

4.2 Population/Housing/Employment

4.2 POPULATION/HOUSING/EMPLOYMENT

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 Elk Grove. Please note this section does not include population, housing and employment data and projections for Laguna West (annexed in December 2003).

4.2.1 EXISTING SETTING

LOCAL SETTING

The proposed project area consists of eight sites that total approximately 306 acres in different areas of the City. Urban land uses in the project area generally consist of residential, commercial, office, and other public uses. The adopted City of Elk Grove General Plan currently guides the land uses in the project area. The Zoning Code is currently being updated to bring zoning designations into consistency with the General Plan. The reader is referred to Section 4.1 (Land Use) for a further description of land use and applicable land use plans in the project 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.

The adopted City of Elk Grove General Plan has a buildout capacity of 63,728 housing units. Based on the current household size of 3.07 persons per household and the 63,728 housing units at buildout, the City has an estimated holding capacity of approximately 195,645 persons. 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 4.2-1** identifies the total dwelling units at buildout.

**TABLE 4.2-1
TOTAL DWELLING UNITS AT BUILDOUT**

General Plan Designation	Total Acreage	Units Per Acre	Total Dwelling Units	Percent of Total Dwelling Units
Rural Residential	5,219	0.5	2,609	4.1%
Estate Residential	1,740	4.0	4,395	6.9%
Low Density Residential	8,611	5.6	44,657	70.1%
Medium Density Residential	429	12	4,359	6.8%
High Density Residential	292	20	5,382	8.4%
Office/Multifamily	186	20	718	1.1%
Commercial/Office/Multifamily	375	20	1,198	2.5%
Total	16,962		63,728	100.0%

Source: City of Elk Grove staff calculation, 2004. Note: These figures do not include Laguna West, annexed December 15, 2003, in order for comparison with the information presented in the Elk Grove General Plan EIR.

4.2 POPULATION/HOUSING/EMPLOYMENT

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, the Sacramento Area Council of Governments (SACOG) performed a special aggregation of the 2000 Census data 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.

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 4.2-2**, 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 4.2-2
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: Elk Grove General Plan EIR

Household Trends and Demographics

Households

According to the 2000 Census, 23,766 households lived in the City of Elk Grove. **Table 4.2-3** 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 4.2-3
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: Elk Grove General Plan EIR

Employment

The work force in the Sacramento metropolitan area, which includes the City of Elk Grove, encompasses professional, technical, production, transportation, and service occupations. 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. 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 4.2-4** below from the Elk Grove General Plan EIR states the number of employees by industry in the Elk Grove CDP.

**TABLE 4.2-4
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: Elk Grove General Plan EIR

4.2 POPULATION/HOUSING/EMPLOYMENT

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 4.2-5**, 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 Sacramento County General Plan. The City's adopted General Plan, which includes the 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 4.2-5
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: Elk Grove General Plan EIR

4.2.2 REGULATORY FRAMEWORK

LOCAL

City of Elk Grove General Plan

Table 4.2-6 identifies the General Plan policies regarding housing, population, and employment that are directly applicable to the proposed 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 City staff's 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 4.2-6
PROJECT CONSISTENCY WITH THE GENERAL PLAN HOUSING POLICIES**

General Plan Policies and Action Items	Consistency with General Plan	Analysis
Policy 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.	Yes	The proposed General Plan Amendment (GPA) will add a total of 25.4 acres to the commercial land use designation with no depletion to office or industrial land uses in the City, thereby supporting the development of commercial and employment generating uses.

4.2 POPULATION/HOUSING/EMPLOYMENT

General Plan Policies and Action Items	Consistency with General Plan	Analysis
<p>Policy ED-7 Maximize the use of non-residential land for employment-generating and revenue-generating uses.</p>	Yes	By increasing the amount of land designated for commercial land use, the GPA would result in additional sources of employment and revenue-generating use may be developed.
<p>Policy ED-9 Provide sufficient land for business expansion and attraction of new employers that utilize the City's existing labor pool.</p>	Yes	See Policy ED-1 above.
<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>	Yes	The proposed GPA would add a net gain of 258.6 acres to the low density residential land use designation and reduce the number of rural residential designation by 273 acres and estate residential by 3.5 acres. No multifamily land use designations will be effected by the proposed amendment. Because of the proposed changes to Sites 21 and 29 from rural residential to low density residential an additional 1,072 housing units could be constructed on that land, based on the holding capacity established in the General Plan. This would assist in maintaining an adequate supply of residential land for the future housing needs of the City.
<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 13.8 acres (Sites A and 5) from non-residential to high density residential land use designations which may be developed as housing units affordable to lower income households. An additional 273 acres would be rezoned to a higher density from Rural Residential (0.5 du/ac) to Low Density Residential (4 to 7 du/ac). This would allow for the development of additional units, which may be affordable to moderated income households.
<p>Policy 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.</p>	Yes	While, the proposed project does not directly support housing opportunities for special needs groups, it does not preclude this development in these areas, nor does it impede this type of development. The GPA does allow for additional residential development, which may produce residential units serving special needs groups.
<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 Policies H-1 and H-4 above.

4.2 POPULATION/HOUSING/EMPLOYMENT

General Plan Policies and Action Items	Consistency with General Plan	Analysis
<p>Policy 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.</p>	Yes	The proposed project would provide an additional 25.4 acres for commercial development. This would provide additional land available for employment-generating uses and assist in balancing the working population: jobs ratio in the City.
<p>Policy 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.</p>	Yes	The proposed project would provide an additional 25.4 acres for commercial development, providing opportunities for types of development identified in this policy. Any commercial development on these sites would be subject to the City's development review process and conditions of approval.

Source: City of Elk Grove General Plan, Housing Element, 2003.

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 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.

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 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 were considered in evaluating the impacts associated with the proposed General Plan Amendment.

The City Council adopted Findings of Fact for the environmental impacts associated with implementation of the Elk Grove General Plan and also adopted a Statement of Overriding

Considerations for significant and unavoidable impacts anticipated with implementation of the Elk Grove General Plan. However, all population and housing impacts were found to be less than significant with implementation of the General Plan and, therefore, no Statement of Overriding Considerations was required for population and housing impacts in order to adopt the General Plan EIR.

PROJECT IMPACTS AND MITIGATION MEASURES

Population and Housing Increases

Impact 4.2.1 Implementation of the proposed General Plan Amendment could result in population and housing projections that may exceed the City of Elk Grove 2003 General Plan projections for 2025. This is a **less than significant** impact.

The adopted City of Elk Grove General Plan Land Use Policy Map results in a holding capacity of approximately 63,728 housing units and 195,645 persons. **Table 4.2-7** depicts the population and number of housing units for the General Plan Amendment sites under their current land use designation and their proposed land use designation, as well as the difference between the two.

**TABLE 4.2-7
POTENTIAL HOUSING UNITS AND POPULATION**

	Housing Units ¹			Population ²		
	Current Land Use	Proposed Land Use	Difference	Current Land Use	Proposed Land Use	Difference
Single Family	208	1,072	864	639	3,291	2,652
Multifamily	383	403	20	1,176	1,237	61
Total	591	1,475	884	1,814	4,528	2,714

Note: ¹The number of housing units was based on the City of Elk Grove land use estimates. ²Population was calculated using 3.07 persons per household as established in the Elk Grove Housing Element.

Table 4.2-8 depicts the population and number of housing units for each site under their current land use designation and proposed land use designation, as well as the difference between the two. The proposed Amendment may add an additional 884 housing units and a population of 2,714 over the General Plan holding capacity.

The General Plan Amendment would change two sites from a Rural Residential land use designation to Low Density Residential. Two sites would change from Low Density Residential to a mixed-use designation, Commercial/Office/Multifamily. Three sites would change from a residential to a commercial land use designation and Site 5 would change from Low Density Residential to Commercial/Office/Multifamily. Sites 21 and 29 would provide the largest population gain with respective possible increases of 1,685 and 1,187 persons. The other sites would result in overall population reductions of 156, as shown in **Table 4.2-8**.

The proposed amendment would allow for an increase in housing by providing more available land for this housing in the City. This would provide more housing choices for all income levels. Sites A and 5 would be designated as High Density Residential sites and would allow the construction of housing units affordable to lower income household because of their density levels. Additional funding for affordable and special needs housing would be provided because of the increase in housing development and the affordable housing fees required of that

4.2 POPULATION/HOUSING/EMPLOYMENT

development. The additional funding would allow for more housing programs and funding for the development of housing for special needs groups and lower income households.

**TABLE 4.2-8
HOUSING UNITS AND POPULATION**

Site	Acres	Housing Units ¹			Population ²		
		Current Land Use	Proposed Land Use	Difference	Current Land Use	Proposed Land Use	Difference
A	7.4	359	359	0	1,102	1,102	0
4	1.6	6	0	-7	18	0	-18
5	6.4	22	20	-2	68	61	-6
21	160.4	80	629	549	246	1,931	1,685
24	3.5	14	0	-14	43	0	-43
29	113	57	443	386	175	1,360	1,185
40	6.4	29	0	-29	89	0	-89
41	7.5	24	24	0	74	74	0
Total	306.2	591	1,475	884	1,814	4,528	2,714

Note: ¹The number of housing units was calculated using the densities established in Table 4.2.1. ²Population was calculated using 3.07 persons per household as established in the Elk Grove Housing Element.

The Elk Grove General Plan EIR determined that implementation of the General Plan would result in less than significant impacts regarding population and housing increases. The projected increase in the City's population and housing units from the General Plan Amendment would result in direct and indirect environmental effects such as demand for services and utilities, traffic, noise, and air quality. These effects associated with the proposed project are discussed in the relevant chapters of this EIR. The changes in population and housing that would occur from the General Plan Amendment are anticipated to be less than significant.

General Plan Goals, Policies and Action Items

The proposed General Plan Amendment does not conflict with General Plan goals, policies, and actions that relate to population and housing growth. Implementation of General Plan policies H-1, H-4, and H-10 would maintain appropriately zoned land for all types of housing and support housing opportunities that would be affordable to all household income levels.

Mitigation Measures

None required.

Jobs-Housing Balance

Impact 4.2.2 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.

The City of Elk Grove General Plan has a current capacity for 60,720 jobs at buildout based on the employment-generating land uses proposed in the General Plan. This results in a jobs per housing unit ratio of 0.95.

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 Amendment would be 0.94, as the General Plan Amendment project would increase housing by 884 units and add 72 jobs. This is comparable to the current ratio based on adopted General Plan land uses and is anticipated to decrease the need for persons to commute outside of Elk Grove to their place of employment, when compared with SACOG's information for the city, which would result in decreased traffic, noise and air quality impacts.

The Elk Grove General Plan EIR found impacts related to the jobs housing balance less than significant. Implementation of the proposed General Plan Amendment would change three sites currently designated as residential to commercial, one site to Commercial/Office/Multifamily and one site from Office/Multifamily to Commercial/Office/Multifamily. This would add a total of approximately 25.5 acres of land available for commercial development. These changes would increase the amount of land available for commercial or office development in the City and thus, increase the number of employment opportunities in the City by approximately 72 jobs. Impacts associated with the jobs housing balance would be less than significant.

General Plan Goals, Policies and Action Items

Sites A, 21 and 29 of the proposed General Plan Amendment would have no effect on General Plan Goals Policies or Actions Items relating to employment or commercial development. Sites 4, 5 24, and 40 would provide more available land zoned for commercial or office development and in effect provide for more employment opportunities within the City once these areas are developed. Implementation of General Plan Policies ED-7, ED-8, ED-9, LU-9, and LU-10 would assist in maintaining an appropriate balance of land uses creating job and housing opportunities.

Mitigation Measures

None required.

4.2.4 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 buildout of 30,217 housing units for an additional population of 92,767 persons. This calculates to a total population of 288,412 and 93,945 dwelling units for both the City and Planning Area. See Section 4.0 (Introduction to the Environmental Analysis and Assumptions Used) regarding cumulative setting conditions.

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

4.2 POPULATION/HOUSING/EMPLOYMENT

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 4.2.3 The population and housing unit increases due to implementation of the General Plan Amendment may exceed the Elk Grove General Plan population and housing projections for the Planning Area. This is considered a **less than significant** cumulative impact.

Development of the proposed project sites would increase the population and number of housing units within Elk Grove. However, development under the General Plan Amendment is generally consistent with the land use designations and growth assumed in the Elk Grove General Plan with the exception of Sites 21 and 29. The proposed Amendment may add an additional 884 housing units and a population of 2,714 over the holding capacity associated with the adopted General Plan.

The Elk Grove General Plan EIR determined that cumulative population and housing increases that would occur with buildout of the General Plan would be less than significant. 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 as a result of the General Plan Amendment may result in public utilities, traffic, land use, noise, air quality and aesthetic impacts. These effects 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 Goals, Policies, and Action Items

General Plan policies H-1, H-4, H-10, and H-12 provide for a mix of land uses and housing that serves a variety of income groups. The proposed General Plan Amendment would be consistent with these policies.

Mitigation Measures

None required.

REFERENCES

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

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