	
Urban study area	Area is not planned for specific urban uses, but is subject to preparation of detailed land use feasibility planning and analysis (see Land Use Element text for further information)	

*LU-2-Action 1 Regularly update the Land Use Policy Map as development projects are approved to designate new roadways, schools, etc. for the uses shown in the “Public, Quasi Public, and Open Space Land Uses” land use categories.*

*LU-3 The following table illustrates the Zoning Districts which implement the land use categories shown on the Land Use Policy Map of this General Plan.*

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<b>Land Use Category</b>	<b>Zoning Districts</b>
Commercial	AC, LC, GC, SC, TC
Office	BP, MP
Office/Multi-Family	Current Zone: BP Proposed new Zone: BP/MF
Commercial/Office	Proposed new Zone: C/O
Commercial/Office/Multi-Family	Proposed new Zone: C/O/MF
Light Industry	MP, M1
Heavy Industry	M2
Public and Quasi-Public	Public/Quasi Public land uses may be allowed in residential, office, or industrial zoning districts, and in the O zoning district
Public Schools	Institutional uses may be allowed in residential, office, or industrial land use districts
Public Parks	O Public parks may also be allowed in residential zoning districts
Open Space/Recreation	O Open space uses may also be allowed in residential zoning districts
Institutional	Institutional uses may be allowed in residential, office, or industrial land use districts
Rural Residential	AR-10, AR-5, AR-2
Estate Residential	AR-1, RD-1, RD-2, RD-3
Low Density Residential	RD-4, RD-5, RD-6, RD-7
Medium Density Residential	RD-7, RD-10, RD-15
High Density Residential	RD-15, RD-20, RD-25, RD-30
<b>Land Use Category</b>	<b>Zoning Districts</b>
Rural Agriculture	AR-10, AG-20
General Agriculture	AG-20, AG-80
Urban study area	AG zoning districts
Private Streets	PS (New zoning district)

*The Zoning Map and all other land use approvals, including Specific Plans and Special Planning Areas, shall be consistent with the Land Use Policy Map of this General Plan.*

- LU-3-Action 1 Amend the Elk Grove Zoning Code to add mixed-use zones to implement the mixed use land use designations, and apply this zoning to lands so designated on the Land Use Policy Map.*
- LU-3-Action 2 Not more than six months after the adoption of this General Plan initiate a Zoning Consistency Program to amend the Zoning Map to provide for conformance with the Land Use Policy Map.*
- LU-3-Action 3 As part of the Zoning Consistency Program noted in Action 1 above, make the following changes to the Elk Grove Zoning Code:*
- *Revise the list of permitted uses to allow multi-family development in LC, GC, and SC zones or their equivalent.*
  - *Consider creating a Neighborhood Commercial zoning district to provide for a limited range of neighborhood-serving retail and service uses which exclude the following:*
    - *Drive-up or drive-through fast food restaurants (other types of drive-through uses, such as drug stores and ATM machines, may be considered)*
    - *Sale of alcoholic beverages for on-site or off-site consumption*
    - *Automotive service*

*The Neighborhood Commercial zoning district may also provide for limited hours of operation for all uses to limit potential adverse effects on adjacent residential areas.*

- *Revise the list of permitted uses to limit multi-family density in the BP or equivalent zoning district to no more than 25 units per acre.*
- *Develop "mixed-use" zoning districts to implement the commercial/office/multi-family and office/multi-family land use designations of the Land Use Policy Map.*
- *Revise all residential zoning districts (including "AR" districts) to use net acreage as the standard for minimum parcel size.*
- *Add an RD-6 zoning district.*
- *Add a "PS" or similar zoning district to be applied to private streets.*
- *Add an "Institutional" or similar zoning district to be applied to schools, City property, and other public lands.*
- *Add performance standards to the Zoning Code related to issues such as radio interference, noise, vibration, smoke/dust, heat, and*

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*light/glare to reduce the potential for off-site impacts created by commercial and industrial land uses.*

LU-4 *All land use approvals, including, but not limited to:*

- *Zoning,*
- *Planning documents (such as Specific Plans and Special Planning Areas),*
- *Tentative Maps,*
- *Conditional Use Permits,*
- *Etc.,*

*shall be required to conform to the General Plan.*

LU-34 *The City of Elk Grove shall require that new development including commercial, office, industrial, and residential development is of high quality and reflects the City's desire to create a high quality, attractive, functional, and efficient built environment.*

LU-34-Action 1 *Prepare and adopt Design Guidelines for residential and non-residential development.*

Implementation of Policies LU-2, LU-3, LU-4, and LU-34 with associated action items would help to sustain impacts to land use conflicts at a **less than significant** level.

Mitigation Measures

None required.

**4.1.4 CUMULATIVE SETTING, IMPACTS, AND MITIGATION MEASURES**

CUMULATIVE SETTING

As previously described, the City of Elk Grove Planning Area is located in the southern portion of Sacramento County. The land use policies in the proposed City of Elk Grove General Plan would provide direction for growth within the City limits, while the Sacramento County General Plan policies would provide direction for growth outside of the City limits, but within the Planning Area boundaries. The Planning Area as a whole must be considered for the purpose of evaluation of land use impacts on a cumulative level. Development in the Elk Grove area, including the proposed and approved projects discussed in Section 4.0, would change the intensity of land uses in the Elk Grove region. In particular, this cumulative development scenario would increase development in the southern portion of Sacramento County, and would provide additional housing, employment, shopping, and recreational opportunities.

CUMULATIVE IMPACTS AND MITIGATION MEASURES

**Consistency with Relevant Planning Documents in the Planning Area**

**Impact 4.2.3** Implementation of the proposed General Plan could impact land use plans or study areas outside of the city limits, but within the Planning Area. This is a **cumulative significant** impact.

Development of the proposed City of Elk Grove General Plan could impact land use plans or study areas outside of the City and within the Planning Area. Impacts to these areas are described below.

### Sacramento County General Plan

The Sacramento County General Plan, which includes the smaller area plans that are within the Elk Grove Planning Area, such as the North Vineyard Station Specific Plan and the Vineyard Springs Comprehensive Plan, proposes more development than what is shown in the City of Elk Grove General Plan Land Use Concept Map (see **Figure 3.0-7**). The Land Use Concept Map proposed a vision of rural residential uses in those areas, while the specific plan and comprehensive plan propose a mix of low density and commercial uses.

The Sacramento County General Plan also includes the designation of an Urban Service Boundary (USB), which has a southern boundary of Kammerer Road. The vision of the Urban Study Area by the City of Elk Grove, as discussed in Section 4.0 (Introduction to the Environmental Analysis and Assumptions Used), directly conflicts with the designation by the County. The southern Urban Study Area is located outside of the USB line. Any potential development would conflict with the USB line designated by the County of Sacramento.

### Stone Lakes National Wildlife Refuge

The Stone Lakes National Wildlife Refuge (NWR) is located in an area envisioned as Open Space Reserve on the City of Elk Grove General Plan Land Use Concept map (see **Figure 3.0-7**). At this time, the land outside the City limits is still under the jurisdiction of Sacramento County. However, since the land use is designated in the Concept map as Open Space Reserve, there is no conflict between land uses designated by the County of Sacramento and the land uses envisioned by the City of Elk Grove in that portion of the Planning Area.

### Land Use and Resource Management Plan for the Primary Zone of the Delta

**Figure 4.2-3** shows the Primary Zone of the Delta, and the portion that lies within the Elk Grove Planning Area. The majority of the Delta area that lies within the Planning Area is restricted from development by the 100-year floodplain. The Elk Grove General Plan Land Use Concept map (see **Figure 3.0-7**) shows that the land use designation for this area would remain as is currently designated by the County of Sacramento. Therefore, there is no land use conflict in this area.

### Airport Comprehensive Land Use Plan(s)

Comprehensive Land Use Plans have been prepared by the ALUC for the four airports that are located within or have contours or overflight zones overlapping the boundaries of the Planning Area – the Sunset Sky ranch Airport, the Franklin Field Airport, the Mather Field Airport, and the Borges-Clarksburg Airport. The Sunset Sky ranch Airport is encompassed by the Urban Study Area (see discussion for Impact 4.2.4) as shown in **Figure 3.0-7** earlier in this document. Refer to Section 4.4 (Human Health/Risk of Upset) for further details regarding the impacts to the airports resulting from implementation of the proposed General Plan.

### General Plan Policies and Action Items

CAQ-6                      *Within the Primary Zone of the Legal Delta (as defined by the State of California in the State Water Code, Section 12220), the City's land use and other policies shall conform with the "Land Use and Resource Management*

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*Plan for the Primary Zone of the Delta” developed by the Delta Protection Commission.*

CAQ-6-Action 1 *Coordinate with the Delta Protection Commission by providing updates on the status of any requests by the City to include any lands in the Primary Zone in the City’s sphere of influence or incorporated boundaries.*

CAQ-6-Action 2 *Prior to the annexation of any land in the Primary Zone of the Legal Delta, ensure that this General Plan is consistent with the Delta Protection Commission’s Act and Plan as it affects the area within the Primary Zone.*

CI-21 *The City shall consider the recommendations in the Comprehensive Land Use Plans (CLUPs) for airports within or adjacent to Elk Grove in the review of potential land uses or projects.*

LU-15 *The areas designated in the Planning Area as “Urban Study Areas” are envisioned as areas in which urbanization to some extent could occur, generally in compliance with the following criteria:*

- Development should be limited to areas outside of the 100-year floodplain.*
- Development should take place in compliance with the goals and policies of this General Plan.*
- Any study of potential land uses in these areas should be accomplished in cooperation with the County of Sacramento.*
- Any study of land uses in these areas should be accompanied by an environmental evaluation of the potential impacts of development.*
- Prior to the completion of land use studies, the City’s policy is that County of Sacramento land use designations in effect as of December 31, 2002, are retained.*

LU-15-Action 1 *Work with the County of Sacramento to establish and implement a program to study the potential for these areas to support urban development.*

LU-38 *The City shall coordinate with regional planning agencies setting land use and environmental policies and programs and cooperate in the implementation of programs consistent with General Plan policy.*

### Mitigation Measures

Implementation of the above General Plan policies CAQ-6 and associated action items, CI-21, LU-15 and LU-15-Action 1, and LU-38, would further reduce the cumulative impacts to planning document consistency. The impact is considered **significant and unavoidable** as a result of conflicts between Sacramento County General Plan policies and the City of Elk Grove’s vision for the Urban Study Areas.

### Land Use Conflicts in the Planning Area

**Impact 4.2.4** Implementation of the proposed General Plan would increase the potential for land use conflicts outside of the City and within the Planning Area. This is a **less than significant** cumulative impact.

### Urban Study Areas

The Urban Study Areas, as discussed in Section 4.0 (Introduction to the Environmental Analysis and Assumptions Used), are areas of future consideration for potential development outside the City limits of Elk Grove. The areas are conceptually shown in Figure LU-2 of the proposed General Plan. Currently, these areas are still under the land use jurisdiction of Sacramento County and are designated General Agriculture and Agricultural Cropland. For the purposes of this section and this Draft EIR, the assumption is made that these areas could have potential to urbanize and be incorporated into the City of Elk Grove. The reader is referred to Section 4.1 (Agriculture) regarding land use conflicts regarding agricultural use.

Only the Urban Study Area along the eastern edge of the Planning Area across from Grant Line Road would be affected by an airport's overflight zone. The Sunset Sky ranch Airport's overflight zone could potentially affect development in that particular Urban Study Area. See **Figure 4.4-2** for the location of the Sunset Sky ranch overflight zone. All new development projects in this area would be subject to review by the Airport Land Use Commission. However, development of this area may result in the closure and redevelopment of the Sunset Sky ranch Airport.

The overflight zone for the Franklin Field Airport could potentially affect development of the southern study area. However, the area that the overflight zone is located just outside of the southern Urban Study Area, and would be limited to development by the 100-year floodplain.

### General Plan Policies and Action Items

- CI-21                    The City shall consider the recommendations in the Comprehensive Land Use Plans (CLUPs) for airports within or adjacent to Elk Grove in the review of potential land uses or projects.*
- LU-15                    The areas designated in the Planning Area as Urban Study Areas are envisioned as areas in which urbanization to some extent could occur, generally in compliance with the following criteria:*
- Development should be limited to areas outside of the 100-year floodplain.*
  - Development should take place in compliance with the goals and policies of this General Plan.*
  - Any study of potential land uses in these areas should be accomplished in cooperation with the County of Sacramento.*
  - Any study of land uses in these areas should be accompanied by an environmental evaluation of the potential environmental impacts of development.*
- LU-15-Action 1        Work with the County of Sacramento to establish and implement a program to study the potential for these areas to support urban development.*
- LU-38                    The City shall coordinate with regional planning agencies setting land use and environmental policies and programs and cooperate in the implementation of programs consistent with General Plan policy.*

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Implementation of the Draft General Plan policies CI-21, LU-15 and associated action item, and LU-38, would reduce the cumulative impact to land use conflicts to a **less than significant** level.

### Mitigation Measures

None required.

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