

3.11 LAND USE, POPULATION, HOUSING, EMPLOYMENT, ENVIRONMENTAL JUSTICE, AND UNINCORPORATED DISADVANTAGED COMMUNITIES

This section describes the existing land uses and potential effects associated with project implementation on the site and its surrounding area. Descriptions and analysis in this section are based on review of the Sacramento LAFCo Policies, Standards, and Procedures Guidelines; Sacramento County General Plan; the Sacramento County Zoning Ordinance Code; the City of Elk Grove General Plan; and the SACOG Blueprint and the Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS) (2016).

The relationship between the proposed SOIA and any habitat conservation plans or natural community conservation plans is discussed in Section 3.4, “Biological Resources.”

This section documents the existing population, housing, and employment conditions in the city of Elk Grove and Sacramento County. The information and analysis contained in this section focuses on potential population growth, changes in the housing stock, and changes in employment resulting from the implementation of the proposed SOIA.

Finally, this section discusses the existing low-income and minority populations and disadvantaged unincorporated communities within and in the vicinity of the SOIA Area and potential disproportionate effects on these populations.

3.11.1 ENVIRONMENTAL SETTING

LAND USE

SOIA Area

The SOIA Area is located adjacent to the southern boundary of the Elk Grove City limits within an unincorporated area of Sacramento County, California. The SOIA Area currently consists of approximately 1,156 acres of agricultural land west of State Route 99, south of Kammerer Road and east of McMillan Road. The City of Elk Grove’s Sphere of Influence (SOI) boundaries are currently coterminous with the City limits. ~~The SOIA Area is outside the area governed by the City’s existing General Plan and zoning ordinance. The 2003 General Plan land use diagram designates the area for “future study.”~~

The SOIA Area is part of the larger 3,675-acre area identified in the Elk Grove General Plan update as the South Study Area. The South Study Area is located to the south of the existing City limits and is bound by Kammerer Road on the north, State Route 99 on the east, Eschinger Road on the south, and Bruceville Road on the west. The planning objective for the South Study Area is to create a new major employment center that builds off of the proposed Southeast Policy Area’s (SEPA’s) business parks, comprising high-intensity office, industrial flex space, and light industrial uses (City of Elk Grove 2017a).

The General Plan update EIR NOP presents two land plan program scenarios for the South Study Area. Table 3.11-1 shows the General Plan Update’s proposed land use designations for the South Study Area and a percent range of total acreage for each land use. In addition, Table 3.11-1 compares the applicant’s proposed conceptual land use scenario for the SOIA Area and the percent of proposed acreage for each land use. As shown in Table

3.11-1, the conceptual land use plan’s multi-family residential land uses (8 percent), commercial land uses (4 percent), schools (3 percent), and parks (10 percent) are generally in the range of both scenarios, while the percent of single-family residential land uses (37 percent) and industrial land uses (11 percent) exceed Scenario 1 but are within the range of Scenario 2. However, the percent of the SOIA Area potentially designated for office land uses (29 percent) exceeds the range of both scenarios.

Table 3.11-1. City of Elk Grove South Study Area Proposed General Plan Update Land Uses			
<u>Land Use Designation</u>	<u>Scenario 1 (Percent)</u>	<u>Scenario 2 (Percent)</u>	<u>SOIA Area (Percent)</u>
Commercial and Employment			
<u>Community Commercial</u>			
<u>Regional Commercial</u>	<u>1–5</u>	<u>2–10</u>	<u>4</u>
<u>Employment Center</u>	<u>5–10</u>	<u>15–25</u>	<u>29</u>
<u>Light Industrial</u>	<u>3–5</u>	<u>8–15</u>	<u>11</u>
Mixed Use			
<u>Village Center Mixed Use</u>			
<u>Residential Mixed Use</u>	<u>1–5</u>	<u>1–5</u>	<u>0</u>
Public/Quasi-Public and Open Space			
<u>Public Services</u>	<u>As need to support planned uses</u>	<u>As need to support planned uses</u>	<u>3</u>
<u>Parks, Open Space, and Resource Management</u>	<u>2–10 of total acreage, or as necessary to meet general siting criteria</u>	<u>2–10 of total acreage, or as necessary to meet general siting criteria</u>	<u>10</u>
Residential			
<u>Rural Residential</u>			
<u>Estate Residential</u>			
<u>Low Density Residential</u>	<u>25–30</u>	<u>25–40</u>	<u>37</u>
<u>Medium Density Residential</u>			
<u>High Density Residential</u>	<u>8-15 or higher if needed to comply with RHNA obligations</u>	<u>8-15 or higher if needed to comply with RHNA obligations</u>	<u>8</u>
Other			
<u>Agriculture</u>	<u>20–30</u>	<u>N/A</u>	<u>N/A</u>
Notes: RHNA = Regional Housing Needs Allocation; N/A = not applicable.			
Sources: City of Elk Grove 2017a			

Surrounding Land Uses

Land uses surrounding the SOIA Area consist of residential, industrial, and commercial, open space, renewable energy generation, and agriculture.

At the northeastern corner of the SOIA Area and within the City limits, the proposed Lent Ranch Marketplace, or Lent Ranch, provides approximately 295 acres for regional retail, office, and entertainment uses (City of Elk Grove 2016a). Even further to the northeast are several commercial/industrial uses, including the Cosumnes CSD Fire Department. ~~Along the north edge of the SOIA Area, north of Kammerer Road, there are mainly agricultural lands with a few rural residences.~~ The recently approved 1,200-acre Southeast Policy Area (SEPA) lies directly to the north in the city of Elk Grove and currently consists of agricultural lands and rural residences. A small trucking company is also located north of the SOIA Area. ~~To the west of the SOIA Area are agricultural uses with~~

~~several rural residences.~~ South of the SOIA Area is Eschinger Road and an area developed with agricultural operations and solar energy generation facilities.

Future Land Uses in the Vicinity of the SOIA Area

As stated above, the SEPA is within the City limits. Approximately 4,800 dwelling units; 7.8 million square feet of commercial and light industrial development; and public services, including three elementary schools, are proposed in the SEPA (City of Elk Grove 2014).

The City's General Plan update EIR NOP identifies two areas outside of the existing City limits that are in vicinity of the SOIA Area: the East Study Area and the West Study Area (City of Elk Grove 2017a).

The East Study Area is located southeast of the existing City limits and northeast of the SOIA Area. It encompasses approximately 1,773 acres of land southeast of Grant Line Road and east of the Union Pacific Railroad. The Elk Grove Multi-Sports Complex is proposed for the western portion of the East Study Area and the proposal includes a multi-sports complex with associated sports fields and amphitheater.¹ Although no future development beyond the sports complex is proposed, future development could consist of commercial and industrial uses. In the central and northeastern portions of the East Study Area, uses transition to more residential in nature (City of Elk Grove 2017a). The General Plan update EIR NOP presents two land plan program scenarios for the East Study Area, and both scenarios focus on designating 40 to 60 percent of the study area's acreage to residential land uses and designating 15 to 25 percent of the acreage to parks and open space, with commercial and industrial land uses comprising 1 to 10 percent and 7 to 12 percent, respectively, of the study area's acreage (City of Elk Grove 2017a).

The West Study Area comprises 1,982 acres outside the existing City limits and is bound by Bilby Road on the north, the Union Pacific railroad line on the west, Bruceville Road on the east, and Core and Eschinger roads on the south. An application has been submitted to LAFCo for the Bilby Ridge SOIA (Sacramento LAFCo Application #04-16). The Bilby Ridge SOIA Area is proposed to include a range of residential densities, including medium-density residential apartments and townhomes, low-density residential housing, and Estate Residential homes; commercial uses; and light industrial uses. Other lower-density residential neighborhoods will provide a buffer between agricultural land south of the Bilby Ridge neighborhoods and employment centers (City of Elk Grove 2017a). The General Plan update EIR NOP presents two land plan program scenarios for the East Study Area. Scenario 1 focuses on designating up to 15 percent of the study area's acreage to residential land uses and up to 8 percent as commercial and employment center land uses, while conserving up to 70 percent of agricultural land (City of Elk Grove 2017a). Scenario 2 focuses on a greater acreage designated for residential land uses (up to 80 percent) and a greater acreage of designated for commercial and employment land uses (up to 18 percent) (City of Elk Grove 2017a).

The City has capacity for approximately 12,000 to 14,000 additional dwelling units. Assuming a 1.75 percent growth rate for the City, the City has approximately 10 to 15 years of growth potential within the City limits. With the General Plan update, the City intends to provide annexation strategies that ensure annexation proposals provide for planned, orderly, efficient development of the City within near-term time frames, recognizing opportunities or limitations to achieving substantially the same project within the existing City limits consistent

¹ A Draft EIR is currently being prepared for the Elk Grove Multi-Sports project; however, there is currently no timeline for public review.

with the General Plan update (City of Elk Grove 2017a). Furthermore, the General Plan update is intended to emphasize infill development that fills in unfinished, undeveloped gaps found throughout the city with new development that meets market demands and provides a variety of housing types (City of Elk Grove 2017a).

POPULATION

The City of Elk Grove's total population increased from 72,665 at its incorporation in 2000 to ~~167,965~~ 171,059 in ~~2016~~ 2017, an increase of ~~134~~ 135 percent, or about 8 percent annually during this 17-year period (City of Elk Grove 2014; California Department of Finance [DOF] ~~2016~~ 2017). According to the City, the rapid development occurred as a result of an increase in available jobs in the Sacramento region and the land that was made available in Elk Grove for residential development, as well as the annexation of the Laguna West-Lakeside Census Designated Place (CDP), which added 25,000 residents (City of Elk Grove 2014).

Over the last decade, the City of Elk Grove has experienced substantial residential growth, most of which occurred west of State Route 99. As of 2016, it is estimated that the city is almost 76 percent built out in terms of residential uses (Sacramento Area Council of Governments [SACOG] 2016).

Population growth in the city increased from 168,118 in 2016 to 171,059 in 2017, or an increase of 1.75 percent (DOF 2017). The City's population is expected to increase to 207,663 by 2035, an increase of 27 percent (City of Elk Grove 2015).

HOUSING

According to the DOF, the total number of housing units in the City of Elk Grove was ~~53,269~~ 53,829 in ~~2016~~ 2017, with an average household size of ~~3.27~~ 3.29 persons per unit, compared to 2.80 in unincorporated Sacramento County (DOF ~~2015~~ 2017). Approximately 90 percent of these housing units were attached and detached single-family homes, compared to 71 percent countywide (DOF ~~2016~~ 2017). The larger percentage of single-family homes in Elk Grove versus countywide could be a factor in Elk Grove's larger average household size.

SACOG estimates that total number of housing units in the City of Elk Grove will be 65,282 by 2036 (SACOG 2016). This includes the estimated number of housing units that could be constructed as part of the Laguna Ridge Specific Plan, Lent Ranch Market Place, the Southeast Policy Area, Sterling Meadows, and the Triangle Special Planning Area (SACOG 2016). SACOG projects that total number of housing units would be 67,820 at buildout of the City (SACOG 2016).

The 2016 MTP/SCS designates the SOIA Area as "Blueprint Vacant Urban Designated Lands Not Identified for Development in the MTP/SCS Planning Period (SACOG 2016)." Therefore, the SOIA Area is not included in SACOG's future housing projections.

EMPLOYMENT

The largest industry sector in terms of local employment is education, health care, and social assistance, making up approximately 25 percent of the jobs in the City of Elk Grove, followed by public administration (15 percent), and the retail trade (11 percent) (U.S. Census Bureau 2014).

About 5 percent of the regional employment growth is forecasted ~~to be~~ in the City of Elk Grove. This is supported by the city's effort to attract more jobs and by the fact that it has begun to see some of this employment growth in the recent arrivals and expansions of a number of medical facilities and state jobs (SACOG 2016). Many Elk Grove residents commute to employment centers outside of the city for work. According to the Elk Grove Market Study Progress Evaluation report, more than 44,000 City workers commuted outside the City limits in 2014 (Center for Strategic Economic Research 2014). The average commute time for these workers was approximately 29.7 minutes. SACOG estimates that the City of Elk Grove had 31,001 jobs in 2012 (SACOG 2015). Based on the current employment totals and projections, SACOG estimates the City of Elk Grove would have approximately ~~47,619~~ 50,865 jobs by 2036 (SACOG 2016). This includes the estimated number of jobs that could be generated as part of the Laguna Ridge Specific Plan, Lent Ranch Market Place, the Southeast Policy Area, and the Triangle Special Planning Area (SACOG 2016). SACOG projects that total number of jobs would be ~~52,176~~ 72,225 at buildout of the City (SACOG 2016). The SOIA Area is not included in SACOG's employment projections.

Unemployment

The estimated labor force in the City of Elk Grove in 2015 was 78,400 residents, of which 74,800 were employed (EDD [Employment Development Department] 2016a). The City's unemployment rate was 4.6 percent in 2015 (EDD 2016b). This unemployment rate is substantially lower than Sacramento County and California as a whole. Sacramento County's unemployment rate in 2015 was 6.0 percent, while California's unemployment rate was 6.2 percent (EDD 2016a, 2016b). The unemployment rate does not include individuals 16 years or over who have stopped looking for work or who are underemployed.

Jobs/Housing Balance

The relationship between the location and types of jobs and housing can have important environmental ramifications. A better match between the number and types of jobs and the number of households and interests/skills of the local labor force can help to alleviate traffic congestion, shorten commute times, and reduce vehicle miles traveled (VMT) and the associated air pollutant emissions and noise associated with vehicular travel. Job growth in technology, service, and other business sectors that allow for flexibility in time and place of work (e.g., potential to work at home) can also have benefits in reducing traffic-related impacts. Balancing jobs and housing in a smaller area can provide increased opportunities to use transit, bike, or walk to work in lieu of driving.

The balance of jobs and housing can be driven by the adequacy of supply of housing of the types and costs to house workers employed in a defined geographic area, such as a community, a city, or other subregion. Alternatively, a jobs/housing balance could focus more on the adequate provision of employment in a defined area that generates enough local workers to fill the housing supply. An area that has too many jobs relative to its housing supply is likely (in the absence of offsetting factors) to experience substantial in-commuting, escalations in housing prices, and intensified pressure for additional residential development. Conversely, if an area has relatively few jobs in comparison to the number of employed residents, many of the workers are required to commute to jobs outside of their area of residence. In order to maximize the environmental benefits of a jobs/housing balance, there needs to be a nexus between the types and cost of housing proposed to be located near jobs to be provided, the education/skills required by those jobs relative to the local labor force, and the income levels associated with those jobs.

Beyond the locational relationship between jobs and housing, there is also an important relationship between jobs and workers. Housing has long been used as a proxy for workers and worker residences. In reality, the number of workers per household varies widely across the regions based on a variety of demographic factors (such as age and education/skills) and different housing types have the capacity for accommodating different numbers of workers. Additionally, areas with “good” jobs-housing balance may still result in longer commutes for workers, if available housing in the area is unaffordable to workers filling local jobs (SACOG 2016).

One measure of jobs/housing balance is an index based on the ratio of employed residents (which is influenced by the number of homes) to jobs in the area. Other measurements compare jobs to housing units or jobs to households. An index of 1.0 indicates that the supply of jobs and housing are balanced. An index above 1.0 indicates that there are more jobs than employed residents, and may suggest that many employees are commuting in from outside the community. An index below 1.0 indicates that there are more employed residents than jobs and may suggest that many residents are commuting to jobs outside the community.

The real relationship between jobs and housing is far more complex than the ratio portrays. Even with a relative numeric balance, there can still be substantial commuting activity if the types of jobs are not matched with the skills and experience of the local labor force. The number of workers per household varies, and different types of housing accommodate different numbers of workers. In addition, the ratio depends on the geographic region used for the computation. A city with all residences on one side and all employment on the other side would have an acceptable numeric jobs-housing balance but a substantial amount of commuting. In a different scenario, workers with a substantially longer commute that is still within the city are counted, whereas workers that travel short distances outside of the city are not. Finally, employment necessarily concentrates in specific areas. Warehouses or industrial areas are usually not intermixed with housing, since they can be unattractive areas to live (SACOG 2015). However, the jobs-housing ratio can provide some useful information for planning purposes.

Finally, no simplistic numeric formula can capture the complex human decision-making process of where to live and where to work. For those households who have choices regarding employment and housing, lifestyle factors (good schools, community amenities and culture, available housing types, etc.) can outweigh the convenience of living closer to work.

The Center for Strategic Economic Research calculated a ratio between jobs and housing units in the City of Elk Grove at 0.43 in 2013. 2013 (Center for Strategic Economic Research 2014:A-3). The SACOG MTP/SCS forecast projects a ratio between jobs and households at 0.8 in 2036 (SACOG 2016). Full buildout of the Laguna Ridge Specific Plan, Lent Ranch Market Place, the Southeast Policy Area, and the Triangle Special Plan as well as other currently planned development is anticipated to increase the City’s ratio between jobs and households to approximately 1.4 (SACOG 2016).

SACOG’s goal is to move communities closer to the regional ratio of 1.2 jobs per household for growth between 2012 and 2036 (SACOG 2016).As stated previously, the 2016 MTP/SCS designates the SOIA Area as “Blueprint Vacant Urban Designated Lands Not Identified for Development in the MTP/SCS Planning Period” (SACOG 2016). Therefore, the jobs generated by potential future development with the SOIA Area are not included in SACOG’s projected jobs/housing ratio for the city.

ENVIRONMENTAL JUSTICE

Environmental justice is defined in California law (Government Code Section 65040.12) as “the fair treatment of people of all races, cultures, and incomes with respect to the development, adoption, implementation, and enforcement of environmental laws and policies.” The Cortese-Knox-Hertzberg Act states in Government Code Section 56668(o) that “environmental justice” means the fair treatment of people of all races, cultures, and incomes with respect to the location of public facilities and the provision of public services.

Environmental justice addresses issues concerning whether a proposed project would expose minority or disadvantaged populations to proportionately greater risks or impacts compared with those borne by other individuals. Both statutory and common-law protections are legal authorities, which support environmental justice efforts. The State of California and the federal government are in pursuit of efforts to address this issue.

SACOG conducted an environmental justice analysis as part of the 2016 MTP/SCS to determine whether the MTP/SCS benefits low-income and minority communities equitably and whether the MTP/SCS would have any disproportionate negative effects on low-income and minority populations in the SACOG region (SACOG 2016). SACOG’s 2016 MTP/SCS includes a regional environmental justice assessment based on 2009–2013 American Community Survey (ACS) data (see Section 3.11.2, “Regulatory Framework,” for further discussion of criteria used to define environmental justice data). As shown in Exhibit 3.11-1, there are no environmental justice areas within or contiguous with the SOIA Area.

DISADVANTAGED UNINCORPORATED COMMUNITIES

Senate Bill 244 (SB 244) defines “disadvantaged unincorporated community” as any area with 10 or more dwelling units that is either within a city SOI, is an island within a city boundary, or is geographically isolated and has existed for more than 50 years and where the median household income is less than 80 percent of the statewide annual median (see Section 3.11.2, “Regulatory Framework,” for further discussion). As shown in Exhibit 3.11-2, there are no disadvantaged unincorporated communities within or contiguous with the SOIA Area.

3.11.2 REGULATORY FRAMEWORK

FEDERAL PLANS, POLICIES, REGULATIONS AND LAWS

Executive Order 12898

In 1994, President Clinton issued Executive Order 12898 regarding environmental justice. This order requires federal agencies to identify and address disproportionately high and adverse human health or environmental effects of their programs, policies, and activities on minority populations and low-income populations in the United States. Order 12898 is designed to focus attention on environmental and human health conditions in areas of high minority and low-income communities and to prevent discrimination in programs and projects substantially affecting human health and the environment. The order requires that the U.S. EPA and all other federal agencies (as well as state agencies receiving federal funds) develop strategies to address this issue. The agencies are required to identify and address any disproportionately high and adverse human health or environmental effects of their programs, policies, and activities on minority and/or low-income populations.

STATE PLANS, POLICIES, REGULATIONS, AND LAWS

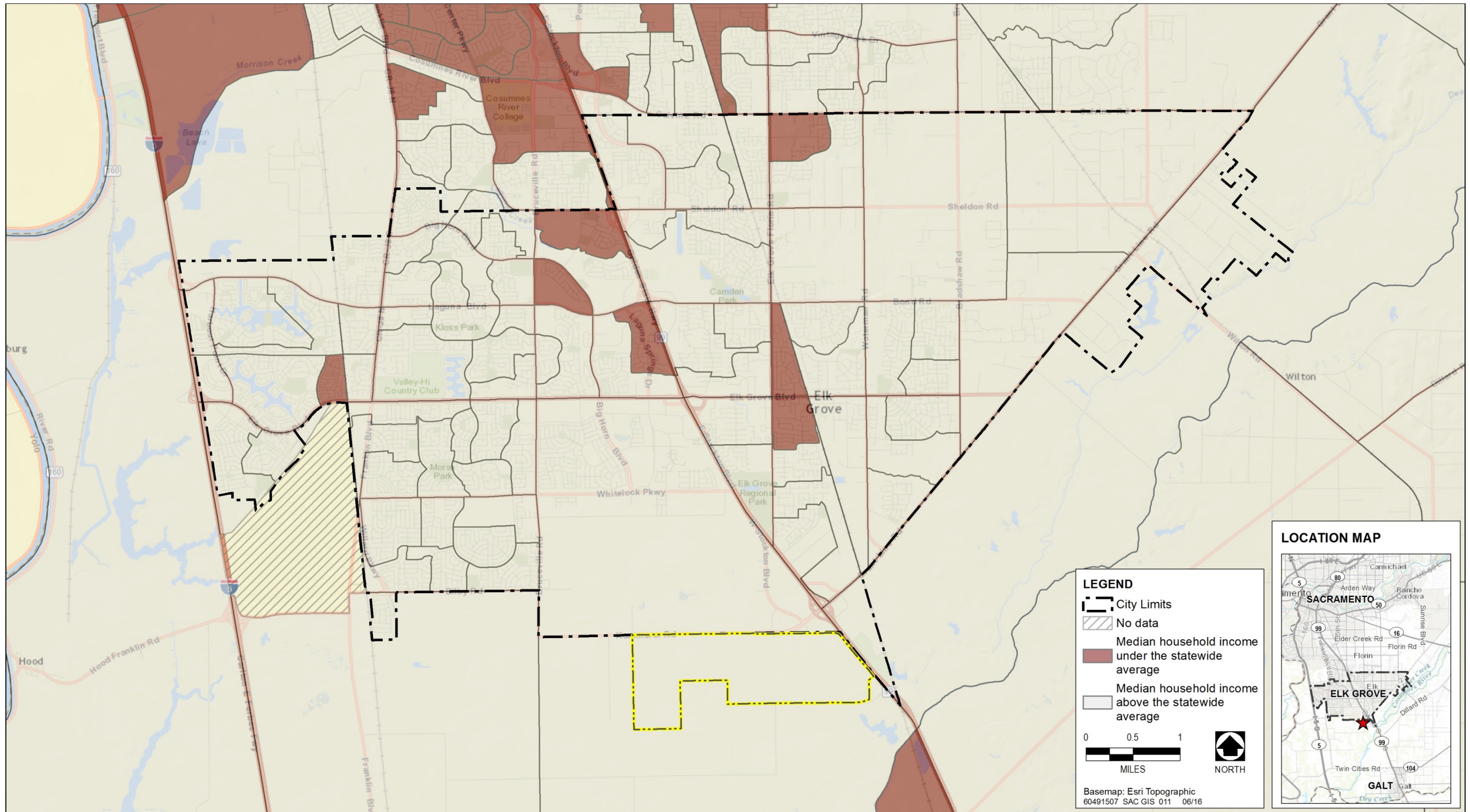
Cortese-Knox-Hertzberg Local Government Reorganization Act

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) establishes procedures for the establishment, updating, or amendment of an SOI. See Chapter 1 of this EIR, “Introduction” for more information on the CKH Act.

The Sacramento Local Agency Formation Commission (LAFCo) is the agency responsible for the approval of the proposed Elk Grove SOIA and is responsible for implementing the Act. Sacramento LAFCo is responsible for reviewing, approving, modifying and approving or disapproving changes in organization to cities and special districts, including annexations, detachments, new formations, and incorporations. LAFCOs must, by law, create municipal-service reviews and update spheres of influence for each independent local governmental jurisdiction within their countywide jurisdiction. Listed below are the adopted Sacramento LAFCo applicable policies and guidelines for approval of boundary adjustments (SACOG 2007).

- ▶ Demonstrate that adequate services will be provided within the time frame needed by the inhabitants of the area included within the proposed boundary.
- ▶ Identify existing land uses and a reasonable projection of land uses which would occur if services were provided consistent with an updated Master Services Element.
- ▶ Present a map that clearly indicated the location of existing and proposed facilities, including timing and location of those facilities.
- ▶ Describe the nature of each service provided.
- ▶ Demonstrate consistency with the applicable General Plan designations and text.
- ▶ Approve conversion of prime agricultural land in open space and other uses only if:
 - the proposal will lead to the planned, orderly, and efficient development in the area;
 - the subject land is consistent with the Spheres of Influence plan;
 - the development of the subject land is likely to occur within the next five years; and
 - the proposal will have no significant adverse effect on the physical and economic integrity of other agricultural lands.

Assess the environmental consequences of its [LAFCo’s] actions and decisions (required by CEQA), and take actions to avoid or minimize a project’s adverse environmental impacts if feasible, or approve a project despite significant effects because it [LAFCo] finds overriding considerations exist.

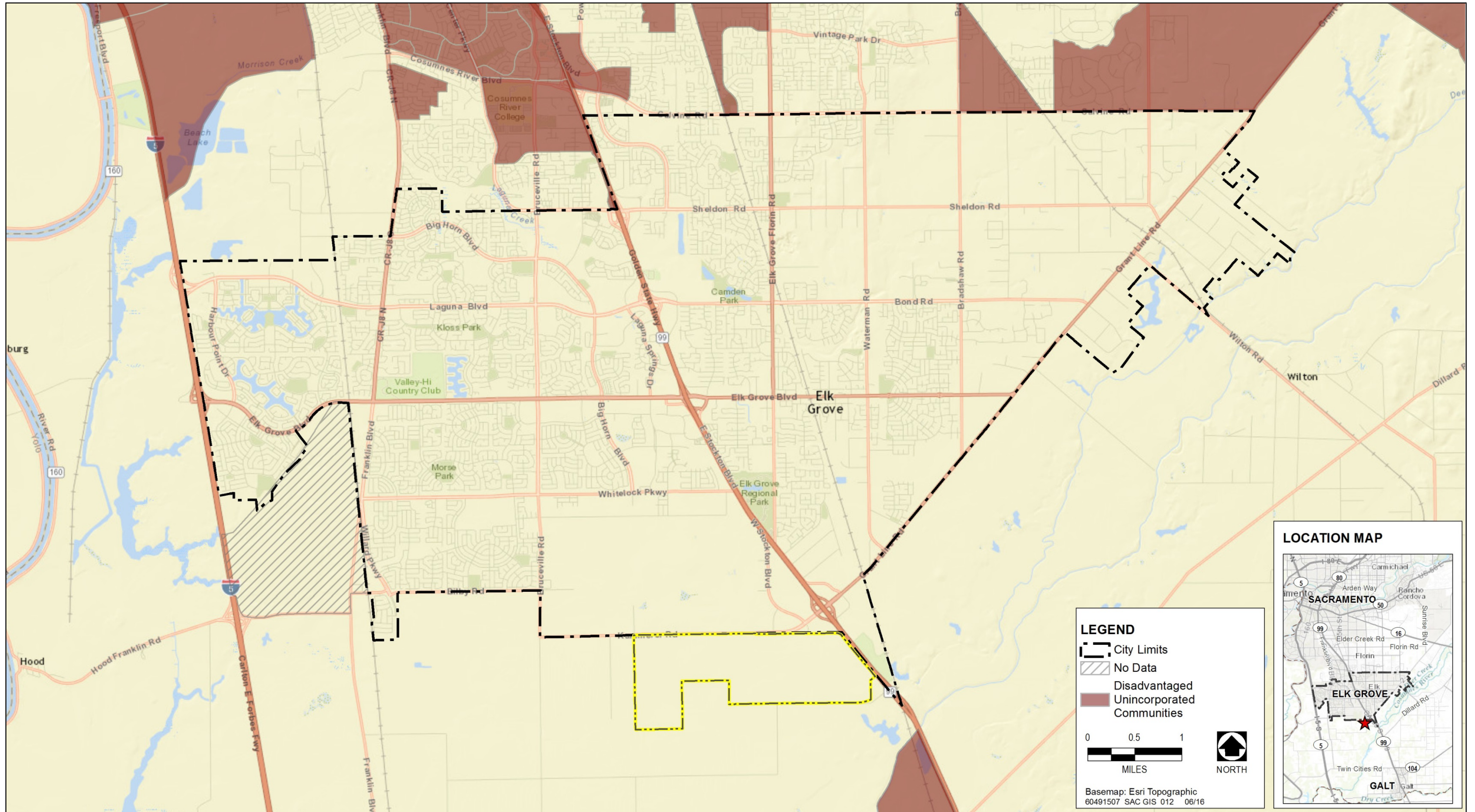


Source: SACOG 2016 adapted by AECOM in 2016

Exhibit 3.11-1

Environmental Justice Areas

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Source: 2010 Census, adapted by AECOM in 2016

Exhibit 3.11-2

Disadvantaged Unincorporated Communities

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Senate Bill 244, Disadvantaged Communities

SB 244 requires cities and counties to address the infrastructure needs of unincorporated disadvantaged communities in LAFCo municipal service reviews (MSRs) and annexation decisions. SB 244 defines an unincorporated disadvantaged community as a place that meets the following criteria:

- ▶ contains 10 or more dwelling units in close proximity to one another;
- ▶ is either within a city SOI, is an island within a city boundary, or is geographically isolated and has existed for more than 50 years; and
- ▶ has a median household income that is 80 percent or less than the statewide median household income.

SB 244 prohibits approval of city annexations greater than 10 acres that are contiguous to a disadvantaged unincorporated community unless the city applies to annex the disadvantaged unincorporated community, as well. This requirement is not applicable if an application to annex the disadvantaged unincorporated community had been made during the prior five years or if a majority of residents in that community are opposed to the annexation.

As of July 1, 2012, LAFCos must consider the present and future need for public facilities and services by disadvantaged unincorporated communities for any city or district updating their SOI and which provides public sewer, municipal and industrial water, or structural fire protection facilities or services. LAFCos must also include considerations of disadvantaged unincorporated communities within a city or district SOI in statements of written determinations of MSRs.

REGIONAL AND LOCAL PLANS, POLICIES, REGULATIONS, AND ORDINANCES

Sacramento Area Council of Governments' Blueprint

The Sacramento Area Council of Governments (SACOG) coordinated with local governments in the region, including the City of Elk Grove, to develop the Blueprint Project and Preferred Blueprint Scenario, an extensive study of the long-term linkages between transportation, land use, and air quality. The Blueprint provides policy advisories for governments in the Sacramento region for long-term regional land use and transportation planning that encourage protection of additional natural resources (because less land would be required for urban uses), discourage conversion of agricultural land, and provide measures to reduce traffic and improve regional air quality. In December of 2004, the SACOG Board of Directors unanimously adopted a Preferred Scenario for the Blueprint. The Preferred Blueprint Scenario does not regulate land use in the SACOG jurisdictions, but includes a conceptual land use diagram that illustrates Blueprint principles. This Preferred Scenario designated the SOIA Area as "Vacant Urban Designated Lands (2050)."

Metropolitan Transportation Plan/Sustainable Communities Strategy

In 2016, SACOG approved the 2036 MTP/SCS, which is a regional transportation plan and land use strategy designed to support good growth patterns, including:

- ▶ Increased housing and transportation options;
- ▶ Inwardly-focused growth and improved economic viability of rural areas;

- ▶ Minimized direct and indirect transportation impacts on the environment;
- ▶ A transportation system that delivers cost- effective results and is feasible to construct and maintain;
- ▶ Effective connections between people and jobs;
- ▶ Improved opportunities for businesses and citizens to easily access goods, jobs, services, and housing; and
- ▶ Real, viable choices for methods of travel.

The MTP/SCS built on the foundation provided by the Blueprint project and includes a land use strategy to improve mobility and reduce travel demand from passenger vehicles by prioritizing compact and transit-oriented development, reducing the growth in vehicle miles traveled (VMT) and associated GHG emissions. The MTP/SCS also includes projections for the location of growth within the region, between jurisdictions and among housing place types (i.e., infill and greenfield development). The 2016 MTP/SCS designates the SOIA Area as “Blueprint Vacant Urban Designated Lands Not Identified for Development in the MTP/SCS Planning Period (SACOG 2016).”

Environmental Justice Areas

SACOG’s 2016 MTP/SCS includes a regional environmental justice assessment of the six-county SACOG region. The 2016 MTP/SCS identifies certain Census Block Groups as environmental justice areas based on 2009–2013 ACS data to ensure that all populations are equally served by existing and proposed transportation infrastructure.

SACOG developed the following criteria to define environmental justice areas:

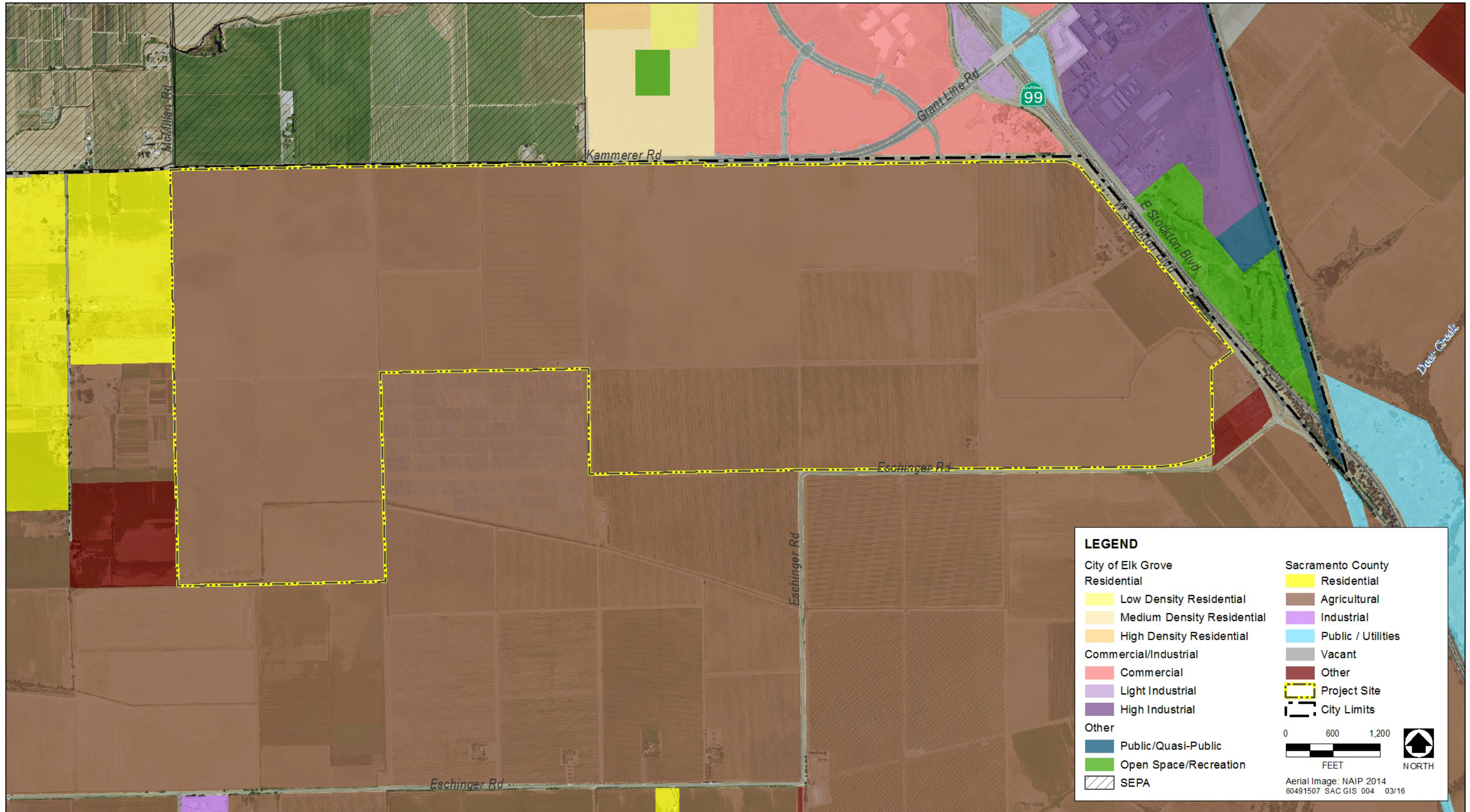
- ▶ **Low-Income Communities:** Census Tracts where 45 percent or more of the population earns 200 percent or less of the federal poverty level. Tracts meeting this threshold include about 29 percent of the region’s population.
- ▶ **Minority Communities:** Census Block Groups where 70 percent or more of the population is Asian Pacific Islander, African American, Hispanic, Native American, or other Non-White ethnic group. Block groups meeting this threshold include about 8 percent of the region’s population.

Sacramento County General Plan and Zoning

The current County of Sacramento General Plan, titled Sacramento County General Plan of 2005–2030 (2030 General Plan), was adopted on November 9, 2011. The Sacramento County General Plan provides an inventory of land supply within the County, and projects the amount and location of land and density, and intensity of development that will be required to accommodate future populations and economic growth through 2030.

The Sacramento County General Plan establishes land use designations within the SOIA Area (Exhibit 3.11-3). The General Plan land use designation for the SOIA Area is Agricultural Cropland. The entire SOIA Area is zoned ~~AG-20-80~~ (Agricultural, ~~2080~~-acre minimum). The ~~AG-20-80~~ zoning code is used to promote long-term agricultural use, to discourage the premature and unnecessary conversion of agricultural land to urban uses, and to encourage the retention of sufficiently large agricultural lots to assure maintenance of viable agricultural units.

The Sacramento County General Plan designates two boundaries that guide development: The Urban Service Boundary and the Urban Policy Area. The SOIA Area is outside of and adjacent to both of these boundaries.



Source: City of Elk Grove 2015, County of Sacramento 2011

Exhibit 3.11-3

Land Use Designations within the SOIA Area

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Urban Service Boundary

The Sacramento County General Plan designates a Urban Service Boundary (USB) to indicate the ultimate boundary of the urban area in the unincorporated area of Sacramento County. The General Plan states the following:

The Urban Service Boundary indicates the ultimate boundary of the urban area in the unincorporated County. This boundary, which is based upon jurisdictional natural and environmental constraints to urban growth, is intended to be a permanent boundary not subject to modification except under extraordinary circumstances. The USB should be used by urban infrastructure providers for developing very long-range master plans which can be implemented over time as the urbanized area expands (Sacramento County 2011).

The following Sacramento County General Plan policy addresses revisions to the USB:

- ▶ **Policy LU-127:** The County shall not expand the Urban Service Boundary unless:
 - There is inadequate vacant land within the USB to accommodate the projected 25 year demand for urban uses; and
 - The proposal calling for such expansion can satisfy the requirements of a master water plan as contained in the Conservation Element; and
 - The proposal calling for such expansion can satisfy the requirements of the Sacramento County Air Quality Attainment Plan; and
 - The area of expansion does not incorporate open space areas for which previously secured open space easements would need to be relinquished; and
 - The area of expansion does not include the development of important natural resource areas, aquifer recharge lands or prime agricultural lands;
 - The area of expansion does not preclude implementation of a Sacramento County-adopted Habitat Conservation Plan;

OR

- The Board approves such expansion by a 4/5ths vote based upon on finding that the expansion would provide extraordinary environmental, social or economic benefits and opportunities to the County.

Urban Policy Area

The County of Sacramento also designates an Urban Policy Area (UPA), which is intended to indicate geographic areas where urban development is expected to occur during the projected buildout of the General Plan (year 2030). The UPA is intended to provide a 25-year supply of developable land sufficient to accommodate projected growth. The UPA also includes additional land to ensure an appropriate supply. The General Plan states:

The Urban Policy Area defines the area expected to receive urban levels of public infrastructure and services within the 25-year planning period. Defining the Urban Policy Area is of key importance in the provision of urban services and infrastructure to the unincorporated County, as it provides the geographic basis for infrastructure master plans, particularly for public water and sewerage, which require large capital investment and relatively long lead time for the installation of capital improvements (Sacramento County ~~1993~~ 2011).

The following Sacramento County General Plan policies address the UPA:

- ▶ **Policy LU-1:** The County shall not provide urban services beyond the Urban Policy Area (UPA), except when the County determines the need for health and safety purposes and the extension provisions as provided in Policy LU-1.1.
- ▶ **Policy LU-2:** The County will prohibit land use projects which are not contiguous to the existing Urban Policy Area, city boundaries, or existing planned communities or master plan areas (i.e., leapfrog development).

Sacramento County Municipal Code

The Sacramento County Ordinances and Codes provide regulation of land and structures in order to promote health, safety, and welfare of the public, and to insure the orderly development of the County. The Sacramento Zoning Code describes where specific allowed uses, such as residential development, may be located.

The SOIA Area is zoned by the County as AG-~~20-80~~ (Agricultural, ~~8020~~-acre minimum). The AG-~~20-80~~ zoning code is used to eliminate the encroachment of land uses incompatible with the long term agricultural use of land, to preserve the maximum amount of the limited supply of agricultural land in order to conserve the County's economic resources that are vital for a healthy agricultural economy ~~promote long-term agricultural use~~, to discourage the premature and unnecessary conversion of agricultural land to urban uses, and to encourage the retention of sufficiently large agricultural lots to assure maintenance of viable agricultural units (Sacramento County 2017).

City of Elk Grove General Plan

As discussed further below, the City of Elk Grove is preparing a comprehensive update to its General Plan. Adoption of the General Plan update is anticipated in early 2018. If the SOIA Area, or a portion of it, is annexed, that area would be under City of Elk Grove jurisdiction and would be required to comply with Elk Grove General Plan policies. A draft of the City's updated General Plan is not yet available, so the existing (2003, amended 2015) General Plan policies and actions are described below. Any future development would be required to comply with the most recent General Plan.

The City of Elk Grove General Plan is a broad framework for planning the future of Elk Grove. It is the official policy statement of the City Council to guide the private and public development of the city in a manner to gain the maximum social and economic benefit to the citizens.

The SOIA Area is outside the area governed by the City's existing General Plan. Areas to the north and adjacent to the project site are designated for development under the City's Southeast Policy Area, and for medium-density residential development and commercial development under the City's General Plan. The Emerald Lakes Golf

Course to the east of the SOIA Area is designated as open space. No areas within the SOIA Area are designated as open space by Elk Grove.

City of Elk Grove General Plan Policies

The following policies and actions from the Land Use and Economic Development Elements of the City of Elk Grove General Plan (2015) could apply to possible future development within the SOIA Area.

- ▶ **Policy LU-3:** The Zoning Map and all other land use approvals, including Specific Plans and Special Planning Areas, shall be consistent with the Land Use Policy Map of this General Plan.
- ▶ **Policy LU-4:** All land use approvals, including, but not limited to:
 - Zoning,
 - Planning documents (such as Specific Plans and Special Planning Areas),
 - Tentative Maps,
 - Conditional Use Permits,
 - Etc.

shall be required to conform with the General Plan.

- ▶ **Policy LU-10:** The City should seek to designate sufficient land in all employment-generating categories to provide a minimum 1:1 correspondence between Elk Grove's working population and jobs in categories matching their employment level.
- ▶ **Policy LU-13:** The City will work with the Sacramento Local Agency Formation Commission to establish and update a Sphere of Influence, which reflects the City's near-term goals for potential additions to the corporate boundaries.
- ▶ **Policy LU-14:** 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.
- ▶ **Policy LU-15:** The City shall encourage annexations initiated by landowner/ residents, which are consistent with the City’s policies.
- ▶ **Policy LU-16:** The areas designated in the Planning Area as “Urban Study Areas” are envisioned as areas in which urbanization to some extent could occur, generally in compliance with the following criteria:
- Development should be limited to areas outside of the 100-year floodplain.
 - Development should take place in compliance with the goals and policies of this General Plan.
 - Any study of potential land uses in these areas should be accomplished in cooperation with the County of Sacramento, the Sacramento Local Agency Formation Commission, and other agencies and parties with ownership or jurisdiction of lands in and near the study area.
 - Any study of land uses in these areas should be accompanied by an environmental evaluation of the potential impacts of development.
 - Prior to the completion of land use studies, the City’s policy is that County of Sacramento land use designations in effect as of December 31, 2002, are retained.
- ▶ **Policy LU-17:** Implement a comprehensive and city-wide strategy for the preservation of open space, habitat and agriculture, both inside and outside the City’s existing city limits.
- ▶ **Policy ED-7:** Maximize the use of non-residential land for employment-generating and revenue-generating uses.
- **ED-7-Action 1:** Continue to improve Elk Grove’s jobs/housing ratio and seek to achieve sufficient employment opportunities in Elk Grove for all of the employed persons living in the city, while continuing to promote the City’s role as a regional center.
- ▶ **Policy ED-9:** Provide sufficient land for business expansion and attraction of new employers that utilize the City’s existing labor pool.

City of Elk Grove Zoning

The Zoning Code (Title 23 of the City’s Municipal Code) is the primary implementation tool of the General Plan. It divides the City into zoning districts and applies specific development standards to each district. Other development standards established by the Zoning Code include allowed land uses, height limits, setbacks, and the performance requirements (e.g., landscaping, parking) for each district.

The SOIA Area is outside the area governed by the City’s zoning ordinance. Areas to the northwest of the SOIA Area are zoned for agricultural uses with a small section of residential zoning directly north and commercial/ industrial uses to the north and east.

City of Elk Grove General Plan Update

The City of Elk began preparing a comprehensive update to its General Plan in July 2015. On June 23, 2017, the City released a notice of preparation for the *Environmental Impact Report for the City of Elk Grove General Plan Update* (State Clearinghouse No. 2017062058) circulated for a 30-day public review period (City of Elk Grove 2017).² A public draft General Plan update and Draft EIR are anticipated to be available in late 2017. Adoption of the General Plan update and certification of the Final EIR is anticipated in early 2018. The update is intended to ensure that “the guiding policy document remains a useful tool, keeps pace with change, and provides workable solutions to current and future issues” (City of Elk Grove 2017b). The SOIA Area is identified in the City’s preferred alternative land use diagram as the “South Study Area.” The City’s intent is that the Study Areas may be developed in accordance with annexation policies that will be identified in the General Plan and an additional layer of more detailed planning (e.g., specific plan).

3.11.3 ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

METHODOLOGY

There are no changes to land uses proposed as part of this SOIA application. However, in order to facilitate environmental analysis for this SOIA request, the applicant has developed a conceptual land use scenario. The applicant-proposed array of land uses has been derived from the recently approved 1,200-acre mixed-use ~~Southeast Policy Area (SEPA)~~ land use distribution adjacent to the north, in order to facilitate project analysis. The applicant estimates that the SOIA Area could accommodate development that could provide 18,000 to 20,000 jobs in office, industrial, and commercial settings. The SOIA application identifies a potential jobs-to-housing ratio ranging from 3.6:1 to 5.0:1. Development could include a significant employment component near the Grant Line Road/SR 99 interchange and along the Kammerer Road (future Capital Southeast Connector) corridor. Additionally, for the purposes of analysis, the applicant has identified that the SOIA Area could accommodate the development of a broad array of housing types, with a total of 4,000 to 5,000 dwelling units. For the purposes of analysis, the applicant notes that future proposed development would involve supportive infrastructure, public lands, and retail development that is oriented to future employment areas.

Evaluation of the potential impacts of future development was based on a review of the following planning documents pertaining to the proposed project and surrounding area:

- ▶ *Sacramento County General Plan* (County of Sacramento 2011),
- ▶ *Elk Grove General Plan* (City of Elk Grove 2015),
- ▶ *Elk Grove Market Study Progress Evaluation* (Center for Strategic Economic Research 2014), and
- ▶ 2016 Metropolitan Transportation Plan/Sustainable Communities Strategy (SACOG 2016).

² The notice of preparation for the *Environmental Impact Report for the City of Elk Grove General Plan Update* is available at: http://www.elkgrovecity.org/city_hall/departments_divisions/planning/a_brighter_future/

Additional background information on population, housing, and environmental justice was obtained from the DOF, the EDD, and the U.S. Census Bureau.

Population, housing, and employment growth accommodated under future development is not, in and of itself, an environmental impact. However, there are indirect impacts associated with increased population, employment, and housing, such as increased travel demand that requires additional roadways and other transportation infrastructure and the associated air pollutant emissions and traffic noise, impacts related to public facilities and utilities expansions needed to serve new growth, and other impacts, each of which is addressed in each technical section of this EIR. These technical sections provide analysis of relevant environmental effects of implementing future development.

THRESHOLDS OF SIGNIFICANCE

Based on Appendix G of the State CEQA Guidelines, land use impacts resulting from the implementation of the proposed project would be considered significant if the project would:

- ▶ Physically divide an established community;
- ▶ Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect;
- ▶ Conflict with any applicable habitat conservation plan or natural communities conservation plan;
- ▶ Induce substantial population growth in an area, either directly (e.g., by proposing new homes and businesses) or indirectly (e.g., through extension of roads or other infrastructure); or
- ▶ Displace substantial numbers of people or existing housing, necessitating the construction of replacement housing elsewhere.

In addition, the proposed project will have a significant impact related to environmental justice if the project would:

- ▶ Result in adverse effects or impacts that are appreciably more severe in magnitude or are predominately borne by low-income and minority populations or unincorporated disadvantage communities.

ISSUES NOT DISCUSSED FURTHER

- ▶ **Physically Divide an Established Community**—The SOIA Area is not located in between any established community. The surrounding areas consist of private agricultural land with a few rural residences, except for the commercial/industrial area to the northeast. There are no established communities that would be divided by future development. Therefore this issue is not evaluated further in this document.
- ▶ **Conflict with any Applicable Habitat Conservation Plan**—Potential conflicts with the South Sacramento Habitat Conservation Plan is discussed in Section 3.4, “Biological Resources.”

- ▶ **Displace Substantial Numbers of People or Existing Housing**—There are no existing residences within the SOIA Area. Therefore, implementing the proposed project would not displace substantial numbers of people or existing housing that necessitates the construction of replacement housing elsewhere. Thus, this impact is not evaluated further in this EIR.
- ▶ **Adversely Affect a Low-Income or Minority Population**—As discussed above, there are no low-income or minority populations or disadvantaged unincorporated communities within or in the vicinity of the SOIA Area. Therefore, this impact is not evaluated further in this EIR.

IMPACT ANALYSIS

IMPACT 3.11-1 Consistency with Sacramento County zoning ordinance and City of Elk Grove zoning ordinance. *Future development would not conflict with Sacramento County or City of Elk Grove zoning ordinances. This impact is considered less than significant.*

The project site is zoned by the County as AG-2080. In general the AG-20-80 zoning designation is intended to promote long-term agricultural use. The proposed project would not change the zoning designations. The project would not allow land use change that would be inconsistent with this zoning designation. The project, in fact, would not directly allow any land use change. Thus, the proposed project would not conflict with zoning for agricultural use. Thus, the impact is considered **less than significant**.

Mitigation Measures

No mitigation measures are required.

IMPACT 3.11-2 Consistency with adopted Sacramento County General Plan or Elk Grove General Plan policies and land use designations. *Future development may be inconsistent with Sacramento County General Plan policies or Elk Grove General Plan policies adopted for the purpose of avoiding or mitigating an environmental effect. This impact is considered less than significant.*

Because the SOIA Area is located within the unincorporated area of Sacramento County and outside the legal boundaries of Elk Grove, Sacramento County maintains the authority to designate allowable land uses. Since the project is a SOIA only, it does not include any land use plan or related pre-zoning. Similarly, the project does not include any indication of any timeline of development or phasing for future development. If the SOIA is approved and annexation to the City of Elk Grove is subsequently proposed, land use planning would occur under the City’s jurisdiction. Pre-zoning of the affected territory by the City would be required prior to any application for annexation. Any future development would be required to comply with the City’s General Plan policies. In addition, future development would be subject to CEQA review and analysis.

Sacramento General Plan

The SOIA Area is currently designated by the Sacramento County General Plan as Agricultural Cropland. The SOIA Area is located south of Kammerer Road and west of SR 99 is outside of Sacramento County’s Urban Services Boundary and Urban Policy Area. The proposed project does not include the construction or development of any structures or infrastructure. The proposed SOIA would not change the zoning or land use

designation of the area and will thus remain consistent with the Sacramento County General Plan and land use designation.

However, future collaborative land use planning may commence between the City of Elk Grove and Sacramento County at some undetermined time if the proposed SOIA is established. Although there would be no direct physical impacts from the proposed project, it could result in annexation and potential future development.

The land use assumptions discussed above indicate that future development of the SOIA Area would result in urban land uses that do not conform to agricultural land use designation and does not comply with Sacramento County General Plan policies. However, if LAFCo were to consider and then approve annexation in the future, Sacramento County would relinquish land use planning authority to the City, and the Sacramento County General Plan would no longer apply to the annexed areas. Table 3.11-2 provides a consistency analysis with the County of Sacramento General Plan policies.

Table 3.11-2. Sacramento County General Plan Consistency Analysis			
Element	Policy No	Text	Consistency Determination
Land Use	LU-1	The County shall not provide urban services beyond the Urban Policy Area (UPA), except when the County determines the need for health and safety purposes and the extension provisions as provided in Policy LU-1.1.	Consistent: The SOIA Area is currently within the jurisdiction of the County of Sacramento and is entirely outside of the County’s General Plan UPA. However, no land uses changes are proposed that would require urban services.
	LU-12	The County will prohibit land use projects which are not contiguous to the existing Urban Policy Area, city boundaries, or existing planned communities or master plan areas (i.e., leapfrog development).	Consistent: The SOIA Area is currently within the jurisdiction of the County of Sacramento and is entirely outside of the County’s General Plan UPA. However, it is contiguous to the Elk Grove city limits and would not cause leapfrog development, if the SOIA Area were to develop in the future.
	<u>LU-127</u>	<p><u>The County shall not expand the Urban Service Boundary unless:</u></p> <ul style="list-style-type: none"> • <u>There is inadequate vacant land within the USB to accommodate the projected 25 year demand for urban uses; and</u> • <u>The proposal calling for such expansion can satisfy the requirements of a master water plan as contained in the Conservation Element; and</u> • <u>The proposal calling for such expansion can satisfy the requirements of the Sacramento County Air Quality Attainment Plan; and</u> • <u>The area of expansion does not incorporate open space areas for which previously secured open space easements would need to be relinquished; and</u> • <u>The area of expansion does not include the development of important natural resource areas, aquifer recharge lands or prime agricultural lands;</u> • <u>The area of expansion does not preclude implementation of a Sacramento County-adopted Habitat Conservation Plan;</u> <p style="text-align: center;"><u>OR</u></p> <p><u>The Board approves such expansion by a 4/5ths vote based upon on finding that the expansion would provide extraordinary environmental, social or economic benefits and opportunities to the County.</u></p>	Consistent: <u>The SOIA Area is currently within the jurisdiction of the County of Sacramento and is entirely outside of the County’s General Plan USB. However, no land uses changes are proposed that would require expanding the USB.</u>

Elk Grove General Plan

The SOIA Area does not currently have Elk Grove General Plan land use designations. However, if future annexation were to occur, the SOIA Area would be under the jurisdiction of Elk Grove and would be required to be consistent with City General Plan policies and regulations.

The City of Elk Grove is preparing a comprehensive update to its General Plan. If the SOIA Area, or a portion of it, is annexed, that area would be under City of Elk Grove jurisdiction and would be required to comply with Elk Grove General Plan policies. Table 3.11-3 provides a consistency analysis with the adopted City of Elk Grove General Plan policies. Elk Grove is currently (March 2016) updating their General Plan. However, since a draft is not yet available, this analysis is based on the existing General Plan, adopted in 2003.

Table 3.11-3. Elk Grove General Plan Consistency Analysis			
Element	Policy No	Text	Consistency Determination
Land Use	LU-3	The Zoning Map and all other land use approvals, including Specific Plans and Special Planning Areas, shall be consistent with the Land Use Policy Map of this General Plan.	Consistent: After a future annexation, the Land Use Policy Map would reflect the land use designations that allow for development of future land and associated zoning changes would be consistent with those land use designations. The project does not propose any development or change to land use designations.
	LU-4	All land use approvals, including, but not limited to: <ul style="list-style-type: none"> • Zoning, • Planning documents (such as Specific Plans and Special Planning Areas), • Tentative Maps, • Conditional Use Permits, • Etc. shall be required to conform with the General Plan.	Consistent: City of Elk Grove in collaboration with County of Sacramento may begin comprehensive planning at an undetermined time pursuant to approval of the SOIA. Any proposed development would be required to demonstrate consistency with the General Plan.
	LU-10	The City should seek to designate sufficient land in all employment-generating categories to provide a minimum 1:1 correspondence between Elk Grove's working population and jobs in categories matching their employment level	Consistent: No physical development is being proposed by the project at this time and no project applications have been submitted. However, potential future development is envisioned to accommodate future growth and assist the City in achieving a citywide jobs-to-housing balance by providing a potential jobs-to-housing ratio ranging from 3.6:1 to 5.0:1.
	LU-13	The City will work with the Sacramento Local Agency Formation Commission to establish and update a Sphere of Influence, which reflects the City's near-term goals for potential additions to the corporate boundaries.	Consistent: The proposed SOIA is consistent, because the City of Elk Grove will be required to consult with LAFCo consistent with Policy LU-13.

Table 3.11-3. Elk Grove General Plan Consistency Analysis			
Element	Policy No	Text	Consistency Determination
	LU-14	<p>The City shall apply the following policies to potential annexations:</p> <ul style="list-style-type: none"> • 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 	<p>Consistent: Future development of the SOIA Area would require annexation by the City of Elk Grove and include comprehensive land use planning and consistency with the Elk Grove General Plan.</p>
	LU-15	<p>The City shall encourage annexations initiated by landowner/ residents, which are consistent with the City's policies.</p>	<p>Consistent. Multiple landowners are in support of the proposed SOIA and have requested to be included within the City's SOI.</p>
	LU-16	<p>The areas designated in the Planning Area as "Urban Study Areas" are envisioned as areas in which urbanization to some extent could occur, generally in compliance with the following criteria:</p> <ul style="list-style-type: none"> • Development should be limited to areas outside of the 100-year floodplain. • Development should take place in compliance with the goals and policies of this General Plan. • Any study of potential land uses in these areas should be accomplished in cooperation with the County of Sacramento, the Sacramento Local Agency Formation Commission, and other agencies and parties with ownership or jurisdiction of lands in and near the study area. • Any study of land uses in these areas should be accompanied by an environmental evaluation of the potential impacts of development. • Prior to the completion of land use studies, the City's policy is that County of Sacramento land use designations in effect as of December 31, 2002, are retained. 	<p>Consistent: No city land use designations are proposed in conjunction with the SOIA application. The SOIA Area conforms to Sacramento County General Plan land use designations. Future city development of the SOIA Area would require annexation by the City of Elk Grove and includes comprehensive land use planning. Please note that all these activities will be subject to CEQA to ensure that growth occurs in a logical manner and does not result in significant impacts. In addition, the annexation, planning, and development approval process would follow the criteria listed under LU-16.</p>
	LU-17	<p>Implement a comprehensive and city-wide strategy for the preservation of open space, habitat and agriculture, both inside and outside the City's existing city limits.</p>	<p>Consistent: Future city development of the SOIA Area would require annexation by the City of Elk Grove and include comprehensive land use planning.</p>

As shown in Table 3.11-2 and Table 3.11-3, implementation of the proposed project would be consistent with the City and County General Plan policies.

Consistency issues between implementation of the proposed project and the County and City General Plans are related to land use regulations, which are, in part, based on avoiding or otherwise restricting uses that would adversely impact resources of the development site or adjacent land uses. Specific impacts and project consistency issues associated with other resource and issue areas are addressed in each technical section of this EIR, as appropriate. These technical sections provide a detailed analysis of other relevant physical environmental effects that could result from implementation of the proposed project and identify mitigation measures, as necessary, to reduce impacts. Implementation of the proposed project would not conflict with adopted County or City General Plan policies, land use designations, or zoning that would generate any adverse physical impacts beyond those addressed in detail in the environmental sections of this EIR (air quality, biological resources, cultural resources, etc.). Thus, this impact is considered **less than significant**.

Mitigation Measures

No mitigation measures are required.

IMPACT 3.11-3 Consistency with LAFCo Policies, Standards, and Procedures Guidelines. *Future development would be consistent with Sacramento LAFCo Policies, Standards, and Procedures Guidelines. No impact would occur.*

California Government Code Section 56668 sets forth criteria for evaluation of annexation projects. This statute establishes factors that LAFCo agencies must use in reviewing annexation proposals. Any future urban development would require annexation by the City of Elk Grove and would be subject to this statute and evaluated for consistency at that time. Table 3.11-4 provides a consistency determination with the LAFCo policies that were adopted to avoid or mitigate for an environmental effect. As shown in Table 3.11-4, the project would be consistent with LAFCo policies. Thus, **no impact** would occur.

Mitigation Measures

No mitigation measures are required.

IMPACT 3.11-4 Consistency with the SACOG 2036 Metropolitan Transportation Plan/Sustainable Communities Strategy. *Future development may be inconsistent with the SACOG 2036 Metropolitan Transportation Plan/Sustainable Communities Strategy. This impact is considered significant.*

The SACOG MTP/SCS does not identify the SOIA Area for growth. Therefore, the SOIA could lead to development that would be inconsistent with the MTP/SCS. Although any future development would be subject to CEQA review, impacts could be **significant**.

Mitigation Measures

There is no feasible mitigation to reduce this impact to a less-than-significant level without changing the purposes of the proposed SOIA. The impact is **significant and unavoidable**.

Table 3.11-4. Sacramento LAFCo Policy Consistency Analysis			
Element	Policy No	Text	Consistency Determination
III. LAFCo General Policies	1	The LAFCo will encourage participation in its decision-making process. LAFCo will contact community members through community councils, give published notice, and, where LAFCo determines appropriate, give mailed notice to the owners of property within 500 feet of a project site.	Consistent: The proposed project is consistent with this policy, as the Draft EIR will be circulated for public review to interested public and private agencies pursuant to CEQA.
	4	The LAFCo will favorably consider proposals that will provide urban services in areas with high growth potential rather than in areas with limited potential for future growth.	Consistent: The proposed project is consistent with this policy. There is a high growth potential in the SOIA Area.
	5	<p>The CEQA requires that LAFCo assess the environmental consequences of its actions and decisions, and take actions to avoid or minimize a project’s adverse environmental impacts, if feasible, or approve a project despite significant effects because it finds overriding considerations exist. To comply with CEQA, the LAFCo will take one or more of the following actions:</p> <ul style="list-style-type: none"> • At its discretion, approve a project without changes if environmental impacts are insignificant; • Require an applicant to modify a project; • Establish mitigating measures as a condition of its approval of the proposal; • Deny the proposal because of unacceptable adverse environmental impacts; • Approve the project despite its significant effects by making findings of overriding concern. 	Consistent: This EIR is prepared pursuant to CEQA to analyze environmental impacts associated with the proposed project. Any future city development would require annexation by the City of Elk Grove and would be subject to LAFCo policies for annexation. All these regulatory procedures would ensure consistency with this policy.
	7	LAFCo will favorably consider those applications which improve the balance between jobs and housing.	Consistent: The SOIA Area is envisioned to accommodate future growth and assist City in achieving a job housing balance.
IV. General Standards	A-2	<p>Spheres of Influence are the primary planning tool for LAFCo. The LAFCo has developed standards related to the Master Service Element of any agency’s Spheres of Influence. Agencies must have an updated Master Services Element which meets the following standards:</p> <ul style="list-style-type: none"> • Is consistent with the Master Services Element of the Spheres of Influence of any overlapping jurisdiction; • Demonstrates that adequate services will be provided within the time frame needed by the inhabitants of the area included within the proposed boundary; • Identifies existing land use and a reasonable projection of land uses which would occur if services were provided consistent with the updated Element; • Presents a map that clearly indicates the location of existing and proposed facilities, including plan for timing and location of facilities; • Describes the nature of each service to be provided; 	<p>Consistent: The proposed project will be consistent with this policy. The Master Services Element/Municipal Services Review (MSR) has not yet been completed but will comply with this policy.</p> <p>The MSR completed for a previous SOI expansion application that was withdrawn that included the SOIA Area concluded there is adequate government structure available to provide necessary services, including those for which the City is a provider: land use planning, solid waste and recycling, roadway, law enforcement, animal control, code enforcement, parks and recreation, and storm drainage. The MSR also identified other agencies that will need to change boundaries to serve the SOIA Area: Sacramento County Water Agency, Sacramento Area Sewer District (collection) and the Sacramento Regional County Sanitation District (treatment). Conclusions for the MSR</p>

Table 3.11-4. Sacramento LAFCo Policy Consistency Analysis			
Element	Policy No	Text	Consistency Determination
		<ul style="list-style-type: none"> • Describes the service level capacity of the service provider’s facilities; • Identifies the anticipated service level to be provided; • Describes any actions, improvements, or construction necessary to reach required service levels, including costs and financing methods; • Provides copies of district enabling legislation pertinent to the provision of service levels, including costs and financing methods; • Identifies projected revenue and identifies savings occurring as a result of the action; and • Provides existing and five year population projections within agency boundaries. 	prepared for this project are expected to be similar.
	C-3	<p>The LAFCo will not approve applications with boundaries which:</p> <ul style="list-style-type: none"> • Split neighborhoods or divide an existing identifiable community, commercial district, or other areas having a social or economic identity; • Result in islands, corridors or peninsulas of incorporated or unincorporated territory or otherwise cause or further the distortion of existing boundaries; • Are drawn for the exclusive purpose of encompassing revenue-producing territories; • Create areas for which it is difficult to provide services; or • Split parcels. 	Consistent: The SOIA boundary would not split neighborhoods or communities; result in islands or peninsulas; create areas where it is difficult to provide services; or split parcels. In addition, the SOIA boundary is not drawn for the exclusive purpose of encompassing revenue-producing territories.
V. Specific Standards by Type of Action	A-1	<p>LAFCo will utilize Spheres of Influence through application of the following standards:</p> <ul style="list-style-type: none"> • The LAFCo will approve an application for annexation only if the proposal conforms to and lies wholly within the approved Spheres of Influence boundary for the affected agency; • The LAFCo generally will not allow Spheres of Influence to be amended concurrently with annexation proposals; • The LAFCo will favorably consider proposals that are a part of an orderly, phased annexation program by an agency for territory within its Sphere of Influence; • An annexation must be consistent with a city’s Master Services Plan Element of its Sphere of Influence Plan; and • The LAFCo encourages the annexation to each city of all islands of unincorporated territory and all substantially surrounded unincorporated areas located within the city’s Sphere of Influence. 	<p>Consistent: The proposed project will be consistent with this policy. The Master Services Element/Municipal Services Review (MSR) has not yet been completed but will comply with this policy.</p> <p>The MSR completed for a previous SOI expansion application that was withdrawn that included the SOIA Area concluded there is adequate government structure available to provide necessary services, including those for which the City is a provider: land use planning, solid waste and recycling, roadway, law enforcement, animal control, code enforcement, parks and recreation, and storm drainage. The MSR also identified other agencies that will need to change boundaries to serve the SOIA Area: Sacramento County Water Agency, Sacramento Area Sewer District (collection,) and the Sacramento Regional County Sanitation District (treatment). Conclusions for the MSR prepared for this project are expected to be similar.</p>

Table 3.11-4. Sacramento LAFCo Policy Consistency Analysis			
Element	Policy No	Text	Consistency Determination
	A-2	The LAFCo will not approve proposals in which boundaries are not contiguous with the existing boundaries of the city to which the territory will be annexed, unless the area meets all of the following requirements: <ul style="list-style-type: none"> • Does not exceed 300 acres; • Is owned by the city; • Is used for municipal purposes; and • Is located within the same county as the city. 	Consistent: The SOIA Area is contiguous to the existing boundaries of Elk Grove.
	B-2	Updated service plans as defined in the Master Services Element of these policies, standards and procedures must be available before LAFCo will approve a proposal initiated by the district.	Consistent: As previously stated, the proposed project will prepare an MSR.
	I-5	An applicant for an amendment to a Sphere of Influence must demonstrate a projected need or lack of need for service.	Consistent: In July 2014 the City of Elk Grove (City) completed environmental analysis and land use approvals for the last large unentitled area within the existing city limits. Consequently, the City now has no additional large, unplanned blocks of land available for long term planning and future growth within its boundaries. The purpose of this SOIA is to provide holding capacity for the City to be able to plan solutions for their continuing needs for employment opportunities and expanding population.
	I-6	Amendment proposals involving Sphere expansion which contain prime agricultural land will not be approved by the LAFCo if there is sufficient alternative land available for annexation within the existing Sphere of Influence.	Consistent: The SOIA Area contains prime farmland. However, the existing SOI is contiguous with city limits, so there is no available alternative location. Refer to Chapter 4.0 of this EIR, “Alternatives” for more information on the consideration of other locations for this development.
	I-9	The LAFCo will deny proposals that would result in significant unmitigable adverse effects upon other service recipients or other agencies serving the affected area unless the approval is conditioned to avoid such impacts.	Consistent: The SOIA would not result in any such impacts to service providers.
	I-10	The LAFCo will approve a proposed amendment to a Sphere of Influence only if the subject agency will be the most logical and prospectively most efficient provider of services to the subject territory.	To Be Determined: This question is examined in a MSR, under separate cover.

IMPACT 3.11-5 Conversion of open space. *Future development may lead to the conversion of open space resources, as defined by Sacramento LAFCo, to urban uses. This impact is considered significant.*

LAFCo includes unimproved lands devoted to agricultural lands within its definition of open space. Although the project does not involve any development proposals or changes to land use, it is assumed that the project would indirectly result in urbanization of the SOIA Area. Therefore, the project may indirectly create pressure to prepare a Land Use Plan and submit applications for annexation of the SOIA Area. This would result in the conversion of open space to urban uses. This impact is considered **significant**.

Mitigation Measures

Mitigation Measure 3.11-5: Implement Mitigation Measure 3.2-1

Significance after Mitigation

While conservation easements placed elsewhere in the region could partially offset the direct conversion of open space attributable to future development that could occur within the SOIA Area, this approach would not create new farmland to replace farmland that could be lost. This impact is **significant and unavoidable**.

IMPACT 3.11-6 Induce population growth. *There are no land uses changes proposed as part of this SOIA application; therefore, the proposed project would not directly induce population growth through development of new housing and employment opportunities or extension of infrastructure. Future development could indirectly facilitate population growth through development of 4,000 to 5,000 dwelling units and creation of 18,000 to 20,000 jobs. Because the population, housing, and employment growth that could be generated by the proposed project was not accounted for in the City's General Plan or SACOG's 2016 MTP/SCS, the proposed project could indirectly facilitate unplanned growth. Therefore, this impact is considered significant.*

There are no land uses changes proposed as part of this SOIA application. Therefore, the proposed project would not directly induce population growth through development of new housing and employment opportunities or extension of infrastructure.

Future development could indirectly facilitate population growth by generating a population of approximately 13,000 to 16,250 people in the City of Elk Grove. The SOIA Area is located outside of the City of Elk Grove's ~~Planning Area City limits~~; therefore, the population that could be accommodated within the SOIA Area was not considered as part of the adopted Elk Grove General Plan. ~~However, the City is currently updating its General Plan and although no draft has been released, preliminary maps show the SOIA Area within the future planning area (City of Elk Grove 2016b).~~ It is anticipated that the population, housing, and employment that could be accommodated under the future land use scenario would be addressed in the City's General Plan Update.

The proposed project could develop approximately 4,000 to 5,000 dwelling units. SACOG estimates that the total number of dwelling units will be 65,282 by 2036 and 67,820 at buildout of the City. ~~The increase in dwelling units attributed to the proposed project would account for 6 to 8 percent of the dwelling units in 2036 and 6 to 7 percent at buildout of the City.~~ The SOIA Area is not included in SACOG's future housing projections; therefore, the number of dwelling units potentially generated by future development was not accounted for in SACOG's housing projections for the city.

In addition to residential development, future development could generate a substantial amount of employment-generating land uses. The conceptual land plan assumes a broad range of commercial, office, and industrial uses that generate 18,000 to 20,000 jobs. SACOG estimates the City of Elk Grove would have approximately ~~47,619~~50,865 jobs by 2036 and ~~52,176~~72,225 at buildout of the City. ~~This increase in jobs attributed to the proposed project would account for approximately 38 to 42 percent of the number of jobs in 2036 and 34 to 38 percent of jobs at buildout of the City.~~ The SOIA Area is not included in SACOG's future employment projection; therefore, the number of jobs potentially generated by future development would represent a substantial number of jobs not accounted for in SACOG's employment projections for the City. If this level of job growth is realized, it is possible that population growth near future job centers could be induced, beyond that which is included under the applicant's land use scenario used for analysis under this EIR.

It is the City's intent to include annexation strategies in the updated General Plan to ensure annexation proposals provide for planned, orderly, efficient development of the City (City of Elk Grove 2017a).

Because the population, housing, and employment growth that could be generated by the proposed project was not accounted for in the City's General Plan or the 2016 MTP/SCS, the proposed project could indirectly facilitate unplanned growth. Therefore, this impact is considered **significant**.

Mitigation Measures

Mitigation presented throughout this EIR addresses directly the environmental issues associated with future development. The purpose of the proposed project itself is to provide for future annexation of the SOIA Area and subsequent development of housing and employment opportunities. There is no feasible mitigation to reduce this impact to a less-than-significant level without changing the purposes of the proposed project. The impact is **significant and unavoidable**.

IMPACT *Jobs-housing balance. Future development could result in the development of employment-generating
3.11-7 uses, resulting in approximately 18,000 to 20,000 new jobs within the city. These jobs would contribute
toward the City's goal of a 1:1 correspondence between Elk Grove's working population and jobs in
categories matching their employment level as well as to SACOG's goal of 1.2 jobs per household. This
impact is considered less than significant.*

As mentioned previously, the city of Elk Grove currently provides fewer jobs locally than the number of working residents. More than 44,000 City workers commuted to jobs outside of the Elk Grove City limits in 2014. SACOG estimated a ratio of 0.59 jobs to housing units or 0.64 jobs per household in 2008. The Center for Strategic Economic Research calculated a ratio between jobs and housing units at 0.43 in 2013 SACOG estimated a jobs-to-housing unit ratio of 0.6 in 2012.

SACOG's goal is 1.2 jobs per household. SACOG estimates that full buildout of the City would increase the City's ratio of jobs to households to approximately 1.4. Elk Grove has a goal of a minimum 1:1 correspondence between Elk Grove's working population and jobs in categories matching their employment level (Policy LU-10). Note that the policy does not provide a definition for working population (residents in the labor force or employed residents). The Sacramento County General Plan does not include a specific goal.

The conceptual land plan assumes a broad range of commercial, office, and industrial uses that generate 18,000 to 20,000 jobs. The proposed project could develop approximately 4,000 to 5,000 dwelling units for a jobs to housing unit ratio of 3.6 to 5.0.

Although the type, timing, and intensity of development are unknown, the following attempts to analyze how the project could affect conditions in Elk Grove, both currently and in 2036. Note that the following provides an analysis of the jobs-to-housing unit ratio, as well as the jobs-to-households ratio. The 2012 estimates and projections for 2036 are based on SACOG's MTP/SCS. 2010 Census data is used where SACOG estimates are not available.

Future annexations may require a market study demonstrating demand for the proposed jobs-generating land uses and the market study should consider the local and regional market, as well as the availability and feasibility of infill sites located within the City limits that may support similar development (City of Elk Grove 2017a).

Existing (2012) Conditions

SACOG estimated that the city of Elk Grove had 31,001 jobs in 2012 (SACOG 2015). SACOG also estimated that Elk Grove had 51,372 housing units, for a jobs-to-housing unit ratio of 0.60 in 2012. If the SOIA Area were to be fully built out, the City's jobs-to-housing units ratio could be increased to anywhere from 0.87 to 0.96.

The 2010 Census indicates that there were 47,927 households in the city in 2010, for an estimated jobs-to-households ratio of 0.65. According to the 2010 Census, 94.7 percent of housing units in Elk Grove are occupied. Assuming that this does not substantially change, the addition of 4,000 to 5,000 dwelling units in the SOIA Area could generate 3,788 to 4,735 households. This could increase the jobs-to-household ratio to anywhere from 0.93 to 0.99.

Future (2036) Conditions

SACOG estimated that, by 2036, continued development of the Laguna Ridge Specific Plan, Lent Ranch Market Place, the Southeast Policy Area, and the Triangle Special Plan, as well as other planned development (not including the SOIA Area, which was not anticipated in the MTP/SCS) could increase the City's jobs to 50,865 and housing units to 65,282, for a jobs to housing unit ratio of 0.78. SACOG estimates that the number of jobs at buildout of the City could increase to 72,225 and housing units to 67,820, for a jobs-to-housing ratio of 0.94. If the SOIA Area were to be fully built out, the City's jobs could be increased to anywhere from 68,865 to 70,865 and housing units to anywhere from 69,282 to 70,282, for a jobs-to-housing units ratio of anywhere from 0.98 to 1.01 by 2036. At buildout of the City, with full buildout of the SOIA Area, the City's jobs could be increased to anywhere from 76,225 to 78,225 and housing units to anywhere from 85,820 to 87,820, for a jobs-to-housing ratio of 0.89 to 0.91.

SACOG estimated a ratio of jobs to households to 0.77 by 2036 and 1.4 at buildout of the City. According to the 2010 Census, 94.7 percent of housing units in Elk Grove are occupied. Assuming that this does not substantially change, the addition of 4,000 to 5,000 dwelling units in the SOIA Area could generate 3,788 to 4,735 households. This could increase the jobs to household ratio to anywhere from 1.03 to 1.08 by 2036 and from 1.31 to 1.36 at buildout of the city.

The jobs-housing balance is summarized in Table 3.11-5. As shown in the table, future development in the SOIA Area could bring the ratio of jobs per housing unit to 0.98 to 1.01 by 2036 and bring the ratio of jobs per housing unit to 0.89 to 0.91 at buildout of the city. The ratio of jobs per household could increase from 1.03 to 1.08 by 2036 and increase to 1.31 to 1.36 at buildout of the City.

The City’s intent is not to view jobs-housing balance relative to a specific jobs-to-housing numeric ratio, but instead to consider jobs-housing balance relative to narrative strategies consistent with the MTP/SCS and the general land use siting criteria provided in the General Plan update (City of Elk Grove 2017a).

Ratio	Existing (2012) conditions	Future (2036) conditions	<u>Future (Buildout) conditions</u>	Existing (2012) conditions with future development in the SOIA Area	Future (2036) conditions with future development in the SOIA Area	<u>Future (Buildout) conditions with future development in the SOIA Area</u>
Jobs per housing units	0.60	0.78	<u>0.94</u>	0.87–0.96	0.98–1.01	<u>0.89–0.91</u>
Jobs per household	0.65	0.77	<u>1.4</u>	0.93–0.99	1.03–1.08	<u>1.31–1.36</u>

Source: Census 2010; SACOG MTP/SCS 2016; adapted by AECOM 2016.

Future development could develop a significant employment component near the Grant Line Road/SR 99 interchange and along the Kammerer Road (future Capital Southeast Connector) corridor, providing job opportunities in commercial, office, industrial settings. These jobs could offer a range of job types that require a range of education and specialized training – with some jobs requiring little by way of advanced degrees and training and other jobs with greater requirements. The City’s goal is to increase the number and diversity of locally available jobs, including those that could be filled by residents of the City of Elk Grove (Policy ED-7, ED-7-Action 1, and Policy ED-9 of the City’s General Plan).

Although it is not possible at this time to predict the number of jobs that would be filled by residents of the City compared to future residents of other cities and communities in Sacramento County, based on the land use scenario used for analysis in this EIR, future development of the SOIA Area could bring the jobs-housing balance closer to the City of Elk Grove and SACOG’s goals. Therefore, this impact is considered **less than significant**.

Mitigation Measures

No mitigation measures are required.