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## **3.0 DEMOGRAPHICS**

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This section discusses the population, housing, and employment effects 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.

### 3.1 EXISTING SETTING

The City 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 the Census 2000 was taken on April 1, 2000, 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 was not congruent with the incorporated boundaries, so for that reason, the Elk Grove General Plan (General Plan) was based on tabulating data most representative of the City's boundaries. Since then, the 2010 Census took place, which is representative of the City's current boundaries. In cases where historical Census data is presented for 2000 and before, it may be based on the Elk Grove CDP. Data from the 2010 Census and from the American Community Survey (ACS) are reflective of the City's boundaries.

#### POPULATION AND POPULATION TRENDS

Elk Grove's population in the year 2000 was 72,665 persons, compared to Sacramento County's population of 1,223,499 (US 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 (City of Elk Grove 2003a). Sacramento County experienced a much slower rate of growth during that time period, with population increasing 17.5 percent from 1,041,219 in 1990 to 1,223,499 in 2000 (US Census Bureau 1990, 2000). Growth in Sacramento County declined slightly to nearly 16 percent between 2000 and 2010.

Elk Grove experienced rapid population growth after its incorporation in 2000, continuing with an average annual growth rate of over 7 percent until 2010, with population increasing by 210 percent over the 2000 population. This growth was in part due to the annexation of Laguna West, which had a population of approximately 13,000 at the time of its annexation. Growth declined when new housing development stalled throughout the Sacramento region due to economic conditions.

**Table 3.0-1** 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 Sacramento 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. The Sacramento Area Council of Governments (SACOG) (2008a) projects that the population of Sacramento County will increase to approximately 1,986,543 by the year 2035.

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**TABLE 3.0-1  
CITY OF ELK GROVE POPULATION TRENDS**

Year	Population	Change	Average Annual Percentage Change
1990 <sup>1</sup>	42,626	N/A	N/A
2000 <sup>1</sup>	72,665	30,039	7.0
2005 <sup>2</sup>	110,843	28,178	7.8
2010 <sup>3</sup>	153,015	42,172	7.6
2012 <sup>3</sup>	159,038	6,023	0.4
2035* <sup>2</sup>	192,889	33,851	2.1

Sources:

<sup>1</sup> US Census Bureau 1990

<sup>2</sup> US Census Bureau 2013a

<sup>3</sup> SACOG 2008a

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

#### HOUSEHOLDS

The US 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 was 45,317 in 2012 (US Census Bureau 2013a). SACOG (2008a) estimates that Elk Grove will have a total of 67,188 households by 2035.

The average household size is the average number of people occupying a single housing unit. According to the US Census American Community Survey for 2012, the average household in Elk Grove was 3.22 persons (US Census Bureau 2013a).

#### HOLDING CAPACITY

Holding capacity is expressed as the total number of people that would be accommodated in 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 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. Including the annexation of Laguna West in 2003, the City 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). According to the US Census American Community Survey, the average number of persons per household has increased to 3.11. Therefore, the updated holding capacity of the City is 211,869 persons (3.11 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 for counties and cities. In May 2013, the California Department of Finance released housing unit estimates for the years 2011 through 2013, which are shown in **Table 3.0-2** for Elk Grove. As shown by the data, the total number of housing units increased by approximately 2.4 percent during that time. However, it should be noted that the number of housing units increased by an average of 11.17 percent each year between 2001 and 2007 (City of Elk Grove 2008, p. 4.2-2). Since 2007, the housing market slowed down significantly due to economic conditions, and new housing development in Elk Grove dropped far below the levels experienced between 2001 and 2007. As shown in the table, the period between 2012 and 2013 saw the largest increase in new housing in years, with a 1.5 percent increase. As of 2013, there are signs of economic recovery, particularly in the housing market. Several new home builders have recently begun new home development, and many new housing projects that became dormant after 2007 have shown new activity. SACOG (2007) estimates that the City will have 69,273 housing units by 2035.

**TABLE 3.0-2**  
**CITY OF ELK GROVE HOUSING UNITS ESTIMATES 2010–2013**

Year	Total Housing Units	Single-Family		Multi-Family		Mobile Homes
		Detached	Attached	2–4 Units	5+ Units	
2010	50,634	44,040	1,535	962	3,820	277
2011	50,869	44,275	1,535	962	3,820	277
2012	51,207	44,498	1,535	962	3,935	277
2013	51,973	44,876	1,537	962	4,319	279

Source: DOF 2013

With the economic decline, housing prices throughout the country dropped significantly, and Elk Grove was no exception. Housing prices in Elk Grove peaked in late 2005, when the median home price was \$488,000 (December 2005). Over the next few years, home prices dropped considerably each year, reaching a minimum median price of \$203,000 in February 2012, after which prices began rising as the housing market began recovering in the region. As of December 31, 2013, the average home price in Elk Grove was \$306,400, a 27.7 percent increase since December 2012. This is highest home prices have been since late 2008 (www.zillow.com 2014).

## EMPLOYMENT AND INCOME

In 2011, 80,496 residents of Elk Grove were available for the labor force and, as shown in **Table 3.0-3**, 70,806 of those were employed (US Census Bureau 2011). Based on this, approximately 11.8 percent of the labor force living in Elk Grove was unemployed in 2011. However, similar to housing, the unemployment rate appeared to be improving in the Sacramento region as of 2013. In Sacramento County, unemployment was reported at 8.0 percent in May 2013 (EDD 2013). Unemployment data from the California Employment Development Department is not available for 2013 for the City of Elk Grove alone.

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**TABLE 3.0-3  
EMPLOYMENT STATUS 2011**

Employment Status	Estimates
Population 16 years and over	117,955
In labor force	80,496
Civilian labor force	80,331
Employed	70,806
Unemployed	9,525
Armed Forces	165
Not in labor force	37,459

Source: US Census Bureau 2011

According to SACOG (2011), the City of Elk Grove had 28,429 jobs in 2008. SACOG (2007) projects the City will have 56,292 jobs by 2035, an increase of 27,863 jobs. The largest employment sector in Elk Grove is in the educational services, health care, and social assistance industry, with 14,902 employees. Major employers in the City include the Elk Grove Unified School District, Apple Computer, and Kaiser Permanente.

The median household income between 2007 and 2011 was \$56,553 in Sacramento County (US Census Bureau 2013a). The median family income in Elk Grove for that same period was nearly 39 percent higher at \$78,564 (US Census Bureau 2013b).

#### 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 employed resident or 1.5 jobs per housing unit (APA 2003). It should be noted that a jobs-to-housing ratio does not measure the 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. In addition, while the number of jobs and housing units in the community can be in balance, that does not reflect the potential for residents to commute out of the community for employment or for people commuting into the community for employment. 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 3.0-4** displays the jobs-to-housing ratios for Elk Grove and Sacramento County in 2008. As shown in the table, with a job-to-housing ratio of 0.58, there is one job located within the City for nearly every two homes in Elk Grove, meaning that approximately half of the City's workforce must commute to areas outside of Elk Grove for work.

**TABLE 3.0-4**  
**SACOG JOBS-TO-HOUSING RATIO FOR ELK GROVE AND SACRAMENTO COUNTY, 2008**

	<b>Elk Grove</b>	<b>Sacramento County</b>
Housing Units	49,018	554,360
Jobs	28,429	622,579
Jobs per Housing Unit	0.58	1.12

Source: SACOG 2011

## 3.2 REGULATORY FRAMEWORK

### REGIONAL

#### Sacramento Area Council of Governments

##### 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 SACOG Board of Directors 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 which incorporate principles of “smart growth” identified by the Blueprint. The Preferred Blueprint Scenario was adopted in December 2004 and became part of SACOG’s Metropolitan Transportation Plan (MTP), a formal document that serves as a long-range transportation plan for the six-county region. The MTP for 2035 was adopted in 2008.

##### Regional Housing Needs Plan and Regional Housing Needs Allocation

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 Section 65584), which mandates that councils of governments develop the Regional Housing Needs Plan for their service area, SACOG is the lead agency in developing the Regional Housing Needs Allocation (RHNA) and approving the RHNP for the 22 cities and 6 counties that it serves. Each city and county in the RHNP will receive an RHNA of the 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 September 20, 2012, the SACOG Board of Directors adopted the 2013–2021 Regional Housing Needs Plan. Cities and counties have until October 2013 to develop their housing elements that address how they will meet their allocations and submit them to the California Department of Housing and Community Development (HCD) (SACOG 2012).

The City of Elk Grove’s 2013–2021 RHNA allocation is 7,402 housing units, with 2,035 of those units in the very low-income category, 1,427 units in the low-income category, 1,377 units in the moderate-income category, and 2,563 in the above moderate-income category (SACOG 2012).

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#### LOCAL

#### City of Elk Grove Housing Element

The Elk Grove Housing Element identifies and analyzes the housing needs of the City in order to maintain, improve, and create housing for all economic segments of the population. In addition to establishing specific goals and strategies to guide the development of housing in Elk Grove, the Housing Element requires the City to ensure there is an adequate supply of land for the development of affordable housing. The City is currently in the process of updating its Housing Element for the 2013–2021 period.

### 3.3 CHANGES IN POPULATION, EMPLOYMENT, AND HOUSING

Changes in population and employment are not in and of themselves environmental impacts. However, they may result in the need for the construction of new housing, businesses, infrastructure, and services that provide for increases in population and employment.

The proposed Project would result in the development of approximately 7.8 million square feet of nonresidential land uses that would provide jobs and 4,790 new homes. This development would result in impacts on the physical environment, which are evaluated in Sections 5.1 through 5.13 of this Draft EIR. This section analyzes the projected increases in population, employment, and the City’s housing supply that would result from the proposed Project.

#### PROPOSED PROJECT POPULATION AND HOUSING SUPPLY

The proposed Project would result in the construction of up to 4,790 new homes within the Project area. This includes several different housing types, including estate residential, low-density residential, medium-density residential, high-density residential, and mixed-use residential. Each housing type could accommodate different size households. For example, low-density housing is more likely to house families with children, whereas high-density housing is more likely to accommodate single-person households.

The City calculated the population potential for each type of housing. Those estimates are shown in **Table 3.0-5**.

**TABLE 3.0-5  
PROPOSED PROJECT HOUSING AND POPULATION GENERATION PROJECTIONS**

Housing Type	Number of Units	Average Persons per Household	Population Generated
Estate Residential	288	3.25	936
Low Density Residential	1,341	3.79	5,082
Medium Density Residential	1,324	3.79	5,018
High Density Residential	1,511	3.25	4,911
Mixed Use Residential	326	3.25	1,060
<b>Total</b>	<b>4,790<sup>1</sup></b>		<b>17,010<sup>1</sup></b>

Source: City of Elk Grove 2013

<sup>1</sup>. May not add due to rounding.

As shown in **Table 3.0-5**, the proposed Project would generate a population of approximately 17,010 residents. This would represent an approximately 9.7 percent increase over the City's 2012 population. However, the Project would not be built out immediately, so population increases resulting from the proposed Project would be gradual.

As stated above in the Existing Setting subsection, SACOG estimates that the City's population will reach 192,889 by 2035, which represents an increase of 33,851 over the City's 2012 population. The proposed Project, assuming full buildout by 2035, would be approximately 50 percent of the total increased 2035 projected population. It should be noted that there is currently no planned buildout date for the proposed Project. This is a large portion of the expected growth of the City, but the Project area has been identified as a major growth area, and its development and associated increases in population were anticipated in the General Plan and the General Plan EIR. Therefore, while development of the proposed Project would enable large increases in population, those increases have been anticipated and accounted for through the City's planning processes; the Project would not induce growth beyond that already considered by the City. Development of the Project area simply implements those processes.

As stated above, increases in population are not, in and of themselves, considered physical environmental effects. Potential physical environmental effects resulting from the proposed Project's population growth are analyzed in the appropriate technical sections of this Draft EIR.

**PROPOSED PROJECT EMPLOYMENT**

One of the guiding principles of the proposed Project is to develop job-supporting land uses that bring more jobs to the City and aid in balancing the City's existing jobs-to-housing ratio. The City currently has 0.58 jobs for each housing unit. This means that most residents must travel to other areas for work, which results in traffic congestion, longer commute times, and increased air pollution. Most cities strive to have close to one housing unit per job.

The proposed Project would develop commercial, office, industrial/flex space, three elementary schools, and mixed-use commercial/retail that would generate new jobs. **Table 3.0-6** shows the number of jobs that would be generated by land use.

**TABLE 3.0-6  
PROPOSED PROJECT EMPLOYMENT GENERATION**

Land Use	Acres	Employees per Acre	Number of Employees
Commercial	14	29.79	422
Office	280	61.83	17,300
Industrial/Flex Space	108	37.34	4,041
Mixed Use Commercial/Retail	41	44.38	1,461
School	28	–	195
<b>Total</b>			<b>23,410<sup>1</sup></b>

Source: City of Elk Grove 2013

<sup>1</sup> May not add due to rounding.

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As shown in **Table 3.0-6**, the proposed Project would generate 23,410 new jobs in the City. This would nearly double the number of jobs (28,429) in Elk Grove in 2008. SACOG projected that there would be 56,904 jobs in Elk Grove in 2035, an increase of 28,475 jobs over existing levels. The proposed Project is consistent with SACOG projections for the City.

#### PROPOSED PROJECT JOBS-TO-HOUSING RATIO

The proposed Project would develop 4,790 new housing units of varying densities and nonresidential land uses that would generate 23,410 new jobs. Based on this data, the proposed Project would have an internal jobs-to-housing ratio of 4.89 jobs for every home. While this is much higher than Sacramento County and the 1.5:1 ratio that would be considered ideal, the City currently has a jobs-to-housing ratio of 0.58, meaning that there is a shortage of jobs in the City. The additional jobs created within the Project would help improve the City's overall ratio to 0.96:1.

SACOG estimates that there will be 56,292 jobs and 69,273 housing units in the City in 2035. This would result in a jobs-to-housing ratio of 0.8, an improvement over existing conditions.

While currently there is no buildout date anticipated for the proposed Project, the contribution of the jobs that would be generated by the proposed Project would help the City improve its jobs-to-housing ratio. While SACOG data assumes some generation of jobs within the Project area, even if the number of jobs projected to be generated within the City was underestimated, jobs generated in excess of SACOG projections would only further improve the City's jobs-to-housing ratio. Therefore, the proposed Project would have a positive effect on the City's jobs-to-housing ratio.

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