

4.2 POPULATION, EMPLOYMENT, AND HOUSING

This section discusses the population, housing, and employment impacts of the proposed project. Impacts on the current conditions, as well as the projected conditions, are examined. This section also contains information regarding the project's relationship to adopted programs and plans related to population projections for the City of Elk Grove.

4.2.1 EXISTING SETTING

The City of Elk Grove incorporated in the year 2000. Prior to incorporation, Elk Grove was part of Sacramento County and was not recognized as a governmental entity in terms of census data and did not have legally prescribed boundaries, powers, or functions. Census data for Census 2000 was taken on April 1, 2000 (U.S. Census Bureau, 2002), and Elk Grove incorporated on June 1, 2000. Therefore, the Elk Grove data for Census 2000 is based on the Elk Grove Census Designated Place (CDP), not the City's incorporated boundaries. The Elk Grove CDP includes roughly only one-third of Elk Grove's incorporated boundaries (www.elkgrovecity.org, 2007). For that reason, the City of Elk Grove General Plan (EGGP) uses tabulating data most representative of City of Elk Grove boundaries. It should be noted that the 2006 American Community Survey conducted by the U.S. Census Bureau for Elk Grove City is representative of the City boundaries and not the CDP boundaries.

POPULATION AND POPULATION TRENDS

Elk Grove's population in the year 2000 was 72,665 persons, compared to Sacramento's population of 1,223,499 (U.S. Census Bureau, 2000). Prior to the City's incorporation in 2000, the population of Elk Grove increased at an average rate of 7 percent annually, or a 70.5 percent increase since 1990 (Elk Grove, 2003a). Sacramento County experienced a much slower rate of growth during that time period, with population increasing only 17.5 percent from 1,041,219 in 1990 to 1,223,499 in 2000 (U.S. Census Bureau 2000, 1990). Elk Grove experienced rapid population growth after its incorporation in 2000.

Table 4.2-1 portrays both past and projected population growth in Elk Grove through the year 2035. Population growth in Elk Grove is anticipated to account for nearly 20 percent of the County's total growth between the years 2005 and 2010 and 23.4 percent of the County's total growth between the years 2010 and 2020. SACOG projects that the population of Sacramento County will increase to approximately 1,762,523 by the year 2027 (SACOG, 2006).

**TABLE 4.2-1
CITY OF ELK GROVE POPULATION TRENDS**

| Year | Population | Change | Average Annual % Change |
|--------------------|------------|--------|-------------------------|
| 1990 ¹ | 42,626 | N/A | N/A |
| 2000 ¹ | 72,665 | 30,039 | 70.5 |
| 2005 ² | 121,470 | 48,805 | 13.4 |
| 2007 ² | 136,318 | 14,848 | 6.1 |
| 2015* ³ | 164,403 | 28,085 | 2.5 |
| 2020* ³ | 181,273 | 16,870 | 2.04 |
| 2035* ⁴ | 183,070 | 33,640 | 1.5 |

Source:

¹ U.S. Census Bureau. 1990. 1990 Census.

² State of California, Department of Finance. May 2007. E-5 Population and Housing Estimates for Cities, Counties and the State, 2001-2007, with 2000 Benchmark. Sacramento, California.

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³ SACOG Projections. March 15, 2001. www.sacog.org/demographics/projections/cities/sac.pdf. Note: *The annexation of Laguna West in 2001 added an additional 14,973 persons to the City's population. Those persons have been added to the above Elk Grove totals (www.elkgrovecity.org, 2007).

⁴ SACOG Travel Model Run January 2007. SACOG DRAFT 2035 Projections for Households and Population by Housing Type and Employment by Sector. http://www.sacog.org/demographics/projections/files/2035_projections_010507.xls.

* SACOG Projections for 2035 based on Laguna and Elk Grove Regional Analysis Districts (RADs). A RAD is an area defined by SACOG. RADs may have the same name as community planning areas or city names, but the boundaries are not the same.

HOUSEHOLDS

The U.S. Census Bureau defines a household as including all people who occupy a housing unit, with a housing unit being defined as a house, an apartment, a mobile home, or a group of rooms or a single room that is occupied as separate living quarters. The total number of households in Elk Grove increased from 23,776 in the year 2000 to 45,525 in 2006 (U.S. Census Bureau, 2006). SACOG estimates that the City of Elk Grove will have a total of 67,188 households by 2035 (SACOG, 2008).

The average household size is the average number of people occupying a single housing unit. The Elk Grove 2008 Draft Housing Element Update states that Elk Grove has an average household size of 3.10 persons.

HOLDING CAPACITY

Holding capacity is expressed as the total number of people that would be accommodated within a planning area if the land within that area were developed to the maximum potential allowed by land use designations in the General Plan.

According to the Elk Grove General Plan Draft Environmental Impact Report, the City had a buildout capacity of 63,340 housing units and an estimated holding capacity of approximately 194,453 persons (3.07 persons per household multiplied by 63,340 housing units) (City of Elk Grove, 2003b). However, the City of Elk Grove annexed Laguna West in 2003, adding housing units and acreage available for residential development to the City of Elk Grove. Including the annexation of Laguna West in 2003, the City of Elk Grove has a buildout capacity of 68,125 housing units and an estimated holding capacity of 209,143 persons (3.07 persons per household multiplied by 68,125 housing units). The 2008 Draft Housing Element Update for the City indicated that the average number of persons per household had increased to 3.10. Therefore, the updated holding capacity of the City is 211,187 persons (3.10 persons per household multiplied by 68,125 housing units). It should be noted that these estimates of dwelling units do not constitute a population cap for the City.

HOUSING

The Demographic Research Unit of the California Department of Finance is the official source of demographic data for state planning and budgeting and provides population and housing estimates for the state, as well as counties and cities. In May 2007, the California Department of Finance released housing unit estimates for 2001 through 2007, which are shown in **Table 4.2-2** for Elk Grove. As shown by the data, the total number of housing units increased an average of 11.17 percent each year and the majority of housing units built were single-family detached units and multi-family units with 5 or more units per structure. The City of Elk Grove Building Department indicated that as of December 2007, the City had 51,442 housing units built or permitted to be built (City of Elk Grove, 2008).

TABLE 4.2-2
CITY OF ELK GROVE HOUSING UNITS ESTIMATES 2001-2007

| Year | Total Housing Units | Single-Family | | Multi-Family | | Mobile Homes |
|------|---------------------|---------------|----------|--------------|----------|--------------|
| | | Detached | Attached | 2-4 Units | 5+ Units | |
| 2001 | 25,057 | 22,196 | 919 | 525 | 1,144 | 273 |
| 2002 | 26,645 | 23,784 | 919 | 525 | 1,144 | 273 |
| 2003 | 28,323 | 25,462 | 919 | 525 | 1,144 | 273 |
| 2004 | 36,812 | 33,903 | 919 | 525 | 1,192 | 273 |
| 2005 | 40,932 | 37,687 | 919 | 525 | 1,528 | 273 |
| 2006 | 44,518 | 40,958 | 919 | 525 | 1,843 | 273 |
| 2007 | 46,495 | 42,281 | 1,327 | 525 | 2,089 | 273 |

Source: California Department of Finance, E-5 Population and Housing Estimates for Cities, Counties and the State, 2001-2007, with 2000 Benchmark. Sacramento, California, May 2007.

Home prices in Elk Grove and the surrounding areas have been on the decline in recent years. The median home price for Sacramento County in September of 2007 was \$308,000, down 13.7 percent from September of 2006 (<http://www.car.org>, 2007). The median sales price for a home in Elk Grove was \$320,500 in October 2007, down 29 percent from \$456,000 in 2006 (<http://www.dqnews.com/>, 2008).

EMPLOYMENT AND INCOME

In 2006, 74,914 people in Elk Grove were in the labor force. As shown in **Table 4.2-3** below, 70,343 of those in the workforce were employed (U.S. Census Bureau, 2006).

TABLE 4.2-3
EMPLOYMENT STATUS 2005

| Employment Status | Estimates |
|------------------------------|-----------|
| Population 16 years and over | 104,695 |
| In labor force | 74,914 |
| Civilian labor force | 74,686 |
| Employed | 70,343 |
| Unemployed | 4,343 |
| Armed Forces | 228 |
| Not in labor force | 29,781 |

Source: U.S. Census Bureau, 2006 American Community Survey

The work force in the Sacramento metropolitan area encompasses professional, service, sales, construction, repair, and production occupations, with 45 percent of those employed in management, professional, and related occupations (U.S. Census Bureau, 2006).

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According to SACOG, the City of Elk Grove had 11,147 jobs in 2000 (SACOG, 2001). SACOG projects the City will have 56,904 jobs by 2035, an increase of 45,757 jobs (SACOG, 2008). The largest number of people in Elk Grove, 14,902, are employed in the educational services, health care, and social assistance industry. Major employers in Elk Grove include the Elk Grove Unified School District, Apple Computer, and Kaiser Permanente.

The 2006 median household income for Sacramento was \$53,930. The median family income in Elk Grove for that same year was nearly 43 percent higher at \$77,064 (U.S. Census Bureau, 2006).

JOB-TO-HOUSING RATIO

A jobs-to-housing ratio is a tool used to gauge the relative balance of jobs and housing units within a community. One way to determine a jobs-to-housing ratio is to divide the number of jobs in an area by the number of occupied housing units in that same area in order to estimate the number of jobs per housing unit. It is generally considered ideal to have one job per housing unit (City of Elk Grove, 2003b). It should be noted that a jobs-to-housing ratio does not measure proximity of the jobs to the units. For example, a community with a 100 percent balance of jobs and housing could have the jobs on one half of the community and housing on the other. No measurement has yet been designed that successfully measures proximity.

While Sacramento County has maintained an adequate jobs-to-housing ratio, Elk Grove has historically had an excess of housing units compared to available jobs (City of Elk Grove, 2003b). **Table 4.2-4** displays the jobs-to-housing ratios for Elk Grove and Sacramento County in 2005.

TABLE 4.2-4
SACOG JOBS-TO-HOUSING RATIO FOR ELK GROVE AND SACRAMENTO COUNTY 2005

| | Elk Grove | Sacramento County |
|-----------------------|-----------|-------------------|
| Housing Units | 38,196 | 506,003 |
| Employment | 24,653 | 678,503 |
| Jobs per Housing Unit | 0.65 | 1.34 |

Source: SACOG Draft Final Metropolitan Transportation Plan for 2035 (MTP2035). March 20, 2008.

4.2.2 REGULATORY FRAMEWORK

REGIONAL

Sacramento Area Council of Governments (SACOG)

Sacramento Region Blueprint

The Sacramento Region Blueprint is intended to guide land use and transportation choices through 2050 in the Sacramento region, which includes the counties of El Dorado, Placer, Sacramento, Sutter, Yolo, and Yuba and their 22 constituent cities. The Sacramento Region Blueprint project includes detailed land use and travel data, as well as technical and community outreach. The Sacramento Region Blueprint is intended to be used as a framework to guide local government in growth and transportation planning. It also will be used by the Board of Directors of SACOG to make choices about what transportation projects will best serve the region as it changes. Another important component of the Blueprint effort is a Community Design Incentive Program that will provide \$500 million during the next 25 years to fund building

projects that incorporate principles of “smart growth” identified by the Blueprint. The Preferred Blueprint Scenario was adopted in December of 2004 and became part of SACOG’s Metropolitan Transportation Plan update for 2005, a formal document that serves as a long-range transportation plan for the six-county region (<http://www.sacregionblueprint.org>, 2008).

Regional Housing Needs Plan (RHNP) and Regional Housing Needs Allocation (RHNA)

The Regional Housing Needs Plan (RHNP) allocates to SACOG cities and counties their “fair share” of the region’s projected housing needs. Per California’s Housing Element Law (Government Code 65584), which mandates that councils of governments develop the RHNP for their service area, SACOG is the lead agency in developing the RHNA and approving the RHNP for the 22 cities and 6 counties that it serves. Each city and county in the RHNP will receive a Regional Housing Needs Allocation (RHNA) of total number of housing units that it must plan for within a 7.5-year time period through their general plan housing elements. Within the total number of units, allocations are also made for the number of units within four economic categories: very low, low, moderate, and above moderate incomes. On February 21, 2008, the SACOG Board of Directors adopted the 2006-2013 RHNP. Cities and counties have until June 30, 2008, to develop and adopt their housing elements that address how they will meet their allocations (<http://www.sacog.org/rhnp/rhna.cfm>, 2008).

The City of Elk Grove’s 2006-2013 RHNA allocation is 11,314 housing units, with 3,394 of those units in the very low income category, 2,240 units in the low income category, 2,047 units in the moderate income category, and 3,633 in the above moderate income category (SACOG, 2008).

LOCAL

City of Elk Grove General Plan

Table 4.2-5 identifies the General Plan policies regarding housing, population, and employment that are directly applicable to the proposed Sheldon/99 GPA and Rezone project, and presents an evaluation of the consistency of the project with these statements as required by CEQA Guidelines Section 15125(d). This assessment is based on interpretation of the General Plan policies and action items. The final authority for interpretation of these policy statements, and determination of the project’s consistency rests with the City Council.

**TABLE 4.2-5
PROJECT CONSISTENCY WITH THE GENERAL PLAN POLICIES**

| General Plan Policies and Action Items | Consistency with General Plan | Analysis |
|---|-------------------------------|--|
| <p>Policy H-1 Maintain an adequate supply of appropriately zoned land with available or planned public services and infrastructure to accommodate the City’s projected housing needs for all income levels and for special needs groups.</p> | <p>Yes</p> | <p>The purpose of the proposed Sheldon/99 GPA and Rezone project is to create a cohesive area available for commercial development that would be compatible with the Sheldon/99 interchange improvement project. The proposed Sheldon/99 GPA and Rezone project would add 11.85 acres to the HDR General Plan land use designation, which provides the appropriate density to enable development with housing units affordable to lower income households. The project would</p> |

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| General Plan Policies and Action Items | Consistency with General Plan | Analysis |
|---|-------------------------------|--|
| | | assist in maintaining an adequate supply of residential land for the future housing needs of the City while allowing for commercial development to serve the surrounding residential areas. All areas proposed to have General Plan land use designations changed would have available public services and infrastructure, including the improved Sheldon/99 interchange. |
| <p>Policy H-3 Promote development where affordable housing is located in close proximity to services, shopping, and public transportation.</p> | Yes | The proposed project would provide for the development of high density residential sites immediately adjacent to commercial areas. |
| <p>Policy H-4 Facilitate and encourage the construction of housing affordable to very low, low, and moderate income households consistent with the City's identified housing needs.</p> | Yes | The GPA would change approximately 11.85 acres from lower density residential designations to the high density residential General Plan land use designation with the RD-20 zoning designation. The high density residential designation (15.1 to 30.0 du/acre) is conducive to enabling development of housing units affordable to lower income households consistent with this policy. |
| <p>Policy H-12 Encourage the development of a variety of housing in order to maintain a diverse housing stock intended for all levels of income.</p> | Yes | See analysis for Policies H-1 and H-4 above. |
| <p>Policy LU-10 The City should seek to designate sufficient land in all employment-generating categories to provide a minimum 1:1 correspondence between Elk Grove's working population and jobs in categories matching their employment level.</p> | Yes | The proposed project would change the General Plan land use designations of approximately 33.1 acres of land to the commercial General Plan land use designation and the General Commercial zoning designation and would increase opportunities for jobs-generating development. Future development of the site consistent with this designation could generate approximately 529 jobs. Therefore the proposed project would improve the jobs-housing ratio in the City consistent with this policy. |

Source: City of Elk Grove. 2008. *The City of Elk Grove General Plan 2008 Draft Housing Element Update*; City of Elk Grove. 2003. *The City of Elk Grove General Plan*. Elk Grove, California.

4.2.3 IMPACTS AND MITIGATION MEASURES

STANDARDS OF SIGNIFICANCE

According to the CEQA Guidelines Section 15131(a), economic or social effects of a project are not treated as significant effects on the environment. If the proposed project were to cause physical changes as a result of economic or social changes, then the physical effects (such as the destruction of habitat resulting from housing construction to accommodate increased population) could be considered significant. A population and housing impact is considered

significant if implementation of the project would result in a physical environmental impact when it would:

- 1) Induce substantial growth or concentration of population in an area either directly or indirectly (e.g., through projects in an undeveloped area or extension of major infrastructure) that results in a physical effect on the environment.
- 2) Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere.
- 3) Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.

The NOP determined that impacts relative to displacing substantial numbers of existing housing and people would be considered less than significant. Section 1.0, Introduction, contains a discussion regarding environmental impacts associated with the proposed project that were found to be less than significant and are not addressed further in this DEIR.

METHODOLOGY

City staff conducted research on demographic and housing conditions, utilizing existing documents and other information sources. Information was obtained from governmental agencies through their World Wide Web sites. Among these agencies were the U.S. Census Bureau, the California Department of Finance, Sacramento Area Council of Governments (SACOG), and the California Employment Development Department (EDD). The City of Elk Grove General Plan was an additional source of information on housing and socioeconomic conditions as well as housing policy. The previous analysis and mitigation measures provided in the Elk Grove General Plan EIR (SCH. No. 2002062082) were considered in evaluating the impacts associated with the proposed Sheldon/99 GPA and Rezone project.

PROJECT IMPACTS AND MITIGATION MEASURES

Population and Housing Increases

Impact 4.2.1 Implementation of the proposed Sheldon/99 GPA and Rezone project would increase population and housing growth by increasing the density of residential uses on the project site. This is a **less than significant** impact.

The adopted City of Elk Grove General Plan Land Use Policy Map results in a buildout capacity of 68,125 housing units and an estimated holding capacity of 211,187 persons (3.10 persons per household multiplied by 68,125 housing units). The proposed Sheldon/99 GPA and Rezone project would increase population growth by designating 11.85 acres for high density residential uses by redesignating 7.81 acres of LDR land uses to HDR land uses and 4.04 acres of MDR land uses to HDR. Subsequent development consistent with those land uses on the site could result in approximately 237 residential units (20 units per acre multiplied by 11.85 acres of RD-20 zoning), which would result in a population increase of 735 persons (3.10 persons per household multiplied by 237 housing units). As discussed under the No Project Alternative in Section 6.0, Project Alternatives, the increase in population and housing potential associated with the proposed project is slightly less than the residential growth potential of the project site under the adopted General Plan land use designations, which would allow up to 372 units and population growth of 1,154 persons (3.10 persons per household multiplied by 372 housing units). As a result, the project would not result in increases in population and housing that exceed planned growth.

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Therefore, impacts associated with population and housing increases are considered **less than significant**.

Mitigation Measures

None required.

Jobs-Housing Balance

Impact 4.2.2 The proposed project would result in an increase in job-generating uses. Therefore, impacts to the jobs-housing balance are considered **less than significant**.

SACOG estimates that in 2005 there were 24,653 jobs and 38,196 housing units in Elk Grove including units and jobs added by the annexation of Laguna West (SACOG, 2008). Using those estimates, the jobs-to-housing unit ratio for the City of Elk Grove was 0.65 jobs per housing unit in 2005. It is generally considered ideal to have approximately one job per housing unit in a jurisdiction. Historically, Elk Grove has had an imbalance of jobs per housing units, with an excess of housing units in the city compared with employment opportunities. This imbalance is evidenced by the 2005 jobs per housing unit ratio in which housing units outnumber employment opportunities. The Sacramento Region Blueprint Draft Preferred Blueprint Scenario anticipates that the ratio will improve, estimating that there will be a 60,787 growth in jobs, with a jobs-to-housing ratio of 1.1, in Elk Grove in 2050 (<http://www.sacregionblueprint.org>, 2008).

Implementation of the proposed Sheldon/99 GPA and Rezone project would change the General Plan land use designations of approximately 20.81 acres of land to the commercial land use designation (6.93 acres of LDR and 13.88 acres of MDR to C).¹ According to the High Density Residential General Plan Amendment and Rezone Draft Environmental Impact Report (SCH# 2005122030), the commercial land use designation generates 25.44 jobs per acre (City of Elk Grove, 2006). Using that calculation, the proposed project would generate 529 jobs. Therefore, the proposed project would result in the potential for job-generating uses and a slight improvement in the jobs-housing ratio.

An improved jobs-to-housing ratio in a community can result in fewer environmental impacts. The separation of job-generating land uses and residential land uses tends to result in increased long-distance travel because of the distance between uses. In comparison, if people have the opportunity to live and work in the same area it will limit commute vehicle-miles traveled during peak periods in areas where congestion is growing. Reducing the number and length of driving trips also reduces carbon dioxide and small particle emissions that adversely affect air quality (SACOG, 2008). The growth-inducing environmental impacts resulting from population and employment growth associated with the proposed project are discussed in Section 7.0, Long-Term Implications, of this DEIR.

As the proposed project would result in a very minor improvement in the jobs-housing ratio, impacts to the jobs-housing balance would be considered **less than significant**.

¹ It should be noted that a total of 33.1 acres of land within the Sheldon/99 GPA and Rezone project site will be zoned for commercial uses as a result of the project. However, that General Plan land use designation is only being changed on 20.81 acres of land. The acreages proposed solely for a rezone are currently designated by the General Plan for commercial uses. Therefore, these acreages are not included in how many new jobs would be created by the project.

Mitigation Measures

None required.

4.2.4 CUMULATIVE SETTING, IMPACTS, AND MITIGATION MEASURES

CUMULATIVE SETTING

The cumulative setting for population and housing includes all approved, proposed, and reasonably foreseeable development in the city and surrounding area. **Table 4.0-1** in Section 4.0, Introduction to the Environmental Analysis and Assumptions Used, includes a list of cumulative projects in the City of Elk Grove, as well as neighboring City of Sacramento and Sacramento County. The Sacramento Region Blueprint lays out a comprehensive plan for how the SACOG region will accommodate anticipated growth through the year 2050. The Blueprint includes forecasts for job and housing growth within the cumulative setting.

CUMULATIVE IMPACTS AND MITIGATION MEASURES

Cumulative Population Growth

Impact 4.2.3 The proposed Sheldon/99 GPA and Rezone project, along with other approved, proposed, and reasonably foreseeable development, could induce population growth in the region. The proposed project would have a **less than cumulatively considerable** contribution to this impact.

As discussed under Impact 4.2.1 above, the proposed project would intensify the density of residential uses allowed on a portion of the project site. The proposed project would also generate additional jobs, which may increase the demand for housing in the area. According to the SACOG Sacramento Region Blueprint, housing in the city is expected to grow by 43,122 units between 2000 and 2050, and jobs are expected to grow by 60,787 between 2000 and 2050. Sacramento County is expected to account for 56 percent of the SACOG region's growth in housing and jobs between 2000 and 2050, more than any other county. The proposed project is consistent with growth envisioned under cumulative conditions by the Blueprint as it would assist in maintaining an adequate supply of residential land for the future housing needs of the City while allowing for commercial development to increase job opportunities within the city. In addition, the proposed High Density Residential General Plan land use designation on the site would provide the appropriate density to enable development with housing units affordable to lower income households consistent with the Regional Housing Needs Plan, which indicates that 49.8 percent of the City's allocated housing units should serve those in the very low to low income categories. The proposed project would provide housing opportunities consistent with the City's identified need to support a range of income levels and housing types and consistent with SACOG's long-term plans to balance housing types and jobs/housing conditions. In addition, planned housing growth in the region would be adequate to accommodate cumulative population and employment increases resulting from the proposed project. Therefore, the proposed project's contribution to cumulative population and housing increases is considered less than cumulatively considerable. The project would have a **less than cumulatively considerable** impact to regional population and housing increases.

Mitigation Measures

None required.

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