

This section analyzes the socioeconomic conditions within the City of Elk Grove. Within this section are discussions on the population characteristics, housing, and employment opportunities within the Planning Area.

4.3.1 EXISTING SETTING

REGIONAL SETTING/LOCAL SETTING

The City of Elk Grove Planning Area consists of an area of land that is approximately 146 square miles (93,560 acres) in the southern portion of Sacramento County. Urban land uses in the Planning Area generally consist of residential, commercial, office, recreational and public uses within and adjacent to the City of Elk Grove. Residential, commercial and agricultural uses occur outside of the City of Elk Grove. The existing City of Elk Grove General Plan and Zoning Code, both adopted from Sacramento County, currently guide the land uses in the Planning Area. The reader is referred to Section 4.2 (Land Use) for a further description of land use and applicable land use plans in the City of Elk Grove Planning Area.

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. Once potential buildout and dwelling units are projected, potential population can be determined.

Between 1990 and 2000, the City experienced an increase in population of 30,039 persons or 70.5 percent. By 2010, the population is expected to increase by another 49,935 persons and reach population of 122,600.

The proposed City of Elk Grove General Plan is anticipated to have a buildout capacity of 63,340 housing units. Based on current household size of 3.07 persons per household and the 63,340 housing units at buildout, the City has an estimated holding capacity of approximately 194,453 persons. This buildout capacity is not based on the maximum densities for each General Plan land use designation, but rather is based on Traffic Analysis Zone (TAZ) mapping, historic and maximum residential development densities (i.e., RR – 0.5 dwelling units per acre, ER – 4 dwelling units per acre, LDR – 5.6 dwelling units per acre, MDR – 12 dwelling units per acre, HDR – 20 dwelling units per acre) and consideration of development of net acreage in the City. It should be noted that these estimates of dwelling units and population does not constitute a dwelling unit or population cap for the City. **Table 4.3-1** identifies the total dwelling units at buildout.

Geographic Area

As the City did not incorporate until July 2000, demographic and employment data for the Elk Grove area was difficult to determine since Elk Grove was not a political entity nor a federally or regionally recognized area in terms of long-range planning or Census data collections. As such, a special aggregation of the 2000 Census data was performed by the Sacramento Area Council of Governments (SACOG) in order to determine the demographic information provided herein. The 1990 Census data was calculated based on Census Block Group statistics for the Elk Grove area. Other sources of statistical information were used as appropriate and are listed at the bottom of each table.

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TABLE 4.3-1
TOTAL DWELLING UNITS AT BUILDOUT¹

General Plan Designation	Total Acreage ²	Units Per Acre	Total Dwelling Units	Percent of Total Dwelling Units
Rural Residential	5,256	0.5	2,471	3.9%
Estate Residential	1,740	4.0	4,375	6.9%
Low Density Residential	8,589	5.6	44,591	70.4%
Medium Density Residential	425	12	4,321	6.8%
High Density Residential	292	20	5,263	8.3%
Commercial/Multifamily	110	20	410	0.6%
Office/Multifamily	206	20	799	1.3%
Commercial/Office/Multifamily	347	20	1,110	1.8%
Total	16,965		63,340	100.0%

Source: Elk Grove General Plan Land Use Map; City of Elk Grove Development Services calculations

Note: ¹Does not include development of the Urban Study Areas

²Acreage based on 20 percent of total acreage for zone.

DEMOGRAPHICS

Population Trends

In the ten years prior to the incorporation of the City of Elk Grove in July 2000, the population increased by 70.5 percent, equaling an average annual population increase of 7.0 percent. From 1990 to 2000, the area began to rapidly develop as a result of an increase in jobs to the Sacramento County region and the availability of land outside the downtown Sacramento area. Projections for the City’s population growth from SACOG provide population estimates for the City of Elk Grove to 2025, as shown in **Table 4.3-2**, and indicate a gradual decline in the annual growth rate from 7.0 percent in 2000 to 4.4 percent in 2015 and 0.3 percent by 2025. Based on the SACOG projections, the City’s population is projected to increase by 25,445 persons between 2000 and 2005, for an increase of 35 percent. Additionally, the population is projected to increase by another 25 percent between 2005 and 2010, an approximate increase of 24,490 persons.

TABLE 4.3-2
CITY OF ELK GROVE POPULATION TRENDS

Year	Population	Change	% Change	Annual % Change
1990	42,626			
2000	72,665	30,039	70.5%	7.0%
2005	98,110	25,445	35.0%	7.0%
2010	122,600	24,490	25.0%	5.0%
2015	149,430	26,830	21.9%	4.4%
2020	166,300	16,870	11.3%	2.3%
2025	168,465	2,165	1.3%	0.3%

Source: 1990 Census, 2000 Census, and SACOG Projections

Household Trends and Demographics

Households

According to the 2000 Census, 23,766 households lived in the City of Elk Grove. **Table 4.3-3** shows the SACOG household projections for Elk Grove over the next 20 years. According to SACOG, the City of Elk Grove will increase by 9,284 households between 2000 and 2005 and by 18,150 households between 2000 and 2010. This represents a 76.4 percent increase between 2000 and 2010. In comparison, the population of Elk Grove is projected to increase by 49,935 persons (68.7 percent) over the same ten-year span, which indicates an increase in the average household size.

**TABLE 4.3-3
CITY OF ELK GROVE HOUSEHOLD PROJECTIONS**

Year	Households	Change	%Change	Annual % Change
2000	24,069			
2005	33,050	9,284	28.0%	5.6%
2010	41,916	8,866	21.2%	4.3%
2015	51,633	9,717	18.8%	3.8%
2020	57,955	6,322	10.9%	2.2%
2025	59,448	1,493	2.6%	0.5%

Source: 2000 Census; SACOG, 2001

Household Size

Household size refers to the number of persons in a household. The average household size for Elk Grove is 3.07 persons per household versus 2.64 persons per household for Sacramento County. **Table 4.3-4** displays the household size, number of households and percentage of each household size within the City of Elk Grove. Two-person households represent the largest proportion of households in the City representing 28.9 percent of the City's households. Four-person households are the second largest proportion, representing 21.3 percent of the City's households.

**TABLE 4.3-4
CITY OF ELK GROVE HOUSEHOLD SIZE**

Household Size	Number	Percent
1 person	3,349	14.1%
2 person	6,876	28.9%
3 person	4,856	20.4%
4 person	5,065	21.3%
5 person	2,235	9.4%
6 person	897	3.8%
7+ person	488	2.1%
Total	23,766	100.0%
Average Household Size		3.07

Source: 2000 Census

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Household Income

On average, the household incomes for Elk Grove are higher compared to household incomes for Sacramento County. According to the 2000 Census, the household median income for the Elk Grove Census Designated Place (CDP) was \$60,661 and \$67,447 for the Laguna CDP¹. Using a weighted average of the household income for the two CDPs would give a median household income of approximately \$63,103 for the City of Elk Grove. For comparison, the median income in Sacramento County in the 2000 Census was \$43,816. The median income for Elk Grove was 44 percent higher than Sacramento County.

Tenure

Tenure describes the proportion of renters to owners. As is shown in **Table 4.3-5**, the majority of households in Elk Grove are owner occupied (84.5 percent). The renter rate in Elk Grove, 15.5 percent, is much less than Sacramento County as a whole, which has 41.8 percent renter households.

**TABLE 4.3-5
CITY OF ELK GROVE HOUSEHOLD TENURE**

Housing Units	Elk Grove		Sacramento County	
Total Occupied	23,766	100.0%	453,602	100.0%
Owner Occupied	20,072	84.5%	263,819	58.2%
Renter Occupied	3,694	15.5%	189,783	41.8%

Source: 2000 Census

Housing Units

According to the City of Elk Grove Building Department, a total of 2,712 single-family homes were permitted between incorporation in July 2000 and April 2002. During that same period, 196 apartment units were constructed, of which 67 units were market rate, 100 units were affordable to households with incomes below 50 percent of the area median income (AMI), and 29 units were affordable to households with incomes at or below 80 AMI. According to the 2000 Census, there were 24,310 housing units in the City. As of April 2002, the City had 27,218 housing units either built or permitted.

The largest percentage of Elk Grove’s housing stock, 43.6 percent, was built between 1989 and 2000 (see **Table 4.3-6**). Approximately 24.1 percent of Elk Grove’s housing stock was built between 1980 and 1988. Almost 80 percent (78.4 percent) of the City’s housing was built in the last twenty-two years.

Housing Unit Vacancy

Vacancy trends in housing are analyzed using a “vacancy rate,” which established the relationship between housing supply and demand. For example, if the demand for housing is greater than the supply, then the vacancy rate is low and the price of housing will most likely increase. According to “Raising the Roof, California Housing Development Projections and Constraints, 1997-2020”, the desirable vacancy rate in a community is considered to be 5

¹ The City of Elk Grove is not represented in the 2000 Census using the current City boundary; therefore the Elk Grove CDP and Laguna CDP are used to determine the median household income and adjusted according to the proportion each CDP represents of the City.

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percent. Generally, when the vacancy rate drops below 5 percent, the demand for housing exceeds the supply of housing. Subsequently, prospective buyers and renters may experience an increase in housing costs.

**TABLE 4.3-6
CITY OF ELK GROVE AGE OF HOUSING**

Year	Number	Percent	Accumulated Percent
1939 or earlier	316	1.2%	1.2%
1940-1949	292	1.1%	2.3%
1950-1959	583	2.1%	4.4%
1960-1969	1,070	3.9%	8.3%
1970-1979	3,622	13.3%	21.6%
1980-1988	6,564	24.1%	45.7%
1989-2000	11,863	43.6%	89.3%
2001-2002*	2,908	10.7%	100.0%
TOTAL	27,218	100%	100%

Source: 1990, 2000 Census; City of Elk Grove.
Note: * Built or have building permits.

According to the 2000 Census, the vacancy rate for Elk Grove was 2.2 percent. Specifically, vacancy rates were 0.9 percent for owner housing units and 4.3 percent for rental housing units. Generally, the vacancy rates for Elk Grove are low. The Sacramento metropolitan area had a 4.4 percent vacancy rate for rental housing units at the end of 2001. In addition, average rents for the Sacramento metropolitan area have increased 9.6 percent annually for the past four years. **Table 4.3-7** shows the vacancy rates by type of housing in Elk Grove.

**TABLE 4.3-7
HOUSEHOLD VACANCY STATUS**

Housing Units	Elk Grove		Sacramento County	
	Number	Percent	Number	Percent
Total Vacant	544	100.0%	21,212	100.0%
For rent	175	32.2%	9,534	44.9%
For sale only	196	36.0%	3,875	18.3%
Rented or sold, not occupied	44	8.1%	1,770	8.3%
For seasonal, recreational, or occasional use	30	5.5%	1,621	7.6%
For migrant workers	1	0.2%	32	0.2%
Other vacant	98	18.0%	4,380	20.6%

Source: 2000 Census

Housing Price and Availability

For Sale Housing Cost

The residential real estate market has recently enjoyed an increase in prices resulting from low mortgage rates, decreasing home sales inventory, and a steadily growing labor market. The median sales price for a home in Elk Grove was \$230,500 during the fourth quarter of 2001 as

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reported by the California Association of Realtors. According to MetroScan, the median sales price for a home in the City was \$241,500 in July 2002. This follows the current increasing sale price trend in the Sacramento area real estate market.

**TABLE 4.3-8
MEDIAN HOUSING SALES PRICE – ELK GROVE**

Number of Bedrooms	New Home	Resale Home
2	\$212,990	\$194,975
3	\$229,490	\$287,330
4	\$270,749	\$278,000
5	\$274,990	\$319,750
6	\$345,450	\$485,000
Overall Median	\$241,500	

Source: California Association of Realtors, February 2002; MetroScan, July 2002

As shown in **Table 4.3-9**, median housing prices for Sacramento County have not continually increased over the past 10 years. However, the prices for homes have increased significantly in the past two years in comparison to previous years.

**TABLE 4.3-9
HISTORIC MEDIAN SALES PRICE FOR SINGLE-FAMILY HOMES IN SACRAMENTO COUNTY**

Year	Median Sales Price	Percentage Change
2001	\$174,950	16.5%
2000	\$146,000	11.0%
1999	\$130,000	5.0%
1998	\$123,500	0.8%
1997	\$122,500	3.7%
1996	\$118,000	-2.5%
1995	\$121,000	-6.6%
1994	\$129,000	-1.9%
1993	\$131,500	-0.4%
1992	\$132,000	

Source: Sacramento Association of Realtors, 2002

Rental Housing Cost

According to a landlord survey conducted by RealFacts in the fourth quarter of 2001, the average rent for apartments of all types in the Sacramento metropolitan region was \$843 per month. The current average rental price for one, two, and three bedroom apartments in Elk Grove is shown in **Table 4.3-10**.

**TABLE 4.3-10
ELK GROVE RENTAL COSTS**

Bedroom Type	Median Gross Rent
1 bedroom	\$858
2 bedroom	\$1,080
3 bedroom	\$1,295

Source: Springstreet.com, July 2002

Housing Availability

The City had an overall vacancy rate of 2.2 percent according to the 2000 Census. Specifically, vacancy rates were 0.9 percent for owner housing units and 4.3 percent for rental housing units. According to **Table 4.3-6**, there were 27,218 housing built or have building permits issued in the City as of April 2002. Combining this with the vacancy rate in the City yields a total of 389 vacant units (207 owner and 182 renter) in the City.

Future residential development in the City is limited only by the demand for housing and market constraints in the City. Currently, Elk Grove has 216.8 vacant acres zoned multifamily and 2,946.5 vacant acres zoned for single-family residential. Under current zoning, this possible buildout scenario would result in a total of 19,341 housing units.

Employment

The work force in the Sacramento metropolitan area encompasses professional, technical, production, transportation, and service occupations. The region's manufacturing sector has grown steadily since the late 1970's, spurred by the expansion of high-technology industries. The major employers in Elk Grove and in the vicinity of the City represent a wide range of employment sectors and generally employ between 50 to over 1000 employees. Examples include:

**TABLE 4.3-11
CITY OF ELK GROVE LARGEST EMPLOYERS**

Employer	Number of Employees
Elk Grove Unified School District	3,300
Kaiser Permanente	1,468
ALLDATA LLC.	400
Wal-Mart Stores	325
Florin Road Toyota	155
Lowe's Home Improvement Center	112
Costco	75
Valley Hi Country Club	65
Raley's Supermarket and Drug Center	55

Source: City of Elk Grove

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According to the 2000 Census, the Services sector employed 37.9 percent of all residents within the City, or 10,972 persons. The Government sector was the second largest employer, employing 15.4 percent, or 3,300 persons.

**TABLE 4.3-12
EMPLOYMENT BY INDUSTRY - ELK GROVE CDP**

Sector	2000	
	Number	Percent
Agriculture, Forestry, Fishing, Hunting, and Mining	201	0.7%
Construction	1,786	6.2%
Manufacturing	1,935	6.7%
Transportation and Public Facilities	1,669	5.8%
Wholesale Trade	1,170	4.0%
Information	1,010	3.5%
Retail Trade	3,300	11.4%
Finance, Insurance, Real Estate	2,436	8.4%
Services	10,972	37.9%
Government	4,441	15.4%

Source: 2000 Census

According to Sacramento Council of Governments (SACOG) projections, the City of Elk Grove had 11,147 jobs in 2000. Along with this, SACOG projects an annual job growth rate increase of 29,253 jobs between the years 2000 and 2025. As shown in **Table 4.3-13**, Elk Grove can expect high job growth for the next ten years, with the number of new jobs added to the City slowly decreasing over the following years. However, SACOG’s projections are based on the current General Plan that the City is operating under, the Sacramento County General Plan. The City’s General Plan that is currently being prepared, which includes this Housing Element, designates additional land for office development. Thus, the City anticipates it will have a higher job growth rate than what is currently projected by SACOG.

**TABLE 4.3-13
CITY OF ELK GROVE JOBS PROJECTIONS**

Year	Jobs	Percentage Change
2000	11,147	--
2005	20,585	84.7%
2010	28,018	36.1%
2015	34,460	23.0%
2020	38,203	10.9%
2025	40,400	5.8%

Source: SACOG, 2001

4.3.2 REGULATORY FRAMEWORK

Regional Housing Needs Plan

SACOG allocates housing need figures for cities and counties within the six-county SACOG region for the state-mandated time frame of the Housing Element period of 2000 through 2007. SACOG has identified that the City of Elk Grove has a fair share housing need for 2000 through 2007 of 3,509 units affordable to very low income households, 2,316 units affordable to low

income households, 2,606 units affordable to moderate income households, and 4,568 units affordable to above moderate income households.

Sacramento County General Plan

The Sacramento County General Plan is used as the “blueprint” to guide future development in unincorporated areas of the County, including sections of the Planning Area that are outside the Elk Grove city limits. The following Sacramento County Housing Element (revised 5/2/97) policies are applicable to the Planning Area outside the existing city limits of Elk Grove.

- HE-1 The County shall maintain an adequate supply of residential and agricultural-residential zoned land to accommodate projected housing needs.
- HE-2 Utilize appropriate surplus Federal, State and County land within Sacramento County for affordable housing development.
- HE-3 Promote the development of various types of housing opportunities, by ensuring an adequate supply of designated or zoned sites for rental and purchase housing, in all residential areas throughout the County.
- HE-4 The County shall not approve any land use proposal to develop any site available for multifamily housing for any use other than multifamily except where the inventory of available multifamily exceeds 1003 acres or as follows:
- a. Effective February 23, 1996, up to 50 acres of land available for multifamily housing may be approved for a use other than multifamily housing.
 - b. Up to 75 additional acres of land available for multifamily housing may be approved for a use other than multifamily housing upon the effective date of Zoning Code amendments permitting multifamily development in the LC and SC zones.
 - c. Up to 71 additional acres of land available for multifamily housing may be approved for a use other than multifamily housing at a rate equivalent to 30% of the new multifamily acreage in approved Specific Plans of other New Growth areas.
 - d. Up to 27 additional acres of land available for multifamily housing may be approved for a use other than multifamily at a rate equivalent to 10% of the acreage designated for the LC and SC zones in approved Specific Plans or other New Growth areas.
 - e. To the extent that the acreage in New Growth areas designated for multifamily residential development exceeds 236 areas, an equivalent acreage available for multifamily housing may be approved for a use other than multifamily housing based on 100% of acreage.
 - f. To the extent that the acreage in New Growth area designated for LC and SC zones exceeds 96 acres, an equivalent acreage available for multifamily housing may be approved for a use other than multifamily housing based on 25% of acreage.
- HE-5 Ensure the provision of adequate sites through appropriate zoning and development standards, and with public services and facilities needed to

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facilitate the development of housing affordable to lower income households. The County shall take all actions necessary to expand and maintain the inventory of vacant sites available for affordable housing development (zoned RD-20 and greater or in the LC and SC zones) to include 1003 acres no later than June 30, 1998. Additional sites zoned for affordable housing development shall be made available in four ways:

- a. The Sacramento County Zoning Code shall be amended to allow multifamily development and construction in the LC and SC zones subject to development plan review, with the approving authority determined by the number of dwelling units and conformance with applicable development standards.
- b. For multifamily projects of 180 units or less which conform to applicable development standards, the sole review requirement is Development Plan Review by the Planning Director. Zoning approvals for multifamily projects of 80-units or less which conform to applicable development standards shall not be condition to require and alternative Development Review Process.

Multifamily projects of 80 units or less which are subject to existing zoning agreements requiring an alternative Development Plan Review process shall first be reviewed by planning staff for verification of compliance with all applicable development standards. If a public hearing is required pursuant to the terms of the zoning agreement, the scope of the reviews by the hearing body shall be limited to consideration of deficiencies in compliance with applicable development standards as set forth in any such zoning agreement.

- c. In the New Growth areas, the County shall designate in its specific plans and other planning documents, a minimum of an additional 236 acres for multifamily development.
- d. In the New Growth areas, the County shall designate in its specific plans and other planning documents, a minimum of 96 additional acres of sites in the LC and SC zones.

- HE-6 Support development proposals that seek to locate new market rate multifamily uses at strategic locations within transportation corridors and at transit stops and stations, or at other strategically located reuse and underdeveloped sites.
- HE-7 Support residential project proposals that are appropriately designed, and meet required density ranges in order to promote the constructions of affordable housing.
- HE-8 Promote the buildout of vacant urban land though infill, reuse and redevelopment activities, as appropriate, for residential housing including:
- a. Support a variety of housing types on sites suitable for urban infill.
 - b. The establishment of redevelopment districts, and plans in those areas, where deteriorated conditions and blight warrant planned

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redevelopment and set aside redeveloped land for residential development.

- c. The reuse of industrial office parks, and access surface parking areas of regional malls, to allow additional residential development within the existing urban area.

- HE-9 The County shall reduce uncertainty, risk and delay in planning , environmental, and permitting process through a commitment to targeted timelines.
- HE-10 The County shall establish procedures to encourage greater restraint and accountability related to “full cost recovery” for planning and environmental review.
- HE-11 Sacramento County shall target 30 days from the submission of a complete application as a maximum review time for multifamily projects which require staff level Development Plan Review by the Planning Department. The Planning Department shall provide expedited review, with no additional charge, for up to six project annually in which at least 10% of the units are available at an Affordable Housing cost or Affordable Housing rent to Very Low Income households, as certified by the Sacramento Housing and Redevelopment Agency.
- HE-12 Discourage development standards and fee increases that would act to constrain the production of affordable housing.
- HE-13 Support the flexibility of development standards, or flexibility within the adopted development ordinances, to accommodate residential projects that are unique or provide special housing arrangements, including affordable housing for lower income households.
- HE-14 Reduce, or limit increases, in application processing fees which adversely impact housing affordability.
- HE-15 The County shall discourage school districts from shifting the full cost of school facilities onto new development.
- HE-16 The County should support legislation which reduces regulatory barriers to housing production, provides tax incentives and public subsidies for housing, and increases funding available for local infrastructure and services.
- HE-17 Utilize federal, state and local funding programs offering low interest loans, or grants, for the rehabilitation of rental properties.
- HE-18 Provide low interest rate and deferred loans for the rehabilitation of substandard homes owned and occupied by lower income households.
- HE-19 Support the construction of new Single Room Occupancy units and the conversion of motels to Single Room Occupancy units.
- HE-20 Protect the quality and stability of residential neighborhoods through the enforcement of local regulations relating to the proper use and development of properties throughout the community.

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- HE-21 Promote efficient public outreach programs to enhance the rehabilitation of substandard housing.
- HE-22 Provide improved public infrastructure and services including water, sewer, curbs, gutter, sidewalks, landscaping and lighting where these services will improve the physical quality of blighted or declining neighborhoods, where the lack of such infrastructure is found to be the cause.
- HE-23 Develop programs to finance and implement public infrastructure improvement projects within blighted and deteriorated residential neighborhoods.
- HE-24 Maintain local/private sector involvement in preserving and the revitalizing older neighborhoods through local lending institutions and Community Reinvestment Act.
- HE-25 Support programs administered by non-profit organizations for the improvement and preservation of existing housing stock.
- HE-26 Provide assistance to eligible owner-occupants to rehabilitate existing substandard mobile home units.
- HE-27 Support mechanisms to determine the extent of substandard units in Sacramento County.
- HE-28 Support mechanisms to prevent the loss of housing by demolition, conversion to other uses, long-term vacancy, arson, vandalism, or malicious mischief, and support programs that return vacant housing to residential use.
- HE-29 Provide assistance to lower-income households displaced as a result of demolition of unsafe, substandard dwelling which cannot be economically repaired.
- HE-30 Support efforts to improve accessibility within older established homes and newly constructed single-family housing units to meet the special needs of disabled persons.
- HE-31 Support activities that serve the housing of severely disabled low-income persons requiring institutionalized care.
- HE-32 Support activities that increase the ability of the elderly to remain in their home or to locate other housing to rent or purchase.
- HE-33 Ensure housing that is provided to migrant farmworkers is decent, safe and affordable.
- HE-34 Support the use of available federal, state and local resources to provide and enhance housing opportunities for farmworkers.
- HE-35 Support programs that address long-term solutions to homelessness including: work skills assessment, job training/placement and housing.
- HE-36 The County shall continue to support and ensure adequate funding is made available to the Human Rights and Fair Housing Commission to support their mission and programs.

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- HE-37 Promote the construction of affordable housing which meets the needs of female heads of households.
- HE-38 Support the development of housing to meet the needs of large households.
- HE-39 Support the use of federal, state and local programs for the construction of affordable purchase homes and assist low and moderate income households to purchase such dwelling units. Promote a partnership between the public and private sector for the provisions of affordable housing.
- HE-40 Support programs that provide assistance to developers who chose to construct affordable rental units.
- HE-41 Support programs that provide rental assistance to very low, low and moderate-income households.
- HE-42 Distribute affordable housing equitably throughout the County in accordance with general economic conditions, such that each community would contain a range of housing types for all economic classes.
- HE-43 Support the use of a density bonus in single-family residential projects as a means of achieving affordable housing for very low and low-income households, and for units meeting the housing needs for the elderly.
- HE-46 Support the development of residential accessory dwelling units, as a means to increase the overall supply of housing.
- HE-47 Support the involvement of non-profit agencies to promote a partnership between the public and private sector for the provision of affordable housing.
- HE-48 Support alternative living arrangement that provides affordability; especially for singles and the elderly.
- HE-49 Discourage the conversion of existing rental housing units, primarily those serving the needs of very low and low income households, to market-rate condominiums.
- HE-50 Support the use of Self-Help or "sweat equity" programs, as a means of providing affordable housing opportunities for low and moderate income households.
- HE-51 The County shall adopt programs and procedures with the intent of ensuring that a portion of the County's housing production is affordable for each income classification.
- HE-52 Identify new funding sources for the provision of affordable housing.

4.3.3 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

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population) could be considered significant. A population and housing impact is considered significant if implementation of the project would result in any of the following:

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.

Growth inducement effects are specifically addressed in Section 7.0 of this document.

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. Bureau of the Census, the California Department of Finance, Sacramento Area Council of Governments, and the California Employment Development Department. The proposed City of Elk Grove General Plan was an additional source of information on housing and socioeconomic conditions as well as housing policy.

PROJECT IMPACTS AND MITIGATION MEASURES

Population and Housing Increases

Impact 4.3.1 Implementation of the proposed General Plan could result in population and housing projections that may exceed the SACOG projections for 2025. This is a **less than significant** impact.

The proposed City of Elk Grove General Plan identified the holding capacity of the City as approximately 63,340 housing units and 194,453 persons. **Table 4.3-14** depicts the holding capacity under current Elk Grove land use designations.

**TABLE 4.3-14
HOLDING CAPACITY - CITY OF ELK GROVE**

Land Use Designation	Acres	Housing Units	Persons
Commercial/Multifamily (20 du/ac)	26	410	1,260
Office/Multifamily (20 du/ac)	50	799	2,452
Commercial/Office/Multifamily (20 du/ac)	69	1,110	3,407
Rural Residential (0.5 du/ac)	6,178	2,471	7,676
Estate Residential (1du/ac)	1,367	4,375	13,340
Low Density Residential (6 du/ac)	9,953	44,591	136,894
Medium Density Residential (12 du/ac)	450	4,321	13,265
High Density Residential (20 du/ac)	329	5,263	16,159
Holding Capacity for Potential Dwelling Units (Gross)	18,422	63,340	194,453

*Note: * Based on City of Elk Grove employment projections.
du: dwelling unit, ac: acres*

Under current SACOG population projections, the City of Elk Grove is projected to have a 2025 population of 168,465. SACOG also projects that the City will have 61,759 housing units in 2025. The projected holding capacity of the proposed General Plan land use designations is 25,988 persons and 1,581 housing units more than SACOG projects.

For purposes of determining population growth of the City at buildout, a factor of 3.07 persons per household, consistent with 2000 Census figures for Elk Grove, is used in this document. However, SACOG has projected that the average household size would decrease to approximately 2.83 persons per household by 2025. If household size decreases consistent with SACOG projections, the 63,340 dwelling unit capacity in the City at buildout would generate a population of 179,252, which would still exceed the SACOG projection by 10,787 persons, or 6.4 percent.

The California Department of Finance (DOF) has projected that Sacramento County would grow from 1,242,000 persons in 2000 to 1,707,600 persons in 2020, an increase of 37.5 percent. DOF has not provided population projections for individual cities within Sacramento County. Population growth anticipated in Elk Grove would not cause the DOF projections for the County to be exceeded.

The projected increase in the City's population and housing units would result in direct and indirect environmental effects such as noise, demand for services and utilities, traffic, and air quality. These effects associated with buildout of the General Plan are discussed in the relevant chapters of this EIR.

It is noted that complete buildout under the Elk Grove General Plan may occur beyond the 2025 and 2020 timeframes used for the projections by SACOG and DOF, respectively. Population and housing growth projected at buildout of the General Plan would be a less than significant impact.

General Plan Policies and Action Items

- 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. The acreage of appropriately zoned land needed to meet housing needs will be updated annually, based on construction of housing units (tallied by income group and special needs group) and loss of sites through rezoning, in accordance with Action 10.*
- 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.*
- H-10 Support housing opportunities for agricultural workers, homeless people, seniors, female-headed households, large families, and persons with disabilities. According to the federal Rehabilitation Act of 1973, a person with a disability is a person who has a physical or mental disability, which substantially limits a major life activity, or has a record of such a disability, or is regarded as having such a disability.*
- H-12 Encourage the development of a variety of housing in order to maintain a diverse housing stock intended for all levels of income.*

4.3 POPULATION/HOUSING/EMPLOYMENT

Implementation of the above General Plan policies H-1, H-4, H-10, and H-12, would reduce impacts to population and housing increases to a **less than significant** level.

Mitigation Measures

None required.

Jobs-Housing Balance

Impact 4.3.2 The increase in the number of employed persons versus the increase in housing units may result in a jobs-housing imbalance. This is considered a **less than significant** impact.

At buildout, the City is anticipated to have the capacity for 73,567 jobs based on the employment-generating land uses proposed in the General Plan. This results in a jobs per housing unit ratio of 1.16.

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. SACOG estimated that the City had 0.45 jobs per housing unit in 2000 and projected that by 2025 the City would have 0.65 jobs per housing unit. The jobs per housing unit ratio anticipated at buildout of the General Plan would provide an improvement over the current ratio and is anticipated to decrease the need for persons to commute outside of Elk Grove to their place of employment, which would result in decreased traffic, noise and air quality impacts.

SACOG has provided Elk Grove with an allocation of housing units by affordability to income groups for 2000 through 2007. In the Housing Element, the City has identified sites available to accommodate a portion of its allocation. Furthermore, Housing Element Policy H-1 and its associated actions would provide adequate sites to accommodate SACOG’s housing allocation.

Implementation of the General Plan would improve the City’s jobs-housing balance and does not conflict with SACOG’s Regional Housing Needs Plan. Therefore, impacts related to a jobs-housing balance are **less than significant**.

General Plan Policies and Action Items

- ED-1 Strive to establish a balanced mix of commercial, office and industrial businesses to the City to ensure a variety of employment and business opportunities.*
- ED-7 Maximize the use of non-residential land for employment-generating and revenue-generating uses.*
- ED-9 Provide sufficient land for business expansion and attraction of new employers that utilize the City’s existing labor pool.*
- ED-10 Use Elk Grove’s skilled labor force as an economic development and business attraction tool and increase the number of jobs that go to Elk Grove residents by coordinating economic development efforts with employment placement.*

- H-12 *Encourage the development of a variety of housing in order to maintain a diverse housing stock intended for all levels of income.*
- LU-9 *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.*
- LU-10 *The City shall support the development of neighborhood-serving commercial uses adjacent to residential areas which provide quality, convenient and community-serving retail choices in a manner that does not impact neighborhood character.*

Implementation of the above General Plan policies would reduce impacts to the jobs-housing balance to a **less than significant** level.

Mitigation Measures

None required.

4.3.4 CUMULATIVE SETTING, IMPACTS AND MITIGATION MEASURES

CUMULATIVE SETTING

The City of Elk Grove had a 2000 Census population of 72,665 and SACOG projects that the City will have 168,465 persons by 2022, an increase of 131.8 percent. In addition to growth anticipated within the current city boundaries, the General Plan identifies a Planning Area. The Planning Area includes possible future City annexation areas. The Planning Area has a projected buildout of 30,217 housing units for an additional population of 92,767 persons. This calculates to a total population of 287,220 and 93,557 dwelling units for both the City and Planning Area.

The Planning Area encompasses the Urban Study Areas (see **Figure 3.0-7**), which are described in Section 4.0 (Introduction to the Environmental Analysis and Assumptions Used). If the Urban Study Areas were to develop, then there would be an increase in population. If the Urban Study Areas were to develop and contain similar land use densities as the City, then there could potentially be a population increase of 11,866.

While SACOG does not have projections specific to the Planning Area, SACOG does project population, housing, and employment growth for Regional Analysis Districts (RADs). The RADs are made up smaller areas called Minor Zones (MZ). The MZs also have population, housing, and employment projections through 2025. Portions of the Delta, Cosumnes, Franklin, Vineyard RADs, based on the MZs, and the total Laguna, and Elk Grove RADs were used to determine SACOG's population, housing and employment projections for the Elk Grove Planning Area. This area is similar in boundary to the Planning Area. SACOG projections indicate that this area will have 200,375 persons, 74,182 dwelling units, and 47,917 employees by 2022.

CUMULATIVE IMPACTS AND MITIGATION MEASURES

Cumulative Population and Housing Increases

- Impact 4.3.3** The population and housing unit increases at buildout of the General Plan may exceed SACOG's population and housing projections for the Planning Area. This is considered a **less than significant** cumulative impact.

4.3 POPULATION/HOUSING/EMPLOYMENT

Cumulative development in the City would increase the population and number of housing units within Sacramento County. However, development under the Elk Grove General Plan is generally consistent with the land use designations and growth assumed in the Sacramento County General Plan.

The impacts of population and housing growth are both direct and indirect, including increased noise, air quality, and traffic effects, as well as increased demand for services and utilities. Additionally, construction of the housing units allowed under the General Plan may result in hydrological, biological, agricultural, and aesthetic impacts. These effects, associated with development under the General Plan, have been identified and considered within relevant sections of this document. The Elk Grove General Plan includes policies and implementation programs that serve to mitigate the impact of development and population growth and the related demand for jobs and a variety of housing types that accompany a larger population. Cumulative impacts are considered **less than significant**.

General Plan Policies and Action Items

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. The acreage of appropriately zoned land needed to meet housing needs will be updated annually, based on construction of housing units (tallied by income group and special needs group) and loss of sites through rezoning, in accordance with Action 10.

H-12 Encourage the development of a variety of housing in order to maintain a diverse housing stock intended for all levels of income.

LU-13 The City shall apply the following policies to potential annexations:

- Annexations should conform to an orderly expansion of city boundaries within planned urban growth areas and provide for a contiguous development pattern.*
- Annexations should include a comprehensive land use plan for the affected territory, including Pre-zoning and a plan for infrastructure financing and phasing;*
- Annexations should:*
 - Constitute fiscally sound additions to the existing City.*
 - Be consistent with State law and Local Agency Formation Commission policies, standards and criteria.*
 - Preserve neighborhood identities.*
 - Ensure the provision of adequate municipal services.*
 - Be consistent with General Plan and Community Plan land use policies.*

- *Incorporate Smart Growth criteria for sustainable economic growth while maintaining environmental integrity, and providing for social equity.*
- *Promote fiscally sound, efficient service boundaries.*

LU-14 *The City shall encourage annexations initiated by landowner/residents which are consistent with the City's policies.*

PF-1 *Except when prohibited by state law, the City shall require that sufficient capacity in all public services and facilities will be available on time to maintain desired service levels and avoid capacity shortages, traffic congestion, or other negative effects on safety and quality of life.*

Implementation of the above General Plan policies H-1, H-12, LU-13, LU-14, and PF-1 would help reduce cumulative impacts to population and housing unit increases to a **less than significant** level.

Mitigation Measures

None required.

4.3.5 REFERENCES

City of Elk Grove Development Services. 2003. *City of Elk Grove General Plan*. Elk Grove, CA.

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