



## CHAPTER 12: TECHNICAL APPENDIX





The following technical documents provide background and additional supporting information for what is presented in the General Plan. References to these documents are made throughout the General Plan, as referenced in the chapters' text.

- 12.1 Elk Grove Employment Dynamics, 2000-2013
- 12.2 Disadvantaged Communities
- 12.3 Disadvantaged Unincorporated Communities
- 12.4 Housing Element Background Report
- 12.5 Vulnerability Assessment
- 12.6 Elk Grove Evacuation Analysis Report





## 12.1: ELK GROVE EMPLOYMENT DYNAMICS, 2000-2013

The following staff report and attached memorandum summarizes a report commissioned by the City of Elk Grove to assess employment dynamics in Elk Grove since the City's incorporation in 2000. Employment estimates in this report were used as baseline data points for various job discussions and projections used in this General Plan.





**CITY OF ELK GROVE  
CITY COUNCIL STAFF REPORT**

**AGENDA TITLE:** Receive a Report on Elk Grove Employment Dynamics and provide direction as deemed appropriate

**MEETING DATE:** March 23, 2016

**PREPARED BY:** Darrell A. Doan, Economic Development Director

**DEPARTMENT HEAD:** Laura S. Gill, City Manager

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**RECOMMENDED ACTION:**

Staff recommends that the City Council receive a report on Elk Grove's employment dynamics and provide direction to staff as deemed appropriate.

**BACKGROUND INFORMATION:**

In order to better understand employment trends in Elk Grove, staff commissioned consultant firm Economic & Planning Systems, Incorporated (EPS) to perform a comprehensive analysis of employment dynamics in Elk Grove between the years 2000 and 2013.

The attached report, entitled *Elk Grove Employment Dynamics*, provides the most comprehensive review to date of employment (i.e., jobs) and establishment (i.e., businesses) gains and losses since the City's incorporation in 2000 through 2013 (the last year for which reliable and comprehensive data is available). The data used in the report is derived from the National Employment Time-Series Database (NETs) and City and EPS research.

In addition to chronicling employment and establishment gains and losses by year and by industry, the report also details home based businesses and employment, the City's jobs-to-housing ratio (a frequently relied upon regional planning metric), and the effects of annexation on the City's employment and establishments. The report classifies both employment



and establishments by industry sector using broad North American Industry Classification System (NAICS) categories, the accepted industry standard classification system.

Key findings of the report include:

- As 2013, Elk Grove had 44,806 jobs at 8,710 businesses.
- Between 2000 and 2013, 29,601 jobs were added in the City (net of losses); 8.7% average annual growth per year.
- Between 2000 and 2013, 6,603 businesses were added in the City (net of losses); 11.5% average annual growth per year.
- As of 2013, the jobs-to-housing ratio in Elk Grove was 0.86.
- As of 2013, the City's top 25 largest employers had 15,392 jobs; 34.4% of the City's total employment.
- As of 2013, Elk Grove has 3,206 home-based businesses with 5,076 jobs, representing 11.3% of total City employment.
- 3,250 jobs were added to the City as a result of annexation; 10.9% of total employment gains.

More recently:

- Between 2009 and 2013, 11,499 jobs were added; averaging 2,299 per year.
- Between 2009 and 2013, 2,705 businesses were added; averaging 541 per year.
- Between 2009 and 2013, job gains were realized in 16 of 20 categories analyzed.
- Between 2009 and 2013, the top five gainers in order by category were:
  - Educational services, health care, and social assistance—4,353
  - Retail trade—1,923
  - Administrative and waste services—1,675
  - Professional, scientific, and technical services—702
  - Accommodation and food services—610

### **FISCAL IMPACT:**

The City Council's receipt of this report has no fiscal impact.

### **ATTACHMENT:**

1. *Elk Grove Employment Dynamics*



**MEMORANDUM**

To: Darrell Doan, City of Elk Grove  
From: David Zehnder, Ellen Martin, and Eric Simundza  
Subject: Elk Grove Employment Dynamics; EPS #152109  
Date: March 14, 2016

*The Economics of Land Use*



The City of Elk Grove (City) engaged Economic & Planning Systems, Inc. (EPS) to conduct an analysis detailing employment dynamics in the City since incorporation in 2000. The City is looking to gain a more nuanced understanding of its employment dynamics over time, including an accounting of the major employer expansions, contractions, and migrations, as well as the impact of annexation and the Great Recession on its jobs base.

EPS used the National Establishment Time-Series (NETS) Database to establish a baseline of the employers that operated in the City from 2000 to 2013 and their employees. EPS triangulated the NETS data with estimates from the City, as well as a variety of third-party sources.<sup>1</sup>

This memorandum and the attached analysis offer a synopsis of EPS's findings, documenting establishments and location-based employment by industry sector for each year from 2000 to 2013, the last year for which NETS data is available.

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<sup>1</sup> While EPS has made every effort to evaluate and verify the estimates provided by NETS, which come from employer-verified business records provided by Dun & Bradstreet (D&B), the accuracy of this employment analysis, as with any employment analysis, cannot be fully verified. EPS has made every attempt to verify the data provided but cannot be held responsible for any inaccuracies in the source data.

## Summary of Analysis and Results

The EPS analysis provides information on changes in establishments and employment in the City from 2000 to 2013. All estimates are based on the City boundaries in the given year. Employment estimates, which include sole proprietors and the self-employed, are based on self-reported data from the establishments, and as a result, they represent a more stable measurement of jobs, as opposed to a count of employees that will fluctuate based on normal turnover and seasonality. EPS's analysis results are summarized in the enclosed tables. A brief description of the contents of the quantitative analysis is offered below.

**Table 1** shows the City's largest current employers, based on the most current estimates available from City sources, the employers themselves, and NETS data.

**Table 2** summarizes the change in establishments and employment from the City's incorporation in 2000 to 2013. Figures are reported by industry sector, using the 2-digit North American Industry Classification System (NAICS) code categories.<sup>2</sup>

**Table 3** evaluates the change in establishments and employment from 2003 to 2004, during which time the City annexed Laguna West, and shows what share of growth over that time period can be attributed to the City's expansion.<sup>3</sup>

**Tables 4** and **5** detail the number of establishments and employees for each year from 2000 through 2013 by major industry sector, as well as absolute year-over-year growth.

**Tables 6** and **7** provide additional information related to home-based businesses, detailing the number of home-based establishments and employees for each year from 2000 through 2013 by major industry sector, as well as absolute year-over-year growth.

**Table 8** shows the City's jobs-housing ratio for each year from 2000 through 2013.

**Appendix A** offers detail regarding the total establishments and employees for each year from 2000 through 2013. Figures are reported by major industry sector.

**Appendix B** provides a comparison of the NETS employment estimates to other available data sources.

**Appendix C** provides definitions of each 2-digit NAICS code category and details the component subcategories.

The remainder of the analysis focuses on employment dynamics from 2000 to 2013, using NETS data as adjusted by EPS.

### Key Employment Dynamics and Major Milestones

Elk Grove's annexation of Laguna West accounted for 75 percent of the more than 4,000 jobs added from 2003 to 2004. More than half of the jobs added as a result of the annexation were

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<sup>2</sup> Definitions of the 2-digit NAICS code categories are provided in **Appendix C**.

<sup>3</sup> The City annexed Franklin Crossing in 2008. As there were no businesses located in the annexation area at that time, this annexation was not examined as part of the employment dynamics analysis.

Retail jobs. The annexation also brought significant growth in Wholesale Trade, Educational Services, Health Care & Social Assistance, and Manufacturing.

From 2004 until 2008, the City enjoyed steady growth of between 1,700 and 2,400 jobs annually, driven largely by gains in Retail, as well as Administrative & Waste Services.

Employment dynamics became quite uneven following 2008, as Elk Grove felt the impacts of the Great Recession. Employment increased by more than 2,800 jobs in 2009, largely because of gains in very small firms in Administrative & Waste Services. This sharp increase was followed by a decline of both establishments and jobs in 2010, the only year in which the number of jobs fell.

Since 2010, job growth has been rapid. In 2011, both establishments and employment experienced their biggest absolute gains over the period tracked, driven by growth in Administrative & Waste Services, as well as Professional, Scientific, & Technical Services.<sup>4</sup> Home-based businesses accounted for almost a third of the City's overall employment growth in 2011. Studies have shown that business startup activity often increases in recessionary times, as people who have been laid off use downturns as opportunities to go into business for themselves. While this dynamic is very important in maintaining productivity, many of these new businesses do not last. While jobs continued to increase in 2012 and 2013, the number of establishments declined. Moreover, home-based employment declined significantly in 2013 after weak growth in 2012. This is likely the result of many startups that were birthed from the recession closing and the associated entrepreneurs returning to more stable employment as larger employers began to expand again.

Recent job growth has been driven by a few prominent expansions and new facilities. Apple has expanded operations at its Elk Grove campus, resulting in several hundred new jobs in the past few years.<sup>5</sup> The opening of the Dignity Health Medical Plaza in late 2012 resulted in an increase of more than 1,000 jobs the following year. Also in 2012, the relocation and consolidation of California Correctional Health Care Services' facilities into a new headquarters in Elk Grove resulted in an additional 1,500 jobs. These two new facilities alone accounted for more than 80 percent of the employment growth experienced from 2012 to 2013.

### **Jobs-Housing Balance**

Housing and employment choices are very dependent on each other. Communities that keep the provision of both housing and employment opportunities in balance tend to reduce regional congestion and lost productivity in commuting by allowing workers to live where they work. If the balance tips too far in either direction, a community can either become a bedroom

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<sup>4</sup> The majority of the jobs added in Administrative & Waste Services in the past few years are for establishments that filed as "Business Service Not Elsewhere Classified," a broad category that covers a wide variety of activities. This category includes independent business consultants operating in many capacities, including services such as packaging and labeling, auctioning and appraisal, inventory computing, et cetera.

<sup>5</sup> Based on conversations between the City and Apple. Some of the jobs at Apple's Elk Grove campus are filled by contracting agencies headquartered elsewhere. For purposes of this analysis, all jobs at the Apple campus are counted as employed within the City.



community where residents must commute large distances, or a jobs center that must draw its employees from elsewhere. While an exact match of housing and jobs would result in a ratio of 1.0, it ignores the reality that a housing unit can house multiple workers. The prevailing consensus establishes that 1.5 is the ideal number of jobs per housing unit. The jobs-housing ratio should be used as a guide only. While some degree of jobs-housing balance is necessary if a community wants to reduce overall travel, the benefits can only be reaped if a match also exists between the skills of the residents and the employment opportunities offered.

In 2015, the Sacramento Area Council of Governments (SACOG) reported a jobs-housing ratio in 2008 of 1.22 for Sacramento County and 1.18 for the Sacramento Region.<sup>6</sup> As seen in **Table 8**, from the time of its incorporation, the City's jobs-housing ratio has fluctuated from a low of 0.65 to a high of 0.86 in 2013.<sup>7</sup> The considerable rise in jobs-housing ratio in the last few years is a direct result of the large expansions and new facilities discussed earlier.<sup>8</sup>

### Data and Methodology Overview

EPS used the NETS Database prepared by Walls and Associates as the primary source of employment and establishment data. Walls and Associates uses annual D&B establishment data snapshots to construct a time series database providing longitudinal data on various dynamics of the economy, including establishment job creation and loss, sales performance, establishment mobility, and other factors.

The NETS Database supplied establishment information for the entire Sacramento Region for each year from 2000 to 2013 that included establishment address, employment, and sales. Using the NETS address information, the City GIS department evaluated which establishments were located in the City based on then-current City boundaries for each year. To conduct this analysis, the City relied on two address locators (Master Address Database and Elk Grove Streets) maintained by the City to determine the location of Elk Grove establishments by year.

Through this process, the City and EPS identified several establishments that either had insufficient (or no) address information or that otherwise did not match the address data maintained by the City. For establishments with no address data, EPS independently verified the location of the establishment for 2013. EPS then adjusted prior-year data using an adjustment factor derived from the 2013 analysis.

For those establishments with address data that did not match the City's address locators, EPS used a third-party address locator to determine which establishments were located in the City for each year included in the analysis.

This process provided EPS with a foundational database confirming initial establishment and employment data at the individual establishment level for each year from 2000 to 2013. EPS

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<sup>6</sup> Metropolitan Transportation Plan/Sustainable Communities Strategy, 2016.

<sup>7</sup> The 2010 Elk Grove Market Study reported the City's jobs-housing ratio as 0.62 in 2008. This study reports a higher figure of 0.68 for 2008, largely because of several key employment revisions, such as counting Apple's employees at its Elk Grove campus as jobs in Elk Grove.

<sup>8</sup> This ratio may decrease in the future if planned residential development is not accompanied by sufficient new employment opportunities to gain or improve the jobs-housing balance.

conducted a targeted verification process using several alternative sources of data (e.g., Reference USA, Manta.com, Sacramento Business Journal, and California Worker Adjustment and Retraining Notification [WARN] Notices) to review and verify the City's largest employers, as well as major job gains and losses over time. Working with City staff to confirm and verify proposed changes, EPS made several adjustments to the NETS data based on this review and triangulation.

A comparison of the estimates based on NETS data to other available sources is provided in **Table B-1**. It should be noted that the NETS Database differs from other sources of employment information in several key ways:

- The NETS Database includes all sole proprietors and counts owners as employees, unlike the US Census OnTheMap (OTM) and the Bureau of Labor Statistics (BLS), both of whose data is based on Employment and Wage (ES-202) data. ES-202 data is derived from reports filed by all employers subject to unemployment compensation laws. This data source excludes the self-employed, proprietors, domestic workers, unpaid family members, and some other groups. Consequently, the more comprehensive NETS estimates will appear higher than corresponding BLS or OTM estimates.
- Job counts in the NETS Database tend to be more consistent from year to year and less impacted by the effects of normal turnover. When contacted by D&B, a business of 4 employees where 1 has recently quit will often still report 4 jobs if it plans to replace that employee. Changes in job counts, especially for small firms, often are reported only when they seem significant to the hiring manager. For this reason, the NETS Database is best thought as reporting "jobs" rather than "employees."
- The NETS Database, similar to the County Business Patterns data source, does not differentiate between full- and part-time employees.
- As opposed to other Federal sources that use sample survey methods to estimate their establishment counts, a business does not appear in the NETS Database unless its existence has been verified, meaning that the NETS establishment count is a complete census rather than an estimate based on a sample.
- Employment in the NETS Database is attributed to the place of work, not the place of residence of the employee. This is essential to measuring the success of the City's economic development efforts. While OTM data also measures employment by place of work, several established data sources, such as the California Employment Development Department, as well as the US Census Bureau's American Community Survey, only measure employment by place of residence.
- The NETS Database categorizes employment using the NAICS, which applies definitions based on the type of activities in which a business engages, not based on ownership. Therefore, many government-owned establishments are categorized in sectors other than Public Administration, such as Educational Services (Public Schools), Health Care (Public Hospitals), Transportation & Warehousing (Postal Service), and Utilities.

While no employment analysis can guarantee the accuracy of its estimates, the enclosed analysis comprises one of the most comprehensive examinations of Elk Grove employment to date, based on rigorous triangulation of the most reliable data sources.

**Table 1**  
**Elk Grove Employment Dynamics**  
**Elk Grove Major Employers**

Rank	Company	Estimated Current Employment [1]
1	Elk Grove Unified School District [2]	3,313
2	Apple, Inc. [3]	3,199
3	California Correctional Health Care Services [4]	1,500
4	Dignity Health [4]	1,133
5	Raley's	799
6	Wal-Mart Stores, Inc.	680
7	Cardinal Health, Inc.	430
8	Autozone, Inc. (including ALLDATA)	412
9	Kaiser Foundation Health Plan, Inc. [4]	387
10	Elk Grove, City of [4] [5]	370
11	Sacramento, County of	336
12	California, State of	331
13	Sutter Medical Group, Inc. [4]	272
14	Kohls Corporation	246
15	Farmers & Merchants Bancorp	214
16	Schneider National, Inc.	205
17	Target Corporation	200
18	Elk Grove Auto Group, Inc.	200
19	Home Depot, Inc.	200
20	Universal Custom Display	168
21	Decore-Ative Specialties	165
22	Maita Chevrolet Geo	164
23	Cosumnes Community Services District	162
24	Starbucks Corporation	156
25	F Radich Motors, Inc.	150
	<b>Total</b>	<b>15,392</b>

*major*

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

- [1] Consitutes best estimate of current employment from available sources. As noted, many records have been verified through contact with the City or the employer. All other estimates are based on NETS estimates from 2013, and are subject to further verification based on recent changes.
- [2] Based on total employment reported to NETS for the entire EGUSD. Employment was apportioned to Elk Grove based on the percentage of EGUSD students enrolled at schools in Elk Grove.
- [3] Based on 2015 estimates from the City of Elk Grove. While some employees at this location are contracted by other employment agencies, for purposes of this analysis, all employees at this location are considered Apple employees.
- [4] Based on 2015 estimates from [redacted] Elk Grove.
- [5] Includes permanent and contract staff.



**Table 2  
Elk Grove Employment Dynamics  
Elk Grove Growth in Establishments and Employment by Major Sector, 2000-2013**

<b>Change 2000-2013</b>
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Industry (NAICS)	Establishments			Employment		
	Absolute Growth	Avg. Annual Growth	% of Total Growth	Absolute Growth	Avg. Annual Growth	% of Total Growth
Agriculture, Forestry, Fishing and Hunting (11)	6	1.1%	0.1%	(5)	(0.4%)	(0.0%)
Mining (21)	2	8.8%	0.0%	(2)	(0.8%)	(0.0%)
Utilities (22)	1	3.2%	0.0%	8	4.6%	0.0%
Construction (23)	522	9.5%	7.9%	1,033	5.0%	3.5%
Manufacturing (31-33)	91	4.9%	1.4%	709	4.9%	2.4%
Wholesale Trade (42)	235	10.9%	3.6%	1,134	10.0%	3.8%
Retail Trade (44-45)	504	7.4%	7.6%	6,294	8.4%	21.3%
Transportation and Warehousing (48-49)	194	11.9%	2.9%	745	8.8%	2.5%
Information (51)	98	7.9%	1.5%	172	1.4%	0.6%
Finance and Insurance (52)	324	11.9%	4.9%	1,631	12.2%	5.5%
Real Estate and Rental and Leasing (53)	371	13.5%	5.6%	896	9.3%	3.0%
Professional, Scientific, and Technical Services (54)	919	12.2%	13.9%	1,875	10.4%	6.3%
Management of Companies & Enterprises (55)	16	N/A	0.2%	36	N/A	0.1%
Administrative and Waste Services (56)	1,867	21.0%	28.3%	3,661	15.2%	12.4%
Educational Services, Health Care and Social Assistance (61-62)	593	11.1%	9.0%	7,111	10.6%	24.0%
Arts, Entertainment, and Recreation (71)	99	9.6%	1.5%	316	5.2%	1.1%
Accommodation and Food Services (72)	115	6.9%	1.7%	1,651	6.0%	5.6%
Other Services (81)	615	10.3%	9.3%	1,352	6.5%	4.6%
Public Administration (92)	20	10.1%	0.3%	946	13.5%	3.2%
Uncoded and Not Classified	11	21.1%	0.2%	38	32.6%	0.1%
<b>Total</b>	<b>6,603</b>	<b>11.5%</b>	<b>100.0%</b>	<b>29,601</b>	<b>8.7%</b>	<b>100.0%</b>

NAICS\_00-13

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

**Table 3  
Elk Grove Employment Dynamics  
Elk Grove Growth in Establishments and Employment by Major Sector Because of Annexation, 2003-2004**

Industry (NAICS)	Establishments			Employment		
	Citywide Growth 2003-2004	Laguna West 2004	Growth because of Annexation	Citywide Growth 2003-2004	Laguna West 2004	Growth because of Annexation
Agriculture, Forestry, Fishing and Hunting (11)	(4)	2	N/A	31	40	129.0%
Mining (21)	0	0	N/A	0	0	N/A
Utilities (22)	0	0	N/A	0	0	N/A
Construction (23)	27	26	96.3%	72	88	122.2%
Manufacturing (31-33)	23	19	82.6%	266	202	75.9%
Wholesale Trade (42)	30	22	73.3%	520	482	92.7%
Retail (44-45)	75	48	64.0%	1,902	1,941	102.1%
Transportation and Warehousing (48-49)	8	7	87.5%	67	11	16.4%
Information (51)	18	14	77.8%	24	23	95.8%
Finance and Insurance (52)	34	15	44.1%	492	30	6.1%
Real Estate and Rental and Leasing (53)	24	16	66.7%	121	37	30.6%
Professional, Scientific, and Technical Services (54)	41	56	136.6%	88	111	126.1%
Management of Companies & Enterprises (55)	0	0	N/A	0	0	N/A
Administrative and Waste Services (56)	48	33	68.8%	110	46	41.8%
Educational Services, Health Care and Social Assistance (61-62)	30	27	90.0%	402	78	19.4%
Arts, Entertainment, and Recreation (71)	12	6	50.0%	39	27	69.2%
Accommodation and Food Services (72)	12	11	91.7%	7	58	828.6%
Other Services (81)	25	24	96.0%	63	76	120.6%
Public Administration (92)	1	0	0.0%	152	0	0.0%
Uncoded and Not Classified	0	0	N/A	0	0	N/A
<b>Total</b>	<b>404</b>	<b>326</b>	<b>12.3%</b>	<b>4,356</b>	<b>3,250</b>	<b>74.6%</b>

growth\_annex

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

Table 4  
Elk Grove Employment Dynamics  
Elk Grove Establishment Growth, 2000-2013

Industry (NAICS)	Establishments 2000-2013											Growth 2000-2013				
	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2000-2013	2000-2013
<b>Total Establishments</b>	38	40	40	42	38	36	40	39	39	48	39	46	42	44		
Agriculture, Forestry, Fishing and Hunting (11)	1	2	3	3	3	4	4	4	4	4	4	3	3	3		
Mining (21)	2	3	2	2	2	2	2	2	5	5	4	4	3	3		
Utilities (22)	233	253	274	334	361	404	438	462	510	587	569	838	795	755		
Construction (23)	105	119	127	140	163	178	179	184	194	209	184	215	201	196		
Manufacturing (31-33)	83	97	110	123	153	168	171	204	237	221	339	338	318	318		
Wholesale Trade (42)	331	372	415	452	527	578	619	632	695	765	688	877	878	835		
Retail Trade (44-45)	59	64	82	92	100	114	130	134	161	189	175	249	249	253		
Transportation and Warehousing (48-49)	58	63	69	88	106	113	110	116	121	132	114	169	164	156		
Information (51)	98	118	133	159	193	231	279	306	368	428	348	443	439	422		
Finance and Insurance (52)	89	110	125	152	176	216	282	309	342	372	330	454	480	460		
Real Estate and Rental and Leasing (53)	264	303	360	421	462	493	551	583	673	821	816	1,234	1,287	1,183		
Professional, Scientific, and Technical Services (54)	0	0	0	0	0	0	2	3	7	11	10	17	17	16		
Management of Companies & Enterprises (55)	171	189	293	374	422	561	884	1,027	1,277	1,946	1,933	2,695	2,389	2,038		
Administrative and Waste Services (56)	202	239	288	314	344	384	410	441	504	567	555	747	804	795		
Educational Services, Health Care and Social Assistance (61-62)	43	58	64	68	80	76	91	103	111	118	124	159	152	142		
Arts, Entertainment, and Recreation (71)	84	102	113	128	140	150	168	199	192	191	187	210	209	199		
Accommodation and Food Services (72)	237	271	349	385	410	440	474	515	580	646	640	871	907	852		
Other Services (81)	8	9	10	9	10	11	11	13	13	13	13	16	25	28		
Public Administration (92)	1	1	4	4	4	3	5	7	5	8	8	10	11	12		
Uncoded and Not Classified	2,107	2,413	2,861	3,290	3,694	4,164	4,843	5,251	6,005	7,297	6,961	9,596	9,393	8,710		
<b>Total</b>	15,205	16,671	19,067	20,623	24,979	27,341	29,617	31,367	33,307	36,204	36,106	40,768	41,651	44,806		
<b>Total Employment [1]</b>																
<b>Year-Over-Year Growth (Absolute)</b>																
Agriculture, Forestry, Fishing and Hunting (11)	2	1	1	0	0	1	0	2	0	0	0	7	(4)	2		
Mining (21)	1	1	(1)	0	0	0	0	1	0	0	(1)	0	0	0		
Utilities (22)	20	21	8	60	27	43	34	24	48	77	(18)	269	(43)	(40)		
Construction (23)	14	8	13	13	23	15	1	5	10	15	(25)	31	(14)	(5)		
Manufacturing (31-33)	14	14	13	13	30	15	(4)	7	33	33	(16)	118	(1)	(20)		
Wholesale Trade (42)	41	43	37	37	75	51	41	13	63	70	(77)	189	1	(43)		
Retail Trade (44-45)	5	5	18	10	8	14	16	4	27	28	(14)	74	0	4		
Transportation and Warehousing (48-49)	5	5	6	19	18	7	(3)	6	5	11	(18)	55	(5)	(8)		
Finance and Insurance (52)	20	15	15	26	34	38	48	27	62	60	(80)	95	(4)	(17)		
Real Estate and Rental and Leasing (53)	21	15	27	24	24	40	66	27	33	30	(42)	124	26	(20)		
Professional, Scientific, and Technical Services (54)	39	57	61	61	41	31	58	32	90	148	(5)	418	53	(104)		
Management of Companies & Enterprises (55)	0	0	0	0	0	2	1	1	4	4	(1)	7	0	(1)		
Administrative and Waste Services (56)	18	104	81	81	48	139	323	143	250	669	(13)	762	(306)	(351)		
Educational Services, Health Care and Social Assistance (61-62)	37	49	26	26	30	40	26	31	63	63	(12)	192	57	(9)		
Arts, Entertainment, and Recreation (71)	15	6	4	12	(4)	(4)	15	12	8	7	6	35	(7)	(10)		
Accommodation and Food Services (72)	18	11	15	12	10	18	18	31	(7)	(1)	(4)	23	(1)	(10)		
Other Services (81)	34	78	36	36	25	30	34	41	65	66	(6)	231	36	(55)		
Public Administration (92)	1	1	1	(1)	1	1	0	2	0	0	0	3	9	3		
Uncoded and Not Classified	0	3	0	0	0	(1)	2	2	(2)	3	0	2	1	11		
<b>Total</b>	306	448	448	429	404	470	679	408	754	1,292	(336)	2,635	(203)	(683)		
<b>Total Year-Over-Year Growth in Employment [1]</b>	1,466	2,396	1,556	4,356	2,362	2,276	1,750	1,940	2,897	(99)	4,662	863	3,155	29,601		

estabgrowth

Source: National Establishment Time-Series (NETS) Database, Walls &amp; Associates, 2013; City of Elk Grove; EPS.

[1] See Table 5.



Employment  
2000-2013

Table 5  
Elk Grove Employment Dynamics  
Elk Grove Employment Growth, 2000-2013

Industry (NAICS)	Growth														
	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2000-2013
<b>Total Employment</b>	96	101	103	105	136	138	141	145	144	158	117	123	80	91	
Agriculture, Forestry, Fishing and Hunting (11)	20	23	24	24	24	26	10	12	20	20	18	18	18	18	
Mining (21)	10	12	11	11	11	14	14	14	22	22	20	21	18	18	
Utilities (22)	1,177	1,231	1,473	1,580	1,652	1,776	1,919	1,962	1,849	1,907	1,855	2,134	2,213	2,210	
Construction (23)	819	889	912	1,031	1,297	1,430	1,340	1,333	1,346	1,388	1,340	1,433	1,501	1,528	
Manufacturing (31-33)	460	477	542	606	1,126	1,256	1,279	1,227	1,315	1,392	1,321	1,560	1,551	1,594	
Wholesale Trade (42)	3,376	3,917	3,982	4,365	6,267	6,910	7,343	7,365	7,747	8,090	8,147	8,585	8,746	9,670	
Retail Trade (44-45)	373	414	466	660	727	887	936	950	1,017	1,084	1,044	1,087	1,010	1,118	
Transportation and Warehousing (48-49)	856	572	612	851	875	900	787	1,189	1,096	1,069	1,069	1,167	1,032	1,028	
Information (51)	474	487	1,018	801	1,293	1,390	1,561	1,632	1,778	2,065	1,822	1,965	2,078	2,105	
Finance and Insurance (52)	409	440	502	565	686	805	986	1,112	1,208	1,271	1,190	1,360	1,414	1,305	
Real Estate and Rental and Leasing (53)	718	859	993	1,037	1,125	1,216	1,398	1,684	1,891	2,148	2,129	2,642	2,797	2,593	
Professional, Scientific, and Technical Services (54)	0	0	0	0	0	0	4	6	14	23	21	35	35	36	
Management of Companies & Enterprises (55)	696	704	986	1,078	1,188	1,449	1,951	2,238	2,662	3,647	3,888	4,978	4,689	4,357	
Administrative and Waste Services (56)	2,637	2,909	3,251	3,501	3,903	4,336	4,673	4,968	5,395	5,775	5,918	6,656	6,987	9,748	
Educational Services, Health Care and Social Assistance (61-62)	339	366	470	520	559	481	601	604	592	623	640	693	700	655	
Arts, Entertainment, and Recreation (71)	1,441	1,614	1,900	2,107	2,114	2,222	2,398	2,544	2,482	2,450	2,633	2,988	3,126	3,092	
Accommodation and Food Services (72)	1,077	1,199	1,346	1,367	1,430	1,538	1,643	1,725	1,951	2,080	2,167	2,512	2,526	2,429	
Other Services (81)	226	456	471	409	561	563	622	643	750	750	752	789	1,120	1,172	
Public Administration (92)	1	1	5	5	5	4	11	14	8	15	15	22	30	39	
Uncoded and Not Classified	15,205	16,671	19,067	20,623	24,979	27,341	29,617	31,367	33,307	36,204	36,106	40,768	41,651	44,806	
<b>Total</b>	2,107	2,413	2,861	3,290	3,694	4,164	4,843	5,251	6,005	7,297	6,961	9,596	9,393	8,710	
<b>Total Establishments [1]</b>															
<b>Year-Over-Year Growth (Absolute)</b>															
Agriculture, Forestry, Fishing and Hunting (11)	5	2	2	2	31	2	3	4	(1)	14	(41)	6	(43)	11	(5)
Mining (21)	3	1	0	0	0	2	(16)	2	8	0	(2)	0	0	0	(2)
Utilities (22)	2	(1)	0	0	0	3	0	0	8	0	(2)	1	(3)	0	8
Construction (23)	54	242	107	72	124	143	143	43	(113)	58	(52)	279	79	(3)	1,033
Manufacturing (31-33)	70	23	119	266	133	(90)	(7)	13	42	(48)	93	68	27	709	1,134
Wholesale Trade (42)	17	65	64	520	130	23	(52)	88	77	(71)	239	(9)	43	6,294	7,455
Retail Trade (44-45)	541	65	383	1,902	643	433	22	382	343	57	438	161	924	745	1,134
Transportation and Warehousing (48-49)	41	52	194	67	160	49	14	67	67	(40)	43	(77)	108	172	1,631
Information (51)	(284)	40	239	24	25	(113)	402	(93)	0	(27)	(243)	143	113	27	896
Finance and Insurance (52)	13	531	(217)	492	97	171	71	146	287	(19)	513	155	155	(204)	1,875
Real Estate and Rental and Leasing (53)	31	62	63	121	119	181	126	96	63	(81)	170	54	54	(109)	896
Professional, Scientific, and Technical Services (54)	141	134	44	88	91	182	286	207	257	(19)	513	155	155	(204)	1,875
Management of Companies & Enterprises (55)	0	0	0	0	0	4	4	2	8	9	(2)	14	0	1	36
Administrative and Waste Services (56)	8	282	92	110	261	502	287	444	1,165	41	1,090	(309)	(309)	(312)	3,661
Educational Services, Health Care and Social Assistance (61-62)	272	342	250	402	433	337	295	427	380	143	738	331	2,761	7,111	7,111
Arts, Entertainment, and Recreation (71)	27	104	50	39	(78)	120	3	(12)	31	17	53	7	(45)	316	316
Accommodation and Food Services (72)	173	286	207	7	108	176	146	(62)	(32)	183	355	138	(34)	1,651	1,651
Other Services (81)	122	147	21	63	108	105	82	226	129	0	2	345	14	(97)	1,352
Public Administration (92)	230	15	(62)	152	2	59	21	107	0	7	0	37	331	52	946
Uncoded and Not Classified	0	4	0	(1)	0	(1)	7	3	(6)	7	0	7	8	9	38
<b>Total</b>	1,466	2,396	2,896	3,556	4,356	5,262	6,276	7,150	8,408	9,897	10,883	12,462	14,155	16,155	18,601
<b>Total Year-Over-Year Growth in Establishments [1]</b>	306	448	429	404	470	679	808	908	1,292	1,292	2,635	2,635	(203)	(683)	6,603

Source: National Establishment Time-Series (NETS) Database, Wells & Associates, 2013; City of Elk Grove; EPS.

[1] See Table 4.

**Table 6**  
**Elk Grove Employment Dynamics**  
**Elk Grove Home-Business Establishment Growth, 2000-2013**

Home-Business  
 Establishments  
 2000-2013

Industry (NAICS)	Growth														
	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2000-2013
<b>Total Establishments</b>	18	19	20	21	18	17	19	19	20	24	20	24	23	21	
Agriculture, Forestry, Fishing and Hunting (11)	0	0	1	1	1	1	1	1	1	1	1	1	1	1	
Mining (21)	0	1	1	1	1	1	1	1	1	1	1	1	1	1	
Utilities (22)	86	90	105	122	134	158	184	197	228	264	257	376	389	357	
Construction (23)	30	38	45	48	55	61	68	69	72	74	65	72	70	62	
Manufacturing (31-33)	20	26	33	37	41	45	47	52	66	76	76	103	107	96	
Wholesale Trade (42)	65	88	96	101	121	137	144	162	182	199	164	250	266	258	
Retail Trade (44-45)	20	20	24	28	33	40	51	55	65	73	67	100	102	103	
Transportation and Warehousing (48-49)	22	29	33	36	40	41	44	46	52	52	43	57	60	55	
Finance and Insurance (52)	9	14	24	29	38	47	64	74	101	114	86	111	105	110	
Real Estate and Rental and Leasing (53)	18	26	27	36	40	52	87	98	110	119	98	141	148	135	
Professional, Scientific, and Technical Services (54)	84	102	123	132	166	180	226	237	274	334	342	562	609	550	
Management of Companies & Enterprises (55)	0	0	0	0	0	0	0	0	1	2	2	3	4	3	
Administrative and Waste Services (56)	52	66	121	149	169	238	455	539	700	945	1,000	1,388	1,322	1,085	
Educational Services, Health Care and Social Assistance (61-62)	26	35	40	44	53	62	65	74	85	99	89	140	152	138	
Arts, Entertainment, and Recreation (71)	13	20	21	23	28	26	28	32	37	35	36	47	43	40	
Accommodation and Food Services (72)	3	8	11	10	12	12	15	17	18	21	19	19	17	15	
Other Services (81)	43	51	61	71	75	88	101	116	133	147	127	175	185	173	
Public Administration (92)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
Uncoded and Not Classified	0	0	0	0	0	0	0	0	0	0	0	0	2	2	
<b>Total</b>	<b>510</b>	<b>634</b>	<b>787</b>	<b>890</b>	<b>1,026</b>	<b>1,207</b>	<b>1,601</b>	<b>1,790</b>	<b>2,147</b>	<b>2,581</b>	<b>2,494</b>	<b>3,572</b>	<b>3,607</b>	<b>3,206</b>	
<b>Percent of Total Elk Grove Establishments</b>	<b>24%</b>	<b>26%</b>	<b>28%</b>	<b>27%</b>	<b>28%</b>	<b>29%</b>	<b>33%</b>	<b>34%</b>	<b>36%</b>	<b>35%</b>	<b>36%</b>	<b>37%</b>	<b>38%</b>	<b>37%</b>	
<b>Total Employment [1]</b>	<b>821</b>	<b>1,002</b>	<b>1,254</b>	<b>1,409</b>	<b>1,582</b>	<b>1,847</b>	<b>2,476</b>	<b>2,709</b>	<b>3,272</b>	<b>3,977</b>	<b>3,901</b>	<b>5,361</b>	<b>5,515</b>	<b>5,076</b>	
<b>Year-Over-Year Growth (Absolute)</b>															
Agriculture, Forestry, Fishing and Hunting (11)	1	0	1	1	(3)	(1)	2	0	1	4	(4)	4	(1)	(2)	3
Mining (21)	0	1	1	0	0	0	0	0	0	0	0	0	0	0	1
Utilities (22)	1	1	15	17	12	24	26	13	31	36	(7)	119	13	(32)	271
Construction (23)	8	7	7	3	7	6	7	1	3	2	(9)	7	(2)	(8)	32
Manufacturing (31-33)	6	7	7	4	4	4	2	5	14	10	0	27	4	(11)	76
Wholesale Trade (42)	23	8	8	5	20	16	7	18	20	17	(35)	86	16	(8)	193
Retail Trade (44-45)	0	4	4	4	5	7	11	4	10	8	(6)	33	2	1	83
Transportation and Warehousing (48-49)	7	4	4	4	4	1	3	2	6	0	(9)	14	3	(5)	33
Information (51)	5	5	10	5	9	9	17	10	27	13	(28)	25	(6)	5	101
Finance and Insurance (52)	8	1	9	9	4	12	35	11	12	9	(21)	43	7	(13)	117
Real Estate and Rental and Leasing (53)	18	21	9	9	34	14	46	11	37	60	8	220	47	(59)	466
Professional, Scientific, and Technical Services (54)	0	0	0	0	0	0	0	0	1	1	0	1	1	(1)	3
Management of Companies & Enterprises (55)	14	55	28	28	20	69	217	64	161	245	55	388	(66)	(237)	1,033
Administrative and Waste Services (56)	9	5	5	4	9	9	3	9	11	14	(10)	51	12	(14)	112
Educational Services, Health Care and Social Assistance (61-62)	7	1	2	2	5	(2)	2	4	5	2	1	11	(4)	(3)	27
Arts, Entertainment, and Recreation (71)	5	3	(1)	(1)	2	0	3	2	1	3	(2)	0	(2)	(2)	12
Accommodation and Food Services (72)	8	10	10	10	4	13	13	15	17	14	(20)	48	10	(12)	130
Other Services (81)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Public Administration (92)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Uncoded and Not Classified	124	153	103	103	136	181	394	189	357	434	(87)	1,078	35	(401)	2,696
<b>Total</b>	<b>41%</b>	<b>34%</b>	<b>34%</b>	<b>24%</b>	<b>34%</b>	<b>39%</b>	<b>58%</b>	<b>46%</b>	<b>47%</b>	<b>34%</b>	<b>26%</b>	<b>41%</b>	<b>(17%)</b>	<b>55%</b>	<b>41%</b>
<b>Percent of Total Elk Grove Establishment Growth/Loss</b>															
<b>Total Year-Over-Year Growth in Employment [1]</b>	<b>181</b>	<b>252</b>	<b>155</b>	<b>173</b>	<b>265</b>	<b>629</b>	<b>233</b>	<b>563</b>	<b>705</b>	<b>1,460</b>	<b>154</b>	<b>(439)</b>	<b>4,255</b>		

home\_estab

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove, EPS.

[1] See Table 7.

Home-Business  
Employment  
2000-2013

Table 7  
Elk Grove Employment Dynamics  
Elk Grove Home-Business Employment Growth, 2000-2013

Industry (NAICS)	Home-Business Employment											Growth			
	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2000-2013
<b>Total Employment</b>	23	26	29	30	24	21	23	23	25	30	27	33	33	31	
Agriculture, Forestry, Fishing and Hunting (11)	0	0	1	1	1	1	1	1	1	1	1	1	1	1	
Mining (21)	0	0	2	2	2	2	2	2	2	2	2	2	2	2	
Utilities (22)	141	144	179	189	194	229	262	268	311	367	376	533	575	550	
Construction (23)	41	56	64	70	79	96	101	100	105	109	96	107	103	93	
Manufacturing (31-33)	27	41	55	65	74	78	80	80	103	115	113	154	162	155	
Wholesale Trade (42)	113	145	158	152	182	204	218	241	268	301	248	362	391	394	
Retail Trade (44-45)	29	29	35	37	45	55	75	81	102	116	105	150	159	169	
Transportation and Warehousing (48-49)	28	39	44	49	54	57	59	64	72	76	60	85	87	83	
Information (51)	12	19	34	43	56	71	103	122	175	209	155	205	198	209	
Finance and Insurance (52)	35	46	49	64	65	89	154	170	193	209	174	258	272	246	
Real Estate and Rental and Leasing (53)	120	148	174	184	234	255	309	322	382	460	466	711	778	728	
Professional, Scientific, and Technical Services (54)	0	0	0	0	0	0	0	0	2	4	4	6	8	6	
Management of Companies & Enterprises (55)	73	90	184	251	272	359	727	843	1,085	1,499	1,649	2,181	2,134	1,870	
Administrative and Waste Services (56)	48	64	71	74	91	103	108	120	130	149	134	204	224	202	
Educational Services, Health Care and Social Assistance (61-62)	58	67	71	83	87	83	86	86	99	94	89	103	101	57	
Arts, Entertainment, and Recreation (71)	7	13	15	13	15	15	20	22	24	27	24	24	22	20	
Accommodation and Food Services (72)	64	71	87	100	105	127	146	162	181	207	176	239	260	255	
Other Services (81)	2	2	2	2	2	2	2	2	2	2	2	2	2	2	
Public Administration (92)	0	0	0	0	0	0	0	0	0	0	0	1	3	3	
Uncoded and Not Classified	821	1,002	1,254	1,409	1,582	1,847	2,476	2,709	3,272	3,977	3,901	5,361	5,515	5,076	
<b>Percent of Total Elk Grove Employment</b>	5%	6%	7%	7%	6%	7%	8%	9%	10%	11%	11%	13%	13%	11%	
<b>Total Establishments [1]</b>	510	634	787	890	1,026	1,207	1,601	1,790	2,147	2,581	2,494	3,572	3,607	3,206	
<b>Year-Over-Year Growth (Absolute)</b>															
Agriculture, Forestry, Fishing and Hunting (11)		3	3	1	(6)	(3)	2	0	2	5	(3)	6	0	(2)	8
Mining (21)		0	1	0	0	0	0	0	0	0	0	0	0	0	1
Utilities (22)		2	0	0	0	0	0	0	0	0	0	0	0	0	2
Construction (23)		3	35	10	5	35	33	6	43	56	9	157	42	(25)	409
Manufacturing (31-33)		15	8	6	9	17	5	(1)	5	4	(13)	11	(4)	(10)	52
Wholesale Trade (42)		14	14	10	9	4	2	0	23	12	(2)	41	8	(7)	128
Retail Trade (44-45)		32	13	(6)	30	22	14	23	27	33	(53)	114	29	3	281
Transportation and Warehousing (48-49)		0	6	2	8	10	20	6	21	14	(11)	45	9	10	140
Information (51)		11	5	5	5	3	2	5	8	4	(16)	25	2	(4)	55
Finance and Insurance (52)		7	15	9	13	15	32	19	53	34	(54)	50	(7)	11	197
Real Estate and Rental and Leasing (53)		28	26	10	50	21	54	13	60	78	6	245	67	(50)	608
Professional, Scientific, and Technical Services (54)		0	0	0	0	0	0	0	2	2	0	2	(2)	(2)	6
Management of Companies & Enterprises (55)		17	94	67	21	87	368	116	252	404	150	532	(47)	(264)	1,797
Administrative and Waste Services (56)		16	7	3	17	12	5	12	10	19	(15)	70	20	(22)	154
Educational Services, Health Care and Social Assistance (61-62)		9	4	12	4	(4)	3	0	13	(5)	(5)	14	(2)	(44)	(1)
Arts, Entertainment, and Recreation (71)		6	2	(2)	2	0	5	2	2	3	(3)	0	(2)	(2)	13
Accommodation and Food Services (72)		7	16	13	5	22	19	16	19	26	(31)	63	21	(5)	191
Other Services (81)		0	0	0	0	0	0	0	0	0	0	0	0	0	0
Public Administration (92)		0	0	0	0	0	0	0	0	0	0	1	2	0	3
Uncoded and Not Classified		181	252	155	173	265	629	233	563	705	(76)	1,460	154	(439)	4,255
<b>Percent of Total Elk Grove Employment Growth/Loss</b>	12%	11%	11%	10%	4%	11%	28%	13%	29%	24%	78%	31%	17%	(14%)	64%
<b>Total Year-Over-Year Growth in Establishments [1]</b>	124	153	153	103	136	181	394	189	357	434	(87)	1,078	35	(401)	2,886

Source: National Establishment Time-Series (NETS) Database, Wallis & Associates, 2013; City of Elk Grove; EPS.

[1] See Table 6.



Jobs-Housing  
Ratio  
2000-2013

Table 8  
Elk Grove Employment Dynamics  
Elk Grove Jobs-Housing Ratio 2000-2013

Industry (NAICS)	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Total Employment	15,205	16,671	19,067	20,623	24,979	27,341	29,617	31,367	33,307	36,204	36,106	40,768	41,651	44,806
Housing Units [1] [2]	N/A	25,211	27,004	28,886	37,580	41,905	45,696	47,878	49,011	49,833	50,634	50,869	51,207	51,973
<b>Jobs-Housing Ratio</b>	<b>N/A</b>	<b>0.66</b>	<b>0.71</b>	<b>0.71</b>	<b>0.66</b>	<b>0.65</b>	<b>0.65</b>	<b>0.66</b>	<b>0.68</b>	<b>0.73</b>	<b>0.71</b>	<b>0.80</b>	<b>0.81</b>	<b>0.86</b>

jh

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

[1] CA Dept. of Finance, Report E-8: Historical Population and Housing Estimates for Cities, Counties, and the State, 2000-2010.

[2] CA Dept. of Finance, Report E-5: Population and Housing Estimates for Cities, Counties and the State, January 1, 2011-2015, with 2010 Benchmark.

## APPENDICES:

- Appendix A: Detailed Employee and Establishment Data by Year
- Appendix B: Comparison to Other Data Sources
- Appendix C: NAICS Code Definitions



## APPENDIX A:

### Detailed Employee and Establishment Data by Year

Table A-1	Elk Grove Establishments and Employment by Major Sector, 2000 .....	A-1
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2000

**Table A-1  
Elk Grove Employment Dynamics  
Elk Grove Establishments and Employment by Major Sector, 2000**

Industry (NAICS)	Establishments		Employment	
	Total	Share	Total	Share
Agriculture, Forestry, Fishing and Hunting (11)	38	1.8%	96	0.6%
Mining (21)	1	0.0%	20	0.1%
Utilities (22)	2	0.1%	10	0.1%
Construction (23)	233	11.1%	1,177	7.7%
Manufacturing (31-33)	105	5.0%	819	5.4%
Wholesale Trade (42)	83	3.9%	460	3.0%
Retail Trade (44-45)	331	15.7%	3,376	22.2%
Transportation and Warehousing (48-49)	59	2.8%	373	2.5%
Information (51)	58	2.8%	856	5.6%
Finance and Insurance (52)	98	4.7%	474	3.1%
Real Estate and Rental and Leasing (53)	89	4.2%	409	2.7%
Professional, Scientific, and Technical Services (54)	264	12.5%	718	4.7%
Management of Companies & Enterprises (55)	0	0.0%	0	0.0%
Administrative and Waste Services (56)	171	8.1%	696	4.6%
Educational Services, Health Care and Social Assistance (61-62)	202	9.6%	2,637	17.3%
Arts, Entertainment, and Recreation (71)	43	2.0%	339	2.2%
Accommodation and Food Services (72)	84	4.0%	1,441	9.5%
Other Services (81)	237	11.2%	1,077	7.1%
Public Administration (92)	8	0.4%	226	1.5%
Uncoded and Not Classified	1	0.0%	1	0.0%
<b>Total</b>	<b>2,107</b>	<b>100.0%</b>	<b>15,205</b>	<b>100.0%</b>

NAICS\_2000

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

2001

**Table A-2  
Elk Grove Employment Dynamics  
Elk Grove Establishments and Employment by Major Sector, 2001**

Industry (NAICS)	Establishments		Employment	
	Total	Share	Total	Share
Agriculture, Forestry, Fishing and Hunting (11)	40	1.7%	101	0.6%
Mining (21)	2	0.1%	23	0.1%
Utilities (22)	3	0.1%	12	0.1%
Construction (23)	253	10.5%	1,231	7.4%
Manufacturing (31-33)	119	4.9%	889	5.3%
Wholesale Trade (42)	97	4.0%	477	2.9%
Retail Trade (44-45)	372	15.4%	3,917	23.5%
Transportation and Warehousing (48-49)	64	2.7%	414	2.5%
Information (51)	63	2.6%	572	3.4%
Finance and Insurance (52)	118	4.9%	487	2.9%
Real Estate and Rental and Leasing (53)	110	4.6%	440	2.6%
Professional, Scientific, and Technical Services (54)	303	12.6%	859	5.2%
Management of Companies & Enterprises (55)	0	0.0%	0	0.0%
Administrative and Waste Services (56)	189	7.8%	704	4.2%
Educational Services, Health Care and Social Assistance (61-62)	239	9.9%	2,909	17.4%
Arts, Entertainment, and Recreation (71)	58	2.4%	366	2.2%
Accommodation and Food Services (72)	102	4.2%	1,614	9.7%
Other Services (81)	271	11.2%	1,199	7.2%
Public Administration (92)	9	0.4%	456	2.7%
Uncoded and Not Classified	1	0.0%	1	0.0%
<b>Total</b>	<b>2,413</b>	<b>100.0%</b>	<b>16,671</b>	<b>100.0%</b>

NAICS\_2001

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.



2002

**Table A-3  
Elk Grove Employment Dynamics  
Elk Grove Establishments and Employment by Major Sector, 2002**

Industry (NAICS)	Establishments		Employment	
	Total	Share	Total	Share
Agriculture, Forestry, Fishing and Hunting (11)	40	1.4%	103	0.5%
Mining (21)	3	0.1%	24	0.1%
Utilities (22)	2	0.1%	11	0.1%
Construction (23)	274	9.6%	1,473	7.7%
Manufacturing (31-33)	127	4.4%	912	4.8%
Wholesale Trade (42)	110	3.8%	542	2.8%
Retail Trade (44-45)	415	14.5%	3,982	20.9%
Transportation and Warehousing (48-49)	82	2.9%	466	2.4%
Information (51)	69	2.4%	612	3.2%
Finance and Insurance (52)	133	4.6%	1,018	5.3%
Real Estate and Rental and Leasing (53)	125	4.4%	502	2.6%
Professional, Scientific, and Technical Services (54)	360	12.6%	993	5.2%
Management of Companies & Enterprises (55)	0	0.0%	0	0.0%
Administrative and Waste Services (56)	293	10.2%	986	5.2%
Educational Services, Health Care and Social Assistance (61-62)	288	10.1%	3,251	17.1%
Arts, Entertainment, and Recreation (71)	64	2.2%	470	2.5%
Accommodation and Food Services (72)	113	3.9%	1,900	10.0%
Other Services (81)	349	12.2%	1,346	7.1%
Public Administration (92)	10	0.3%	471	2.5%
Uncoded and Not Classified	4	0.1%	5	0.0%
<b>Total</b>	<b>2,861</b>	<b>100.0%</b>	<b>19,067</b>	<b>100.0%</b>

NAICS\_2002

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

2003

**Table A-4  
Elk Grove Employment Dynamics  
Elk Grove Establishments and Employment by Major Sector, 2003**

Industry (NAICS)	Establishments		Employment	
	Total	Share	Total	Share
Agriculture, Forestry, Fishing and Hunting (11)	42	1.3%	105	0.5%
Mining (21)	3	0.1%	24	0.1%
Utilities (22)	2	0.1%	11	0.1%
Construction (23)	334	10.2%	1,580	7.7%
Manufacturing (31-33)	140	4.3%	1,031	5.0%
Wholesale Trade (42)	123	3.7%	606	2.9%
Retail Trade (44-45)	452	13.7%	4,365	21.2%
Transportation and Warehousing (48-49)	92	2.8%	660	3.2%
Information (51)	88	2.7%	851	4.1%
Finance and Insurance (52)	159	4.8%	801	3.9%
Real Estate and Rental and Leasing (53)	152	4.6%	565	2.7%
Professional, Scientific, and Technical Services (54)	421	12.8%	1,037	5.0%
Management of Companies & Enterprises (55)	0	0.0%	0	0.0%
Administrative and Waste Services (56)	374	11.4%	1,078	5.2%
Educational Services, Health Care and Social Assistance (61-62)	314	9.5%	3,501	17.0%
Arts, Entertainment, and Recreation (71)	68	2.1%	520	2.5%
Accommodation and Food Services (72)	128	3.9%	2,107	10.2%
Other Services (81)	385	11.7%	1,367	6.6%
Public Administration (92)	9	0.3%	409	2.0%
Uncoded and Not Classified	4	0.1%	5	0.0%
<b>Total</b>	<b>3,290</b>	<b>100.0%</b>	<b>20,623</b>	<b>100.0%</b>

NAICS\_2003

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

2004

**Table A-5  
Elk Grove Employment Dynamics  
Elk Grove Establishments and Employment by Major Sector, 2004**

Industry (NAICS)	Establishments		Employment	
	Total	Share	Total	Share
Agriculture, Forestry, Fishing and Hunting (11)	38	1.0%	136	0.5%
Mining (21)	3	0.1%	24	0.1%
Utilities (22)	2	0.1%	11	0.0%
Construction (23)	361	9.8%	1,652	6.6%
Manufacturing (31-33)	163	4.4%	1,297	5.2%
Wholesale Trade (42)	153	4.1%	1,126	4.5%
Retail Trade (44-45)	527	14.3%	6,267	25.1%
Transportation and Warehousing (48-49)	100	2.7%	727	2.9%
Information (51)	106	2.9%	875	3.5%
Finance and Insurance (52)	193	5.2%	1,293	5.2%
Real Estate and Rental and Leasing (53)	176	4.8%	686	2.7%
Professional, Scientific, and Technical Services (54)	462	12.5%	1,125	4.5%
Management of Companies & Enterprises (55)	0	0.0%	0	0.0%
Administrative and Waste Services (56)	422	11.4%	1,188	4.8%
Educational Services, Health Care and Social Assistance (61-62)	344	9.3%	3,903	15.6%
Arts, Entertainment, and Recreation (71)	80	2.2%	559	2.2%
Accommodation and Food Services (72)	140	3.8%	2,114	8.5%
Other Services (81)	410	11.1%	1,430	5.7%
Public Administration (92)	10	0.3%	561	2.2%
Uncoded and Not Classified	4	0.1%	5	0.0%
<b>Total</b>	<b>3,694</b>	<b>100.0%</b>	<b>24,979</b>	<b>100.0%</b>

NAICS\_2004

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

2005

**Table A-6  
Elk Grove Employment Dynamics  
Elk Grove Establishments and Employment by Major Sector, 2005**

Industry (NAICS)	Establishments		Employment	
	Total	Share	Total	Share
Agriculture, Forestry, Fishing and Hunting (11)	38	0.9%	138	0.5%
Mining (21)	4	0.1%	26	0.1%
Utilities (22)	2	0.0%	14	0.1%
Construction (23)	404	9.7%	1,776	6.5%
Manufacturing (31-33)	178	4.3%	1,430	5.2%
Wholesale Trade (42)	168	4.0%	1,256	4.6%
Retail Trade (44-45)	578	13.9%	6,910	25.3%
Transportation and Warehousing (48-49)	114	2.7%	887	3.2%
Information (51)	113	2.7%	900	3.3%
Finance and Insurance (52)	231	5.5%	1,390	5.1%
Real Estate and Rental and Leasing (53)	216	5.2%	805	2.9%
Professional, Scientific, and Technical Services (54)	493	11.8%	1,216	4.4%
Management of Companies & Enterprises (55)	0	0.0%	0	0.0%
Administrative and Waste Services (56)	561	13.5%	1,449	5.3%
Educational Services, Health Care and Social Assistance (61-62)	384	9.2%	4,336	15.9%
Arts, Entertainment, and Recreation (71)	76	1.8%	481	1.8%
Accommodation and Food Services (72)	150	3.6%	2,222	8.1%
Other Services (81)	440	10.6%	1,538	5.6%
Public Administration (92)	11	0.3%	563	2.1%
Uncoded and Not Classified	3	0.1%	4	0.0%
<b>Total</b>	<b>4,164</b>	<b>100.0%</b>	<b>27,341</b>	<b>100.0%</b>

NAICS\_2005

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

2006

**Table A-7  
Elk Grove Employment Dynamics  
Elk Grove Establishments and Employment by Major Sector, 2006**

Industry (NAICS)	Establishments		Employment	
	Total	Share	Total	Share
Agriculture, Forestry, Fishing and Hunting (11)	40	0.8%	141	0.5%
Mining (21)	4	0.1%	10	0.0%
Utilities (22)	2	0.0%	14	0.0%
Construction (23)	438	9.0%	1,919	6.5%
Manufacturing (31-33)	179	3.7%	1,340	4.5%
Wholesale Trade (42)	164	3.4%	1,279	4.3%
Retail Trade (44-45)	619	12.8%	7,343	24.8%
Transportation and Warehousing (48-49)	130	2.7%	936	3.2%
Information (51)	110	2.3%	787	2.7%
Finance and Insurance (52)	279	5.8%	1,561	5.3%
Real Estate and Rental and Leasing (53)	282	5.8%	986	3.3%
Professional, Scientific, and Technical Services (54)	551	11.4%	1,398	4.7%
Management of Companies & Enterprises (55)	2	0.0%	4	0.0%
Administrative and Waste Services (56)	884	18.3%	1,951	6.6%
Educational Services, Health Care and Social Assistance (61-62)	410	8.5%	4,673	15.8%
Arts, Entertainment, and Recreation (71)	91	1.9%	601	2.0%
Accommodation and Food Services (72)	168	3.5%	2,398	8.1%
Other Services (81)	474	9.8%	1,643	5.5%
Public Administration (92)	11	0.2%	622	2.1%
Uncoded and Not Classified	5	0.1%	11	0.0%
<b>Total</b>	<b>4,843</b>	<b>100.0%</b>	<b>29,617</b>	<b>100.0%</b>

NAICS\_2006

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.



2007

**Table A-8  
Elk Grove Employment Dynamics  
Elk Grove Establishments and Employment by Major Sector, 2007**

Industry (NAICS)	Establishments		Employment	
	Total	Share	Total	Share
Agriculture, Forestry, Fishing and Hunting (11)	39	0.7%	145	0.5%
Mining (21)	5	0.1%	12	0.0%
Utilities (22)	2	0.0%	14	0.0%
Construction (23)	462	8.8%	1,962	6.3%
Manufacturing (31-33)	184	3.5%	1,333	4.2%
Wholesale Trade (42)	171	3.3%	1,227	3.9%
Retail Trade (44-45)	632	12.0%	7,365	23.5%
Transportation and Warehousing (48-49)	134	2.6%	950	3.0%
Information (51)	116	2.2%	1,189	3.8%
Finance and Insurance (52)	306	5.8%	1,632	5.2%
Real Estate and Rental and Leasing (53)	309	5.9%	1,112	3.5%
Professional, Scientific, and Technical Services (54)	583	11.1%	1,684	5.4%
Management of Companies & Enterprises (55)	3	0.1%	6	0.0%
Administrative and Waste Services (56)	1,027	19.6%	2,238	7.1%
Educational Services, Health Care and Social Assistance (61-62)	441	8.4%	4,968	15.8%
Arts, Entertainment, and Recreation (71)	103	2.0%	604	1.9%
Accommodation and Food Services (72)	199	3.8%	2,544	8.1%
Other Services (81)	515	9.8%	1,725	5.5%
Public Administration (92)	13	0.2%	643	2.0%
Uncoded and Not Classified	7	0.1%	14	0.0%
<b>Total</b>	<b>5,251</b>	<b>100.0%</b>	<b>31,367</b>	<b>100.0%</b>

NAICS\_2007

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

2008

**Table A-9  
Elk Grove Employment Dynamics  
Elk Grove Establishments and Employment by Major Sector, 2008**

Industry (NAICS)	Establishments		Employment	
	Total	Share	Total	Share
Agriculture, Forestry, Fishing and Hunting (11)	39	0.6%	144	0.4%
Mining (21)	4	0.1%	20	0.1%
Utilities (22)	5	0.1%	22	0.1%
Construction (23)	510	8.5%	1,849	5.6%
Manufacturing (31-33)	194	3.2%	1,346	4.0%
Wholesale Trade (42)	204	3.4%	1,315	3.9%
Retail Trade (44-45)	695	11.6%	7,747	23.3%
Transportation and Warehousing (48-49)	161	2.7%	1,017	3.1%
Information (51)	121	2.0%	1,096	3.3%
Finance and Insurance (52)	368	6.1%	1,778	5.3%
Real Estate and Rental and Leasing (53)	342	5.7%	1,208	3.6%
Professional, Scientific, and Technical Services (54)	673	11.2%	1,891	5.7%
Management of Companies & Enterprises (55)	7	0.1%	14	0.0%
Administrative and Waste Services (56)	1,277	21.3%	2,682	8.1%
Educational Services, Health Care and Social Assistance (61-62)	504	8.4%	5,395	16.2%
Arts, Entertainment, and Recreation (71)	111	1.8%	592	1.8%
Accommodation and Food Services (72)	192	3.2%	2,482	7.5%
Other Services (81)	580	9.7%	1,951	5.9%
Public Administration (92)	13	0.2%	750	2.3%
Uncoded and Not Classified	5	0.1%	8	0.0%
<b>Total</b>	<b>6,005</b>	<b>100.0%</b>	<b>33,307</b>	<b>100.0%</b>

NAICS\_2008

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

2009

**Table A-10  
Elk Grove Employment Dynamics  
Elk Grove Establishments and Employment by Major Sector, 2009**

Industry (NAICS)	Establishments		Employment	
	Total	Share	Total	Share
Agriculture, Forestry, Fishing and Hunting (11)	48	0.7%	158	0.4%
Mining (21)	4	0.1%	20	0.1%
Utilities (22)	5	0.1%	22	0.1%
Construction (23)	587	8.0%	1,907	5.3%
Manufacturing (31-33)	209	2.9%	1,388	3.8%
Wholesale Trade (42)	237	3.2%	1,392	3.8%
Retail Trade (44-45)	765	10.5%	8,090	22.3%
Transportation and Warehousing (48-49)	189	2.6%	1,084	3.0%
Information (51)	132	1.8%	1,096	3.0%
Finance and Insurance (52)	428	5.9%	2,065	5.7%
Real Estate and Rental and Leasing (53)	372	5.1%	1,271	3.5%
Professional, Scientific, and Technical Services (54)	821	11.3%	2,148	5.9%
Management of Companies & Enterprises (55)	11	0.2%	23	0.1%
Administrative and Waste Services (56)	1,946	26.7%	3,847	10.6%
Educational Services, Health Care and Social Assistance (61-62)	567	7.8%	5,775	16.0%
Arts, Entertainment, and Recreation (71)	118	1.6%	623	1.7%
Accommodation and Food Services (72)	191	2.6%	2,450	6.8%
Other Services (81)	646	8.9%	2,080	5.7%
Public Administration (92)	13	0.2%	750	2.1%
Uncoded and Not Classified	8	0.1%	15	0.0%
<b>Total</b>	<b>7,297</b>	<b>100.0%</b>	<b>36,204</b>	<b>100.0%</b>

NAICS\_2009

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

2010

**Table A-11  
Elk Grove Employment Dynamics  
Elk Grove Establishments and Employment by Major Sector, 2010**

Industry (NAICS)	Establishments		Employment	
	Total	Share	Total	Share
Agriculture, Forestry, Fishing and Hunting (11)	39	0.6%	117	0.3%
Mining (21)	3	0.0%	18	0.0%
Utilities (22)	4	0.1%	20	0.1%
Construction (23)	569	8.2%	1,855	5.1%
Manufacturing (31-33)	184	2.6%	1,340	3.7%
Wholesale Trade (42)	221	3.2%	1,321	3.7%
Retail Trade (44-45)	688	9.9%	8,147	22.6%
Transportation and Warehousing (48-49)	175	2.5%	1,044	2.9%
Information (51)	114	1.6%	1,069	3.0%
Finance and Insurance (52)	348	5.0%	1,822	5.0%
Real Estate and Rental and Leasing (53)	330	4.7%	1,190	3.3%
Professional, Scientific, and Technical Services (54)	816	11.7%	2,129	5.9%
Management of Companies & Enterprises (55)	10	0.1%	21	0.1%
Administrative and Waste Services (56)	1,933	27.8%	3,888	10.8%
Educational Services, Health Care and Social Assistance (61-62)	555	8.0%	5,918	16.4%
Arts, Entertainment, and Recreation (71)	124	1.8%	640	1.8%
Accommodation and Food Services (72)	187	2.7%	2,633	7.3%
Other Services (81)	640	9.2%	2,167	6.0%
Public Administration (92)	13	0.2%	752	2.1%
Uncoded and Not Classified	8	0.1%	15	0.0%
<b>Total</b>	<b>6,961</b>	<b>100.0%</b>	<b>36,106</b>	<b>100.0%</b>

NAICS\_2010

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

2011

**Table A-12  
Elk Grove Employment Dynamics  
Elk Grove Establishments and Employment by Major Sector, 2011**

Industry (NAICS)	Establishments		Employment	
	Total	Share	Total	Share
Agriculture, Forestry, Fishing and Hunting (11)	46	0.5%	123	0.3%
Mining (21)	3	0.0%	18	0.0%
Utilities (22)	4	0.0%	21	0.1%
Construction (23)	838	8.7%	2,134	5.2%
Manufacturing (31-33)	215	2.2%	1,433	3.5%
Wholesale Trade (42)	339	3.5%	1,560	3.8%
Retail Trade (44-45)	877	9.1%	8,585	21.1%
Transportation and Warehousing (48-49)	249	2.6%	1,087	2.7%
Information (51)	169	1.8%	1,167	2.9%
Finance and Insurance (52)	443	4.6%	1,965	4.8%
Real Estate and Rental and Leasing (53)	454	4.7%	1,360	3.3%
Professional, Scientific, and Technical Services (54)	1,234	12.9%	2,642	6.5%
Management of Companies & Enterprises (55)	17	0.2%	35	0.1%
Administrative and Waste Services (56)	2,695	28.1%	4,978	12.2%
Educational Services, Health Care and Social Assistance (61-62)	747	7.8%	6,656	16.3%
Arts, Entertainment, and Recreation (71)	159	1.7%	693	1.7%
Accommodation and Food Services (72)	210	2.2%	2,988	7.3%
Other Services (81)	871	9.1%	2,512	6.2%
Public Administration (92)	16	0.2%	789	1.9%
Uncoded and Not Classified	10	0.1%	22	0.1%
<b>Total</b>	<b>9,596</b>	<b>100.0%</b>	<b>40,768</b>	<b>100.0%</b>

NAICS\_2011

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.



2012

**Table A-13  
Elk Grove Employment Dynamics  
Elk Grove Establishments and Employment by Major Sector, 2012**

Industry (NAICS)	Establishments		Employment	
	Total	Share	Total	Share
Agriculture, Forestry, Fishing and Hunting (11)	42	0.4%	80	0.2%
Mining (21)	3	0.0%	18	0.0%
Utilities (22)	3	0.0%	18	0.0%
Construction (23)	795	8.5%	2,213	5.3%
Manufacturing (31-33)	201	2.1%	1,501	3.6%
Wholesale Trade (42)	338	3.6%	1,551	3.7%
Retail Trade (44-45)	878	9.3%	8,746	21.0%
Transportation and Warehousing (48-49)	249	2.7%	1,010	2.4%
Information (51)	164	1.7%	1,032	2.5%
Finance and Insurance (52)	439	4.7%	2,078	5.0%
Real Estate and Rental and Leasing (53)	480	5.1%	1,414	3.4%
Professional, Scientific, and Technical Services (54)	1,287	13.7%	2,797	6.7%
Management of Companies & Enterprises (55)	17	0.2%	35	0.1%
Administrative and Waste Services (56)	2,389	25.4%	4,669	11.2%
Educational Services, Health Care and Social Assistance (61-62)	804	8.6%	6,987	16.8%
Arts, Entertainment, and Recreation (71)	152	1.6%	700	1.7%
Accommodation and Food Services (72)	209	2.2%	3,126	7.5%
Other Services (81)	907	9.7%	2,526	6.1%
Public Administration (92)	25	0.3%	1,120	2.7%
Uncoded and Not Classified	11	0.1%	30	0.1%
<b>Total</b>	<b>9,393</b>	<b>100.0%</b>	<b>41,651</b>	<b>100.0%</b>

NAICS\_2012

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

2013

**Table A-14  
Elk Grove Employment Dynamics  
Elk Grove Establishments and Employment by Major Sector, 2013**

Industry (NAICS)	Establishments		Employment	
	Total	Share	Total	Share
Agriculture, Forestry, Fishing and Hunting (11)	44	0.5%	91	0.2%
Mining (21)	3	0.0%	18	0.0%
Utilities (22)	3	0.0%	18	0.0%
Construction (23)	755	8.7%	2,210	4.9%
Manufacturing (31-33)	196	2.3%	1,528	3.4%
Wholesale Trade (42)	318	3.7%	1,594	3.6%
Retail Trade (44-45)	835	9.6%	9,670	21.6%
Transportation and Warehousing (48-49)	253	2.9%	1,118	2.5%
Information (51)	156	1.8%	1,028	2.3%
Finance and Insurance (52)	422	4.8%	2,105	4.7%
Real Estate and Rental and Leasing (53)	460	5.3%	1,305	2.9%
Professional, Scientific, and Technical Services (54)	1,183	13.6%	2,593	5.8%
Management of Companies & Enterprises (55)	16	0.2%	36	0.1%
Administrative and Waste Services (56)	2,038	23.4%	4,357	9.7%
Educational Services, Health Care and Social Assistance (61-62)	795	9.1%	9,748	21.8%
Arts, Entertainment, and Recreation (71)	142	1.6%	655	1.5%
Accommodation and Food Services (72)	199	2.3%	3,092	6.9%
Other Services (81)	852	9.8%	2,429	5.4%
Public Administration (92)	28	0.3%	1,172	2.6%
Uncoded and Not Classified	12	0.1%	39	0.1%
<b>Total</b>	<b>8,710</b>	<b>100.0%</b>	<b>44,806</b>	<b>100.0%</b>

NAICS\_2013

Source: National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.

## APPENDIX B: Comparison to Other Data Sources

Table B-1 Absolute Employment Growth Comparison for the City of Elk Grove, NETS vs. Alternative Sources (2 pages) .....B-1



**Employment Data Source Comparison 2000-2013**

**Table B-1  
Elk Grove Employment Dynamics  
Absolute Employment Growth Comparison for the City of Elk Grove, NETS vs. Alternative Sources**

Industry (NAICS)	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
<b>NETS [1]</b>														
Agriculture, Forestry, Fishing and Hunting (11)	96	101	103	105	136	138	141	145	144	158	117	123	80	91
Mining (21)	20	23	24	24	24	26	10	12	20	20	18	18	18	18
Utilities (22)	10	12	11	11	11	14	14	14	22	22	20	21	18	18
Construction (23)	1,177	1,231	1,473	1,580	1,652	1,776	1,919	1,962	1,849	1,907	1,855	2,134	2,213	2,210
Manufacturing (31-33)	819	889	912	1,031	1,297	1,430	1,340	1,333	1,346	1,388	1,340	1,433	1,501	1,528
Wholesale Trade (42)	460	477	542	606	1,126	1,256	1,279	1,227	1,315	1,392	1,321	1,560	1,551	1,594
Retail Trade (44-45)	3,376	3,917	3,982	4,365	6,267	6,910	7,343	7,365	7,747	8,090	8,147	8,585	8,746	9,670
Transportation and Warehousing (48-49)	373	414	466	660	727	887	936	950	1,017	1,084	1,044	1,087	1,010	1,118
Information (51)	856	572	612	851	875	900	787	1,189	1,096	1,096	1,069	1,167	1,032	1,128
Finance and Insurance (52)	474	474	1,018	801	1,293	1,390	1,561	1,632	1,778	2,065	1,822	1,965	2,078	2,105
Real Estate and Rental and Leasing (53)	409	440	502	565	686	805	986	1,112	1,208	1,271	1,190	1,360	1,414	1,305
Professional, Scientific, and Technical Services (54)	718	859	993	1,037	1,125	1,216	1,398	1,684	1,891	2,148	2,129	2,642	2,797	2,593
Management of Companies & Enterprises (55)	0	0	0	0	0	0	4	6	14	23	21	35	35	36
Administrative and Waste Services (56)	696	704	986	1,078	1,188	1,449	1,951	2,238	2,682	3,847	3,888	4,978	4,669	4,357
Educational Services, Health Care and Social Assistance (61-62)	2,637	2,909	3,251	3,501	3,903	4,336	4,673	4,968	5,395	5,775	5,918	6,656	6,987	9,748
Arts, Entertainment, and Recreation (71)	339	366	470	520	559	481	601	604	592	623	640	693	700	655
Accommodation and Food Services (72)	1,441	1,614	1,900	2,107	2,114	2,222	2,398	2,544	2,482	2,450	2,633	2,988	3,126	3,092
Other Services (81)	1,077	1,199	1,346	1,367	1,430	1,538	1,643	1,725	1,951	2,080	2,167	2,512	2,526	2,429
Public Administration (92)	226	456	471	409	561	563	622	643	750	750	752	789	1,120	1,172
Ind and Not Classified	1	1	5	5	5	4	11	14	8	15	15	22	30	39
<b>Total</b>	<b>15,205</b>	<b>16,671</b>	<b>19,067</b>	<b>20,623</b>	<b>24,979</b>	<b>27,341</b>	<b>29,617</b>	<b>31,367</b>	<b>33,307</b>	<b>36,204</b>	<b>36,106</b>	<b>40,768</b>	<b>41,651</b>	<b>44,806</b>
<b>OnTheMap [2] [5]</b>														
Agriculture, Forestry, Fishing and Hunting (11)	-	-	76	83	68	58	67	71	76	74	46	53	66	55
Mining (21)	-	-	0	0	0	0	0	0	0	0	2	1	13	8
Utilities (22)	-	-	59	72	59	76	96	82	124	91	103	109	134	118
Construction (23)	-	-	1,530	1,698	1,735	1,907	2,070	1,789	1,422	1,214	1,058	973	891	1,172
Manufacturing (31-33)	-	-	729	757	859	874	887	1,507	1,658	1,736	1,685	1,654	1,519	1,606
Wholesale Trade (42)	-	-	200	281	342	360	498	398	490	365	403	535	658	651
Retail Trade (44-45)	-	-	3,827	4,008	4,140	5,004	5,361	4,958	5,287	4,606	5,087	5,695	5,280	5,324
Transportation and Warehousing (48-49)	-	-	343	392	432	461	467	524	535	542	403	401	426	456
Information (51)	-	-	399	315	333	321	354	337	305	302	348	365	314	288
Finance and Insurance (52)	-	-	865	866	1,077	1,171	1,258	1,063	996	809	734	561	587	658
Real Estate and Rental and Leasing (53)	-	-	233	220	252	367	354	343	289	294	262	262	260	276
Professional, Scientific, and Technical Services (54)	-	-	534	635	602	713	867	736	845	886	779	829	1,069	1,087
Management of Companies & Enterprises (55)	-	-	112	119	98	103	89	84	81	68	70	56	137	164
Administrative and Waste Services (56)	-	-	577	795	741	711	671	607	527	498	654	1,392	1,574	1,006
Educational Services, Health Care and Social Assistance (61-62)	-	-	4,410	4,468	4,721	4,995	5,381	4,866	5,637	5,979	6,050	6,759	6,444	7,759
Arts, Entertainment, and Recreation (71)	-	-	324	348	351	350	378	377	408	426	414	512	590	661
Accommodation and Food Services (72)	-	-	2,183	2,690	2,729	3,079	3,342	3,351	3,596	3,399	3,254	3,544	3,708	4,145
Other Services (81)	-	-	717	754	841	821	715	1,483	1,793	1,921	1,979	2,051	1,954	940
Public Administration (92)	-	-	373	373	410	507	500	702	973	853	1,218	1,157	1,047	1,019
<b>Total</b>	<b>-</b>	<b>-</b>	<b>17,491</b>	<b>18,874</b>	<b>19,790</b>	<b>21,878</b>	<b>23,355</b>	<b>23,278</b>	<b>25,098</b>	<b>24,058</b>	<b>24,581</b>	<b>26,594</b>	<b>26,631</b>	<b>27,393</b>

**Table B-1  
Elk Grove Employment Dynamics  
Absolute Employment Growth Comparison for the City of Elk Grove, NETS vs. Alternative Sources**

Employment Data Source  
Comparison  
2000-2013

Industry (NAICS)	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
<b>SACOG [3] [6]</b>	<b>54,000</b>	<b>55,300</b>	<b>56,500</b>	<b>57,400</b>	<b>57,900</b>	<b>58,700</b>	<b>59,300</b>	<b>59,500</b>	<b>58,700</b>	<b>56,300</b>	<b>55,400</b>	<b>55,400</b>	<b>56,500</b>	<b>57,600</b>
<b>Total</b>														
<b>American Community Survey [4] [6]</b>														
Agriculture, forestry, fishing and hunting, and mining	-	-	-	-	-	-	121	97	841	-	283	113	874	482
Construction	-	-	-	-	-	-	3,777	4,921	3,983	-	2,995	3,155	2,283	2,083
Manufacturing	-	-	-	-	-	-	4,353	3,306	4,690	-	4,003	2,551	3,500	4,433
Wholesale trade	-	-	-	-	-	-	2,057	2,803	2,297	-	1,656	1,476	1,496	1,050
Retail trade	-	-	-	-	-	-	8,301	7,324	7,626	-	6,702	10,136	6,587	7,405
Transportation and warehousing, and utilities	-	-	-	-	-	-	3,345	4,985	3,916	-	3,628	3,341	4,207	2,736
Information	-	-	-	-	-	-	1,812	1,416	1,602	-	1,756	1,489	1,340	2,774
Finance and insurance, and real estate and rental and leasing	-	-	-	-	-	-	6,681	5,313	5,767	-	4,978	2,556	7,534	4,352
Professional, scientific, and mgmt., and admin & waste services	-	-	-	-	-	-	7,233	5,345	5,882	-	7,197	7,686	7,041	6,433
Educational services, and health care and social assistance	-	-	-	-	-	-	14,902	12,381	15,970	-	18,465	20,200	15,927	16,249
Arts, entertainment, & rec., & accommodation & food services	-	-	-	-	-	-	4,751	6,940	5,372	-	4,746	5,405	5,894	4,613
Other services, except public administration	-	-	-	-	-	-	3,061	3,337	2,716	-	3,032	3,272	3,654	3,612
Public administration	-	-	-	-	-	-	9,949	9,579	9,975	-	11,009	9,426	9,463	10,281
<b>To</b>							<b>70,343</b>	<b>67,747</b>	<b>70,637</b>		<b>70,450</b>	<b>70,806</b>	<b>69,800</b>	<b>66,503</b>

source\_compare

[1] National Establishment Time-Series (NETS) Database, Walls & Associates, 2013; City of Elk Grove; EPS.  
 [2] U.S. Census Bureau, OnTheMap, and LEHD Origin Destination Employment Statistics.  
 [3] SACOG 2014 estimates based on data from California Employment Development Department. Approximates City of Elk Grove as Elk Grove CDP, Laguna CDP, and Laguna West Lakeside CDP in each year, including 2000-2003.  
 [4] US Census Bureau, American Community Survey.  
 [5] Based on Employment and Wage (ES-202) data, which does not include sole proprietors or count owners as employees.  
 [6] Measures employment by place of residence rather than place of work.



# APPENDIX C: NAICS Code Definitions

Table C-1      NAICS Definitions (7 pages).....C-1



Table C-1  
Elk Grove Employment Dynamics  
NAICS Definitions

Code	Name	NAICS Industry	2012 NAICS Definition	Code	Name	NAICS Subcategories
11	Agriculture, Forestry, Fishing and Hunting		Comprises establishments primarily engaged in growing crops, raising animals, harvesting timber, and harvesting fish and other animals from a farm, ranch, or the animals' natural habitats. The establishments in this sector often are described as farms, ranches, dairies, greenhouses, nurseries, orchards, or hatcheries.	111	Crop Production	
				112	Animal Production and Aquaculture	
				113	Forestry and Logging	
				114	Fishing, Hunting and Trapping	
				115	Support Activities for Agriculture and Forestry	
21	Mining, Quarrying, and Oil & Gas Extraction		Comprises establishments that extract naturally occurring mineral solids, such as coal and ores; liquid minerals, such as crude petroleum; and gases, such as natural gas. The term mining is used in the broad sense to include quarrying, well operations, beneficiating (e.g., crushing, screening, washing, and flotation), and other preparation customarily performed at the mine site or as a part of mining activity. Industries include establishments that develop the mine site, extract the natural resources, or those that beneficiate (i.e., prepare) the mineral mined.	211	Oil and Gas Extraction	
				212	Mining (Except Oil & Gas)	
				213	Support Activities for Mining	
Utilities			Comprises establishments engaged in the provision of the following utility services: electric power, natural gas, steam supply, water supply, and sewage removal. In this sector, the specific activities associated with the utility services provided vary by utility: electric power includes generation, transmission, and distribution; natural gas includes distribution; steam supply includes provision or distribution; water supply includes treatment and distribution; and sewage removal includes collection, treatment, and disposal of waste through sewer systems and sewage treatment facilities. Solid waste management services are excluded from this sector.	2211	Electric Power Generation, Transmission & Distribution	
				2212	Natural Gas Distribution	
				2213	Water, Sewage, & Other Systems	
23	Construction		Comprises establishments primarily engaged in the construction of buildings or engineering projects (e.g., highways and utility systems). Also includes establishments primarily engaged in the preparation of sites for new construction and subdividing land for sale as building sites. Establishments primarily engaged in activities to produce a specific component (e.g., masonry, painting, and electrical work) of a construction project are commonly known as specialty trade contractors. Activities of specialty trade contractors are usually subcontracted from other construction establishments, but especially in remodeling and repair construction, the work may be done directly for the owner of the property.	236	Construction of Buildings	
				2361	Residential Building Construction	
				2362	Nonresidential Building Construction	
				237	Heavy and Civil Engineering Construction	
				2371	Utility System Construction	
				2372	Land Subdivision	
				2373	Highway, Street, and Bridge Construction	
				2379	Other Heavy and Civil Engineering Construction	
				238	Specialty Trade Contractors	
				2381	Foundation, Structure, and Building Exterior Contractors	
				2382	Building Equipment Contractors	
				2383	Building Finishing Contractors	
				2389	Other Specialty Trade Contractors	



**Table C-1  
Elk Grove Employment Dynamics  
NAICS Definitions**

Code	Name	NAICS Industry	2012 NAICS Definition	Code	Name	NAICS Subcategories
<b>44-45</b>	<b>Retail Trade</b>		<p>Comprises establishments engaged in retailing merchandise, generally without transformation, and rendering services incidental to the sale of merchandise. The retailing process is the final step in the distribution of merchandise; retailers are, therefore, organized to sell merchandise in small quantities to the general public. This sector comprises two main types of retailers: store and nonstore retailers.</p> <p>1. Store retailers operate fixed point-of-sale locations, located and designed to attract a high volume of walk-in customers. They typically sell merchandise to the general public for personal or household consumption, but some also serve business and institutional clients.</p> <p>2. Nonstore retailers, like store retailers, are organized to serve the general public, but their retailing methods differ. The establishments of this subsector reach customers and market merchandise with methods, such as the broadcasting of "infomercials," the broadcasting and publishing of direct-response advertising, the publishing of paper and electronic catalogs, door-to-door solicitation, in-home demonstration, selling from portable stalls (street vendors, except food), and distribution through vending machines. Establishments engaged in the direct sale (nonstore) of products, such as home heating oil dealers and home delivery newspaper routes are included here.</p>	441	Motor Vehicle & Parts Dealers	
				442	Furniture & Home Furnishings Stores	
				443	Electronics & Appliance Stores	
				444	Building Material & Garden Equipment & Supplies Dealers	
				445	Food & Beverage Stores	
				446	Health & Personal Care Stores	
				447	Gasoline Stations	
				448	Clothing & Clothing Accessories Stores	
				451	Sporting Goods, Hobby, Musical Instrument & Book Stores	
				452	General Merchandise Stores	
				4521	Department Stores	
				4529	Other General Merchandise Stores	
				453	Miscellaneous Store Retailers	
				4531	Florists	
				4532	Office Supplies, Stationery, & Gift Stores	
				4533	Used Merchandise Stores	
				4539	Other Miscellaneous Store Retailers	
				454	Nonstore Retailers	
				4541	Electronic Shopping & Mail-Order Houses	
				4542	Vending Machine Operators	
				4543	Direct Selling Establishments	
<b>48-49</b>	<b>Transportation &amp; Warehousing</b>		<p>Includes industries providing transportation of passengers and cargo, warehousing and storage for goods, scenic and sightseeing transportation, and support activities related to modes of transportation. Establishments in these industries use transportation equipment or transportation related facilities as a productive asset. The type of equipment depends on the mode of transportation. The modes of transportation are air, rail, water, road, and pipeline.</p>	481	Air Transportation	
				482	Rail Transportation	
				483	Water Transportation	
				484	Truck Transportation	
				485	Transit & Ground Passenger Transportation	
				486	Pipeline Transportation	
				487	Scenic & Sightseeing Transportation	
				488	Support Activities for Transportation	
				491	Postal Service	
				492	Couriers & Messengers	
				493	Warehousing & Storage	

**Table C-1**  
**Elk Grove Employment Dynamics**  
**NAICS Definitions**

NAICS Industry		2012 NAICS Definition		NAICS Subcategories	
Code	Name	Code	Name	Code	Name
<b>51</b>	<b>Information</b>	511	Publishing Industries (Except Internet)	5111	Newspaper, Periodical, Book & Directory Publishers
		5112	Software Publishers	512	Motion Picture & Sound Recording Industries
		515	Broadcasting (Except Internet)	5151	Radio & Television Broadcasting
		5152	Cable & Other Subscription Programming	517	Telecommunications
		518	Data Processing, Hosting & Related Services	519	Other Information Services
<b>52</b>	<b>Finance &amp; Insurance</b>	521	Monetary Authorities - Central Bank	522	Credit Intermediation & Related Activities
		523	Securities, Commodity Contracts, & Other Financial Investments & Related Activities	524	Insurance Carriers & Related Activities
		525	Funds, Trusts & Other Financial Vehicles		
<b>53</b>	<b>Real Estate &amp; Rental &amp; Leasing</b>	531	Real Estate	5311	Lessors of Real Estate
		5312	Office of Real Estate Agents & Brokers	5313	Activities Related to Real Estate
		532	Rental & Leasing Services	5321	Automotive Equipment Rental & Leasing
		5322	Consumer Goods Rental	5323	General Rental Centers
		5324	Commercial & Industry Machinery & Equipment Rental & Leasing	533	Lessors of Nonfinancial Intangible Assets (Except Copyrighted Works; e.g., patents and trademarks)

Comprises establishments engaged in the following processes: (a) producing and distributing information and cultural products, (b) providing the means to transmit or distribute these products as well as data or communications, and (c) processing data. The main components of this sector are the publishing industries, including software publishing, and both traditional publishing and publishing exclusively on the Internet; the motion picture and sound recording industries; the broadcasting industries, including traditional broadcasting and those broadcasting exclusively over the Internet; the telecommunications industries; Web search portals, data processing industries, and the information services industries.

Comprises establishments primarily engaged in financial transactions (transactions involving the creation, liquidation, or change in ownership of financial assets) and/or in facilitating financial transactions. Three principal types of activities are identified:

1. Raising funds by taking deposits and/or issuing securities and, in the process, incurring liabilities. Establishments engaged in this activity use raised funds to acquire financial assets by making loans and/or purchasing securities. Putting themselves at risk, they channel funds from lenders to borrowers and transform or repack the funds with respect to maturity, scale, and risk. This activity is known as financial intermediation.
2. Pooling of risk by underwriting insurance and annuities. Establishments engaged in this activity collect fees, insurance premiums, or annuity considerations; build up reserves; invest those reserves; and make contractual payments. Fees are based on the expected incidence of the insured risk and the expected return on investment.
3. Providing specialized services facilitating or supporting financial intermediation, insurance, and employee benefit programs.

Comprises establishments primarily engaged in renting, leasing, or otherwise allowing the use of tangible or intangible assets, and establishments providing related services. The major portion of this sector comprises establishments that rent, lease, or otherwise allow the use of their own assets by others. The assets may be tangible, as is the case of real estate and equipment, or intangible, as is the case with patents and trademarks. This sector also includes establishments primarily engaged in managing real estate for others, selling, renting and/or buying real estate for others, and appraising real estate.

**Table C-1**  
**Elk Grove Employment Dynamics**  
**NAICS Definitions**

Code	Name	NAICS Industry	2012 NAICS Definition	Code	Name	NAICS Subcategories
<b>54</b>	<b>Professional, Scientific, &amp; Technical Services</b>		Comprises establishments that specialize in performing professional, scientific, and technical activities for others. These activities require a high degree of expertise and training. The establishments in this sector specialize according to expertise and provide these services to clients in a variety of industries and, in some cases, to households. Activities performed include: legal advice and representation; accounting, bookkeeping, and payroll services; architectural, engineering, and specialized design services; computer services; consulting services; research services; advertising services; photographic services; translation and interpretation services; veterinary services; and other professional, scientific, and technical services.	541	Professional, Scientific & Technical Services	
				5411	Legal Services	
				5412	Accounting, Tax Preparation, Bookkeeping & Payroll Services	
				5413	Architectural, Engineering & Related Services	
				5414	Specialized Design Services	
				5415	Computer Systems Design & Related Services	
				5416	Management, Scientific & Technical Consulting Services	
				5417	Scientific Research & Development Services	
				5418	Advertising, Public Relations & Related Services	
				5419	Other Professional, Scientific & Technical Services	
				551	Management of Companies & Enterprises	
		<b>Management of Companies &amp; Enterprises</b>	Comprises (1) establishments that hold the securities of (or other equity interests in) companies and enterprises for the purpose of owning a controlling interest or influencing management decisions or (2) establishments (except government establishments) that administer, oversee, and manage establishments of the company or enterprise and that normally undertake the strategic or organizational planning and decision making role of the company or enterprise. Establishments that administer, oversee, and manage may hold the securities of the company or enterprise. Establishments in this sector perform essential activities that are often undertaken in-house by establishments in many sectors of the economy. By consolidating the performance of these activities of the enterprise at one establishment, economies of scale are achieved.			
<b>56</b>	<b>Administrative &amp; Support &amp; Waste Management &amp; Remediation Services</b>		Comprises establishments performing routine support activities for the day-to-day operations of other organizations. These essential activities are often undertaken in-house by establishments in many sectors of the economy. The establishments in this sector specialize in one or more of these support activities and provide these services to clients in a variety of industries and, in some cases, to households. Activities performed include: office administration, hiring and placing of personnel, document preparation and similar clerical services, solicitation, collection, security and surveillance services, cleaning, and waste disposal services.	561	Administrative & Support Services	
				5611	Office Administrative Services	
				5612	Facilities Support Services	
				5613	Employment Services	
				5614	Business Support Services	
				5615	Travel Arrangement & Reservation Services	
				5616	Investigation & Security Services	
				5617	Services to Buildings & Dwellings	
				5619	Other Support Services	
				562	Waste Management & Remediation Services	



**Table C-1  
Elk Grove Employment Dynamics  
NAICS Definitions**

NAICS Industry		2012 NAICS Definition		NAICS Subcategories	
Code	Name			Code	Name
<b>61</b>	<b>Educational Services</b>		Comprises establishments that provide instruction and training in a wide variety of subjects. This instruction and training is provided by specialized establishments, such as schools, colleges, universities, and training centers. These establishments may be privately owned and operated for profit or not for profit, or they may be publicly owned and operated. They may also offer food and/or accommodation services to their students.	611	Educational Services
				6111	Elementary & Secondary Schools
				6112	Junior Colleges
				6113	Colleges, Universities, & Professional Schools
				6114	Business Schools & Computer & Management Training
				6115	Technical & Trade Schools
				6116	Other Schools & Instruction
				6117	Educational Support Services
<b>62</b>	<b>Health Care &amp; Social Assistance</b>		Comprises establishments providing health care and social assistance for individuals. The sector includes both health care and social assistance because it is sometimes difficult to distinguish between the boundaries of these two activities. The industries in this sector are arranged on a continuum starting with those establishments providing medical care exclusively, continuing with those providing health care and social assistance, and finally finishing with those providing only social assistance. The services provided by establishments in this sector are delivered by trained professionals. All industries in the sector share this commonality of process, namely, labor inputs of health practitioners or social workers with the requisite expertise.	621	Ambulatory Health Care Services
				622	Hospitals
				623	Nursing & Residential Care Facilities
				624	Social Assistance
				6241	Individual & Family Services
				6242	Community Food & Housing, Emergency & Other Relief Services
				6243	Vocational Rehabilitation Services
				6244	Child Day Care Services
<b>71</b>	<b>Arts, Entertainment &amp; Recreation</b>		Includes a wide range of establishments that operate facilities or provide services to meet varied cultural, entertainment, and recreational interests of their patrons. This sector comprises (1) establishments that are involved in producing, promoting, or participating in live performances, events, or exhibits intended for public viewing; (2) establishments that preserve and exhibit objects and sites of historical, cultural, or educational interest; and (3) establishments that operate facilities or provide services that enable patrons to participate in recreational activities or pursue amusement, hobby, and leisure-time interests.	711	Performing Arts, Spectator Sports & Related Industries
				712	Museums, Historical Sites & Similar Institutions
				713	Amusement Gambling & Recreation Industries
<b>72</b>	<b>Accommodation &amp; Food Services</b>		Comprises establishments providing customers with lodging and/or preparing meals, snacks, and beverages for immediate consumption. The sector includes both accommodation and food services establishments because the two activities are often combined at the same establishment. Excluded from this sector are civic and social organizations; amusement and recreation parks; theaters; and other recreation or entertainment facilities providing food and beverage services.	721	Accommodation
				7211	Traveler Accommodation
				7212	RV Parks & Recreational Camps
				7213	Rooming & Boarding Houses
				722	Food Services & Drinking Places

**Table C-1**  
**Elk Grove Employment Dynamics**  
**NAICS Definitions**

Code	Name	NAICS Industry	2012 NAICS Definition	Code	Name	NAICS Subcategories
81	Other Services (Except Public Administration)		Comprises establishments engaged in providing services not specifically provided for elsewhere in the classification system. Establishments in this sector are primarily engaged in activities such as equipment and machinery repairing, promoting or administering religious activities, grantmaking, advocacy, and providing dry cleaning and laundry services, personal care services, death care services, pet care services, photofinishing services, temporary parking services, and dating services.	811	Repair & Maintenance	
				812	Personal & Laundry Services	
				813	Religious, Grantmaking, Civic, Professional & Similar Organizations	
				814	Private Households	
92	Public Administration		Consists of establishments of federal, state, and local government agencies that administer, oversee, and manage public programs and have executive, legislative, or judicial authority over other institutions within a given area. These agencies also set policy, create laws, adjudicate civil and criminal legal cases, provide for public safety and for national defense. In general, government establishments in the Public Administration sector oversee governmental programs and activities that are not performed by private establishments. Establishments in this sector typically are engaged in the organization and financing of the production of public goods and services, most of which are provided for free or at prices that are not economically significant. Government establishments also engage in a wide range of productive activities covering not only public goods and services but also individual goods and services similar to those produced in sectors typically identified with private-sector establishments. In general, ownership is not a criterion for classification in NAICS. Therefore, government establishments engaged in the production of private-sector goods and services should be classified in the same industry as private-sector establishments engaged in similar activities.	921	Executive, Legislative, & Other General Government Support	
				922	Justice, Public Order & Safety Activities	
				923	Administration of Human Resources Programs	
				924	Administration of Environmental Quality Programs	
				925	Administration of Housing Programs, Urban Planning & Community Development	
				926	Administration of Economic Programs	
				927	Space Research & Technology	
				928	National Security & International Affairs	

"naics\_defin"

Source: US Census Bureau.

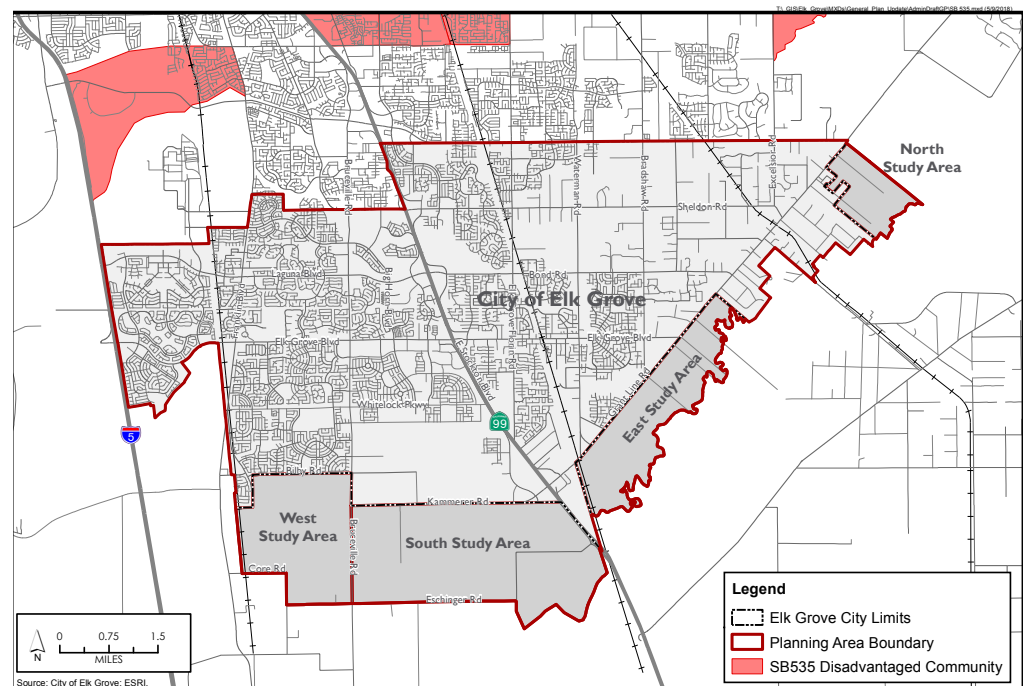


## 12.2: DISADVANTAGED COMMUNITIES

Government Code Section 65302, as amended by Senate Bill 1000 (SB 1000), requires cities and counties with disadvantaged communities to incorporate environmental justice (EJ) policies into their general plans. Disadvantaged communities were defined under Senate Bill 535 (SB 535) and are areas that are low-income and disproportionately affected by environmental pollution and other hazards that can lead to negative health effects, exposure, or environmental degradation. The City of Elk Grove evaluated the presence of disadvantaged communities within its Sphere of Influence (SOI) as of December 2017 using California EnviroScreen3.0, a tool developed by the Office of Environmental Health Hazard Assessment on behalf of the California Environmental Protection Agency, which includes methods to identify disadvantaged communities, as defined by state law.

As shown in Figure 12.2-1 below, there are no disadvantaged communities located in the City' limits.

FIGURE 12.2-1:  
SB-1000 DISADVANTAGED COMMUNITIES 'ELK GROVE' CALENIVIROSCREEN3.0 SCREENSHOT





## 12.3: DISADVANTAGED UNINCORPORATED COMMUNITIES

Senate Bill 244 (SB 244) requires local governments to include data and an analysis of any unincorporated, fringe, island, or legacy communities inside or near its boundaries that are determined to be disadvantaged unincorporated communities (DUC). State law (Government Code Section 65302.10) defines a disadvantaged unincorporated community as a place that meets all of the following criteria:

- 1) Contains 10 or more dwelling units in close proximity to one another;
- 2) Is either within a city sphere of influence (“fringe community”), is an island within a city boundary (“island community”), or is geographically isolated and has existed for more than 50 years (“legacy community”); and
- 3) Has a median household income that is 80 percent or less than the statewide median household income.

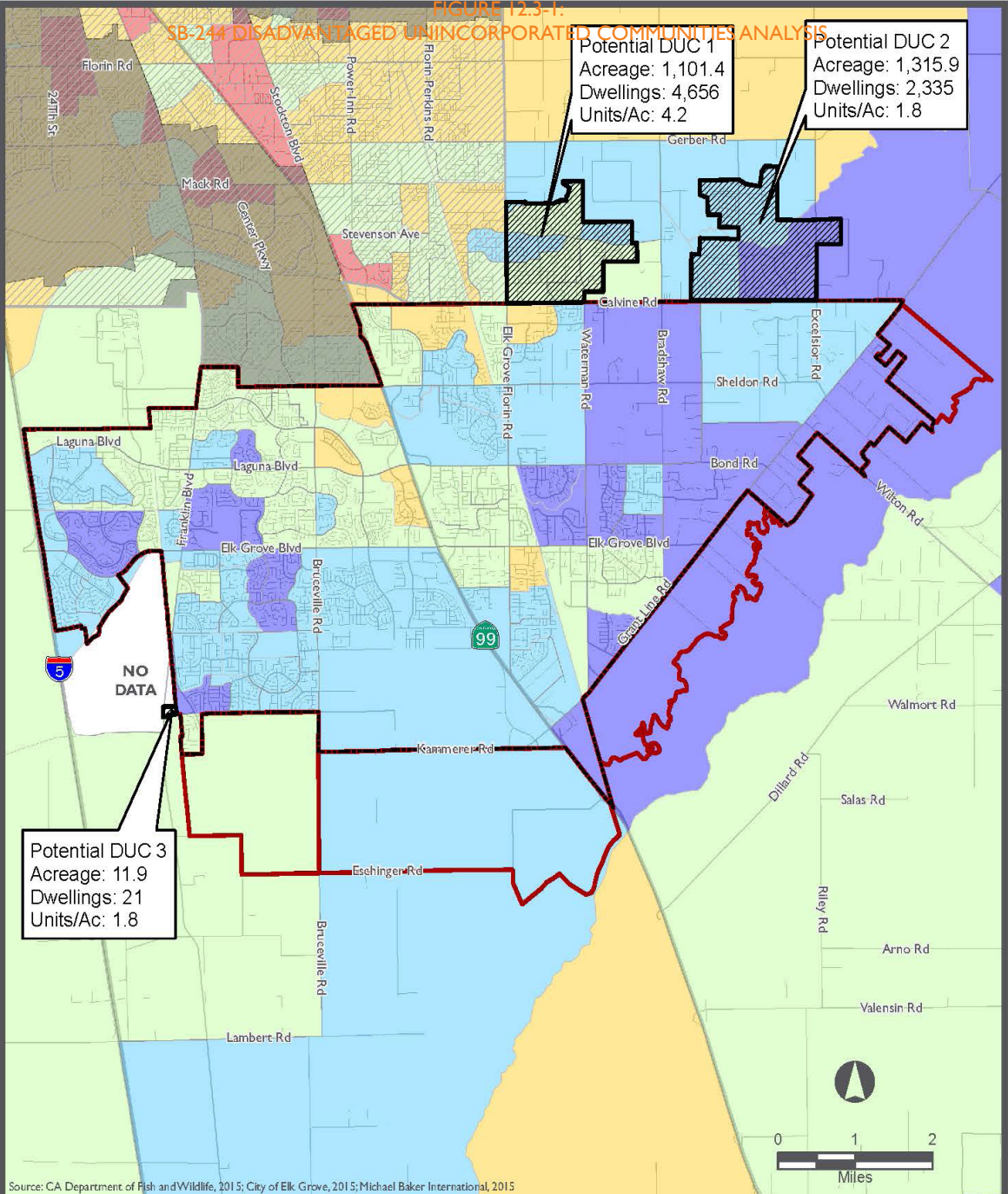
Analysis identified three potential disadvantaged unincorporated communities adjacent to, but not within, the City’s General Plan Planning Area as shown in Figure 12.3-1 and summarized below.

- **Potential DUC 1:** This area is located north of the City and northeast of the intersection of Calvine Road and Elk Grove Florin Road. It is approximately 1,100 acre in size and includes 4,656 dwellings with an average density of 4.2 units per acre. This area is predominately developed with single family uses. It is contiguous with other developed unincorporated areas of Sacramento County.
- **Potential DUC 2:** This area is also located north of the City, just north of Calvine Road and between Bradshaw and Excelsior Roads. It is slightly over 1,300 acres in size and has an average density of 1.8 units per acre. It is developed as suburban-style single family subdivisions, and is adjacent to rural and agricultural land uses in unincorporated Sacramento County to the west, north and east.
- **Potential DUC 3:** This is a small area located just west of the southwestern boundary of the City, directly to the east of Franklin Boulevard. It is 11.9 acres in size with a density of 1.8 units per acre. It is contiguous with single family subdivisions in Elk Grove to the east, and is surrounded on other sides by undeveloped land in the unincorporated county.



Document Path: T:\GIS\Elk\_Grove\H2017\General\_Plan\_Update\A\UrbanDraft\GIS\SB\_244.mxd 6/17/2017 4:30:13 PM

FIGURE 12.3-1: SB-244 DISADVANTAGED UNINCORPORATED COMMUNITIES ANALYSIS



Source: CA Department of Fish and Wildlife, 2015; City of Elk Grove, 2015; Michael Baker International, 2015

**LEGEND**

- Elk Grove City Limits
- Planning Area Boundary
- Sacramento City Limits
- Sacramento SOI

**Median Household Income**

- \$10,728- \$25,800
- \$25,800 - \$51,600
- \$51,600 - \$77,400
- \$77,400 - \$103,200
- \$103,200 - \$186,875

Statewide Median \$64,500 (low income <\$51,600)

**ELK GROVE  
GENERAL PLAN UPDATE**  
June 2017



## 12.4: HOUSING ELEMENT BACKGROUND

The following Housing Element Background Report was prepared in support of the 2021-2029 Housing Element. Supporting information for key findings on housing needs assessments, adequate sites location, and goals and policies of this General Plan are contained in this Background Report.





# **CITY OF ELK GROVE 2021–2029 HOUSING ELEMENT BACKGROUND REPORT**

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**Adopted May 2021  
Amended December 2021**

*Submitted to:*

**CITY OF ELK GROVE**  
8401 Laguna Palms Way  
Elk Grove, CA 95758



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**OVERVIEW**

This document contains the required background information and data analysis for the Housing Element of the General Plan as required by State law.

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**1. SUMMARY OF HOUSING NEEDS**

**REGIONAL HOUSING NEEDS ALLOCATION**

The Sacramento Area Council of Governments (SACOG) Regional Housing Needs Plan (RHNP), finalized in March 2020, projected a Regional Housing Needs Allocation (RHNA) requirement for the City of Elk Grove of 2,661 extremely low- and very low-income units, 1,604 low-income units, 1,186 moderate-income units, and 2,812 above-moderate-income units for the projection period from June 30, 2021, to August 31, 2029. **Table 1** depicts a summary of the regional housing needs allocation for the City.

**Table 1  
Regional Housing Needs Allocation**

Income Category	RHNA 2021–2029
Extremely Low	1,331 <sup>1</sup>
Very Low	1,330
Low	1,604
<b>Subtotal Affordable Units</b>	<b>4,265</b>
Moderate	1,186
Above Moderate	2,812
<b>Total</b>	<b>8,263</b>

Source: SACOG Regional Housing Needs Plan 2020.

<sup>1</sup> Extremely low-income need was determined by assuming the need is 50% of the very low-income RHNA allocation.

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## 2. QUANTIFIED HOUSING OBJECTIVES

Quantified housing objectives are provided in **Table 2** for the new construction (new units), rehabilitation (existing units), and preservation (at-risk units) of affordable and special-needs housing units and or households, as a result of implementation of the actions set forth in the Goals and Policies and Actions sections of this element.

**Table 2**  
**Quantified Objectives: 2021–2029**

Task	Income Level					Total
	Extremely Low	Very Low	Low	Moderate	Above Moderate	
<b>Fair Share Allocation</b>	<b>1,331</b>	<b>1,330</b>	<b>1,604</b>	<b>1,186</b>	<b>2,812</b>	<b>8,263</b>
New Construction <sup>1</sup>	100	350	360	200	6,000	<b>7,010</b>
Rehabilitation <sup>2</sup>	0	20	20	0	0	<b>40</b>
Conservation/Preservation <sup>3</sup>	460	182	130	0	0	<b>772</b>
Totals	560	552	490	200	6,000	<b>7,822</b>

Source: City of Elk Grove, May 2021.

<sup>1</sup> New construction estimates are based on projections of 500 - 800 market-rate units annually during the planning period. At the present affordable housing fee of \$4,593 per unit, the City would generate about \$24 million to subsidize affordable housing during the eight-year timeframe. At a subsidy of \$52,000 per unit, about 460 lower-income units could be funded. The actual number of units built will vary based on funding availability (including tax credits), construction costs, etc.

<sup>2</sup> Rehabilitation numbers are based on the availability of funding, primarily at the state or federal level.

<sup>3</sup> Based on objectives from Programs 3, 18, and 23.

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**3. HOUSING NEEDS ASSESSMENT**

Demographic and socioeconomic variables, such as population, household characteristics, and housing stock conditions must be analyzed to adequately determine the present and future housing needs of the City.

Most of the data presented in this section was provided to the City by the Sacramento Area Council of Governments (SACOG) in the form of a data package. This data package relied on data from the 2014–2018 American Community Survey (ACS), California Department of Finance (DOF), and other various sources. The City also relied on internal documents from the Development Services Department, data collected to inform affordable housing need in the City, and other sources.

The 2020 Census was not available when this document was prepared. As mentioned, the City relied on the 2014–2018 ACS, which provides a much larger range of data, but also comes with a greater margin of error.

DOF is another source of valuable data that is more current than the Census and provides provisional population and housing estimates for January 1, 2001, through 2020. However, the DOF does not provide the depth of information that can be found within the ACS. Whenever possible, DOF data and other local sources were used in the Housing Needs Assessment to provide the most current profile of the community.

**POPULATION CHARACTERISTICS**

According to DOF estimates, the City’s population in 2020 was 176,145 and is projected to continue to grow at a modest rate over the next 20 years (0.78 percent), reaching over 202,000 by 2040. Population growth in the City has slowed over the past decade, growing annually by 1.79 percent between 2013 and 2019, as compared to 4.35 percent between 2005 and 2010. From incorporation in 2000 until 2010, the population of the City increased by 111 percent, an average increase of 11 percent annually. The City’s rapid development came as a result of an increase in jobs in the Sacramento region and the availability of land outside the downtown Sacramento area (**Table 3**). It also includes the annexation of the Laguna West community in 2004, which, at the time, was substantially developed.

**Table 3  
Population Trends**

Year	Population	Change	Percentage Change	Annual Percentage Change
<sup>1</sup> 2000	72,665	--	--	--
<sup>2</sup> 2005	125,703	53,038	72.99%	14.60%
<sup>3</sup> 2010	153,015	27,312	21.73%	4.35%
<sup>2</sup> 2013	159,074	6,059	3.96%	1.32%
<sup>3</sup> 2020	176,145	17,071	10.73%	1.79%
<sup>4</sup> 2040	202,630	26,485	15.04%	0.72%

Source: <sup>1</sup>2000 Census; <sup>2</sup>Department of Finance; <sup>3</sup>2010 Census, Elk Grove 2012, and Center for Strategic Economic Research, 2010; <sup>4</sup> SACOG 2016–2040 Estimates

**Population by Age**

According to the 2014–2018 ACS, the City’s residents are approximately the same age as Sacramento County residents. The median age is 36.6 years for the City and 36.0 years for the County. In the City, children (age 14 and under) account for 21.44 percent of the total population, compared with 20.04 percent for Sacramento County. The City and the County both have a majority of their population under the age of 55; the 55 and over age group accounts for approximately 24 percent of the City’s population, whereas persons 55 and older make up approximately 26 percent of Sacramento County’s population. The largest age group for the City is made up

of individuals 35 to 44 years old, who make up nearly 14 percent of the total City population, compared with over 13 percent for Sacramento County.

Generally, persons aged 25 to 44 are considered to be in the family-forming age group. This family-forming age group represents approximately 26 percent of the population in the City and just under 29 percent of Sacramento County. These age characteristics suggest that the City's housing needs will be somewhat similar to Sacramento County.

**Table 4** shows the age characteristics for the City and Sacramento County as of 2018.

**Table 4  
Elk Grove and Sacramento County Population by Age**

Age Group	Elk Grove		Sacramento County	
	Number	Percentage	Number	Percentage
Under 5 years	10,809	6.41%	99,356	6.58%
5 to 9 years	12,632	7.50%	101,293	6.71%
10 to 14 years	12,688	7.53%	102,000	6.75%
15 to 19 years	12,901	7.66%	94,932	6.29%
20 to 24 years	10,772	6.39%	100,159	6.63%
25 to 34 years	20,920	12.42%	234,363	15.52%
35 to 44 years	23,278	13.81%	197,732	13.09%
45 to 54 years	24,144	14.33%	195,044	12.92%
55 to 59 years	11,110	6.59%	95,111	6.30%
60 to 64 years	9,156	5.43%	87,826	5.82%
65 to 74 years	11,551	6.86%	117,908	7.81%
75 to 84 years	6,266	3.72%	57,619	3.82%
85 years and over	2,276	1.35%	26,680	1.77%
Median Age	36.6		36.0	

Source: 2014 – 2018 American Community Survey, 2014–2018

**Population by Race and Ethnicity**

According to the 2014–2018 ACS, white individuals made up the largest racial group in the City, comprising slightly less than 35 percent of the City's population. The white population also represented the County of Sacramento's largest racial group, making up over 45 percent of the County's total population. The Asian population, which includes Chinese, Hmong, Filipino, Asian Indian, Vietnamese, and other Asian groups, make up the second-largest ethnic group, just under 28 percent, in the City and the third-largest, approximately 15 percent, in Sacramento County. African Americans represented nearly 10 percent of the County's population and just over 10 percent for the City. In the City, 18 percent of residents are Hispanic, compared to 23 percent for all of Sacramento County.

Race characteristics for the City and Sacramento County are shown in **Table 5**.

**Table 5**  
**Elk Grove and Sacramento County Population by Race/Ethnicity**

Race	Elk Grove		Sacramento County	
	Number	Percentage	Number	Percentage
White	58,684	34.83%	682,500	45.20%
African American	18,317	10.87%	144,003	9.54%
American Indian and Alaska Na-tive	611	0.36%	5,469	0.36%
Asian	47,144	27.98%	231,740	15.35%
Native Hawaiian or Pacific Islander	2,665	1.58%	16,335	1.08%
Other Race	188	0.11%	6,086	0.40%
Two or More Races	10,542	6.26%	76,865	5.09%
<b>Total</b>	<b>168,503</b>	<b>100.00%</b>	<b>1,510,023</b>	<b>100.00%</b>
Ethnicity	Number	Percentage	Number	Percentage
Hispanic	30,352	18.01%	347,025	22.98%
Not Hispanic	138,151	81.99%	1,162,998	77.02%
<b>Total</b>	<b>168,503</b>	<b>100.00%</b>	<b>1,510,023</b>	<b>100.00%</b>

Source: 2014 – 2018 American Community Survey

**EMPLOYMENT CHARACTERISTICS**

The work force in the Sacramento metropolitan area encompasses professional, technical, production, transportation, and service occupations. The region’s manufacturing sector has grown steadily since the late 1970s, spurred by the expansion of high-technology industries. The City’s major employers reflect this economic diversity and include technology, healthcare, financial, and retail activities (see **Table 6**). The top 10 major employers in the City provide about 16 percent of jobs in the community.

**Table 6**  
**Major Employers: City of Elk Grove (2019)**

Employer	Employees
Apple Inc.	5,000
Elk Grove Unified School District	4,055
California Correctional Health Care Services	1,124
Cosumnes Community Services District	779
Walmart	515
Kaiser Permanente	443
Raley’s/Bel Air Markets	398
AllData LLC	378

Source: City of Elk Grove Comprehensive Annual Financial Report, 2019

According to the 2014–2018 ACS, just over 25 percent of employed City residents (20,104 individuals) were employed in the education, health, and social assistance industries (see **Table 7**). Approximately 15 percent worked in public administration; just over 10 percent in retail trade industries; and over 9 percent in professional, scientific, management, administrative, and waste management service positions.



**Table 7  
Elk Grove Employment by Industry**

Sector	Number	Percentage
Educational services, and healthcare and social assistance	20,104	25.76%
Public administration	11,366	14.57%
Retail trade	7,916	10.14%
Professional, scientific, management, and administrative and waste management services	7,588	9.72%
Finance and insurance, and real estate and rental and leasing	5,269	6.75%
Arts, entertainment, and recreation, and accommodation and food services	6,106	7.82%
Manufacturing	4,068	5.21%
Transportation and warehousing, and utilities	4,779	6.12%
Construction	3,161	4.05%
Other services, except public administration	3,551	4.55%
Wholesale trade	1,808	2.32%
Information	1,761	2.26%
Agriculture, forestry, fishing and hunting, and mining	555	0.71%
<b>Total</b>	<b>78,032</b>	<b>100.00%</b>

Source: 2014–2018 American Community Survey

According to SACOG population estimates, the City had 44,316 jobs in 2016. Between 2016 and 2040, the number of jobs in the City is expected to grow by 35.54 percent, as shown in **Table 8**.

**Table 8  
Elk Grove Jobs Projections**

Year	Jobs	Percentage Change
2016	44,316	—
2040	60,068	35.54%

Source: SACOG Draft 2040 Projections

**Jobs-Housing Balance**

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 to estimate the number of jobs per housing unit.

Using SACOG Draft 2040 Projections data, it is possible to estimate the ratio of employed residents, whether working in the City or elsewhere, to the total population. This calculation excludes members of the City's community that are not part of the labor force and therefore not in need of a job. As shown in **Table 9**, the City had a lower jobs-to-housing ratio in 2016 than Sacramento County as a whole, suggesting that the City experiences a net worker outflow with more workers leaving the area for employment than coming into it. Sacramento County may experience a net inflow of workers from outside counties or may have a nearly net-neutral exchange of workers between other counties.

**Table 9**  
**Elk Grove Jobs–Housing Balance, 2016**

	Elk Grove	Sacramento County
Housing Units	53,631	570,360
Employment	44,316	688,897
Jobs per Housing Unit	0.83	1.21

Source: SACOG Draft 2040 Projections

## **HOUSEHOLD CHARACTERISTICS**

According to the 2019 DOF numbers, 51,243 households were in the City. **Table 10** shows the change in the number of households in the City since 2010. While the number of households continues to increase, the rate of household growth is slightly decreasing. The number of households increased by approximately four percent from 2010 to 2015, but just over two percent from 2015 to 2019.

**Table 10**  
**Elk Grove Household Growth**

	Households	Change	Percentage Change	Annual Percentage Change
2010	47,927	-	-	-
2012	48,588	661	1.38%	0.69%
2015	50,000	1,412	2.91%	0.97%
2017	50,765	765	1.53%	0.77%
2018	50,883	118	0.23%	0.23%
2019	51,243	361	0.71%	0.71%

Source: 2010 Census; 2012, 2015, 2017, 2018, 2019 Department of Finance Estimates

## **Household Income**

California Department of Housing and Community Development (HCD) publishes annual income limits for each county in the State. The 2020 area median income (AMI) in Sacramento County (for a four-person household) is \$86,300. **Table 11** shows the maximum annual income level for each income group adjusted for household size for Sacramento County, as determined by HCD. The maximum annual income data is then used to calculate the maximum affordable housing payments for different households (varying by income level) and their eligibility for federal housing assistance.

On average, the household incomes for the City are higher compared to household incomes for Sacramento County. According to the 2014–2018 ACS, the household median income in the City was \$90,770, compared to \$63,902 for all of Sacramento County. In the City, approximately 45 percent of households had income of at least \$100,000, compared to 30 percent for all of Sacramento County.

**Table 11**  
**Maximum Household Income Level for Income Groups by Household Size, 2020**

Household Size	Maximum Income Level				
	Extremely Low	Very Low	Low	Median	Moderate
1-Person	\$18,150	\$30,250	\$48,350	\$60,400	\$72,500
2-Person	\$20,750	\$34,550	\$55,250	\$69,050	\$82,850
3-Person	\$23,350	\$38,850	\$62,150	\$77,650	\$93,200
4-Person	\$26,200	\$43,150	\$69,050	<b>\$86,300</b>	\$103,550
5-Person	\$30,680	\$46,650	\$74,600	\$93,200	\$111,850
6-Person	\$35,160	\$50,100	\$80,100	\$100,100	\$120,100
7-Person	\$39,640	\$53,550	\$85,650	\$107,000	\$128,400
8-Person	\$44,120	\$57,000	\$91,150	\$113,900	\$136,700

Source: Department of Housing and Community Development, Division of Housing Policy Development, April 2020

**Extremely Low-Income Households**

Lower-income households generally have a higher incidence of housing problems and tend to overpay for housing (paying 30 percent or more of their monthly income toward housing costs). Households that earn 30 percent or less than the County's median income (up to \$26,200 for a family of four in 2020) are considered "extremely low-income." Extremely low-income households typically consist of minimum-wage workers, seniors on fixed incomes, disabled persons, and farmworkers. To estimate the number of households in this income category, the City reviewed 2012–2016 Comprehensive Housing Affordability Strategy (CHAS) data for the number of households in the extremely low-income (ELI) range.

As shown in **Table 12**, extremely low-income households make up less than 10 percent of all households. When looking at overpayment data for ELI households, 3,695 households were overpaying for housing of which 2,265 (61.3%) were renter occupied households, and 1,430 (38.7%) were owner occupied households. (Please note, the numbers included for overpayment rely on the 2006- 2015 CHAS data.)

Over the past 10 years, the following projects have been constructed in the City, which have provided 37 units for extremely low-income households. Additionally, all affordable housing built during the 5<sup>th</sup> cycle (2013-2021) Housing Element period included ELI units. The City also implemented a limited preference for new affordable housing that benefits households experiencing homelessness, many of which are ELI.

- Gardens at Quail Run – 10 ELI units, 96 total
- Bow Street Apartments – 10 ELI units, 98 total
- Avery Gardens – 10 ELI units, 64 total
- Vintage at Laguna II – 7 ELI units, 69 total

The City also supports ELI households through utility assistance, motel vouchers for vulnerable populations experiencing homelessness, and nonprofit partnerships (listed below).

- Alchemist CDC – matching funds for use of CalFresh at farmers' markets
- Chicks in Crisis – services to MediCal households who are pregnant or parenting
- Elk Grove Food Bank – food and clothing assistance, Support Works case management and referral program

- EG HART – homelessness services, including shelter and motel vouchers for vulnerable populations experiencing homelessness
- Elk Grove United Methodist Church – free weekend meals for anyone in need
- Meals on Wheels – free home-delivered and congregate meals for seniors
- Sacramento Self Help Housing – transitional housing, housing counseling and location assistance, homeless navigation services
- Uplift Elk Grove – poverty reduction program

The City has included Action 8, 11, 16, 17, 18, 22, and 23 to provide the following that could assist ELI households.

- Support for affordable housing development through provision of direct assistance from the Affordable Housing Fund and/or other City-controlled housing funding sources.
- Continue to contribute funding to Elk Grove Homeless Assistance Resource Team (HART), Sacramento Self Help Housing, and other local and regional entities and work closely with these groups to assess the needs of people experiencing homelessness and develop plans to address homelessness at a regional level.
- Provide regulatory incentives for the development of units affordable to extremely low-, very low-, and low-income households, including second dwelling units, senior housing, infill projects, mixed-use and multifamily units, and housing for special-needs groups, including agricultural employees, persons with disabilities (including developmental disabilities), and individuals and families in need of emergency/transitional housing. The City will take subsequent action, as appropriate, to make the development of such units more financially feasible including providing financial incentives, such as reducing, waiving, and/or deferring fees, where feasible, offering fast track/priority processing, density bonuses, and flexibility in development standards.
- Continue to operate housing repair and/or rehabilitation programs that assist lower-income households occupying housing in need of repair, such as the Minor Home Repair Program.
- Continue to refer individuals interested in utility assistance to the appropriate local energy provider which offer programs to assist with utility costs, and to nonprofit organizations that may offer utility assistance.
- Evaluate the rate of usage of tenant-based Housing Choice Vouchers in affordable housing properties in which the City has a financial investment, in order to ensure that voucher holders are fairly represented and implement a Housing Choice Voucher) education program to share information about the program and available incentives with rental property owners and managers.

**Table 12**  
**Extremely Low-Income Households (Estimate)**

Income Range	Owners		Renters	
	Number	Percentage	Number	Percentage
Extremely Low (<30% of AMI)*	1,870	5.1%	2,830	20.0%
Very Low (30-50% of AMI)	2,100	5.8%	1,780	12.6%
Low (51-80% of AMI)	4,040	11.1%	2,415	17.1%
Moderate (81-100% AMI)	3,730	10.2%	1,590	11.3%
Above Moderate (>100% of AMI)	24,700	67.8%	5,515	39.0%
<b>Total ELI Households</b>	<b>4,700</b>			
<b>ELI Percent of All Households</b>	<b>9.29%</b>			

Source: 2012–2016 Comprehensive Housing Affordability Strategy

**Household Size**

According to the 2014–2018 ACS, two-person households are the most common in the City. **Table 13** displays the number of households by size and percentage of each household size within the community.

**Table 13**  
**Household Size of Elk Grove Residents**

Household Size	Number of Households	Percentage
1-person	8,929	17.16%
2-person	14,207	27.31%
3-person	9,745	18.73%
4-person	9,526	18.31%
5-person	5,821	11.19%
6-person	2,470	4.75%
7+-person	1,327	2.55%
<b>Total</b>	<b>52,025</b>	<b>100.00%</b>
<b>Average Household Size</b>	<b>3.2</b>	

Source: 2014–2018 American Community Survey

**Household Type**

According to the 2014–2018 ACS, the significant majority of households in the City were family households (approximately 80 percent); the remaining 20 percent were non-family households. In Sacramento County, 66.3 percent of households were family households and 33.7 percent were non-family households. Married couples made up approximately 62 percent of all the households in the City. A summary of the City’s household characteristics is provided in **Table 14**.

**Table 14**  
**Household Characteristics of Elk Grove Residents**

	Number	Percentage
<b>Family Households</b>	<b>41,650</b>	<b>80.06%</b>
Married Couple Households	31,970	61.45%
Female Householder, no husband present <sup>1</sup>	7,267	13.97%
Male Householder, no wife present <sup>1</sup>	2,413	4.64%
<b>Non-Family Household</b>	<b>10,375</b>	<b>19.94%</b>
Householder living alone	8,929	17.16%
Householder not living alone	1,446	2.78%
<b>Total</b>	<b>52,025</b>	<b>100.00%</b>

Source: 2014–2018 American Community Survey, DP02

<sup>1</sup> Census data reported for the 2014-2018 ACS and earlier reports the presence of a husband or wife and may not represent all single-parent households.

**Household Tenure**

As shown in **Table 15**, the 2014–2018 ACS reported that most households (approximately 73 percent) in the City were owner-occupied. Approximately 27 percent of households in the City were occupied by renters, a significantly lower amount than for all of Sacramento County, in which 44 percent of occupied households lived in rental units. There were 52,025 occupied housing units in the City.

**Table 15  
Household Tenure**

	Elk Grove		Sacramento County	
Owner-Occupied	37,870	72.79%	300,082	55.98%
Renter-Occupied	14,155	27.21%	235,947	44.02%
<b>Total Occupied Housing Units</b>	<b>52,025</b>	<b>100.00%</b>	<b>536,029</b>	<b>100.00%</b>

Source: 2014–2018 American Community Survey

**Overcrowded Households**

Overcrowding is defined as a household where there is more than one person per room in an occupied housing unit. Overcrowding can result from a low supply of affordable and adequate housing units. Households that are unable to afford larger housing units may be forced to rent or purchase housing that is too small to meet their needs. According to the 2014–2018 ACS, 2.95 percent of all occupied households in the City were overcrowded to some degree and just over 26 percent of all overcrowded units (0.62 percent of total units in the community) were considered “severely overcrowded,” meaning that there were 1.5 people or more per room in the household (see **Table 16**).

**Table 16  
Overcrowded Households**

	Owner		Renter		Total Occupied Housing Units	Percentage of Housing Units
Overcrowded (1.01–1.49 persons per room)	531	73.96%	681	83.35%	1,212	2.33%
Severely Overcrowded (1.50 persons or more per room)	187	26.04%	136	16.65%	323	0.62%
<b>Total Overcrowded Units by Tenure</b>	<b>718</b>	<b>100.00%</b>	<b>817</b>	<b>100.00%</b>	1,535	2.95%

Source: 2014 – 2018 American Community Survey

**HOUSING STOCK CHARACTERISTICS**

**Housing Type**

HCD defines a housing unit as a house, an apartment, a mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters, or if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live separately from any other individuals in the building and which have direct access from outside the building or through a common hall. For vacant units, the criteria of separateness and direct access are applied to the intended occupants whenever possible.

There were 53,728 dwelling units in Elk Grove according to the 2014–2018 ACS. This represents a 13.90 percent increase (6,555 units) from the 47,173 units identified in 2010. Approximately 86.27 percent of the housing units in Elk Grove in 2018 were single-family detached units, with the second largest category being structures with 20 units or more, making up approximately 4.34 percent of the housing stock. The remaining housing types combined made up approximately 9.39 percent of the total housing units and included single-family attached units, 2-unit structures, structures with 3 to 19 units, mobile homes, boats, RVs, vans, and any other dwelling units.

**Age of Housing Stock**

According to the 2014–2018 ACS, more than two-thirds (approximately 70 percent) of all housing units in the City were constructed between 1990 and 2009, and more than three-quarters of the City’s houses have been built since 1990. Less than 1 percent of housing units in the community were constructed prior to 1950 (see **Table 17**).

**Table 17  
Age of Housing**

Year	Number	Percentage	Accumulated Percentage
Built 1939 or earlier	326	0.61%	0.61%
Built 1940 to 1949	137	0.25%	0.86%
Built 1950 to 1959	571	1.06%	1.92%
Built 1960 to 1969	1,211	2.25%	4.18%
Built 1970 to 1979	3,223	6.00%	10.18%
Built 1980 to 1989	7,228	13.45%	23.63%
Built 1990 to 1999	15,731	29.28%	52.91%
Built 2000 to 2004	22,249	41.41%	94.32%
Built 2005 or later	3,052	5.68%	100.00%
<b>Total</b>	<b>53,728</b>	100.00%	—

Source: 2014–2018 American Community Survey

**Condition of the Housing Stock**

Age is one measure of housing stock conditions and a factor for determining the need for rehabilitation. Without proper maintenance, housing units deteriorate over time. Thus, units that are older are more likely to need major repairs (e.g., a new roof or plumbing). Generally, houses 30 years and older are considered aged and are more likely to require major or minor repairs. In addition, older houses may not be built to current standards for fire and earthquake safety. According to the 2014–2018 ACS, approximately 23.6 percent of the housing stock in Elk Grove was built prior to 1990. Based on this, approximately 23.6 percent of the housing stock, or 12,690 units, are in need of some type of rehabilitation. In 2020 the City handled 2,392 code enforcement cases. Of those, 145 cases or 6 percent could be classified as health and safety violations, including 135 fire hazards, 3 safety hazards, 3 hazmat, and 4 mosquito breeding violations.

The City conducted a local assessment of housing conditions as part of a Housing Market Analysis completed for the City’s *2020-2025 Consolidated Plan*. This assessment found that housing units in Elk Grove are generally in good condition, in contrast to the assumed condition drawn from ACS data. About 90 percent of units were built prior to 1980, and over 46 percent since 2000. However, community engagement through the Sacramento Valley Regional AI Survey that informed the Consolidated Plan revealed that one in four low-income households consider their housing to be in poor condition. Additionally, residents whose household includes a member with a disability experience are more likely to consider their home to be in poor condition (24 percent of households with a disability compared to 12 percent of all households). Rental units are also more likely than owner-occupied units to have a physical condition in need of repair (46 percent of rental units compared to 31 percent of owner-occupied). While the total number of units in need of rehabilitation may be lower than the ACS estimate, these findings suggest that those units that need repair are a more prevalent issue for certain households. In an effort to assist with the rehabilitation needs, the City offers a Minor Home Repair Program that offers forgivable loans to low-income homeowners for necessary health and safety improvements.



**HOUSING AFFORDABILITY AND OVERPAYMENT**

The cost of housing can be compared to a household's ability to pay for housing to determine the "affordability gap," or the difference between housing costs and the income levels of area residents. To avoid overpaying for housing at the expense of other needs (e.g., food, clothing, medical care, etc.), an affordable home is one that costs 30 percent or less of the household's income. Across the State, this affordability gap has created challenges for households' overall cost of living. In the past five years, factors such as increased population, new household formation, low vacancy rates, and limited development of new housing have increased prices for both for-sale and rental housing.

According to the Sacramento Association of Realtors, the median home sales price in the City in September 2020 varied by zip code from \$464,000 to \$538,000, as shown in **Table 18**. This represents an increase of between 45.32 and 51.39 percent of the median home price between 2015 and 2020, depending on the zip code. Additionally, the median home sale price for houses with any number of bedrooms in the City is not affordable for extremely low- and very low-income households, and three- and four-bedroom houses are not considered affordable for low-income households. When comparing the average sales value over the past 5 years for single-family homes with the projected average sale value for the next 20, the trend of increasing home values is expected to continue.

**Table 18**  
**Median Home Prices in Elk Grove, 2015–2020**

	September 2020	One Year Prior	Five Years Prior (September 2015)
95624	\$505,000	\$427,500	\$347,500
95757	\$538,000	\$505,000	\$370,000
95758	\$464,000	\$420,000	\$306,500

Source: Sacramento Association of Realtors, 2020

Based on a 2019 projection of the average household income of families moving into new housing between 2020 and 2040, new housing is predicted to primarily serve moderate-income and above-moderate income households as compared to the current income level for the area (**Table 19**). As noted previously, the median income for a four-person family in Sacramento County is \$83,600. The projected average household income among families moving into single-family detached houses is higher than that of a five-person, moderate-income household today (120% of AMI). Maximum affordable sales prices are based on 5 percent down, 30-year fixed rate mortgage at 4.5 percent. Note, this calculation does not include PMI (Primary Mortgage Insurance).

Projected incomes for households moving into for-sale multifamily housing is markedly lower, at \$69,500. As compared with current area income thresholds, the projected average income for households moving into for-sale multifamily homes falls within the low-income range for a family of five or closer to the current median income for a smaller family. However, the projected average sales value for new multifamily housing is expected to be higher than the current affordable sales price for a similar income level, indicating that new for-sale multifamily housing development may skew toward higher-income households.

**Table 19**  
**Projected Averages for For-Sale Housing, 2020–2040, Compared to Affordability Thresholds, 2019**

Household Averages, Single-Family Detached						
Estimated Average Sales Value 2020–2040	\$553,000		Estimated Average Household Income 2020–2040	\$113,900		
Household Averages, Multifamily						
Estimated Average Sales Value 2020–2040	\$315,000		Estimated Average Household Income 2020–2040	\$69,500		
Affordable Sales Prices, by Unit Size and Income Level						
Unit Size	Very Low Income		Low Income		Moderate Income	
	Affordable Sale Price	Maximum Income	Affordable Sale Price	Maximum Income	Affordable Sale Price	Maximum Income
2 Bedrooms	\$161,907	\$37,650	\$259,095	\$60,250	\$388,105	\$90,250
3 Bedrooms	\$179,754	\$41,800	\$287,692	\$66,900	\$431,323	\$100,300
4 Bedrooms	\$194,160	\$45,150	\$310,914	\$72,300	\$465,725	\$108,300

Sources: PlaceWorks, 2019, using data from ListSource, Sacramento Association of Realtors, US Department of Housing and Urban Development; HCD, 2019

Note: Affordable Sale Price estimate assumes 4.5% interest rate and 5% down payment and includes property taxes; it does not include direct assessments. Two-bedroom income level assumes a three-person household, three-bedroom income level assumes a four-person household, and four-bedroom income assumes a five-person household.

In rental housing, the projected average household income for new households in multifamily rental units over the next 20 years is expected to be within today’s moderate-income range (**Table 20**). However, the estimated average rent for new households is expected to be lower than the maximum affordable rent for that income level. This suggests that new rental housing may be more accessible to households nearer to the median income but will still not be accessible to low- and very low-income households.

**Table 20**  
**Projected Averages for Rental Housing, 2020–2040, Compared to Affordability Thresholds, 2019**

Household Averages, Multifamily						
Estimated Average Rent 2020–2040	\$1,930		Average Household Income 2020–2040	\$86,000		
Affordable Rents, by Unit Size and Income Level						
Unit Size	Very Low Income		Low Income		Moderate Income	
	Maximum Affordable Rent	Maximum Income	Maximum Affordable Rent	Maximum Income	Maximum Affordable Rent	Maximum Income
1 Bedroom	\$836	\$33,450	\$1,338	\$53,500	\$2,006	\$80,250
2 Bedrooms	\$941	\$37,650	\$1,506	\$60,250	\$2,256	\$90,250
3 Bedrooms	\$1,045	\$41,800	\$1,673	\$66,900	\$2,508	\$100,300

Sources: PlaceWorks, 2019, using data from ListSource, Sacramento Association of Realtors, US Department of Housing and Urban Development; HCD, 2019

Note: Affordable rent assumes 30% of income spent on housing and does not include utility costs. One-bedroom income level assumes a two-person household, two-bedroom income level assumes a three-person household, and three-bedroom income level assumes a four-person household.

## Overpayment

Overpayment occurs when a household's monthly shelter cost exceeds 30 percent of the household's income. Shelter cost is defined as the monthly owner costs (e.g., mortgages, taxes, insurance on the property, and utilities) or the gross rent (contract rent plus the estimated average monthly cost of utilities).

According to the 2012–2016 CHAS data, approximately 39 percent of the owner-occupied households and approximately 47 percent of the renter-occupied households in the City were overpaying for housing. **Table 21** illustrates the extent of overpayment by income group for the City. In total, 8,580 lower-income households (very low- and low-income)—4,265 households in owner-occupied units, or 11 percent of owner-occupied households, along with 4,315 lower-income households in renter-occupied units, or just under 31 percent of all rental households—were overpaying. The overpayment rates among homeowners may be a result of the subprime mortgage collapse combined with lower incomes because of the 2009 recession. Lower incomes may also be a factor in overpayment by households living in rental units, along with the increased difficulty in gaining homeownership of entry-level single-family homes and may signal a need for the availability of a variety of rental housing types.

**Table 21**  
**Total Households Overpaying by Tenure**

Household Type	Renters		Owners		Total	
	Number	Percentage	Number	Percentage	Number	Percentage
Very Low-Income (31–50% MFI)	1,625	11.50%	1,575	4.32%	3,200	6.33%
Low-Income (51–80% MFI)	2,690	19.04%	2,690	7.38%	5,380	10.64%
<b>Total Lower Income Households Overpaying</b>	<b>4,315</b>	<b>30.54%</b>	<b>4,265</b>	<b>11.70%</b>	<b>8,580</b>	<b>16.97%</b>
Moderate and Above Moderate-Income (>81% MFI)	965	6.83%	4,490	12.32%	5,455	10.79%
<b>Total Households Overpaying</b>	<b>6,625</b>	<b>46.89%</b>	<b>14,130</b>	<b>38.78%</b>	<b>20,755</b>	<b>41.04%</b>
Total All Households	14,130	-	36,440	-	50,570	-

Source: 2012–2016 CHAS data

## Middle-Income Households

In 2020, the City completed an economic analysis of “missing middle” housing for middle-income households in Elk Grove. This analysis identified middle-income households as those that earn between \$41,000 and \$107,000 annually and considered the potential for middle-density housing types (i.e. duplexes or triplexes) to meet the needs of this income group. While the study found that household size in the City appears to increase as household income increases, approximately 75 percent of middle-income households in Elk Grove have three or fewer people and appear to have smaller housing needs than the typical detached single-family home. Additionally, the range of household incomes for middle-income households in Elk Grove includes some households that might be eligible for affordable housing programs while some may have no difficulty obtaining housing at market rate prices, supporting the need for a variety of mid-scale housing types.

Given the variety of households that are considered middle-income, the City determined that middle-density housing types may provide options at both ends of the income spectrum and to varying household sizes. The report discusses the development potential for multiple housing types to serve this group, including small lot single-family homes, courtyard clusters of single-family homes, multiplexes, rowhomes and townhomes, mixed housing types, and garden court apartments. The City has included Action 6 in this Housing Element to support and promote this development to serve middle-income households and meet the City's housing needs.

**Housing Vacancy**

Vacancy trends in housing are analyzed using a “vacancy rate,” which establishes the relationship between housing supply and demand. For example, if the demand for housing is greater than the supply, then the vacancy rate is probably low, and the price of housing will most likely increase. According to “Raising the Roof, California Housing Development Projections and Constraints, 1997–2020,” the desirable vacancy rate in a community is considered 5 percent. Generally, when the vacancy rate drops below 5 percent, the demand for housing exceeds the supply of housing. Subsequently, prospective buyers and renters may experience an increase in housing costs.

According to the 2014–2018 ACS, the vacancy rate was 3.17 percent for the City and 5.50 percent for Sacramento County. **Table 22** shows the City’s vacancy rates by type of housing. Sacramento County has a larger percentage of vacant rental housing units than the City. The majority of vacant housing units in Elk Grove were not actively being marketed for rent or for sale.

**Table 22  
Household Vacancy Status**

	Elk Grove		Sacramento County	
Total	53,728	100.00%	567,220	100.00%
Occupied Housing Units	52,025	96.83%	536,029	94.50%
Vacant Housing Units	1,703	3.17%	31,191	5.50%
For rent	298	0.55%	10,117	1.78%
For sale only	246	0.46%	3,681	0.65%
Rented or sold, not occupied	533	0.99%	4,194	0.74%
For seasonal, recreational, or occasional use	317	0.59%	2,310	0.41%
For migrant workers	0	0.00%	63	0.01%
Other vacant	309	0.58%	10,826	1.91%

Source: 2014–2018 American Community Survey

## **FUTURE HOUSING NEEDS**

SACOG's current RHNP covers October 31, 2021, through October 31, 2029. Pursuant to the provisions of the RHNP and to adequately provide affordable housing for all income groups, specifically very low- and low-income groups, the City will need to identify sites for 4,265 new extremely low-, very low-, and low-income housing units through 2029. The City's allocated number of affordable housing units is equal to approximately 52 percent of the 8,263 total housing units the City is projected to need by 2029.

### **Regional Housing Needs Allocation**

An RHNP is mandated by the State of California (California Government Code Section 65584) for regions to address housing issues and needs based on future growth projections for the area. The RHNP is developed by SACOG and allocates to cities and counties their "fair share" of the region's projected housing needs. The RHNP allocates "fair-share" housing by household income groupings over the eight-year planning period for each specific jurisdiction's Housing Element.

The intent of the RHNP is to ensure that local jurisdictions not only meet the needs of their immediate areas but also jointly take steps toward filling the housing needs for the entire region. Additionally, a major goal of the RHNP is to ensure that every community provides an opportunity for a mix of housing affordable to all economic segments of its population. The RHNP jurisdictional allocations are made to ensure that adequate sites and zoning are provided to address existing and anticipated housing demand during the planning period and that market forces are not inhibited in addressing the identified housing needs. **Table 23** provides the RHNA target for the planning period 2021 through 2029 (also referred to as "basic construction needs") for each of the five household income groups for the City of Elk Grove.

**Table 23**  
**Regional Housing Needs Allocation**

<b>Income Level</b>	<b>Allocation</b>	<b>Percent of Total</b>
Extremely low (below 30% AMI)	1,331 <sup>1</sup>	16.1%
Very low (30% to 50% AMI)	1,330	16.1%
Low (51% to 80% AMI)	1,604	19.4%
Moderate (81% to 120% AMI)	1,186	14.4%
Above moderate (over 120% AMI)	2,812	34.0%
<b>Total</b>	<b>8,263</b>	<b>100%</b>

Source: SACOG 2021–2029 Regional Housing Needs Assessment – Final Allocations

<sup>1</sup> Extremely low-income was determined by assuming the need is 50 percent of the very low-income RHNA.

## **SPECIAL HOUSING NEEDS**

Household groups with special needs include seniors, persons with disabilities, including developmental disabilities, female-headed households, large family households, agricultural workers, and homeless persons. Households with special housing needs often have greater difficulty in finding decent and affordable housing. As a result, these households may experience a higher prevalence of overpayment, overcrowding, and other housing problems.

### **Senior Households**

Senior households have special housing needs primarily resulting from physical disabilities and limitations, fixed income, and healthcare costs. Additionally, senior households have other needs that help preserve their independence, including protective services to maintain their health and safety, in-home supportive services to perform activities of daily living, conservators to assist with personal care and financial affairs, public administration assistance to manage and resolve estate issues, and networks of care to provide a wide variety of services and

daily assistance. According to the 2014–2018 ACS, there were 7,932 households in the City headed by a person 65 years or older. Of the senior households in the City, approximately 80 percent are owner-occupied and just under 20 percent are renter-occupied, as shown in **Table 24**.

**Table 24**  
**Senior Householders by Tenure**

Householder Age	Owners	Renters	Total
65–74 years	5,212	902	6,114
75 plus years	2,720	1,047	3,767
Percentage	80.28%	19.72%	100.00%
TOTAL	7,932	1,949	9,881

Source: 2014–2018 American Community Survey

**Senior Housing**

Residential care facilities for the elderly (for six or fewer people) are a permitted use in all residential and agricultural zones, as well as the General Commercial (GC), Village Center Mixed-Use (VCMU), and Residential Mixed-Use (RMU) zones. Residential care facilities for the elderly (for more than six people) are a permitted use in the higher-density residential designations (RD-20, RD-25, RD-30, and RD-40) and are allowed with a Conditional Use Permit (CUP) in all agricultural zones and in the Limited Commercial (LC), General Commercial (GC), Shopping Center (SC), and Commercial Recreation (C-O), and RMU zones. Adult daycare centers are a permitted use in all agricultural zones and all residential zones, except for the higher-density designations (where they are allowed with a CUP), as well as being a permitted use in LC, GC, SC, Business and Professional Office (BP) zones and permitted with a CUP in Industrial Office Park (MP) and Public Services (PS). Housing types for persons with disabilities are provided for in the Zoning Code adequately and no constraints are present. No special design or permitting standards have been established for residential care facilities other than the CUP where required. In addition, the City ensures compliance with all standards of the Americans with Disabilities Act (ADA).

Several residential care homes and facilities for the elderly are located in the City and provide living assistance to persons 60 years of age and older. As of early 2020, licensed care homes and facilities and those with their licenses pending had a capacity of 1,304 people. In addition to care homes, the City has four affordable senior apartment complexes, providing a total of 595 units for persons 55 and over.

**Disabled Persons**

California Government Code Section 12926 defines “mental disability” and “physical disability” to include a variety of disorders and confirms that if, in any circumstance, a definition of either is used in the federal Americans with Disabilities Act of 1990 that would result in broader protections, that definition should be used.

“Mental disability” includes, but is not limited to, having any mental or psychological disorder or condition, such as intellectual disability, organic brain syndrome, emotional or mental illness, or specific learning disabilities, that limits a major life activity.

“Physical disability” includes, but is not limited to, having any physiological disease, disorder, condition, cosmetic disfigurement, or anatomical loss that affects one or more of the following body systems: neurological, immunological, musculoskeletal, special sense organs, respiratory, including speech organs, cardiovascular, reproductive, digestive, genitourinary, hemic and lymphatic, skin, and endocrine, or limits a major life activity, meaning it makes any physical, mental, or social activities or work difficult.

Physical, mental, and/or developmental disabilities could prevent a person from working, restrict a person’s mobility, or make caring for oneself difficult. Therefore, disabled persons often have special housing needs related to accommodating potential limited earning capacity, the lack of accessible and affordable housing, and higher health costs associated with disabilities. Additionally, people with disabilities require a wide range of

different housing, depending on the type and severity of their disability. Housing needs can range from institutional care facilities to facilities that support partial or full independence (e.g., group care homes). Supportive services such as daily living skills and employment assistance need to be integrated in the housing situation. The disabled person with a mobility limitation requires housing that is physically accessible. Examples of accessibility in housing include widened doorways and hallways, ramps, bathroom modifications (e.g., lowered countertops, grab bars, adjustable showerheads) and special sensory devices, including smoke alarms and flashing lights.

The U.S. Census defines three types of disabilities, including work disability, mobility limitation, and self-care limitation. According to the 2014–2018 ACS, 6,451 people in the City between the ages of 18 and 64 possessed some type of disability. **Table 25** shows the total number of disabilities by employment status. Many of these persons have more than one disability, which is the reason for a higher number of disabilities than disabled persons. The greatest proportion of disabilities are employment disabilities followed closely by physical disabilities, which are often related to each other, meaning a person with a physical disability may not be able to work.

According to the 2014–2018 ACS, of the 80,395 people in the City’s labor force, 2,861 people are employed with a disability, and 70 members of the labor force are unemployed and possess a disability.

The City incorporates the Federal Fair Housing Act, the California Fair Employment and Housing Act of 1964, and the ADA as supported in Title 24 of the California Government Code, as a part of its building requirements. These three statutes address the fair housing and building standards adhered to by the City for persons with disabilities.

**Table 25  
Disability Type by Employment Status (Ages 16–64)**

Total Disabilities	Number	Percentage
	6,451	100%
<b>Employed</b>	2,861	-
Hearing difficulty	870	30.41%
Vision difficulty	553	19.33%
Cognitive difficulty	612	21.39%
Ambulatory difficulty	1,383	48.34%
Self-care difficulty	161	5.63%
Independent living difficulty	459	16.04%
<b>Unemployed</b>	70	-
Hearing difficulty	22	31.43%
Vision difficulty	0	0.00%
Cognitive difficulty	70	100.00%
Ambulatory difficulty	0	0.00%
Self-care difficulty	0	0.00%
Independent living difficulty	22	31.43%
<b>Not in Labor Force</b>	3,520	-
Hearing difficulty	393	11.16%
Vision difficulty	296	8.41%
Cognitive difficulty	1,874	53.24%
Ambulatory difficulty	1,843	52.36%
Self-care difficulty	1,040	29.55%
Independent living difficulty	1,861	52.87%

Source: 2014–2018 American Community Survey

\* Figures in each category may not add up to the total because some individuals may report having multiple disabilities.



In accordance with Government Code Section 65583, an analysis of the City's codes and development procedures to identify any constraints to the development of housing for persons with disabilities was completed as a part of this 2021 Housing Element update.

Residential care homes for the chronically ill (for six or fewer persons) are allowed by right in all residential and agricultural zones, as well as in the GC, VCMU, and RMU zones. Residential care facilities for the chronically ill for more than six persons are allowed by right in higher-density residential zones (RD-20, -25, -30, -40) and with a conditional use permit in all agricultural zones and the LC, GC, C-O, and RMU zones. Adult day health care center uses are also allowed by right in all agricultural zones and the LC, GC, SC, and BP zones. This use is also permitted by right all residential zones except in the RD-20, -25, -30, and -40. A conditional use permit is required for adult day health care centers in the RD-20, -25, -30, -40, MP, and PS zones. Further, caretaker housing is allowed with a CUP in the industrial zones and is permitted by right in all commercial zones. No special design or permitting standards have been established for residential care facilities other than the CUP where required. Housing types for persons with disabilities are provided for in the Zoning Code adequately and include no siting requirements or other standards specifically for residential care facilities that affect the cost or development of housing for persons with disabilities.

Supportive housing, which may also serve residents with disabilities, is permitted by right in all agricultural and residential zones, as well as in RMU zones. In addition, the City ensures compliance with all the standards of the ADA. The Zoning Code's definition of family is consistent with State law.

The City has 55 adult residential care homes that are licensed or have licenses pending. While most of these residential care homes target the senior populations, there are some, including Quinley Residential Care, that provide living assistance to persons 18 to 59 years of age.

Additionally, the City's current definition of "Family" is consistent with state law and is defined as "one (1) or more persons living together in a dwelling unit, with common access to, and common use of all living, kitchen, and eating areas within the dwelling unit" (Chapter 23.100.020 of the EGMC).

### **Persons with Developmental Disabilities (Senate Bill 812)**

Government Code Section 65583(a)(7) requires the City to discuss the needs of individuals with a developmental disability in the special needs housing analysis. A developmental disability is defined in Section 4512 of the Welfare and Institutions Code as a disability that originates before an individual is 18 years old, continues or can be expected to continue indefinitely, and constitutes a substantial disability for the individual, including intellectual disability, cerebral palsy, epilepsy, and autism. This includes disabling conditions found to be closely related to intellectual disability or requiring treatment similar to that required for individuals with intellectual disability but does not include other handicapping conditions that are solely physical in nature.

Many developmentally disabled persons can live and work independently in a conventional housing environment, although more severely disabled individuals may require a supervised group living environment. The most severely affected individuals may require an institutional environment where medical attention and physical therapy are available. Because developmental disabilities appear during childhood, the first issue in supportive housing for the developmentally disabled is the transition from the person's living situation as a child to an appropriate level of independence as an adult.

The California Department of Developmental Services provides community-based services to approximately 243,000 individuals with developmental disabilities and their families through a statewide system of 21 regional centers, 4 developmental centers, and 2 community-based facilities. The City is serviced by the Alta California Regional Center in Sacramento, which provides a point of entry to services for people with developmental disabilities. The center is a private nonprofit community agency that contracts with local businesses and nonprofits to offer a wide range of services.

As of November 2019, the Alta California Regional Center provided services to 23,640 people across six counties; 767 of these individuals lived in the City. **Table 26** summarizes the number of City residents being served by age

group.

**Table 26**  
**Developmentally Disabled Persons in Elk Grove Assisted by Alta California Regional Center by Age**

Age Group	Number	Percentage of total Population
0 to 17 years old	352	45.89%
18+ years old	415	54.11%
<b>Total</b>	<b>767</b>	<b>100%</b>

Source: Alta California Regional Center Data, Sacramento County, 2019

There are a number of housing types appropriate for people living with a developmental disability, including rent-subsidized homes, licensed and unlicensed single-family homes, Housing Choice Vouchers, special programs for home purchase, HUD housing, and SB 962 homes. The design of housing, accessibility modifications, the proximity to services and transit, and the availability of group living opportunities represent some of the considerations that are important in serving these individuals.

**Female-Headed Households**

Government Code Section 65583(a)(7) identifies families with female heads of households as a group that may have special housing needs and requires the City to analyze the housing needs of these households. Female-headed households are households led by a single female with one or more children under the age of 18 at home. These households' living expenses generally take up a larger share of income than is the case in two-parent households. Therefore, finding affordable, decent, and safe housing is often more difficult for female-headed households. Additionally, female-headed households have special needs involving access to daycare or childcare, healthcare, and other supportive services.

**Table 27** illustrates the percentage of all families that are female-headed with no husband present (as reported by the Census Bureau), as reported by the 2014–2018 ACS. Female-headed families made up 17.45 percent of all families in the City, and over half of female-headed families (56 percent) have children under 18. Approximately 15.58 percent of all-female headed households are below the poverty line and, among those, 74.56 percent have children under 18.

**Table 27**  
**Female-Headed Households**

Householder Type	Number	Percentage
Female-Headed households (no husband present) with Children under 18 <sup>1</sup>	4,085	56.21%
Female-Headed households (no husband present) without Children under 18	3,182	43.79%
Total Female-Headed (no husband present) households	7,267	100.00%
Total Female-Headed Families (no husband present) under the Poverty Level	1,132	15.58%
Female-Headed Families (no husband present) with Children under 18 under the Poverty Level	844	74.56%
Total All Households	41,650	--

Source: 2014–2018 American Community Survey

<sup>1</sup> Census data reported for the 2014-2018 ACS and earlier reports the presence of a husband or wife, the data sets dated 2015 – 2019 and later, identify this category as spouse. For the purpose of consistency, the City has used the 2014- 2018 ACS data set.

**Large-Family Households**

Large-family households are defined as households containing five or more persons. Large-family households are considered a special needs group because there is limited supply of adequately sized housing to accommodate their needs. The more persons in a household, the more rooms are needed to accommodate that household. Specifically, a five-person household would require three or four bedrooms, a six-person household would require

four bedrooms, and a seven-person household would require four to six bedrooms. According to the 2014–2018 ACS, approximately 18 percent of all households in the City include five or more people, as shown in **Table 28**. Approximately 71 percent of large households own their homes and 29 percent rent.

According to the 2014–2018 ACS, more than 85 percent of all housing units in the City had at least three bedrooms. Approximately 94 percent of all owner-occupied units and 62 percent of all renter-occupied units had three or more bedrooms. Because the number of units with at least three or more bedrooms significantly exceeds the number of large households in the community, there does not appear to be a housing shortage for large households in the City. However, affordability of larger housing units for large lower-income families may still be an issue.

**Table 28**  
**Large Households**

Household Size	Number	Percentage
1 person	8,929	17.16%
2 people	14,207	27.31%
3 people	9,745	18.73%
4 people	9,526	18.31%
5 people	5,821	11.19%
6 people	2,470	4.75%
7 people or more	1,327	2.55%
<b>All large households (five or more people)</b>	<b>9,618</b>	<b>18.49%</b>
<b>All households</b>	<b>52,025</b>	<b>100.00%</b>

Source: 2014–2018 American Community Survey

### Agricultural Workers

Agricultural workers earn their primary income through permanent or seasonal agricultural labor. According to the 2014–2018 ACS, 555 people (0.71 percent of all employed civilians) in the City worked in the agriculture, forestry, fishing, hunting, and mining economic sectors. Forestry, fishing, hunting, and mining are minimal or non-existent industries within, and nearby, the City of Elk Grove. Therefore, the City estimates that most, if not all, of the 555 people are employed in the agricultural industry and may be commuting to jobs in neighboring communities. In all of Sacramento County, 0.86 percent of workers are employed in these industries.

The types of agricultural production in the City do not require large numbers of migrant and seasonal farm laborers and a large influx of farm labor does not occur. The housing need for the limited number of farmworkers in the City is met through existing housing. However, housing for employees is a permitted use in all agricultural zones, consistent with Health and Safety Code Section 17021 .5 and 17021 .6. Employee housing serving six or fewer employees is considered a single-family residence and allowed in all residential zones. Employee housing that serves more than six employees and consists of no more than thirty-six beds in group quarters or twelve units or spaces designed for use by a single family or household is treated as an agricultural use. Any application for farmworker housing is treated in the same way as other affordable housing projects and all the resources the City has to offer for affordable housing are made available for the development of the project. Incentives such as fee reduction, expedited permit process, and streamlining and modification of development standards are available for the production of farmworker housing.

## Persons Experiencing Homelessness

Individuals and families experiencing homelessness have perhaps the most immediate housing need of any group. They also have one of the most difficult sets of housing needs to meet, due to both the diversity and complexity of the factors that lead to homelessness and to community opposition to the location of facilities that serve persons experiencing homelessness. California state law requires that housing elements estimate the need for emergency shelter for homeless people (Government Code Section 65583(a)(7)).

According to the 2019 Sacramento County Point-in-Time Homelessness Count, 5,570 persons were homeless throughout the County on a given night in January of that year, approximately 30 percent of whom were considered chronically homeless (someone with a disabling condition who has either been continuously homeless for at least a year or has been homeless at least four times in the previous three years). The California DOF projected that approximately 0.36 percent of the County population (1,541,301 total population in January 2019) was homeless, and 0.11 percent was chronically homeless. While the Sacramento County Point-in-Time Homelessness Count reported 7 homeless individuals, based on estimates from , the City of Elk Grove Police Department, a more accurate estimate is approximately 70-100 people experiencing unsheltered homelessness at any given time.

The City has three main providers of homeless services: Elk Grove Homeless Assistance Resource Team (HART), the Elk Grove Food Bank, and Sacramento Self-Help Housing (SSHH).

- Elk Grove HART provides a winter shelter program for 12-14 weeks each winter, serving up to 20 adults per night. The winter shelter program, which rotates between locations, provides a hot dinner, clean sleeping accommodations, a cold breakfast, and transportation to and from shelter locations. In 2019-20, they served 61 individuals over the course of 12 weeks. Elk Grove HART also provides information and referral services, mentoring to persons in transitional housing, and during the pandemic provided meals, hygiene supplies, clothing, and outdoor sleeping items to people experiencing homelessness.
- During the 2018–2019 fiscal year, the Elk Grove Food Bank indicated that it served approximately 6,000 individuals each month. In that year, two percent of their emergency food distribution went to clients experiencing homelessness. The Food Bank also provides case management, food, clothing, and other assistance to homeless veterans through its Kay Foundation Veteran's Assistance Program.
- SSHH assists City residents in need of housing, with a focus on persons who are homeless or at risk of becoming homeless. Along with housing counseling available to all Elk Grove residents, SSHH provides a homeless services navigator, who works closely with the Police Department and nonprofit partners to establish relationships with persons experiencing homelessness and help them to obtain services and find housing. In 2019-20, the navigator served 86 residents. SSHH also operates the City's two transitional houses: the Grace House, which serves primarily single adults, and the Meadow House, which serves families with minor children. SSHH also operates the Sun Sprite house, which has seven bedrooms to rent to persons with disabilities who are exiting homelessness.

Overall, the City has 20 seasonal shelter beds and transitional housing serving five single adults and three to four families.

### *Emergency Shelter Provisions*

Government Code Section 65589.5 requires local jurisdictions to strengthen provisions for addressing the housing needs of the homeless, including the identification of a zone or zones where emergency shelters are allowed as a permitted use. Emergency shelters are permitted without any discretionary action in the General Commercial (GC), Light Industrial (LI), and Light Industrial/Flex (LI/FX) zones in the City, provided that they have no more than 100 beds; shelters with more than 100 beds are allowable under a CUP.

Development Standards for Emergency Shelter include:

## Location and Separation.

- Emergency shelter facilities should be located within one-half (1/2) mile of a transit corridor or existing bus route.
- All emergency shelter programs must be situated more than three hundred (300' 0") feet from any other emergency shelter or day program serving primarily homeless individuals or households.

## Physical Characteristics.

- The maximum number of beds for emergency shelters shall be one hundred (100) unless a conditional use permit is applied for and approved.
- The maximum number of beds does not apply in situations of Citywide or Statewide designated disasters or catastrophic conditions.
- Smoke detectors, approved by the Fire Department, must be provided in all sleeping and food preparation areas.
- The facility shall have adequate private living space, shower and toilet facilities and secure storage areas for its intended residents.
- The size of an emergency facility shall be in character with the surrounding neighborhood.
- The facility shall have at least one (1) room, which has one hundred twenty (120 ft<sup>2</sup>) square feet of floor area. Other habitable rooms shall have an area not less than seventy (70 ft<sup>2</sup>) square feet. When more than two (2) persons occupy a room used for sleeping purposes, the required floor area shall be increased at the rate of fifty (50 ft<sup>2</sup>) square feet for each occupant in excess of two (2).

## B. Operational Standards.

- If the emergency shelter is proposed for location in an area either zoned or developed as a residential area, all intake and screening shall be conducted off site.
- If an emergency shelter includes a drug or alcohol abuse counseling component, appropriate State and/or Federal licensing shall be required.
- The emergency shelter shall provide accommodations appropriate for a maximum stay of one hundred eighty (180) days per client/family.
- The emergency shelter shall identify a transportation system that will provide its clients with a reasonable level of mobility including, but not limited to, access to social services, housing and employment opportunities.
- The emergency shelter shall include clear and acceptable arrangements for facility occupants, such as on-site meal preparation or food provision and disbursement.
- The emergency shelter, where applicable, shall provide child care services and ensure that school-aged children are enrolled in school during their stay at the facility.
- The emergency shelter provider shall have a written management plan including, as applicable, provisions for staff training, neighborhood outreach, security, screening of residents to ensure compatibility with services provided at the facility and for training, counseling, and treatment programs for occupants.

- Emergency shelters shall establish written expectations of residents – behavioral, medical, etc. Expectations of residents will be available to each resident at entry to the shelter, and to the public (upon request).
- Emergency shelters shall have infection control policies in accordance with guidelines of the Centers for Disease Control covering but not necessarily limited to HIV/AIDS, hepatitis, and tuberculosis.
- Emergency shelters shall maintain a record of clients and visitors at all times. Clients will have immediate twenty-four (24) hour access to shelter staff and no walk-in services will be provided at any time in the safe house itself.
- Emergency shelters shall provide on-site management and support staff at all times during shelter use.

To City has included language in Action 11 to review and amend standards to ensure they are objective and in compliance with Government Code Section 65583(a)(4).

The GC zone is especially appropriate as it is intended to support the development of urban villages that offer a mixture of retail, offices, services, entertainment, and commercial. As of April 2021, there were 27 parcels (68.03 acres) of vacant GC zoned land, ranging in size from 0.11 to 19.81 acres (refer to **Table 28a**), which provides ample opportunity for the development of emergency shelters. The available parcels with the a.

**Table 28a  
Parcels Available for Emergency Shelters**

APN	Acres	Zone
1260260006	0.20	GC
1260260005	0.20	GC
1270100004	0.11	GC
1160012054	0.58	GC
1211100001	2.02	GC
1160144002	0.37	GC
1260260004	1.24	GC
1340450001	4.46	GC
1322170007	7.10	GC
1270100017	3.93	GC
1322480005	0.80	GC
1270090098	1.02	GC
1191970027	6.32	GC
1260260001	0.30	GC
1250092001	0.47	GC
1340550010	3.14	GC
1191970021	1.84	GC
1160420019	3.07	GC
1271030008	1.99	GC
1260250014	4.18	GC
1322170008	0.69	GC
1322480007	0.76	GC
1160011108	0.70	GC
1271030005	0.88	GC
1150150042	19.81	GC

APN	Acres	Zone
1271030009	0.94	GC
1271030010	0.92	GC

Source: City of Elk Grove, April 2021

The vacant parcels are close to services and current and future transit, as development occurs. The properties surrounding these available sites are mainly offices and retail and include a variety of services. Additionally, many of the sites are in areas where urban village uses will expand with future development.

Emergency shelters are also allowed with a CUP in the RD-7, RD-8, RD-10, RD-12, RD-15, RD-18, RD-20, RD-25, RD-30, RD-40, PR, and PS zones. The CUP requirement does not constrain the development of emergency shelters, because the application must comply with only two criteria: (1) the proposed use is consistent with the General Plan and applicable provisions of this title (i.e., Housing Element goals and policies); and (2) that the establishment, maintenance, or operation of the use will not (under the circumstances of the particular case (location, size, design, and operating characteristics) be detrimental to the health, safety, peace, morals, comfort, or general welfare of persons residing or working in the neighborhood of such use, or the general welfare of the City.

Transitional and supportive housing are defined by Section 50675.2 of the Health and Safety Code. Transitional and supportive housing may be designated for a homeless individual or family transitioning to permanent housing. Taking several forms, transitional housing can be group housing or multifamily units and may include supportive services. Transitional housing is a permitted use in all residential zoning districts. The City permits transitional and supportive housing are permitted as a residential use and only subject to those restrictions that apply to other residential dwellings of the same type in the same zone consistent with Government Code section 65583(a)(5). Additionally, the City permits 100-percent affordable developments that include a percentage of supportive housing units, either 25 percent or 12 units, whichever is greater, to be allowed without a conditional use permit or other discretionary review in all zoning districts where multifamily and mixed-use development is permitted consistent with Government Code section 65651).

Individuals and families who are homeless or are at risk of becoming homeless are usually part of the extremely low-income group. Government Code Section 65583, as amended in 2006, requires the identification and analysis of the housing needs of extremely low-income households. A Housing Element must also identify zoning to encourage and facilitate supportive housing and single-room occupancy units. Supportive housing types differ slightly from transitional housing. According to Section 50675.14 of the Health and Safety Code, supportive housing has no limit on the length of stay when occupied by a target population as defined in Health and Safety Code Section 53260 (i.e., low-income person with mental disabilities, AIDS, substance abuse or chronic health conditions, or persons whose disabilities originated before the person turned 18), and is linked to on-site or off-site services that assist residents in retaining housing, improving their health skills, maximizing their ability to live and, when possible, work in the community. The City allows supportive housing as a permitted use in all residential zoning districts. Additionally, single-room occupancy units are specifically allowed with a CUP in RD-8, RD-10, RD-12, RD-15, RD-18, RD-20, RD-25, RD-30, RD-40, and RMU zones, as well as being a permitted use in GC zones.



## **FAIR HOUSING ASSESSMENT**

Assembly Bill (AB) 686 requires that all housing elements due on or after January 1, 2021, must contain an Assessment of Fair Housing (AFH) consistent with the core elements of the analysis required by the federal Affirmatively Furthering Fair Housing (AFFH) Final Rule of July 16, 2015.

Under state law, affirmatively further fair housing means "taking meaningful actions, in addition to combatting discrimination, that overcome patterns of segregation and foster inclusive communities free from barriers that restrict access to opportunity based on protected characteristics."

AB 686 requires the City, and all jurisdictions in the state, to complete three major requirements as part of the housing element update:

- Conduct an Assessment of Fair Housing that includes a summary of fair housing issues, an analysis of available federal, state, and local data knowledge to identify patterns of segregation or other barriers to fair housing, and prioritization of contributing factors to fair housing issues.
- Prepare the Housing Element Land Inventory and identification of sites through the lens of affirmatively furthering fair housing.
- Include a program in the Housing Element that affirmatively furthers fair housing and promotes housing opportunities throughout the community for protected classes and addresses contributing factors identified in the AFH (applies to housing elements beginning January 1, 2019).

In order to comply with AB 686, the City has completed the following outreach and analysis.

### **Outreach**

The City of Elk Grove conducted extensive and varied outreach to solicit input and feedback from community members, advocacy groups, and other stakeholders to inform the Housing Element Update.

In 2019, the City of Elk Grove participated in a joint effort with other jurisdictions in the Sacramento Valley region to develop the Sacramento Valley Analysis of Impediments to Fair Housing Choice (AI) to guide actions that will guide the participating communities to overcome historic patterns of segregation, foster inclusive communities, and promote fair housing. The AI resulted in several goals and actions that the City is committed to pursuing.

During the development of the AI, extensive community engagement was conducted with residents and stakeholders across the Sacramento region to gather their experiences with fair housing. Engagement techniques included focus groups and subsequent in-depth interviews, "pop ups" at local events, and a resident survey. Resident focus groups targeted protected classes and groups who experience discrimination in housing, including African American and Hispanic residents, low-income families, residents with disabilities, and transgender residents. Stakeholder focus groups included those who work in housing, real estate, supportive services, education, transportation, advocacy, and more. While this engagement process included residents and stakeholders from across the region, the findings are representative of Elk Grove as well.

Additionally, as discussed in the Public Participation section of this Housing Element, the City held two sets of two town halls, for a total of four town halls, and published an interactive site selection tool online so community members could engage in the planning process and provide feedback to directly inform rezoning and site selection decisions. Two of the town halls were held in July 2020, on July 27 and July 29; one was offered midday and the second was offered in the evening. The third and fourth town halls were both held on October 7, 2020, again one was offered midday and the second in the evening. The City offered the town halls at different times in order to reach residents that may work evenings or nights, and thus are free during the day, as well as those that may work during the day and are only free in the evenings. The town halls provided four opportunities for participants to learn about the Housing Element update and bring questions and comments to the City. Due to

the COVID-19 pandemic, the town halls were held virtually, which enabled community members to attend regardless of their location. Residents were also provided the option to call in the meeting from a landline or cell phone to participate regardless of their access to internet to view the meeting live; the slides and a recording of all presentations were posted on the City's website following the town halls so residents could view them at a later date through a public internet option if needed. The City of Elk Grove also offers translation services to all residents through means of an interpreter or larger scale translation for events such as these town halls. However, no residents requested translation for any Housing Element update events or materials. Additional information on these events and their associated outreach efforts is discussed in detail in Chapter 12 Public Participation of this Housing Element.

The RHNA site selection tool was published on the City website, along with a request for additional public comment, for residents to create their own housing plan and understand the factors that are used to identify sites. These outreach efforts were conducted in addition to standard public hearings. The tool presented 43 possible sites for consideration that had been selected based on their current use, vacant or underutilized status, proximity to transit and services, and their surrounding uses. Residents had the opportunity to use the interactive site selection tool to understand RHNA requirements, recommend possible rezones, or raise any concerns about specific sites or changes. This interactive outreach tool provided an opportunity for extended outreach to give residents time to consider and respond to the list of potential sites. City staff then reviewed the responses to select sites that most equitably distributed them across the City and access to resources while responding to the current population's preferences.

Finally, the City conducted one-on-one consultation meetings with service providers and community organizations who serve special needs groups and other typically hard to reach groups during the outreach process. The purpose of these consultations was to solicit direct feedback on housing needs, barriers to fair and affordable housing, and opportunities for development from all community groups, not just those who are able to attend the public hearings and town halls. The primary concerns raised by stakeholders included availability of affordable housing and land accessible to non-profit developers, accessibility of public transit options, and limited capacity of services and housing for homeless individuals.

### Assessment of Fair Housing

State Government Code Section 65583 (10)(A)(ii) requires the City of Elk Grove to analyze areas of segregation, racially or ethnically concentrated areas of poverty, disparities in access to opportunity, and disproportionate housing needs including displacement risk. According to the 2020 TCAC/HCD Opportunity Maps, the City of Elk Grove does not include any areas of high segregation or poverty, or areas of low access to resources. However, as seen in **Figure A-1**, the areas immediately north and west of the City are areas of low resource and areas of segregation and poverty. While the City does not plan for housing for these areas, it is likely that many of these residents rely on Elk Grove for services and it is possible that people that work in Elk Grove live in these areas. As such, the City has taken a broader view than just the City limits when assessing fair housing issues.

Some of the indicators identified by TCAC and HCD to determine the access to opportunity include high levels of employment and close proximity to jobs, access to effective educational opportunities for both children and adults, low concentration of poverty, and low levels of environmental pollutants, among others. These indicator scores decrease as the level of designation decreases until "Low Resource" areas, which typically have limited access to education and employment opportunities and may have poor environmental quality. The City also individually analyzed several factors, described below, to assess patterns that may further fair housing issues and identify actions to combat these. The results of the AI have also been incorporated in this Assessment of Fair housing.

Elk Grove had its start in 1850 when stage lines connected the area that is now the City of Elk Grove to Sacramento and Stockton. At this time, small residences and businesses began to be constructed, forming a small town at the intersection of today's Elk Grove Boulevard and Highway 99. When the Central Pacific Railroad came to the Sacramento region in the late 1860s, it was not extended to Elk Grove, stunting the growth of the community

at a time when other communities in the region began to flourish with new connections to the railroad. By the mid-1870s, the railroad was extended to Elk Grove and growth began. This new wave of growth was followed quickly by construction of a high school and public amenities such as a library and park. As with many jurisdictions in the Sacramento region, agriculture was the original industry of Elk Grove and supported the City's growth over the next century until its incorporation in 2000. The agricultural history resulted in low-density development that has filled in over time but informs existing land use patterns dominated by single-family development. Significant growth in the past three decades has seen a reduction in the non-Hispanic white population and an overall increase in diversity in Elk Grove, while maintaining the family oriented-culture and development patterns. Additionally, as result of most of the City's growth occurring in the last 30 years, land use regulations and patterns were not influenced by historic segregation trends such as redlining, a discriminatory lending practice in the 1930s that resulted in racially segregated communities, or exclusionary zoning. Elk Grove's growth was largely free from these discriminatory practices and has resulted in a diverse community, as described in this assessment. The trends resulting from recent growth are analyzed in detail in the Assessment of Fair Housing.

### *Patterns of Integration and Segregation*

During the AI process and analysis conducted as part of this Housing Element, the City assessed patterns of segregation with a focus on segregation based on disability, race and ethnicity, income, and familial status. The Analysis of Impediments included extensive surveying of residents in Elk Grove, and throughout the region, and ultimately found that Elk Grove has low rates of segregation based on all of these protected characteristics compared to the region. However, patterns still emerge.

Poverty rates tend to be lower among non-Hispanic White residents than any other group, and there has been a very slight increase in the percent of the population below the poverty line compared to 2010. Additionally, as **Figure A-2** shows, the household median income in Elk Grove is higher than most surrounding areas and there are no areas of concentrated poverty (4-person households earning less than \$26,200 in 2020). Similarly, while there is one neighborhood with a slightly higher rate of poverty, most of Elk Grove has seen a decrease in poverty since 2014 (see **Figures A-3** and **A-4**). However, the AI process found that Elk Grove neighborhoods are more likely to be economically strong than other areas of the region. There is one area within the City that has a higher rate of poverty, between Elk Grove Florin Road and Waterman Road, south of Elk Grove Boulevard, that also has a significantly higher concentration of linguistically isolated residents than most of the City. Therefore, the City has included **Actions 15** and **19** to ensure that low-income residents of this area, and others, are aware of affordable rental and homeownership options and to increase availability of multi-lingual resources.

Since 1990, Elk Grove has experienced a significant shift from a predominantly non-Hispanic White population (75 percent) to a more diverse community (as seen in **Figure A-5**), where the non-Hispanic White population has decreased to 36 percent of the total population. While the predominant population is still White in much of the City (see **Figure A-6**), this has decreased in recent years as diversity has increased, particularly west of Highway 99. Additionally, the percent of foreign-born residents has doubled since 1990. Most areas of the City have a diversity index between 70 and 85, with 100 being perfect integration. However, there are two areas of the City with higher levels of racial segregation as shown in **Figure A-5**: the area located between Elk Grove Boulevard, Elk Grove Florin Road, and Highway 99 and the area south of Laguna Creek Trail, east of the railway, and the intersection of Waterman Road and Elk Grove Boulevard. These areas do not have notably higher concentrations of poverty or other characteristics of protected class, but do have higher concentrations of non-English speaking (linguistically isolated) households, which may be the cause of lower levels of diversity and higher segregation. Across the SACOG region, jurisdictions west of the foothills of the Sierra Nevada mountain range tend to have higher rates of diversity, as is the case in the City of Elk Grove. Elk Grove mirrors many of the suburban communities surrounding the City of Sacramento and many areas of Yolo and Sutter counties. The City will monitor fair housing complaints to ensure that there are not increased rates of discrimination based on race in these areas and will work with fair housing advocates to address ways to promote integration. There are no areas of racially or ethnically concentrated poverty in Elk Grove.

Elk Grove is family oriented, with the highest rate of families with children of anywhere in the region (56 percent

of households) (**Figure A-7**). In nearly all areas of the City, the percent of the population that lives alone does not exceed 10 percent. The dominance of single-family development and the presence of families does not inherently suggest segregation based on familial type, but the low rate of vacancy (3.17 percent overall, 0.55 percent for rental units, and 0.46 percent for ownership units) and dominance of single-family development may present a barrier to households and families seeking other housing options.

In 2014, there was a concentration of persons with a disability in the residential area between Highway 99, Bond Road, and Elk Grove Florin Road. At that time, more than 45 percent of the population in this area had at least one disability, higher than all other areas of the City. By 2019 however, this concentration had decreased and the percent of the population with a disability became more constant across the developed areas of the City. In contrast, the percent of the population with a disability, and areas of higher concentration, has remained stable across the SACOG region over time. Elk Grove has a similar or lower percent of the population with a disability than all areas of the SACOG region. As discussed in the Special Housing Needs section above, the most common disability among Elk Grove residents is ambulatory. To meet the needs of these residents, there are 55 adult residential care homes that are licensed or have licenses pending. In addition to housing facilities, Elk Grove Adult Community Training, Inc. and Aim Higher Inc. both provide education, training, and social services for adults with developmental disabilities, and E-Van, operated by the City, provides transportation service for residents with disabilities. Therefore, there are no patterns of segregation or limited access to opportunity for residents with a disability in the City of Elk Grove or surrounding areas.

The dominance of single-family zones in the City may also contribute to patterns of segregation by limiting where households that may rely on the lower cost of multifamily housing may live. While zones that allow multifamily development are integrated throughout the City within all residential neighborhoods and near commercial areas and services, there are still large areas dominated by single-family development. Throughout the public participation process, which relied on a variety of methods to reach all socio-economic segments of the community as described in the Outreach subsection of this assessment, the City worked with community members to identify housing preferences. The input received was incorporated into **Action 6** to amend the Zoning Code to encourage and promote a variety of dwelling unit types and sizes to meet the needs of a range of incomes. The intent of this implementation action is to combat patterns of segregation based on income or other factors that may result from current zoning and land use regulations.

#### *Access to Opportunity*

In a statewide ranking of 2016 California Assessment of Student Performance and Progress (CAASPP) test scores listed on School-Ratings.com, of the 35 schools in Elk Grove, 29 percent ranked 9 or higher, meaning scores were in the 80<sup>th</sup> percentile or better compared to other similar schools in the state. Only 1 school was ranked below the 50<sup>th</sup> percentile; however, the four schools that ranked the lowest are all located in the area west of Highway 99. However, while there is a concentration of lower performing schools in this area, four of the 10 highest ranking schools (in the 80<sup>th</sup> percentile and above) are also located in this area. Therefore, the residents in the area west of Highway 99 have access to proficient educational facilities. Additionally, the AI process found that access to proficient schools does not vary by race or poverty status in Elk Grove. The City has included **Action 19** to promote the availability of multi-lingual resources to all residents, with a focus on areas with lower performing schools or limited access to services, and to work with the school district to develop a strategy to connect all students with high performing schools.

Elk Grove residents are served by E-tran, a transit system operated by the City. E-tran provides regular service throughout the City and along Highway 99 into Downtown Sacramento. Routes run along major corridors in the City, offering connections to neighborhoods throughout the City, into Sacramento, and to the closest SacRT light rail stations. The City offers discounted passes to seniors, persons with disabilities, recipients of Medicare, students, and veterans to increase accessibility for these special needs groups. All buses are wheelchair accessible, but not all bus stops are suitable for use of the lift due to safety. The consultation process and AI process both found that, despite most bus routes running at 20–30-minute intervals 7 days a week, residents still felt the routes and availability were not sufficient. The City will therefore assess whether demand exists to increase the number of

routes and frequency of buses as well as the potential of improving all bus stops to allow the safe deployment of a wheelchair lift (**Action 19**).

As shown in **Figure A-8**, nearly all of the City of Elk Grove has the furthest proximity to jobs than any of the surrounding areas. However, Elk Grove is a commuter city to the City of Sacramento, as seen by the significant improvement in proximity to jobs closer to Downtown Sacramento. The distribution of job proximity suggests that many Elk Grove residents commute out of the City. There are no areas of poverty in Elk Grove that would suggest that residents have moved out of Sacramento to find more affordable housing, it is more likely that residents are seeking the family-oriented character of Elk Grove. However, there may be opportunities to attract jobs into the City to serve the supply of workers that reside there. See Chapter 5 of the General Plan, Economic Development, for details on the City's goals and policies for jobs development.

In February 2021, the California Office for Environmental Health Hazard Assessment (COEHHA) released the fourth version of CalEnviroScreen, a tool that uses environmental, health, and socioeconomic indicators to map and compare community's environmental scores. A community within the 75th percentile or above is one with higher levels of pollution and other negative environmental indicators and is considered a disadvantaged community. There are no disadvantaged communities in the City of Elk Grove. As shown in **Figure A-9**, the highest percentile in the City (58<sup>th</sup> percentile) is east of Highway 99 north of Sheldon Road. The corridor along Highway 99 has a slightly higher percentile, indicating worse incrementally environmental conditions, compared to areas further from heavy traffic and commercial and industrial uses. Outside of the City of Elk Grove, particularly to the north in South Sacramento, environmental conditions are significantly worse, and have resulted in disadvantaged communities. While Elk Grove environmental conditions are lower than adjacent communities, it is similar to other suburban communities in the SACOG region further from urban cores (i.e. the cities of Folsom, Roseville, Lincoln, and Placerville). Additionally, while there are slight differences between neighborhoods based on proximity to the highway in Elk Grove, there are no areas with considerably poor environmental conditions. To ensure residents across the City, regardless of location, have access to positive environmental conditions, the City will review open space requirements for new developments and will revise as necessary to ensure all residents have access to healthy outdoor spaces (**Action 19**).

#### *Disproportionate Housing Need and Displacement Risk*

As discussed in the Housing Needs Assessment of this Housing Element, overcrowding is not a significant issue in Elk Grove, with less than 2.5 percent of the households living in housing units too small to accommodate their household. According to California Health and Human Services (CHHS), the approximately 8.2 percent of California residents live in overcrowded households, on average. CHHS also reports that all census tracts in Elk Grove, except for one, have a rate of overcrowding of approximately 2.5 percent or less, significantly less than the statewide average and indicating that it is unlikely that residents of most of Elk Grove are at risk of displacement as a result of overcrowding. Unlike most of the census tracts however, approximately 10.6 percent of residents in the area located between Big Horn Boulevard to the east, Bruceville Road to the west, Elk Grove Boulevard to the south and Laguna Boulevard to the north live in an overcrowded household. This tract includes an elementary school and a middle school and the increased rate of overcrowding may be attributable to families with children that share rooms living within walking distance to schools. The City has included Action 6 to encourage construction of a variety of housing types to increase availability of housing at a range of sizes in an effort to reduce displacement risk due to unit size for all residents. The rate of overcrowding in Elk Grove is significantly lower than neighborhoods of south Sacramento immediately north of Elk Grove and most urban areas in the western portion of the SACOG region; overcrowding in Elk Grove more similarly reflects trends seen in jurisdictions in Placer and El Dorado counties including the cities of Roseville, Rocklin, Placerville, Folsom, and Auburn.

As shown in **Figure A-10**, renters are overpaying for housing across the City. The area with the highest level of poverty has the highest rate of overpayment. In contrast, as seen in **Figure A-11**, the percentage of homeowners overpaying for housing is significantly lower across the City. The City has included **Actions 16** and **17** to target investment in developing a variety of housing choices in the area of the City with the highest percentage of lower-income households and overpayment. Increasing the availability of affordable housing in a variety of sizes



and types reduces the risk of displacement for these residents and promotes housing mobility in areas of higher opportunity by increasing the available options. While housing appears to be more affordable to homeowners in Elk Grove, a survey of residents for the AI found that there is a 10-percentage point gap between Hispanic and non-Hispanic White homeowners and that mortgage loan denial rates are higher for minority groups. Additionally, households that include a member with a disability are half as likely as a non-disability household to own a home in the region. Thus, there is a disproportionate need for affordable and accessible homeownership opportunities in the City and a risk of displacement for both renters and owners who are overpaying for housing.

In addition, issues presented by overpaying for housing and inequitable access to funding, housing condition can present a safety concern for residents living in substandard housing in need of repairs. Approximately two-thirds of housing units in the City of Elk Grove were constructed since 1990; typically, housing that is less than 30 years old is less likely to be in need of repairs or rehabilitation. According to CHAS, less than one percent of residents across Elk Grove are living in housing that lacks a complete kitchen or plumbing. While this suggests that most housing in the City is suitable for occupancy, approximately a third of households that include a member with a disability live in a home that does not meet their needs. Additionally, approximately a quarter of residents in the Sacramento region consider their housing to be in poor condition; while the results of this survey for the AI are not isolated to Elk Grove, it can be assumed that at least some low-income households in the City are living in substandard conditions. The City will assist homeowners to identify and apply for rehabilitation funding and will develop a code enforcement process in which code enforcement staff will follow up with landlords to ensure repairs are made so that the unit can be occupied (**Action 17**).

Displacement occurs when a household is no longer able to remain in their home for any number of reasons. There are several indicators of displacement risk that include overcrowding, overpayment, and substandard housing conditions. Other key indicators include an increase in home prices and rents, low vacancy rates, wage increases that are less than home price increases. The Sacramento Association of Realtors releases a monthly report of single-family home prices in the Sacramento area, including the City of Elk Grove. According to this report for August 2021, Sacramento area prices ranged from a median sales price of \$347,000 in the South City Farms/Fruitridge Manor/Avondale area (95824 ZIP code) to \$1,325,000 in the East Florin Road area (95830 ZIP code), just northeast of the City of Elk Grove. In Elk Grove, median sales prices ranged from \$560,000 (95758 ZIP code) to \$690,000 (95757 ZIP code). While the median home price in Elk Grove is in the upper 50 percent of home prices in the Sacramento region, it is incrementally more affordable than areas such as East Sacramento, Land Park, Midtown and Downtown, Arden Oaks, and the City of Folsom. However, the rising cost of housing in Elk Grove is reflective of trends throughout the region and state but increases the displacement risk for residents, particularly lower-income households. The influx of higher-income households in recent years has raised home values in Elk Grove and has driven demand for more expensive housing and resulted in a drastically low vacancy rate in the meantime, thus furthering displacement risk for lower-income households.

The annual rate of increase in average home value or rental prices compared with annual changes in the average income in the City may also indicate an increased risk of displacement due to housing costs outpacing wage increase, a trend that is felt throughout the region, state, and nation. According to Zillow, the median home sales prices in City of Elk Grove has increased 18 percent annually since 2011, increasing from approximately \$210,000 in September 2011 to approximately \$588,000 in September 2021. Rental prices have also increased rapidly, increasing from \$1,250 for a 2-bedroom unit in August 2015 to \$1,938 in August 2021, for an average annual increase of 9 percent. While housing costs have risen significantly in recent years, wages have not kept pace. The median income in Elk Grove has increased by less than 2 percent annually, from \$78,564 in 2011 to \$93,780 in 2019 according to the American Community Survey. The difference in these trends indicates growing unaffordability of housing in the City of Elk Grove that may prevent low-income households from remaining in their homes over time. In order to address affordability challenges, the City will take a variety of actions to encourage and incentivize development of affordable housing units, particularly in high opportunity areas (see **Table 30**).

Displacement risk increases when a household is paying more for housing than their income can support, their housing condition is unstable or unsafe, and when the household is overcrowded. Each of these presents barriers

to stable housing for the occupants. In Elk Grove, overpayment is not strictly tied to areas of concentrated poverty or low median income. As shown in **Figures A-4, A-10, and A-11**, while there is an increased rate of poverty (21.6 percent) and overpayment among renters (75.9 percent) in the neighborhood bordered by Elk Grove Florin Road, Calvine Road, Waterman Road, and Bond Road, overpayment among renters is also significantly high west of Elk Grove Florin Road to Highway 99 between Sheldon Road and Bond Road (61.7 percent of renters) and between Elk Grove Florin Road and Waterman Road south of Elk Grove Boulevard (67.1 percent of renters). These other two areas however have poverty rates of 6.8 percent and 6.2 percent, respectively. This suggests that housing in these neighborhoods may be unattainable for most lower-income households, resulting in the low rate of poverty. When compared to affordable home prices presented in **Tables 19 and 20**, the median home price is affordable to some moderate-income households but is unaffordable to lower-income households. Therefore, while lower-income households are more frequently burdened by overpayment, some moderate-income households may also be subject to overpayment in the most expensive neighborhoods of Elk Grove.

This data suggests that displacement risk due to overpayment is not exclusively an issue for lower-income households; however, housing costs may present a barrier to mobility for lower-income households to access certain neighborhoods identified as having higher median home values, such as neighborhoods in the 95757 ZIP code identified earlier in this analysis and in **Figure A-2**. The City has included **Actions 8 and 9** to work with developers to increase the supply of affordable housing throughout the City to increase mobility opportunities and **Actions 15 and 19** to connect lower-income households with affordable housing opportunities. As there is not a concentrated area of lower-income households and overpayment, the City will focus on promoting the assistance opportunities to all lower-income households.

#### *Enforcement and Outreach Capacity*

The City enforces fair housing and complies with fair housing laws and regulation through a twofold process: review of City policies and code for compliance with State law and referring fair housing complaints to appropriate agencies.

The City reviewed its Zoning Code in 2014, 2016, and 2019 to ensure compliance with fair housing law, and continues to examine land use policies, permitting practices, and building codes to comply with state and federal fair housing laws. Period reviews of the zoning code and policies confirm that, as the City grows and changes, it continues to ensure and enforce that all persons have access to sound and affordable housing. The City has also included Action 17 to develop a proactive code enforcement program to connect lower-income households in areas of concentrated rehabilitation need with the Minor Home Repair Program or similar programs offered in connection with the City's nonprofit partners.

In addition to assessing fair housing issues related to development standards, fair housing issues can also include discriminatory behaviors by landlords such as refusal to grant reasonable accommodation requests, not allowing service animals, discrimination against familial status, sex, religion, or other protected class, and more. The City complies with fair housing law regarding complaints by referring parties with potential discrimination issues to the Renters Helpline, HUD, or the California Department of Fair Employment and Housing to provide a variety of options for assistance. The City contracted with Sacramento Self Help Housing run the Renters Helpline, which provides tenant-landlord mediation and fair housing services; they referred fair housing complaints to HUD, DFEH, or Project Sentinel (a fair housing nonprofit). Additionally, the City works with the California Apartment Association to offer trainings to landlords, property management professionals, etc. on fair housing topics, particularly related to disability and reasonable accommodation.

As part of the AI process and development of the 2020-2025 Consolidated Plan, the City met with several local stakeholder organizations who work with protected classes including Sacramento Self Help Housing, the Disability Advisory Committee, Homeless Assistance Resource Team, Elk Grove Food Bank Services, Senior Center of Elk Grove, and Elk Grove United Methodist Church. Each of these organizations discussed barriers to fair housing for clients they work with, predominantly the lack of affordable housing or service enriched housing for special needs group such as homeless individuals, seniors, and individuals with disabilities. Stakeholders also discussed a need



for more extensive transportation options to connect residents with services and a general increase in the number of housing units to aid in alleviating the constraints of a low vacancy rate. Fair housing issues identified in the AI process, including discriminatory lending and lack of accessible housing for persons with disability are discussed throughout this Assessment of Fair Housing to identify patterns and actions to address them.

In their 2019 Annual Report, the California Department of Fair Employment and Housing (DFEH) reported that they received 66 housing complaints for residents of Sacramento County, less than 1 percent of the total number of cases in the State that year (934). As part of the Fair Housing Assistance Program (FHAP), DFEH dual-files fair housing cases with HUD’s Region IX Office of Fair Housing and Equal Opportunity (FHEO); HUD’s FHEO reported that 19 housing discrimination cases were filed from residents of Elk Grove between January 1, 2013, and September 1, 2020. This number provides a snapshot of discrimination cases that exist as many may go unreported or be referred to other agencies, such as the Renters Helpline. Of the 19 cases filed with HUD, eight alleged discrimination due to a disability and six were due to race (Table 29). None of these cases were filed against the City or housing authority. In addition to filed cases, there were 29 inquiries made to HUD about Elk Grove housing providers. Two of these inquiries were made on the housing authority, and one on the City. However, the 29 inquiries resulted in 12 findings of no valid bases, 13 the filer failed to respond, 2 declined not to pursue, and for 1 the provider was not located. As a result, none of these cases, including those against the public housing authority and City, were pursued as valid cases.

**Table 29**  
**Alleged Bases for Housing Discrimination Cases in Elk Grove**

Basis	Number	Percent of Total
Disability	8	42.1%
Familial Status	3	15.8%
Race	6	31.6%
National Origin	3	15.8%
Religion	2	10.5%
Retaliation	3	15.8%
Sex	2	10.5%
Color	1	5.3%
Total Cases	19*	100%

Source: HUD Region IX Office of Fair Housing and Equal Opportunity, 2020

\*The number of alleged bases exceeds the total number of cases because some cases alleged multiple bases.

Neither the California DFEH nor HUD FHEO were able to provide the specific locational origin of cases either because they do not track the geographic origin of complaints or due to confidentiality concerns. Therefore, the City was unable to conduct a spatial analysis of fair housing cases to identify any patterns or concentrations of fair housing issues in the City. Action 19 includes an action to work with fair housing enforcement organizations and agencies to track issues and identify patterns in the City.

**Sites Inventory**

The City examined the opportunity area map prepared by the California Department of Housing and Community Development (HCD) and the California Tax Credit Allocation Committee (TCAC) (Figure A-1). The opportunity area map identifies areas in every region of the state whose characteristics have been shown by research to support positive economic, educational, and health outcomes for low-income families—particularly long-term outcomes for children.

Using the statewide opportunity area map and indicators of segregation, displacement risk, and access to opportunity as overlays to the City’s sites inventory, the City was able to identify if the sites identified in the inventory to accommodate the lower-income RHNA disproportionately concentrate these units or increase patterns of

segregation. As shown in Figures 1 through 3 of the Adequate Sites analysis the City has not clustered any of the non-entitled sites in any one area. Sites identified to meet the lower-income RHNA are distributed across neighborhoods with moderate- and above moderate- incomes, thus increasing the potential for mixed income communities and a variety of housing types to meet the needs of both family and nonfamily households. Additionally, the sites are distributed across the City to address the need for more affordable housing in areas of increased overpayment to reduce displacement risk for those residents. The area with the highest concentration of sites is along the southern border of the City in a currently undeveloped special plan area (SEPA) where future development will include non-residential uses such as commercial space, offices, community facilities, and retail in addition to housing to ensure that new residents in this area have access to strong economic and educational opportunities, as do other areas of the City. With new development, the City will also assess the need to expand transit opportunities into these areas to ensure residents can access all resources and services that they need (**Action 19**).

The sites selected to meet the City's RHNA were identified using City knowledge and input from the community through the RHNA tool to ensure that all sites were suitable for development and encouraged integration of housing types, household incomes, and household types. Additional information on the site selection process and rezone of candidate sites is described in detail in Chapter 6 (Adequate Sites) of this Housing Element. The City will ensure that the lower-income housing units identified as part of specific plans are integrated throughout the development to encourage mixed-income neighborhoods and promote access to opportunity for all residents.

**Contributing Factors**

Discussions with community members, organizations, fair housing advocates, the AI outreach process, and this assessment of fair housing issues identified several factors that contribute to fair housing issues in Elk Grove, including those identified in the fair housing issues matrix below (**Table 30**).

**Table 30  
Contributing Factors to Fair Housing Issues**

AFH Identified Fair Housing Issues	Contributing Factors	Meaningful Actions
Displacement risk for residents due to economic pressures.	Limited affordable rental options. Barriers to homeownership, especially for minority groups. High cost of housing. Cost of rehabilitation and repairs. Shortage of affordable housing for large families near schools.	Require replacement of any lower-income units lost to development (Action 3). Provide lot consolidation assistance and other incentives for affordable housing (Action 5). Encourage construction of middle housing types to provide a variety of unit sizes for moderate income households (Action 6). Provide financial assistance and fee waivers for construction of affordable housing (Actions 8 and 9). Provide repair and rehabilitation assistance (Action 17). Connect lower-income residents with affordable rental and homeownership options through a

AFH Identified Fair Housing Issues	Contributing Factors	Meaningful Actions
		current database of available housing (Actions 15 and 19).
Disproportionate access to services.	Concentration of non-English speaking households.  Insufficient supply of accessible units for households with a disability, especially near services.  Limited availability of public transit.  Concentration of more poorly ranked schools in lower-income and linguistically isolated neighborhoods.	Increase availability of multi-lingual resources (Action 19).  Work with the school district to improve access to high performing schools for lower-income students (Action 19).  Conduct an analysis of unmet transit need (Action 19).
Lack of variety in housing types to meet a range of needs and incomes.	Dominance of single-family development.  Low vacancy rates overall, reducing options to move to appropriately sized housing.	Promote missing middle-density housing types (Action 6).  Encourage construction of ADUs, tiny homes, and other alternative housing types (Action 21).

Based on this assessment and the contributing factors to fair housing, the City has identified addressing the supply of accessible, affordable housing and access to homeownership opportunities as priorities to further fair housing. **Action 19** has been included to affirmatively further fair housing and take meaningful actions that, taken together, address disparities in access to affordable rental and ownership opportunities and disparities in access to suitable housing. Additionally, the City has incorporated actions to address other factors that contribute to fair housing throughout several other programs in this Housing Element.

**4. ADEQUATE SITES**

**COMPLYING WITH THE ADEQUATE SITES REQUIREMENT**

State law requires jurisdictions to demonstrate that “adequate sites” will be made available over the planning period (2021–2029 for the SACOG region) to facilitate and encourage a sufficient level of new housing production. Jurisdictions must also demonstrate that appropriate zoning and development standards, as well as services and facilities, will be in place to facilitate and encourage housing.<sup>1</sup> The Housing Element provides an inventory of land suitable for residential development, including vacant and underutilized sites, and analyzes the relationship of zoning and public facilities and services to these sites.

The following discussion identifies how the City may provide for a sufficient number of sites to facilitate housing production commensurate with the 2021–2029 Regional Housing Need Allocation (RHNA). In evaluating the adequacy of sites to fulfill the RHNA by income level, HCD assesses a jurisdiction’s development potential by zoning district and corresponding density level. The assumption is that density can reduce the per-unit cost of development and therefore the sales price or rent of the housing developed.

**PROGRESS TOWARD MEETING HOUSING NEEDS**

An important component of the Housing Element is the identification of sites for future housing development and evaluation of the adequacy of these sites in fulfilling the City’s share of regional housing needs as determined by SACOG. The City’s housing allocation to be accommodated under the SACOG RHNP is 8,263 housing units: 2,661 very low-income units (50 percent or 1,330 units of this number is assumed to be the extremely low-income allocation), 1,604 low-income units, 1,186 moderate-income units, and 2,812 above-moderate-income units. **Table 31** summarizes how the City will accommodate its 2021–2029 RHNA.

**Table 31  
Progress in Meeting Regional Housing Allocation**

	Income Category				Total Units
	Very Low	Low	Moderate	Above Moderate	
<b>2021–2029 RHNA</b>	<b>2,661</b>	<b>1,604</b>	<b>1,186</b>	<b>2,812</b>	<b>8,263</b>
Vacant Site Capacity	4,230	0	0	0	4,230
Underutilized Site Capacity	486	0	0	0	486
Entitled Projects	107	1,701	3,617	0	5,425
Projected ADU Capacity*	0	8	0	0	8
<b>Total Capacity and Projected</b>	<b>4,823</b>	<b>1,709</b>	<b>3,617</b>	<b>0</b>	<b>10,149</b>
<b>Total Surplus</b>	<b>558</b>	<b>523</b>	<b>805</b>	<b>0</b>	<b>1,886</b>

Source: City of Elk Grove, May 2021; SACOG RHNP, March 2020

\* ADU capacity is based off past trends (2016 – 2017). The City assumes at least 1 ADU will be approved annually over the 8-year planning period. Affordability is based on project design.

<sup>1</sup> State of California, Government Code, Section 65583(c)(1).

### **AVAILABLE SITES**

As part of the 6th round Housing Element update, the City analyzed sites appropriate for single- and multifamily development that were vacant or underdeveloped. Sites zoned RD-25 or higher or are zoned SEPA-HDR allow for 30 units per acre and therefore are credited towards meeting the City's lower-income RHNA.

As part of this inventory, the City identified sites that were most suitable to accommodate the City's RHNA. Vacant and underutilized sites were identified to accommodate the City's lower-income RHNA (refer to **Table 34**) and entitled projects (included in **Table 35**) will accommodate the City's moderate and above-moderate-income RHNA, with the exception of Bruceville Meadows, Souza Dairy, and Sheldon Farms North. These projects all have a high-density component and meet the 30 units per acre threshold.

**Table 31** provides a summary of the City's site capacity, entitled projects, and projected ADUs and compares that to the regional housing need.

Please refer to **Figure 1** for a map of all sites included to meet the Lower income RHNA. **Figure 2** provides a map of all sites to meet the moderate- and above moderate RHNA, and **Figure 3** provides a map of all sites included in the sites inventory.

### **SITE CONFIGURATION**

The City has received requests to allow division of property designated for high-density development that is larger than 10 acres to allow for smaller parcels more closely aligned with funding sources. While the City encourages the division of land in support of development proposals, the remaining land may be less suited for development because of access, visibility, or shape. This can result in a subsequent request to change the designation to a lower density to allow fewer units in order to fit on the remaining land. When this occurs, the City loses housing potential and must find additional parcels to accommodate high-density housing.

The City remains supportive of land division and has included Action 4 to assist but will require that future subdivision on multiple family that will develop only a portion of the site demonstrate that the remaining land can be developed at the designated density. This is like the review process followed for single family subdivisions where an applicant must demonstrate that a home can be built on an oddly shaped or sized parcel without the need for a variance. For multiple family property, additional factors such as marketability, visibility, site shape, and size are also important considerations before a large multiple family site can be divided.

### **SITE SIZE**

Per State law, sites smaller than half an acre or larger than 10 acres are not considered adequate to accommodate lower income housing needs unless it can be demonstrated that sites of equivalent size were successfully developed during the prior planning period or other evidence is provided that the site can be developed as lower income housing.

Site 3 (assumed capacity of 387 units) is 15.48 acres and site 19 is slightly larger than 10 acres. However, the net developable acreage of the site 19 will be less than 10 acres after meeting development standards. Determination of the net buildable acreage of less than 10 acres is based HCD guidance on Government Code Section 65583.2 released May 2020.

Recent development trends suggest that affordable housing providers are interested in construction of lower income units on larger sites. In 2012, Laguna Ride Apartments was developed on an approximately 11-acre site on Civic Center Drive which included 204 units. In 2018, a 12-acre site on the west side of Bruceville Road from the site 3 was subdivided and a 9.2-acre portion was acquired by a housing developer. The first phase of the site (4.56-acres) under construction for the Gardens at Quail Run, a low-income affordable housing development that includes 96 units.

The City has included Action 4 to assist with development on large lots and is currently completing a study using SB 2 funding to identify mechanisms to facilitate the development of affordable housing on large sites.

Based on the City's assumed assistance, and the recent development trends, the City believes these large sites are still viable and appropriate to include to meet a portion of the City's lower income RHNA.

**SITES IDENTIFIED IN PREVIOUS HOUSING ELEMENTS**

Pursuant Government Code Section 65583.2(c)), a non-vacant site identified in the previous planning period and a vacant site that has been included in two or more previous consecutive planning periods cannot be used to accommodate the lower income RHNA unless the site is subject to a program in the housing element requiring rezoning within three years of the beginning of the planning period to allow residential use by right for housing developments in which at least 20 percent of the units are affordable to lower income households.

**Tables 34** and **35** indicate (denoted in bold) whether inventoried sites are subject to Government Code Section 65583.2(c). Five sites (1, 2, 3, 13, and 23) included in the inventory for lower-income housing have been included in previous housing elements. While the sites included in the lower-income inventory already allow housing by-right, the Housing Element includes Policy H-1-5 to ensure housing developments in which at least 20 percent of the units are affordable to lower income households will be allowed by-right.

**REALISTIC CAPACITY**

To determine the realistic capacity for each site, the City staff reviewed affordable multifamily projects in the City since 2005 (**Table 32**). It was determined that the average density of multifamily development projects was approximately 24 units per acre. Although the sites analysis assumes a density (realistic capacity) of 25 units per acre for sites included in **Tables 34** and **35**, the allowable density in the RD-25 is 20.1 to 30 units per acre and 25.1 to 30 units per acre in the RD-30 zone. Based on staff assumption that sites will not be built out at maximum density, the realistic capacity is assumed to be 21 units per acre for RD-25 sites and 25 units per acre for RD-30 sites.

**Table 32  
Elk Grove Affordable Multifamily Housing Projects**

Year Built	Project Name	Number of Income Restricted Units	Density (units/acre)	Zoning District
2020	Gardens at Quail Run	96 units	21	RD-25
2017	Bow Street Apartments	98 units	21	RD-25
2014	Avery Gardens	64 units	19	RD-20
2012	Ridge Apartments	103 very low- and 100 low-income units	19	RD-20
2012	Vintage at Laguna II	23 very low- and 45 low-income units	30	RD-30
2009	Montego Falls	26 very low- and 105 low-income units	25	RD-25
2009	Seasons Apartments	45 very low- and 176 low-income units	26	RD-15**

Year Built	Project Name	Number of Income Restricted Units	Density (units/acre)	Zoning District
2007	Stoneridge	36 very low- and 59 low-income units	19	RD-20
2006	Waterman Square	34 very low- and 49 low-income units	21	RD-20
2006	Crossings at Elk Grove	40 very low- and 131 low-income units	21	RD-20
2005	Vintage at Laguna I	32 very low- and 125 low-income units	38	RD-30

Source: City of Elk Grove, 2020

\*Funding through Affordable Housing Loan Program.

\*\*Seasons Apartments was granted a Density Bonus.

**ENTITLED PROJECTS TO MEET THE LOWER INCOME RHNA**

In March 2021, site 1 – Quail Run, was entitled for 108 units. With the exception of the manager’s unit, all of the units will be affordable to households with incomes between 30 and 60 percent of the area median income (AMI). Construction is expected for Spring 2022. Site 1 as reflected in **Table 33** is assumed to accommodate 107 units of the lower income RHNA.

**Table 33  
Entitled Project –  
to Meet the Lower Income RHNA**

Site Number	Project Name	APN(s)	Acreage	Zoning	Approved Units	Affordability <sup>1</sup>
L-1	Quail Run	132-1780-048	4.88	RD-25	107	Lower

Source: City of Elk Grove, March 2021

**VACANT AND UNDERUTILIZED SITES**

As part of the site analysis, the City identified several sites to provide for additional lower-income RHNA capacity. These sites will be rezoned concurrently with adoption of the Housing Element. Action 1 has been included to rezone the identified sites to meet the RHNA.

As part of the site identification process, the City looked at several factors that are consistent with the City’s General Plan. All sites were analyzed relative to the following factors.

- Proximity to public transit or bus service.
- Proximity to commercial and social services.
- Parcel size and configuration that enhances the feasibility of development.
- Lack of physical constraints (e.g. noise, wetlands).
- Provision for a variety of housing types and affordable housing opportunities.
- An appropriate size to provide for on-site management



- Integration into and compatibility with surrounding development.

After identifying the sites, the City created an online housing planning tool for community members to provide feedback on which sites they would like to see included and where they feel rezoning is appropriate. The results of this identification and outreach process were utilized by the City to select the final list of sites. The selected sites are listed in **Table 34**. The locations of all sites are shown in **Figure 1**; all sites are located in Moderate, High, and Highest Resource areas, as discussed in the Fair Housing Assessment in this Housing Element.

Of the sites included in the inventory, four are underutilized sites. Underutilized sites are those that have minimal improvements that do not use the site to its fullest extent. The underutilized sites identified can accommodate 486 lower-income housing units and vacant sites can accommodate an additional 4,230 lower-income housing units. The four underutilized sites all currently have residential development at a density below the allowed density and are appropriate to support additional development.

A site-by-site analysis for each underutilized site follows **Table 34**. Additionally, per California Government Code, Section 65915, subdivision (c)(3), the City has included Action 3 to mitigate the loss of affordable housing units and require new housing developments to replace all affordable housing units lost due to new development.

**Table 34**  
**Sites Inventory –**  
**High Density to Meet the Lower Income RHNA<sup>1</sup>**

Site Number <sup>2</sup>	General Location	APN(s)	Gross Acres	General Plan Designation	Zoning	Max Density	Assumed Density	Dwelling Unit Potential	Assumed Affordability
L-2	M&H Site in Lent Ranch <sup>3</sup>	134-1010-013	12.8	High Density Residential	RD-20	20	18	230	Lower
L-3	Southeast corner of Bruceville Road and Poppy Ridge <sup>4</sup>	132-0050-161	15.48	High Density Residential	RD-30	3	25	387	Lower
		116-0011-004	6.5	High Density Residential	RD-25	30	25	163	Lower
		132-0290-021	9	High Density Residential	SEPA-HDR (25-30)	30	25	225	Lower
L-4	Northwest corner of Bruceville and Big Horn	116-0011-004	6.5	High Density Residential	RD-25	30	25	163	Lower
L-5	SEPA, Clark Property, Poppy Ridge at Lotz Parkway	132-0290-021	9	High Density Residential	SEPA-HDR (25-30)	30	25	225	Lower
L-6	SEPA, Suyanaga Property, Southeast corner of Poppy Ridge and Big Horn	132-0290-044	8.6	High Density Residential	SEPA-HDR (25-30)	30	25	215	Lower
L-7	SEPA, Souza Lot 1096	132-0320-006	7.1	High Density Residential	SEPA-HDR (15.1-30)	30	21	149	Lower
L-8	SEPA, Souza Lot 1097	132-0320-006	7.9	High Density Residential	SEPA-HDR (15.1-30)	30	21	166	Lower
L-9	SEPA, Souza Lot 1098	132-0320-006	6.5	High Density Residential	SEPA-HDR (15.1-30)	30	21	137	Lower
L-10	SEPA, Souza Lot 1098	132-0320-006	7.2	High Density Residential	SEPA-HDR (15.1-30)	30	21	151	Lower
L-11	SEPA, Souza Lot 1105	132-0320-006	9.3	High Density Residential	SEPA-HDR (15.1-30)	30	21	195	Lower
L-12	SEPA, Bruceville Meadows	132-0300-006	8.4	High Density Residential	SEPA-HDR (15.1-30)	30	21	176	Lower
L-13	Laguna Ridge, Backer Property, Southwest corner of Big Horn and Poppy Ridge	132-0050-091	9.94	High Density Residential	RD-25	30	25	278	Lower
		132-0050-052	0.84						
		132-0050-044	0.97						
L-14	Elk Grove Florin at Brown Road	115-0180-012	2.2	High Density Residential	RD-25	30	25	110	Lower
		115-0180-013	2.17						

Site Number <sup>2</sup>	General Location	APN(s)	Gross Acres	General Plan Designation	Zoning	Max Density	Assumed Density	Dwelling Unit Potential	Assumed Affordability
L-15	Harbour Point and Maritime	119-1920-017	1.82	High Density Residential	RD-25	30	25	77	Lower
		119-1920-018	1.24						
L-16	East Stockton at Bow Street	115-0162-036	1.81	High Density Residential	RD-25	30	25	73	Lower
		115-0162-019	1.1						
		115-0162-023	0.78						
L-17	Sheldon Farms North, Stein	116-0012-051	5.3	High Density Residential	RD-25	30	25	133	Lower
L-18	Sheldon Farms South, Arson	116-0012-064	9	High Density Residential	RD-25	30	25	225	Lower
L-19	Sterling Meadows HDR Site (southeast corner of Lotz Parkway and Bilby Road)	132-2390-008	10.68	High Density Residential	RD-30	30	25	267	Lower
L-20	Laguna Boulevard and Bruceville Road (COBRA/Pacific Properties)	116-0011-020	1.97	High Density Residential	RD-40	40	27	228	Lower
		116-0011-021	1.65						
		116-1380-009	1.34						
		116-1380-008	1.43						
		116-1380-005	0.64						
		116-1380-014	1.18						
L-21	2804 Elk Grove Boulevard (Samos)	132-0460-107	7.49	High Density Residential	RD-30	30	25	187	Lower
		132-0460-073	0.12						
L-22	8994 Calvine Road	121-0140-003	2.32	High Density Residential	RD-25	30	21	49	Lower
<b>L-23</b>	8770 Calvine Road	115-0180-020	3.5	High Density Residential	RD-25	30	21	74	Lower
L-24	Laguna Boulevard and Haussmann Street	119-1110-022	6.96	High Density Residential	RD-30	30	25	174	Lower
L-25	Laguna Vaux	119-1110-088	2.59	High Density Residential	RD-30	30	25	65	Lower
L-26	9296 E Stockton Boulevard	116-0090-059	3.81	High Density Residential	RD-30	30	25	95	Lower

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Site Number <sup>2</sup>	General Location	APN(s)	Gross Acres	General Plan Designation	Zoning	Max Density	Assumed Density	Dwelling Unit Potential	Assumed Affordability
L-27	Bow Street Northwest	115-0161-021	1.54	High Density Residential	RD-30	30	25	258	Lower
		115-0161-005	4.1						
		115-0161-018	0.73						
		115-0161-013	0.6						
		115-0161-019	1.64						
		115-0161-016	1.66						
L-28	Old Town, southwest corner of Elk Grove Boulevard and Webb Street	134-0072-013	0.47	High Density Residential	RD-25	30	21	39	Lower
		134-0072-014	0.47						
		134-0072-015	0.47						
		134-0072-016	0.46						
L-29	Bradshaw, just south of Calvine. (Eden Gardens Event Center)	121-1100-003 (portion of)	2.5	High Density Residential	RD-25	30	21	52	Lower
		121-1100-001	2.02						
L-30	Calvine Road and Bradshaw Road	132-0290-030	2.91	High Density Residential	RD-25	30	21	42	Lower
		132-0290-031	2.11						
		132-0290-036	2.3						
		132-0290-037	2.3						
		132-0290-009	2.41						
L-31	Southwest corner Lotz Parkway and Whitelock Parkway		5	High Density Residential	RD-25	30	21	105	Lower
							<b>Total Lower Income</b>	<b>4,725</b>	

Source: City of Elk Grove, 2020

Note: Sewer, water, and dry utilities are available for all sites listed.

<sup>1</sup>No environmental constraints such as floodplains, sensitive habitats, or wildfire risk exist on any sites.

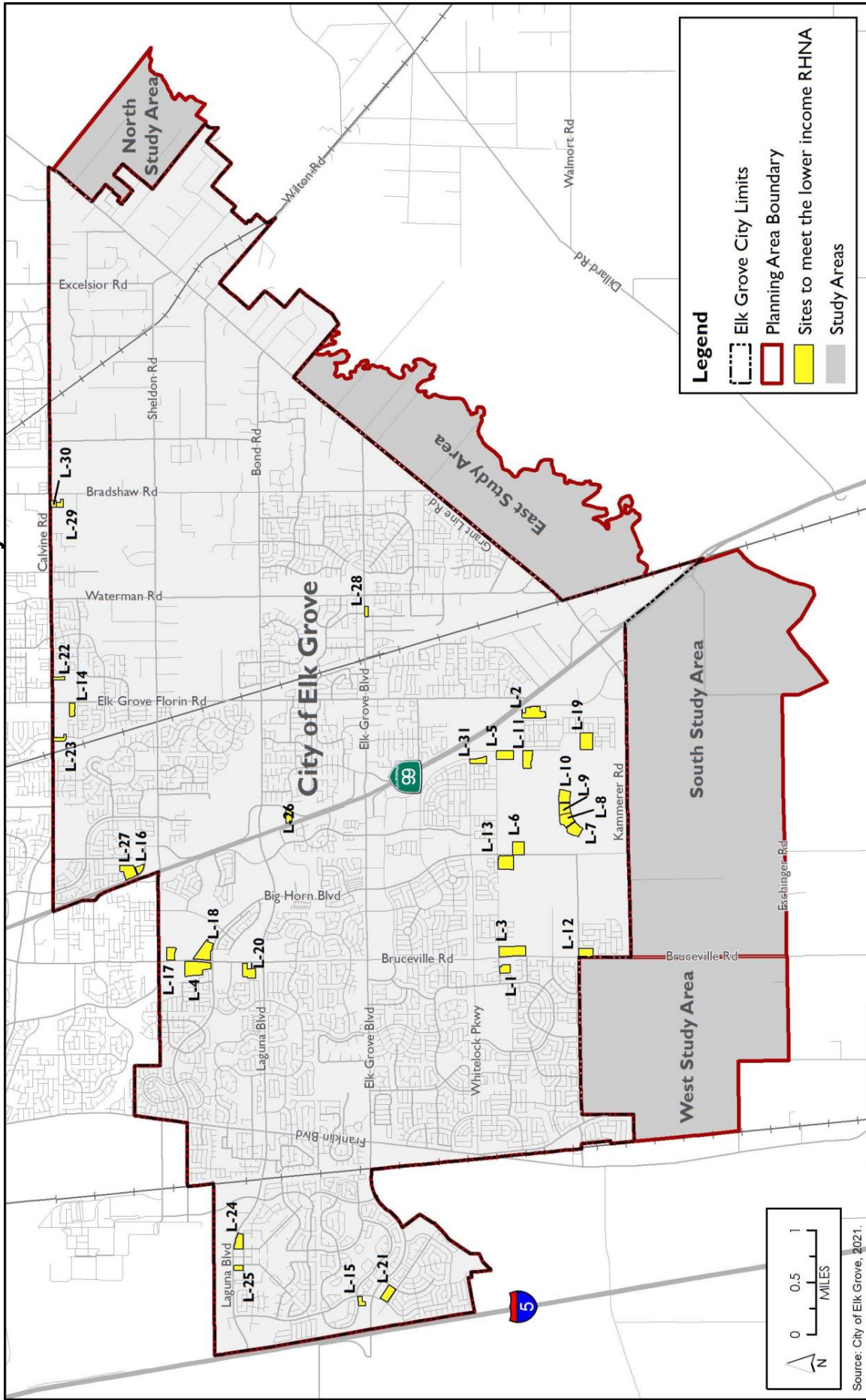
<sup>2</sup> Bolded site numbers are subject to the requirements of Government Code Section 65583.2(C). See Policy H-1-5.

<sup>3</sup>This site has a development agreement that requires 230 affordable units.

<sup>4</sup>This site will be rezoned from RD-20 to RD-30 making it appropriate to accommodate a portion of the lower income RHNA (Action 2). Additionally, Action 4 has been included to help facilitate development on larger lots.

<sup>5</sup> Site 31 identifies the total parcel size for each parcel, but only 5 acres are proposed for RD-25 zoning.

Figure 1  
Lower Income Sites Inventory



### Underutilized Sites

Underutilized sites have previously been redeveloped in the City to accommodate housing including the Quail Run low-income housing project in which the developer subdivided the site, retaining the existing home and developing on the vacant land, and the Bow Street Apartments which were built after demolishing existing structures on the site. Two sites (12 and 13) have also had homes recently demolished to facilitate future development. This trend of redevelopment of underutilized sites supports the potential of the sites listed below to meet the City's RHNA.

#### **Site L-22, APN 121-0140-003 – Zoning: RD-5- Low-Density Residential**

This parcel is an underutilized site at 8994 Calvine Road. It is approximately 2.32 acres and has an existing residential building of about 2,150 square feet. The home is currently occupied and eligible for sale; however, the City has not approached the homeowner at this time. This site is surrounded by commercial uses to the west and residential development to the north, east, and south. The site is located within a quarter-mile of an elementary school, a half-mile of two grocery stores and shopping complexes, and approximately one mile from a middle school and high school with several public transit bus stops within a half-mile.

#### **Site L-23, APN 115-0180-020 – Zoning: RD-20- High-Density Residential**

Site L-23 is a 3.5-acre, underutilized site at 8770 Calvine Road with three residential buildings located between a department store and storage unit, with residential development to the north and south. The residential buildings are currently occupied; there has been a development application for the property previously that was not approved (applicant withdrawn). The current zoning allows a minimum of 18.1 dwelling units per acre, and a maximum of 20 dwelling units per acre. Under this zoning, the current development is significantly below the minimum allowed density. The proposed zoning for this site is RD-25, allowing up to 30 dwelling units per acre. The site is located less than a quarter-mile from a high school, within a half-mile of two grocery stores and shopping complexes, approximately 0.75 miles from an elementary school, and 1.5 miles from a middle school.

#### **Site L-27, APN 115-0161-021, 115-0161-005, 115-0161-018, and 115-0161-013 – Zoning: RD-6- Low-Density Residential**

Of these adjacent parcels, APN 115-0161-021 (1.54 acres) is vacant and the other three are underutilized. The parcels are located at the intersection of Bow Street and East Stockton Boulevard and are approximately 10.27 acres combined. APN 115-0161-005 (4.1 acres) has two single-family residential buildings, one of which is in poor physical condition; most of the parcel is currently vacant. APN 115-0161-018 (0.73 acres) has a single residential building and APN 115-0161-013 (0.60 acres) has one residential building and two sheds in poor condition. This site is adjoining the Bow Street Apartments and would likely be consolidated as part of a redevelopment process. The proposed zoning for this site is RD-25, allowing up to 30 dwelling units per acre. This site is located within a quarter-mile of a public transit bus stop and within 1.3 miles of a grocery store, schools, a shopping center, and job opportunities.

#### **Site L-29, APN 121-1100-003– Zoning: AR-5-Agricultural Residential**

Site L-29 covers a 2.5-acre portion of an approximately 5.2-acre underutilized parcel located at 8434 Bradshaw Road. The site is partially vacant with an event center and parking lot on the eastern half of the lot with the remainder of the lot undeveloped. The proposed zoning is RD-25, allowing up to 30 dwelling units per acre and would only cover the 2.5-acre portion not being utilized for the event center. The site is surrounded by vacant land, commercial uses, and some low-density development and is located less than a quarter-mile from public transit stops, within a half-mile of schools, and approximately 2 miles from two grocery stores and job opportunities.

**Site L-31, APNs 132-0290-030, 132-0290-031, 132-0290-036, 132-0290-037, 132-0290-009 – Zoning: RD-5- Low-Density Residential**

Five parcels on Poppy Ridge Road, totaling 12.03 acres, have been included in the sites inventory. At the time of this Housing Element, the City has purchased three of the five parcels and has contacted the owners of the other two parcels to discuss acquisition. The City is pursuing acquisition of the sites in order to facilitate construction of new arterial roadways through the area (Lotz Parkway and Promenade Parkway). The roadway construction would leave an approximately 5-acre area west of the road as a remnant that could be further developed. The City will comply with the Surplus Land Act by declaring these parcels surplus land and making them available for residential development. The proposed zoning for this site is RD-25, allowing a maximum of 30 dwelling units per acre. This site is located approximately 1 mile from a medical center; within 1.5 miles of two shopping centers and employment opportunities; and within 2 miles of elementary, middle, and high schools.

**ENTITLED PROJECTS TO MEET THE MODERATE AND ABOVE MODERATE INCOME RHNA**

**Table 35** includes entitled projects that will be used to accommodate the City's moderate and above-moderate income RHNA, with the exception of Bruceville Meadows, Souza Dairy, and Sheldon Farms North. The affordability for the projects listed in **Table 35** has not yet been determined and therefore affordability is based on Zoning and General Plan allowable density.

**Figure 2** displays the locations of entitled projects across the City. All entitled projects are located in Moderate to Highest Resource areas, as discussed in the Fair Housing Assessment in this Housing Element.



**Table 35  
Entitled Projects –  
Lower Density to Meet Moderate and Above Moderate RHNA**

Map ID	Project Name	APN(s)	Project Acreage	Current Designations		Allowed Density	Entitled Units	Project Status (e.g., entitled, undeveloped, partially developed)	Assumed Affordability
				General Plan	Zoning				
P-1	Madeira South Lot A	132-0050-158 (portion)	11.1±	MDR	RD-8	8 du/ac	75	Approved/entitled undeveloped	Moderate
P-2	Madeira South (Villages 4, 5, 6, 7) (EG-05-943)	132-0050-101, -105, -108, 149, -150	46.8±	LDR	RD-5, RD-7	Various	RD-5: 178 RD-7: 56	Approved/entitled undeveloped	Above Moderate
P-3	McGeary Ranch	132-0050-068	46.4±	LDR	RD-5	Various	227	Approved/entitled Partially developed	Above Moderate
P-4	Tuscan Ridge West (EG-15-048)	132-0050-140	20.2±	LDR	RD-5	5 du/ac	100	Approved/entitled undeveloped	Above Moderate
P-5	Tuscan Ridge East/Moser (EG-17-001)	132-0050-057	21.31±	LDR	RD-5	5 du/ac	97	Approved/entitled undeveloped	Above Moderate
P-6	Tuscan Ridge South II (EG-15-038)	132-0050-020, -024, -025	39.8±	LDR, Park	RD-4, RD-5, RD-7	Various	RD-4: 60	Approved/entitled undeveloped	Above Moderate
							RD-5: 11		
							RD-7: 43		
P-7	Treasure	132-0050-031, -065, -066	56.1±	LDR, Park	RD-4, RD-5, RD-7, Park, Open Space	Various	RD-4: 61	Approved/entitled undeveloped	Above Moderate
							RD-5: 114		
							RD-7: 61		
P-8	Arbor	132-0050-061, -062	162.1±	LDR, MDR, Park	RD-5, RD-7, RD-8	Various	RD-5: 330	Approved/entitled undeveloped	Above Moderate
							RD-7: 358		
							RD-8: 122		

Map ID	Project Name	APN(s)	Project Acreage	Current Designations		Allowed Density	Entitled Units	Project Status (e.g., entitled, undeveloped, partially developed)	Assumed Affordability
				General Plan	Zoning				
P-9	Bruceville Meadows (EG-15-029)	132-0300-006, -007, -008, -011, -013, -046, -009	113.9±	ER, LDR, MDR, HDR, P/OS, D, GW	SEPA-SPA (ER, LDR, HDR, P/OS, D, GW)	Various	ER: 227 LDR: 105 HDR*	Approved/entitled Partially developed	Above Moderate Above Moderate
P-10	Wong		16.5±	LDR	SEPA-SPA (LDR)	5 du/ac	LDR: 90	Undeveloped	Above Moderate
P-11	Mendes	132-0300-017, -021, 022	80.3±	LDR, MDR, P, EC	SEPA-SPA (LDR, MDR, EC, P/OS)	Various	LDR: 102 MDR: 114	Approved tentative final maps or rec-ordered final maps Partially developed	Above Moderate Moderate
P-12	Souza Dairy (EG-13-030)	132-0320-006	375.5±	ER, LDR, MDR, HDR, VCMU, EC	SEPA-SPA (ER, LDR, MDR, HDR)	Various	ER: 54 LDR: 776 MDR: 348 HDR: *	Approved tentative final maps or rec-ordered final maps	Above Moderate Above Moderate Moderate --
P-13	Poppy Keys South-west (EG-17-049)	132-0290-014, -015, -016	61.1±	LDR, MDR	SEPA-SPA (LDR, MDR)	Various	LDR: 90 MDR: 234	Approved/Entitled	Above Moderate Moderate
P-14	Poppy Keys South-east	132-0290-017, -018, -019, -020		LDR, MDR	SEPA-SPA (LDR, MDR)	Various	LDR: 69 MDR: 251	Application pending undeveloped	Above Moderate Moderate
P-15	Sheldon Farms North	116-0012-051, -059	79.2±	LDR, MDR, HDR, CC, P/OS	RD-6, RD-10, RD-25, GC, OS	Various	RD-6: 122 RD-10: 192 RD-25/HDR: *	Approved subdivision map	Above Moderate Moderate
P-16	Silverado Village/Elliott (EG-11-046)	127-0010-002, 017, 040, 104, 105, & 106	230±	LDR	Silverado SPA	Various	SF: 390 Age-Restricted Cottages: 261	Approved/entitled undeveloped	Above Moderate Moderate

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Map ID	Project Name	APN(s)	Project Acreage	Current Designations		Allowed Density	Entitled Units	Project Status (e.g., entitled, undeveloped, partially developed)	Assumed Affordability
				General Plan	Zoning				
	<b>Total Moderate</b>						1,701		
	<b>Total Above Moderate</b>						3,617		
	<b>TOTAL</b>						<b>5,318</b>		

Source: City of Elk Grove, 2020  
 Notes: \*HDR sites are listed in the Sites Table

Figure 2  
Moderate- and Above Moderate- Income Sites Inventory

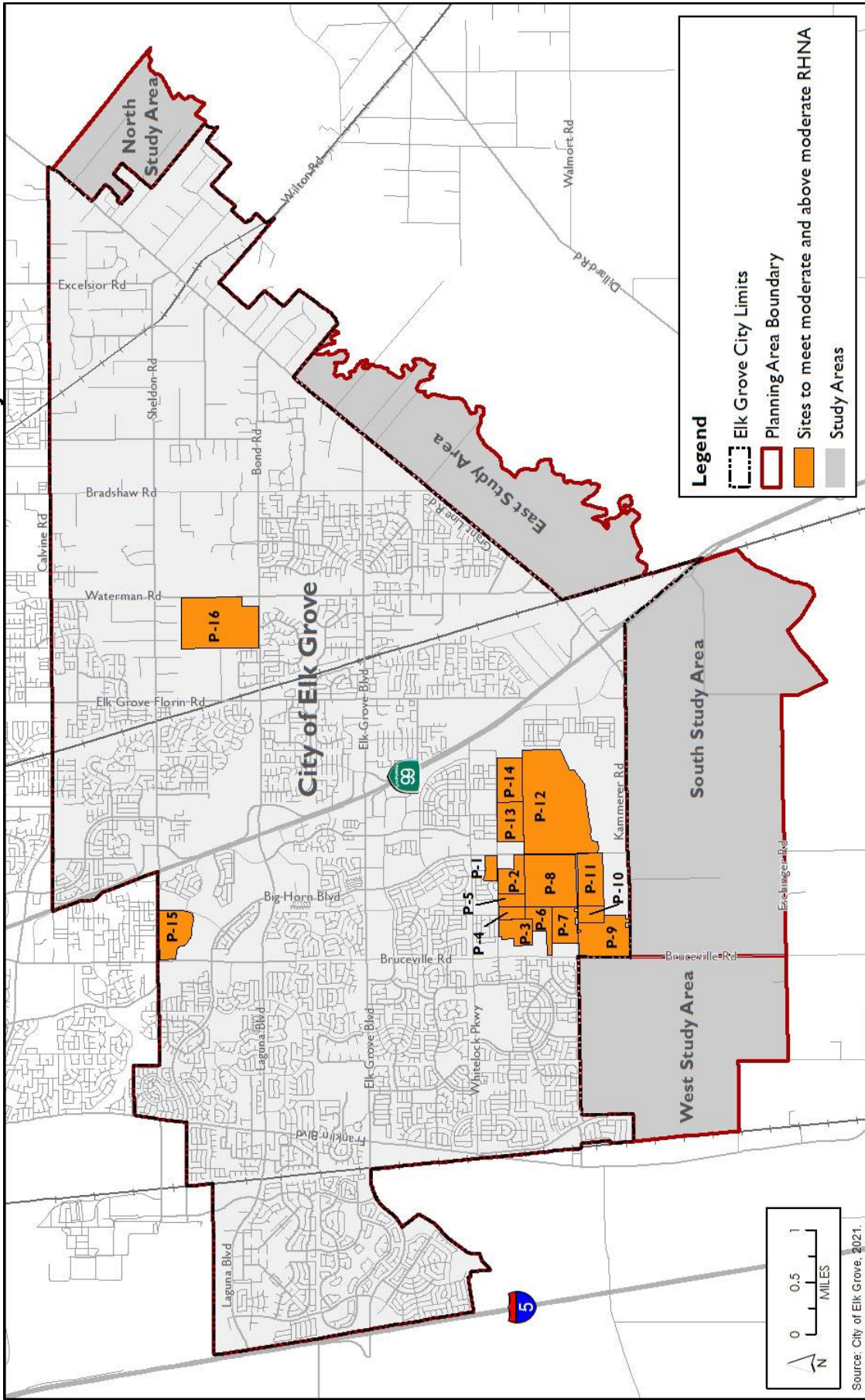
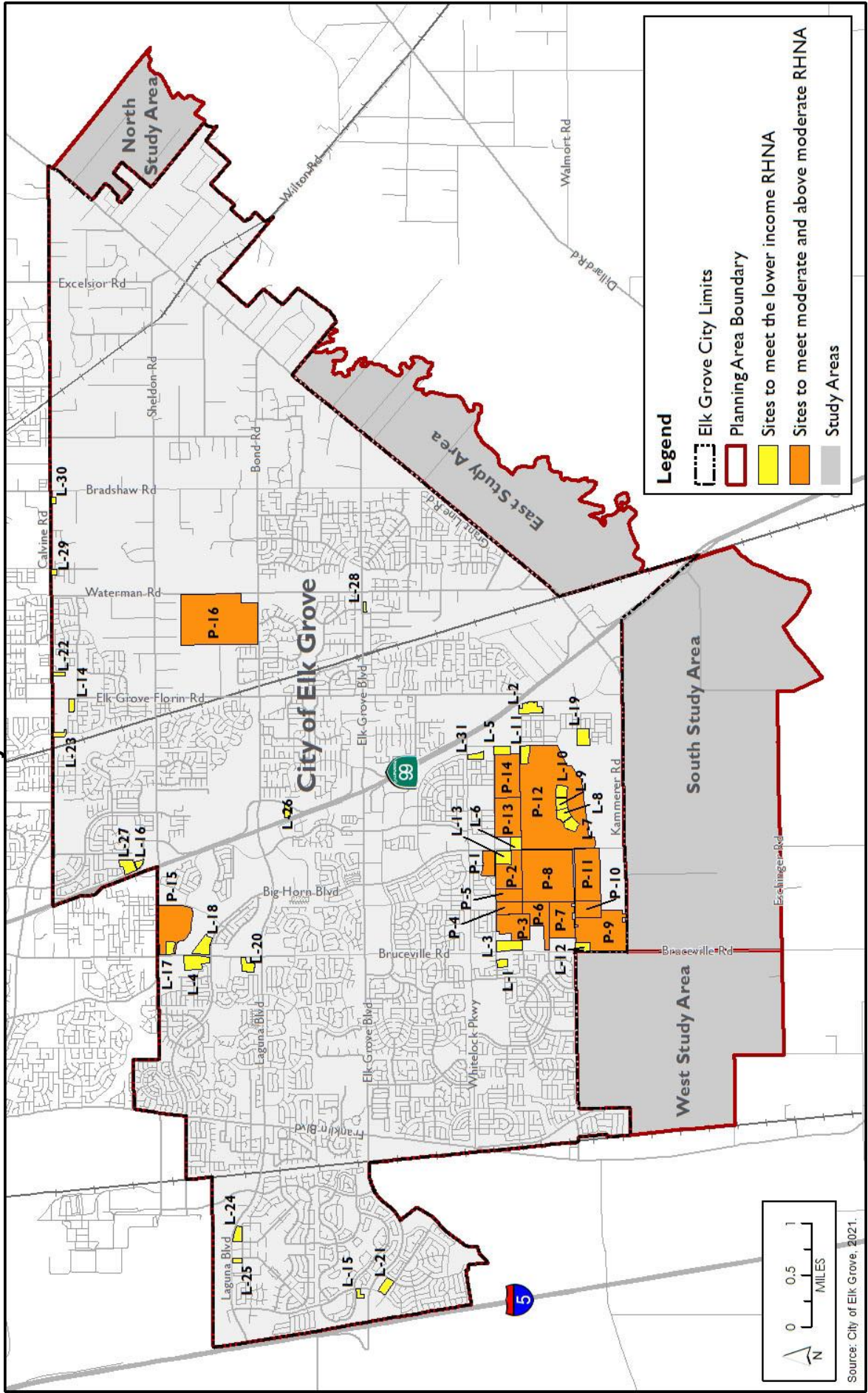




Figure 3  
Inventory to Meet the RHNA



Source: City of Elk Grove, 2021.

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**WATER AND SEWER CAPACITY****Water**

Water is provided to the City by two service providers: Sacramento County Water Agency (SCWA) and the Elk Grove Water District (EGWD). SCWA has a conjunctive use ("the planned use of surface and groundwater to improve overall water supply reliability") program in its initial phases that will meet the City's projected water needs. EGWD operates a series of wells and purchases wholesale raw water from SCWA.

Water supplies for the City come from three main sources: groundwater, surface water, and recycled (this is planned but only partially implemented) water. Groundwater refers to groundwater pumped from the Central Sacramento County Groundwater Basin. Surface water is defined as water from the American and/or Sacramento Rivers, and recycled water is defined as recycled wastewater used for non-potable purposes (landscape irrigation). Recycled water is only used in the Laguna West area and is planned to be expanded to the East Franklin, Laguna Ridge, and Southeast Policy Area (SEPA) areas in the future as capacity is available. Future annexation areas will also use recycled water.

**Wastewater**

The City's wastewater is handled by two service providers. The first, the Sacramento Area Sewer District (SASD) operates the collection system, which includes over 4,200 miles of sewer pipelines ranging in size from 4 to 75 inches in diameter. The second is the Sacramento Regional County Sanitation District (Regional San), which operates a network of interceptor pipes that collect effluent from SASD, and the Sacramento Regional Wastewater Treatment Plant (SRWTP). The SRWTP receives and treats an average of 124 million gallons per day (mgd) and has a permitted dry weather flow design capacity of 181 mgd.

To comply with Government Code Section 65589.7, upon adoption, the City will immediately forward its adopted Housing Element to its water and wastewater providers so they can grant priority for service allocations to proposed developments that include units affordable to lower-income households.

There is sufficient water and wastewater capacity to meet the 2021-2029 RHNA.



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**5. HOUSING RESOURCES AND INCENTIVES****AFFORDABLE HOUSING PROJECTS IN ELK GROVE**

The City's affordable housing projects include projects funded by low-income housing tax credits, HUD funding, and local funding. Most of the City's deed-restricted housing is in rental apartment complexes.

- There are three public housing developments with a total of 46 units located in the City that are managed and owned by the Sacramento Housing and Redevelopment Agency (SHRA).
- There are 17 apartment complexes in the City that provide more than 2,300 affordable housing units. Project funding sources include low-income housing tax credits, Elk Grove's Affordable Housing Fund, HOME, and SHRA's Housing Trust Fund.
- A total of 25 units are currently part of the Affordable Homeownership Program, which offers deed-restricted ownership units to income-qualified purchasers.

Assisted housing projects are listed along with the number of housing units in **Table 36**. The term of affordability for these projects ranges between 30 and 55 years. Since incorporation, the City has provided financial assistance to 13 of the listed projects, resulting in the construction of nearly 1,700 affordable units. Another project with 95 affordable units is expected to complete construction in May 2021.

The Housing Choice Voucher (HCV, formerly known as Section 8) program assists low-income households by paying the difference between what the household can afford to pay for rent and the market-rate rent cost. Vouchers can be portable (moving with a household if they move to a new home) or property-based. Funding for the HCV program originates from HUD, and SHRA is responsible for administering the program. As of November 2020, there were 807 housing units in the City that used HCV assistance to pay the rent. Most of the vouchers in use in the City were portable and could be used for housing units in multifamily complexes or for single-family homes.

SHRA also administers Conventional Housing (CNV), a unit-based assistance program in which SHRA is the landlord. Unlike HCV, assistance is not transferrable from unit to unit or to another city, county, or state. In November 2020 there were 28 CNV units in the City.

Besides the HCV program, HUD also funds and administers various affordable housing opportunities for lower-income persons, which include Section 221(d)(3), Section 202, Section 236, and Section 811 housing. However, according to the local office of HUD, there are no HUD-administered or subsidized affordable housing complexes or individual housing units located in the City.

**Table 36**  
**Assisted Housing Projects**

Name	Address	Assisted Units	Term of Affordability <sup>1</sup>
<i>Affordable Housing Complexes</i>			
Agave <sup>2</sup>	10070 Willard Parkway	187	30-year term ends in 2035
Avery Gardens	7015 Elk Grove Blvd.	63	Term ends in 2069 <sup>3</sup>
Bow Street Apartments	8627 Bow St.	97	Term ends in 2071 <sup>3</sup>
The Crossings <sup>2</sup>	8575 Elk Grove Florin Road	115	55-year term ends in 2062
The Gardens at Quail Run <sup>4</sup>	Quail Run Lane & Bruceville Road	95	55-year term ends in 2076
Geneva Pointe <sup>2</sup>	8280 Geneva Point Drive	150	55-year term ends in 2061
Montego Falls <sup>2</sup>	9950 Bruceville Road	131	33-year term ends in 2041
Renwick Square	3227 Renwick Ave.	149	Term ends in 2027 <sup>3</sup>
Ridge <sup>2</sup>	8151 Civic Center Drive	202	38-year term ends in 2051
Seasons <sup>2</sup>	7301 Bilby Road	220	50-year term ends in 2059
Stoneridge <sup>2</sup>	8515 Elk Grove Florin Road	95	55-year term ends in 2062
Terracina at Elk Grove	9440 West Stockton Blvd.	122	Term ends in 2063 <sup>3</sup>
Terracina at Laguna Creek	9274 Franklin Blvd.	134	Term ends in 2052 <sup>3</sup>
Terracina at Park Meadows <sup>2</sup>	8875 Lewis Stein Road	116	Term ends in 2040
Village Crossing	9241 Bruceville Road	129	30-year term ends in 2031
Vintage at Laguna <sup>2</sup>	9210 Big Horn Blvd.	157	37-year term ends in 2042
Vintage at Laguna II <sup>2</sup>	9204 Big Horn Blvd.	68	40-year term ends in 2052
Waterman Square <sup>2</sup>	9150 and 9160 Waterman Road	83	55-year term ends in 2064
<i>Public Housing</i>			
Ashley Apartments	9205 Elk Grove Blvd.	16	No ending term date
Unnamed	9353 Elk Grove Florin Road	10	No ending term date
Unnamed	9205 Elk Grove Blvd.	20	No ending term date
<i>For-Sale Homes (Deed-Restricted)</i>			
Coventry	Sheldon Road and Elk Grove Florin Road (multiple addresses)	14	55-year term (varied starting dates)
Gallery Walk	Crystal Walk Circle (multiple addresses)	11	55-year term (varied starting dates)
<b>Total</b>		<b>2,104</b>	

Source: California Housing Partnership May 2020

<sup>1</sup> Term of affordability per City Regulatory Agreement is shown except where indicated. Other funding sources may require longer affordability periods. Most City loan documents require affordability to continue if the City loan is not fully repaid by the date shown.

<sup>2</sup> Denotes City-funded project.

<sup>3</sup> Affordability term required by LIHTC.

<sup>4</sup> Project is currently under construction.

**AT-RISK HOUSING**

The Housing Element law in the California Government Code (Section 65583) requires all jurisdictions to include a study of all low-income housing units that may at some future time be lost from the affordable inventory by the expiration of affordability restrictions. There are a few cases that present the opportunity for the conversion of affordable units, including:

- 1) Prepayment of HUD mortgages, such as Section 221 (d)(3), Section 202, and Section 236. (Section references are to the following: Section 221 (d)(3) - National Housing Act (12 U.S.C. 17151(d)(3) and (d)(4); Section 202 - Housing Act of 1959 (12 U.S.C. 1701q), as amended; and Section 236 – Housing and Urban Development Act of 1968 (12 U.S.C. 1701.)
- 2) Opt-outs and expirations of project-based Housing Choice Voucher contracts.
- 3) Other cases.

A prepayment of HUD mortgages under Section 221 (d)(3) involves a privately owned project with HUD providing either below-market interest rate loans or market-rate loans with subsidy to the tenants. In a Section 236 complex, HUD assists the owner to reduce the costs for tenants by paying most of the interest on a market-rate mortgage. Additional rental subsidy may be provided to the tenant. In a Section 202 complex, HUD provides a direct loan to nonprofit organizations for project development and rent subsidy for low-income tenants. All Section 202 handicapped units are designed for physically handicapped, mentally disabled, and chronically mentally ill residents.

In a Housing Choice Voucher contract for new construction or substantial rehabilitation, HUD provides a subsidy to the owner for the difference between a tenant's ability to pay and the contract rent. The likelihood for opt-outs increases as the market rents exceed the contract rents.

Other cases that create the opportunity for the conversion of affordable housing include the expiration of low-income use periods of various financing sources, such as Low Income Housing Tax Credit (LIHTC), bond financing, density bonuses, California Housing Finance Agency (CHFA) and CDBG and HOME funds, and redevelopment funds.

According to CHPC all of the projects listed previously are considered "low" risk which means the units are not at-risk of converting to market rate in 10 or more years and/or are owned by a large, stable non-profit. While the affordability restrictions of Renwick Square Senior Apartments is estimated to end in 2027, CHPC has assessed the risk of conversion to market rate units as "low" as the property is owned and operated by an investment firm that specializes in acquiring, renovating, and operating affordable housing and, therefore, the risk of conversion to market-rate units is low under the current owner, with no prospect of sale. The City will monitor these units and will reach out to the property owner as their affordability expiration approaches to discuss the desire to preserve affordability (Action 20).

**Cost Analysis**

State Housing Element law requires that all housing elements include additional information regarding the conversion of existing, assisted housing developments to other non-low income uses (Statutes of 1989, Chapter 1452). This was the result of concern that many affordable housing developments throughout the country were going to have affordability restrictions lifted because their government financing was soon to expire or could be pre-paid. Without the sanctions imposed due to financing restrictions, affordability of the units could no longer be assured.

There are no units funded by federally assisted (HUD) programs (e.g., Rural Housing Services, Housing Choice Vouchers, Moderate Rehabilitation Assistance) in the City that have affordability covenants expiring between 2021 and 2029, with the exception of Renwick Square Senior Apartments with an expiration year of 2027.

However, Renwick Square Senior Apartments are owned by an affordable housing developer and, as such, the California Housing Partnership considers the risk of these units converting to market rate as low. Therefore, a cost analysis to preserve at-risk housing in the City is not included as a component of this Housing Element.

**Resources and Incentives for Affordable Housing**

Efforts by the City to assist in the development, rehabilitation, and preservation of affordable housing would require organizational and financial resources. The following programs include local, State, and Federal housing programs that are valuable resources in assisting in the development of affordable housing, preserving at-risk housing, and for housing rehabilitation.

*Affordable Housing Fee Program*

The City has established an Affordable Housing Fee Program, which provides a linkage between the demand for low-income housing and the development of residential and nonresidential uses. The fee varies depending on the type of use, and funds generated are deposited into the City's Affordable Housing Fund. **Table 37** illustrates the current fees, which are indexed annually. The use of the Affordable Housing Fund is restricted to creating or preserving housing affordable to low- or very low-income households. In 2019 the City began an update to the Affordable Housing Fee Study to determine the need for affordable housing in the City. Adoption of the updated fee is currently on hold due to economic conditions.

**Table 37  
Affordable Housing Fee Program Fees**

Land Use	Fee value (per unit or square foot)
Single-Family (1-2 units, includes duplexes)	\$4,731.00 per unit
Multifamily (3 or more units)	\$2,838.00 per unit
Commercial/retail	\$0.78 per square foot
Hotel	\$2.29 per square foot
Manufacturing	\$0.88 per square foot
Office	\$0.00 per square foot
Warehouse	\$0.94 per square foot

Source: City of Elk Grove, 2020 Development Related Fees Booklet. July 1, 2020

*Density Bonus Program*

The City has instituted a housing density bonus for very low-income, low-income, moderate-income, special needs, and senior households in accordance with Government Code Sections 65915 and 65917. This was last updated as part updates to the City's Zoning Code (Title 23 of the City's Municipal Code) in 2019. To ensure compliance with State Law, the City has included Action 16 to amend the City's Zoning code.

The City grants density bonuses based on a minimum of 5 percent and maximum of 35 percent above the base zoning density and one additional concession or incentive, with the exception of developments providing 100 percent of units for lower-income households, which can receive a density bonus of 80 percent. The City could provide the following:

- A reduction in site development standards or a modification of Zoning Code requirements or architectural design requirements that exceed the minimum building standards.
- Approval of mixed-use development in conjunction with the housing development if the nonresidential land uses will reduce the cost of the housing development and if the nonresidential land uses are compatible with the housing development and the surrounding development.

- Other regulatory incentives or concessions proposed by the applicant or that the City determines will result in identifiable financially sufficient and actual cost reductions (California Government Code Section 65915(h), 2002).
- Priority processing of a housing development that provides income-restricted units.

Government Code Section 65915.5 also allows the City to “provide other incentives of equivalent financial value” in place of the density bonus and other incentives, as detailed previously.

#### *Home Investment Partnerships (HOME) Program*

HOME was created under the Cranston-Gonzalez National Affordable Housing Act enacted in November 1990. HOME funds are awarded annually as entitlement grants to participating jurisdictions. HUD provides a line of credit that the jurisdiction may draw upon as needed to fund eligible projects. The program's flexibility allows states and local governments to use HOME funds for grants, direct loans, loan guarantees, or other forms of credit enhancement, or rental assistance or security deposits.

The City is not eligible to be a HOME-participating jurisdiction on its own. For many years, the City participated in the HOME program through SHRA, but this ended due to a federal rule regarding matching fiscal years (the City operates on a July to June fiscal year, while SHRA operates on a calendar fiscal year). The City is currently able to apply for HOME funding through the State, where funds are awarded competitively, and eligible project categories are limited.

#### *Public Housing Authority (PHA)*

The local PHA is operated by SHRA, which manages housing and community development activities, including conventional housing (public housing) and the HCV program. The conventional housing program involves housing developments that are managed and maintained by the SHRA. The voucher program includes both tenant-based vouchers and project-based vouchers administered by the agency. Tenant-based vouchers provide rental assistance to qualified families or individuals who are selected and certified from a waiting list. A qualified family can use the voucher at any decent, sanitary, and safe housing unit (single-family or multifamily) that accepts the vouchers. The tenant's portion of the rent is based on 30 percent of the recipient's adjusted gross income. SHRA pays the landlord the difference between 30 percent of the family's adjusted gross income and either the payment standard or the gross rent for the unit, whichever is lower. The payment standard is based on local fair-market rents. Project based vouchers provides housing assistance to privately owned affordable housing programs, rather than on an individual unit basis.

#### *Community Development Block Grant*

HUD awards funding under the CDBG program annually to entitlement jurisdictions and States for a wide range of activities, including housing, public services, and economic development activities. HUD also offers various other programs that can be used by the City, nonprofit, and for-profit agencies for the preservation of low-income housing units, such as Section 202 and Section 108 loan guarantees.

The City has received CDBG funding annually since 2003. The amounts and projects vary from year to year, but generally include the following types of activities:

- Home repair for low-income homeowners.
- Services and facilities in support of people experiencing homelessness, including transitional housing.
- ADA improvements, including curb ramps and sidewalk infill projects.
- Nonprofit facility improvements.

- Public services, including senior meals, housing counseling, fair housing advice and investigation, youth programs, and general social service assistance.

#### *Community Reinvestment Act (CRA)*

The CRA, enacted by Congress in 1977, is intended to encourage depository institutions to help meet the credit needs of the communities in which they operate, including low- and moderate-income neighborhoods, consistent with safe and sound banking operations. The CRA requires that each insured depository institution's record in helping meet the credit needs of its entire community be evaluated periodically. That record is taken into account in considering an institution's application for deposit facilities, including mergers and acquisitions.

#### *Low-Income Housing Tax Credit Program (LIHTC)*

In 1986, Congress created the federal LIHTC program to encourage private investment in the acquisition, rehabilitation, and construction of low-income rental housing.

Because high housing costs in California make it difficult, even with federal credits, to produce affordable rental housing, the California Legislature created a State LIHTC program to supplement the federal credit.

The State credit is essentially identical to the federal credit: the Tax Credit Allocation Committee (TCAC) allocates both. State credits are only available to projects receiving federal credits, or those that have qualified under Section 42(h)(4)(b) of the Internal Revenue Code. State Farmworker Credits are not required to meet these criteria. Twenty percent of federal credits are reserved for rural areas and 10 percent for nonprofit sponsors. To compete for the credit, rental housing developments must reserve units at affordable rents to households at or below 50 percent of AMI. The units must be reserved for the target population for a minimum of 30 years. A greater level of tax credit investment (9 percent credits) usually carries a 55-year restriction term.

The federal tax credit provides a subsidy over 10 years toward the cost of producing a unit. Developers sell these tax benefits to investors for their present market value to provide upfront capital to build the units.

Credits can be used to fund the hard and soft costs (excluding land costs) of the acquisition, rehabilitation, or new construction of rental housing. Projects not receiving other federal subsidies receive a federal credit of 9 percent per year for 10 years and a State credit of 30 percent over 4 years (high-cost areas and qualified census tracts get increased federal credits). Projects with a federal subsidy receive a 4-percent federal credit each year for 10 years and a 13-percent state credit over 4 years.

#### *California Housing Finance Agency (CalHFA)*

CalHFA offers permanent financing for new construction of affordable housing opportunities or acquisition and rehabilitation financing to for-profit, nonprofit, and public agency developers seeking to preserve "at-risk" housing units. In addition, CalHFA offers low-interest predevelopment loans to nonprofit sponsors through its acquisition/rehabilitation program. The Single-Family Division also provides first-time homebuyer assistance through mortgage loans and down payment assistance. CalHFA offers both government loans and conventional loans.

#### *Federal Home Loan Bank System*

The Federal Home Loan Bank System facilitates Affordable Housing Programs, which subsidizes the interest rates for affordable housing. The San Francisco Federal Home Loan Bank District provides local service within California. Interest rate subsidies under the Affordable Housing Programs can be used to finance the purchase, construction, and/or rehabilitation of rental housing. For rental projects, very low-income households (at or below 50% AMI) must occupy at least 20 percent of the units and owner-occupied units must serve low-income households (at or below 80% AMI) for the useful life of the housing or the mortgage term.



*California Department of Housing and Community Development*

HCD administers several programs to preserve affordable housing including the Affordable Housing and Sustainable Communities Program (AHSC), the California Emergency Solutions and Housing (CESH), Emergency Solutions Grants Program (ESG), Golden State Acquisition Fund (GSAF), Homekey, Housing for a Healthy California (HHC), Infill Infrastructure Grant Program (IIG), Joe Serna, Jr. Farmworker Housing Grant (FWHG), Local Housing Trust Fund Program (LHTF), Mobilehome Park Rehabilitation and Resident Ownership Program (MPRRP), Multifamily Housing Program (MHP), National Housing Trust Fund, No Place Like Home, Supportive Housing Multifamily Housing Program (SHMHP), Transit Oriented Development Housing Program (TOD), and the Veterans Housing and Homelessness Prevention Program (VHHP).

Each of these provides funding assistance through grants or low-interest loans to housing for target populations or development needs. Eligible costs range from acquisition, rehabilitation, social service facilities linked to housing, and infrastructure improvements, among others. Eligible applicants include local government agencies, provide nonprofit organizations, for-profit organizations, transit agencies, and more.

*Housing Choice Voucher (HCV) Program*

The federal government provides funding and oversight for the HCV program, which SHRA administers at the local level. The program assists very low-income families, elderly, and the disabled to afford safe and sanitary rental housing. Housing choices include single-family homes, townhomes, and apartments where the property owner agrees to participate in the HCV program.

*Mortgage Credit Certificate Program (MCC)*

The City currently participates in the MCC program administered by the SHRA, which provides first time homebuyer assistance to eligible individuals and families. The assistance is provided through Federal income tax credits, reducing the amount the homebuyer pays in income tax and increasing their ability to afford a home.

*Other State Programs*

Other available projects include the Single-Family Housing Bond Program (Mortgage Revenue Bonds) Bonds, which are issued to local lenders and developers so that below-market interest-rate loans can be issued to first-time homebuyers.

**Incentives for Affordable Housing Development**

In addition to the affordable housing resources listed previously, the City anticipates offering incentives to promote the development of housing affordable to very low- and low-income households. As identified under the Goals, Policies, and Actions section of this Housing Element, these incentives may include:

- Financial assistance (through the Affordable Housing Fund, funded by the Affordable Housing Fee Program)
- Expedited development review
- Streamlined processing
- Fee waivers and reductions
- Modification of development requirements

*Interested Entities*

The City maintains a list of entities that have expressed interest in developing new affordable housing or preserving current affordable housing in Elk Grove. Some of the entities already operate facilities that benefit Elk Grove residents. A partial listing of entities that have expressed interest in developing affordable housing in Elk Grove includes the following:

- Amcal Multi-Housing
- CFY Development Inc.
- Chelsea Investment Corporation
- Eden Housing
- Mercy Housing
- Mutual Housing California
- St. Anton Partners

## 6. HOUSING CONSTRAINTS

### **GOVERNMENTAL AND NON-GOVERNMENTAL CONSTRAINTS**

Various interrelated factors can constrain the private and public sector's ability to provide adequate housing and meet the housing needs for all economic segments of the community. These factors can be divided into two categories: governmental and non-governmental. Possible non-governmental constraints may consist of land availability, environmental factors, vacancy rates, land cost, construction costs, and availability of financing. Governmental constraints may include land use controls, development standards, processing fees, development impact fees, code enforcement, site improvement costs, development permit and approval processing, and provision for a variety of housing types.

#### **Non-Governmental Constraints**

##### *Land Availability*

The City incorporates approximately 42.02 square miles (26,890 acres) of land area. The City is in the southern portion of the Sacramento metropolitan area and is surrounded on three sides by primarily agricultural and open space land uses. The City borders urban areas of the City of Sacramento and of the County of Sacramento to the north.

##### *Environment*

The City incorporates various environmental qualities that require protection and therefore constrain residential development. The most notable environmental constraint is floodplains. The City is relatively flat and does not incorporate any significant geologic features like hills or ridges. Areas located near the Cosumnes River and near tributaries of the Sacramento River are prone to floods. The only significant portion of the 100-year floodplain inside the City is in the north-central area of the City. Portions of the west side of the City are located in the 200-year floodplain.

Another significant natural feature is the native oak trees, which contribute to the City's aesthetic identity. In addition, oak trees line a majority of the streets located in the eastern portion of the City. The City requires a project to be redesigned or to mitigate the loss of oak trees in prospective developments; therefore, this may be considered a constraint to residential development.

The City's agricultural and vacant land contain some habitat for special-status species, in particular the Swainson's hawk (*Buteo swainsoni*). Development in special-status species habitat areas generally requires mitigation. To mitigate for loss of Swainson's hawk habitat as a result of development, applicants may provide mitigation through one or more of the following: provide direct land preservation to the City, pay the Swainson's hawk impact mitigation fee (currently about \$12,903 per acre, purchase mitigation credits from a mitigation bank or property owner, or provide other instruments to preserve suitable habitat. The cost of mitigation may be considered a constraint to residential development. This is but one example of potential biological impacts that could affect a development project. Other examples include, but are not limited to, wetlands, vernal pools, and other special status species including giant garter snake, northern harrier, and burrowing owls. Developers of affordable housing projects that are receiving funding from the affordable housing fee program can use the funding for City impact fees, including environmental fees.

##### *Land Cost*

The cost of raw, developable land creates a direct impact on the cost for a new home and is considered a non-governmental constraint. A higher cost of land raises the price of a new home. Therefore, developers often seek to obtain City approvals for the largest number of lots allowable on a parcel of raw land in consideration of the infrastructure and vertical construction costs. This allows the developer to distribute the costs for infrastructure

improvements (e.g., streets, sewer lines, water lines) over the maximum number of lots while not substantially increasing the infrastructure requirements. In April 2020, the cost of land in the City varied widely depending on the property's location and whether it had any infrastructure improvements. A survey of sales prices of vacant lots sold from April 2018 to April 2020 found that the median vacant lot in Elk Grove sold for \$474,000 and was 1.97 acres in size. The median cost per acre was \$520,833. The size of available land ranged from 0.11 acres to approximately 34.2 acres, and prices varied from \$0.61 to \$105.33 per square foot (approximately \$26,571 to \$4,588,174 per acre).

### *Construction Costs*

Construction costs can vary widely depending on the type of development. Multifamily residential housing generally costs less to construct than single-family housing on a per-unit basis.

Labor and materials costs also have a direct impact on housing costs and make up the main component of housing costs. Residential construction costs vary greatly depending on the quality of materials used and the size of the home being constructed. If labor or material costs increased substantially, the cost of construction in the City could rise to a level that impacts the price of new construction and rehabilitation. Therefore, increased construction costs have the potential to constrain new housing construction and rehabilitation of existing housing.

According to an Internet source of construction cost data ([www.buildingjournal.com/residential-estimating.html](http://www.buildingjournal.com/residential-estimating.html)), a 1,200-square-foot single-family home of a single-story with stucco finish, no basement, and standard construction quality is estimated to cost approximately \$133 per square foot as of April 2020. The total construction costs are estimated at \$159,120, excluding land costs and additional off-site infrastructure improvement costs required by the City. To construct a multifamily residential development, it would cost an estimated \$90.47 per square foot, \$90,468 per unit, and \$1,085,610 for the entire building. This scenario assumes a development with 12,000 square feet total, with 12 units measuring 1,000 square feet each in a two-story structure with stucco finish, no basement, and standard construction quality. Both the single-family and multifamily residential estimates include design fees as well as contractor and contingency costs. Although the single-family development construction cost estimates are lower overall, the multifamily development costs less per square foot and per unit to construct and yields 12 times as much housing supply. However, while multifamily development costs for unit construction are lower, this does not account for additional costs such as required parking capacity and common areas. These additional costs can present potential constraints on new housing construction.

### *Availability of Financing*

The cost of borrowing money to finance the construction of housing or to purchase a house affects the amount of affordably priced housing in the City. Fluctuating interest rates can eliminate many potential homebuyers from the housing market or render a housing project infeasible that could have been successfully developed or marketed at lower interest rates.

The fluctuation of the prime interest rate gives some indication of the costs of borrowing money for housing. The prime rate is the base rate banks give to their most creditworthy corporate customers. It is typically the lowest going interest rate and serves as a basis for other higher-risk loans. In the first half of 2020, the prime rate was 3.25 percent, which is low from a historical perspective. Interest rates are likely not a major constraint to constructing new housing or to households purchasing housing.

## **Governmental Constraints**

### *Land Use Controls*

The Elk Grove General Plan establishes policies that guide new development, including residential development. These policies, along with zoning regulations, control the amount and distribution of land allocated for different land uses in the City. The land use designations established by the General Plan allowing single-family and multiple-family residential developments are provided in **Table 37**. A total of five residential land use designations

provide for residential densities ranging from rural (as low as 0.1 dwelling unit(du)/acre) to multifamily (up to 40 du/acre). There are also five agricultural designations, all of which allow for single-family dwellings.

*Residential Development Standards*

The City of Elk Grove Zoning Code establishes standards for and controls the type, location, and density of residential development in the City. The zoning regulations serve to protect and promote the health, safety, and general welfare of the community residents and implement the goals and policies of the General Plan. The specific residential land use zones used in the City and the respective maximum densities are shown in **Tables 38 and 39**. **Table 40** details permitted residential uses in the City. **Table 41** details the development standards that are applied to residential development in the City. Development standard are also available on the City's website.

The Multifamily Overlay District (MF Overlay) supplements the allowed uses and development standards of the underlying zoning district. The MF Overlay established multifamily residential (three or more attached units) use as a permitted use. Detached single-family units may be permitted if the project furthers the City's affordable housing goals. Multifamily development may occur independently or in conjunction with other nonresidential uses permitted in the underlying zone.

**Table 38  
General Plan Land Use Designations (Excerpt focused on those that allow residential uses)**

Commercial Land Uses	
Designation	Notes
Community Commercial	Generally characterized by retail and service uses that meet the daily needs of residents in surrounding neighborhoods and community needs beyond the surrounding neighborhood. Limited residential uses may be allowed when integrated with nonresidential uses within an approved District Development Plan and consistent with zoning. Where allowed, residential uses at densities between 15.1 and 40 units per acre are permitted.
Regional Commercial	Generally characterized by retail and service uses that serve a regional market area. Limited residential uses may be allowed when integrated with nonresidential uses within an approved District Development Plan and consistent with zoning. Where allowed, residential uses at densities between 15.1 and 40 units per acre are permitted.
Employment Center	Generally characterized by office uses and professional services or research and development facilities, which may include limited supporting and ancillary retail services.
Light Industry	Generally characterized by industrial or manufacturing activities which occur entirely within an enclosed building.
Light Industrial/Flex (LI/FX)	Generally characterized by a diverse range of light industrial activities, including limited manufacturing and processing, research and development, fabrication, wholesaling, warehousing, or distribution.
Heavy Industry	Generally characterized by industrial or manufacturing activities which may occur inside or outside of an enclosed building.
Public, Quasi-Public, and Open Space Land Uses	
Designation	Notes
Note: These categories will typically be applied to lands after acquisition by the City or another agency has occurred or after the acceptance of roadways by the City or the California Department of Transportation (Caltrans), and are intended to reflect existing land uses, rather than planned facilities.	
Parks and Open Space	Include public and private parks, public plazas, trails, paseos, and similar features that provide off-street connectivity, and similar spaces not included in the Resource Management and Conservation designation.
Resource Management and Conservation	Consist of both public and private lands, including but not limited to lands used for habitat mitigation, wetland protection, and floodways

Residential Land Uses		
Designations	Dwelling Units Per Gross Acre	Notes
Rural Residential	0.1–0.5	Minimum lot size: 2 to 10 acres gross. Areas with minimum lot size greater than 10 acres are included in agricultural land use categories.
Estate Residential	0.51–4.0	Lot sizes range from 0.25 acre to 2 acres.
Low Density Residential	4.1+ –7.0	Lot sizes vary, generally from approximately 6,000 to 10,000 square feet.
Medium Density Residential	7.1+ –15.0	May include small lot single family development or condo/townhome-type development.
High Density Residential	15.1+ –30.0	May consist of apartments, condominiums, or clustered single family.
Residential Mixed-Use	15.1 – 40.0	Generally characterized by pedestrian-oriented development, including integrated public plazas, with vertical mixes of uses that feature ground-floor activity spaces, live-work units, or retail or office uses and allow residential uses above. Single-use buildings may also be appropriate. The predominant use is intended to be residential uses supported by commercial or office uses. Residential Mixed-Use areas are generally located along transit corridors with access from at least one major roadway. Secondary access may be allowed from minor or local roadways. These areas may also serve as buffers between commercial or employment land uses and residential areas.
Village Center Mixed Use	12.1 – 40.0	Generally characterized by pedestrian-oriented development, including integrated public plazas, with mixes of uses that focus on ground-floor commercial retail or office uses and allow residential or office uses above. Vertical integration should be prioritized along public transportation corridors and in activity nodes. Single-use buildings may also be appropriate when integrated into the overall site through horizontal mixes of uses, including public plazas, emphasizing pedestrian-oriented design. The predominant use is intended to be office, professional, or retail use in any combination, and may be supported by residential uses. Village Centers are generally located along transit corridors with access from at least one major roadway. Secondary access may be allowed from minor or local roadways.
Other Designations		
Designation	Notes	
Agriculture	Characterized by agricultural lands. This land use may include ancillary uses that support agricultural production or processing, including but not limited to warehousing or packing sheds. Residential uses are also allowed with a limit of one dwelling unit per parcel.	
Designation	Notes	
Study Area	Lands outside the current City limits that have been identified for further study by the City. Any potential annexation and development of these areas shall be consistent with the applicable provisions of the General Plan.	
Tribal Trust Lands	Includes lands held in trust by the United States of America for a Native American tribe.	

Note: This table provides a summary of land use designations described in additional detail in the Land Use Element and is not intended to establish land uses. City of Elk Grove General Plan, Land Use Element, 2015; staff communication April 1, 2020.

**Table 39  
Residential Zoning Districts and Densities**

Zone	Minimum Area	Lot Width (feet)	Maximum Density (units per acre)	Residential Types
AG-80	80 acres	1000	0.0125	Very low-density single-family and agricultural labor housing.
AG-20	20 acres	500	0.05	Very low-density single-family and agricultural labor housing.
AR-5/10	5/10 gross acres	250/300	0.1 to 0.2	Rural and agricultural detached single-family residences.
AR-2	2 gross acres	150	0.5	Rural and agricultural detached single-family residences.
AR-1	1 gross acres	75	1	Rural and agricultural detached single-family residences.
RD-1	1 net acre	75	1	Detached single-family residences.
RD-2	20,000 square feet (s.f.)	75	2	Detached single-family residences.
RD-3	10,000 s.f.	65	3	Detached single-family residences.
RD-4	8,500 s.f.	65	4	Detached and attached single-family and two-family residences.
RD-5	5,200 s.f.	52	5	Detached and attached single-family and two-family residences.
RD-6	4,000 s.f.	40	6	Detached and attached single-family and two-family residences and cluster developments.
RD-7	No minimum <sup>1 2</sup>	No minimum <sup>2</sup>	7	Detached and attached single-family and two-family residences and cluster developments.
RD-8	No minimum <sup>2</sup>	No minimum <sup>2</sup>	8	Detached and attached single-family and two-family residences and low-density multifamily.
RD-10	No minimum <sup>2</sup>	No minimum <sup>2</sup>	10	Detached and attached single-family and two-family residences and low-density multifamily.
RD-12	No minimum <sup>2</sup>	No minimum <sup>2</sup>	12	Detached and attached single-family and two-family residences and low-density multifamily.
RD-15	No minimum <sup>2</sup>	No minimum <sup>2</sup>	15	Small lot attached or detached single-family, two-family and/or multifamily like townhomes, condos, rowhouses and garden apartments.
RD-18	No minimum <sup>2</sup>	No minimum <sup>2</sup>	18	Small lot attached or detached single-family, two-family and/or multifamily like townhomes, condos, rowhouses and garden apartments.
RD-20 RD-25 RD-30 RD-40	No minimum <sup>2</sup>	n/a	20 30 30 40	Multifamily developments and high-density attached single-family homes. Apartments and condominiums are expected to be primary types in RD-30 and RD-40.
RM-1	5,200 s.f.	52	N/A	Mobile homes on individual lots within an approved subdivision specifically designed and designated for the sale, not rental, of lots to accommodate mobile homes as the dwelling unit.
MHP Combining Zone	5 acres <sup>3</sup>	No minimum	Consistent with underlying zone	Mobile homes concentrated within a mobile home park. Density varies based on the base density of the underlying zone.
VCMU	No minimum	No minimum	12.1 to 40	Multifamily developments. Apartments and condominiums are expected to be the primary housing types.



Zone	Minimum Area	Lot Width (feet)	Maximum Density (units per acre)	Residential Types
RMU	No minimum	No minimum	15.1 to 40	Multifamily developments. Apartments and condominiums are expected to be the primary housing types.

<sup>1</sup> The front yard setback may be reduced when separated sidewalks are utilized. The setback reduction shall not exceed the width of the planter separating the sidewalk and the street.

<sup>2</sup> Determined in the Design Review process.

<sup>3</sup> 2,940 square feet per site.

Source: City of Elk Grove 2020

**Table 40  
Permitted Uses**

Land Use/Zoning District	Residential							Specific Use Regulations
	RD-1/2/3	RD-4/5/6	RD-7	RD-8/10/12/15/18	RD-20/25/30/40	RM-1	RMH	
<b>Residential Uses</b>								
Dwelling, Accessory Unit <sup>1</sup>	P	P	P	P	P	-	-	EGMC Chapter 23.90
Dwelling, Multifamily	-	-	P	P	P	P	P	
Dwelling, Single-Family <sup>1</sup>	P	P	P	P	CUP <sup>1</sup>	P	P	
Dwelling, Two-Family	P <sup>2</sup>	P <sup>2</sup>	P <sup>2</sup>	P <sup>2</sup>	-	P	P	
Employee Housing, Large	-	-	-	-	-	-	-	
Employee Housing, Small	P	P	P	P	-	-	-	
Guest House	P	P	P	P	-	-	-	
Live-Work Facility	-	-	CUP	CUP	CUP	-	-	
Long-Term Rentals	P	P	P	P	P	-	-	
Mobile Home Park	-	-	-	-	-	-	P	
Navigation Housing	P	P	P	P	P	-	-	
Organizational Houses	-	-	CUP	CUP	CUP	-	-	
Single Room Occupancy (SRO) Facilities	-	-	-	CUP	CUP	-	-	
Supportive Housing	P	P	P	P	P	-	-	
Transitional Housing	P	P	P	P	P	-	-	
<b>Human Services Uses</b>								
Adult Day Health Care Center	P	P	P	P	CUP	-	-	
Child Care Facility, Child Care Center	P	P	P	P	P	-	-	
Child Care Facility, Family Day Care Home	P	P	P	P	P	-	-	

Land Use/Zoning District	Residential							Specific Use Regulations
	RD-1/2/3	RD-4/5/6	RD-7	RD-8/10/12/15/18	RD-20/25/30/40	RM-1	RMH	
Community Care Facility, Large	-	-	-	-	P	-	-	EGMC Chapter 23.88
Community Care Facility, Small	P	P	P	P	P	-	-	
Emergency Shelter	-	-	CUP	CUP	CUP	-	-	EGMC Chapter 23.80
Pediatric Day Health and Respite Care Facility, Small	P	P	P	P	P	-	-	
Pediatric Day Health and Respite Care Facility, Large	-	-	-	-	P	-	-	
Residential Care Facility for the Chronically Ill, Large	-	-	-	-	P	-	-	EGMC Chapter 23.88
Residential Care Facility for the Chronically Ill, Small	P	P	P	P	P	-	-	
Residential Care Facility for the Elderly, Large	-	-	-	-	P	-	-	EGMC Chapter 23.88
Residential Care Facility for the Elderly, Small	P	P	P	P	P	-	-	

Notes:

1. In the RD-20 zone only.
2. Duplexes/halfplexes are permitted (P) on corner lots by right. Duplexes/halfplexes on interior lots require a CUP.

Source: Elk Grove Zoning Code 2021

- At the time of this Housing Element update, the City is undergoing an update to ADU requirements to allow these units by right in all zones that allow residential uses. This change is expected to be adopted by July 2021 (Action 21).
- Emergency shelters are permitted by right in the GC (General Commercial) and M-1LI (Light Industrial) and LI/FX (Light Industrial Flex) zoning districts and with a CUP in RD-7 through RD-3040 and in the PR and PS zoning districts.
- Transitional and supportive housing are permitted as a residential use and only subject to those restrictions that apply to other residential dwellings of the same type in the same zone consistent with Government Code section 65583(a)(5). Additionally, the City permits 100-percent affordable developments that include a percentage of supportive housing units, either 25 percent or 12 units, whichever is greater, to be allowed without a conditional use permit or other discretionary review in all zoning districts where multifamily and mixed-use development is permitted consistent with Government Code section 65651).
- There are no sites in the City zoned RMH; there is only one site zoned RM-1 and it is developed with a mobile home park
- The RMH is an overlay zone and augments the underlying base zone, allowing both the allowed uses of the RMH and the base zone. For example, if a site is zoned RD-10-RMH, the allowed uses for the site would be both the RD-10 and the RMH.
- The City allows and permits manufactured housing in the same manner and in the same zones as conventional or stick-built structures are permitted (Government Code Section 65852.3).

**Table 41**  
**Summary of Residential Development Standards**

Standard	Very Low Density	Low Density	Medium Density	High Density	Habitable Accessory Structures
Front Yard	20 ft.	18–22 ft.	No minimum	25 ft.	Same as primary structure
Side Yard	5 ft. for interior-side yards, 12.5 ft. for street-side yards (corner lots only)	5 ft. for interior-side yards, 12.5 ft. for street-side yards	No minimum	20 ft.	No minimum to 5 ft. for interior sides, no minimum to 12.5 ft. for street-side
Rear Yard	25 ft.	15–20 ft., or 15% of average lot depth, to living area; 5–15 ft. to garage or secondary unit	No minimum	20 ft.	
Height	30 ft.	30 ft.	35 ft.	40 ft.	16 ft.
Parking	2 spaces per house		For single family: 2 spaces per house. For multifamily: 1.5 spaces per unit for studio and one-bedroom units, 2 spaces per unit for two and three-bedroom units, 3 spaces per unit for units with four or more bedrooms; 1 guest space for every four units.		1 space per bedroom
Open Space	n/a	n/a	No minimum	20% of lot area	n/a

Elk Grove Zoning Code 2020.

Note: Specific Plan areas and Special Planning Areas may incorporate different development standards.

The City's parking requirements for residential projects vary by housing type. **Table 40** also provides the parking requirements for residential developments. Single-family residential units are required to have two off-street spaces per unit. The number of parking spaces required for multiple-family residential units ranges from 1.5 off-street spaces for one-bedroom or studio units to three spaces for units with four or more bedrooms. An additional 0.25 parking spaces per unit are required to accommodate guests in multifamily residential projects. Residential lots with a habitable accessory structure must provide one off-street space for each bedroom.

Building setbacks, maximum height limits, and open space requirements are also compulsory for all housing developments in the City. The requirements are minimal but may constrain the full development of land to its maximum density. However, none of these requirements are considered constraining to development, as exhibited by the amount of housing development occurring in the City and are used to ensure an aesthetically pleasing project that allows for recreational uses and open space areas.

*Reasonable Accommodation Procedures*

The City has adopted an ordinance establishing formal procedures to expeditiously review and process requests for reasonable accommodation for persons with disabilities. Requests for reasonable accommodation are referred to the Development Services Director for review and consideration as a ministerial action unless determined otherwise by the Development Services Director. A request for reasonable accommodation shall be considered ministerial in nature when it is related to a physical improvement that cannot be constructed to conform to the City's setbacks or design standards. Typical improvements considered to be "ministerial" in nature would include ramps, walls, handrails, or other physical improvements necessary to accommodate a person's disability. The decision to grant, grant with modification, or deny a request for reasonable accommodations is based on the following findings:

- a. The housing which is the subject of the request for reasonable accommodation will be used for an individual protected under the Fair Housing Act.
- b. The request for reasonable accommodation is necessary to make specific housing available to an individual protected under the Fair Housing Act.
- c. The requested reasonable accommodation does not impose an undue financial or administrative burden on the City and does not fundamentally alter City zoning, development standards, policies, or procedures.
- d. The requested accommodation will not result in a fundamental alteration in the nature of the City's zoning program, as "fundamental alteration" is defined in fair housing laws and interpretive case law.
- e. The requested accommodation will not, under the specific facts of the case, result in a direct threat to the health or safety of other individuals or substantial physical damage to the property of others.

#### *Typical Densities for Development*

The typical density for recent single-family development in the City is 4-8 dwelling units per acre, with an average of 5 dwelling units per acre. Multi-family is typically developed at a density of 18-28 dwelling units per acre, with an average of 21 dwelling units per acre. Projects that propose a density lower than the required density require a General Plan Amendment and a rezone, with no guarantee that one or both will be approved. The City did not receive any requests to approve a project listed on the sites inventory table, at a lower than the required density during the 5<sup>th</sup> cycle planning period.

#### *Review of Local Ordinances*

The City does not have any locally adopted ordinances that hinder the development of housing.

#### *Special Planning Areas*

The City has established Special Planning Areas (SPAs), which are special purpose zoning districts with unique development standards for their area. SPAs may establish development standards for a range of topics, including minimum lot area, building setbacks, lot width and depth, and building height that differ slightly from citywide development standards. Specifically, SPAs are designed to preserve and enhance certain resources of the City from incompatible land uses and to preserve and protect areas with special and unique social, architectural, or environmental characteristics that require special considerations not otherwise adequately provided by regular zones. For example, the Elk Grove Old Town SPA residential standards require front, back, and side yards to conform to the existing surrounding structures and allow for a maximum height of two stories or 20 feet, whichever is less.

There are seven SPAs in the City, which are listed and described as follows. Relevant development standards that apply to residential development (for those SPAs that allow residential uses) are also provided in **Table 42**.

- **Elk Grove Auto Mall** - This SPA only addresses signage standards in the Elk Grove Auto Mall. Residential uses are not allowed.
- **Elk Grove Triangle** - The Elk Grove Triangle is located between Bond Road, Bradshaw Road, and Grant Line Road on the east side of the City. It allows for single family residential uses at low density and estate density levels. No multifamily uses are allowed. Accessory dwelling units and small residential care facilities are allowed by right; large residential care facilities are allowed with a conditional use permit.

- **Elk Grove-Florin and Bond Roads** - The Elk Grove-Florin and Bond Roads SPA provides for a collection of residential and commercial development along Elk Grove-Florin Road just south of Bond Road and adjacent to Laguna Creek. The area is divided into four sub-areas:
  - Area A provides for single family residential uses, consistent with the standards and allowed uses for the RD-6 zone. No deviations from the RD-6 zone are provided.
  - Area B provides for multifamily residential consistent with the standards and allowed uses for the RD-30 zone. No deviations from the RD-30 zone are provided.
  - Area C provides for commercial uses consistent with the GC zone.
  - Area D provides for parks and recreation uses.
- **Lent Ranch Marketplace** - Located at the northwest corner of Kammerer Road and State Route 99, the Lent Ranch Marketplace, or Lent Ranch, provides approximately 295 acres for regional retail, office, and entertainment uses. The planning area is divided into eight districts (A through H). Each district requires subsequent master planning and design review prior to construction. Development of the site is regulated by the Lent Ranch Marketplace Special Planning Area. District H provides for Multifamily Residential Development and corresponds with housing site E-1 in this Housing Element.
- **Old Town Elk Grove** - The Old Town area of Elk Grove is located along Elk Grove Boulevard between Waterman Road and Elk Grove-Florin Road. The SPA allows single family residential, multifamily residential, and commercial uses, depending upon the site location as depicted on an area plan map.
- **Silverado Village** - The Silverado Village SPA is located at the northwest corner of Bond and Waterman Roads. The SPA contains two villages of single family uses and one age-restricted mixed density village. The site is also subject to a Development Agreement.
  - The single-family villages (Villages 1 and 2) have allowed uses and development standards consistent with the RD-5 zone and height limits of 30 feet. Setbacks are also the same as the RD-5 zone.
  - Village 3 has a Village Core, that includes a clubhouse, lodge, and recreational amenities, along with a residential care facility of 125 units. The balance of Village 3 is made of up cottage units.
- **Southeast Plan Area** - Located at the southern end of the City, the Southeast Policy Area (SEPA) is the last large-scale development area within the urbanized portion of Elk Grove. It lies directly south of the Laguna Ridge Specific Plan area and west of Lent Ranch/Elk Grove Promenade and the approved Sterling Meadows development. It is approximately 1,200 acres in size. SEPA is divided into 14 land use designations, including a Village Center (missed use) and Residential Neighborhood (Estate Residential, Low Density Residential, Medium Density Residential, and High Density Residential).
  - For the allowed uses, each residential land use generally conforms with the uses allowed in one of the RD zones. For example, the Estate residential aligns with the RD-4 zone; the Low Density Residential aligns with the RD-5 zone; the Medium Density Residential aligns with RD-15; and High Density aligns with RD-25.
  - Development standards are aligned based upon building type, as provided below.

**Table 42  
Special Planning Area - Summary of Residential Development Standards**

Standard	Very Low Density	Low Density	Medium Density	High Density	Habitable Accessory Structures
<b>Elk Grove Triangle</b>					
Front Yard	20 ft	20 ft	20 ft	20 ft	20 ft
Side Yard	5 ft (interior), 12.5 ft (street side)	5 ft (interior), 12.5 ft (street side)	7.5 ft (interior), 15 ft (street side)	5 ft (interior), 12.5 ft (street side)	3-5 ft (interior, 12.5 ft (street side)
Rear Yard	25 ft	5 ft	20 ft	20 ft	3-5 ft
Height	1 story/25 ft	1 story/30 ft	1 story/25 ft	1 story/25 ft	16 <sup>1</sup>
Parking	2 spaces/unit	2 spaces/unit	1.5-3 spaces/unit	1.5 spaces/unit	1 space/bedroom
Open Space	-	-	-	-	-
<b>Elk Grove-Florin and Bond Roads</b>					
Front Yard	15 ft	-	-	25 ft	-
Side Yard	5-10 ft	-	-	25 ft <sup>2</sup>	-
Rear Yard	-	-	-	20 ft <sup>2</sup>	-
Height	30 ft	-	-	40 ft	-
Parking	2 spaces/unit	-	-	1.5 – 3 spaces/unit + 1 guest space/4 units	-
Open Space	-	-	-	20%	-
<b>Lent Ranch Marketplace</b>					
Front Yard	-	-	-	50 ft <sup>3</sup>	-
Side Yard	-	-	-	25 ft	-
Rear Yard	-	-	-	25 ft	-
Height	-	-	-	2 stories/40 feet	-
Parking	-	-	-	1.5-2 spaces/unit + 0.6 guest spaces/unit	-
Open Space	-	-	-	-	-
<b>Old Town Elk Grove</b>					
Front Yard	-	Average of buildings on each side	≤7.5 ft	-	-
Side Yard	-	5 (interior), 12.5 (street side)	0-12 ft (interior), ≤7.5 ft (street side)	-	-
Rear Yard	-	Average of buildings on each adjacent side	Average of buildings on each adjacent side	-	-
Height	-	3 stories/45 ft <sup>4</sup>	3 stories/45 ft <sup>4</sup>	-	-
Parking	-	2 spaces/unit	1.5-3 spaces/unit + 1 guest space/4 units	-	-

Open Space	-	-	-	-	-
<b>Silverado Village<sup>5</sup></b>					
Front Yard	-	10-18 ft	10-18 ft	-	Consistent with primary structure
Side Yard	-	5 ft (interior), 12 ft (street side)	5 ft (interior), 12 ft (street side)	-	3-5 ft (interior), 12.5 ft (street side)
Rear Yard	-	10 ft	10 ft	-	3-5 ft
Height	-	30 ft	30 ft	-	16'
Parking	-	2 spaces/unit	2.25 spaces/home	-	1 space/bedroom
Open Space	-	-	-	-	-
<b>Southeast Plan Area<sup>6</sup></b>					
Front Yard	15 ft	15 ft	8-10 ft	10-20 ft	Consistent with primary dwelling
Side Yard	7.5 ft (interior), 15 ft (street side)	5 ft (interior), 12.5 ft (street side)	5-10 ft (interior), 0-5 feet (street side)	0 ft (interior), 5-10 ft (street side)	5 ft
Rear Yard	20 ft	15 ft	0-10 ft	0 ft	5 ft
Height	45 ft	25-35 ft <sup>7</sup>	45 feet	45-60 ft	Consistent with primary dwelling
Parking	2 spaces/unit	2 spaces/unit	2 spaces/unit	1-2 spaces/unit	1 space/unit
Open Space	50%	25%	150 sf – 35% of lot	75 sf – 30% of lot	Consistent with primary dwelling

Sources: Elk Grove Triangle Special Planning Area, 2019; Elk Grove-Florin and Bond Roads Special Planning Area, 2019; Lent Ranch Marketplace Special Planning Area, 2001; Old Town Elk Grove Special Planning Area, 2005; Silverado Village Special Planning Area, 2014; Southeast Policy Area Special Planning Area, 2018

<sup>1</sup>May exceed this standard up to the height of the primary structure upon approval of a Minor Design Review.

<sup>2</sup>The side and rear setback for all three (3) or more story multifamily structures (or portions thereof) abutting any single-family residential or open space district shall be one hundred (100' 0") feet, measured from the property line of the common boundary.

<sup>3</sup>Front setback can be reduced to a minimum of 25 feet provided that for each square foot of additional ground floor buildable area, an equivalent square foot of planter or landscaped area is provided in the corresponding front or side street setback.

<sup>4</sup>Maximum height may be increased upon a Type 2 Design Review approval by the Planning Commission.

<sup>5</sup>Development standards are consistent with the RD-5 zone.

<sup>6</sup>Multiple residential uses are permitted in each density category; development standards vary for each use. A full list of development standards can be found in the Southeast Policy Area Special Planning Area plan on the City's website.

<sup>7</sup>Maximum height for front-loaded, recessed, and detached single-family structures is 25 feet; maximum height for single-family rear or standard front-loaded structures is 35 feet.

Specific Plans

Specific Plans provide a vehicle for implementing the City's General Plan on an area-specific basis. The City's General Plan encourages preparation of specific plans and identifies certain areas of the City which require specific plans for development. Specific plans shall contain information, in text and diagrams, as required by Sections 65451 and 65452 of the California Government Code, including the use of land, circulation plans, infrastructure plans and requirements, phasing and financing information, and other information as required by the



City.

As of 2021, the City has adopted two specific plans – the Laguna Ridge Specific Plan (LRSP) and the Elk Grove Multi-Sports Complex and Southeast Industrial Area Specific Plan (SIASP). These specific plans are described below. Future specific plans will be prepared for areas that annex into the City. Each specific plan will be implemented through zoning (either the existing base zoning districts or an existing or future SPA).

- The LRSP is a policy and regulatory document. As a policy document, the LRSP amplifies the broader goals and policies contained in the General Plan through the establishment of policies for the Plan Area. As a regulatory document, the Specific Plan identifies the land use designations and informs the zoning for all land in the Plan Area. The LRSP is implemented by the City's zoning districts (previously described).
- SIASP applies to a 571-acre area south of Grant Line Road at Waterman Road that will be annexed into the City in phases beginning in 2021. Planned land uses include industrial and commercial, with opportunity for a sports park complex. Development in the area is regulated by the LI, HI, and SC zoning districts.

#### *Public Services*

Dry utilities, including electricity and telephone service, are available to all areas within the City. The extension of power and gas to service new residential development has not been identified as a constraint. Service providers are as follows:

- Electricity: Sacramento Municipal Utility District (SMUD)
- Telephone: Frontier Communications, Consolidated Communications, AT&T, and Xfinity from Comcast
- Terrestrial (non-satellite) Television: Frontier Communications, Consolidated Communications, AT&T, and Xfinity from Comcast

#### **Design Guidelines**

The City requires Design Review approval for new multifamily development. This requirement ensures that projects are consistent with the General Plan, Zoning, and the overall design objectives for the City. To assist applicants in understanding the City's design objectives, the City offers pre-application meetings to all developers and has developed the Design Guidelines. Chapters 4A and 4B of the Design Guidelines address site planning and architecture (respectively) for multifamily development. The Design Guidelines are structured to provide clear direction while also ensuring design flexibility and approval certainty to accommodate unique site conditions and the aims of the development itself. For example, the Guidelines require that a minimum 15-gallon tree size be used for accent trees in landscape areas, while also requiring landscaping at project entries and common spaces. The exact placement of the trees in the landscape area is left to the project applicant to propose consistent with their overall site plan. Similarly, the Guidelines require lighting in parking lots, along walkways, and in other common areas and establish a maximum height for light fixtures of 14 feet, with shielding to direct light downward. The design guidelines are available on the City's website and at the public counter. The Guidelines include a variety of illustrations and photographs to help communicate the design objectives. City staff is available through the pre-application process to review the proposed project design and discuss consistency with the Guidelines, offering feedback on ways to improve the project.

The following design guidelines have been adopted by the City:

- Citywide Design Guidelines: Guidance for multifamily housing units, nonresidential development, and production single-family houses. These guidelines apply throughout the City unless specifically exempted or other guidelines apply.

- Laguna Ridge Supplemental Design Guidelines: These guidelines work in concert with the Citywide Design Guidelines to inform the design of new production single family residential within the LRSP area
- Southeast Policy Area Design Protocol and Architectural Style Guide: These documents provide guidance for architectural and site design for development in the Southeast Policy Area.
- Old Town Special Planning Area: The Old Town SPA includes design guidelines for the Old Town area.
- Old Town Sheldon Design Guidelines: These guidelines apply primarily to commercial development in the Sheldon Old Town area in Rural Elk Grove.

These guidelines allow a variety of materials and designs and are considered essential in keeping with the character of the City. Building materials initially may be slightly more expensive; however, this nominal expense is offset by the longevity and aesthetics of the more expensive building materials, and the public availability of these guidelines helps to lessen the cost of building materials by showing a developer what is acceptable early in the process. While the City encourages high quality building materials the monetary value of the materials is not a contributing factor when determining project approval.

These guidelines are intended to:

- Encourage high-quality land planning and architecture.
- Encourage development in keeping with the desired character of the City.
- Ensure physical, visual, and functional compatibility between uses.
- Ensure proper attention is paid to site and architectural design, thereby protecting land values.

All new single-family residential subdivisions are required to adhere to the land use Design Guidelines, which include standards for streets, bikeways, open space and parks, and streetscape design. Generally, new residential streets are required to comply with the City's street standards identified in **Table 42**, but allow for alternative designs such as sidewalks separated from the street by landscaping, landscape medians, tree preservation within the right-of-way, traffic circles, narrow sections/neck to slow traffic, and other approved traffic-calming devices. To encourage the incorporation of separated sidewalks, minimum front and street side yard setbacks may be modified. Street systems are required to be designed to improve traffic circulation in and through the site.

Parks and open space should be consistent with current open space plans adopted by the City and the Cosumnes Community Services District (CCSD). Specific locations of parks and open space are to be determined by the CCSD and City Council in conjunction with area plan or subdivision map review.

Bikeways are required throughout the site and may be incorporated into the street design or as separate bike/pedestrian pathways.

Streetscape design includes landscaping and lighting. The minimum width of landscape corridors along arterial streets is 25 feet. Except where houses front on collector streets, the minimum width of landscape corridors along collector streets is 6 feet. Lighting is required to be on a pedestrian scale not more than 30.75 feet in height along arterials and collectors, and 21 feet along residential streets, and in character with the area.

Design review is required for master home plans developed for each neighborhood or subdivision in the City, as well as for new multifamily developments. Design review approval for master home plans and multifamily buildings is required prior to issuance of building permits for model homes and all subsequent homes within the identified development. Design Guidelines for home master plans and multifamily developments are intended to achieve the following:

- Pedestrian-friendly streetscapes where homes are oriented to the street and to common open space areas.
- Home designs that incorporate authentic architectural styles.
- Variety in mass and scale of homes that is visually appealing from the street.
- Landscape that softens the appearance of pavement and structures and provides an eventual tree canopy along the street.

Design Guidelines for home master plans and multifamily developments include requirements for a minimum number of floor plans depending on the number of units, the placement of identical units, design techniques that minimize bulk and mass, the placement of the building on the lot, unit architecture, architecture detailing/finish, roof lines, the unit's main entrance, garage placement, driveways, landscaping, and project themes.

Design Guidelines for multifamily development do require the inclusion of at least one on-site amenity, which may include a tot lot/play structure, community garden, picnic tables and barbecue areas, pool, or indoor recreation facilities. The guidelines do not require specific architectural types but are in place to ensure a project is cohesively designed and of a standard that will be a good neighbor and good place for future residents. These guidelines have been in place for a few years and have not impacted the cost or feasibility of multifamily development in the City.

While the use of design guidelines may be considered a detriment to housing development in some communities, the City's Design Guidelines would have minimal impact and promote sustainable housing by encouraging quality of design and pedestrian-friendly neighborhoods.

To ensure the entitlement does not add any time constraints to a project, Design Review is typically conducted concurrently with the various required processes including improvement plan review, building permit application, and any requests for financial assistance from the City. To further expedite the process, the Planning Director is afforded the authority to approve Design Review for multifamily projects of 150 units or less. The Planning Commission is the approving authority for multifamily projects larger than 150 units. No specific materials or building techniques are required in the Design Guidelines and a multitude of designs are acceptable to the City. The City encourages neighborhood design patterns to utilize a mix of densities and lot sizes to create a diversity of housing products. By adopting special standards that allow for flexibility in design and an increase in density, the Design Guidelines promote the development of housing affordable to lower-income households. The following standards have been incorporated into the Design Guidelines to increase densities and promote affordability:

- On corner lots, the minimum lot sizes and widths in the underlying zoning district shall apply to combined lots for duplexes and halfplexes.
- Minimum building setbacks in the RD-7 zoning districts have been reduced to 18 feet for the front yard, and the rear yard setback was reduced to 10 feet for one-story structures and 15 feet for two-story structures.
- Minimum lot sizes and widths have been eliminated in the RD-10 and RD-15 zoning districts allowing for greater densities and design flexibility.

#### *Provision for a Variety of Housing Types*

The Housing Element must identify adequate sites that are available to encourage the development of various housing types for all economic segments of the population through appropriate zoning and development standards. Housing types include single-family residential housing, multifamily residential housing, residential accessory dwelling units, mobile homes, duplexes and halfplexes, and residential care homes. **Table 43** shows the housing types permitted in the City's various residential zoning districts.

**Table 43  
Housing Types Permitted by Zoning District**

Housing Type	Zone				
<b>Agricultural and Agricultural-Residential Zoning Districts</b>					
	AG-80	AG-20	AR-5/10	AR-2	AR-1
Single-Family Dwelling <sup>1</sup>	P	P	P	P	P
Supportive Housing	P	P	P	P	P
Transitional Housing	P	P	P	P	P
Employee Housing, (>6)	P	P	P	P	P
Employee Housing (≤6)	P	P	P	P	P
Guest House	P	P	P	P	P
Child Care Facility, Family Day Care Home	P	P	P	P	P
Residential Care Home (≤6)	P	P	P	P	P
Residential Care Facility (>6) <sup>2</sup>	CUP	CUP	CUP	CUP	CUP
Accessory Dwelling Unit	P	P	P	P	P
<b>Single-Family Residential Zoning Districts</b>					
	RD-1/2/3		RD-4/5/6		
Single-Family Dwelling <sup>1</sup>	P		P		
Duplex, Halfplex <sup>3</sup>	P		P		
Multifamily Dwelling	N		N		
Residential Care Home (≤6)	P		P		
Residential Care Facility (>6) <sup>2</sup>	N		N		
Accessory Dwelling Unit	P		P		
Single-Room Occupancy (SRO) Facilities	N		N		
Supportive Housing	P		P		
Transitional Housing	P		P		
<b>Multiple-Family Residential Zoning Districts</b>					
	RD-7	RD-8/10/12/15/18		RD 20/25/30/40	
Single-Family Dwelling	P	P		CUP <sup>2</sup>	
Duplex, Halfplex <sup>3</sup>	P	P		N	
Apartments	P	P		P	
Residential Care Home (≤6)	P	P		P	
Residential Care Facility (>6)	N	N		P	
Accessory Dwelling Unit	P	P		N	
Single-Room Occupancy (SRO) Facilities	N	CUP		CUP	
Supportive Housing	P	P		P	
Transitional Housing	P	P		P	
<b>Mobile Home Zoning Districts</b>					
	RM-1		MHP		
Single-Family Dwelling	P		P		
Duplex, Halfplex	P		P		
Apartments	P		N		
Mobile Home Park	N		CUP		
Caretaker Housing	N		P		
<b>Commercial Zones Allowing Residential</b>					
	GC	LC	C-O	SC	
Apartment	CUP <sup>5</sup>	N	N	N	
Child Care Facility, Family Day Care Home	P	P	CUP	N	
Emergency Shelter	P	N	N	N	
Residential Care Home (≤6)	P	N	N	P	
Residential Care Facility (>6)	CUP	CUP	CUP	N	
Single-Room Occupancy (SRO) Facilities	P	N	N	N	

Housing Type	Zone			
Transitional Housing	P	N	N	N
Caretaker Housing	P <sup>5</sup>	P <sup>5</sup>	P <sup>5</sup>	P
<b>Mixed Use Zones Allowing Residential</b>				
	<b>VCMU</b>		<b>RMU</b>	
Accessory Dwelling Unit	P		P	
Apartments	P		P	
Home Occupations	P		P	
Single-Room Occupancy (SRO) Facilities	N		CUP	
Supportive Housing	N <sup>6</sup>		P	
Transitional Housing	N		P	
Residential Care Home (≤6)	P		P	
Residential Care Facility (>6)	N		P	

Source: City of Elk Grove 2020

P = Permitted use, CUP = Permitted use subject to the issuance of a Conditional Use Permit, N= Not permitted

<sup>1</sup>Includes, by definition, mobile homes.

<sup>2</sup> Refer to Program 14

<sup>3</sup> Duplexes and halfplexes are permitted (P) by right on corner lot but require a CUP for interior lots.

<sup>4</sup> In the RD-20 zone only.

<sup>5</sup> Use only allowed in conjunction with nonresidential development.

<sup>6</sup> Limited to one unit in conjunction with a primary nonresidential use.

<sup>6</sup> Use is permitted by right when the use is consistent with the provisions of Sections 65650 et seq. of the California Government Code.

Code Enforcement

The City, in accordance with the State housing law, establishes certain minimum requirements for residential construction. The Elk Grove Building Department has adopted by reference and enforces the 2019 California Building Code; 2019 Residential Code; 2019 California Plumbing Code; 2019 California Mechanical Code; 2019 California Electrical Code; and the 2019 California Building Standards Administrative Code. There have been no local amendments to the code. Enforcement of development and building standards does not constrain the production or improvement of housing in the City. The presence of an active code enforcement effort serves to maintain the condition of the City's housing stock.

The City maintains a Code Enforcement Division, which oversees housing code enforcement responsibility. Code enforcement works primarily on a reactive basis with most code enforcement violations originating from complaints.

Site Improvements, Development Impact Fees, and Processing Fees

Costs associated with site improvements are an important component of new residential development costs. Site improvement costs are applied to provide sanitary sewer and water service to a project, to make necessary transportation improvements, and to provide other infrastructure to the project. In addition, the City may require payment for various off-site improvements to ensure orderly growth, consistency with the General Plan, or as part of project mitigation measures. Examples of off-site costs include payment toward an off-site traffic signal, construction of a trail, or backbone drainage improvements.

Developers of new residential projects are also required to construct all on-site streets, sidewalks, curb, gutter, and affected portions of off-site arterials, and to meet City Improvement Standards. Curbs, gutters, and sidewalks are also required in new subdivision development. Generally, new residential streets shall comply with the City's street standards as outlined in Improvement Standards Manual amended in June 2020. A minor residential street

is required to have a right-of-way of 42 feet, a pavement width of 32 feet, and 5-foot-wide sidewalks. Minor residential streets are used when serving 99 or fewer single-family residential units. Primary residential streets are required to have a 40-foot right-of-way and a pavement width of 38 feet, with 5-foot-wide sidewalks separated by a 6-foot-wide landscape corridor and serve between 100 and 399 single-family and duplex units. Residential collector streets, serving areas with 400 or more units, are required to have a 50-foot pavement width and 5-foot-wide sidewalks separated by 6-foot-wide landscape corridors. **Table 44** details all road improvement standards. These standards are considered necessary to sustain and improve the quality of life in the City. However, alternative designs to improve aesthetics, pedestrian experience, or circulation are encouraged with the condition that minimum pavement width for both public and private streets shall be consistent with the City's adopted residential street standards. Examples of alternative designs include, but are not limited to, sidewalks separated from the back of curb by a landscape planter strip, landscape medians, tree preservation within the right-of-way, traffic circles, narrow sections/neck to slow traffic, and other approved traffic-calming devices.

**Table 44**  
**Site Improvements**

Type	Service	Street width	Sidewalk width	Right-of-Way
Minor Residential	Up to 99 residential units	32 ft.	5 ft. (attached)	42 ft.
Primary Residential	100 to 399 residential units	38 ft. + 6 ft. corridor	5 ft. (detached)	40 ft.
Collector Street	400 or more residential units, industrial, commercial, and multifamily	50 ft. + 6 ft. corridor	5 ft. (detached)	50 ft.
Minor Arterial	When required by the project traffic analysis	74 ft. + 25 ft. corridor	8 ft. (detached)	74 ft.
Major Arterial	When required by the project traffic analysis	96 ft. + 36 ft. corridor	8 ft. (detached)	96 ft.

Source: City of Elk Grove Improvement Standards, Public Works Department, June 2020

The cost for site improvements varies with each project. Therefore, it is difficult to estimate what a "typical" per-unit cost would be for site improvements. Even for infill projects where infrastructure may already be available, there is often a need to upgrade and/or expand the existing improvements to serve new residential development.

The City collects fees from new development projects to cover the costs of planning review and processing permits, which includes plan checks and inspection fees. Further discussion of the development permit and approval processing is provided below.

A variety of development fees are often assessed on new residential projects that include City-controlled fees (such as development application fees, building permit fees, roadway and capital facilities fees) and non-City-controlled fees (such as school fees). Another component of project costs involves utility service connection fees (e.g., sewer and water connection fees). There are six citywide development impact fee programs collected and/or administered by the City. Those programs are:

- Capital facilities fee to fund the Civic Center, police facilities, Corporation Yard, library facilities, and transit;
- Affordable housing fees;
- Roadway fees;
- Fire fees;

- Measure A Transportation Mitigation Fees to fund regional transportation facilities, which the City collects on behalf of the Sacramento Transportation Authority;
- I-5 Sub-Regional Fee, which the City collects on behalf of partner agencies (City of Sacramento, City of West Sacramento, Caltrans) and uses to construct improvements that reduce congestion on Interstate 5.

In addition to citywide development impact fee programs, there are fee programs specifically for plan areas including the SEPA Park and Trail Fee Program, SEPA/LRSP Phase 3 Drainage Fee Program, SEPA Cost Recovery Fee Program, East Franklin Park Facilities Fee Program, Rural residential frontage improvement fees, among others.

The various planning review and processing fees, development impact fees, and utility service connection fees collectively can add significant costs to housing. The City has adopted citywide impact fees for all developments including single-family and multifamily units. **Table 45** lists the application and environmental fees for development review in effect as of January 2020. The amount of the fee charged is sometimes a flat rate, but may also be a deposit to be used toward the time and materials or task order required to process it, which is indicated by footnote reference in the table. **Table 46** illustrates the cost for a typical single-family unit to be constructed due to City fees, and **Table 47** shows the same costs for a typical multifamily unit. The City’s development standards and fees are also available on the City’s website.

Costs for environmental review of a proposed development project include the cost for compliance with the California Environmental Quality Act (CEQA). Depending upon the complexity of the project, its location in the City, consistency with the General Plan and the General Plan EIR, and other factors, the cost for this review can range from \$50 to hundreds of thousands of dollars. The City charges applicants for the time and expense related to conducting this review. The City makes every attempt to leverage prior CEQA reviews for development projects, such as where a Programmatic EIR considered the effects of developing a larger project, such as a Community Plan or Specific Plan.

**Table 45  
Entitlement Processing Fees**

Application Type	Approving Body	Fee
<b>Appeals</b>		
Appeal of Planning Director Decision to Planning Commission	PC	\$3,000 <sup>1</sup>
Appeal of Planning Commission Decision to City Council	CC	\$5,000 <sup>1</sup>
<b>Permits and Variances</b>		
Conditional Use Permit	PC	\$8,800 <sup>1</sup>
	CC	\$10,000 <sup>1</sup>
Conditional Use Permit Amendments	PC	\$1,000 <sup>2</sup>
	CC	\$1,000 <sup>2</sup>
Minor Deviation	PD	\$3,300
	PC	\$4,000
Variance	PC	\$6,000 <sup>1</sup>
	CC	\$6,000 <sup>1</sup>
<b>Design and Site Plan Review</b>		
Design Review – Single Family Master Home Plans	DSD	\$3,000 <sup>1</sup>
Design Review – Minor Design Review	ZA	\$5,200 <sup>1</sup>
Design Review – Major Design Review	PC	\$12,000 <sup>1</sup>
Design Review – District Development Plan Design Review	PC	\$18,000 <sup>1</sup>
Old Town Type 1	DSD	\$500 <sup>2</sup>
Old Town Type 2	PC	\$500 <sup>2</sup>



Application Type	Approving Body	Fee
Design Review Amendment – Single -Family Master Home Plans	DSD	\$2,000 <sup>1</sup>
Design Review Amendment – Minor Design Review	ZA	\$2,000 <sup>1</sup>
Design Review Amendment – District Development Plan Design Review	PC	\$2,000 <sup>1</sup>
Development Agreement	CC	\$10,500
Development Agreement Amendment	CC	\$5,250
<b>Zoning</b>		
Zoning Amendment	CC	\$1,000 <sup>2</sup>
<b>Plans and Plan Amendments</b>		
General Plan Amendment	CC	\$1,000 <sup>2</sup>
Specific Plan/Specific Planning Area Amendment (residential only)	CC	\$1,000 <sup>2</sup>
Specific Plan/Specific Planning Area Initiation (commercial only)	CC	\$10,000 <sup>1</sup>
Minor Deviation	PD	\$3,300
	PC	\$4,000
<b>Maps and Boundaries</b>		
Annexation Request	CC	\$18,800
Boundary Line Adjustment	PD	\$2,800
Lot Merger/Certificate of Compliance	DSD	\$800
Tentative Parcel Map (residential)	PC	\$8,800 <sup>1</sup>
Tentative Parcel Map (commercial)	PC	\$12,300 <sup>1</sup>
Tentative Parcel Map Amendment	PC	\$1,000 <sup>2</sup>
Tentative Parcel Map Extension	PC	\$1,500
Tentative Parcel Map Waiver for Condos	PC	\$4,850
Tentative Subdivision Map (<25 lots)	PC	\$10,500 <sup>1</sup>
Tentative Subdivision Map (25–99 lots)	PC	\$12,500 <sup>1</sup>
Tentative Subdivision Map (100–200 lots)	PC	\$14,500 <sup>1</sup>
Tentative Subdivision Map (>200 lots)	PC	\$18,000 <sup>1</sup>
Tentative Subdivision Map Amendment	PC	\$1,000 <sup>2</sup>
Tentative Subdivision Map Extension	ZA	\$1,500
	CC	\$1,500
<b>Other Actions</b>		
CEQA Review	N/A	Varies
Combined Entitlements	N/A	Varies
Development Agreement	CC	\$10,500 <sup>1</sup>
Development Agreement Amendment	CC	\$5,250 <sup>1</sup>
Williamson Act	CC	\$5,000 <sup>1</sup>

Source: City of Elk Grove Fee Schedule. All fees are subject to change without revision to the Housing Element. Fees may be revised pursuant to resolution and are effective immediately. Therefore, you may not rely on this table for the current fees. To obtain the most recent City fees, please view the Fee Booklet on the City's website at [http://www.elkgrovecity.org/UserFiles/Server/Server\\_109585/File/Departments/Planning/Application/planning-application-environmental-fee-schedule.pdf](http://www.elkgrovecity.org/UserFiles/Server/Server_109585/File/Departments/Planning/Application/planning-application-environmental-fee-schedule.pdf).

Note: CC - City Council, PC - Planning Commission, PD - Planning Director, HPC – Historic Preservation Committee

<sup>1</sup> Amount noted is a deposit. Applicant will be billed time and materials for staffing and expenses required to process request if these costs accrue above and beyond the deposit amount, the City works with developers to ensure they are aware of all required information to process the request to reduce the potential of exceeding this deposit.

<sup>2</sup> Amount noted is a deposit. A task order with a consultant will be executed to process the request.

**Table 46**  
**Estimate of Development Impact and Other Fees for Single-Family Home, April 2020**

Fee Program	Fees Due Per Single-Family Unit <sup>1</sup>	
	Lowest	Highest
<b>Development Impact Fees<sup>2</sup></b>		
<b>City Administered Fees</b>		
Capital Facilities Fee Program		\$4,346
Affordable Housing Fee Program <sup>3</sup>		\$4,731
Elk Grove Roadway Fee Program		\$10,876
Various Plan Area Park Fees	\$189	\$15,086
East Franklin Fees (Agricultural Land Mitigation Fee) (excludes park fee)	\$1,025	\$1,025
Technology Fee (due at permit to the City)	\$98.49	\$98.49
General Plan Update Fee (due at permit to the City)	\$56.63	\$56.63
<b>Total City Administered Fees</b>	<b>\$21,133</b>	<b>\$36,219</b>
Elk Grove Fire Fee Program	\$1,957	\$2,132
Zone 40 Water Fee Program		\$17,601
Zone 11A Drainage Fee Program	\$0	\$10,332
CSD-1 Sewer (4-inch line and tap)	\$3,301	\$19,806
SRCSD (regional sewer treatment)	\$3,602	\$6,479
School (\$5.94/s.f./2,200 s.f.)		\$13,068
Sacramento County Transportation Mitigation Fee		\$1,329
I-5 Subregional Corridor Mitigation Program		\$3,083
<b>Subtotal Development Impact Fees</b>	<b>\$65,074</b>	<b>\$110,049</b>
<b>Other Fees (due at Permit to the City)</b>		
Building Permit		Varies
Plan Check		Varies
Zoning Check (5% of plan check fees)		Varies
<b>Subtotal in Other Fees to City</b>	<b>\$135<sup>4</sup></b>	<b>\$135<sup>3</sup></b>
<b>Total Fees</b>	<b>\$65,209</b>	<b>\$110,184</b>

Source: City of Elk Grove Fee Schedule. All fees are subject to change without revision to the Housing Element. Fees may be revised pursuant to resolution and are effective immediately. Therefore, you may not rely on this table for the current fees. To obtain the most recent City fees, please view the Fee Booklet on the City's website at [http://www.elkgrovecity.org/UserFiles/Server/Server\\_109585/File/Departments/Finance/fee-booklet.pdf](http://www.elkgrovecity.org/UserFiles/Server/Server_109585/File/Departments/Finance/fee-booklet.pdf).

Note: Excludes plan check/permit fees from other agencies, environmental fees, and City processing/application fees. Fees assume RD-5, 2,200-square-foot house with 450-square-foot garage and construction valuation of \$246,227.

<sup>1</sup> Development of single-family homes in the SEPA are subject to drainage fees (ranging from \$9,687 to \$29,312 per acre) and cost recovery fees (\$2,322.75 per gross acre) in addition to the fees outlined in this table.

<sup>2</sup> The development impact fees are charged by the City and other agencies.

<sup>3</sup> This fee is waived for affordable housing projects.

<sup>4</sup> Not including variable fees.

**Table 47**  
**Estimate of Development Impact and Other Fees for Multifamily Unit, April 2020**

Fee Program or Fee Component	Lowest	Highest
<b>Development Impact Fees<sup>1,2</sup></b>		
<b>City Administered Fees</b>		
Capital Facilities Fee Program		\$4,346
Affordable Housing Fee Program <sup>2</sup>		\$4,731
Elk Grove Roadway Fee Program	\$3,941	\$7,557
Various Plan Area Park Fees	\$105	\$10,193
East Franklin Fees (Agricultural Land Mitigation Fee) (excludes park fee)	\$0	\$1,025
Technology Fee (due at permit to the City)	\$499.37	\$499.37
General Plan Update Fee (due at permit to the City)	\$287.14	\$287.14
<b>Total City Administered Fees</b>	<b>\$13,173</b>	<b>\$33,543</b>
Elk Grove Fire Fee Program	\$1,352.40	\$1,403.90
Zone 40 Water Fee Program		\$13,200
Zone 11A Drainage Fee Program	\$7,684	\$11,137
CSD-1 Sewer (4" line and tap)		\$19,164
SRCSO (regional sewer treatment)	\$2,701	\$4,859
School (\$5.94/s.f.)		\$10,763
Sacramento County Transportation Mitigation Fee	\$3,941	\$7,557
<b>Subtotal Development Impact Fees</b>	<b>\$58,778</b>	<b>\$101,626</b>
<b>Other Fees (due at Permit to the City)</b>		
Building Permit		Varies
Plan Check		Varies
Zoning Check (5% of plan check fees)		Varies
<b>Subtotal in Other Fees to City</b>	<b>\$68<sup>1</sup></b>	<b>\$68<sup>1</sup></b>
<b>Total Burden per Unit</b>	<b>\$58,846</b>	<b>\$122,601</b>

Source: City of Elk Grove Fee Schedule. All fees are subject to change without revision to the Housing Element. Fees may be revised pursuant to resolution and are effective immediately. Therefore, you may not rely on this table for the current fees. To obtain the most recent City fees, please view the Fee Booklet on the City's website at [http://www.elkgrovecity.org/UserFiles/Server/Server\\_109585/File/Departments/Finance/fee-booklet.pdf](http://www.elkgrovecity.org/UserFiles/Server/Server_109585/File/Departments/Finance/fee-booklet.pdf).

Note: Excludes plan check/permit fees from other agencies, environmental fees. Assumes 60 units, 3 units per building, 14.4 units per acre, 5,436 square feet per building and 4,270 square feet of living area per building; 0.21 net acres per building, and \$319,608 in per building valuation.

<sup>1</sup> Development of multi-family homes in the SEPA are subject to drainage fees (ranging from \$16,183 to \$48,970 per acre) and cost recovery fees (\$2,322.75 per gross acre) in addition to the fees outlined in this table.

<sup>2</sup> Not including variable fees.

<sup>3</sup> This fee is waived for affordable housing projects.

An analysis of development and impact fees collected by cities across California performed in 2018 shows that Sacramento and Roseville, cities in the region approximate to Elk Grove, collect fees that are similar to those collected by Elk Grove.<sup>2</sup> For instance, Sacramento collected between \$17,257 and \$21,174, respectively, for multifamily and single-family development on a per-unit basis. Roseville collected between \$18,105 and \$36,439, respectively, for multifamily and single-family development on a per-unit basis. Comparatively, Elk Grove collects variable fees for both single- and multifamily developments, respectively ranging from an estimated \$21,133 to \$36,219 and \$13,173 and \$33,543. The City's fees, on their own, do not constitute a constraint on housing development. When accounting for non-city-administered fees; however, the cost of development per-unit rises steeply depending on the location of the development. Specifically, the gross total cost burden per unit for single-family development ranges from an estimated \$65,209 to \$110,184 and, for multifamily development, ranges from an estimated \$58,846 to \$101,626. Even the lowest of these estimated ranges is nearly twice the amount of base the fees collected by surrounding jurisdictions. These notable increases in cost burden to developers come from the Zone 11A Drainage Fee Program, the SEPA/LRSP Phase 3 Drainage Fee Program, the Sacramento Regional Sanitation District, and the Sacramento County Transportation Mitigation Fee. These fees are out of the City's control and the City may only petition and collaborate with these regional agencies to reduce the impact fee amounts on the City's housing development. There are also City-administered fees, however, that cause the cost burden for multifamily housing to rise. Specifically, the park fees and roadway fees that vary by sub-area in Elk Grove. For instance, SEPA charges a \$15,097 fee to multifamily developments to finance parks and trails. The Elk Grove Roadway Fee Program also charges multifamily development higher fees in Elk Grove and the Stonelake planning areas (\$7,557 and \$7,390, respectively) than in other planning areas, such as Lakeside (\$3,941). It should be noted that the City is preparing updates to the Roadway Fee Program that are expected to eliminate the zone-based approach and to further recognize differences in trip characteristics between different types and densities of residential developments.

The City offers some programs to assist developers of affordable housing with fees. The City's affordable housing impact fee does not apply to deed-restricted affordable units, currently saving developers \$2,838 to \$4,731 per unit. Most of the City's impact fees for new development are lower for multifamily units and age-restricted properties. The Sacramento County Regional Sanitation District (Regional San), Sacramento County Water Agency, and Sacramento Area Sewer District also waive or defer fees for affordable housing meeting certain conditions.

The City also has a fee deferral program that allows certain impact fees to be deferred up to the close of escrow (24 months maximum) for single-family homes and until the close of permanent financing for affordable multifamily projects. Additionally, per Government Code Section 66007, the City allows deferment of fees for projects proposed by nonprofit housing developers in which at least 49 percent of the units will be reserved for lower-income households. Fees for these projects will be deferred until the project no longer meets these requirements. The City's Affordable Housing Fund loans often end up being used toward the payment of permit and impact fees, whether or not those fees are deferred.

#### *Development Permit and Approval Process*

The development review and permitting process is utilized to receive, evaluate, and approve new development applications. The development review and permitting process ensures that new residential projects reflect the goals and policies of the General Plan and meet the intent and requirements of the Zoning Code.

Applications for development permits are made in writing to the Development Services Department. Applications vary depending on the permit being requested. In addition, some projects require public hearings. Development permit approval processing in the City does not create any unnecessary delays or increases to the cost of housing because applications are processed as expeditiously as possible depending on the complexity of the project and timeframes that are instituted by law. Consistent with Senate Bill (SB) 330, housing developments for which a preliminary application is submitted that complies with applicable general plan and zoning standards are subject only to the development standards and fees that were applicable at the time of submittal. This

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<sup>2</sup> [http://ternercenter.berkeley.edu/uploads/Development\\_Fees\\_Report\\_Final\\_2.pdf](http://ternercenter.berkeley.edu/uploads/Development_Fees_Report_Final_2.pdf)

applies to all projects unless the project square footage or unit count changes by more than 20 percent after the preliminary application is submitted. The developer must submit a full application for the development project within 180 days of submitting the preliminary application.

Elk Grove offers pre-application meetings with applicants for all projects prior to submission of formal applications to better define the information needed to review a project. Pre-application meetings have helped to shorten the review process and allow for better communication between applicants, City departments and utility providers. The City currently defers to HCD for the required application process related to SB 330 but is developing a local process.

There are different steps in the approval process a housing development must go through depending on the type and conditions of the development. Small single-family developments which do not require a zone change only need building permits. Single-family subdivisions and master home plans are required to conform to the Design Guidelines and are subject to staff review and Planning Commission approval depending on the type of project. Multifamily developments that are 150 units or fewer require staff review and are subject to development plan review by the Zoning Administrator. Multifamily developments of more than 150 units require both staff and Planning Commission review. Specific Plans, rezones, subdivisions, and variances require staff, Planning Commission, and City Council review. Multifamily development in commercial and business zones requires the same procedures as in a residential zone.

Emergency shelters are permitted by right in the General Commercial (GC), Light Industrial (LI), and Light Industrial/Flex (LI/FX) zone districts and with a CUP in RD-7, all Medium Density Residential Zones (RD-8/10/12/14/18), all High Density Residential Zones (RD-20/25/30/40), Parks and Recreation (PR), and Public Services (PS). These uses are subject to the policies outlined in Title 23, Chapter 80 of the Elk Grove Municipal Code. This section details requirements for development and operational standards to ensure appropriate housing and services for special needs populations are met.

Project application review is completed within 30 days of accepting an application. Determination of approval is based on consistency with the General Plan, character of adjacent land uses, adequate size and shape of lots, zoning compliance, and conformance with design standards. Many other components can also factor into the determination of approval, such as public interest that may require additional outreach. An approved development plan is in effect for three years and may be applicable for extensions consistent with State law and local standards. As shown in **Table 48**, the typical timeframe from application approval to issuance of a building permit varies depending on the type of project, as well as factors out of control of the City such as neighborhood input, delays on the part of the application, and more.

After the City approves a project, such as at Planning Commission or City Council hearing, it becomes the applicant's responsibility to initiate the steps to secure building permits and construct the project. These steps include obtaining additional City clearances and paying fees as outlined in a project's conditions of approval. Other necessary actions include:

- Completing construction drawings
- Recording subdivision (final) maps (applies to ownership projects)
- Retaining contractors
- Obtaining utility approvals, required easements and rights of entry.

A few of the bulleted items, such as the construction drawings, require City review prior to issuance of a building permit.

The length of time between a project's approval and building permit issuance in many cases is determined by the applicant. Once a project begins the construction plan review process, the following general timelines can

be achieved with responsive applicants:

- Civil plan approval (e.g., grading, water, sewer, streets): 3-6 months
- Building permit approval: 1-3 months

Various development review activities, such as general plan amendments, rezones, and specific plans, require the preparation of an environmental document (e.g., environmental impact report or negative declaration) before a project can be approved. The requirement to prepare an environmental document can substantially lengthen the development review process, sometimes taking up to one year to obtain project approval. However, the cost associated with preparing an environmental document is not considered to disproportionately affect constraints on residential development in the City. The costs associated with development project review will vary between projects. The City uses an efficient and comprehensive approach toward development review and permitting that allows for quick response to applicants. The City utilizes many practices to expedite application processing, reduce costs, and clarify the process to developers and homeowners. Increased development costs resulting from delays in the City's development review and permitting process are not considered a constraint on housing development.

**Table 48  
Typical Processing Procedures by Project Type**

	Single-Family Subdivision	Single-Family Unit (no subdivision)	Multifamily
List of Typical Approval Requirements	Tentative Subdivision Map (6-12 months)	Design Review for homes (1-2 months)	Design Review (2-6 months)
	Improvement Plans (2-3 months)	Master Home Plan Building Permit (2-4 weeks)	Building Permit (4-6 weeks)
	Final Map (1-2 months)	Batch permit (10 days)	
	Design Review for homes (1-2 months)		
	Master Home Plan Building Permit (2-4 weeks)		
	Batch permit (10 days)		
<b>Estimated Total Processing Time</b>	<b>20 months (excluding improvement construction and plan preparation)</b>	<b>3 months</b>	<b>7-8 months (excludes plan preparation)</b>

Source: City of Elk Grove 2020

\* Actual development processing time shall vary based on multiple factors, including environmental review, applicant responsiveness, public outreach, and a multitude of other factors based on each project's specific needs. Per Housing Element Policy H-3-2, the City will continue to streamline processing times for lower-income and special needs housing projects to comply with SB 35.

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## 7. OPPORTUNITIES FOR ENERGY CONSERVATION

Energy-related costs could directly impact the affordability of housing in the City. Title 24 of the California Administrative Code sets forth mandatory energy standards for new development and requires the adoption of an “energy budget” for new construction. The housing industry must meet these standards and the City is responsible for enforcing the energy conservation regulations. With the 2019 California Energy Building Code, energy standards for the housing industry include, but are not limited to:

- Solar panels on all new single-family and multifamily homes that are three stories or less.
- Higher levels of insulation than was previously required, updating the thermal envelope requirements.
- Improved ventilation standards

In 2019, the City adopted an updated Climate Action Plan (CAP) to identify GHG reduction measures. The CAP outlines implementation measures to reduce emissions in all areas; specific measures for the housing industry include:

- BE-1. Building Stock: Promote Energy Conservation
- BE-4. Building Stock: Encourage or Require Green Building Practices in New Construction
- BE-5. Building Stock: Phase in Zero Net Energy Standards for New Construction
- BE-6. Building Stock: Electrification in New and Existing Residential Development
- BE-7. Building Stock: Solar Photovoltaics in Residential and Commercial Development
- BE-8. SMUD Greenergy and SolarShares Programs

The City's General Plan includes energy conservation policies that apply to residential development to promote energy efficiency. These policies include:

- Policy NR-6-1: Promote energy efficiency and conservation strategies to help residents and businesses save money and conserve valuable resources.
- Policy NR-6-3: Promote innovation in energy efficiency.
- Policy NR-6-5: Promote energy conservation measures in new development to reduce on-site emissions and seek to reduce the energy impacts from new residential and commercial projects through investigation and implementation of energy efficiency measures during all phases of design and development.

The utility companies serving the City, including Sacramento Municipal Utility District (SMUD) and Pacific Gas and Electric Company (PG&E), offer various programs to promote the efficient use of energy and assist lower-income customers.

SMUD provides electricity to the Sacramento metropolitan area. SMUD has a free shade tree program where homes with eastern, western, or southern exposure that heat up during the day can receive free trees from SMUD. In addition, SMUD provides rebates and financing assistance for the replacement and installation of energy-efficient equipment and materials. Examples of these rebates and financing assistance include energy-efficient appliances, central air conditioning replacement, clothes washers, heat pumps, pools pumps, and smart thermostats. SMUD also offers recycling rebates for refrigerators and thermostats and cash incentives for residential electric vehicles. To promote the use of renewable energy sources, SMUD customers are now able to have their

homes powered by renewable energy sources for a fee with the SMUD Greenergy Program.

PG&E provides natural gas to consumers in the City as well as a variety of energy conservation services for residents. In addition, PG&E offers energy assistance programs for special needs and lower-income households to help households conserve energy and control utility costs. These programs include the California Alternate Rates for Energy (CARE), the Relief for Energy Assistance through Community Help (REACH), and Family Electric Rate Assistance (FERA).

- The CARE program provides a 20 percent monthly discount on gas and electric rates to households with qualified incomes, certain nonprofit organizations, homeless shelters, hospices, and other qualified nonprofit group living facilities. CARE assists single-family households, sub-metered tenants, agricultural, and migrant farmworker housing.
- The REACH program provides one-time energy assistance to customers who have no other way to pay their energy bill. The intent of REACH is to assist low-income households, particularly the elderly, disabled, sick, working poor, and the unemployed, that experience hardships and are unable to pay for their necessary energy needs. Individuals who experience an uncontrollable or unforeseen hardship can receive credits to pay their energy bills.
- The FERA program provides utility assistance to households with three or more members that are low- or middle-income. This program provides a monthly discount of 18 percent on electricity only.

In addition, the California Department of Community Services and Development operates the Low-Income Home Energy Assistance Program (LIHEAP), a federally funded program. LIHEAP includes several portions to assist low-income households meet their energy needs included the Home Energy Assistance Program (HEAP), the Energy Crisis Intervention Program (ECIP), and LIHEAP Weatherization.

The HEAP program provides one-time financial assistance to eligible low-income persons to offset the costs of heating and/or cooling their housing unit. ECIP provides emergency assistance to low-income households facing service disconnection or termination or facing energy-related issues that are potentially life-threatening such as a combustible appliance. LIHEAP Weatherization offers low-income households energy efficiency upgrades at no cost to help lower their utility bills.

**8. RELATIONSHIP TO OTHER ELEMENTS**

State law requires that “the general plan and elements and parts thereof comprise an integrated, internally consistent, and compatible statement of policies” (Government Code Section 65300.5). The purpose of requiring internal consistency is to avoid policy conflict and provide a clear policy guide for the future maintenance, improvement, and development of housing within the City.

This Housing Element was originally prepared as part of the City's first comprehensive General Plan in 2003; the Housing Element was updated again in 2007 and again in 2014. Since then, the City has adopted a new General Plan (February 2019) that incorporated Environmental Justice as part of Chapter 7, Community and Resource Protection. The 2019 General Plan also incorporated the 2014 Housing Element in full. This Housing Element update was developed with close consideration of these updates as well as other General Plan elements. City staff continues to monitor for consistency with other General Plan elements as the programs contained in the Housing Element are implemented and will continue to review and revise the Housing Element, as necessary for consistency, when amendments are made to the General Plan.

In addition, per Assembly Bill 162 (Government Code Section 65302), the City is completing an evaluation of the Safety and Conservation Elements of the General Plan. The City will amend the elements as appropriate to include analysis and policies regarding flood hazard and management information.

**SENATE BILL 244: DISADVANTAGED UNINCORPORATED COMMUNITIES**

As part of the 2019 General Plan update, the City completed an analysis of disadvantaged unincorporated communities (DUCs) to comply with SB 244 requirements. The analysis identified three potential DUCs adjacent to, but not within, the City's General Plan Planning Area. These potential DUCs are discussed in Chapter 12.3 of the City's General Plan.

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**9. REVIEW OF PREVIOUS ELEMENT****HOUSING ELEMENT ACTION ITEM IMPLEMENTATION**

To develop an effective housing plan for the 2021–2029 period, the City must assess the effectiveness of its existing (2014) housing programs and determine the continued appropriateness of such programs in addressing housing adequacy, affordability, and availability issues.

This section evaluates the accomplishments of each program against the objectives established in the 2013–2021 Housing Element, explains any discrepancy in program achievements, and recommends programmatic changes for inclusion in the 2021–2029 Housing Element.

The City has pursued implementation of the actions identified in the 2014 Housing Element. The status of each action item and the effectiveness of implementing that item are discussed in **Table 49**.

**Table 49**  
**Review of 2013–2021 Housing Element**

	<b>Measure</b>		<b>Implementation Status</b>	<b>Continue/ Modify Delete</b>
H-1 Action 1	To the extent that there are high-density residential sites identified as accommodating the City's RHNA that ultimately develop with a use other than high-density residential development, the City will ensure that it maintains adequate inventory to accommodate the RHNA, including by rezoning as necessary.	Time Frame: Review the sites inventory periodically throughout the planning period Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	Since the adoption of the Housing Element, no high-density residential sites identified as accommodating the City's RHNA have been developed with another use. The City maintained an adequate inventory of sites to accommodate the RHNA.  In 2019, one project (Laguna Main Street Apartments) was submitted and is pending approval. If approved, the City will rezone replacement land within 90 days, if needed to maintain an adequate inventory of sites to accommodate the RHNA.	Combine with H-3 Action 1.
H-1 Action 2	The City has a lower income regional housing need of 3,462 units. In an effort to meet the lower income regional housing need, the City will complete the following: Concurrently with adoption, the City will identify and rezone sites in Table 35 that meet the City's lower income RHNA of 3,462. (Please note: this includes capacity from the SEPA and site 21). The City will rezone 15 acres of site 21, which will provide for a capacity of 315 units, consistent with Land Use Policy LU-40. The City will rezone approximately 60 acres of the Southeast Policy Area (SEPA), to meet a portion of the City's lower-income housing needs. The SEPA and site 21 will permit owner-occupied and rental multifamily developments by right and will not require a conditional use permit. The City has, since 2003, required Design Review for all multi-family development. Design Review	Time Frame: By January 1, 2017 Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	Concurrently with the adoption of the Housing Element in February 2014, the City rezoned designated sites to allow a minimum of 20 dwelling units per acre by right to meet the RHNA (consistent with Government Code Sections 65583(f) and 65583.2(h). With the exception of Site 21. In July 2014, the City adopted the Southeast Policy Area Strategic Plan, which included a land plan. The land plan designated a total of 64.27 acres as High-Density Residential, on sites ranging from about 5 to 15 acres. The Southeast Policy Area High-Density Residential zoning allows projects from 15.1 to 40 units per acre, but consistent with the Housing Element policy, the City will ensure these sites develop at a minimum density of 20.1 units per acre. In December 2016, the City rezoned 15 acres on Site 21, split between two locations on the site, to High-Density Residential zoning. The new RD-25 zoning allows for development at a density of 20.1 to 30 units per acre.	Modify to address new allocation.

**Housing Element**

**Elk Grove General Plan**

	<b>Measure</b>		<b>Implementation Status</b>	<b>Continue/ Modify Delete</b>
H-1 Action 3	<p>would be required for multifamily projects on these sites. Projects under 151 units are reviewed at the "staff-level", while larger projects are reviewed by the Planning Commission. All sites will accommodate a minimum of 20 units per acre and at least 16 units per site, pursuant to State law requirements. Should it be determined that the SEPA or site 21 will not be completed within the three year rezone timeframe, the City will identify additional sites to meet the City's RHNA.</p> <p>To facilitate the development of affordable housing, and provide for development phases of 50 to 150 units in size, the City will routinely coordinate with property owners and give high priority to processing subdivision maps that include affordable housing units.</p>	<p>Time Frame: As projects are processed through the Development Services Department</p> <p>Responsibility: Development Services (Planning Division)</p> <p>Funding Source: City Development Services Fund</p>	<p>The City did not receive any requests to process subdivision maps that included an affordable housing component in 2014.</p> <p>In 2019, the City processed one subdivision map that included an affordable housing component. An approximately 12-acre site was subdivided into three parcels (roughly 5.5 acres, 4.5 acres, and 2 acres) to allow the 96-unit Gardens at Quail Run affordable apartment complex to move forward; that project is now under construction.</p>	Continue.
H-1 Action 4	<p>To ensure that there is a sufficient supply of multifamily zoned land to meet the City's RHNA, the City will help facilitate lot consolidations to combine small residential lots into larger developable lots by annually meeting with local developers to discuss development opportunities and incentives for lot consolidation to accommodate affordable housing units. As developers/owners approach the City interested in lot consolidation for the development of affordable housing, the City will offer the following incentives on a project by project basis:</p> <p>Allow affordable projects to exceed the maximum height limits,</p>	<p>Time Frame: Ongoing, as projects are processed through the Development Services Department. Annually meet with local developers to discuss development opportunities and incentives for lot consolidation.</p> <p>Responsibility: Development Services (Planning Division)</p> <p>Funding Source: City Development Services Fund</p>	<p>Since 2013, the City has completed one lot consolidation in support of an affordable housing project (Avery Gardens). Two lots were combined to create an approximately 3.4-acre site on which a 64-unit complex is currently under construction.</p> <p>The City regularly convenes meetings of its Industry Working Group, a group of developers, property owners, public agencies, and others with an interest in high-level development issues in the City. As a part of updates on the Housing Element, the City discussed development opportunities with this group. City staff also responded to individual inquiries from developers related to lot consolidation issues, although none specifically concerned affordable housing.</p>	Continue.



Measure		Implementation Status	Continue/ Modify Delete
H-2 Action 1	<p>Lessen set-backs, and/or Reduce parking requirements. The City will also consider offsetting fees (when financially feasible) and concurrent/fast tracking of project application reviews to developers who provide affordable housing.</p> <p>Continue to allow corner duplexes in single-family residential developments without a use permit.</p>	In 2014, no interested developers or persons requested approval of corner duplexes in single-family residential developments. They continue to be allowed without a use permit.	Delete.
H-3 Action 1	<p>Continue to encourage multifamily development throughout the City. Utilize the following non-binding guidelines in the analysis process of identifying opportunity locations for new multifamily housing: Proximity to public transit or bus service. Proximity to commercial and social services. Parcel size and configuration that enhances the feasibility of development. Lack of physical constraints (e.g., noise, wetlands). Provision for a variety of housing types and affordable housing opportunities. Of an appropriate size to provide for on-site management. Integration into and compatibility with surrounding development. Proximity to other multifamily development. The City may also consider other criteria, as it deems appropriate, in order to determine the feasibility and potential constraints of new multifamily development.</p>	<p>Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund</p> <p>Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund and Affordable Housing Fund</p>	Combine with H-1 Action 1.

Measure		Implementation Status	Continue/ Modify Delete
	<p>Lessen set-backs, and/or Reduce parking requirements.</p> <p>The City will also consider offsetting fees (when financially feasible) and concurrent/fast tracking of project application reviews to developers who provide affordable housing.</p>		
H-2 Action 1	<p>Continue to allow corner duplexes in single-family residential developments without a use permit.</p>	<p>In 2014, no interested developers or persons requested approval of corner duplexes in single-family residential developments. They continue to be allowed without a use permit.</p>	Delete.
H-3 Action 1	<p>Continue to encourage multifamily development throughout the City. Utilize the following non-binding guidelines in the analysis process of identifying opportunity locations for new multifamily housing:</p> <ul style="list-style-type: none"> <li>Proximity to public transit or bus service.</li> <li>Proximity to commercial and social services.</li> <li>Parcel size and configuration that enhances the feasibility of development.</li> <li>Lack of physical constraints (e.g., noise, wetlands).</li> <li>Provision for a variety of housing types and affordable housing opportunities.</li> <li>Of an appropriate size to provide for on-site management.</li> <li>Integration into and compatibility with surrounding development.</li> <li>Proximity to other multifamily development.</li> </ul> <p>The City may also consider other criteria, as it deems appropriate, in order to determine the feasibility and potential constraints of new multifamily development.</p>	<p>In 2014, the City used these factors in considering the sites to be rezoned to meet the RHNA and remains committed to considering these factors in locating future affordable housing.</p>	Combine with H-1 Action 1.

Measure		Implementation Status	Continue/ Modify Delete
H-3 Action 2	Offer fast track/priority processing, density bonuses, flexibility in development standards, and fee subsidies (when feasible) to developers proposing new housing, mixed-use, or infill projects affordable to lower-income households, farmworkers, seniors, and other special needs groups.	<p>In 2014, the City processed the Avery Gardens affordable housing development quickly. The project was allowed by right and subject to a Planning Director-level design review. The project also received a \$2 million loan from the City.</p> <p>From 2015 to 2017, the City continued to offer these benefits to developers of affordable housing. No projects meeting these requirements were proposed in 2015. However, in 2016, the City approved a density bonus to allow parking and setback concessions for a proposed 98-unit affordable housing project. No such requests were received in 2017.</p>	Modify.
H-4 Action 1	Continue to support affordable housing development through financial assistance from sources such as the Affordable Housing Fund, CalHome, Community Development Block Grant (CDBG), Home Investment Partnerships Program (HOME), and other US Department of Housing and Urban Development (HUD) or California Department of Housing and Community Development (HCD) funding, as feasible.	<p>In 2014, the City provided a \$2 million loan from the Affordable Housing Fund to the Avery Gardens affordable housing project.</p> <p>The City also used Affordable Housing Fund and CDBG monies to purchase a property to be used for transitional housing, with a focus on families.</p> <p>In 2015, the City provided \$331,325 in CalHome down payment assistance loans to eight low-income households. The City also used CDBG funds to rehab Meadow House, a property that is used for transitional housing, primarily for families.</p> <p>In 2016, the City provided \$201,821 in CalHome down payment assistance loans to four low-income households. The City also used CDBG funds to purchase an eight-bedroom home that will be used as permanent shared housing for very low-income individuals exiting homelessness. During this year, the City committed \$5 million in loan funding to Pacific West Communities, which proposed to develop a 98-unit affordable apartment complex.</p>	Modify, combine with H-7 Action 3.

	Measure		Implementation Status	Continue/ Modify Delete
H-4 Action 2	When feasible, continue to provide waivers of or exemptions from select fees to all affordable housing projects and participate in the Sacramento Regional County Sanitation District's fee waiver and deferral program to reduce impact fees for affordable housing development.	<p>Time Frame: Ongoing</p> <p>Responsibility: Development Services (Planning and Building Divisions)</p> <p>Funding Source: City Development Services Fund, Sacramento Regional County Sanitation District</p>	<p>In 2017, the City closed a \$5 million loan in support of the Bow Street Apartments project, intended to provide 97 affordable units (and one manager unit). The City also released a Request for Proposals (RFP) soliciting new proposals for affordable housing, and received one proposal. In 2018, construction was underway on the Bow Street Apartments. The City also made a conditional loan commitment of \$5 million to the Gardens at Quail Run, a 96-unit project (95 affordable units and one manager's unit). The Gardens at Quail Run applied for 9% tax credit funding in the second round of 2018, but was unsuccessful in securing tax credits. In 2019, construction was completed on the Bow Street Apartments. The project was supported by a \$5 million City loan. The City also made a loan of \$5 million to the Gardens at Quail Run. The Gardens at Quail Run received 9% tax credit funding, and the project is currently under construction.</p>	
			<p>The City provides a waiver of the affordable housing fee on affordable housing projects and continues to participate in the Sacramento County Regional Sanitation District's fee waiver and deferral program to reduce impact fees for affordable housing development. In 2014, the Avery Gardens affordable housing project received a waiver of the City's affordable housing fee and a sewer impact fee waiver of \$158,172 from the Sacramento Regional County Sanitation District. The project also received a water impact fee waiver of \$79,426 from the Sacramento County Water Agency and a sewer impact fee waiver of \$7,277 from the Sacramento Area Sewer District.</p>	Continue.

Measure		Implementation Status	Continue/ Modify Delete
H-4 Action 3	Offer affordable housing funding sources through the issuance of a Request for Proposals process consistent with the City's Affordable Housing Loan Program guidelines, or other process as approved by the City Council.	<p>In 2013, the City released a Request for Proposals for projects to be funded using \$2 million from the City's Affordable Housing Fund. Through this process, the Avery Gardens affordable housing project was selected for funding.</p> <p>No RFPs were released in 2014 because the City's uncommitted Affordable Housing Fund balance was not deemed sufficient to support a project. The fund continued to accumulate to reach the \$5 million threshold.</p> <p>In 2015, the City's Affordable Housing Fund uncommitted balance reached the \$5 million threshold to release an RFP.</p> <p>In 2016, an RFP was released to solicit affordable development proposals. The City committed loan funding for the development of a 98-unit affordable apartment complex.</p> <p>In 2017, the City's Affordable Housing Fund uncommitted balance again reached the \$5 million threshold, and an RFP was released to solicit affordable development proposals.</p> <p>In 2018, the City made a conditional loan commitment of \$5 million to the Gardens at Quail Run, a 96-unit affordable apartment complex.</p> <p>In 2019, the City made a loan of \$5 million to the Gardens at Quail Run. The City also determined that strategic land purchases would support the City's affordable housing goals, and to this end purchased a 15-acre (9 buildable acre) parcel at Big Horn/Bruceville. The City plans to release an RFP to solicit a developer partner on this site in late 2021.</p>	Continue.
H-5 Action 1	Continue to apply for HOME and CalHome funds for homebuyer assistance programs as they are available and when the City is eligible. Continue to administer the Affordable Homeownership Program, which provides limited fee waivers for	<p>From 2014 to 2018, the City continued to implement its Homebuyer Assistance Programs using existing HOME and CalHome grants. In 2014, a total of six CalHome loans were made to eligible first-time homebuyers.</p>	Delete. Program is no longer feasible for the City.

Measure		Implementation Status	Continue/ Modify Delete	
	<p>deed-restricted for-sale affordable housing units. Information on these programs will be advertised on the City's website when funds or homes are available.</p>	<p>Funding Source: HOME/CalHome, City Affordable Housing Fund</p>	<p>Near the end of 2014, the City disencumbered its HOME grant balance, as the program restrictions (max purchase price, max housing size, etc.) were not well aligned with Elk Grove's housing market realities.</p> <p>In 2015, a total of eight CalHome loans were made to eligible first-time homebuyers.</p> <p>In 2016, a total of four CalHome loans were made to eligible first-time homebuyers.</p> <p>In 2017, no loans were made, as increasing home prices resulted in fewer qualifying low-income buyers, even with City assistance offered.</p> <p>In 2018, no loans were made, as there was a mismatch between home prices what low-income buyers could afford, even with City assistance.</p>	
H-5 Action 2	<p>Continue to partner with NeighborWorks to provide homeowner services, such as homebuyer education and one-on-one or group counseling.</p>	<p>Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund, private funding</p>	<p>In 2014, the City contracted with NeighborWorks to provide homebuyer education to participants in the City's Homebuyer Assistance Program. NeighborWorks services, including pre- and post-homeownership counseling and foreclosure counseling, were available to all Elk Grove residents. NeighborWorks operated two convenient locations for Elk Grove residents, in Sacramento and in Stockton.</p>	<p>Delete.</p>
H-6 Action 1	<p>Continue to promote and support energy efficiency in new construction by encouraging developers to utilize Sacramento Municipal Utility District (SMUD) energy programs and other energy efficiency programs and to be consistent with the Sustainability Element of the General Plan and the City's Climate Action Plan.</p>	<p>Time Frame: Ongoing Responsibility: Development Services (Planning and Building Divisions) Funding Source: City Development Services Fund</p>	<p>In 2014, the developers of affordable multifamily housing were encouraged to work with SMUD and other utility providers to improve energy efficiency in their projects and obtain any fee credits or rebates for which they might be eligible.</p>	<p>Delete. This is covered in other elements of the General Plan.</p>

Measure		Implementation Status	Continue/ Modify Delete
H-6 Action 2	Continue to encourage participation in SMUD's PV (photovoltaic) Pioneer program by issuing PV system permits at no charge upon SMUD's approval.	Time Frame: Ongoing Responsibility: Development Services (Building Division) Funding Source: City Development Services Fund	From January 1, 2013 to 2019, there have been 4,244 PV permits issued, including 1,084 in 2019.  Delete.
H-7 Action 1	Continue to allow flexibility in development standards, such as smaller unit sizes and parking reductions for senior projects, and by allowing development incorporating universal design measures.	Time Frame: Ongoing Responsibility: Development Services (Planning and Building Divisions) Funding Source: Building and Planning fees	In 2014, the City did not receive any requests for flexible development standards on senior projects. City staff continue to discuss potential options for flexibility at initial meetings with developers interested in building senior housing.  Modify.
H-7 Action 2	Continue to contribute funding and work closely with local nonprofits and regional agencies to assess homeless needs and develop plans to address homelessness at a regional level. The City will annually meet with local service providers and regional agencies (as applicable) to assess the needs regarding homelessness of the City and the region.	Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: CDBG funds (when available)	From 2014 to 2016, and in 2019, the City participated in the HART Solutions Committee, which is a committee of local individuals and organizations focused on local solutions to homelessness as well as regional coordination. During these years, the City continued to work with Sacramento Self Help Housing, Elk Grove HART, and the Elk Grove Food Bank on homeless issues. City staff also met with Sacramento Steps Forward, a regional homeless support organization, to identify needs and potential partnership opportunities.  In 2014, using CDBG and Affordable Housing Fund monies, the City acquired a property intended to be used for transitional housing focused on homeless families. This property was intended to complement the Grace House, a transitional housing project that opened in 2013 and that serves primarily homeless adults.  In 2015, using CDBG and Affordable Housing Fund monies, the Meadow House project was completed, and began providing transitional housing, primarily to homeless families.  In 2016, using CDBG funds, the City purchased an eight-bedroom home intended to be used as permanent shared housing for very low-income persons exiting homelessness.  Continue.



Measure		Implementation Status	Continue/ Modify Delete
H-7 Action 3	<p>Continue to procure funding sources that will allow the City to contribute to agencies that provide services for persons with special housing needs.</p>	<p>In 2019, City staff served on the Continuum of Care Advisory Board and participated in many discussions through Sacramento Steps Forward and Sacramento County on homeless needs and priorities.</p> <p>In 2014, the City allocated \$32,000 to Sacramento Self-Help Housing (SSH), which provides landlord-tenant counseling and housing counseling to persons who are homeless or at risk of becoming homeless. SSH also owns and operates the City's Grace House transitional housing project.</p> <p>The City allocated the following to SSH:</p> <p>2015 – \$39,000 2016 – \$42,000</p> <p>The City allocated the following to SSH and Elk Grove HART:</p> <p>2017 – \$95,000 2018 – \$109,000 2019 – \$135,000</p> <p>Each year, an additional \$38,000 was provided to the Elk Grove Food Bank for their Support Works self-sufficiency program.</p>	<p>Combine with H-4 Action 1.</p>
H-7 Action 4	<p>Amend the Zoning Code to comply with Health and Safety Code Sections 17021.5 and 17021.6, which deal with certain kinds of employee housing. The City will amend the Zoning Ordinance to treat employee housing that serves six or fewer persons as a single-family structure and permitted in the same manner as other single-family structures of the same type in the same zone (Section 17021.5). The Zoning Ordinance will also be amended to treat employee housing consisting of no more than 12 units or 36 beds as an agricultural use and permitted in the same manner as other agricultural uses in the same zone</p>	<p>This Zoning Code amendment was completed in August 2014.</p>	<p>Delete.</p>

Measure		Implementation Status	Continue/ Modify Delete
H-7 Action 5	(Section 17021.6) in zones where agricultural uses are permitted. Work with the Alta California Regional Center to implement an outreach program that informs families within the City about housing and services available for persons with developmental disabilities. The program could include the development of an informational brochure, including information on services on the City's website, and providing housing-related training for individuals/families through workshops.	Time Frame: Development of an outreach program within one year of adopting the Housing Element. Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	In 2014, the City met with Elk Grove Adult Community Training, which locally provides service to many Alta California Regional Center clients, to collect information on housing needs and share information on City housing programs. The City also circulated information on the Homebuyer Assistance Program to several organizations serving disabled persons and provided information to individuals on affordable rental units and homebuyer programs. Continue.
H-8 Action 1	Continue to update the affordable housing unit database and to provide information regarding affordable housing opportunities, both through direct response to inquiries and making information available on the City's website.	Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	The City's website lists all affordable housing properties within the City boundaries, including those not directly funded by the City. The listing contains property address, phone, and website information, as well as a photo and map. City staff continued to respond directly to public inquiries regarding affordable housing, and received an average of 10-20 calls per week plus additional emails. Continue.
H-8 Action 2	Consider a housing choice voucher (Section 8) education program for residents (neighbors) and landlords to provide awareness of the program and the opportunities and constraints it provides.	Time Frame: Education outreach would occur annually Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	In 2014, 2017, and 2019, the City provided information on the Section 8 program to requesting individuals, including landlords and tenants. When appropriate, inquiries were referred to the Sacramento Housing and Redevelopment Agency (SHRA), which implements the Section 8 program. In 2017, SHRA also participated in a local training for landlords offered by the City's Code Enforcement Department, with a focus on promoting the benefits of participation. In 2014, an estimated 5-10 calls per week were received related to Section 8 matters. In 2017, an estimated 5-6 calls per week were received related to Section 8 matters. New program 22 and 23.

Measure		Implementation Status	Continue/ Modify Delete
H-9 Action 1	Continue to provide regulatory incentives for the development of units affordable to extremely low-, very low-, and low-income households, including second dwelling units, senior housing, and apartment units, and housing for special needs groups, including agricultural employees, persons with disabilities (including developmental disabilities), and individuals and families in need of emergency/transitional housing. The City will also take subsequent action, as appropriate, to make the development of such units more financially feasible and will consider providing financial incentives, such as reducing, waiving, and/or deferring fees, where feasible.	<p>Of these calls, the vast majority of callers were requesting information on participating in the Section 8 program. Few calls were complaints about the Section 8 program.</p> <p>In 2019, an estimated 5-6 calls per week were received related to HCV matters. The vast majority of callers were requesting information on participating in the HCV program. Few calls were complaints about the HCV program.</p> <p>From 2014 to 2016, and in 2019, the City continued to offer regulatory incentives, such as a density bonus, to affordable housing projects.</p> <p>In 2014, the City provided a \$2 million loan from the Affordable Housing Fund to the Avery Gardens affordable housing project, and the project also received fee waivers from water and sewer agencies. The City also used Affordable Housing Fund and CDBG monies to purchase a property to be used for transitional housing, with a focus on families.</p> <p>In 2015, the City's Affordable Housing Fund balance reached \$5 million, an amount which would be able to support the development of one or more affordable housing projects.</p> <p>In 2016, the City committed \$5 million in loan funding to Pacific West Communities, which proposed to develop a 98-unit affordable apartment complex. The City also approved a density bonus allowing parking and setback concessions for the project.</p>	Continue.
H-10 Action 1	Continue to designate a staff planner to guide affordable housing development projects through the planning process and designate the Housing Program Manager to implement housing-related programs and policy initiatives.	<p>Time Frame: Ongoing, as projects are processed through the Development Services Department.</p> <p>Responsibility: Development Services (Planning Division)</p> <p>Funding Source: City Development Services Fund, CDBG, Affordable Housing Fund</p>	Delete.

Measure		Implementation Status	Continue/ Modify Delete
H-10 Action 2	Continue to allow the Planning Director to serve as the approving authority on all multifamily projects of 150 units or less, including affordable projects, that are consistent with General Plan and zoning requirements.	From 2014 to 2019, the Planning Director (now termed the Development Services Director and/or Zoning Administrator) continued to have this authority. Since 2013, two multifamily projects of less than 150 have been approved under this authority (Avery Gardens and the Gardens at Quail Run).	Delete.
H-10 Action 3	Continue to conduct interdepartmental meetings to coordinate the early review of development projects and address policy concerns.	In 2015, the City's Development Services team met weekly to discuss issues related to new developments, with the goal of streamlining the process from the developer's perspective. City staff also sets up project meetings with relevant divisions throughout the project consideration process, as needed based on the project requirements.	Delete.
H-11 Action 1	Continue to encourage more creative and flexibly designed projects with an affordable housing component through the use of the Design Review process, which eliminated minimum lot width and public street frontage requirements, thus creating more flexibility for higher-density projects.	In 2014, through the design review process, the City encouraged the Avery Gardens affordable housing project to create an aesthetically pleasing design that would complement the bordering shopping center and senior living facility. In 2015, no affordable housing projects were proposed. In 2016, the City approved one 98-unit affordable housing project. Staff worked closely with the developer to address concerns related to parking and setback requirements; ultimately, concessions were approved through the density bonus process. In 2017, no affordable housing projects were proposed. Staff remained prepared to work with developers during the design review process. In 2018 and 2019, staff worked extensively with the Gardens at Quail Run developer during the design review process. Additionally, staff met with multiple other affordable housing developers interested in constructing projects in Elk Grove, though none have yet come to fruition.	Modify. New Action 21.

Measure		Implementation Status	Continue/ Modify Delete
H-11 Action 2	Consider adopting a Universal Design Ordinance that would encourage construction or modification of new and existing homes using design principles that allow individuals to remain in their homes as their physical needs and capabilities change.	Time Frame: Consider the adoption of an ordinance by December 2014 Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	In 2014 and 2017, City staff collected information from other jurisdictions that have similar ordinances, and discussed implementation of an ordinance with the development community. In 2017, there was relatively little interest from developers or residents in the implementation of such an ordinance.
H-12 Action 1	Continue to annually review the Housing Element to determine its effectiveness and its consistency with the General Plan, as part of the annual review required by Government Code Section 65400. Report on the findings of this review and suggest changes if needed.	Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	In 2014, the City evaluated the prior Housing Element (2008-2013) as a part of completing the 2013-2021 Housing Element. The City submitted its 2013 Housing Element Annual Progress Report in early 2014. In 2015, the City submitted its 2014 Housing Element Annual Progress Report.
H-13 Action 1	Continue to operate housing repair and/or rehabilitation programs that assist lower-income households occupying housing in need of repair, including the new Minor Home Repair Program that offers forgivable loans to very low- and low-income homeowners whose homes have one or more health and safety hazards.	Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: CDBG funds	The City continued to offer the Minor Home Repair Program throughout 2014. In 2018, the City discontinued the Minor Home Repair Program. In its place, the City contracted with Habitat for Humanity to offer a housing rehabilitation program meeting many of the same needs as the Minor Home Repair Program, but offering greater flexibility and use of volunteers to complete repairs. The City funded Habitat for Humanity at \$174,000 for the 2018-2019 fiscal year and \$108,950 in the 2019-2020 fiscal year, while the Minor Home Repair program had been previously funded at about \$40,000-\$60,000 annually.
H-13 Action 2	Continue to refer individuals interested in utility assistance to the appropriate local energy provider, usually SMUD or Pacific Gas and Electric (PG&E), both of which offer programs to assist with utility costs.	Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	From 2014 to 2018, staff continued to respond to public inquiries regarding utility assistance, and referred callers to SMUD, PG&E, St Vincent de Paul Society, Elk Grove Food Bank, and South County Services, three nonprofits that provide utility assistance to Elk Grove residents who have received a shutoff notice (limited funding available).

Measure		Implementation Status	Continue/ Modify Delete
H-13 Action 3	Provide information on available housing rehabilitation programs, such as the Minor Home Repair Program, to homeowners experiencing difficulty repairing health and safety hazards.	Time Frame: Ongoing, as needed Responsibility: Development Services (Planning and Code Enforcement Divisions) Funding Source: CDBG funds	Combine with H-13 Action 1.
H-13 Action 4	Consider a rental inspection program that is administered by the Code Enforcement Department with the goal of enforcing Municipal Code standards for rental housing.	Time Frame: Consider program by December 2014 Responsibility: Development Services (Planning and Code Enforcement Divisions) Funding Source: CDBG funds or other source to be identified	Delete.
H-14 Action 1	If the one mobile home park in the City is in danger of being removed from the housing stock, partner with tenant associations or a nonprofit organization to provide assistance to mobile home park tenants in preserving their homes through the State Mobilehome Park Resident Ownership Program (MPROP), when appropriate.	Time Frame: Work with tenant associations as need arises Responsibility: Development Services (Planning Division) Funding Source: MPROP	Delete.



**Elk Grove General Plan** **Housing Element**

<b>Measure</b>		<b>Implementation Status</b>	<b>Continue/Modify/Delete</b>
H-15 Action 1	Monitor and evaluate the conversion of rental housing units to condominiums in order to assist in amending the land use plan to provide for additional multifamily areas if necessary.	Time Frame: Annually Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund	Delete.
H-16 Action 1	Continue to provide information about fair housing choices to residents by distributing the fair housing materials upon request. Promptly address complaints of discrimination in the sale, rental, and development of housing by forwarding complaints to HUD, the California Department of Fair Employment and Housing, or other non-profit or governmental agencies as appropriate.	Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund, CDBG	Modify, combine with H-16 Actions 2 and 3.
H-16 Action 2	Proactively monitor rental housing providers to determine whether they are engaging in discriminatory practices. At a minimum, offer education on fair housing law to providers found to act in a discriminatory manner.	Time Frame: 2014 Responsibility: Development Services (Planning Division) Funding Source: CDBG	Combine with H-16 Actions 1 and 3.



Measure		Implementation Status	Continue/ Modify Delete
H-16 Action 3	Meet with other jurisdictions in the region to identify fair housing strategies and discuss whether a regional fair housing strategy would be beneficial from a cost and/or efficiency perspective	<p>In 2017, Project Sentinel continued to provide testing on a complaint-driven basis as a part of the Renters Helpline contract.</p> <p>From 2014 to 2019, the City met several times with representatives from throughout the region, including Citrus Heights, Rancho Cordova, Sacramento, Sacramento County, Roseville, Rocklin, and West Sacramento to discuss fair housing strategies. In 2015, the City began collaborating with these jurisdictions on the development of a regionally-focused Assessment of Fair Housing, and in 2016, the jurisdictions released an RFP to solicit proposals from consultants qualified to assist with the effort. In 2017, the jurisdictions selected a consultant to complete the AFH. In 2019, work continued on the document (now called an Analysis of Impediments to Fair Housing Choice after a HUD rule change) in 2019. The new Analysis of Impediments document is expected to be adopted by the City Council in May 2020.</p>	Combine with H-16 Actions 1 and 2.
H-17 Action 1	Maintain and update the City's affordable housing database as a mechanism to monitor and identify units at risk of losing their affordability subsidies or requirements.	<p>Time Frame: Ongoing Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund, CDBG</p>	Modify, combine with H-17 Action 2.
H-17 Action 2	Continue to work with federal, State, and nonprofit housing organizations that function to purchase or fund the purchase of subsidized, at-risk complexes that the owner wishes to convert to market rate. Annually evaluate the need for the City to establish a program to preserve affordable units at risk of conversion.	<p>Time Frame: Annually Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund</p> <p>Time Frame: Annually evaluate and apply for funding as necessary Responsibility: Development Services (Planning Division) Funding Source: City Development Services Fund</p>	Combine with H-17 Action 1.

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**10. PUBLIC PARTICIPATION**

State law requires cities and counties to make a diligent effort to achieve participation by all segments of the community in preparing a Housing Element.

The City conducted a broad range of public outreach and meetings to develop housing policies and programs and finalize the site inventory to address the needs of the City's residents and workforce. All these efforts have informed and contributed to the development of the 2021–2029 Housing Element update. As a part of identifying current and future housing needs for residents, City staff conducted several public outreach efforts, including:

- Town Hall meetings
- Planning Commission and City Council meetings
- Consultations with stakeholders and nonprofits
- An online, interactive RHNA site selection tool
- Ongoing mailing list

**TOWN HALL MEETINGS**

City staff hosted four town hall meetings to introduce the public to the Housing Element update process, state requirements, and gather their input on sites being considered for the site inventory. The City provided advanced notice of the meetings to residents through noticing in the City-wide newsletter, publishing in weekly public affairs announcements, project-specific emails, and social media posts. The variety of methods used was intended to reach residents of all socio-economic groups. The City provides translation services for materials and preservations in several languages by request; however, no residents requested notices or meetings be provided in a language other than English. To facilitate these requests, the City provides interpretation services as needed for all calls received or persons that come to City Hall. Following the presentation by City staff, an open question and answer (Q&A) session was held during both meetings.

**July 2020 Town Halls**

Two town hall meetings were held in July 2020, first on July 27 and again on July 29. During the July 27, 2020, meeting, the public requested more explanation on the factors that contributed to the City's RHNA and expressed concerns over the effects of increased affordable housing stock, concentrations of such housing, and the negative impacts of the COVID-19 pandemic on housing affordability and stability. The City provided additional information on the high-opportunity nature of Elk Grove and how this contributed to their RHNA and described strategies to avoid overconcentration of lower-income households through the sites inventory. Participants also raised questions regarding potential incentives to increase affordable housing stock, candidate sites that are pending development, special-needs housing, and long-term housing security for current residents of the City facing future growth. City staff were able to provide detailed answers to address and answer the public's questions and concerns and encouraged them to continue to share their feedback on site location and other thoughts through their online tools and mailing list.

The town hall held on July 29, 2020, featured the same presentation and Q&A format to provide a second opportunity for members of the community to participate and provide input. Many of the same types of questions were raised during this meeting. Participants at this town hall also raised questions regarding the supply of affordable homeownership opportunities, the possibility of an inclusionary housing ordinance, and need to expand the construction labor force.

**October 2020 Town Halls**

The next two town halls were both held on October 7, 2020. The first was held in the afternoon and had 10 attendees; there were no participants in the evening town hall. At this town hall, the City presented the programs included in the Housing Element and discussed new state law that drove the inclusion of several programs, changes that were made as a result of staff recommendation, and those programs that are being continued from the previous Housing Element. As with the previous town halls, this meeting included a brief presentation followed by an open Q&A session.

**February 2021 Town Halls**

In February 2021, the City held a round of Town Hall meetings to introduce the draft Housing Element and review the recommended housing sites.

**PLANNING COMMISSION MEETINGS**

On April 16, 2020, City staff presented an Introduction to the 2021 Housing Element Update at the Planning Commission meeting to discuss income and affordability needs, the Housing Element process overall, RHNA, and the site-selection strategy. This meeting presented the same information to the Planning Commission as the City presented in the Town Hall meetings to introduce the process and involve Commissioners early in the update. Given the complexity of this update, the Commissioners expressed their appreciation for this early introduction to the update and requested more written information explaining what was covered in the presentation. Beyond comments related to receiving materials early, no commissioners or members of the public had any questions at this meeting.

On August 6, 2020, a second Planning Commission meeting was held to introduce the candidate housing sites and introduce the online sites tool.

Additional Planning Commission meeting(s) were held during the adoption process for the Housing Element.

**CITY COUNCIL MEETINGS**

On May 12, 2021, City staff presented the Draft 2021 Housing Element Update to the City Council for review and comment prior to submittal to HCD. This presentation included an overview of the update process, outreach efforts, and changes made in response to State law.

Additional City Council meeting(s) were held during the adoption process for the Housing Element.

**ONLINE SITES TOOL**

To encourage interactive participation from the public, the City developed an online RHNA tool, based upon the Balancing Act financial outreach platform, to give residents an opportunity to provide feedback on the sites targeted for low- and very low-income households. This tool allows residents to create their own housing plan for the City by selecting or deselecting sites, choosing whether to rezone a site or not, and visualize what is necessary to meet the City's RHNA. This method gathers public input on which sites the public would like to see included in the 6th Cycle sites inventory and where they approve of potential rezonings. This occurs through a process similar to how the Planning Commission and City Council will review the sites, in that it allows and requires participants to see the whole of the list rather than focusing just on the sites near them.

The feedback from the public on this tool will be summarized and presented to Planning Commission and City Council to inform their decision on which sites to include in the inventory.

## **CONSULTATIONS**

As part of the Consolidated Plan development process, City staff conducted consultations, meetings, and a survey of more than 17 local organizations and agencies. Eight of these also provided input directly related to aspects of the Housing Element and discussed current and future housing needs. In addition to these consultations, staff met with the Sacramento Housing Alliance specifically for feedback on the Housing Element update. The input from each of these organizations is discussed here.

### **Sacramento Housing Alliance**

The Sacramento Housing Alliance (SHA) discussed a need to increase access to sites for non-profit developers. Many sites are developed by for-profit developers, reducing availability of land without consistently increasing the supply of affordable housing. SHA discussed the need to rezone more sites to RD-30 with a minimum of 25 units per acre, and to consider making surplus public lands available for housing development. These public lands may include public service land or land owned by Caltrans or the Water District. SHA also expressed a need to improve public participation from all income groups through noticing the Housing Element through more avenues, sending individual mailers to every resident, and connecting with community organizations that may have connections with underrepresented groups. Staff shared with SHA representatives the City's plans for outreach and discussed ways that SHA could help publicize and generate interest in matters related to the Housing Element.

### **Disability Advisory Committee**

The Disability Advisory Committee identified priorities for sidewalks, curb ramps, increased or larger ADA parking spaces, and more affordable services and public facilities, including a day center. They also discussed a need for increased transit services near affordable housing options and expressed the need for more lower-level accessible apartment units and/or affordable complexes with elevator access to accessible units, in addition to more inclusive housing options with services on site.

### **City of Elk Grove Youth Commission**

Staff attended a meeting of the Youth Commission to collect feedback on community needs. Members noted the need for increased services in the areas of mental health, public transportation, and services provided to homeless and low-income families. They also discussed the need for additional afterschool activities and/or places for youth to go, such as drop-in centers, as well as services focused on supporting low-income youth.

### **Elk Grove Homeless Assistance Resource Team (HART)/Homeless Solutions Committee**

Staff attends every meeting of the HART/Homeless Solutions Committee and used this as an opportunity to gather feedback directly as it relates to housing needs in the City. Committee members noted the high level of need of chronically homeless, homeless families, and the increase of seniors experiencing homelessness. They noted that many persons experiencing homelessness have mental health and/or substance abuse issues, and that finding housing in Elk Grove is particularly difficult due to an exceptionally strong housing/rental market and long waitlists for affordable housing complexes. Future needs include extending winter sanctuary, increased services for seniors (including homelessness prevention efforts), employment training, supportive services (such as mentoring and potential day center), and most importantly transitional and permanent housing.

### **Elk Grove Food Bank Services**

The Food Bank noted a high, and increasing, level of demand for their services and affordable housing, especially for seniors, veterans, and persons experiencing homelessness. They also noted an increase in need for services for veterans experiencing or at risk of homelessness and prevention services to keep seniors from becoming homeless.

**Sacramento Self Help Housing**

SSHH noted a lack of housing options in Elk Grove for persons who are homeless and/or extremely low-income, as well as an increase in families experiencing homelessness. They expressed need for permanent and transitional housing options, as well as overnight shelters, day centers, and navigation support. SSHH also discussed a need for rental assistance programs, an increase in the number and availability of affordable housing units, public subsidy programs for low-income disabled households, increase in public transportation options, and additional services for persons with disabilities. A lack of short-term housing options means clients enrolled in programs remain homeless even while searching for housing. Additionally, high rental rates and significant competition for units leads to few very low-income clients being able to find housing locally.

**Development Services – City of Elk Grove**

Department representatives noted a continued need for affordable housing, especially permanent housing, as well as accessibility improvements, home repair programs, and public utility assistance. They also noted the need for streetlight improvements, public facilities such as a new library, neighborhood clean-up programs, and financial assistance programs for low-income residents needing public services.

**Meals on Wheels by ACC**

Meals on Wheels spoke with City staff and noted an increase in demand for home-delivered meals to Elk Grove seniors, including a growing waitlist for program participation. They have also seen a need for services and programs to help older adults remain in their home and receive safety net services.

**Affordable Housing Developers**

Staff consulted several affordable housing developers who have built projects in Elk Grove or are interested in doing so. Most developers noted the funding challenges of new projects, including the need for multiple funding sources and City gap financing. In meeting with a group of local affordable housing developers convened by SHA, developers shared information such as viable project characteristics (e.g., preferred site size, unit counts required for on-site management), common financial needs (e.g. City subsidy, impact fee waivers), and opportunities for partnership with the City to increase affordable housing stock. This information helped the City to design programs such as the new lot split program.

**ONGOING PUBLIC PARTICIPATION**

The City encourages ongoing public input throughout the process through a mailing list that residents can sign up for on the City's Housing Element update website. The City made the draft widely available and publicized its availability by posting on the City's website, running a notice in the local newspaper, and sending an email blast for all persons registered through the City's website. In addition to notices to the community, the City sent a direct email notice to interest groups that had participated throughout the Housing Element update process including developers, advocacy groups, and service providers. The City sent a mailed notice to homeowners regarding the approval process and availability of the draft Housing Element.

**PUBLIC COMMENT**

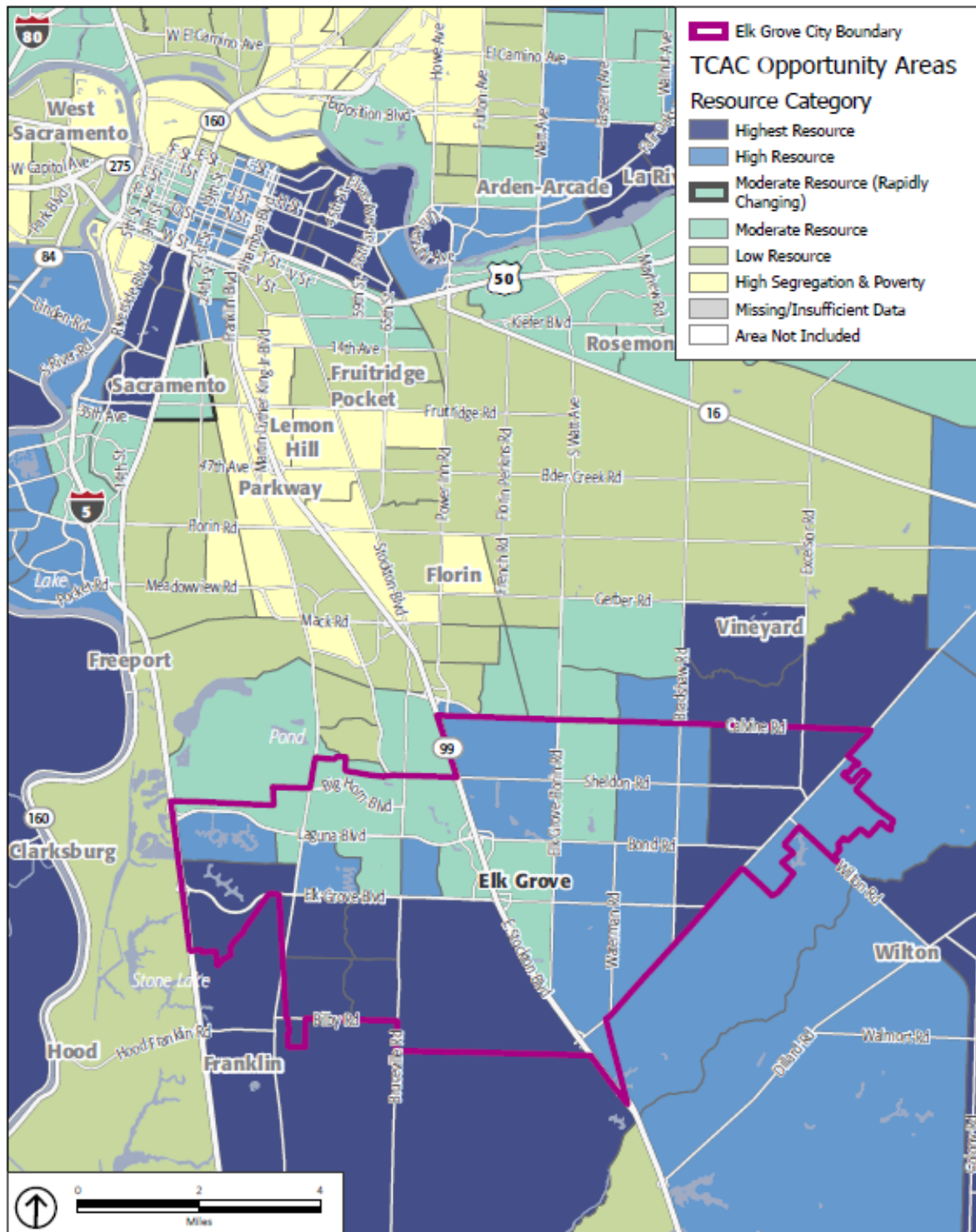
The Draft Housing Element was released for a 45-day review period on February 12, 2021 and was made available on the City's website and noticed to residents through the same methods as Town Hall meetings. Additional direct noticing was sent to local housing advocate groups.

During the review period, two public comment letters were received. The City reviewed the comments received and revised the draft Housing Element to reflect comments, where appropriate. Additional comment letters were received on the Subsequent Environmental Impact Report and were also considered as part of the update.



APPENDIX A: FAIR HOUSING ASSESSMENT MAPS

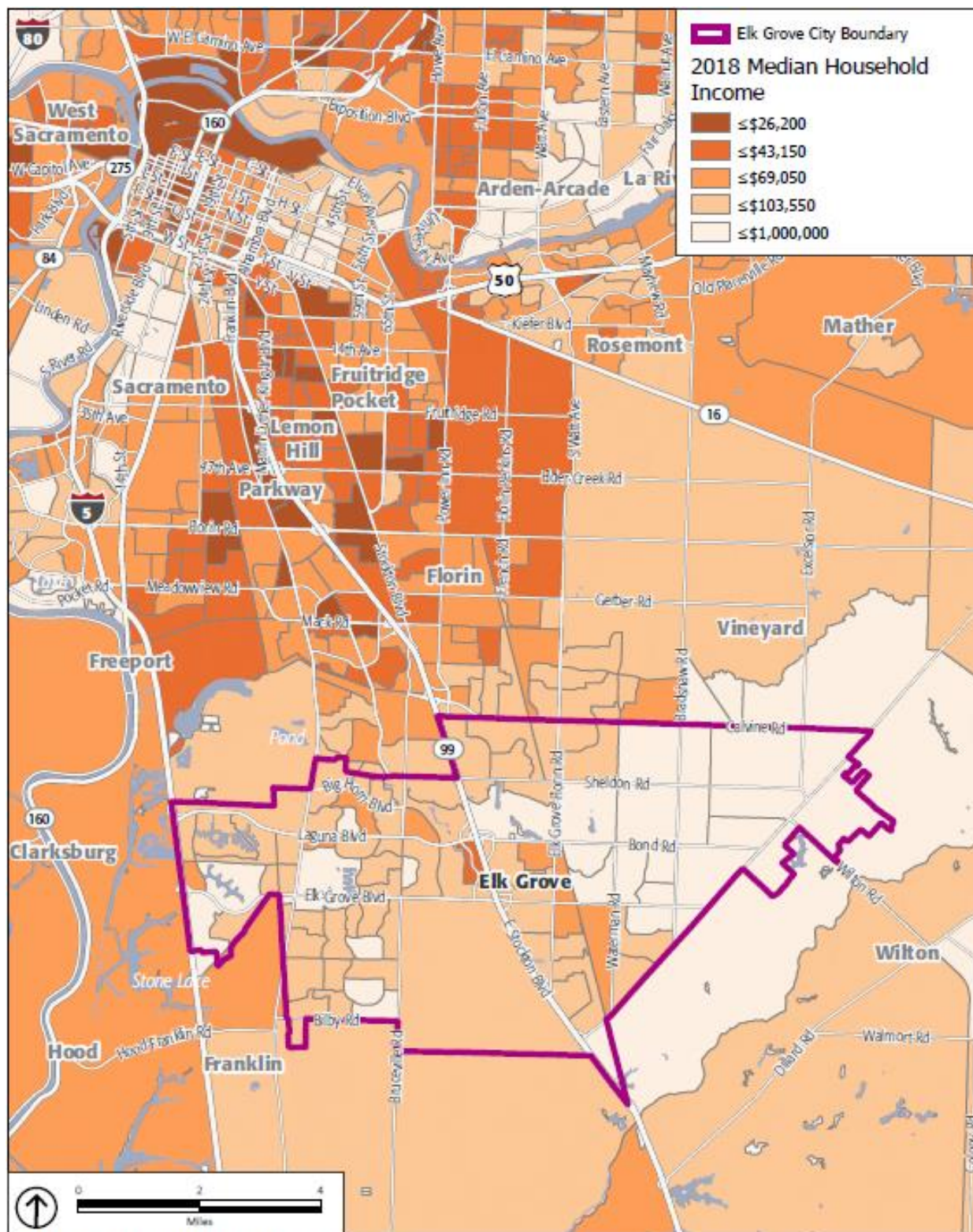
Figure A-1: TCAC/HCD 2020 Opportunity Areas



Source: Esri; HCD; PlaceWorks, 2021.



Figure A-2: Median Household Income



Source: Esri; US Census (2018); PlaceWorks, 2021.

Figure A-3: Poverty Status, 2014

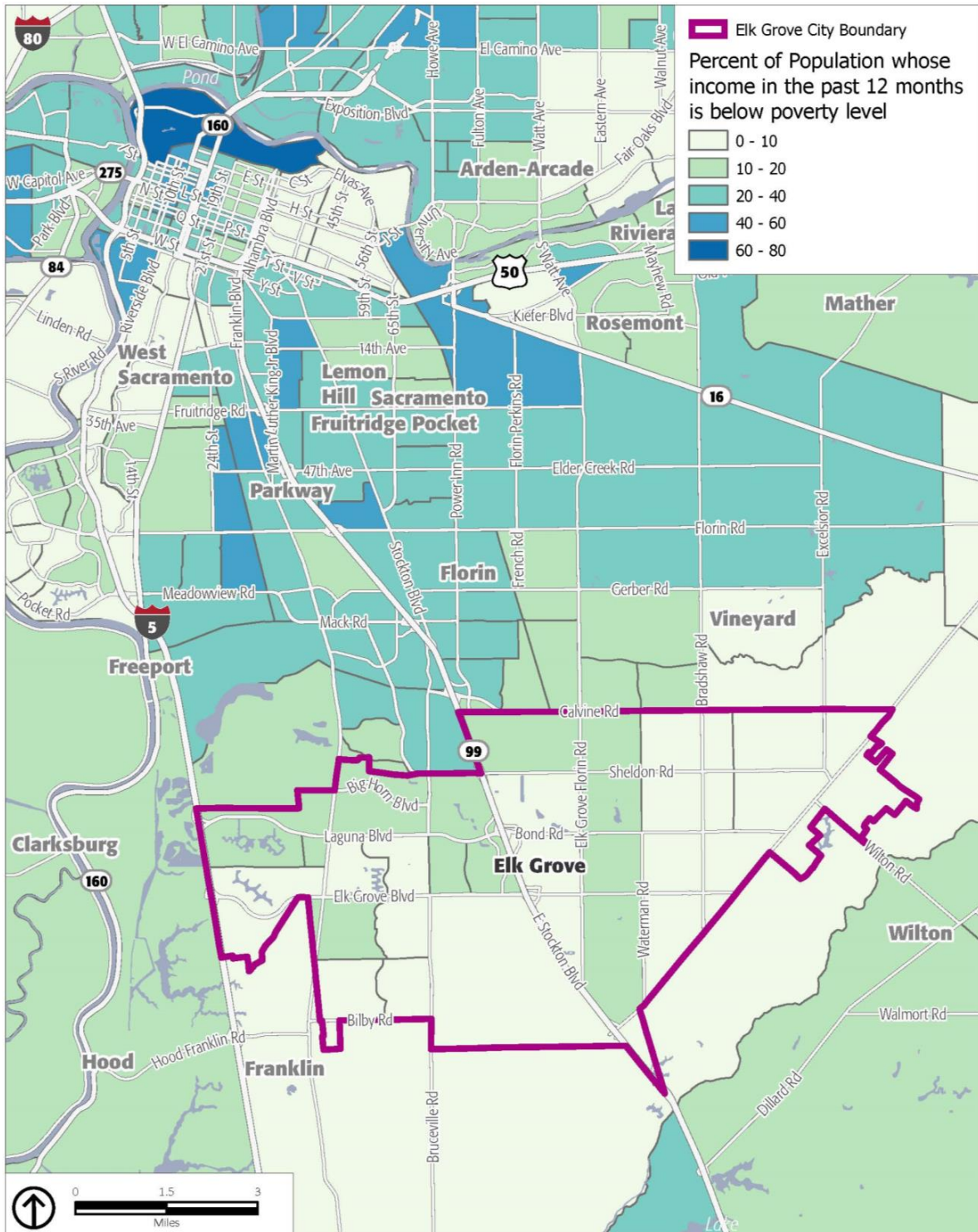
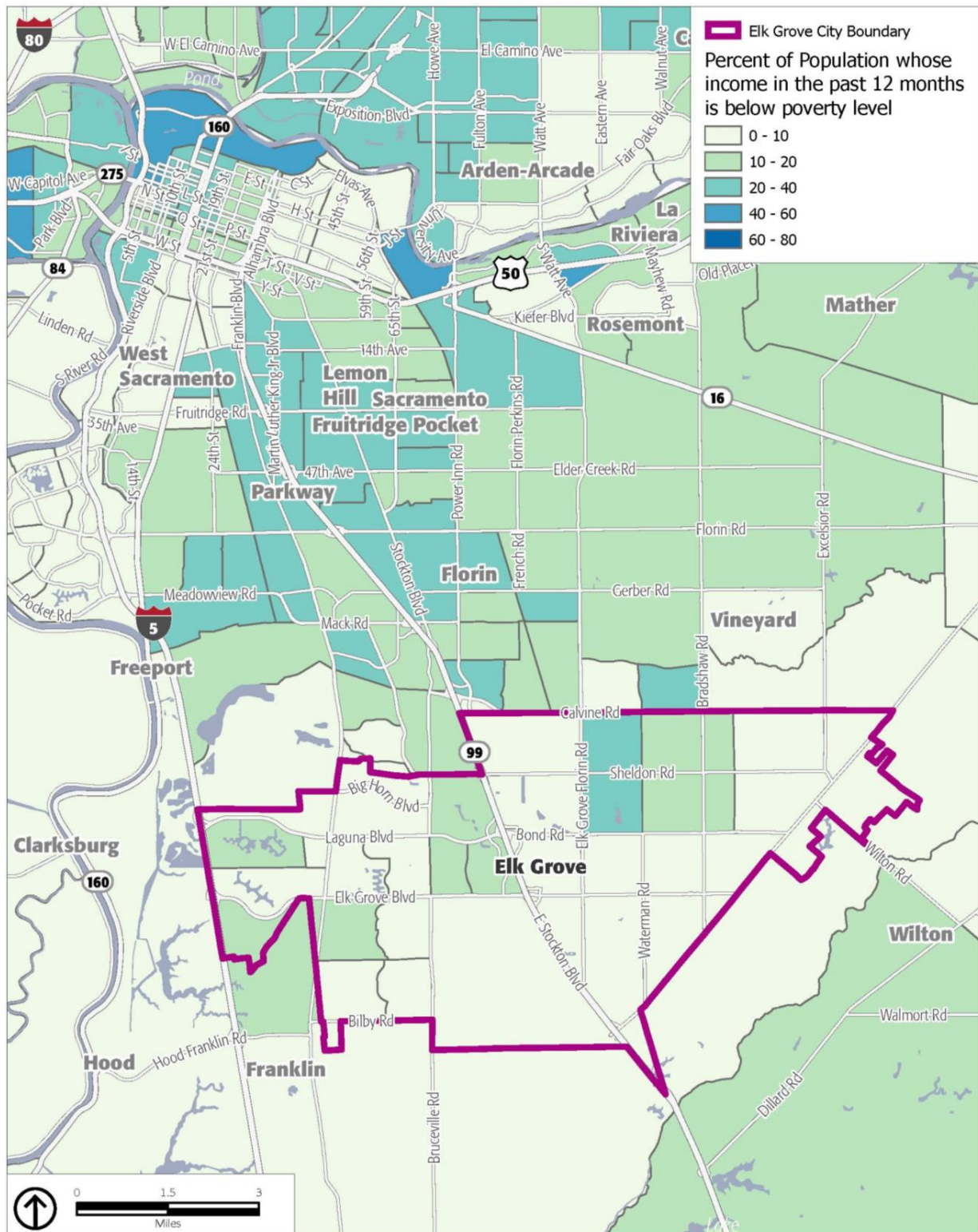




Figure A-4: Poverty Status, 2019



Source: Esri; US Census (2018); ACS (2015-2019)

Figure A-5: Diversity Index

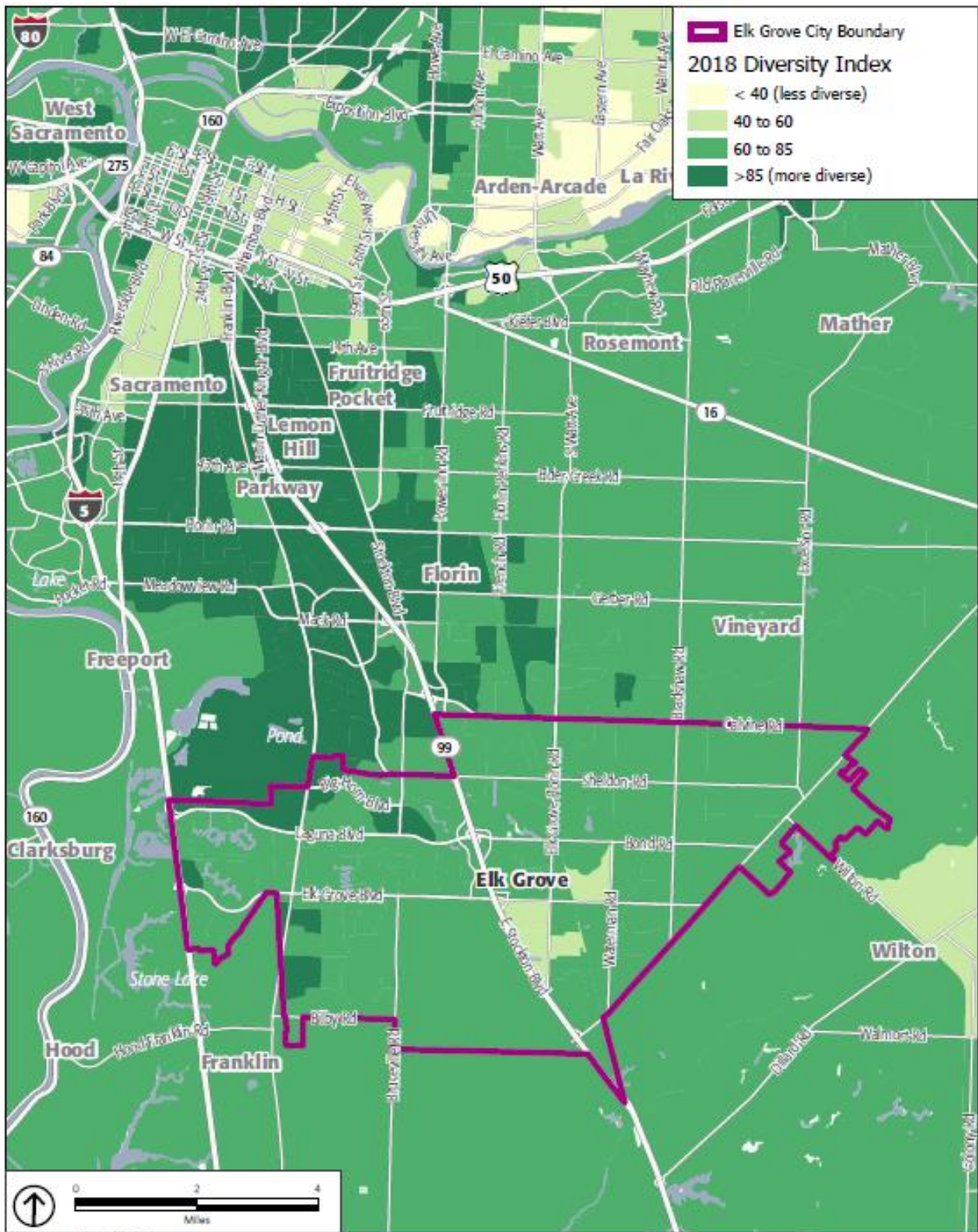
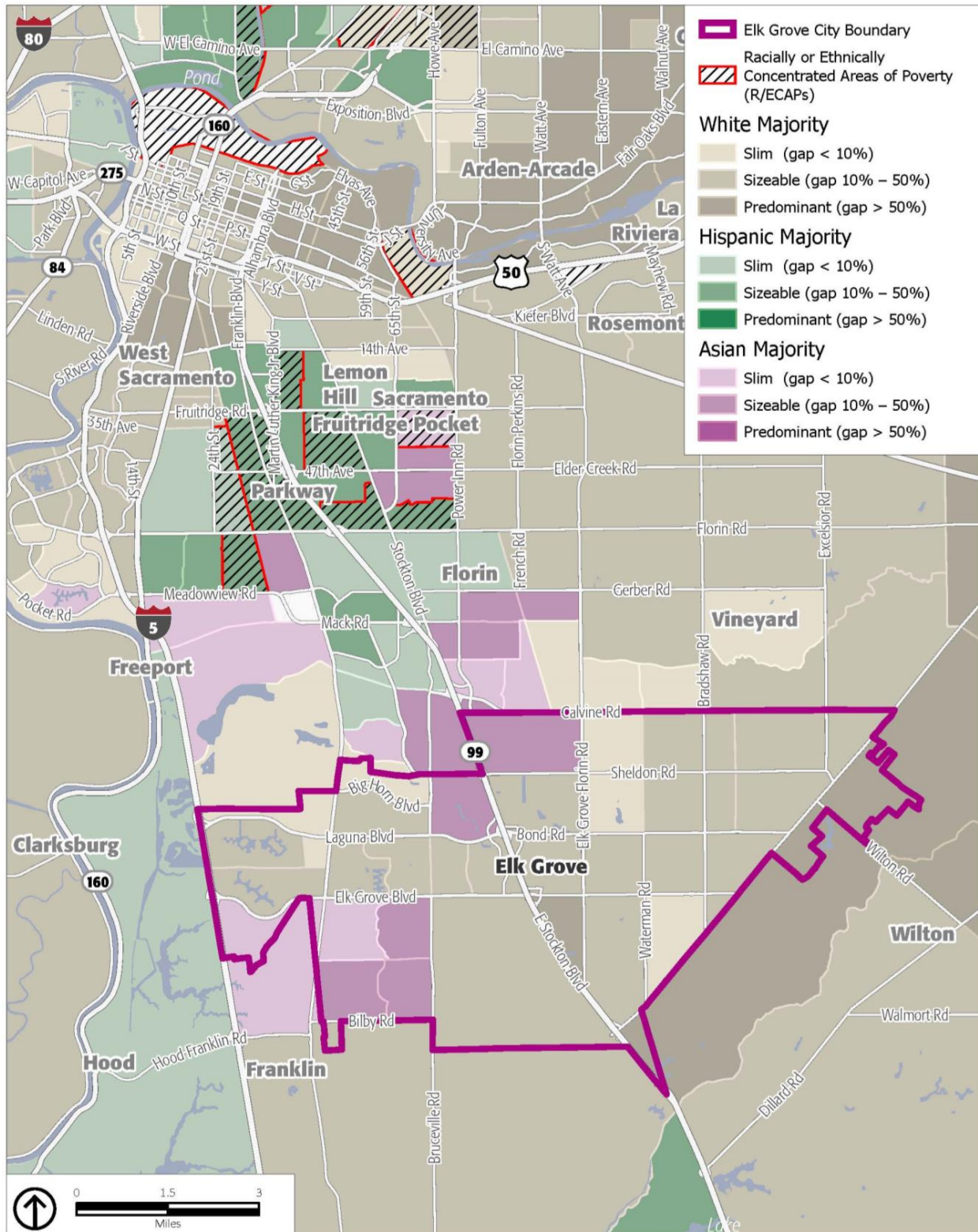




Figure A-6: Predominant Population



Source: Esri; US Census (2018); HUD (2013-2019)

Figure A-7: Familial Status – Married Couples with Children

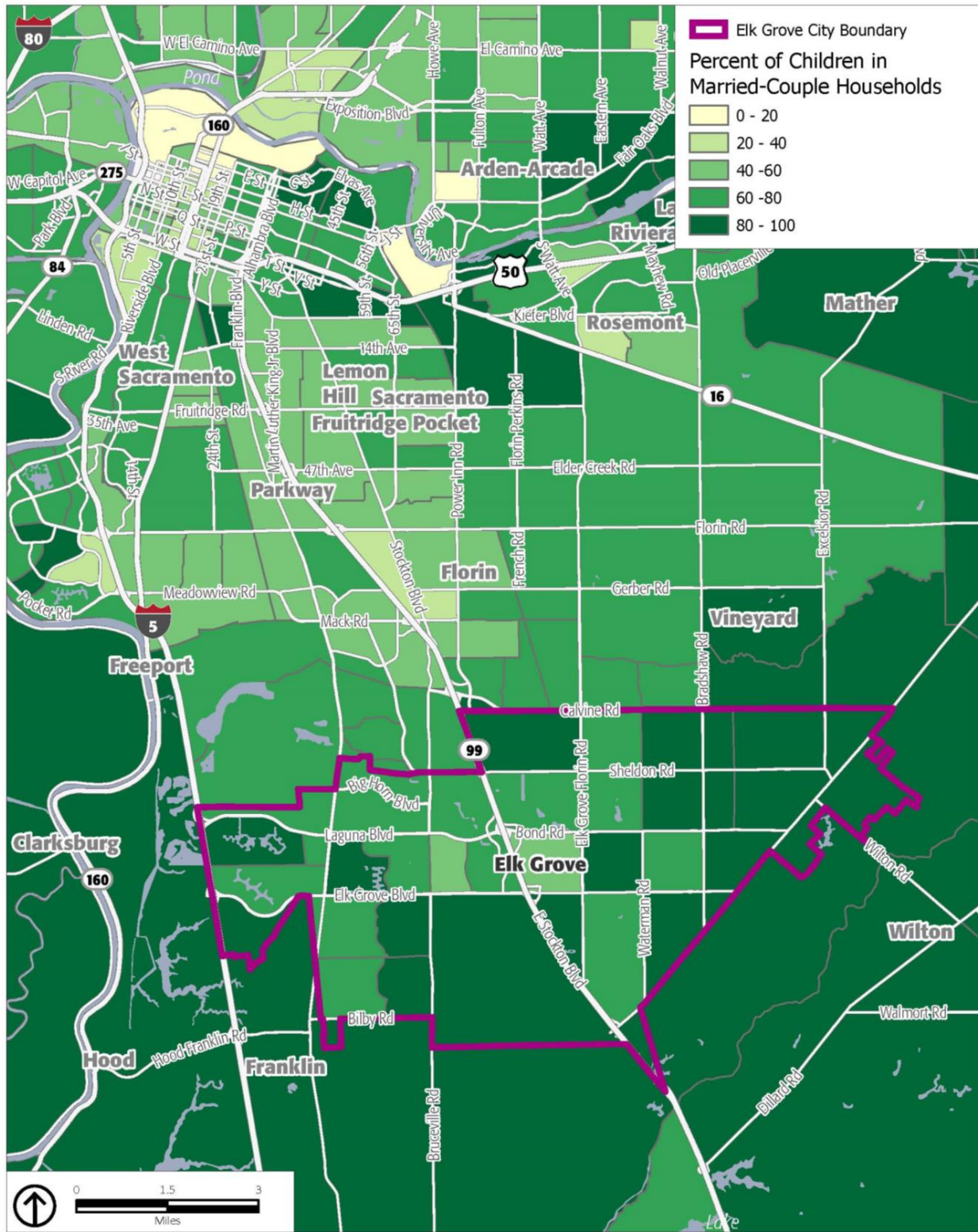




Figure A-8: Proximity to Jobs

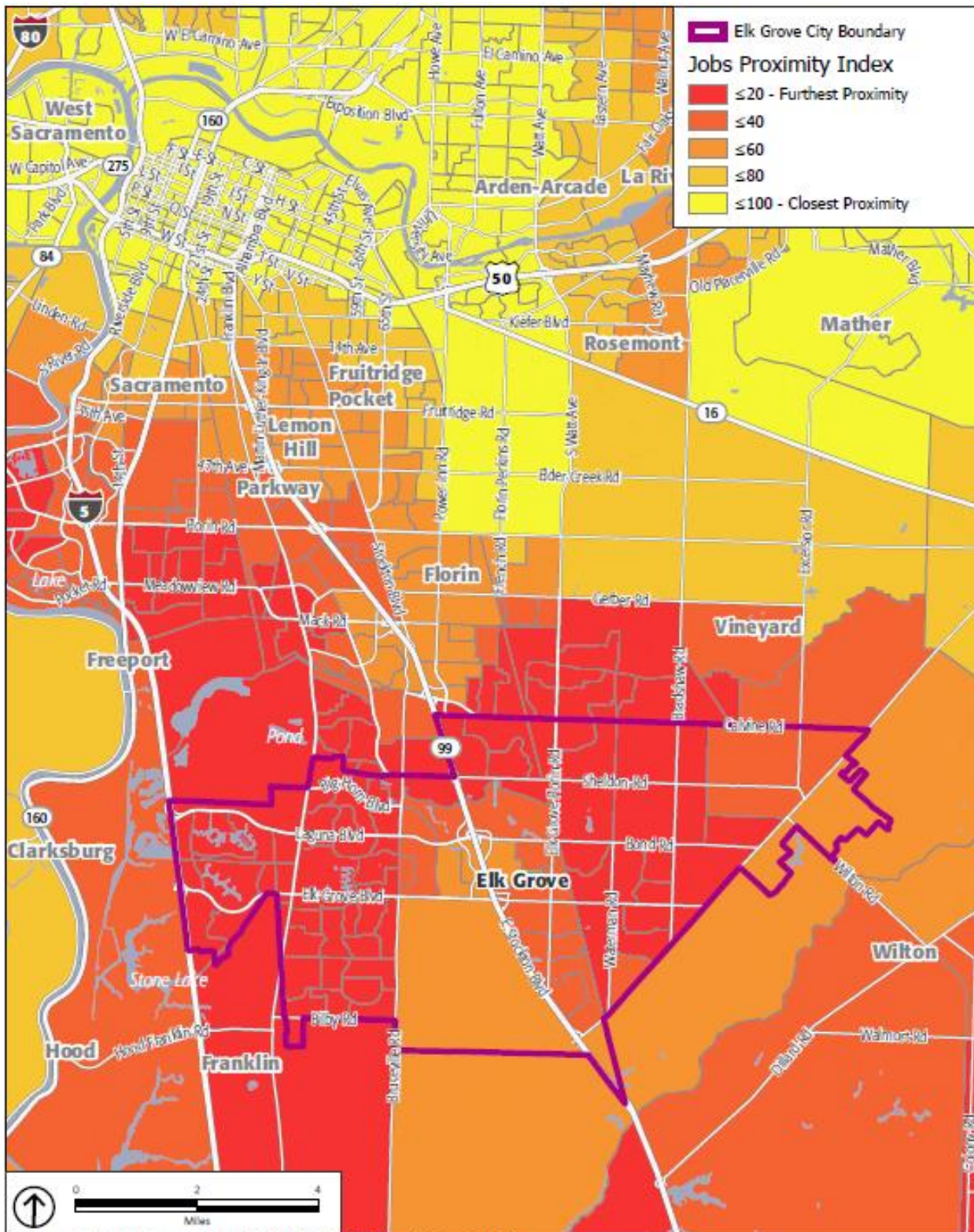
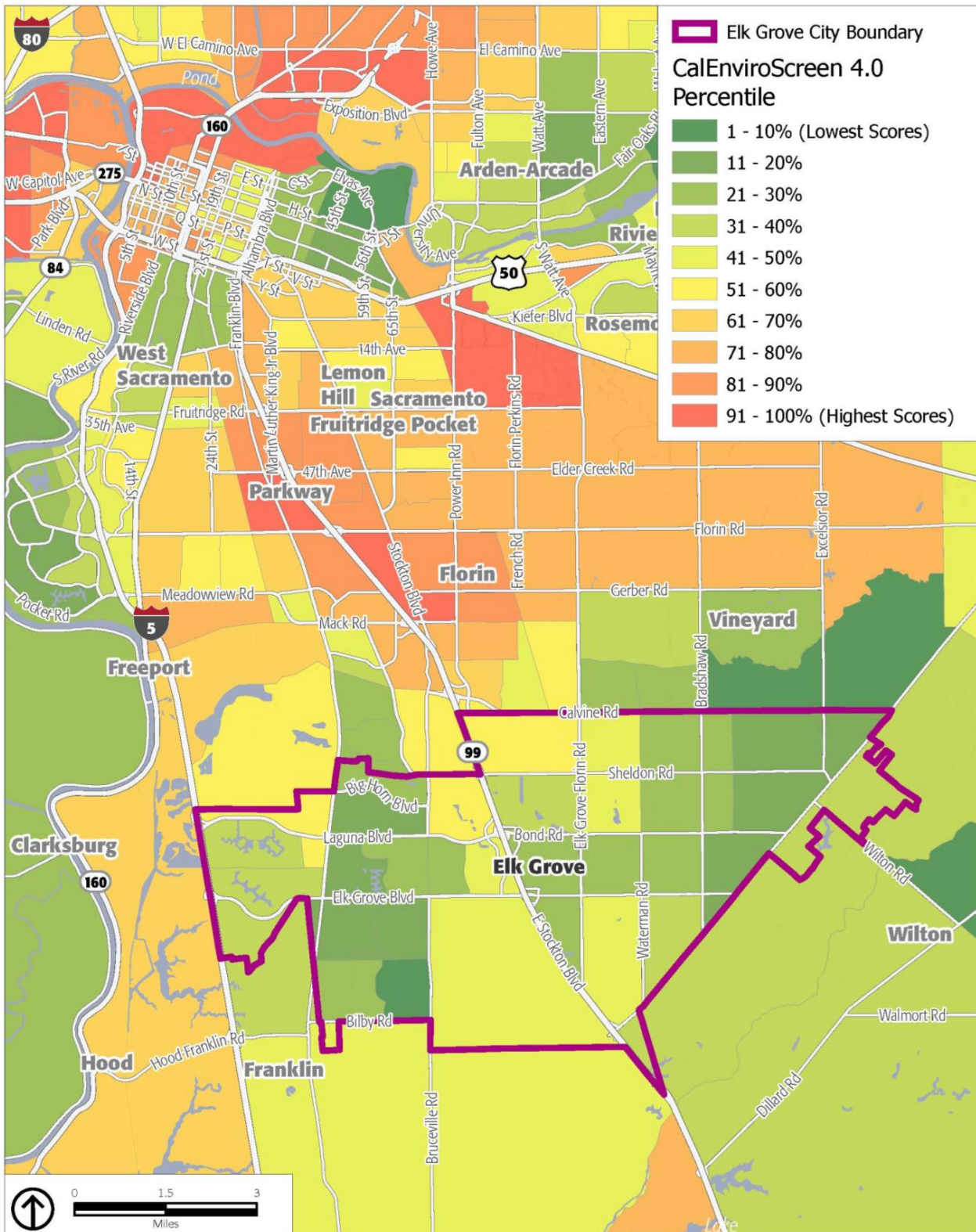




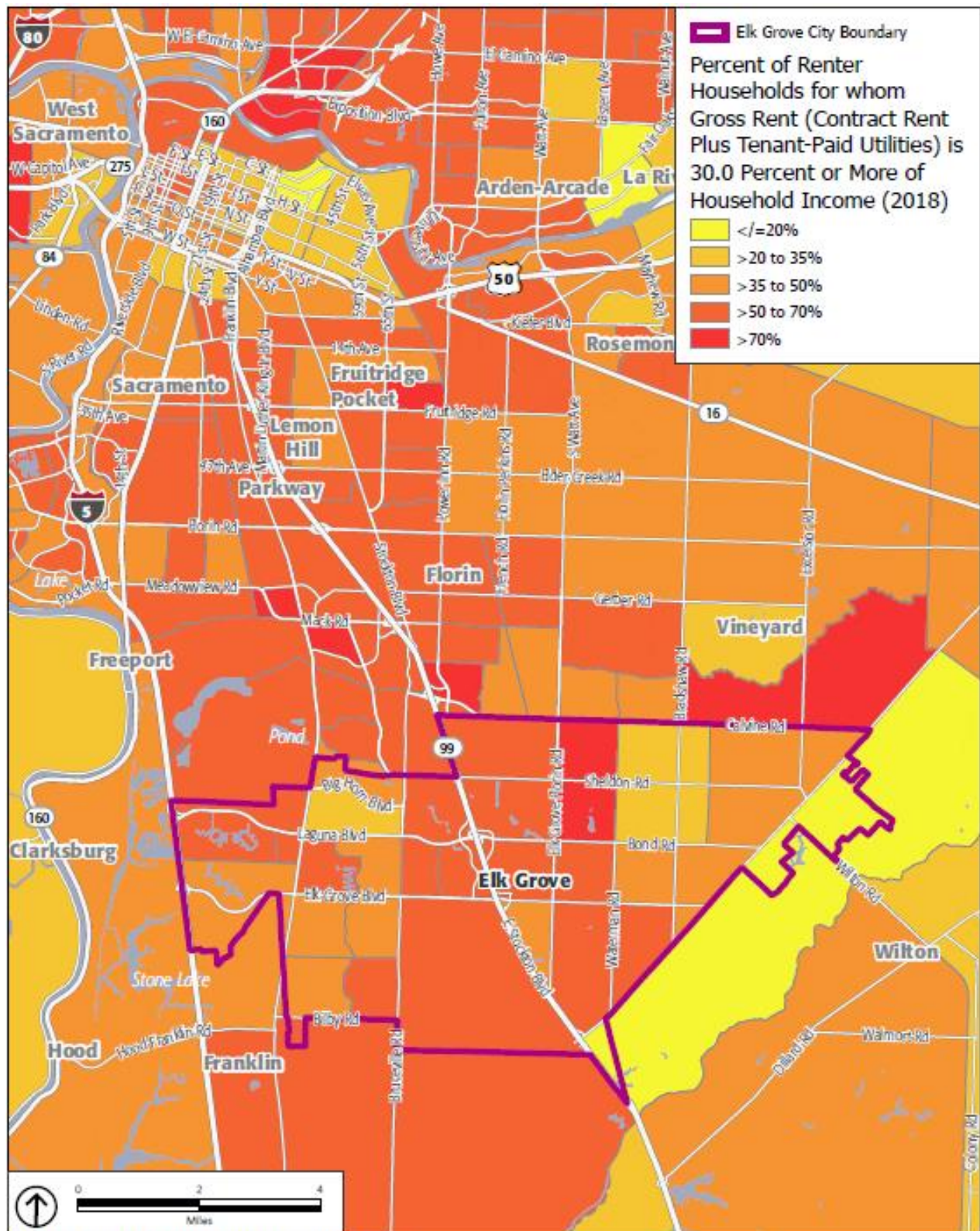
Figure A-9: Environmental Health Conditions



Source: Esri; US Census (2018); OEHHA, CalEPA (2021)



Figure A-10: Percent of Renters Overpaying for Housing



Source: Esri; US Census (2018); PlaceWorks, 2021.





# Elk Grove Vulnerability Assessment

October 2017

## INTRODUCTION

Section 65302 of the California Government Code requires every general plan safety element to include a vulnerability assessment identifying the risks that climate change poses and the geographic areas at risk from climate change impacts. The research conducted for the Vulnerability Assessment (VA) summarized herein is the technical basis for informing policies in Elk Grove General Plan Chapter 8, Services, Health, and Safety.

The VA is a best estimate of likely future conditions, based on local demographic projections and the most recently available scientific projections of future climate conditions, given current trends. Like most long-range plans, the Elk Grove General Plan considers the expected changes to population and the economy, and the needs of the community as a result of these changes; long-range expected changes are incorporated into this VA analysis. The VA builds on baseline conditions and anticipated future conditions summarized in the General Plan.

The VA includes a summary of the methods used in relation to the approach outlined in the California Adaptation Planning Guide, a summary of future conditions and vulnerabilities as determined by the assessment, identification of vulnerable populations and assets, and recommended policies for the General Plan.

## METHOD

This vulnerability assessment was completed using a four-part process consistent with the approach outlined in the California Adaptation Planning Guide (Figure 1). The process addresses the following questions:

- What demographic conditions or climate change–related hazards (known as exposures) could occur in the planning area?
- What structures or populations in the planning area (known as assets) could be affected by the exposures?
- How would changes to demographics, the economy, or climate change–related hazards affect assets (known as effects), and how are those assets currently prepared to deal with such impacts (known as adaptive capacity)?
- What topics should adaptation strategies address?



This report uses information sources identified in the California Adaptation Planning Guide and assessments of existing conditions completed as part of the General Plan update process to identify specific assets in the Elk Grove Planning Area, which can include physical properties or structures, land uses, neighborhoods, key services and functions, natural resources, and specific populations. To identify vulnerability, this report first identifies how each exposure would affect each asset and how each asset might already be prepared to mitigate those effects. To determine the effects and adaptive capacity of individual assets, the authors keyed off the exposures identified by a Vulnerability Assessment prepared for the entirety of Sacramento County in 2017, referred to hereafter as the Sacramento County VA.<sup>1</sup> This analysis assesses how those exposures would affect assets in Elk Grove by considering existing and projected demographic and development patterns and then assigning a qualitative score for each. This report includes summaries and key outcomes from the vulnerability and resiliency assessment process.

## PROJECTED CONDITIONS

As the City plans for the Elk Grove Planning Area at buildout, it is important to consider expected changes in socioeconomic and environmental conditions. This report uses baseline conditions information conducted for background studies completed for the City in 2016, using the US Census, the California Department of Finance, and other sources. It also uses projected population, housing, jobs, and land use densities identified in General Plan Chapter 3 as the best available demographic, economic, and climate change–related hazard projections for the Elk Grove community.

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<sup>1</sup> See the County of Sacramento’s Climate Change Vulnerability Assessment for the Sacramento County Climate Action Plan (January 2017). This assessment summarizes exposures identified in that report relevant to the Elk Grove Planning Area. For more detailed information and source data and mapping of hazard locations in the county, refer to the Sacramento County report.

## DEMOGRAPHIC CHANGE

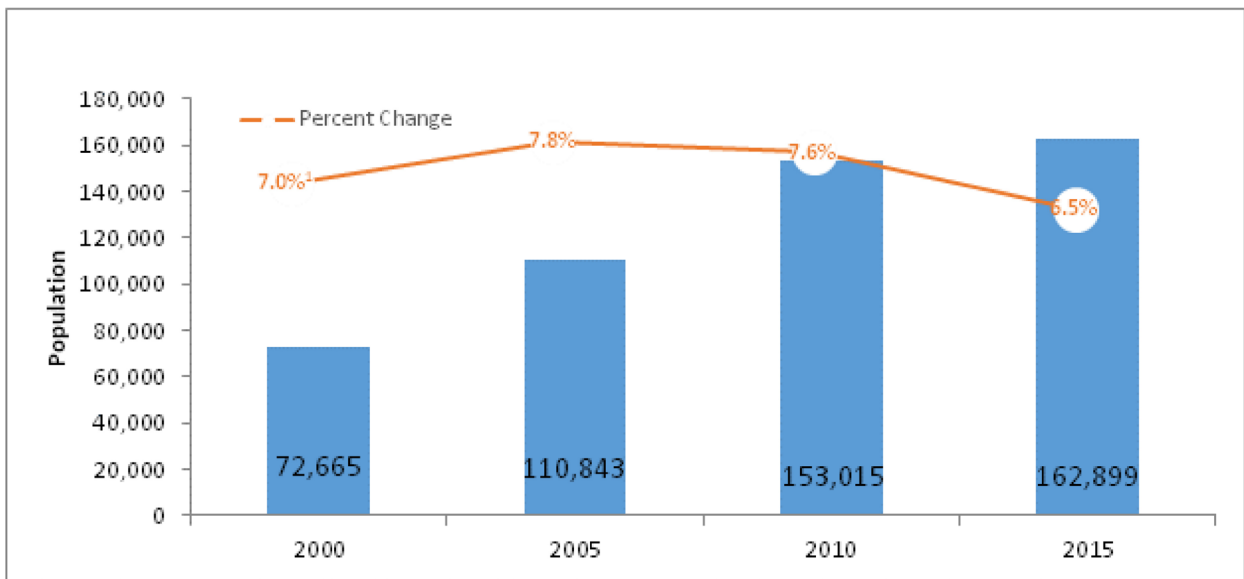
This section describes population and employment patterns both current, as of 2015, and projected in the Elk Grove Planning Area using local studies, as well as California Department of Finance, US Census Bureau, and Sacramento Area Council of Governments (SACOG) data and projections. An understanding of expected demographic conditions absent changes to the existing planning framework (known informally as “business-as-usual” conditions) allows the City to understand what changes could best shift development to reduce vulnerability to natural hazards in the future.

### Population

Since the last comprehensive General Plan update in 2003, the City has seen significant population growth. The population in Elk Grove at the time of the 2000 US Census was 72,665. The 2015 population, at 162,899, is more than double that of 2000 (DOF 2015). The annexation of Laguna West in 2003 contributed to that expansion, adding a population of approximately 13,000 to the City.

The total number of housing units in 2015 was 52,723 with 49,939 occupied (DOF 2015). Figure 1 displays population growth in Elk Grove between 2000 and 2015.

**FIGURE I**  
**CITY OF ELK GROVE POPULATION 2000–2015**



Sources: Elk Grove 2014a, 2014b; US Census Bureau 2013a; SACOG 2008a; DOF 2015

<sup>1</sup> 7.0% reflects change from 1990

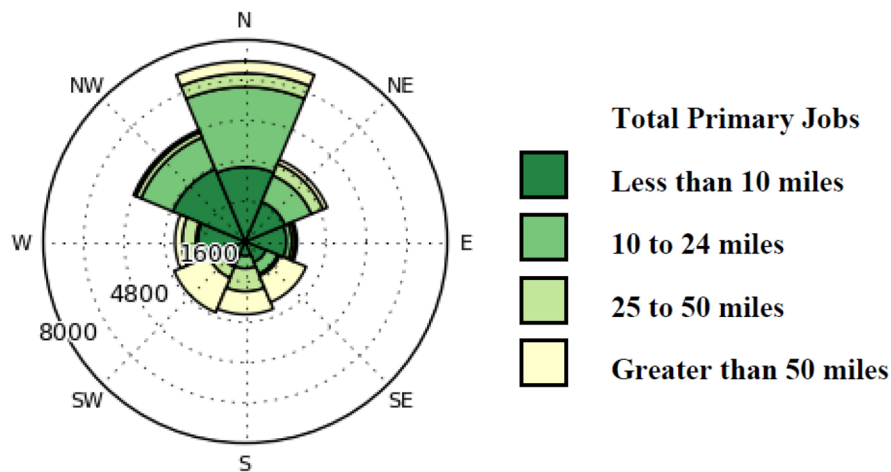
As the population grows, it is also anticipated to become more diverse. A diverse population generally means a greater spread in economic, educational, and social connections. It will also likely mean multiple languages spoken and more community members for whom English is a second language.



## Employment

Elk Grove is the second largest city in Sacramento County and in the Sacramento–Roseville–Arden–Arcade Metropolitan Statistical Area. Within the metro regional context, Elk Grove may be considered a “bedroom community,” with a large number of residents who live in the community but work elsewhere. Of those who reside in Elk Grove as identified by the 2015 Census OntheMap application, more than 56,000 residents currently work outside the City limits, with the majority of them commuting into Sacramento, as shown in Figure 2.

**FIGURE 2**  
**DISTANCE AND DIRECTION OF ALL ELK GROVE RESIDENTS WORKERS, 2015**



Source: US Census “OntheMap” Application, 2015 <<https://onthemap.ces.census.gov>>

## Development Pattern

The General Plan accommodates ongoing steady growth, including the addition of new residential and employment areas within the City and in Study Areas established in adjacent locations that are currently undeveloped or used for agricultural purposes. Table 1 identifies anticipated development, including dwelling units and employees, at buildout of the General Plan. As shown in the table, the City anticipates significant growth in the number of residents and an even greater increase in the number of jobs. This growth and development will occur as both infill and as new development in areas outside the existing City limits, requiring expanded infrastructure, including roadways, water and sewer facilities, electric and gas power facilities, and communication lines. The entire Planning Area, which includes both current citywide development and future growth areas, is assessed for exposures to hazards and potential vulnerabilities.

## DEMOGRAPHIC CHANGE

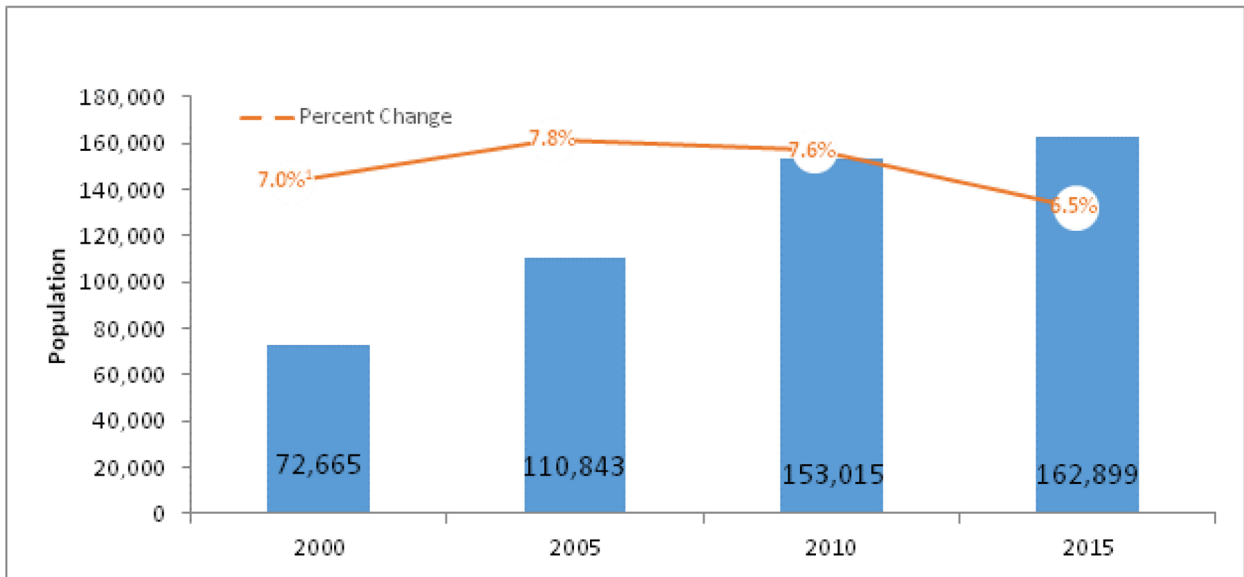
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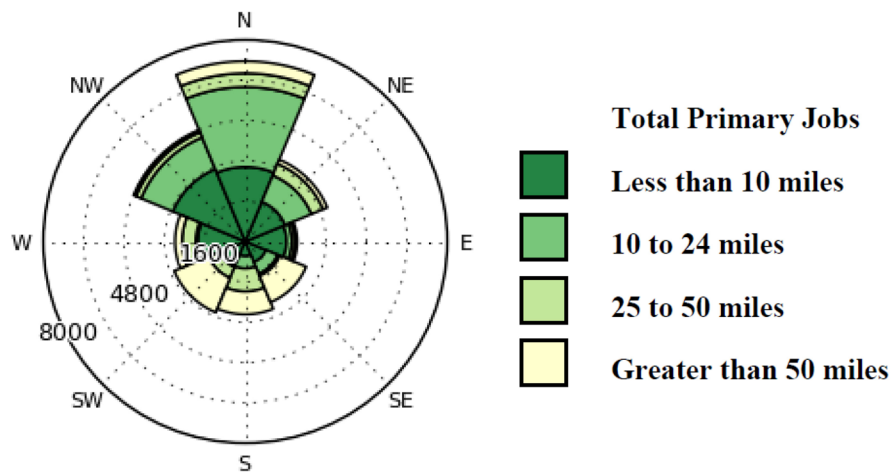
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## **Urban Heat Island Effect**

Locations where development dominates the landscape experience higher temperatures due to the Urban Heat Island Effect (UHIE), compared to landscapes that support mostly landscaped or natural vegetation features (e.g., grass, trees). Human-made materials, such as asphalt and concrete, absorb heat and alter microclimate conditions by several degrees Fahrenheit, exacerbate emissions of air pollutants, and increase the rate of photochemical production of ozone. Because much of Elk Grove is urbanized, and more of the City will become urbanized as a result of land use policy in the General Plan, man-made materials will absorb additional heat in the coming decades. However, the effects of the UHIE are heavily influenced by local wind patterns and can be distributed regionally. The California Environmental Protection Agency (CalEPA, as cited in Sacramento County VA) has developed a study and an interactive map to track the effects of the UHIE throughout the State. This study shows that UHIE impacts are largely dispersed in Sacramento County by maritime wind patterns, locally known as the Delta Breeze. The Delta Breeze causes incremental increases in temperature that are more pronounced in the northern portion of the county but help disperse the effects in Elk Grove and the rest of the southern part of the county.

## **Changes in Precipitation Patterns**

Global climate change will affect physical processes and conditions beyond average temperatures. Historic precipitation patterns could be altered because of climate change. Depending on location, precipitation events may increase or decrease in intensity and frequency, and are difficult to predict (SACOG 2015:11). While projections generally show little change in total annual precipitation in the State and trends are not consistent, even modest changes could significantly affect California ecosystems that are conditioned to historical precipitation timing, intensities, and amounts. Reduced precipitation could lead to higher risks of drought, while increased precipitation could cause flooding and soil erosion (CNRA 2014:25, as cited in Sacramento County VA).

Cal-Adapt cites a historical annual average rate of precipitation of about 18 inches for Elk Grove. Overall precipitation in Elk Grove is expected to increase slightly to 21 inches. That precipitation may occur with altered timing and intensities than have been the case historically.

Shifts in precipitation across the state are likely to result in the secondary climate impacts discussed below as they relate to Elk Grove.

## **Snowpack**

Changes in weather patterns resulting from increases in global average temperature could bring about a decreased proportion and total amount of precipitation falling as snow. This phenomenon is predicted to result in an overall reduction of snowpack in the Sierra Nevada. Based on historical data and modeling, the California Department of Water Resources (DWR) (2008:4, 2013:3-64) projects that the Sierra Nevada snowpack will decrease by 25 to 40 percent from its historic April 1 average of 28 inches



of water content by 2050 and 48 to 65 percent by 2100. Runoff from precipitation and snowmelt from the Sierra Nevada is the main source of surface water supply in the Elk Grove Planning Area, as well as in the entire Sacramento region and much of the rest of the State.

## **Surface Water**

The Sacramento County Water Agency's (SCWA) (2016) South Service Area and Central Service Area supply water in the incorporated City and Study Areas. The South Service Area is supplied by a mix of surface water, groundwater, and recycled water and consists of one pressure zone. During the summer months, irrigation and agricultural runoff are the main sources of surface water. Most streams are intermittent and historically dry during the summer; however, urbanization and agricultural practices have resulted in low summer flows consisting of runoff. Laguna Creek is the primary water feature flowing through the Planning Area. Other major waterways in the Planning Area include Elk Grove Creek, Whitehouse Creek, Franklin Creek (aka Shed B), Toad Creek (aka Laguna Creek Tributary #1), Sheldon Creek, Shed C channel, Strawberry Creek, and Deer Creek. The flow regimes of these waterways depend on spring and summer snowmelt in the Sierra Nevada. The ability of snowpack to retain water and release it gradually is fundamental to water supply planning in Elk Grove and throughout the watersheds of the Sierra Nevada.

Surface water flowing to Elk Grove comes through a series of dams constructed to support the State Water Project and the Central Valley Project. These dams and reservoirs, combined with a network of smaller dams and canals, are designed to protect Sacramento from flooding while also helping to provide California with water security during droughts. Dams also provide flood protection for areas of the State located in floodplains, including small portions of the Elk Grove Planning Area.

Pursuant to Section 9503 of the SECURE Water Act, the US Bureau of Reclamation (USBR) is authorized to evaluate the risks and impacts of climate change in the Sacramento River Basin, which is detailed in the Sacramento and San Joaquin Climate Impact Assessment. The report incorporates an overview of the current climate and hydrology of California's Central Valley as well as projections of hydrologic changes that the basin may experience as a result of climate change. The report projects a north-to-south trend of decreasing annual average precipitation throughout the twenty-first century. Additionally, the report predicts a shift to an increase in the rate of winter runoff and a decrease in precipitation falling as snow in the winter months (USBR 2014, as cited in Sacramento County VA). These shifts in precipitation patterns may result in an exceedance of surface water capacity earlier in the year. If flow rates exceed the capacity of reservoirs in the Sacramento and American river watersheds, fresh water would need to be released to accommodate river flow, which comprises a source of potable water that previously would have been stored in the Sierra Nevada snowpack. These conditions are already affecting summer water supply in the Planning Area.

## **Groundwater**

The South Service Area is supplied partially by groundwater. Groundwater for the South Service Area is pumped from the South American River Subbasin of the Sacramento Valley Groundwater Basin. Groundwater recharge occurs primarily from the American and Cosumnes Rivers, with additional recharge from the Sacramento River and local streams. Groundwater stores are directly linked to surface water in the county and snowmelt in the Sierra Nevada; therefore, increased average temperatures and changes in the timing, amounts, and snow/rain form of precipitation could affect local aquifer recharge for groundwater supplies (Sacramento County 2011a). Groundwater use typically increases during droughts. Due to increased uncertainty in the amount and timing of water availability and the stress placed on aquifers during droughts, Elk Grove may face increased challenges in providing adequate groundwater supplies to meet future demand.

## **Extreme Storms**

Changes in precipitation patterns may result in less frequent but more extreme storm events. While the Planning Area is projected to experience an overall decrease in precipitation, the precipitation that will fall may have more intense characteristics, such as a high volume of rain falling over a shorter period with stronger and more destructive wind patterns. These storms may produce higher volumes of runoff and contribute to an increased risk of flooding. Impacts associated with flooding are discussed in greater detail below in the section titled Increased Flooding.

## **Increased Wildfires**

Rising temperatures combined with changes in precipitation patterns and reduced vegetation moisture content can lead to a secondary impact of climate change: an increase in the frequency and intensity of wildfires. Changes in precipitation patterns and increased temperatures associated with climate change will alter the distribution and character of natural vegetation and the associated moisture content of plants and soils, according to the California Natural Resources Agency (2012b:11). Increased temperatures will increase the rate of evapotranspiration in plants, resulting in a greater presence of dry fuels in forests and creating a higher potential for wildfires (SACOG 2015:3).

Increased wildfire activity across the western United States in recent decades has contributed to widespread forest mortality, carbon emissions, periods of degraded air quality, and substantial fire suppression expenditures. Although numerous factors aided the recent rise in fire activity, observed warming and drying have significantly increased fire season fuel aridity, fostering a more favorable fire environment across forested systems.

Mapping conducted for the General Plan Safety Element shows that while wildfire and urban wildfire are ongoing concerns in the county, fire hazards in the mostly urbanized Planning Area are low. Urban wildfires could occur with greater frequency in areas where development has expanded into previously



rural areas. Grass fires and peat fires are the two main types of wildland fires of concern. Grass fires could occur in portions of the South and East Study Areas that are currently undeveloped.

Although urbanized Elk Grove itself is unlikely to experience increased fire risk directly, wildfires in the Sierra Nevada and areas outside the county affect air quality in the Planning Area. Wildland fires produce substantial emissions of particulate matter (i.e., smoke, soot), which may cause adverse health effects including restricted breathing and aggravation of existing respiratory and cardiovascular diseases in the short term, as well as alterations to immune systems and cancer from chronic exposure. Particulate matter from wildfire dissipates throughout the Central Valley, degrading air quality conditions for short or extended periods of time. The duration of wildfire-related particulate matter in the City's air is linked to wind patterns originating from the Sacramento-San Joaquin Delta. As previously discussed, the phenomenon known as the Delta Breeze affects the severity of wildfire-related air pollution and will generally move pollutants north and away from Elk Grove.

### **Increased Flooding**

Climate change is likely to lead to changes in the frequency, intensity, and duration of extreme storm events, such as heavy precipitation amounts with increased rainfall intensity. Further, increases in annual temperature may result in earlier and more rapid melting of the Sierra Nevada snowpack, which could lead to an increase in flow rate of surface waters in the Elk Grove Planning Area. These projected changes could lead to increased flood magnitude and frequency and could place more pressure on the City and the entire region's systems and economy with higher risk of damage to land, buildings, roads, and crops (IPCC 2007:14). While it is uncertain precisely how and to what extent climate change will affect flooding events in the Planning Area, it is reasonable to expect that an increase in flooding could have serious ramifications because the area is already considerably vulnerable.

Flooding affects a large part of the Planning Area. The areas most susceptible to flooding are the eastern portion of Elk Grove where major drainage facilities have not been built and stormwater flows in either natural channels or small ditches whose capacity is frequently exceeded. In the Rural Area of Elk Grove, local flooding is widespread but generally minor; the flat land causes floodwaters to spread out, reducing threats to life. Along the eastern and southern edges of the Planning Area, the Cosumnes River represents a major flood hazard. The Cosumnes River is the last river in California that remains undammed along its entire length, so flooding caused by this river can be extensive. Factors that directly affect the amount of flood runoff include precipitation amount, intensity, and distribution, the amount of soil moisture, seasonal variation in vegetation, snow depth, and impermeability of surfaces due to land use decisions, development patterns, building and infrastructure material choices, and project designs. Placement and integrity of existing levees and reservoir operation for flood control are also important factors. Intense storms may overwhelm local waterways, as well as threaten the integrity of flood control structures. Historically, flooding has constituted the most frequent natural hazard experienced in Elk Grove.

The characteristics of the Sacramento, American, and Cosumnes Rivers also contribute to the potential for Delta flooding to occur. The watersheds of these rivers converge at the Sacramento-San Joaquin Delta, and as agricultural interests continue to farm land and contribute to subsidence, levees in the Delta become more vulnerable to breaching (Sacramento County 2011). As this land continues to subside, coupled with the potential impacts of sea level rise (discussed below), additional strain may be placed on the Delta levee system. In addition, catastrophic Delta flooding from levee failure could occur as result of a seismic event.

Flooding in the Delta will be dependent on the resilience of the existing levee system, which is undergoing deterioration due to several stressors beyond land subsidence. According to the US Geological Survey, approximately 100 levee failures have occurred since the early 1890s. Unlike levees, which protect against intermittent periods of high volumes of water (e.g., flood), the Delta levees must provide consistent yearlong flood protection because a notable quantity of land in the Delta lies below sea level (Delta Stewardship Council 2013, as cited in Sacramento County VA). The Delta levees experience erosion and sloughing due to river velocity and wind-driven wave wash, thus requiring ongoing maintenance, which is often impeded due to a lack of funding.

Creek flooding, or flash flooding, may also occur along any of the seven creeks and channels running through the Planning Area. Flash floods occur in localized areas as a result of heavy rainfall on relatively small drainage areas. These flood events are short term in nature and generally occur in the winter and spring.

As discussed in General Plan Chapter 8, Services, Health, and Safety, small portions of the City, most notably in the Laguna West neighborhood, are susceptible to 100-year and 200-year flooding. As climate change leads to more extreme storms and other factors, these areas are likely to experience flooding more frequently and to a wider extent.

### **Sea Level Rise**

Although located about 100 miles inland from the Pacific Ocean, portions of Sacramento County may be affected by the sea level rise effects of climate change. The average global sea level rose approximately 7 inches during the last century.

Cal-Adapt indicates that due to flow connectivity between the San Joaquin Delta and the ocean, sea level rise would exacerbate local storm-related flood events. However, Cal-Adapt shows that the projected areas at risk for inundation in such an event do not include the Elk Grove Planning Area itself but do affect large portions of the nearby region and connected farming communities and critical roadways nearby. Because of the impact on neighboring communities, Elk Grove may also be impacted in terms of connectivity and economic and social productivity.

### **VULNERABLE POPULATIONS**

As recommended by the California Adaptation Planning Guide, this Vulnerability Assessment identifies existing and projected populations, functions, and structures in the Elk Grove Planning Area that may be affected by anticipated exposures to climate change impacts and their degree of sensitivity. These categories are defined by the Sacramento County Climate Change Vulnerability Assessment as:

- **Population:** Both the general human population and segments of the population that are most likely to be sensitive or vulnerable to climate change impacts. This applies particularly to non-English-speaking or elderly populations who may require special response assistance or special medical care after a climate-influenced disaster, and to disadvantaged communities. In collaboration with California health departments across the state, the Public Health Alliance (PHA) has developed the California Health Disadvantage Index (HDI), which uses 27 economic, social, environmental, and health data indicators to illustrate which communities are considered the most and least disadvantaged. Sample HDI indicators include economic security, educational and employment opportunity, civic engagement, neighborhood quality, and premature mortality.
- **Functions:** Includes facilities that are essential to the health and welfare of the whole population and are especially important following climate-influenced hazard events. These facilities include hospitals, medical facilities, police and fire stations, emergency operations centers, evacuation shelters, and schools. Transportation systems, such as airways (e.g., airports and highways), bridges, tunnels, roadways, railways (e.g., tracks, tunnels, bridges, rail yards), and waterways (e.g., canals, seaports, harbors, piers) are also important to consider. Lifeline utility systems such as potable water, wastewater, fuel, natural gas, electric power, and communications are also critical for public health and safety. Functions also include other economic systems such as agriculture, recreation, and tourism, as well as natural resources within a community, including various plants and animal species and their habitats.
- **Structures:** Includes the structures of essential facilities noted above such as residential and commercial infrastructure, institutions (i.e., schools, churches, hospitals, prisons), recreational facilities, transportation infrastructure, parks, dikes and levees, and water and wastewater treatment infrastructure. It also includes high potential loss facilities, where damage would have large environmental, economic, or public safety considerations (e.g., nuclear power plants, dams, military installations). This category also includes hazardous material facilities that house industrial/hazardous materials.

Given that climate change exposures at the local scale are inherently uncertain, the Adaptation Planning Guide recommends that communities conduct a qualitative assessment. This assessment therefore discusses the potential impacts of each hazard identified above in general terms on vulnerable populations, functions, and structures, and identifies which, if any, of these groups are especially impacted and the challenges posed for Elk Grove. Policies and actions that could provide adaptive capacity are included for each hazard.

## **Increased Temperature**

### Vulnerable Assets

#### Population

Higher frequency of extreme heat conditions can cause serious public health impacts, increasing the risk of conditions directly related to heat such as heat stroke and dehydration (CNRA 2012:3 as cited in Sacramento County VA). Exposure to excessive heat may lead to heat-related illnesses such as heat cramps, heat exhaustion, and heat stroke. Higher temperatures also worsen air quality through increased air pollution, such as from ozone formation and particulate matter generation (e.g., wildfire smoke), which poses a health hazard to vulnerable populations. Children, the elderly, and persons with preexisting chronic diseases are particularly susceptible to respiratory and cardiovascular effects from air pollution. Further, elderly persons have a reduced ability to acclimatize to changing temperatures and are more likely to live alone with limited mobility, which can exacerbate the risk of extreme heat. Those with Alzheimer's disease and dementia are particularly susceptible due to an inability to notice rising temperatures and failure to stay hydrated or turn on the air conditioning. Agricultural workers are particularly vulnerable to heat-related illnesses because of their unavoidable outdoor exposure during work hours. Disadvantaged communities may face greater challenges in dealing with extreme heat. Low-income populations may live in aging buildings with poor insulation, leading to higher costs associated with air conditioning. Since lower-income and disadvantaged populations may overlap with populations that speak and read English as a second language, residents may face challenges in knowing what resources and refuges are available to them.

#### Functions and Structures

Roadway, bridge, and rail degradation is exacerbated by prolonged exposure to extreme heat, which may present unsafe road conditions for motorists, bicyclists, and pedestrians. Extended periods of extreme heat may lead to increased risk of power outages and blackouts. High temperatures decrease the efficiency of power transmission lines, while demand for electricity simultaneously goes up as operation of air conditioners and cooling equipment increases. This results in more frequent blackouts and could affect the operation of infrastructure (SACOG 2015:23) and the economic output of businesses, and further jeopardize vulnerable populations as they lose access to air conditioning and other key health technology requiring electric power.

Prolonged periods of high heat will also impact agricultural production, killing crops and harming livestock. These impacts will harm the agricultural economy that is a component of Elk Grove's community and economy, and at the regional level could raise the price of basic food goods.



## Recommended Adaptive Capacity Policies and Actions

- Develop a guide of City procedures in the event of severe weather conditions such as excessive heat, including the deployment of emergency services, opening of local cooling shelters, and community notification procedures.
- Coordinate with the Sacramento County Office of Emergency Services and Sacramento County Public Health Department to provide information to vulnerable populations on the resources available and the key actions to take both for mitigation on their property in preparation of excessive heat events and for services during such events.
- Participate in the regional leadership organization, Valley Vision, which has launched the Business Resiliency Initiative (BRI) to help reduce the risks and economic impacts of potential disasters related to extreme weather.
- Utilize cool pavements and higher-albedo impervious materials in construction of new roadways, as well as trees and foliage along rights-of-way.
- Allocate funding to address anticipated additional repairs to damaged infrastructure that will be required due to increased stress from climate effects such as extreme heat and storms.

## **Precipitation Patterns**

### Vulnerable Assets

Changes in precipitation in the Sierra Nevada, although far from the Elk Grove Planning Area, may have the greatest impact on the community. Increasing temperatures in the mountains, which result in hastening snowmelt and less captured water runoff into local watersheds (e.g., Sacramento and American Rivers; Morrison, Dry, Deer, and Laguna Creeks), are already affecting both surface water and groundwater supplies that serve Elk Grove. Over the past century, the Sacramento River basin has seen runoff decrease more than 20 percent during the late spring and summer months when the greatest recharge historically occurred. This decrease indicates that a greater percentage of annual runoff in this major river system is occurring outside the traditional snowmelt season, likely because of earlier onset snowpack melt. Compounding this problem is the overall reduction in the amount of snowpack. If runoff shifts to earlier in the year, which has already begun to occur, runoff can flow into reservoirs when flood control dictates reservoir storage and release requirements affecting the amount of runoff that can be stored for future use, resulting in reduced storage (CDFR 2013:20, as cited in Sacramento County VA). As a result, even though precipitation in Elk Grove itself may increase slightly, local water agencies could struggle in the future to provide adequate water supplies to local residents and businesses. Groundwater sources underlying the City may experience similar changes. Water users could face shortages in normal or dry years if demand continues to increase.

### Population

Reduced and altered timing of water flows from the Sierra Nevada, as described above, in combination with a population increase in Elk Grove and the surrounding region, will likely affect the quality and quantity of water supplies. As water flow decreases, the temperature of the water generally increases, the concentration of pollutants and contaminants in water may increase, and algae blooms can occur, all of which would degrade water quality and can carry illness-producing bacteria. In October 2015, Sacramento County experienced algae blooms in the Sacramento River and posted hazard signs advising humans and animals to stay out of the water. Those relying on wells or groundwater, notably in Elk Grove's Rural Area, may also face challenges in meeting water demands as rates of groundwater recharge decline (CalBRACE 2015, as cited in Sacramento County VA). In years with especially low water flows and snowpack, Elk Grove may need to implement very strict restrictions on water usage by the community.

Lower flows in the surface water bodies feeding into the Delta are already impacting species like delta smelt, Chinook salmon, white sturgeon, and other threatened or endangered fish species. Drought conditions can support the spread of vector-borne illness.

Coupled with higher temperatures, reduced levels of precipitation could also result in unseen, stagnant pools of water that provide conditions for the breeding of mosquitoes and the spread of mosquito-borne illnesses, such as dengue fever, West Nile virus, and Zika virus. Vulnerable populations susceptible to these diseases include the elderly and people with compromised immune systems or chronic illness.

### Functions and Structures

Hydropower, from dams along several water bodies fed by Sierra Nevada snowpack, supplies almost 15 percent of electricity for the Sacramento region. A declining volume of snowmelt coupled with earlier periods of melting could have severe consequences for the region's hydro-electricity generation. Power loss associated with extreme storms may disrupt communications and information technology systems, as well as backup pumps and generators that power hospitals, drainage pumps, and other critical operations. Additionally, the potential loss in groundwater supplies could result in land subsidence wherein a gradual settling or sudden sinking of the earth's surface occurs. The effects of subsidence could impact houses and other structures such as transportation infrastructure, cause failure of water well casings, and result in changes to the elevation and gradient of stream channels, drains, and other water transport structures (CNRA 2014:235, as cited in Sacramento County VA).

Watersheds and reservoirs located near the Elk Grove Planning Area offer an array of recreational opportunities and contribute to a recreation-supported portion of the economy. Reduced levels of river flow in watersheds near the Planning Area could also affect river-based economic and recreational opportunities.



Similarly, reduced water supplies may affect agricultural irrigation, stressing output and the agriculture-based economy that is essential to Elk Grove and the surrounding region.

### Recommended Adaptive Capacity Policies and Actions

- Work with the Sacramento County Water Agency (SCWA) and water utilities to support programs and conservation activities intended to help water customers voluntarily conserve approximately 10 percent over time.
- Enforce the water conservation ordinance and encourage public reporting of violations.
- Continue to participate in the Sacramento Stormwater Quality Partnership to educate and inform the public about urban runoff pollution, work with industries and businesses to encourage pollution prevention, require construction activities to reduce erosion and pollution, and require developing projects to include pollution controls that will continue to operate after construction is complete.

## Increased Wildfires

### Vulnerable Assets

Increased temperatures, changes in precipitation patterns, and reduced moisture content in vegetation during dry years associated with climate change are expected to increase the potential severity of wildland fire both within and beyond the boundaries of the county. As discussed in the section titled Exposures, increased temperatures and reduced precipitation in the broader region are predicted to lead to an increase in the total area burned by grassland fire, especially in the foothill areas in the eastern portion of Sacramento County. Grassland fires also ignite in open spaces and parkway areas, in particular along the American River Parkway. Typically, these fires are human caused and can result in substantial habitat loss and severe economic impacts.

A changing climate is also expected to subject forests outside the county to increased stress due to drought, disease, invasive species, and insect pests. These stressors are likely to make forests more vulnerable to catastrophic fire (Westerling 2008:231, as cited in Sacramento County VA). An increased rate and intensity of wildfire in coniferous forests in the Sierra Nevada could adversely impact populations, functions, and structures in Elk Grove.

### Population

Because the Elk Grove Planning Area is mostly urbanized, the most significant impact of wildfire to vulnerable populations is reduced air quality from fires burning elsewhere in the region affecting residents' respiratory health. Particulate matter (i.e., soot, smoke), carbon monoxide, nitrogen oxides, and other pollutants are emitted during the burning of vegetation. It can cause acute (short-term) and chronic (long-term) cardiovascular and respiratory illness, especially in vulnerable populations such as

the elderly, children, agricultural and outdoor workers, and those suffering from preexisting cardiovascular or respiratory conditions (CRCRC 2014). Because of the breezes that frequently come through Elk Grove, residents can be subjected to degraded air quality from nearby and distant fires. It is anticipated that more frequent and intense wildfires would produce harmful respiratory conditions that could aggravate chronic illnesses in susceptible populations as well as cause acute illness in more resilient populations. Further, as future wildfires burn at higher intensity and for longer durations, periods of exposure to air pollutants will become more frequent and prolonged, causing increased rates of acute and chronic respiratory and cardiovascular illness, and increased emergency room visits and hospitalizations.

### Functions and Structures

Fire activity in the Sierra Nevada region may damage energy infrastructure. Much of the infrastructure that provides electricity for Elk Grove, such as transmission lines and hydroelectric facilities, is located in areas predicted to be more frequently affected by wildfire as a result of climate change. Further, even if direct damage does not occur to a transmission line from a wildfire, the transmission capacity of a power line can be affected by heat, smoke, and particulate matter (SMUD 2012).

### Recommended Adaptive Capacity Policies and Actions

- Facilitate implementation of measures identified in Metro Fire's Community Wildfire Protection Plan (CWPP) to protect human life and property, critical infrastructure, and natural resources associated with wildfire.
- Distribute information from the Sacramento Metropolitan Air Quality Management District to the public on the status of air quality on a daily basis, provide alerts on poor air quality days, and include educational materials on the health effects of air pollution.

## Increased Flooding

Portions of Elk Grove are vulnerable to flooding, including several hundred existing residents and businesses. The broader region is extremely vulnerable to flood. Over the past few decades, the Sacramento region has experienced significant, sometimes devastating, flooding. The most notable recent flooding occurred in 1986, 1995, 1997, and 2006. While it is uncertain exactly how climate change will affect flooding events in Elk Grove and to what extent, any increase in flooding is highly likely to have serious ramifications, because portions of the population reside in existing floodplains and because the broader region as a whole is vulnerable.

## Vulnerable Assets

### Population

Populations in Elk Grove most likely to be directly adversely affected are those living in 100-, 200-, and 500-year floodplains. Flooding-related impacts will likely disproportionately affect populations considered socially vulnerable, especially those of lower income. Low-income populations generally suffer higher mortality rates and their homes sustain greater damage due to the age of the housing stock and its location. Further, low-income households may not be able to afford structural upgrades or flood insurance to mitigate the effects of flooding associated with dam failure or levee collapse (Burton and Cutter 2008:144). Low-income households may also lack transportation and other resources to respond to or evacuate during a flood event. These households may not have sufficient financial reserves to afford appropriate flood insurance or pay for the costs to recover from flooding.

Flood events also contribute to the spread of disease and illness. Floodwaters uplift substances including dirt, oil, animal waste, and lawn, farm, and industrial chemicals and carry them downstream, contributing to degraded water quality in receiving streams. Stagnant flood pools can become breeding grounds for mosquitoes, which may lead to an increase in vector-borne diseases.

### Functions and Structures

An increase in the number of severe storms and following severe flood events may impact streamside land, buildings, roads, and crops. Some of the levees adjacent to the Sacramento and American Rivers in rural areas are up to 150 years old and were not constructed to current engineering standards. Levees protecting urban areas were built to withstand design floods. Prior to the storms that occurred in 1986, it was believed that the levees containing the Sacramento and American Rivers were of sufficient height and stability to protect the county from a 100-year or greater storm. Since 1986, DWR and the US Army Corps of Engineers (USACE) have undertaken the repair and bolstering of the levees in the Sacramento River and American River flood control systems. DWR serves as the lead agency for the Sacramento-San Joaquin Erosion Repairs Program, and USACE is the lead agency for the Sacramento River Bank Protection Project, the PL 84-99 Rehabilitation Program, and the CALFED Levee Stability Program, all of which manage and maintain the levee systems currently, minimizing flood risk in the Sacramento region (DWR 2011). Further, the Sacramento Area Flood Control Agency (SAFCA) is the joint agency that works to provide local flood protection along the American and Sacramento Rivers. According to studies conducted in 2015, large portions Elk Grove are within dam inundation zones and are protected by several levees. Although efforts are currently under way to bolster and improve most of these dams, several may still be at risk of failure in the face of increasingly severe events.

Unlike natural flooding regimes, wherein seasonal flooding causes the deposition of useful sediment that results in increased soil fertility as well as groundwater recharge, catastrophic flooding from levee overtopping could lead to the destruction of crops, erosion of topsoil, and deposits of debris and sediment to croplands. Flash floods, stagnant (medium-length) floods, and deep-water (long-length)

floods can result in unwanted submergence and/or excessive soil saturation of croplands (CDFFA 2013). Flooding could also release sewage and hazardous and/or toxic materials if wastewater treatment plants are inundated, storage tanks are damaged, or pipelines are severed. Floods also cause economic losses through the closure of businesses and government facilities, disrupt communications, disrupt the provision of utilities such as water and sewer, result in excessive expenditures for emergency response, and generally disrupt the normal function of a community.

Flooding also presents problems for infrastructure through wear and tear. Localized flooding often damages roadways by “stripping,” a process that separates the aggregates in pavement from the asphalt binder that holds them together. Another potential source of damage occurs when water infiltrates the pavement, either through voids or through cracks in the surface, then becomes trapped between two layers of asphalt. Flooding may result in closed roads and reduced access to many people trapped in their homes.

Roadways can become clogged with vehicles, restricting transportation. Flooding may also inundate sewage systems, causing backup and release of hazardous materials and exposing people and animals to toxic substances. Furthermore, floods can exacerbate bridge scour, which makes bridges weaker and less safe, and may require repairs or replacement. Electrical boxes and other facilities may also be inundated, disrupting service to infrastructure like traffic signals and light rail systems. Additionally, underground electrical infrastructure is considered more vulnerable to flooding as prolonged periods of inundation inhibit repairs. During fall storms, leaves wash into the drainage systems, further aggravating localized flooding throughout the region (SACOG 2015:24).

#### Recommended Adaptive Capacity Policies and Actions

- Continue to advocate for implementation of regional plans to upgrade levees along the Sacramento and American Rivers and to the Folsom Dam and reservoir.
- Continue to implement measures in the adopted Central Valley Flood Protection Plan (CVFPP) relevant to Elk Grove.

## Sea Level Rise

The Elk Grove Planning Area is not vulnerable to sea level rise, although portions of the surrounding region are, including low-lying land near the Sacramento River in the southwest corner of the county, including areas in the Delta, and portions to the north near the City of Sacramento.



## Vulnerable Assets

### Population

Direct impacts on population due to sea level rise are limited in Elk Grove. Secondary impacts, such as reduced economic output and recreational opportunities, however, may occur due to impacts on neighboring communities.

### Functions and Structures

The portion of the county susceptible to sea level rise will face a greater threat of flooding because of the aging levees in the Delta, including the City of Sacramento, where many Elk Grove residents work. Flooding events could cut off roadways and shut down businesses where residents are employed.

Overall water quality and ecosystem health may also be affected. The Delta provides a freshwater source for the State Water Project and the Central Valley Project, which diverts approximately two-thirds of the State's freshwater supply for agricultural and municipal purposes in Southern California (DWR 2008). Climate change-related sea level rise will likely increase pressure on fragile levees. If levee breach or failure occurs, it would pose a threat to water quality in the Delta (DWR 2008). With such a large portion of the State relying on the Delta as a source of fresh water, levee failure in the Delta would disrupt water supplies throughout California (Water Education Foundation 2016, as cited in Sacramento County VA). Sea level rise is unlikely to manifest up to 1.4 meters until the end of the century, wherein temperatures may be higher, the flow rates of the Sacramento River may be less reliable, and human demand on the Delta may be greater. These conditions will continually interact and affect water quality in the Delta and may have the potential to impact water quality in the Sacramento River.

### Recommended Adaptive Capacity Policies and Actions

The adaptation strategies used by the City to reduce flood impacts for the region can also mitigate the impacts of sea level rise.

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# Elk Grove Evacuation Scenario Analysis Report

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# Elk Grove Evacuation Scenario Analysis Report

## Introduction and Purpose

This report evaluates three potential disaster scenarios in the City of Elk Grove (City) and develops recommendations for a best-practice response and evacuation plan for residents, community members, and City staff. The goal of this analysis is for the City to facilitate an evacuation plan tailored to each of the three disaster scenarios evaluated. Rather than estimating the probability of these potential scenarios occurring, or the expected costs in damages, this analysis seeks to answer the question: How can the City of Elk Grove, Elk Grove residents, and community members prepare for this scenario (however unlikely) if it were to occur, and what are the best evacuation procedures based on the expected geographic spread of impacts and traffic on routes leading out of the impacted area?

This report answers these questions using data on the location and extent of the potential disaster scenarios, as well as present and maximum future traffic conditions by weekday and time. For each disaster scenario, this report identifies the evacuation area, the number of households and population within the evacuation area, vulnerability characteristics of populations within evacuation areas, major evacuation routes leading out of the evacuation area, and evacuation routes that are likely to be congested during an evacuation event. Each scenario analysis concludes with recommendations for evacuation planning procedures tailored to vulnerable populations residing in hazard areas, as well as recommendations for establishing contra-flow lanes, where traffic lanes in one direction are temporarily converted to additional lanes in the opposite direction to accommodate a higher volume of traffic leading out of the evacuation area.

Each of the three disaster scenarios evaluated originate from three specific locations within Elk Grove. They are:

1. An explosion (blast wave and resulting fire) at the Suburban Propane facility in southeastern Elk Grove.
2. A train derailment and potential toxic spill along the Union Pacific Railroad track running north to south through central Elk Grove with an at-grade crossing at Elk Grove Boulevard in the City's Old Town.
3. A major flooding event resulting from a Sacramento River levee break just west of Elk Grove.

**Figure I-1** shows the three areas of study (hazard areas) for each of these three scenarios:

ELK GROVE DISASTER ANALYSIS  
CITY OF ELK GROVE

INTRODUCTION AND PURPOSE

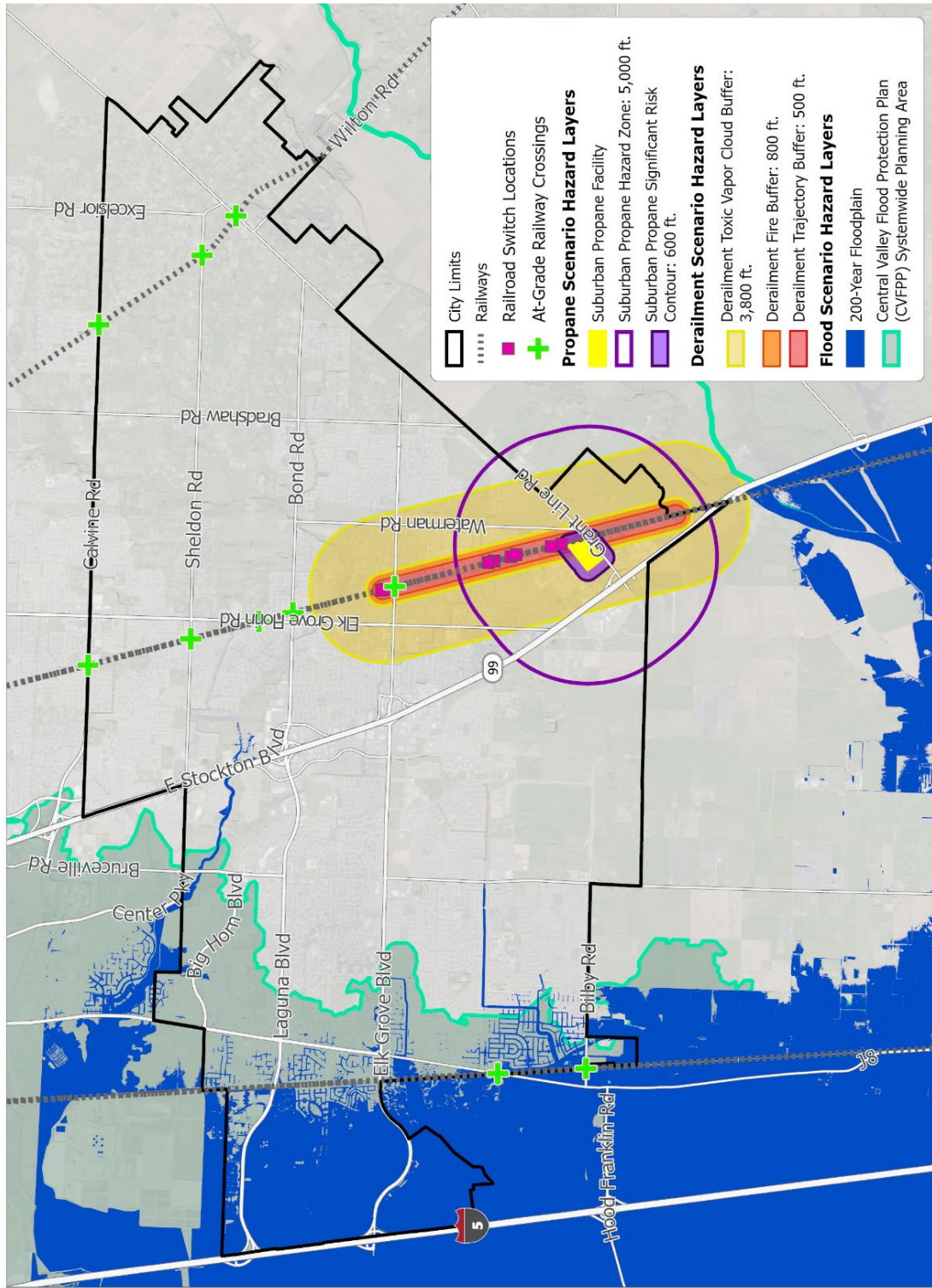


Figure I-1  
Citywide Hazard Zones

The hazard area for the propane terminal scenario is defined by a 5,000-foot buffer around the propane terminal's perimeter, encompassing a comprehensive range of possible hazard scenarios (however unlikely) that could originate from the propane facility according to a risk study prepared for the facility in 2000 by Quest Consultants Inc.

The hazard area for the train derailment scenario is defined by a 3,800-foot buffer around the segment of railroad track through the City of Elk Grove beginning just north of an at-grade rail crossing with Elk Grove Boulevard and extending southward to the southern edge of Elk Grove. This encompasses a conservative estimate for the furthest extent of a toxic vapor cloud emitted from a toxic spill resulting from a train derailment.

The hazard area for the flooding scenario is defined by the Central Valley Flood Protection Plan (CVFPP) study area, which encompasses a comprehensive range of potential flooding scenarios.

The report concludes with a discussion of best-practice active alert systems available to the City, and recommendations for developing public awareness materials and programs to inform community members of disaster preparedness resources, including the interactive online Story Map developed concurrently with this report.

## Background

This section discusses available data concerning the actual probabilities and risks associated with each scenario. While this report does not assess risk explicitly, it is important to have a contextual understanding of the significant differences in relative probabilities associated with all three scenarios.

### SUBURBAN PROPANE SCENARIO

A quantitative risk analysis conducted for the Suburban Propane facility in Elk Grove found that any possible risk to the public associated with this facility is 0.000001% annually, or one chance in one million for the area beyond 600 feet of the facility itself (the closest non-industrial land use is over 2,000 feet away from the facility's perimeter). Within 600 feet of the propane facility, the risk increases to 0.001% in any given year, or one chance in one thousand.<sup>1</sup> The risk arises from thermal radiation, blast wave overpressure, or toxic gas from the facility. Examples of incidents that would cause such an event include failure of the storage tank(s) or a catastrophic failure at the transfer facility between the cargo transfer facility and a tank truck or rail car.

### TRAIN DERAILMENT SCENARIO

Train derailment events in the United States are generally more likely than the probability of being affected by hazards originating from the Suburban Propane terminal, and less likely than a flooding event in Elk Grove. Train accidents are rare, but minor freight derailments are among the top three most common type of train accidents that occur. However, injury or loss of life associated with riding in trains or being near or in train crossings is very low, many times lower than the risk associated with car trips or crossing a street.<sup>2</sup> To illustrate,

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<sup>1</sup> "Quantitative Risk Analysis for Suburban Propane's Propane Terminal and Georgia-Pacific's Formalin Tank" (Quest Consultants, 2000).

<sup>2</sup> Ian Savage, "Comparing the Fatality Risks in United States Transportation across Modes and over Time," *Research in Transportation Economics* 43, no. 1 (2013): 9–22.

between 2010 and 2020, 22,589 total rail accidents/incidents of any kind were reported to the Federal Railroad Administration (FRA).<sup>3</sup> Of these, 14,344 were derailment incidents (63%). Out of all derailment incidents over this 10-year period, 27 resulted in human death (0.2%), and 1,633 resulted in non-fatal injuries (11%). Victims of non-fatal train-related injuries during this period are primarily employees on duty (56%), followed by ‘non-trespassers on railroad property’ (18%), while 80% of people killed in any train-related accident during this 10-year period (8,407 total) were ‘trespassers on railroad property’ according to the FRA accident reporting statistics.

## FLOOD SCENARIO

The risk of a major flooding event is 0.5% in any given year. This scenario is often referred to as a “200-year flood” event. This event is based upon a theoretical levee break along the Sacramento River and corresponding flooding of the lands between the river and Elk Grove. In this event, the elevation of the flood waters is equal to or higher than the levee surrounding the Laguna West area of Elk Grove, resulting in flooding within the City. The depth of the flood waters ranges from a few inches to several feet and would result in the need for evacuation of residents and businesses from the area.

## Methodology

Analysis of the three evacuation scenarios was divided into three primary tasks, summarized below.

### 1. Define Hazard Zone and Risk Parameters

First, the maximum area at potential risk, referred to as the hazard zone, was defined for each scenario based on background research and characteristics of each hazard. The hazard zone is the largest area in which populations may be at risk and need to evacuate during a disaster. In addition, areas of heightened risk or severity were defined within each hazard zone.

### 2. Identify Vulnerable Populations within Hazard Zones

The following five vulnerability indicators were first mapped by census tract using 2019 American Community Survey (ACS) 5-year estimates:

1. Householders over 65 living alone
2. Populations with a disability
3. Households with no vehicle
4. Households with no computer or smartphone
5. Limited English-speaking households (defined as households in which no member over 14 years old speaks English ‘very well’)

In addition, the number of low-income housing locations, residential care facilities, schools, and daycares were counted within each hazard zone and census tract using data provided by the City.

These indicators were chosen to represent populations or households that may need additional time, assistance, and/or specific resources during an evacuation event. For example, lower-income/lower-resourced households are more likely to have fewer options for shelter than higher-income/higher-resourced households

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<sup>3</sup> “Accident and Incident Reporting,” Federal Railroad Administration, n.d., <https://railroads.dot.gov/accident-and-incident-reporting/overview-reports/overview-reports>.

during an evacuation event (second homes, relatives with extra space, or hotels) and are therefore more likely to benefit from emergency shelter provided by the City. Households with no computer or smartphone have less access to online emergency preparedness resources and therefore should be prioritized for house calls and door-knocking. Neighborhoods with a high proportion of limited English-speaking households benefit from emergency preparedness programming and informative materials (e.g., mailers) specific to their area and in the primary languages spoken. Primary languages other than English spoken by Elk Grove residents include (in order of population share): Spanish, Tagalog (including Filipino), Chinese (including Mandarin and Cantonese), other Indo-European languages, and other Asian or Pacific Island languages.

Using land use data and aerial imagery, the number and location of residences within tracts exhibiting high proportions of any of these five characteristics and that also were within hazard zones and heightened risk areas were evaluated. The results informed recommendations for evacuation procedures in particularly vulnerable areas. For example, the City may deploy an evacuation shuttle service in neighborhoods within a hazard zone where a high proportion of households do not have a vehicle and prioritize sending paratransit vehicles to neighborhoods with a high percentage of residents with a disability.

### **3. Identify Evacuation Routes and Evaluate Expected Congestion Conditions**

For each scenario, any road segment with a clear direction of travel leading away from the hazard zone was considered an evacuation route. This includes highways, arterials, and collector roads but excludes residential access streets for all three scenarios.

Traffic conditions and peak capacities are evaluated for each evacuation route segment based on the General Plan build-out traffic analysis and supplemented with daily average traffic snapshots from Google Maps for weekday morning peak hours, weekday evening peak hours, and weekend peak hours. Data from the Elk Grove General Plan traffic analysis is available for most but not all identified evacuation routes.

The General Plan traffic analysis evaluates the maximum expected congestion levels along roadway segments if land use designations were to be fully 'built-out' with the household and job densities associated with each designation. The average daily traffic (ADT) snapshots are a more accurate representation of current traffic levels, while the General Plan build-out scenario represents the maximum possible traffic load resulting from a maximum potential population increase over the next 20-year period. The General Plan build-out scenario represents an additional 60% increase in Elk Grove's 2019 population, and therefore a conservative upper limit for potential congestion levels.

Two indicators used in the General Plan traffic model are used in this report to evaluate capacity and expected congestion levels along identified evacuation routes. The first of these is the 'Volume to Capacity ratio,' or V/C ratio, which is a measure of traffic volume on a roadway segment or intersection as a ratio of its total capacity (both the denominator and the numerator are expressed in vehicles per day). A ratio of between 0.75 and 1 indicates that the roadway is moderately over-capacity, and a ratio greater than 1 indicates that the roadway is severely over-capacity. This measure does not specify by time of day or direction but gives an overall idea of a roadway segment's daily congestion level.

Another measure of capacity is Level of Service (LOS), an alphabetic rating from A to F corresponding to average delay in seconds for a vehicle to cross an intersection in a specific direction. LOS F corresponds to the most congested road segment and C or better is attributed to free-flowing traffic at the maximum permitted speed. **Table I-1** describes this relationship.



**Table I-1: Level of Service Categories**

LOS	Control Delay per Vehicle (sec/veh) signalized intersections	Control Delay per Vehicle (sec/veh) Non-Signalized Intersections	Description
<b>A</b>	Less than or equal to 10 seconds	0-10	Traffic flows at or above speed limit; complete mobility between lanes
<b>B</b>	Between 10 and 20 seconds	10-15	Slightly more congested than free-flow, with almost no limits to lane-changing mobility
<b>C</b>	Between 21 and 35 seconds	15-25	Stable flow where posted speed is maintained. Ability to pass or change lanes is somewhat limited.
<b>D</b>	Between 36 and 55 seconds	25-35	Approaching unstable flow, speeds somewhat reduced from posted limit with vehicles close together
<b>E</b>	Between 56 and 80 seconds	35-50	Flow becomes unstable (stop and go); consistent with volume to capacity (V/C) ratios of 0.9 and greater
<b>F</b>	More than 80 seconds	More than 50 seconds	Stopped traffic idling for up to minutes at a time

Google traffic snapshots were used both to supplement the General Plan traffic data and to evaluate evacuation segments not included in the General Plan traffic analysis. Google traffic data is displayed as a color scale with the following rough equivalencies to LOS:

- » Green (fastest, no traffic): LOS A-B
- » Orange: LOS C-D
- » Red: LOS D-E
- » Dark Red (slowest, severe traffic): LOS E-F

Results of this analysis combining the two traffic data sources inform recommendations for establishing contra-flow lanes during an evacuation event.

Currently, only two evacuation routes have ‘severe’ ADT rates for any peak period evaluated: A southbound portion of Highway 99 during weekend peak hours, and Laguna Boulevard during weekday and weekend peak periods.

All other evacuation segments currently show only moderate rates of congestion at most during all peak periods. However, the General Plan build-out scenario adds additional expected traffic pressure, particularly in the southern part of Elk Grove where most new developments are planned.

# Scenario 1: Propane Terminal Evacuation Scenario

## HAZARD ZONE AND RISK PARAMETERS

The hazard zone for the Suburban Propane explosion scenario is derived from the Quantitative Risk Analysis conducted in 2000 by Quest Consultants Inc. for the Elk Grove Suburban Propane terminal. The study defines contours for the furthest-possible area associated with any risk to individuals resulting from a comprehensive range of potential accidents at this location, which extends out to 5,000 feet beyond the site perimeter. However, the study noted that the individual risk probability associated with this contour is astronomically low, much lower than the individual risk probability associated with dying from an earthquake or getting struck by lightning on any given day. The level of risk associated with the Suburban Propane facility in Elk Grove that is deemed 'unacceptable' by most international standards for risk associated with hazardous land uses (one chance in one thousand per year), extends just 600 feet from the facility perimeter. This level of risk is expressed in General Plan Policy ER-1-2. This higher-risk contour does not intersect with any residential areas, parks, or other sensitive use. However, due to the size of this facility and the level of public concern that may arise from an event, this study considered a larger 5,000-foot buffer with which to perform the evacuation route analysis (the "hazard zone").

**Figure 1-1** shows the location of the Suburban Propane facility in Elk Grove, the 600-foot 'unacceptable risk contour,' and the 5,000-foot hazard zone buffer measured from the perimeter of the Suburban Propane facility perimeter.

PROPANE TERMINAL EVACUATION SCENARIO

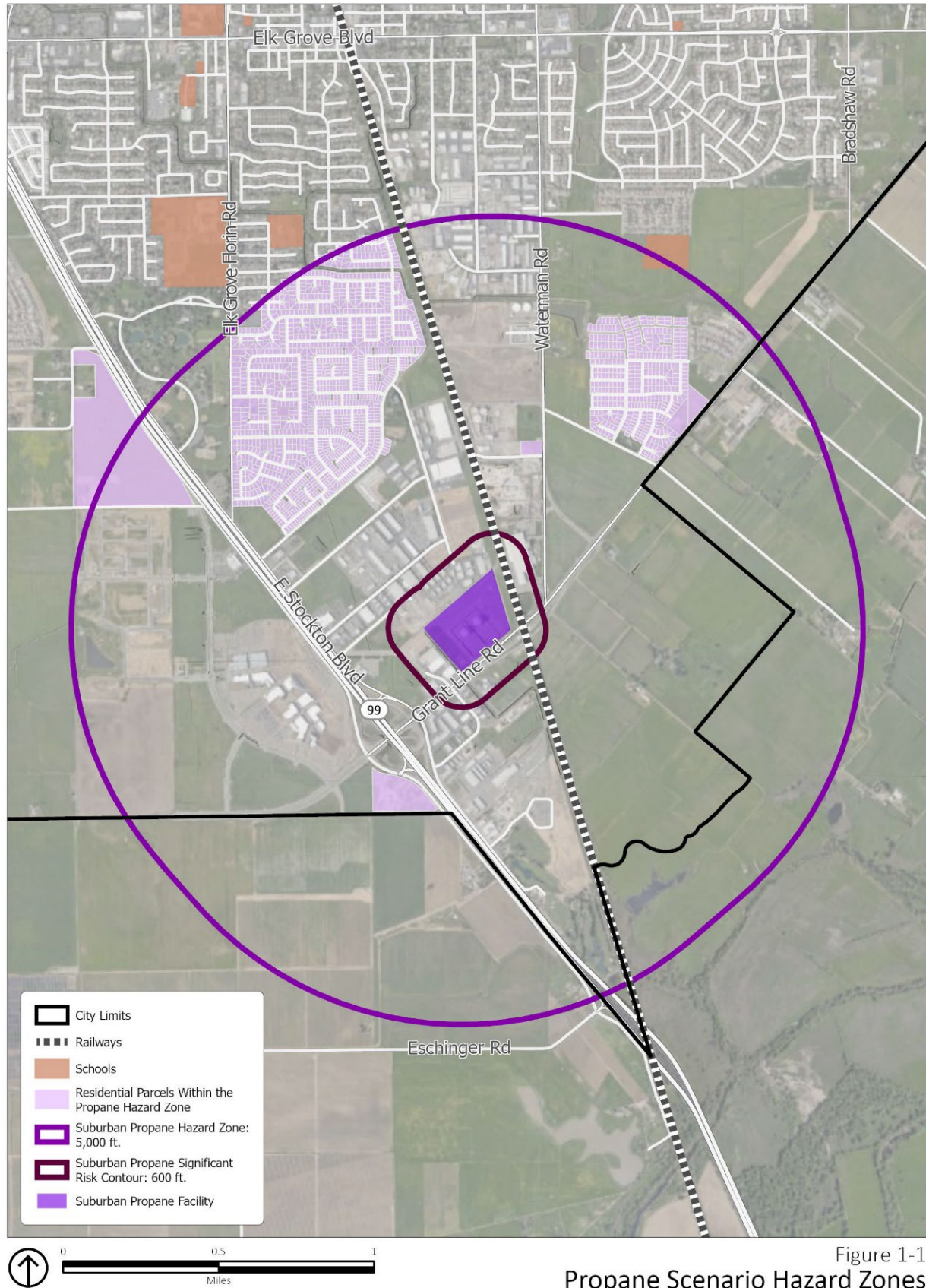


Figure 1-1  
Propane Scenario Hazard Zones

The Suburban Propane facility is in an industrial area in southern Elk Grove. Industrial uses have very low nighttime population and a lower daytime population than other employment centers like office buildings or commercial centers. Only surrounding industrial uses (with equivalent associated risk) fall within the 600-foot significant risk contour. Approximately 2,486 residential parcels fall within the larger 5,000-foot hazard zone, including five residential care facilities, with a total of 1,582 housing units. The number of units is lower than the number of residential parcels because the hazard area encompasses the City's South Study Area, which is an area south of Kammerer Road and planned for future development, including a mix of industrial, office, retail, and residential uses. No Schools or daycares fall within the Suburban Propane hazard zone, but the southern half of Elk Grove Park lies within the larger 5,000-foot hazard zone. The nearest emergency shelters to the propane hazard zone are Elk Grove High School, Cosumnes Oaks High School, and Joseph Kerr Middle School. No emergency shelters in Elk Grove are located within the propane hazard area.

## **VULNERABLE POPULATIONS WITHIN HAZARD ZONES**

**Figures 1-2** through **1-6** show demographic vulnerability characteristics mapped by census tract for residential areas intersecting the propane terminal hazard zone.



PROPANE TERMINAL EVACUATION SCENARIO

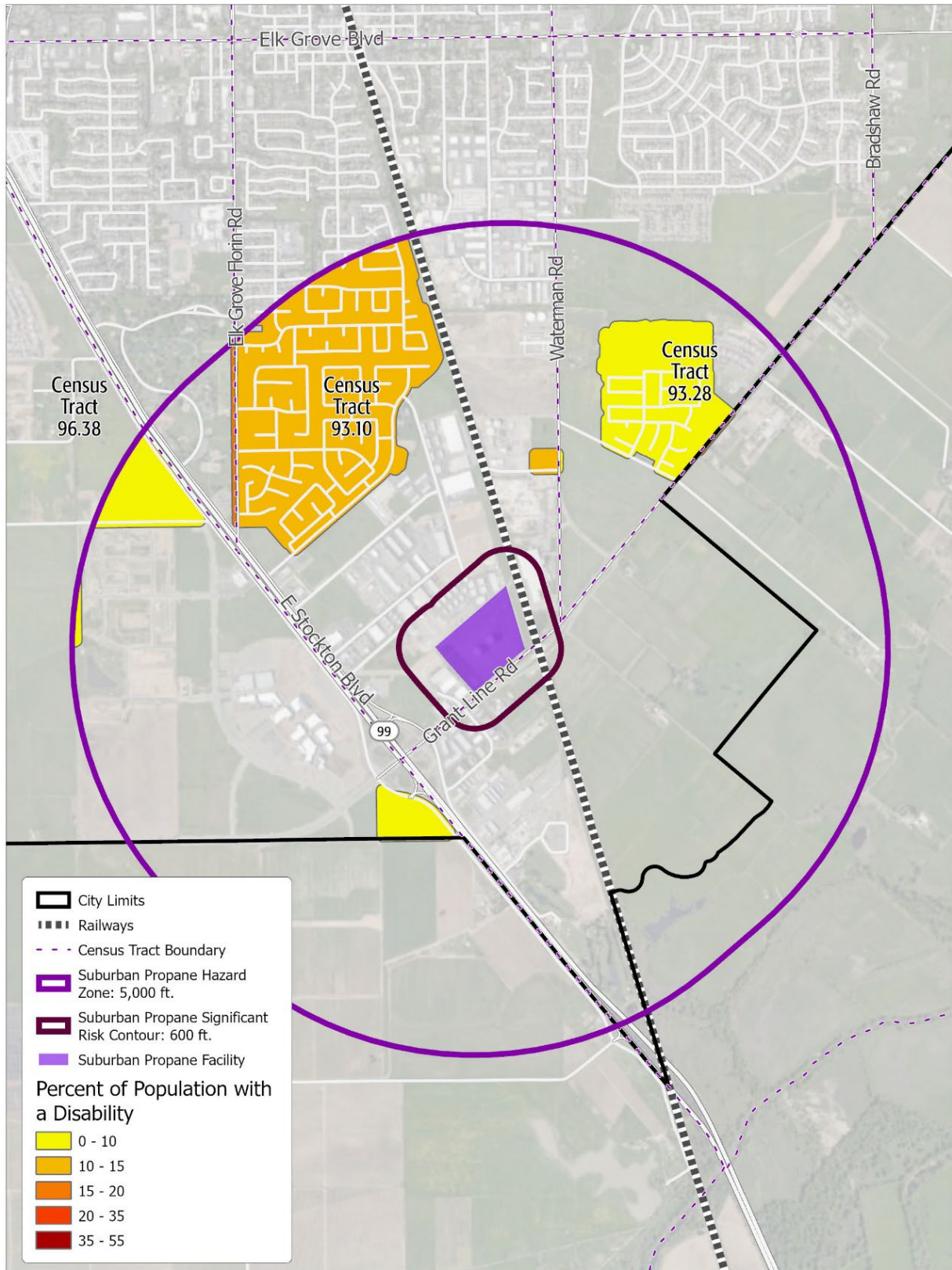


Figure 1-2  
Population with a Disability

PROPANE TERMINAL EVACUATION SCENARIO

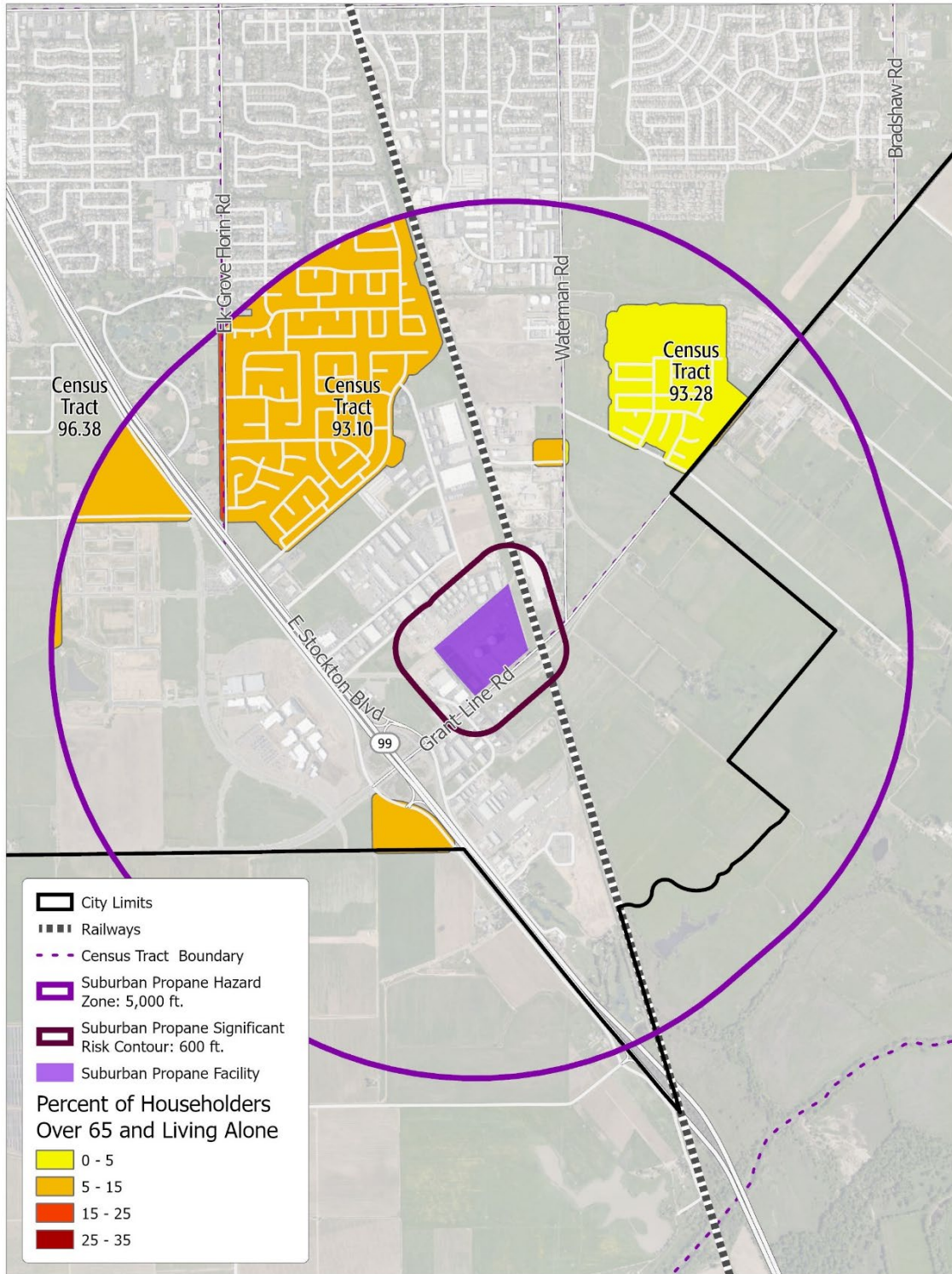


Figure 1-3  
Householders Over 65 Living Alone



PROPANE TERMINAL EVACUATION SCENARIO

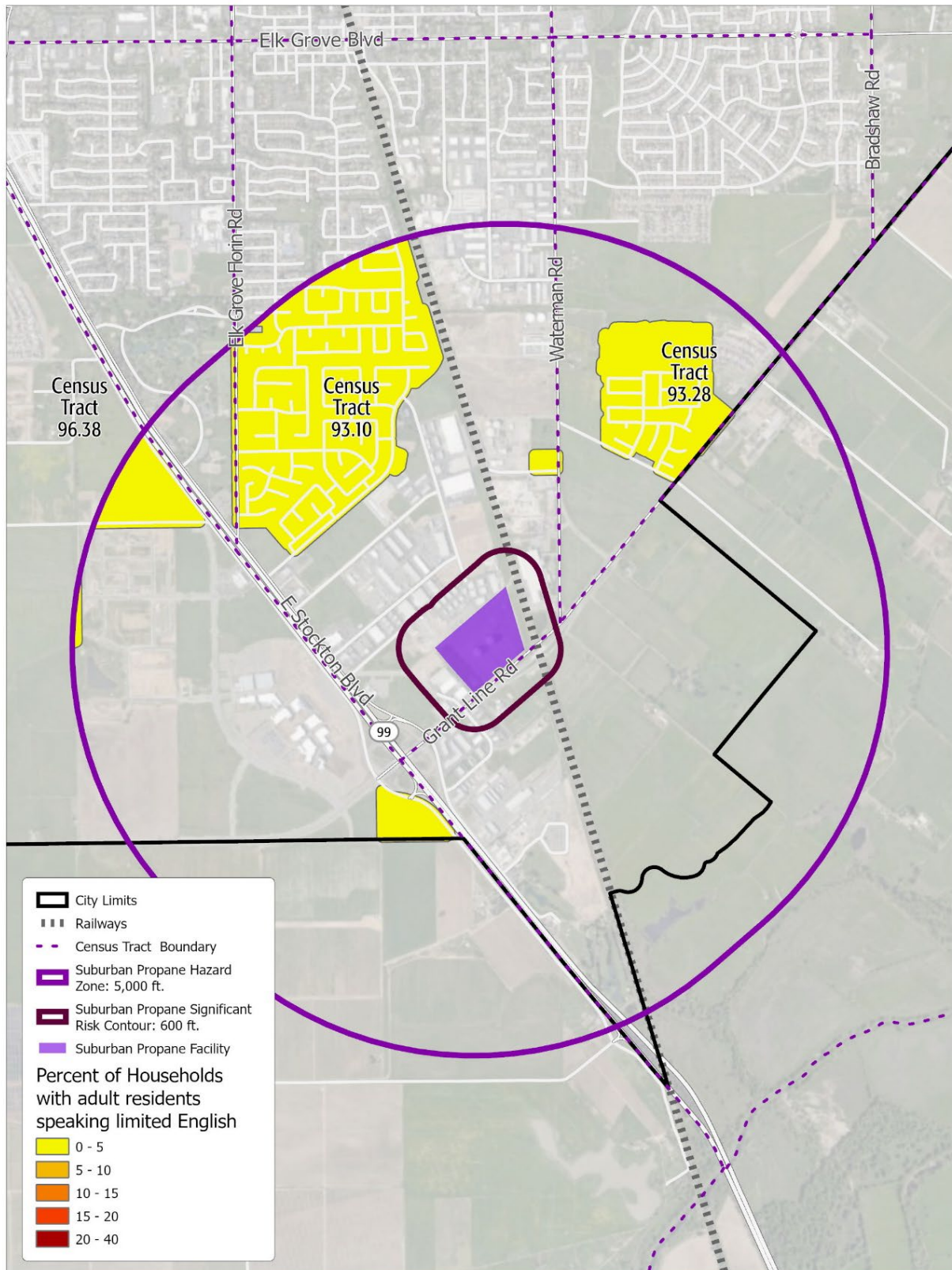


Figure 1-4  
Households with Adults Speaking Limited English

PROPANE TERMINAL EVACUATION SCENARIO

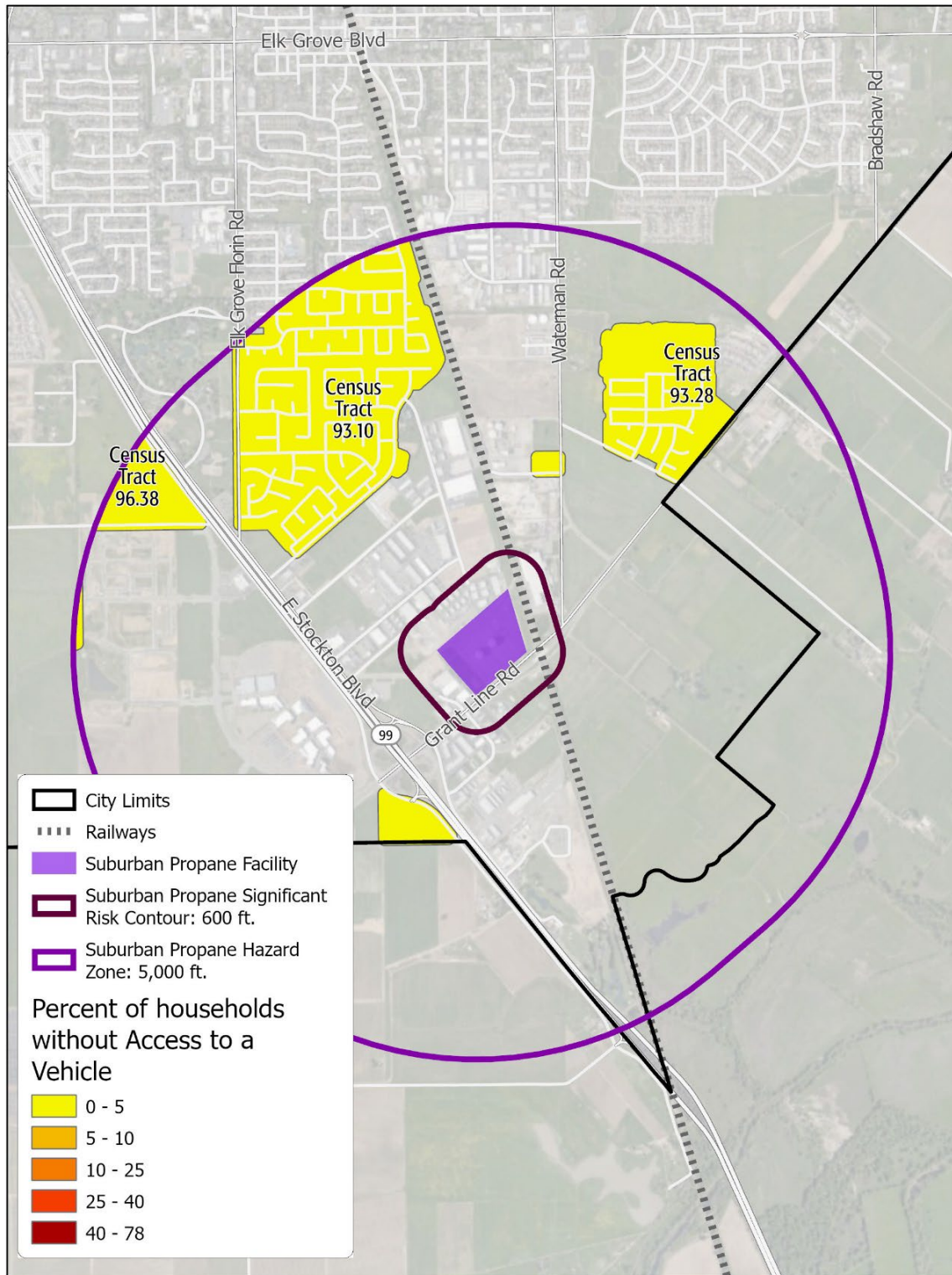


Figure 1-5  
Households without Access to a Vehicle



PROPANE TERMINAL EVACUATION SCENARIO

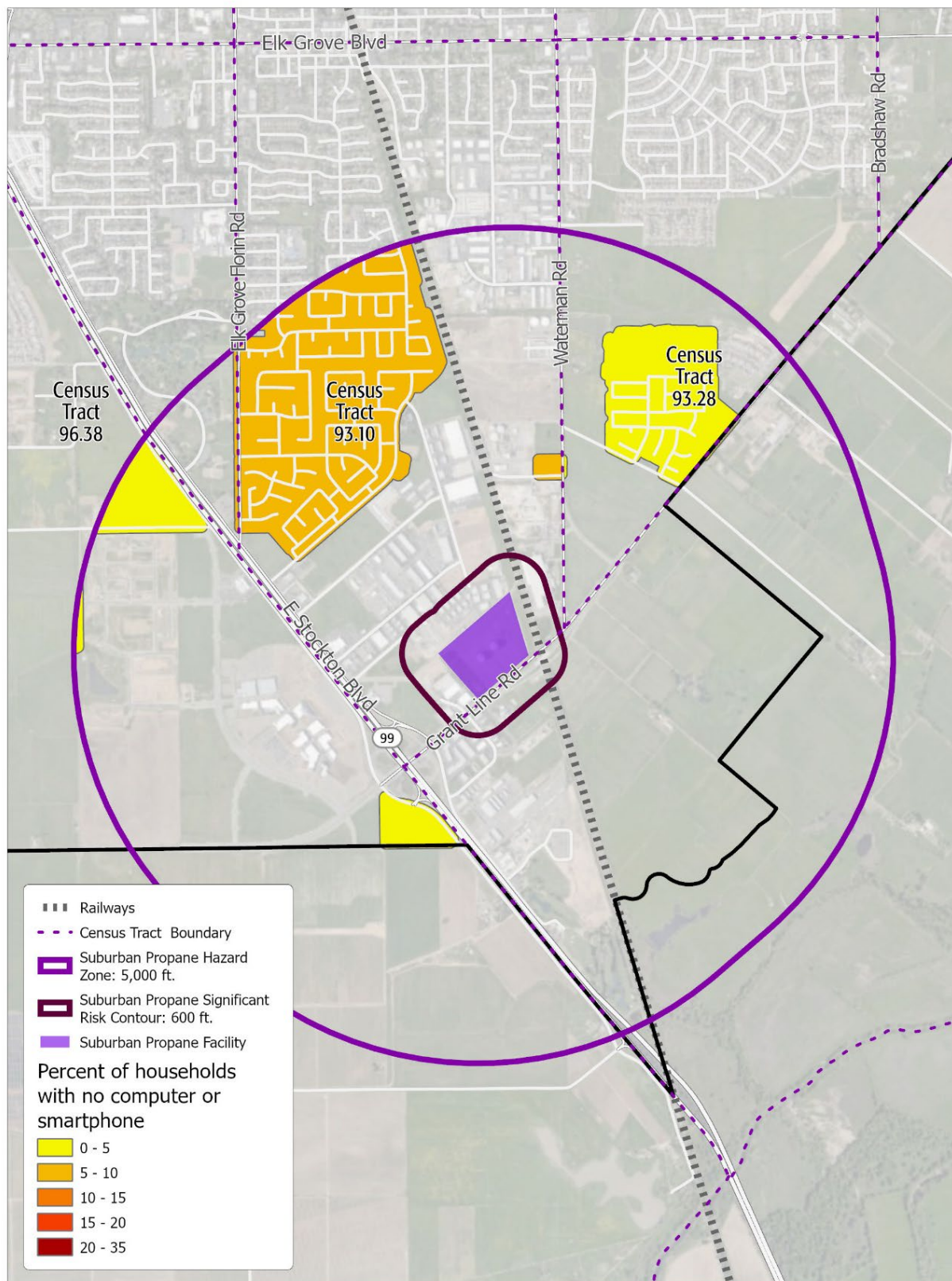


Figure 1-6 Households without Access to a Computer or Smartphone

Census tract 93.09 intersects with the propane hazard zone, has the highest proportion of residents over 65 living alone (23%) and second-highest proportion of residents with a disability (17.2%) compared to other census tracts in Elk Grove. However, the small southern portion of tract 93.09 that intersects with the propane hazard zone is the location of Elk Grove Park, which does not have any residential uses. The residential population exhibiting these characteristics within tract 93.09 are thus not located within the risk contour.

Census tract 93.10 has the highest proportion of households within the propane hazard zone that exhibit proportions of any vulnerability characteristic over 10%. Out of approximately 7,494 residents in this tract, 10.6% have a disability and 9.5% are over 65 and live alone. Approximately 1,212 residential parcels within this tract are within the propane hazard zone, including 4 residential care facilities and 9 low-income housing sites out of 7 and 27 total in the census tract, respectively. The nearest residential parcels to the 'significant risk' contour are approximately 2,000 feet away from its perimeter.

Note, the current Census data does not include the developing Sterling Meadows project west of Highway 99. This project includes 1,184 single family units and one multifamily residential site. The Census data also excludes future development along Promenade Parkway, including the future Sky River Casino and other potential development in the Lent Ranch Special Planning Area.

#### **RECOMMENDATIONS FOR EVACUATING VULNERABLE POPULATIONS WITHIN HAZARD ZONES**

Residential neighborhoods intersecting the hazard areas are not in census tracts exhibiting disproportionate rates of vulnerability characteristics compared to the rest of Elk Grove. Additionally, no residential or other sensitive uses (like schools and daycares) are within the significant hazard zone identified in the Risk Analysis done by Quest Consultants Inc.

Residents within the larger and lower-risk hazard area are served by the following evacuation routes: Elk Grove-Florin Road northbound between East Stockton Boulevard and Elk Grove Boulevard, Grant Line Road eastbound between Mosher Road and Bradshaw Road, and Waterman Road northbound between Grant Line Road and Elk Grove Boulevard. All residential streets within the Propane Hazard Area feed into one of these three routes leading out of the hazard area. Future development on the west side of Highway 99 has access to Kammerer Road (westbound) and Promenade Parkway (northbound). Traffic conditions on these routes are discussed in depth within the next sub-section.

The most vulnerable populations within the propane hazard zone are employees working in the Suburban Propane facility and in the surrounding industrial sites within the 600-foot significant risk contour. Other than Suburban Propane, approximately eighteen businesses are located within the 600-foot significant risk contour surrounding the Suburban Propane facility, including the City of Elk Grove Special Waste Collection Center. The City may wish to contact these 18 businesses located in the significant risk contour to notify them of their proximity to the Suburban Propane facility, nearest recommended evacuation routes, local active alert systems and other disaster preparedness resources. The concluding sections of this report discuss recommendations for using active alert systems which can be tailored to each evacuation scenario, as well as recommendations for creating public awareness using targeted mailers and the online Story Map developed jointly with this report.

The following subsection discusses the recommended evacuation routes in more detail, including traffic conditions and recommendations for establishing contra-flow lanes.

## TRAFFIC SCENARIOS AND IDENTIFICATION OF PINCH-POINTS

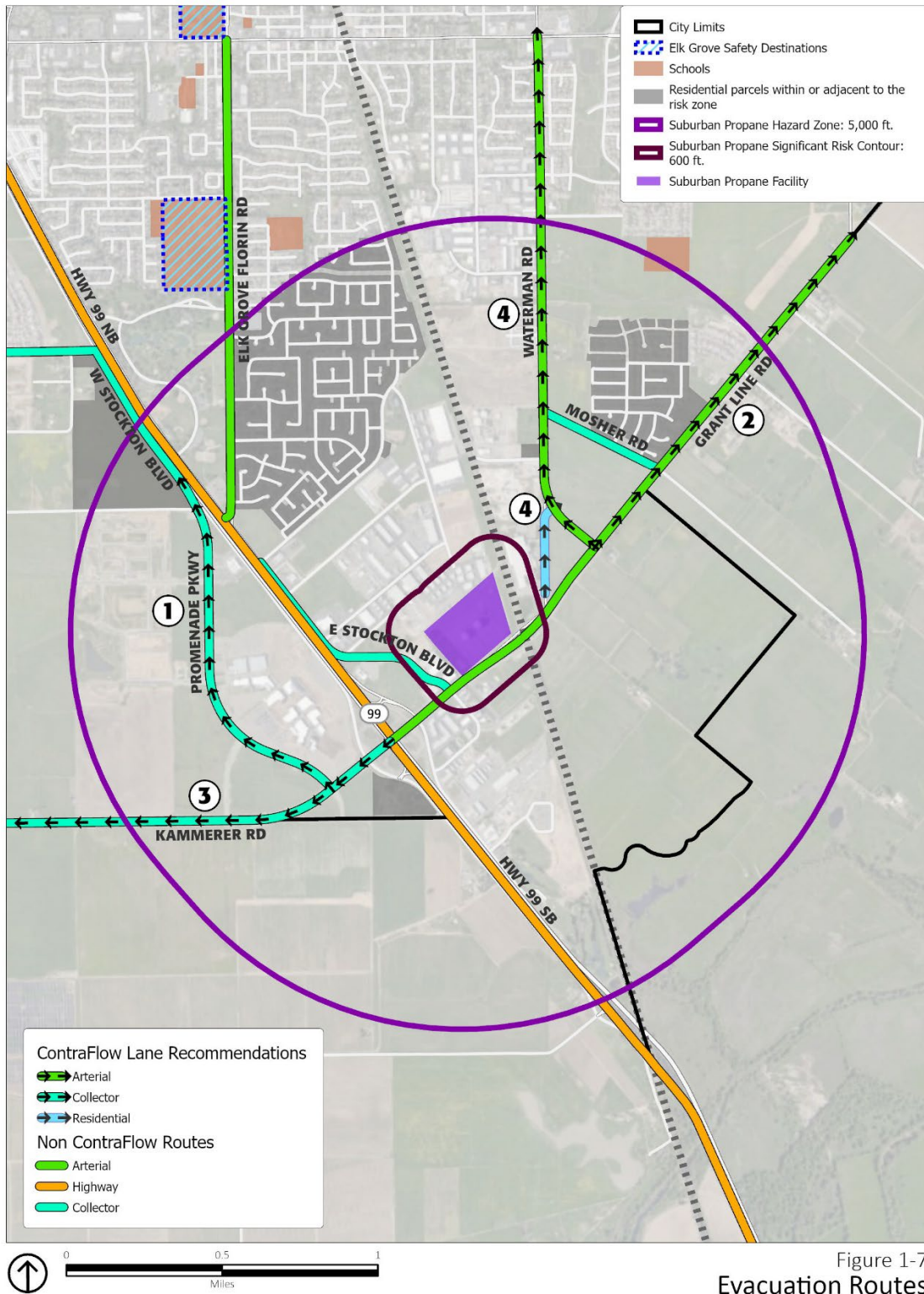
### IDENTIFIED EVACUATION ROUTES

Figure 1-7 shows the identified evacuation routes by roadway class and recommended contra-flow lanes.



ELK GROVE DISASTER ANALYSIS  
CITY OF ELK GROVE

EXPLOSION FROM SUBURBAN PROPANE





The Suburban Propane facility is adjacent to Grant Line Road on the north side, just east of the intersection of Grant Line Road and Highway 99. Because the Suburban Propane terminal facility is a specific point, the hazard area is defined by a circular buffer around the facility's perimeter and evacuation routes radiate outwards in all directions from the hazard area. Evacuation routes were identified as routes having a clear direction of travel leading away from the hazard zone. The following evacuation routes (numbered corresponding to **Figure 1-7**) are recommended for temporary contra-flow lane conversion during an evacuation event based on traffic analysis summarized in **Tables 1-1** and **1-2**:

1. Promenade Parkway/West Stockton Boulevard northbound between Kammerer Road and Whitelock Parkway.
2. Grant Line Road north/eastbound between Waterman Road and Bradshaw Road.
3. Kammerer Road westbound between SR 99 and McMillan Road.
4. Waterman Road northbound between Grant Line Road and Elk Grove Boulevard.

**Tables 1-1** and **1-2** describe traffic conditions on major evacuation routes leading out of the Suburban Propane hazard zone depicted in **Figure 1-7**. **Table 1-1** describes current traffic conditions by peak period, and **Table 1-2** describes expected future traffic conditions by peak period. General Plan traffic model results are available for weekday and evening peak periods but not for weekends, and not all evacuation segments were evaluated in the General Plan. Google's average traffic snapshots were analyzed to estimate weekend traffic conditions, to fill in data gaps not included in the General Plan traffic model, and to 'ground truth' or compare traffic model results for segments that are evaluated in the General Plan. Cells showing traffic conditions in each table are color coded to roughly correspond with the color scale used in Google average traffic snapshots: cells showing the segment as uncongested are displayed in green, cells showing the segment as moderately congested are shown in orange, and cells showing the segment as severely congested are shown in pink.

**Table 1-1: Propane Hazard Zone Evacuation Routes Current Average Daily Traffic by Peak Period**

Route Name	Primary Evacuation Route Segment	Traffic Lanes in Evacuation Direction	Weekday AM Peak	Weekday PM Peak	Weekend AM Peak	Weekend PM Peak
California State Route 99	Northbound between Grant Line Rd and East Stockton Blvd (Elk Grove Blvd Exit)	3 lanes	Congestion on northbound on-ramp from Grant Line Rd (LOS A)	Not congested	Not congested (congested southbound)	Not congested (congested southbound)
California State Route 99	Southbound between Grant Line Rd and Eschinger Rd	3 lanes merge into 2 lanes	Not congested (LOS B)	Not congested (LOS A)	Severely congested	Congested
Elk Grove Florin Road	Northbound between East Stockton Blvd and Elk Grove Blvd	1 lane	Not congested	Not congested (congested southbound)	Not congested	Congested
Grant Line Road (2 segments)	Eastbound between Waterman Rd to Bradshaw Rd	1 lane	Not congested (LOS B – A)	Not congested (LOS C – A)	Not congested	Not congested
Grant Line Road	Westbound between East Stockton Blvd and SR 99 / Kammerer Rd	3 lanes	Congested (LOS F)	Not congested (congested eastbound)	Congested	Not congested
Kammerer Road	Westbound between SR 99 and McMillan Rd	3 lanes merge into 1 lane west of Lent Ranch Pkwy	Not congested	Not congested	Not congested	Not congested
East Stockton Boulevard	Northbound from Grant Line Rd to Teresa Way	1 lane	Congested northbound at Grant Line Rd	Congested northbound at Grant Line Rd (and southbound)	Minor congestion where northbound lanes merge	Minor congestion where northbound lanes merge
Mosher Road	Both directions between Waterman Rd and Grant Line Rd	1 lane	Not congested (LOS D onto Grant Line Rd)	Not congested	Not congested	Not congested
Promenade Parkway / West Stockton Boulevard	Northbound from Kammerer Road to Whitelock Pkwy	2 lanes merge into 1 lane as Promenade Pkwy becomes W Stockton Blvd	Minor congestion north of Bilby Rd	Not congested (congested southbound)	Not congested (minor southbound congestion)	Not congested (minor southbound congestion)
Waterman Road	Northbound between Grant Line Road and Elk Grove Boulevard	1 lane splits into 2 lanes north of Charolais Way	Not congested (LOS B)	Not congested (LOS A)	Congested	Not congested

For evacuation segments that are evaluated for existing conditions in the General Plan, Google traffic results are displayed with corresponding LOS estimates from the General Plan traffic model in parenthesis underneath. 'Not congested' refers to the 'green' category used in Google traffic snapshots (roughly corresponding to LOS A-B). 'Congested' refers to the orange color (roughly corresponding to LOS C-D), and 'Severely congested' refers to the red color (roughly corresponding to LOS E-F). LOS and V/C estimates are shown as a range in cases where evacuation routes consist of multiple segments evaluated and where the LOS varies by segment. For some evacuation route segments that were evaluated for current existing conditions in the General Plan, Google ADT snapshots are not exactly consistent with General Plan LOS estimates for the same peak period. These discrepancies are minor in all instances. For example, where the General Plan might show a segment as having an LOS A during a period, Google ADT snapshots may show that the same segment is moderately congested (orange, or roughly equivalent to LOS C-D). LOS C is typically considered the cutoff in the Highway Capacity Manual (HCM) where anything between D through F is considered congested.

**Table 1-2: Propane Hazard Zone Evacuation Routes Buildout Traffic by Peak Period**

Route Name	Primary Evacuation Route Segment	Weekday AM Peak	Weekday PM Peak	2040 GP Volume to Capacity (V/C) Ratio
California State Route 99	Northbound between Grant Line Rd and East Stockton Blvd (Elk Grove Blvd Exit)	LOS A on northbound ramps from Grant Line Rd	LOS A on northbound ramps from Grant Line Rd	Not evaluated
California State Route 99	Southbound between Grant Line Rd and Eschinger Rd	LOS B on southbound ramps from Kammerer Rd	on southbound ramps from Kammerer Rd	Not evaluated
Elk Grove Florin Road	Northbound between East Stockton Blvd and Elk Grove Blvd	Not evaluated (LOS F at Bond Rd NB)	Not evaluated (LOS F at Bond Rd NB)	1.02
Grant Line Road	Eastbound between Waterman Rd to Bradshaw Rd	LOS F	LOS D	0.79 - 0.84 (2 segments)
Grant Line Road	Westbound between East Stockton Blvd and SR 99 / Kammerer Rd	LOS F	LOS F	1.25 - 1.28 (2 segments)
Kammerer Road	Westbound between SR 99 and McMillan Rd	LOS D - F	LOS D - C	0.61 - 1.15 (4 segments)
East Stockton Boulevard	Northbound from Grant Line Rd to Teresa Way	LOS F	LOS F	1.48
Promenade Parkway / West Stockton Boulevard	Northbound from Kammerer Road to Whitelock Pkwy	Not evaluated	Not evaluated	0.23 - 0.51 (4 segments)
Waterman Road	Northbound between Grant Line Road and Elk Grove Boulevard	LOS D - F	LOS D - F	0.68 - 1.23 (2 segments)

For evacuation segments that are evaluated for existing conditions in the General Plan, Google traffic results are displayed with corresponding LOS estimates from the General Plan traffic model in parenthesis underneath. 'Not congested' refers to the 'green' category used in Google Traffic snapshots (roughly corresponding to LOS A-B). 'Congested' refers to the orange color (roughly corresponding to LOS C-D), and 'Severely congested' refers to the red color (roughly corresponding to LOS E-F). LOS and V/C estimates are shown as a range in cases where evacuation routes consist of multiple segments evaluated and where the LOS varies by segment. For some evacuation route segments that were evaluated for current existing conditions in the General Plan, Google ADT snapshots are not exactly consistent with General Plan LOS estimates for the same peak period. These discrepancies are minor in all instances. For example, where the General Plan might show a segment as having an LOS A during a period, Google ADT snapshots may show that the same segment is moderately congested (orange, or roughly equivalent to LOS C-D). LOS C is typically considered the cutoff in the Highway Capacity Manual (HCM) where anything between D through F is considered congested.

## DISCUSSION AND EVACUATION PROCEDURE RECOMMENDATIONS

Table 1-1 (current ADT snapshots) shows Grant Line Road eastbound and Kammerer Road westbound as uncongested in both directions during all peak periods. Seven evacuation routes are moderately congested during at least one peak period (yellow cells), and two recommended routes: State Route (SR) 99 southbound and the small segment of Grant Line Road Westbound until it becomes Kammerer Road, are severely congested for at least one peak period during the week (pink cells). Table 1-2 shows six evacuation routes with severe congestion during more than one period in the General Plan Buildout model, except CA State Route 99 and Promenade Parkway/West Stockton Boulevard.

Out of all the evacuation routes evaluated, the Promenade Parkway/West Stockton Boulevard segment is the only route that is not congested in both directions all days of the week. However, West Stockton Boulevard was not evaluated in the General Plan traffic model because it is not anticipated to have significantly higher volumes associated with new growth and will be realigned by the extension of Promenade Parkway to the existing intersection of Whitelock Parkway and Lotz Parkway. For this reason, it is recommended as the first-priority route in which to implement contra-flow lanes in the northbound direction during an emergency evacuation event, requiring minimal time and resources to redirect existing traffic in the contra-flow direction.

Because congestion on the evacuation segment of SR 99 appears to occur most frequently in the southbound direction during weekend peak hours, it is recommended that the City direct evacuation traffic coming from Suburban Propane to SR 99 northbound as a primary evacuation route during an emergency related to the propane facility. However, it is not recommended that the City establish contra-flow lanes on the divided southbound section of SR 99, due to the potentially high volume of traffic in the southbound direction and additional time and resources required to establish contra-flow lanes on divided highways.

Recommended contra-flow lanes on evacuation route segments are summarized below in order of time-priority during an emergency evacuation event. Highest-ranked route segments are not congested in either direction according to current traffic estimates, and are not expected to be congested in either direction for build-out estimates. This includes segments that are not evaluated in the General Plan traffic analysis, because the traffic model only evaluates major road segments.

### PROPANE EVACUATION SCENARIO CONTRA-FLOW ROUTE SEGMENTS BY TIME PRIORITY

**Highest Time Priority:** Little or no congestion in both directions on these routes. Recommend establishing contra-flow lanes in all opposing lanes and directing evacuees to this route.

- » Convert Promenade Parkway/West Stockton Boulevard southbound lanes between Kammerer Road and Whitelock Parkway to northbound lanes.

**Second-Highest Time Priority:** Recommend establishing contra-flow lanes on these routes to accommodate traffic in the direction of evacuation (little or no traffic in the opposing direction).

- » Convert Grant Line Road westbound lanes between Waterman Road and Bradshaw Road to eastbound lanes but re-evaluate pending new developments occurring over General Plan cycle.
- » Convert Kammerer Road eastbound lanes between SR 99 and McMillan Road/Big Horn Boulevard to westbound lanes but re-evaluate pending new development occurring over the General Plan cycle.
- » Convert Waterman Road southbound lanes between Grant Line Road and Elk Grove Boulevard to northbound lanes but re-evaluate pending new development occurring over the General Plan cycle.

**Evacuation Routes Not Recommended for Contra-Flow Lanes:** Congestion occurs in both directions, unclear direction of travel, and/or routes are divided highways.

- » SR 99
- » Elk Grove-Florin Boulevard
- » East Stockton Boulevard

## **SAFETY SHELTERS**

In addition to recommended evacuation routes, Figure 1-7 illustrates safety shelters that are proximate to or within the propane hazard zone. These safety shelters may be used as an evacuation location for residents to assemble during the incident and seek shelter. However, incidents are often dynamic and there could be conditions that warrant alternative arrangements. The City's Emergency Operations Center/RTIC Manager shall assign safety shelters as evacuation locations based upon the nature of the incident, availability of the shelter, and population need. In addition to the shelters shown in Figure 1-7, the full list of shelters recommended for each scenario is provided in Appendix.

# Scenario 2: Train Derailment Evacuation Scenario

## HAZARD ZONE AND RISK PARAMETERS

Three railways run north to south through the City of Elk Grove, as shown in **Figure 2-1**.

All three rights-of-way are owned by Union Pacific Railroad, which also operates freight locomotives along these routes. Out of these three rail tracks, the center track was chosen as the study area for this analysis because of three attributes specific to the center track that increase the expected risk associated with any incident compared to the other two tracks: The first is the center track is more integrated with cross-traffic than the other two tracks. This track features an at-grade crossing with Elk Grove Boulevard through Old Town Elk Grove, a commercial center within the city, along with several other at-grade crossings. Secondly, this is the only track of the three that currently operates passenger rail, which runs at higher speeds compared to freight (note, passenger service will be transitioning to the west side tracks upon completion of the Valley Rail Project by the San Joaquin Joint Powers Authority as soon as 2023). Finally, this track features several switching locations where a single track cleaves into two tracks, which is associated with a higher risk of derailment.<sup>4</sup> The other two tracks running through Elk Grove do not have switches and remain a single track throughout their length within Elk Grove.

Train derailments in Elk Grove are highly unlikely at any location along the track. However, as previously mentioned, the location with the highest probability of derailment in Elk Grove is at switching locations where a single track becomes two tracks. These locations, shown on the map, are just north of an at-grade rail crossing at Elk Grove Boulevard in Old Town Elk Grove, as well as several switches south of Elk Grove Creek for spur lines to adjoining industrial development. In Old Town, the track switches from a single-track north of this location to two tracks south of this location through the remaining southern portion of Elk Grove, including the at-grade crossing at Elk Grove Boulevard immediately south of the switch. According to the FRA's Rail Equipment Accident/Incident Database, 88% of any rail incidents occurring in the United States between 1991 to 2015 have occurred at intersections with mainline rail tracks and roadways. While incidents occurring at grade crossings are more likely to occur, they are less likely to cause a derailment than other types of rail incidents (approximately 0.4% to 1% of grade crossing collisions in the United States result in a train derailment according to the U.S. Department of Transportation Accident Prediction Model).<sup>5</sup>

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<sup>4</sup> Xiang Liu, M. Rapik Saat, and Christopher PL Barkan, "Analysis of Causes of Major Train Derailment and Their Effect on Accident Rates," *Transportation Research Record* 2289, no. 1 (2012): 154–63.

<sup>5</sup> Samantha Chadwick, "Quantitative Analyses of Train Derailment Probability at Highway-Rail Grade Crossings" (PhD Thesis, University of Illinois at Urbana-Champaign, 2017).



ELK GROVE DISASTER ANALYSIS  
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TRAIN DERAILMENT EVACUATION SCENARIO

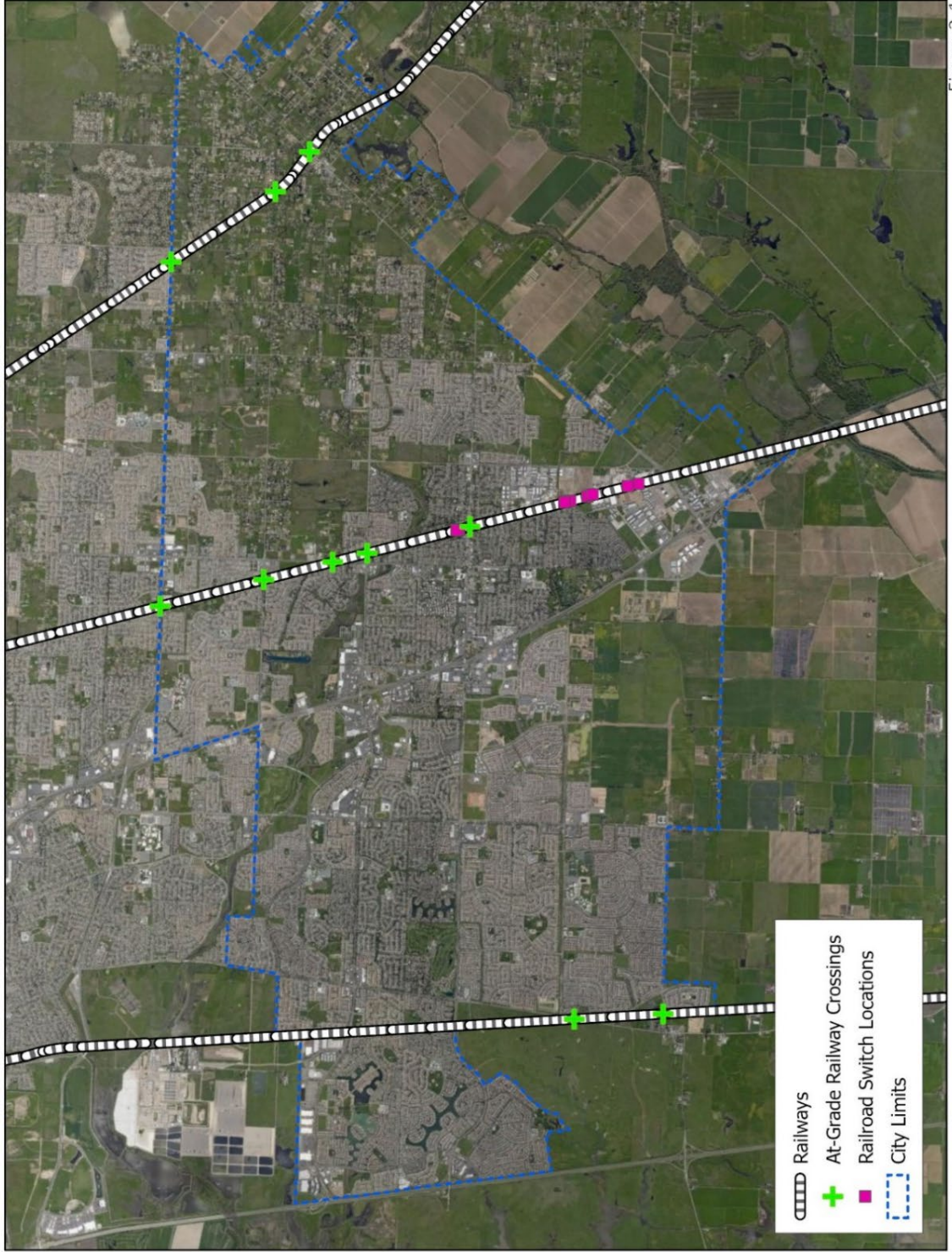


Figure 2-1  
Railroads in Elk Grove (Tracks and Switches)

The hazard zone, or largest-possible area of risk, is represented by a 3,800-foot buffer around the railway beginning from the switching location north of Elk Grove Boulevard and extending down the remaining length of the two-track portion of the railway to where it intersects with the southern boundary of Elk Grove city limits. This 3,800-foot buffer encompasses the following:

- » 500 feet for train derailment trajectory
- » An additional 350 feet of potential conflagration area resulting from a fire
- » 3,800 feet of potential toxic vapor cloud release.

These proposed parameters are based on findings from the case studies and data described in the subsections below. These two case studies were selected because each represents extremely rare, high-impact examples of derailment events with far-ranging geographic distributions of impacts that are highly unlikely compared to most derailment incidents. The first case study involves a head-on collision between a passenger train and freight train moving at high speeds in opposite directions on parallel tracks, and the second involves a hazardous spill, fire, and toxic vapor release from 72 freight cars carrying crude oil. The intense and far-reaching impacts from these case studies represents an ‘upper bound’ for the range of impacts from a derailment event that could occur along this track in Elk Grove. Parameters estimated from these case studies are corroborated with data from the California Department of Transportation (Caltrans) regarding the speed and condition of this stretch of track running through Elk Grove.

#### **CASE STUDY 1—DERAILMENT WITH NO HAZARDOUS SPILL**

The first case study occurred in the United Kingdom in February 2001. A passenger train going 88 miles per hour (mph) derailed and collided with an oncoming freight train travelling 54 mph in the opposite direction on the parallel track. Ten lives were lost, and 80 people sustained serious injuries in the Selby rail crash in Yorkshire, United Kingdom, which is considered the worst United Kingdom rail disaster of the 21st century. The collision occurred after the passenger train hit a stationary vehicle blocking the track and derailed, crashing into the oncoming freight train on the parallel track.<sup>6</sup> The crash occurred on flat terrain and a linear stretch of track. The furthest derailed train car was a passenger train car found 437 feet away from the track. Because this was a head-on collision with two trains going at high speeds in opposite directions, the 437-foot trajectory of the furthest derailed car represents the furthest expected derailment trajectory that could occur along this two-way length of railway in Elk Grove. As a conservative measure, an additional 63 feet was added to the hazard area buffer surrounding the track for a total of 500 feet.

#### **CASE STUDY 2—DERAILMENT WITH HAZARDOUS SPILL**

The other high-profile case study occurred in the town of Lac-Mégantic in Quebec, Canada, in 2013. Here, a freight train carrying 72 tank cars filled with crude oil behind five head-end locomotives derailed while rolling down a hill unmanned and powered by gravity from its night stop location uphill from the town.<sup>7</sup> The train reached a maximum downhill speed of nearly 62 mph before derailing at a curve at the bottom of the hill. The 79 train units derailed close to the tracks, piling up on the tracks in an accordion-like fashion. However, much

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<sup>6</sup> “Selby Rail Crash: Disaster Remembered 20 Years On,” *BBC News*, February 28, 2021, sec. York & North Yorkshire, <https://www.bbc.com/news/uk-england-york-north-yorkshire-56085631>.

<sup>7</sup> Mélissa Généreux et al., “The Public Health Response during and after the Lac-Mégantic Train Derailment Tragedy: A Case Study,” *Disaster Health* 2, no. 3–4 (November 11, 2015): 113–20, <https://doi.org/10.1080/21665044.2014.1103123>.

of the crude oil spilled and caught fire, causing destruction out to (conservatively) 850 feet from the track at the location of the disaster, and an additional toxic vapor cloud reaching 3,800 feet downwind from the site of the disaster. The hazard area analyzed in this report is represented by the 3,800-foot vapor cloud radius from this case study as the maximum-distance hazard zone for the train derailment scenario, with a higher-risk conflagration zone within the hazard zone defined by an 850-foot radius reflective of the maximum distance affected by the Lac-Mégantic train derailment fire. This fire, resulting from the derailment of 72 tank cars filled with crude oil, is expected to encompass the maximum possible distance covered by a potential fire resulting from any train derailment scenario in Elk Grove. Further, it is less likely that heavier freight train units carrying flammable materials would derail as far as the proposed 500-foot maximum derailment buffer, which was derived from the Selby case study involving a much lighter passenger train moving at a much faster speed than the Lac-Mégantic train derailment. Because freight vehicles are heavier and restricted to slower speeds than passenger trains, they are likely to derail closer to the track than 500 feet. For this reason, the proposed 800-foot conflagration radius was measured from the track centerline rather than the perimeter of the furthest possible derailment buffer (500 feet), so that the conflagration radius adds an additional 300-foot radius beyond the derailment zone perimeter, and the vapor cloud adds an additional 3,000-foot radius beyond the conflagration buffer, for a total of 3,800 feet of total risk area measured from the center line of the two-track rail segment between just north of Elk Grove Boulevard and the industrial area in southern Elk Grove. The track is linear at this location and throughout the City of Elk Grove, so there is no increased derailment risk associated with unsafe speeds around curves.

Geographic information system (GIS) data available publicly from Caltrans was evaluated to ‘ground truth’ the proposed parameters derived from these case studies. The condition of this length of track is FRA Track Class 4. Each class (from 1 to 6) represents track quality and minimum standards specified for each class per regulation. Speed restrictions are associated with each Track Class: A track class of 1 is associated with lowest quality and an associated speed of up to 10 mph. A track class of 6 represents the highest quality and associated speeds of up to 110 mph. Track Class 4 is associated with a speed restriction of 60 mph. This is the same speed at which the unmanned freight cars were traveling when they derailed in Lac-Mégantic, and slower than the speed at which both the freight and passenger trains was moving during the Selby crash.

**Figure 2-2** shows the 500-foot derailment buffer, additional 300 feet of conflagration area, and total 3,800-foot toxic gas cloud buffer, all measured from the track center line.



TRAIN DERAILMENT AND POTENTIAL TOXIC SPILL

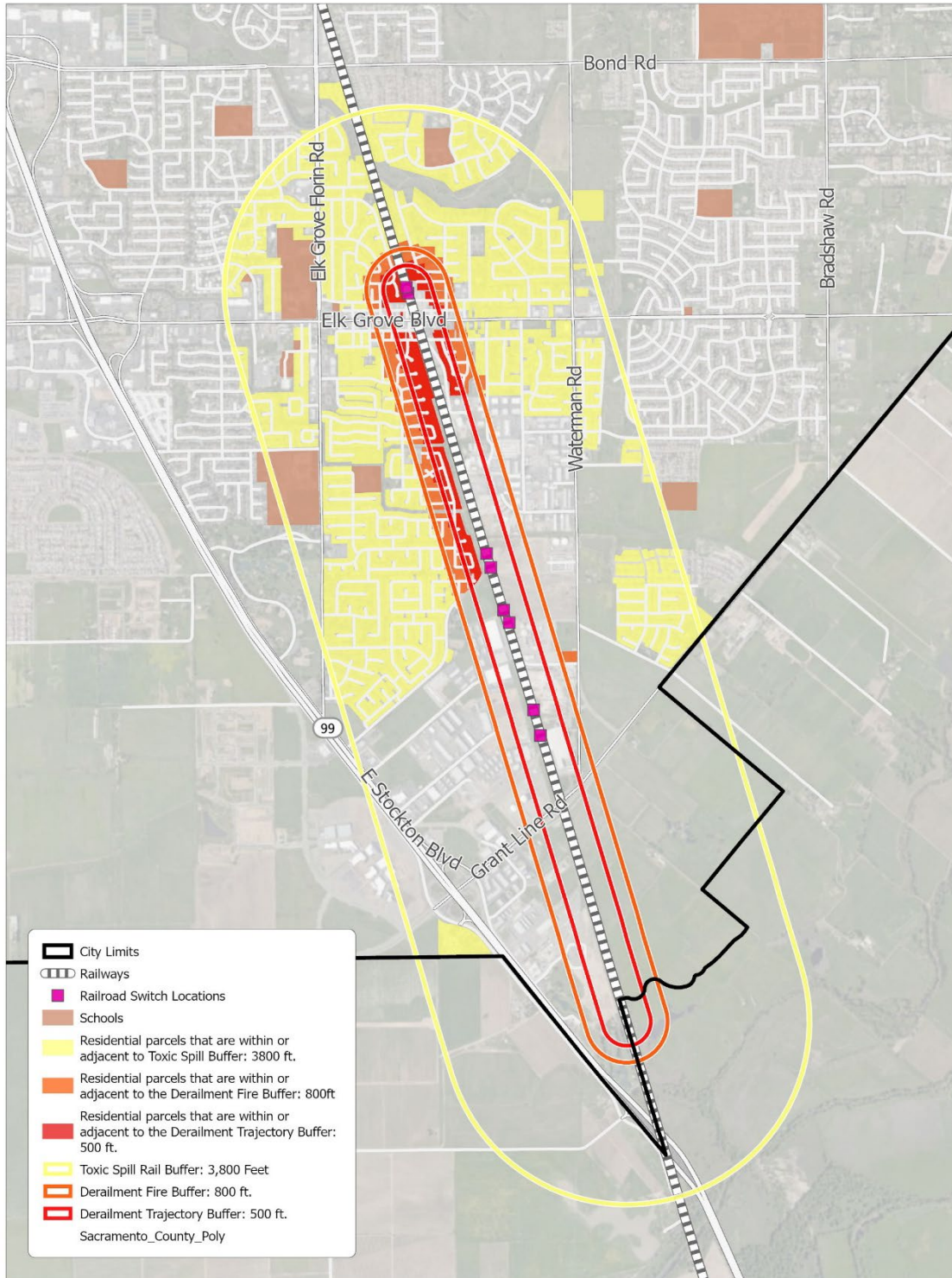


Figure 2-2  
Train Derailment Hazard Zones

Elk Grove Boulevard, the northernmost street intersecting the hazard area, is a major commercial corridor within the City. Elk Grove Boulevard has a high daily traffic volume, and commercial uses surround the intersection at this location. North of this intersection, the track is lined with residential uses on both sides (east and west). South of this intersection, residential uses continue to line the west side of the track, but the east side becomes industrial in character within several blocks south and remains industrial for the remaining southern portion of the track extending to the southern edge of Elk Grove city limits. The west side of the track transitions to industrial uses further south, with the southernmost residential use along the track on this side marked by Jennie McConnell Park in southern Elk Grove. Approximately 4,558 residential parcels and approximately 5,035 residential units fall within the 3,800-foot vapor cloud hazard area associated with a train derailment event resulting in a toxic spill. The following seven schools (including one planned) and one daycare are in the 3,800-foot toxic vapor cloud buffer around the track (but not within the two higher-risk inner buffers):

- » Joseph Kerr Middle School
- » Melrose Christian Preschool
- » Elk Grove High School
- » Florence Markofer Elementary School
- » Elk Grove Elementary School
- » Jessie Baker Elementary School
- » Radcliffe Daycare and Preschool
- » One planned school (not yet developed) on Wyland Drive

Joseph Kerr Middle School and Elk Grove High School are both designated safety shelters but are not recommended for use as safety shelters in the event of a train derailment event given their proximity to the Union Pacific railway. The closest safety shelters outside of the hazard zone are Cosumnes Oaks High School on the west side of the railroad track, and Katherine Albiani Middle School/Pleasant Grove High School on the east side.

## VULNERABLE POPULATIONS WITHIN HAZARD ZONES

Figures 2-3 through 2-7 show demographic vulnerability characteristics mapped by census tract for residential areas intersecting the train derailment and toxic spill hazard zone.



ELK GROVE DISASTER ANALYSIS  
CITY OF ELK GROVE

TRAIN DERAILMENT AND POTENTIAL TOXIC SPILL

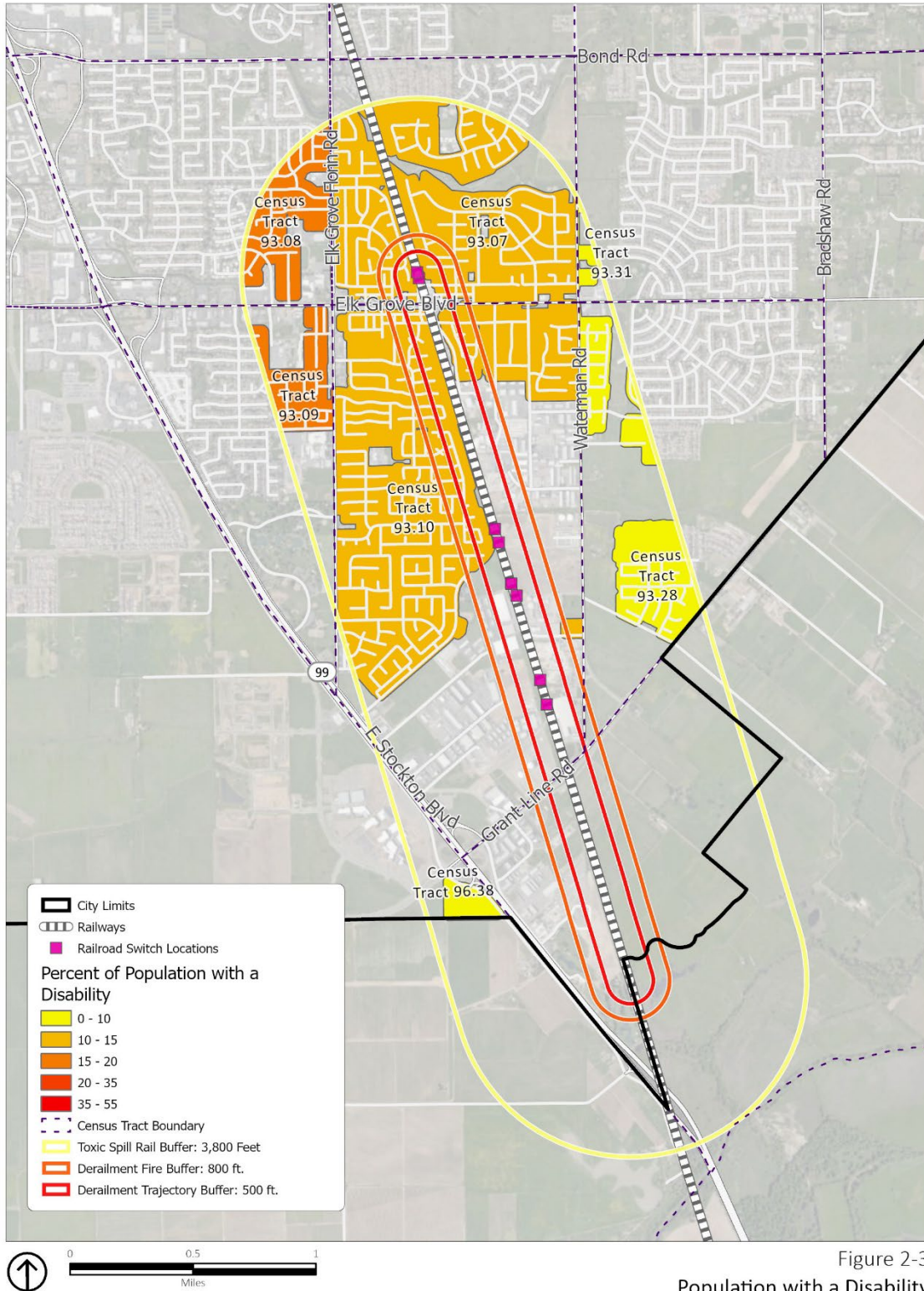


Figure 2-3  
Population with a Disability



TRAIN DERAILMENT AND POTENTIAL TOXIC SPILL

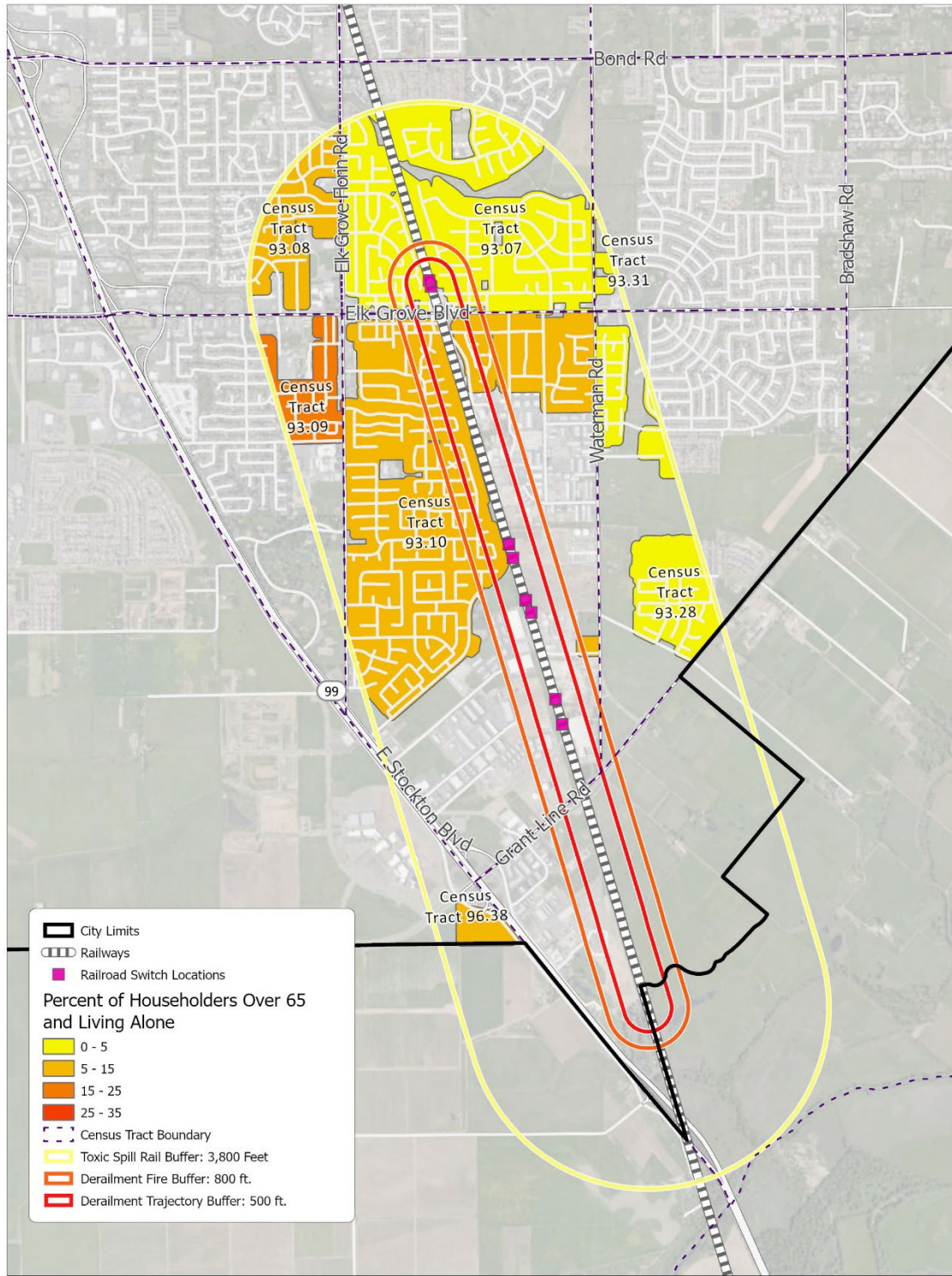


Figure 2-4  
Householders Over 65 Living Alone

TRAIN DERAILMENT AND POTENTIAL TOXIC SPILL

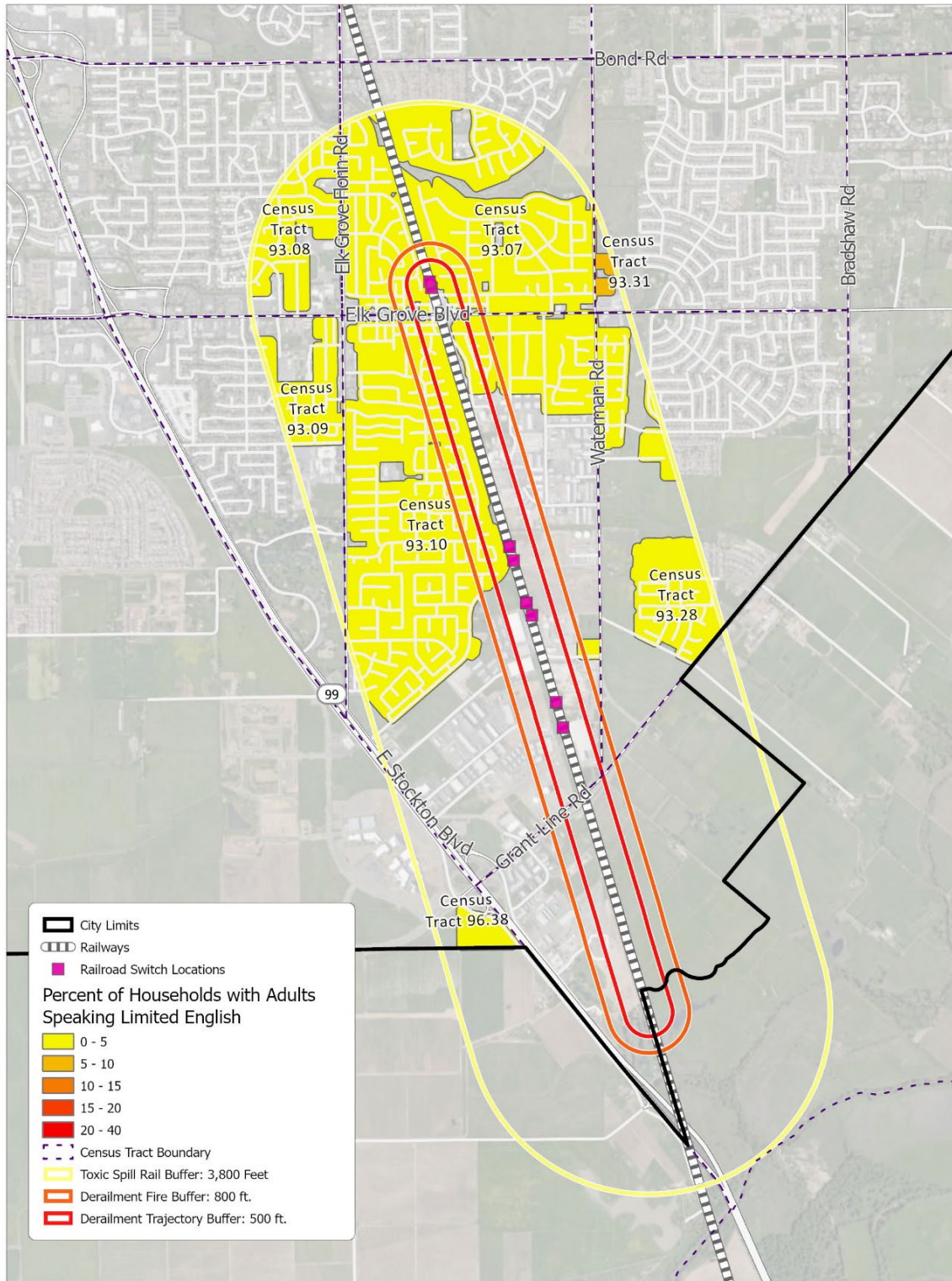


Figure 2-5

Households with Adults Speaking Limited English



TRAIN DERAILMENT AND POTENTIAL TOXIC SPILL

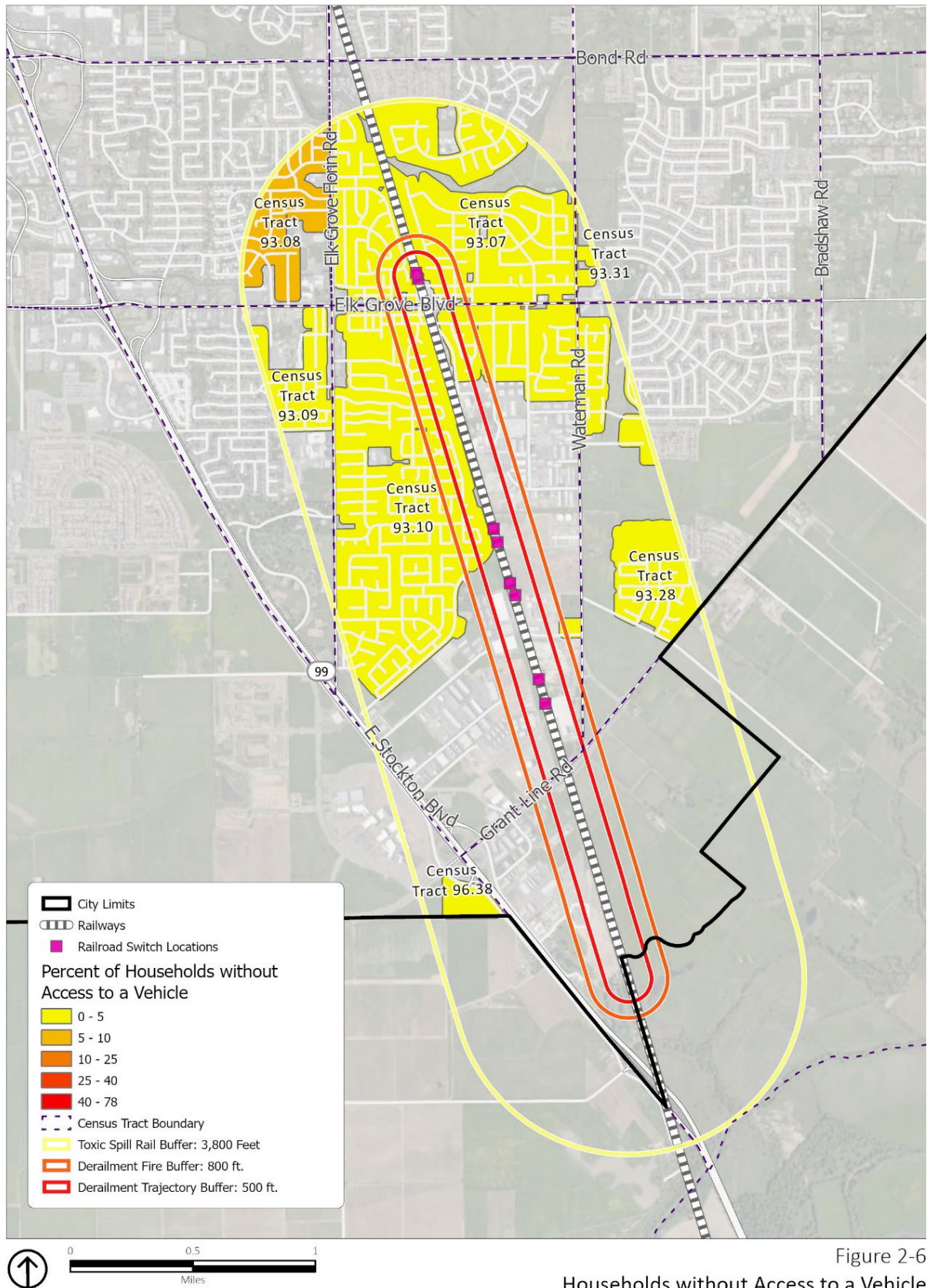


Figure 2-6  
Households without Access to a Vehicle



TRAIN DERAILMENT AND POTENTIAL TOXIC SPILL

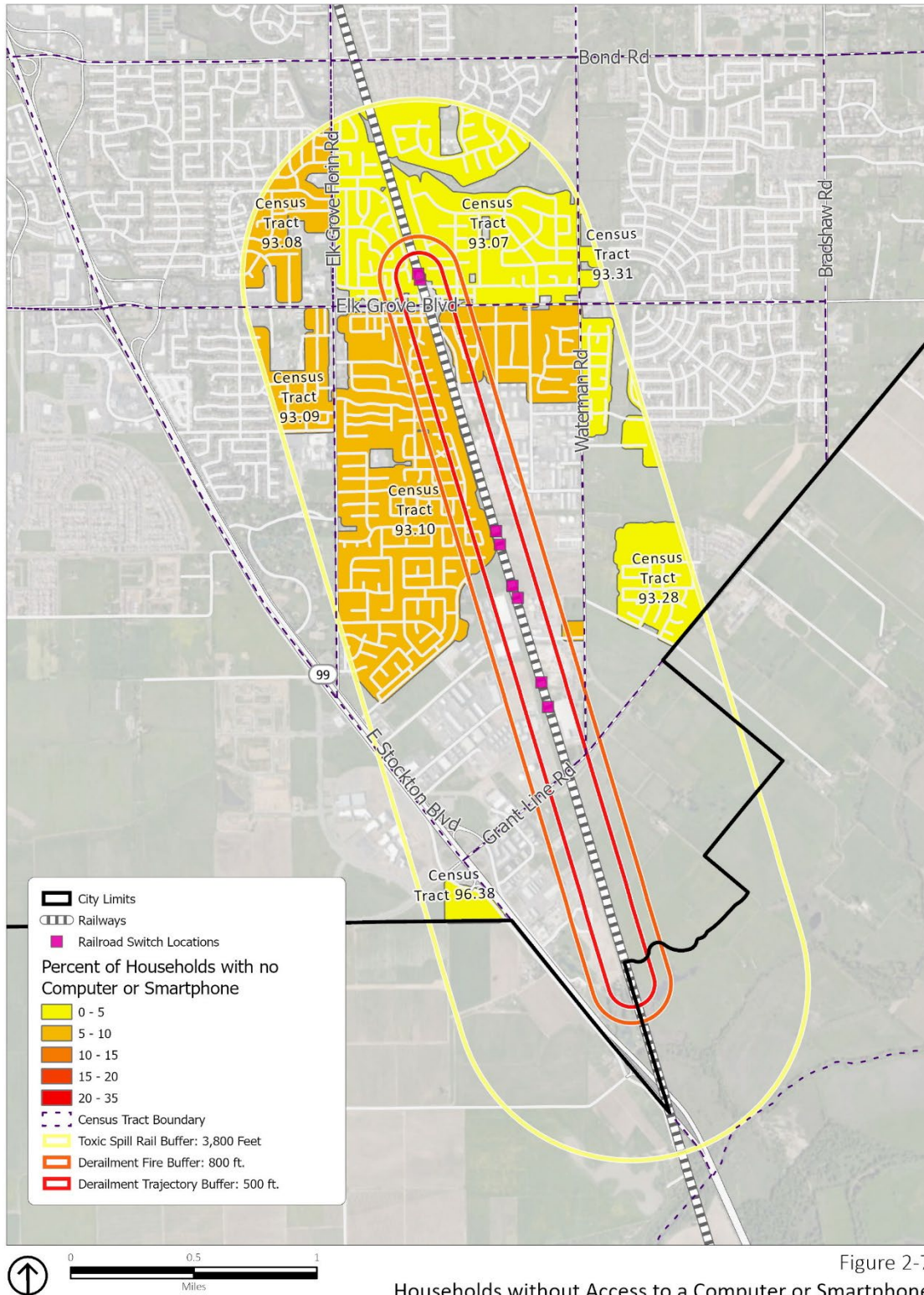


Figure 2-7

Households without Access to a Computer or Smartphone

The hazard area surrounding this linear stretch of track intersects eight different census tracts. Census tract 93.08 has the highest proportion of residents with a disability (18.5%), second-highest proportion of householders over 65 living alone (10.3%), second-highest proportion of households with no computer or smartphone (8.6%), or no internet (10.7%), and the second-highest proportion of households without any vehicle (6%) compared to other census tracts in Elk Grove. Approximately 322 households within this tract lie within the vapor cloud hazard zone (out of 2,210 total households in the tract), including six residential care facilities and two low-income housing locations (out of 35 and 8 within the tract respectively). All parcels within this tract lie outside the derailment and fire hazard zones.

A northeastern portion of census tract 93.09 (also discussed in the propane terminal scenario) intersects with the larger toxic vapor cloud hazard zone associated with a train derailment event but remains outside the derailment trajectory and fire hazard zones. This tract has the highest proportion of residents over 65 living alone (23%) and residents with a disability (17.2%) compared to other census tracts in Elk Grove. Approximately 167 residential parcels within this tract, including three assisted care facilities, also lie within the vapor cloud hazard zone. In addition to these residential parcels, tract 93.09 also includes Elk Grove Park, Elk Grove High School, and approximately 18 parcels with retail or office uses that all lie within the vapor cloud hazard zone.

### **RECOMMENDATIONS FOR EVACUATING VULNERABLE POPULATIONS**

The two tracts identified as having significant proportions of vulnerable residents lie on the west side of the rail track. In this portion of the hazard area, the nearest evacuation routes are Elk Grove Boulevard westbound, Elk Grove-Florin Road northbound (north of the intersection with Elk Grove Boulevard), and Valley Oak Lane westbound towards SR 99. Results of the vulnerability analysis indicate that residents in these areas are more likely to be over 65 and living alone, more likely to have a disability, more likely not to have access to a vehicle, and for tract 93.09, more likely not to have access to a computer or smartphone compared to all census tracts in Elk Grove. There are few enough residences within these two tracts that intersect the hazard area (under 500), that the City could employ staff and/or volunteers to make targeted phone calls or house visits asking residents what specific assistance they would need to evacuate (e.g., phone call alerts during an evacuation event, paratransit or non-paratransit evacuation shuttles, information about nearby safety shelters in a specific language). The concluding sections of this report discuss additional recommendations for using active alert systems which can be tailored to each evacuation scenario, as well as recommendations for creating public awareness using targeted mailers and the online Story Map developed jointly with this report.

## **TRAFFIC SCENARIOS AND IDENTIFICATION OF PINCH-POINTS**

### **IDENTIFIED EVACUATION ROUTES**

**Figure 2-8** shows the identified evacuation routes by roadway class.



TRAIN DERAILMENT AND POTENTIAL TOXIC SPILL

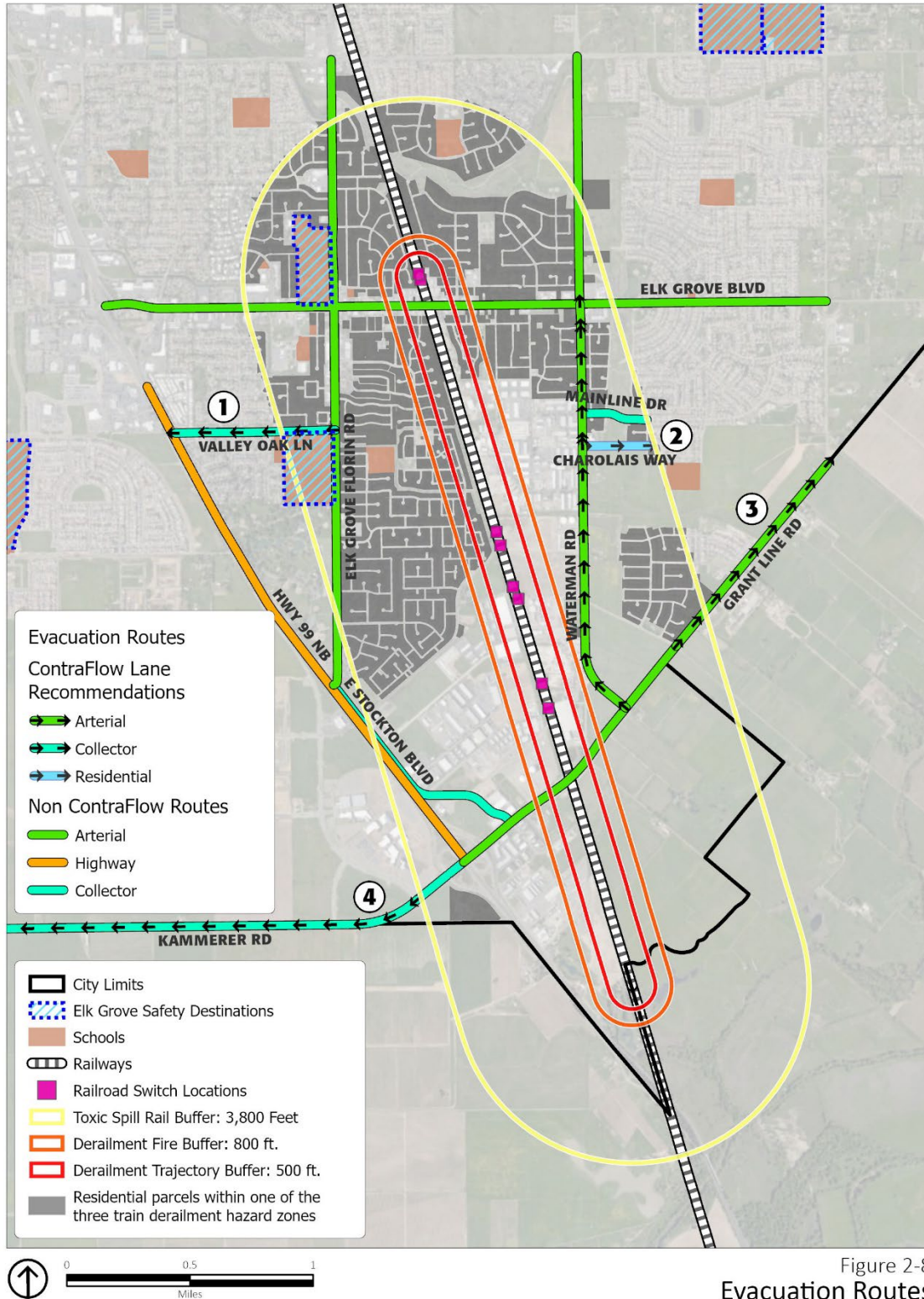


Figure 2-8  
Evacuation Routes



The segment of track defining the train derailment hazard zone runs north to south for approximately three miles between the switch location just north of Elk Grove Boulevard to the Emerald Lakes Golf Course at the southern end of Elk Grove. Rather than being centered around a geographic point like the propane evacuation scenario, the hazard zone in the train derailment scenario is defined by a circular buffer around the three-mile linear stretch of rail track. Evacuation routes radiate eastward on the east side of the track, and westward on the westward side of the track away from the hazard area.

The following evacuation routes (numbered corresponding to **Figure 2-8**) are recommended for contra-flow lanes based on traffic analysis summarized in **Tables 2-1** and **2-2**:

1. Valley Oak Lane westbound between Elk Grove Florin Road and East Stockton Boulevard.
2. Charolais Way eastbound between Waterman Road and Black Swan Drive.
3. Grant Line Road north/eastbound between Waterman Road and Bradshaw Road.
4. Kammerer Road westbound between SR 99 and McMillan Road/Big Horn Boulevard.

**Tables 2-1** and **2-2** describe traffic conditions on major evacuation routes leading away from the train derailment hazard zone depicted in **Figure 2-8**. For this scenario, major evacuation routes were identified as having a clear direction of travel leading away from the hazard zone (westward on the west side of the tracks and eastward on the east side of the tracks), as well as major north-south routes that connect residential streets to the major east-west evacuation routes. Unlike the east-west routes running perpendicular to the rail track, the parallel north-south routes evaluated in this analysis do not have a specific direction of travel away from the hazard area because the direction of travel on these routes depends on the nearest east-west route for those evacuating, and on the exact location along the track where the derailment occurs. Although these routes do not have a clear direction of travel away from the derailment hazard area, they are included in the traffic pinch-point analysis because they connect residential neighborhoods in the hazard area to evacuation routes, and an assessment of overall traffic conditions is still relevant for disaster preparedness purposes. However, recommendations cannot be made for potential contra-flow lanes on these routes because the direction of travel away from the evacuation varies.

**Table 2-1** describes current traffic conditions by peak period, and **Table 2-2** describes expected buildout traffic conditions by peak period. General Plan traffic model results are available for weekday and evening peak periods but not for weekends, and not all evacuation segments were evaluated in the General Plan. Google's average traffic snapshots were analyzed to estimate weekend traffic conditions, to fill in data gaps not included in the General Plan traffic model and compare traffic model results for segments that are evaluated in the General Plan. Cells showing traffic conditions in each table are color coded to roughly correspond with the color scale used in Google average traffic snapshots: cells showing the segment as uncongested are displayed in green, cells showing the segment as moderately congested are shown in orange, and cells showing the segment as severely congested are shown in pink.

**Table 2-1: Derailment Hazard Zone Evacuation Routes Current Average Daily Traffic by Peak Period**

Route Name	Primary Evacuation Route Segment	Traffic Lanes in Evacuation Direction	Weekday AM Peak	Weekday PM Peak	Weekend AM Peak	Weekend PM Peak
California State Route 99	Northbound between Grant Line Rd and East Stockton Blvd (Elk Grove Blvd Exit)	3 lanes	Congested on northbound on-ramp from Grant Line Rd	Not congested	Not congested (congested southbound)	Not congested (congested southbound)
Elk Grove Boulevard	Westbound between 1 <sup>st</sup> Ave/ Walnut St Railroad St Alley and East Stockton Blvd	1 lane splits to 2 lanes west of Elk Grove Florin Rd	Not congested (LOS D at Elk Grove Florin Rd)	Congested in both directions (LOS C)	Not congested	Not congested
Elk Grove Boulevard	Eastbound between Railroad St and Bradshaw Blvd	1 lane	Not congested (LOS B - C)	Congested in both directions (LOS B - C)	Not congested	Not congested
Elk Grove Florin Road	Both directions between East Stockton Blvd and Elk Grove Blvd	1 lane	Not congested	Not congested (congested southbound)	Not congested	Congested (both directions)
Grant Line Road	Eastbound between Waterman Rd to Bradshaw Rd	1 lane	Not congested (LOS B - A)	Not congested (LOS C - A)	Not congested	Not congested
Grant Line Road	Westbound between East Stockton Blvd and SR 99 / Kammerer Rd	3 lanes	Congested (LOS F)	Not congested	Congested	Not congested
Waterman Rd	Northbound from Grant Line Blvd to Bond Rd	1 lane splits into 2 lanes north of Charolais Way	Not congested (LOS B-C)	Not congested (LOS B-C)	Congested	Not congested
Charolais Way	Eastbound between Waterman Rd and Black Swan Dr	1 lane	Not congested	Not congested	Not congested	Not congested
Kammerer Road	Westbound between Hwy 99 and Promenade Pkwy	3 lanes merge into 1 lane at Lent Ranch Pkwy	Not congested	Not congested	Not congested	Not congested
Mainline Drive	Eastbound between Waterman Rd and Black Swan Dr	1 lane	Not congested (congested westbound)	Not congested	Congested	Not congested (congested westbound)
Mosher Road	Eastbound between Waterman Rd and Grant Line Rd	1 lane	Not congested (LOS D onto Grant Line Rd)	Not congested	Not congested	Not congested
E Stockton Boulevard	Northbound between Grant Line Rd and Elk Grove Florin Rd	1 lane	Congested northbound at Grant Line Rd	Congested northbound at Grant Line Rd	Minor congestion where northbound lanes merge	Minor congestion where northbound lanes merge
Valley Oak Lane	Westbound from Elk Grove Florin Rd and E Stockton Blvd	1 lane	Not congested	Not congested	Congested	Not congested

For evacuation segments that are evaluated for existing conditions in the General Plan, Google traffic results are displayed in each table with corresponding LOS estimates from the General Plan traffic model in parenthesis underneath. 'Not congested' refers to the 'green' category used in Google Traffic snapshots (roughly corresponding to LOS A-B). 'Congested' refers to the orange color (roughly corresponding to LOS C-D), and 'Severely congested' refers to the red color (roughly corresponding to LOS E-F). LOS and V/C estimates are shown as a range in cases where evacuation routes are made up of multiple segments evaluated and where the LOS varies by segment. For some evacuation route segments that were evaluated for current existing conditions in the General Plan, Google ADT snapshots are not exactly consistent with General Plan LOS estimates for the same peak period. These discrepancies are minor in all instances. For example, where the General Plan might show a segment as having an LOS A during a period, Google ADT snapshots may show that the same segment has minor congestion (orange, or roughly equivalent to LOS C-D). LOS C is typically considered the cutoff, where anything between LOS D through F is considered 'congested'.

**Table 2-2: Derailment Hazard Zone Evacuation Routes Buildout Traffic by Peak Period**

Route Name	Primary Evacuation Route Segment	Weekday AM Peak	Weekday PM Peak	2040 GP Volume to Capacity (V/C) Ratio
California State Route 99	Northbound between Grant Line Rd and East Stockton Blvd (Elk Grove Blvd Exit)	LOS A on northbound ramps from Grant Line Rd	LOS A on northbound ramps from Grant Line Rd	Not evaluated
Elk Grove Boulevard	Westbound between 1 <sup>st</sup> Ave/ Walnut St Railroad St Alley and East Stockton Blvd	LOS F	LOS D - F	1.19 - 1.28 (2 segments)
Elk Grove Boulevard	Eastbound between Railroad St and Bradshaw Blvd	LOS D	LOSE	0.84 – 0.99 (2 segments)
Elk Grove Florin Rd	Both directions between East Stockton Blvd and Bond Rd	LOS F approaching Bond Road northbound	LOS E approaching Bond Road northbound	0.94 – 1.02 (2 segments)
Grant Line Road	Eastbound between Waterman Rd to Bradshaw Rd	LOS A - D	LOS A - D	0.79 - 0.84 (2 segments)
Grant Line Road	Westbound between East Stockton Blvd and SR 99 / Kammerer Rd	LOS F - B	LOS F - B	1.25 - 1.28 (2 segments)
Waterman Rd	Northbound from Grant Line Blvd to Bond Rd	LOS D	LOSE	0.68 - 1.23 (2 segments)
Charolais Way	Eastbound between Waterman Rd and Black Swan Dr	Not Evaluated	Not Evaluated	Not evaluated
Kammerer Road	Westbound between Hwy 99 and Promenade Pkwy	LOS D - F	LOS D - C	0.61 – 1.15 (2 segments)
Mainline Drive	Eastbound between Waterman Rd and Black Swan Dr	Not evaluated	Not evaluated	Not evaluated
Mosher Road	Eastbound between Waterman Rd and Grant Line Rd	LOS D	LOS D	0.38
E Stockton Boulevard	Northbound between Grant Line Rd and Elk Grove Florin Rd	LOS F	LOS F	1.48
Valley Oak Lane	Westbound from Elk Grove Florin Rd and E Stockton Blvd	Not evaluated	Not evaluated	Not evaluated

For evacuation segments that are evaluated for existing conditions in the General Plan, Google traffic results are displayed in each table with corresponding LOS estimates from the General Plan traffic model in parenthesis underneath. 'Not congested' refers to the 'green' category used in Google Traffic snapshots (roughly corresponding to LOS A-B). 'Congested' refers to the orange color (roughly corresponding to LOS C-D), and 'Severely congested' refers to the red color (roughly corresponding to LOS E-F). LOS and V/C estimates are shown as a range in cases where evacuation routes are made up of multiple segments evaluated and where the LOS varies by segment. For some evacuation route segments that were evaluated for current existing conditions in the General Plan, Google ADT snapshots are not exactly consistent with General Plan LOS estimates for the same peak period. These discrepancies are minor in all instances. For example, where the General Plan might show a segment as having an LOS A during a period, Google ADT snapshots may show that the same segment has minor congestion (orange, or roughly equivalent to LOS C-D). LOS C is typically considered the cutoff, where anything between LOS D through F is considered 'congested.'

## DISCUSSION AND EVACUATION PROCEDURE RECOMMENDATIONS

Because the train derailment hazard area overlaps significantly with the propane hazard area in the southern part of Elk Grove, the two scenarios share several of the same evacuation routes, including: SR 99 northbound, Elk Grove Florin Road northbound, Grant Line Road in both directions, Waterman Road northbound, Kammerer Road westbound, and East Stockton Boulevard northbound. The same pattern discussed in the propane evacuation scenario is also evident here: Arterials serving the large, undeveloped area in southern Elk Grove, where most of the City's approved future development is located, show a significant increase in expected congestion in the General Plan full build-out scenario compared to their current levels. Seven of the thirteen recommended major evacuation routes for the train derailment scenario are expected to be critically congested with LOS levels of E or F during at least one major peak period under the build-out scenario, whereas currently only two segments appear significantly congested during any period (Grant Line Road westbound and East Stockton Boulevard northbound).

Three smaller residential collector roads are recommended as evacuation routes leading out of the hazard zone: Charolais Way eastbound, Mainline Drive eastbound, and Valley Oak Lane westbound. These residential collector roads connect larger arterials and have residential streets feeding into them. Neighborhood streets that feed into them are already built-out and are less likely to have significantly higher levels of traffic associated with future development. These three routes are recommended as priorities for establishing contra-flow lanes during an emergency because they are not congested in either direction according to current traffic estimates, and they are not expected to be congested in either direction according to build-out estimates. Establishing contra-flow lanes on these routes is likely to require less time to divert existing traffic in the contra-flow direction compared to other evacuation routes.

These and other recommendations for establishing contra-flow lanes on evacuation route segments are summarized herein in order of time priority during an emergency evacuation event.

### DERAILMENT EVACUATION SCENARIO CONTRA-FLOW ROUTE SEGMENTS BY TIME PRIORITY

**Highest Time Priority:** Little or no congestion in both directions on these routes. Recommend establishing contra-flow lanes in all opposing lanes and directing evacuees to this route.

- » Convert Valley Oak Lane eastbound lanes to westbound lanes between Elk Grove Florin Road and East Stockton Boulevard.
- » Convert Charolais Way westbound lanes between Waterman Road and Black Swan Drive to eastbound lanes.

**Second-Highest Time Priority:** Little or no traffic in the opposing direction. Recommend establishing contra-flow lanes on these routes to accommodate traffic in the direction of evacuation.

- » Convert Grant Line Road westbound lanes between Waterman Road and Bradshaw Road to eastbound lanes but re-evaluate pending new developments occurring over General Plan 2040 Cycle.
- » Convert Kammerer Road eastbound lanes between SR 99 and McMillan Road to westbound lanes but re-evaluate pending new development occurring over the General Plan 2040 Cycle.

**Evacuation Routes Not Recommended for Contra-Flow Lanes:** Congestion occurs in both directions, unclear direction of travel, and/or routes are divided highways.

- » SR 99
- » Elk Grove Boulevard
- » Elk Grove Florin Road
- » East Stockton Boulevard
- » Mainline Drive
- » Mosher Road
- » Waterman Road

## **SAFETY SHELTERS**

In addition to recommended evacuation routes, Figure 2-8 illustrates safety shelters that are proximate to or within the train derailment hazard zone. These safety shelters may be used as an evacuation location for residents to assemble during the incident and seek shelter. However, incidents are often dynamic and there could be conditions that warrant alternative arrangements. The City's Emergency Operations Center/RTIC Manager shall assign safety shelters as evacuation locations based upon the nature of the incident, availability of the shelter, and population need. The full list of shelters recommended for each scenario is provided in Appendix B.



## Scenario 3: Flooding Evacuation Scenario

### HAZARD ZONE AND RISK PARAMETERS

The hazard zone in this scenario is defined by the plan area covered by the Central Valley Flood Protection Plan (CVFPP), passed in 2021 by the California Department of Water Resources (DWR) and the Central Valley Flood Protection Board.<sup>8</sup> The CVFPP establishes flood protection requirements as part of local land-use decision-making processes (e.g., General Plans) for jurisdictions within the CVFPP area. The CVFPP area covers the entire Sacramento-San Joaquin River and Delta system and encompasses the Elk Grove Planning Area.

The CVFPP study area includes lands subject to flooding given the current condition of the Sacramento-San Joaquin River Flood Management System under 200-year flood conditions, 500-year flood conditions, and a levee break scenario. In other words, the plan area covers the largest potential area of risk under a comprehensive range of flooding events for the Sacramento-San Joaquin River valley.

The 200-year floodplain represents areas with a 0.5% chance of flooding in any given year (and thus with a 100% chance of flooding over a 200-year period). The CVFPP requires that jurisdictions attain a level of flood protection necessary to withstand 200-year floods for all development within the 200-year floodplain estimated to have a population over 10,000.<sup>9</sup> Similar to the Suburban Propane evacuation scenario, the area within the larger and more conservative CVFPP hazard zone outside of the 200-year flood zone is associated with minimal risk compared to the area within the 200-year flood zone, and constitutes a highly conservative study boundary in which to analyze demographics and transportation conditions relevant to evacuation. The total flood risk zone (encompassing a 500-year floodplain) and the higher-risk 200-year flood risk zone are both shown in **Figure 3-1**.

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<sup>8</sup> [https://gis.water.ca.gov/arcgis/rest/services/Boundaries/i03\\_SystemwidePA\\_20101007/MapServer](https://gis.water.ca.gov/arcgis/rest/services/Boundaries/i03_SystemwidePA_20101007/MapServer)

<sup>9</sup> [Elk Grove General Plan 2040 Services, Health and Safety Element, 8-14 – 8-17. Adopted February 27, 2019.](#)

FLOODING EVACUATION SCENARIO

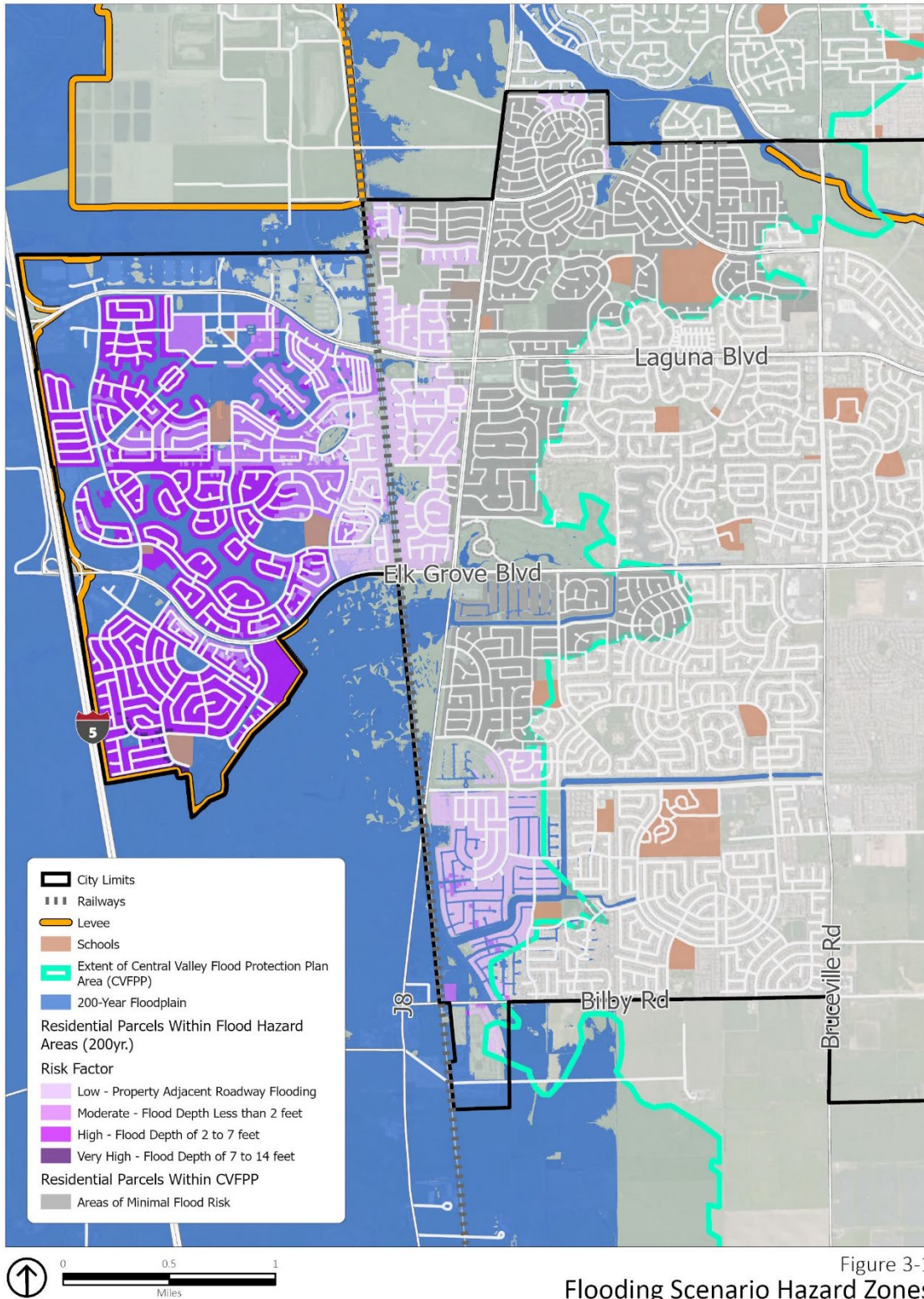


Figure 3-1  
Flooding Scenario Hazard Zones

As **Figure 3-1** indicates, the larger CVFPP area covers a large and primarily residential western portion of Elk Grove adjacent to the Sacramento River and levee system. The CVFPP area also covers smaller rural-residential areas of eastern Elk Grove adjacent to Deer Creek and Cosumnes River in the East, South, and West Study Areas, as well as some areas in northeastern Elk Grove surrounding Camden Lake/Camden Park and Laguna Creek. This report defines the hazard zone as the western portion of Elk Grove covered by the CVFPP area, because it is a much larger area covering multiple residential neighborhoods in their entirety, including those served by a single residential collector road, and, overall, having limited access from only two arterials (Elk Grove Boulevard and Laguna Boulevard). These areas are much more likely to be congested during an evacuation event related to flooding, whereas the eastern parts of Elk Grove covered by the CVFPP area include areas primarily along creeks, with ample evacuation routes for all affected properties in these locations. There are 16,959 total households in the flood hazard area, representing approximately one-third of existing Elk Grove households. The following five schools and five daycares are located in the 200-Year flood zone:

- » Kinder Care Learning Center Preschool and Kindergarten
- » Joseph Sims Elementary
- » Merryhill Country
- » Stone Lake Elementary
- » Peekaboo Daycare
- » The Happy Bunch Wee Care
- » Laguna KinderCare
- » Suzanne's Daycare (nearby roads are partially flooded)
- » Buzy Bees Child Care (nearby roads are partially flooded).

Six additional schools and six additional daycares lie within the lower-risk CVFPP area:

- » Marion Mix Elementary
- » Peace Preschool
- » John Ehrhardt Elementary
- » Laguna Creek High
- » Helen Carr Castello Elementary
- » Franklin Elementary
- » Lisa's Family Daycare
- » Dalia's Daycare
- » Acres of Learning Childcare
- » Silver Springs WeeCare
- » Confidential Daycare Services
- » Wee Kids Child Care

Two Elk Grove safety shelters are located within the 200-year flood hazard zone and are therefore not recommended for use as safety shelters in the event of a flood. These are: Stone Lake Elementary School, and Joseph Sims Elementary School. Although Laguna Creek High school is within the larger CVFPP area, it is outside the 200-year FEMA flood zone and is in an area classified as having minimal risk within the CVFPP. For this reason, it is recommended that the City avoid using Laguna Creek High School as an evacuation shelter while an acute flood event is occurring, but re-evaluate once flood levels have stopped rising. Because it is proximal to the flood risk area but in an area of minimal risk, Laguna Creek High School may be an optimal location from

which to conduct search and rescue efforts in flooded areas. Other Elk Grove safety shelters that are proximal to but outside of the flood risk area include: Good Shepherd Catholic Church, Harriet Eddy Middle School, and Franklin High School.

## **VULNERABLE POPULATIONS WITHIN HAZARD ZONES**

**Figures 3-2 through 3-6** show demographic vulnerability characteristics mapped by census tract for residential areas intersecting the flood risk hazard zone.



ELK GROVE DISASTER ANALYSIS  
CITY OF ELK GROVE

FLOODING EVACUATION SCENARIO

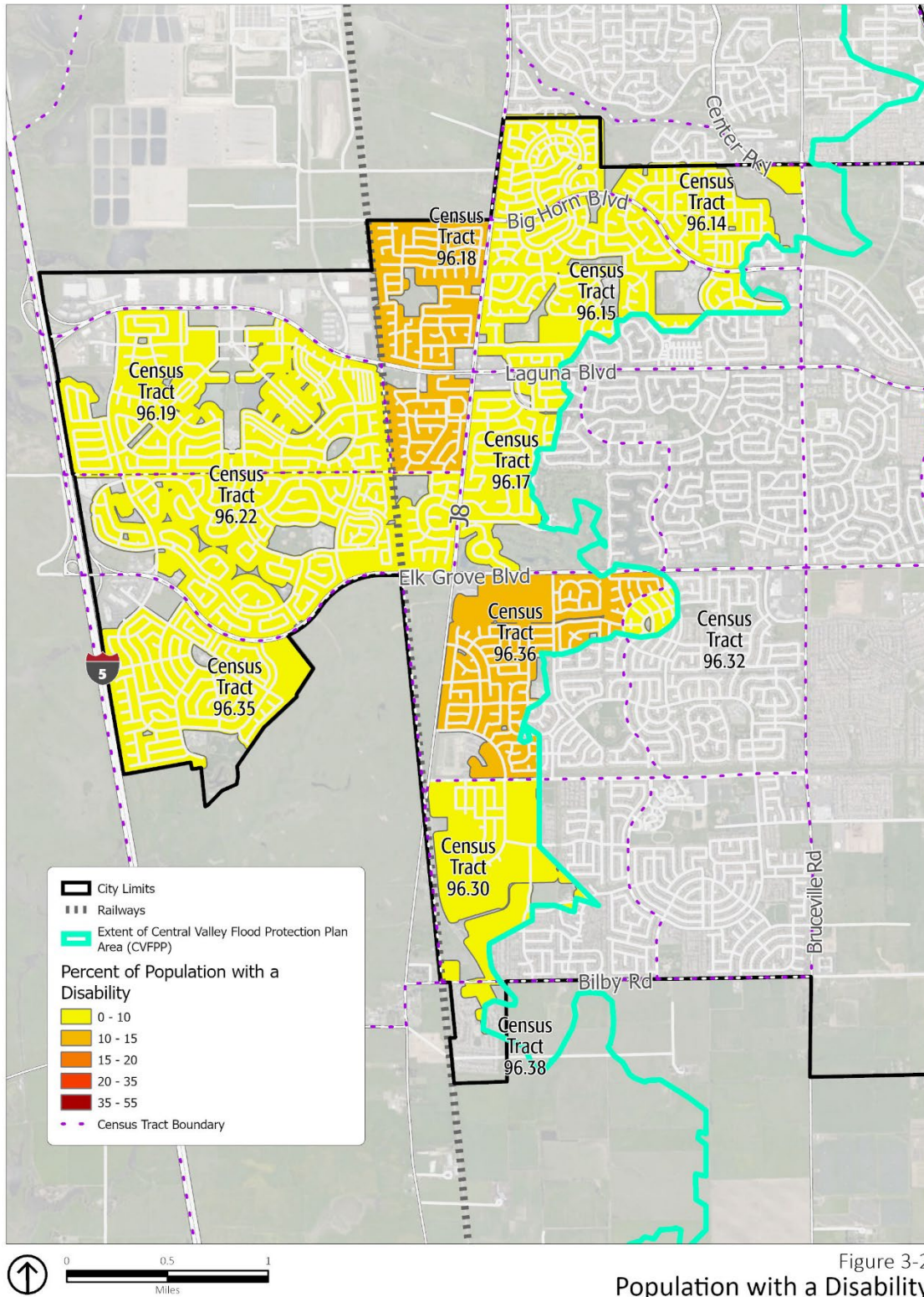


Figure 3-2  
Population with a Disability



FLOODING EVACUATION SCENARIO

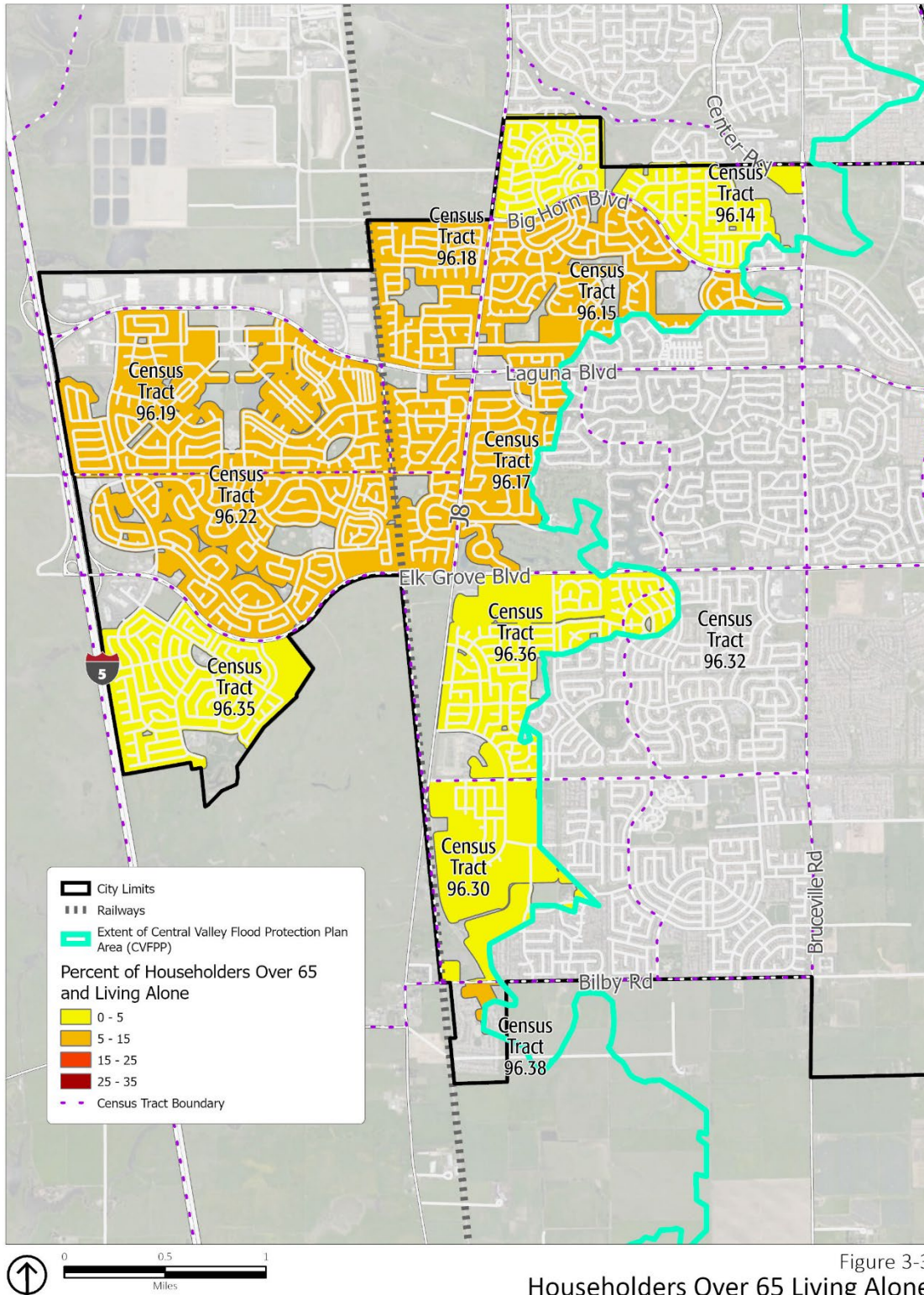


Figure 3-3  
Householders Over 65 Living Alone



FLOODING EVACUATION SCENARIO

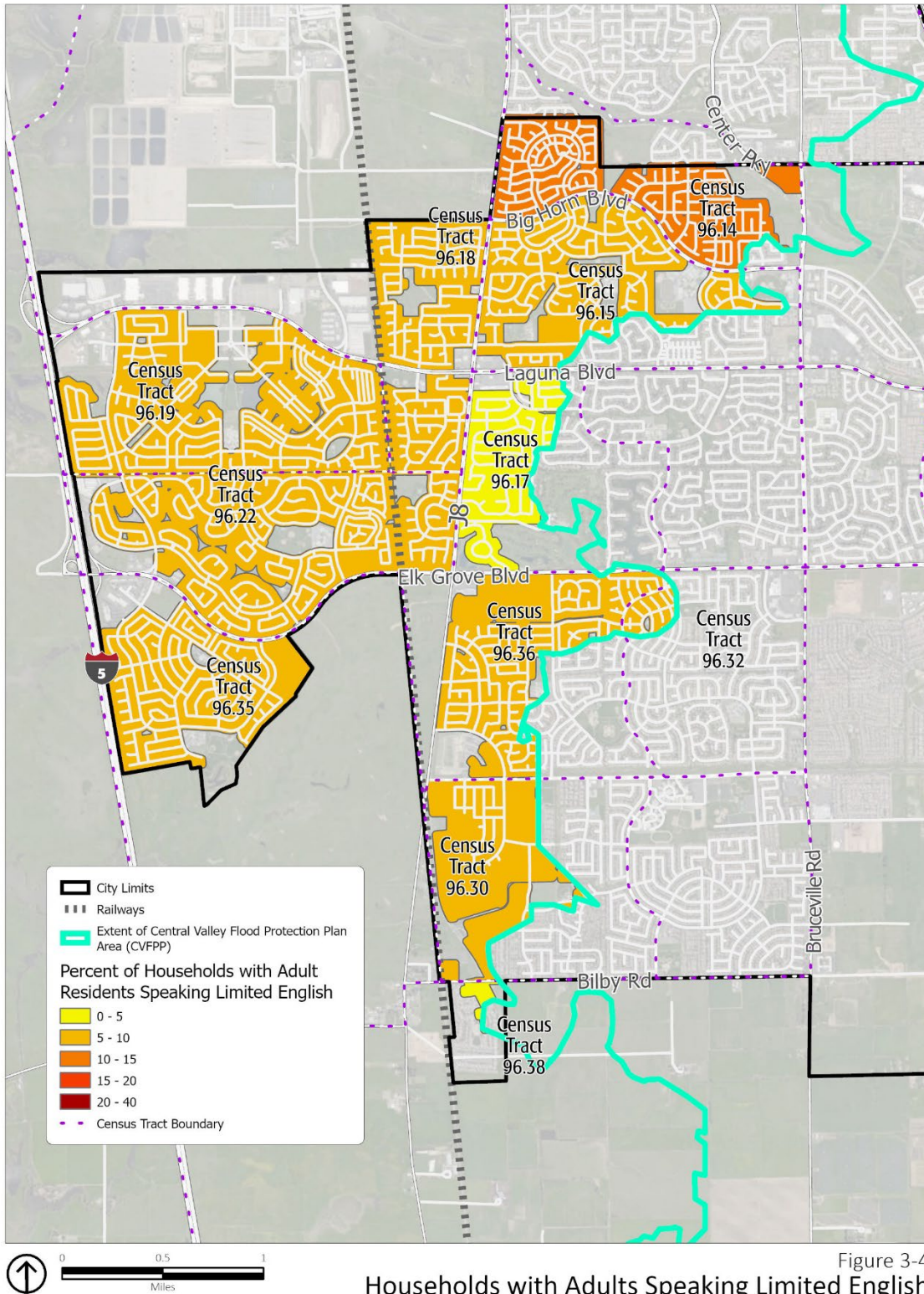


Figure 3-4  
Households with Adults Speaking Limited English

FLOODING EVACUATION SCENARIO

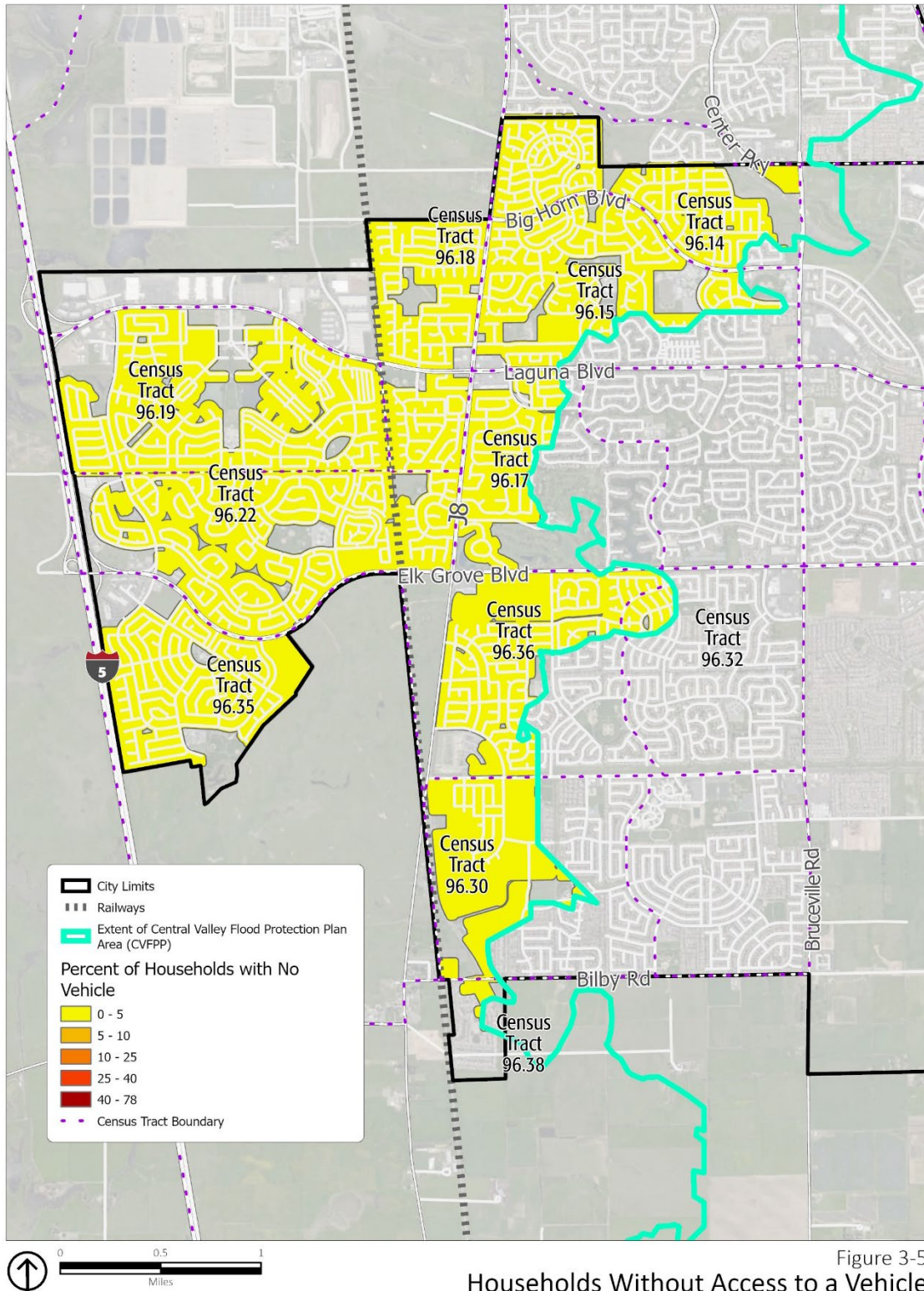


Figure 3-5  
Households Without Access to a Vehicle



FLOODING EVACUATION SCENARIO

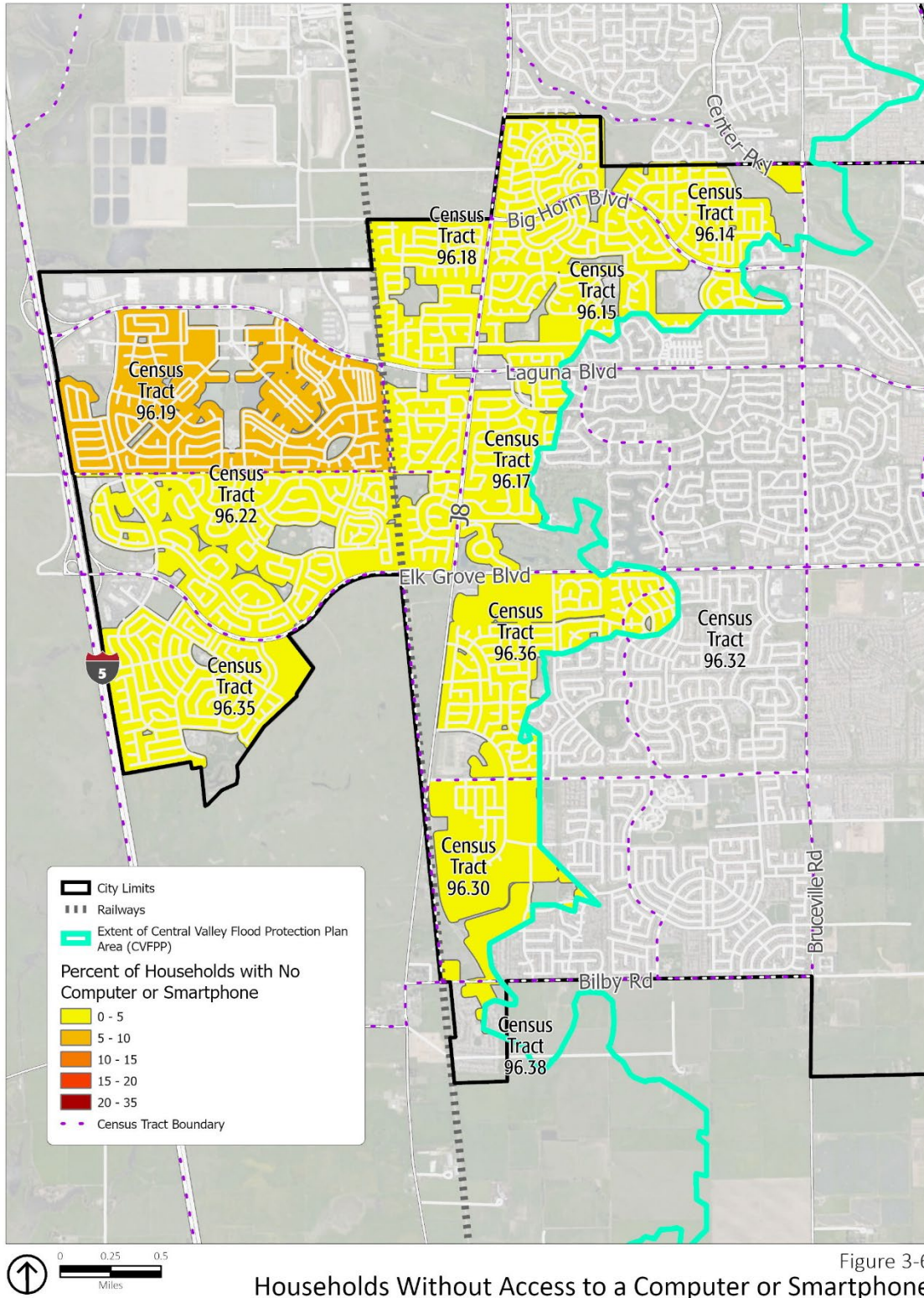


Figure 3-6  
Households Without Access to a Computer or Smartphone

Census tract 96.14, is entirely covered by the flood hazard area, and has the highest proportion of limited-English speaking households in Elk Grove at 12%. Other Elk Grove census tracts fall between 3% and 10% for the proportion of households speaking limited English. This tract also contains 36 low-income housing locations and 6 residential care facilities. Census tract 96.14 is the only tract with residential neighborhoods intersecting the flood hazard zone and with a significantly higher proportion of residents with any one of the five vulnerability characteristics evaluated.

### RECOMMENDATIONS FOR EVACUATING VULNERABLE POPULATIONS WITHIN HAZARD ZONES

The flooding scenario encompasses the largest hazard area with the highest number of residents compared to the other two evacuation scenarios evaluated in this report. It is also the most likely scenario, and likely contains a higher proportion of residents who may not be able to access emergency preparedness information provided in English compared to other Elk Grove census tracts. The concluding sections of this report discuss recommendations for creating public awareness around disaster preparedness (including recommendations for multi-lingual outreach), as well as recommendations for using active alert systems which can be tailored to each evacuation scenario. For active alerts related to flooding specifically, City staff can use the following resources to determine when to issue evacuation warnings prior to or in the early stages of a flooding event:

- » The Active Alert NOAA weather radio: <https://www.weather.gov/nwr/>, which broadcasts continuous weather information from the nearest National Weather Service office, based on physical location of the user or searched location,
- » And the NWS flood-specific landing page: <https://www.weather.gov/safety/flood>. This page provides a link to an interactive map where users can view real-time flooding conditions, as well as the location of water level gauges, including several along the Sacramento River and major tributaries near Elk Grove. Users can choose NWS offices providing live forecasts from the drop-down menu to the right of the map to see real-time flood information for that region, including one located in Sacramento County.

If flooding conditions are anticipated, City staff may wish to employ multi-lingual staff, volunteers, and/or hired interpreters to prioritize in-person door knocking in census tract 96.14. Door-knocking staff could notify residents of potential flooding conditions, refer residents to active alert NOAA weather radio for real-time weather updates, and provide recommendations for evacuation (e.g., what to include in a ‘go-bag’ and the location of safety shelters in Elk Grove). More recommendations for evacuation during a flooding event are provided in the following subsection discussing traffic conditions along identified evacuation routes.

## TRAFFIC SCENARIOS AND IDENTIFICATION OF PINCH-POINTS

### IDENTIFIED EVACUATION ROUTES

**Figure 3-7** shows the identified evacuation routes by roadway class.



FLOODING EVACUATION SCENARIO

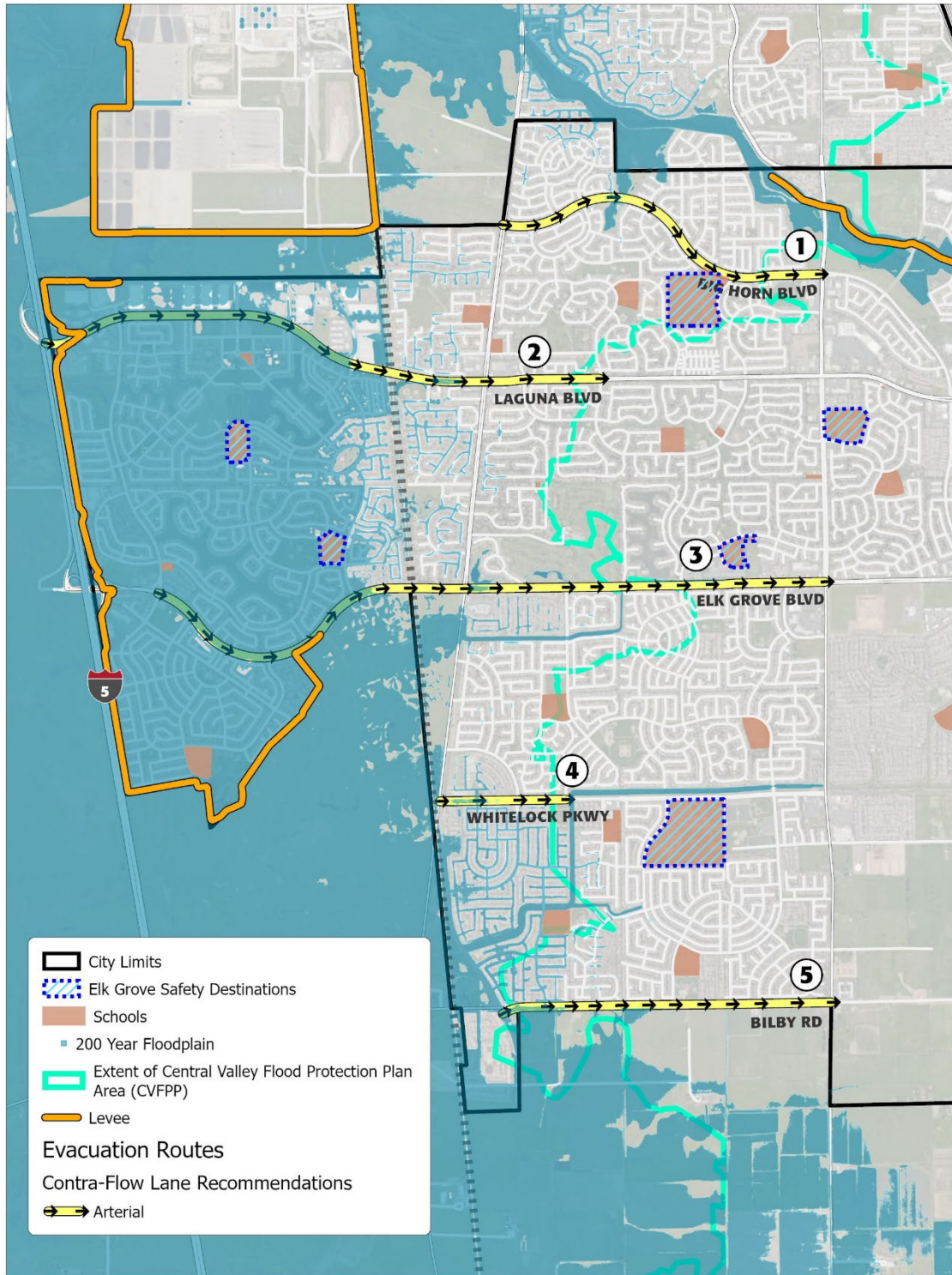


Figure 3-7

Recommended Evacuation Routes: Flooding Scenario

The Sacramento River is just west of the City of Elk Grove, so the hazard zone relating to a flooding scenario covers Elk Grove’s western neighborhoods, like Laguna West and Stonelake.

The following evacuation routes are recommended for contra-flow lanes based on traffic analysis summarized in **Tables 3-1** and **3-2**:

1. Big Horn Boulevard eastbound from Portofino Drive to Bruceville Road.
2. Laguna Boulevard eastbound from Willard Parkway to Bruceville Road.
3. Elk Grove Boulevard eastbound from I-5 Freeway exit to Bruceville Road.
4. Whitelock Parkway between eastbound from I-5 Freeway exit to Laguna Park Drive.
5. Bilby Road between SR 99 and McMillan Road eastbound from Franklin Boulevard/Willard Parkway to Bellaterra Drive.

**Tables 3-1** and **Table 3-2** describe the major evacuation routes leading out of the flood hazard zone depicted in **Figure 3-7**. These are road segments identified as having a clear direction of travel leading away from the hazard zone. **Table 3-1** describes current traffic conditions by peak period and **Table 3-2** describes expected buildout traffic conditions by peak period for each evacuation route. General Plan results (both existing and future) are available for weekday and evening peak periods but not for weekends, and not for all identified evacuation routes. Google’s average traffic snapshots are used to estimate weekend traffic conditions, to evaluate segments not included in the General Plan traffic model and compare traffic model results for segments that are evaluated in the General Plan. Cells showing traffic conditions in each table are color coded to roughly correspond with the color scale used in Google average traffic snapshots: cells showing the segment as uncongested are displayed in green, cells showing the segment as moderately congested are shown in orange, and cells showing the segment as severely congested are shown in pink.

**Table 3-1: Flood Hazard Zone Evacuation Routes Current Average Daily Traffic by Peak Period**

Route Name	Primary Evacuation Route Segment	Traffic Lanes in Evacuation Direction	Weekday AM Peak	Weekday PM Peak	Weekend AM Peak	Weekend PM Peak
Big Horn Boulevard (2 segments)	Eastbound from Portofino Dr to Bruceville Rd	1 lane splits into 2 at Franklin Blvd, and then into 3 lanes at Vicino Dr	Not congested (LOS C - D)	Congested in both directions east of Meadowspring Dr (LOS C - E)	Not congested	Mild congestion in both directions (small segments)
Bilby Road (3 segments)	Eastbound from Willard Pkwy to Bruceville Rd	1 lane	Not congested (LOS B - C)	Not congested (LOS B - C)	Not congested	Mild congestion at intersections
Elk Grove Boulevard (5 segments)	Eastbound from I-5 Freeway exit to Bruceville Rd	3 lanes	Not congested (LOS A - C)	Congested in both directions east of Foulks Ranch Dr (LOS A - D)	Congested in both directions east of Foulks Ranch Dr	Congested in both directions east of Foulks Ranch Dr
Laguna Boulevard (4 segments)	Eastbound from I-5 Freeway exit to Laguna Park Dr	3 lanes	Not congested (LOS B - D)	Congested in both directions (LOS C - F)	Mild congestion at intersections	Congested in both directions
Whitelock Parkway (2 segments)	Eastbound from Franklin Blvd/Willard Pkwy to Bellaterra Dr	2 lanes	Not congested (LOS B - C)	Congested (not congested westbound) (LOS A - C)	Congested east of Foulks Ranch Dr	Congested (not congested westbound)

For evacuation segments that are evaluated for existing conditions in the General Plan, Google traffic results are displayed in each table with corresponding LOS estimates from the General Plan traffic model in parenthesis underneath. 'Not congested' refers to the 'green' category used in Google Traffic snapshots (roughly corresponding to LOS A-B). 'Congested' refers to the orange color (roughly corresponding to LOS C-D), and 'severely congested' refers to the red color (roughly corresponding to LOS E-F). LOS and V/C estimates are shown as a range in cases where evacuation routes are comprised of multiple segments evaluated and where the LOS varies by segment. For some evacuation route segments that were evaluated for current existing conditions in the General Plan, Google ADT snapshots are not exactly consistent with General Plan LOS estimates for the same peak period. These discrepancies are minor in all instances. For example, where the General Plan might show a segment as having an LOS A during a period, Google ADT snapshots may show that the same segment has minor congestion (orange or roughly equivalent to LOS C-D). LOS C is typically considered the cutoff, where anything between LOS D through F is considered 'congested'.

**Table 3-2: Flood Hazard Zone Evacuation Routes Buildout Traffic by Peak Period**

Route Name	Primary Evacuation Route Segment	Weekday AM Peak	Weekday PM Peak	2040 GP Volume to Capacity (V/C) Ratio
Big Horn Boulevard (2 segments)	Eastbound from Portofino Dr to Bruceville Rd	LOS C - D	LOS D - E	0.51 - 0.89
Bilby Road (3 segments)	Eastbound from Willard Pkwy to Bruceville Rd	LOS D - E	LOS D - E	0.53 - 0.68
Elk Grove Boulevard (5 segments)	Eastbound from I-5 Freeway exit to Bruceville Rd	LOS A - E	LOS A - D	0.65 - 0.99
Laguna Boulevard (4 segments)	Eastbound from I-5 Freeway exit to Laguna Park Dr	LOS B - F	LOS C - F	0.60 - 1.05
Whitelock Parkway (2 segments)	Eastbound from Franklin Blvd/Willard Pkwy to Bellaterra Dr	LOS B - E	LOS A - E	0.23 - 0.99

For evacuation segments that are evaluated for existing conditions in the General Plan, Google traffic results are displayed in each table with corresponding LOS estimates from the General Plan traffic model in parenthesis underneath. 'Not congested' refers to the 'green' category used in Google Traffic snapshots (roughly corresponding to LOS A-B). 'Congested' refers to the orange color (roughly corresponding to LOS C-D), and 'severely congested' refers to the red color (roughly corresponding to LOS E-F). LOS and V/C estimates are shown as a range in cases where evacuation routes are comprised of multiple segments evaluated and where the LOS varies by segment. For some evacuation route segments that were evaluated for current existing conditions in the General Plan, Google ADT snapshots are not exactly consistent with General Plan LOS estimates for the same peak period. These discrepancies are minor in all instances. For example, where the General Plan might show a segment as having an LOS A during a period, Google ADT snapshots may show that the same segment has minor congestion (orange or roughly equivalent to LOS C-D). LOS C is typically considered the cutoff, where anything between LOS D through F is considered 'congested'.

## DISCUSSION AND EVACUATION PROCEDURE RECOMMENDATIONS

Because the flood hazard area encompasses the western third of Elk Grove (the area nearest to the Sacramento River) and includes extensive residential development, all evacuation routes for the flood scenario are major east-west arterials connecting residential neighborhoods to Interstate 5 on the west side and SR 99 on the east side. Most of these routes become congested during peak hours (except Bilby Road), often in both directions. Notably, according to Google Traffic daily snapshots, none of these routes are congested in either direction during AM peak hours currently, but all except Bilby Road become moderately congested in both directions starting at approximately 11 a.m., lasting until the end of PM peak hours (7 p.m.). However, all routes were evaluated in the General Plan traffic scenario to have LOS E during either the morning or evening peak hours. Whitelock Parkway and Bilby Road are not significantly congested currently but do show high levels of congestion for the General Plan buildout analysis. This is because these two east-west routes bound the northern and southern edges of the large southern area of Elk Grove slated for most of the City's development in the General Plan. Additionally, Whitelock Parkway will ultimately provide a new connection with SR 99, making this roadway more attractive.

All flooding evacuation routes are expected to be congested during at least one peak period under the General Plan buildout scenario. In addition (and as shown in Figure 3-7) most evacuation routes themselves are expected to flood other than Big Horn Boulevard. Whitelock Parkway in particular shows flood risk extending from Bellaterra Drive eastward to Bruceville Road such that eastbound evacuation traffic may need to be diverted northbound with onto Bellaterra Drive to Toscano Drive north away from Whitelock Parkway. The lengths of Elk Grove Boulevard and Laguna Boulevard are also expected to be completely flooded west of Franklin Boulevard. For these reasons, the City may wish to prioritize evacuating the areas around Whitelock Parkway, Elk Grove Boulevard, and Laguna Boulevard first if potential flooding conditions are anticipated but have yet to impact roadways, followed by Bilby Road and Big Horn Boulevard, which show less potential flood risk compared to the other evacuation routes.

## FLOODING EVACUATION SCENARIO CONTRA-FLOW ROUTE SEGMENTS BY TIME PRIORITY

Because all areas at risk of being impacted by flooding must travel eastward away from the Sacramento River, it is recommended that the City establish contra-flow lanes on all evacuation routes in the eastbound direction if the risk of critical flooding arises. In the near-term, if the City were to issue an evacuation warning in advance of anticipated flooding conditions and before evacuation routes become flooded, it is recommended that the southern routes (Bilby Road and Whitelock Boulevard) be prioritized for establishing contra-flow lanes first because they are the least likely to be congested already until more of southern Elk Grove becomes built-out.

In the early stages of extreme weather that could result in flooding, City could assign public safety staff to monitor flood conditions at key intersections on identified evacuation routes and provide real-time updates to designated City staff responsible for issuing emergency alerts. Staff responsible for issuing emergency alerts during a flood event can respond to real-time updates from on-the-ground public safety officials by either directing evacuees towards non-flooded routes, or by directing those in flooded areas to remain where they are and seek higher ground to await rescue (like upper floors, attics, or rooftops). The National Weather Service (NWS) notes that flood waters often have swift currents, requiring only a six-inch depth to sweep pedestrians into the current, and a twelve-inch depth to sweep vehicles into a flood current. For this reason, it is recommended that any emergency alert issued during a flood event or

public awareness materials specific to the flooding scenario contain content advising evacuees not to cross roadways that are flooded with more than twelve inches of water.<sup>10</sup>

## **SAFETY SHELTERS**

In addition to recommended evacuation routes, Figure 3-7 illustrates safety shelters that are proximate to or within the flood hazard zone. These safety shelters may be used as an evacuation location for residents to assemble during the incident and seek shelter. However, incidents are often dynamic and there could be conditions that warrant alternative arrangements. The City's Emergency Operations Center/RTIC Manager shall assign safety shelters as evacuation locations based upon the nature of the incident, availability of the shelter, and population need. The full list of shelters recommended for each scenario is provided in Appendix B.

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<sup>10</sup> <https://www.weather.gov/safety/flood-turn-around-dont-drown>



## Active Alert Systems

FEMA's Integrated Public Alert & Warning System (IPAWS) was established in 2006 and is the most used alert system for local and regional governments. Local governments can apply to be an IPAWS 'alerting authority,' enabling them to broadcast tailored messages to all mobile phone users in a specific area for specific events like the three scenarios evaluated in this report.

IPAWS combines the federal Emergency Alert System (EAS) program, which broadcasts to televisions and radios, and the Wireless Emergency Alerts (WEAs) program, which extends this service to wireless communication devices like mobile phones. The WEA is a partnership between FEMA, the Federal Communications Commission (FCC), and private wireless communication providers to deliver free emergency alerts to all users of wireless communication devices.<sup>11</sup>

FEMA notes that, while 'there is no cost to send messages through IPAWS, there may be costs to acquire the compatible alert origination software that meets IPAWS requirements.' The basic steps to becoming an alerting authority using the IPAWS system are:

1. Completing the IPAWS web-based training,
2. Selecting IPAWS compatible software,
3. Applying for a Memorandum of Agreement (MOA) with FEMA,
4. And applying for Public Alerting Permissions

These steps are detailed in the IPAWS web page for public safety agencies:

<https://www.fema.gov/emergency-managers/practitioners/integrated-public-alert-warning-system/public-safety-officials/sign-up>

In addition, public safety agencies for the Counties of Sacramento, Placer, and Yolo have partnered to administer a regional emergency notification system called Sacramento Alert. Residents of these counties can opt in to receive emergency alerts tailored to specific locations and events within the region, including severe weather, unexpected road closures, and evacuation notices.<sup>12</sup> The City of Elk Grove could partner with Sacramento County public safety staff responsible administering the Sacramento County alert system to establish a protocol for issuing evacuation warnings specific to the three scenarios discussed in this report. Emergency alert messages can include information like evacuation routes and the nearest safety shelters outside of each hazard zone.

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<sup>11</sup> <https://www.fema.gov/emergency-managers/practitioners/integrated-public-alert-warning-system>

<sup>12</sup> [www.Sacramento-Alert.org](http://www.Sacramento-Alert.org)

# Recommendations for Developing Public Awareness

This report recommends a framework for public awareness consisting of several components. The first is the publicly available online Story Map developed concurrently with this report, where users can learn about each of the three scenarios as well as identify locations within each hazard zone and the nearest evacuation route using an address look-up function. This Story Map could be integrated with the City's existing emergency preparedness webpage.

The second component is multi-lingual mailers sent to addresses within each hazard zone. Mailers can inform recipients of nearest evacuation routes and the location of safety shelters for each scenario, as well as direct recipients visit to the online Story Map. Mailers can also link to important disaster preparedness resources, like the following:

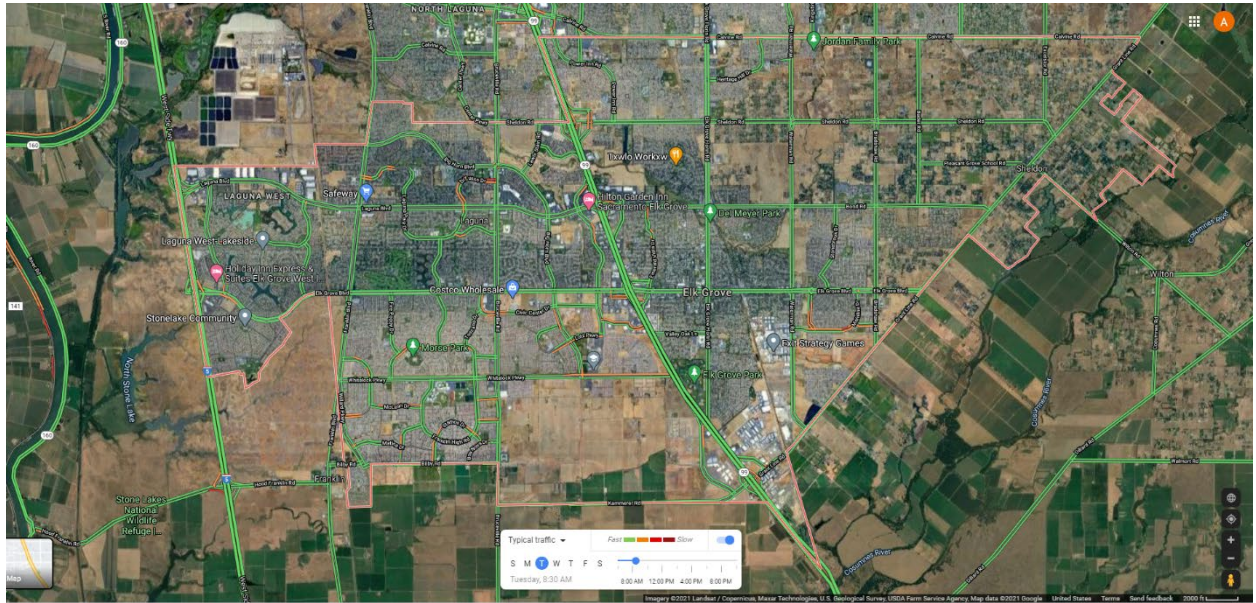
- » Sacramento County Active Alert Sign Up: [www.Sacramento-Alert.org](http://www.Sacramento-Alert.org)
- » Sacramento Ready, Sacramento County's disaster preparedness site offering preparedness guides for households and other resources: <https://sacramentoready.saccounty.net/Pages/default.aspx>
- » Wireless Emergency Alerts (WEA) Fact sheet for cell phone users: <https://www.ready.gov/sites/default/files/2020-08/wea-fact-sheet.pdf>
- » WEA Fact Sheet and word search for young children: <https://www.ready.gov/sites/default/files/2020-07/wea-for-kids.pdf>
- » NOAA weather radio: <https://www.weather.gov/nwr/> (relevant to flood scenario only)
- » National Weather Service Flood landing page: <https://www.weather.gov/safety/flood> (relevant to flood scenario only)
- » National Weather Service Public Service Announcement about what to do when encountering a flooded roadway: <https://www.weather.gov/safety/flood-turn-around-dont-drown>
- » City of Elk Grove Emergency Preparedness Page (potential landing page for online Story Map): [https://www.elkgrovecity.org/city\\_hall/departments\\_divisions/emergency\\_preparedness](https://www.elkgrovecity.org/city_hall/departments_divisions/emergency_preparedness)
- » Ready.gov web page describing different types of emergency alerts: <https://www.ready.gov/alerts>

Mailer content could either be repeated in multiple languages, like Spanish, Mandarin, Cantonese, and Filipino (the top languages spoken by Elk Grove residents besides English according to the 2019 American Community Survey), or language-specific content could refer readers to email addresses or phone numbers established as hotlines for language-specific disaster preparedness information. Multi-lingual City staff members, non-profit community partners, and/or community volunteers fluent in these languages could monitor disaster preparedness hotlines and respond to inquiries.

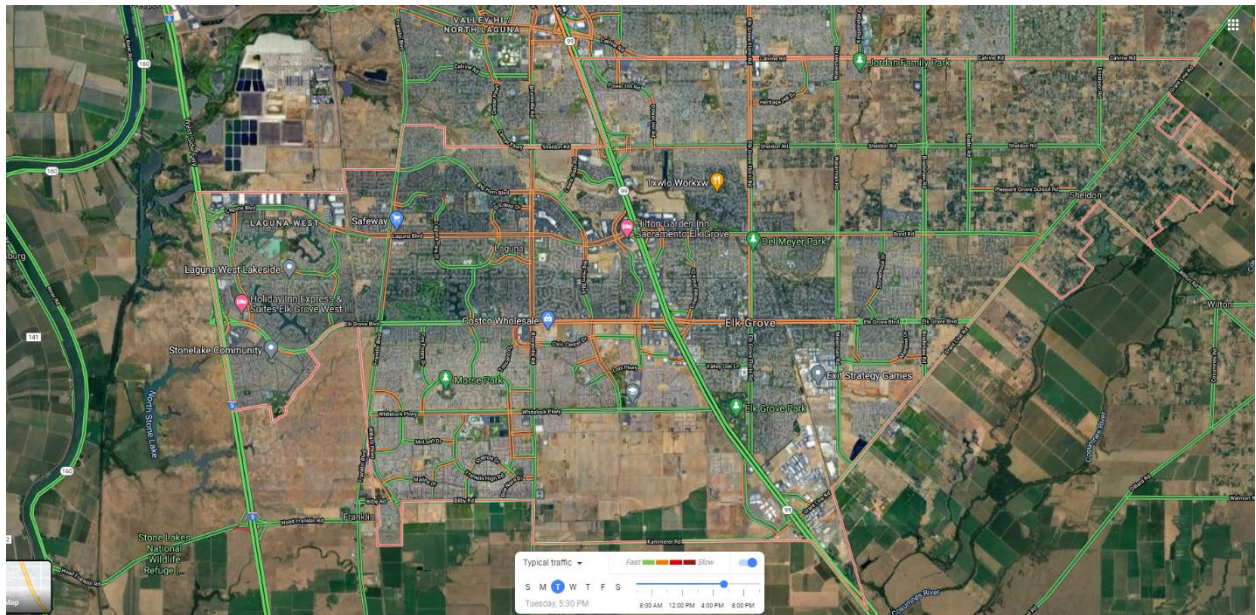
City staff could supplement mailers with in-person drop-in sessions at libraries, community centers, and community events (where a screen and computer are accessible) to walk community members through the online Story Map and address look-up tool to identify evacuation routes for locations of interest and to identify safety shelter locations outside of hazard zones for each scenario. The City could employ multi-lingual City staff to host these sessions, and/or partner with local community organizations, especially those who serve people with disabilities, specific age groups, and/or communities primarily speaking languages besides English.

# Appendix A: Current Google Average Daily Traffic Snapshots

## 8:30AM TUESDAY DAILY AVERAGE TRAFFIC

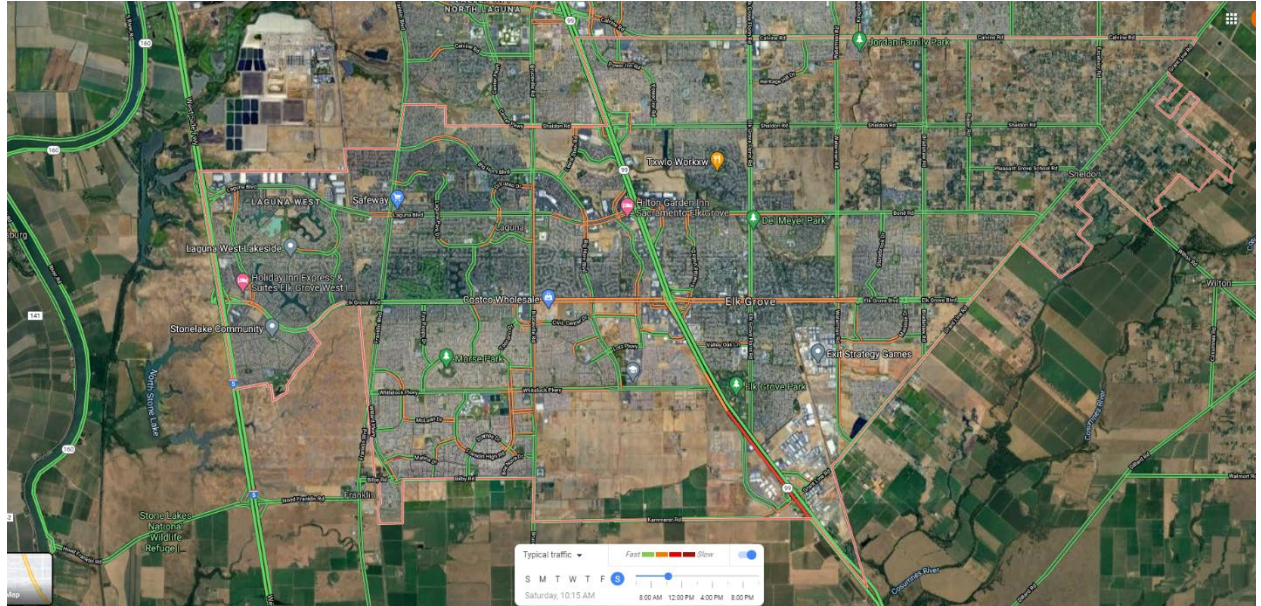


## 5:30PM TUESDAY DAILY AVERAGE TRAFFIC

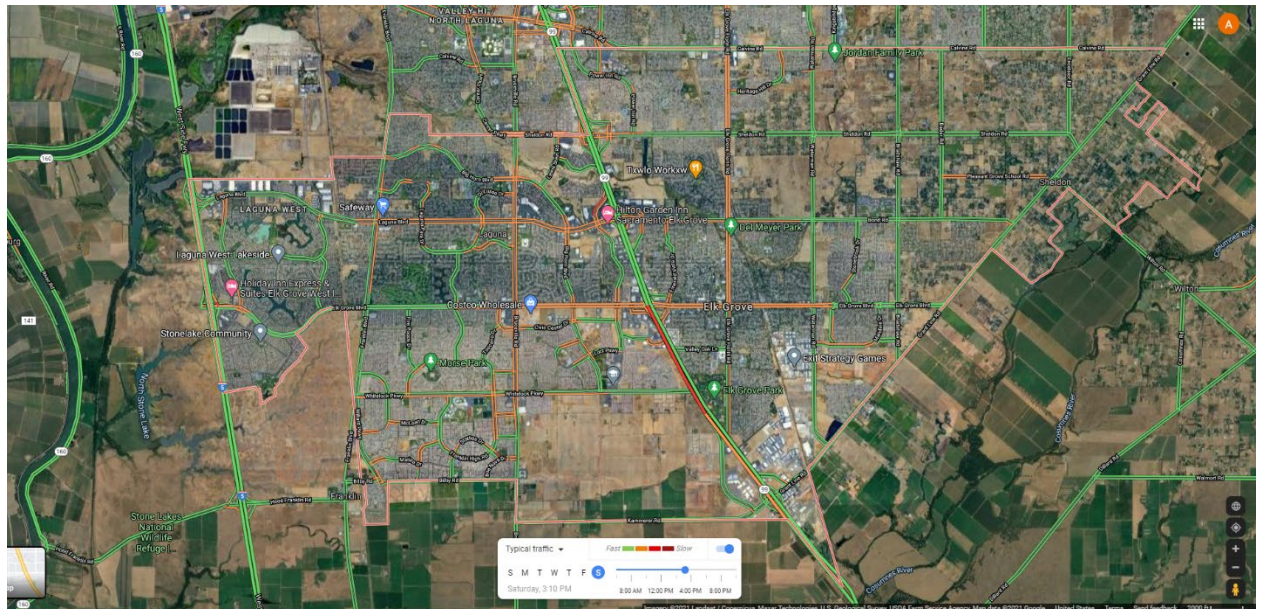




### 10:15AM SATURDAY DAILY AVERAGE TRAFFIC



### 3:10PM SATURDAY DAILY AVERAGE TRAFFIC



## Appendix B: Recommended Safety Shelters by Scenario

There are fifteen locations in the City of Elk Grove that are designated for use as safety shelters during an emergency. Safety shelters for each scenario are defined as any of these locations outside of the hazard zone defined for each scenario.

All fifteen safety shelters are outside of the propane hazard zone and are therefore recommended for use during an evacuation event involving the Suburban Propane Terminal in southern Elk Grove:

- » Cosumnes Oaks High School
- » Elk Grove High School
- » First Baptist Church
- » Franklin High School
- » Good Shepherd Catholic Church
- » Harriet Eddy Middle School
- » Joseph Kerr Middle School
- » Joseph Sims Elementary School
- » Katherine Albiani Middle School
- » Laguna Creek High School
- » Monterey Trail High School
- » Pleasant Grove High School
- » Sheldon High School
- » St. Peter's Lutheran Church
- » Stone Lake Elementary

Thirteen out of the total fifteen safety shelters are outside of the train derailment hazard zone:

- » Cosumnes Oaks High School
- » First Baptist Church
- » Franklin High School
- » Good Shepherd Catholic Church
- » Harriet Eddy Middle School
- » Joseph Sims Elementary School
- » Katherine Albiani Middle School
- » Laguna Creek High School



- » Monterey Trail High School
- » Pleasant Grove High School
- » Sheldon High School
- » St. Peter's Lutheran Church
- » Stone Lake Elementary

Joseph Kerr Middle School and Elk Grove High School are located within the derailment hazard zone and are therefore not recommended for use as safety shelters in the event of a train derailment along the central Elk Grove rail track.

Twelve out of fifteen safety shelters are outside of the flood hazard zone:

- » Cosumnes Oaks High School
- » Elk Grove High School
- » First Baptist Church
- » Franklin High School
- » Good Shepherd Catholic Church
- » Harriet Eddy Middle School
- » Joseph Kerr Middle School
- » Katherine Albiani Middle School
- » Monterey Trail High School
- » Pleasant Grove High School
- » Sheldon High School
- » St. Peter's Lutheran Church

Joseph Sims Elementary School, Laguna Creek High School, and Stone Lake Elementary School are within the flood hazard zone and are therefore not recommended for use as safety shelters in the event of a flood in western Elk Grove. However, while Laguna Creek High School is located within the larger and more conservative flood hazard zone, it is still within an area that is determined by FEMA to be at minimal flood risk during a 200-year flood. The City may wish to evaluate whether to use this location as an emergency shelter depending on specific conditions during an actual flood event.





