

3.10 LAND USE, PLANNING, POPULATION, AND HOUSING

This section evaluates consistency of the Housing Element and Safety Element Update (Project) with applicable land-use plans and policies adopted to address environmental effects. The physical environmental effects associated with the Project, many of which pertain to issues of land use compatibility (e.g., noise, aesthetics, air quality) are evaluated in other sections of this Draft SEIR. This section also describes the existing population and housing conditions and evaluates the Project's potential effects related to population and housing.

Comments received in response to the NOP included concerns related to incorrect location information provided in the NOP for site C-16 and pending applications on housing sites C-6 and C-15. The comment regarding site C-16 is correct and the site's location information is correctly identified in Chapter 2, "Project Description," of this Draft SEIR. It is important to note that an application alone does not create a vested right to the existing zoning, and that the City has discretion to change zoning of individual parcels. Potential conflicts with land use policies is addressed in this section. However, as noted above, the potential physical environmental effects of the land use changes are addressed in the various sections of this Draft SEIR.

3.10.1 Regulatory Setting

FEDERAL

No federal plans, policies, regulations, or laws related to land use, planning, population, or housing are applicable to the Project.

STATE

Regional Housing Needs Plan

California General Plan law requires each city and county to have land zoned to accommodate a fair share of the regional housing need. The state determines the fair share allocated to each region in the state. The share is known as the Regional Housing Needs Allocation (RHNA). The RHNA for the Sacramento region is based on a Regional Housing Needs Plan (RHNP) developed by the Sacramento Area Council of Governments (SACOG). SACOG is the lead agency for developing the RHNP for a six-county area that includes Sacramento County and the City of Elk Grove. The Housing Element is required to accommodate the City's fair share of the RHNA that covers the period from May 15, 2021 through May 15, 2029. The City's allocation consists of 8,263 units (2,661 very low, 1,604 low, 1,186 moderate, and 2,812 above moderate income). The City is not required to make development occur; however, the City must facilitate housing production by ensuring that land is available and that unnecessary development constraints have been removed.

LOCAL

Sacramento Area Council of Governments' Metropolitan Transportation Plan/Sustainable Communities Strategy

In 2019, SACOG adopted the 2020 Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS), a regional growth strategy based on local land use plans. The MTP/SCS forecasts that the Sacramento region will add 620,000 people, as well as the jobs and housing to support them, between 2016 and 2040 (SACOG 2019:24).

Most of the existing and candidate housing sites are within areas identified as an Established Community in the MTP/SCS, though some sites are within the Developing Community type (SACOG 2019:Figure 3.5). Local land use plans generally aim to maintain the existing character and land use pattern in these areas, many of which are suburbs. Selective infill development, consistent with existing planning designations, is projected to occur gradually. Nearly two-

thirds of the region's new housing and 85 percent of its job growth between 2016 and 2040 is expected to be in Center and Corridor (i.e., downtowns and commercial corridors) and Established Communities while the remaining third of new housing and 15 percent of job growth is expected to be in Developing Communities (SACOG 2019:39).

City of Elk Grove General Plan

General plans are prepared under a mandate from the State of California, which requires each city and county to prepare and adopt a comprehensive, long-term general plan for its jurisdiction and any adjacent related lands. The general plan is a fundamental planning document that directs future growth, development, and conservation policy and reflects that long-range vision of the community. Under state law, city ordinances regulating land use must be consistent with the general plan. The zoning code, specific plans, and individual project proposals must be consistent with the goals, policies, and standards contained in the general plan. In addition, all capital improvements and public works projects must be consistent with the general plan.

The 2019 City of Elk Grove General Plan (General Plan) is a broad framework for planning the future of Elk Grove. It is the official policy statement of the City Council that is used to guide the private and public development of the City in a manner to gain the maximum social and economic benefit to the citizens. At buildout under the General Plan, the City is expected to have 102,865 dwelling units, 332,254 residents, and 122,155 jobs (City of Elk Grove 2019:Table 3-2).

General Plan Land Use Diagram

The General Plan's Land Use Diagram is one of the most important functions of the General Plan, as the map and policies will determine the City's future land uses and character. The Land Use Diagram portrays the ultimate uses of land in Elk Grove through land use designations. The existing Land Use Diagram designations for the 43 housing sites (18 existing sites and 25 candidate sites) are identified in Table 2-2 in Chapter 2, "Project Description." Each of the land use designations are described below.

Community Commercial (CC)

Community Commercial uses are generally characterized by retail and service uses that meet the daily needs of residents in surrounding neighborhoods and community needs beyond the surrounding neighborhood. These uses may consist of a unified shopping center with or without a major anchor store. Retail and service uses are predominant, with limited office and professional spaces allowed. Limited residential uses may be allowed when integrated with nonresidential uses within an approved District Development Plan and consistent with zoning. Community Commercial uses are generally oriented along at least one major roadway offering primary access.

Regional Commercial (RC)

Regional Commercial uses are generally characterized by retail and service uses that serve a regional market area. These uses typically consist of a unified shopping center with major anchor stores and encompass a larger total area than Community Commercial uses. Retail and service uses are intended to be the predominant use. Office and professional uses are also allowed. Limited residential uses may be allowed when integrated with nonresidential uses within an approved District Development Plan and consistent with zoning. Regional Commercial uses are generally located near intersections of two or more major roadways offering primary access.

Employment Center (EC)

Employment Center uses are generally characterized by office uses and professional services or research and development facilities, which may include limited supporting and ancillary retail services. Limited light industrial spaces are allowed, generally as accessory uses. Employment Centers may be located near residential areas with good transportation.

Village Center Mixed Use (VCMU)

Village Center Mixed uses are 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.

Residential Mixed Use (RMU)

Residential Mixed uses are 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.

Rural Residential (RR)

Rural Residential uses are generally characterized by large-lot rural residential development. Limited agricultural uses and animal-keeping are also allowed. Lot sizes typically range from 2 to 10 acres.

Estate Residential (ER)

Estate Residential uses are generally characterized by large-lot residential development, including but not limited to ranchette or estate homes. Lot sizes typically range from 0.25 to 2 acres.

Low Density Residential (LDR)

Low Density Residential uses are generally characterized by single-family detached residential development. Lot sizes typically range from 6,000 to 10,000 square feet.

Medium Density Residential (MDR)

Medium Density Residential uses are generally characterized by small-lot single-family residential development (attached or detached), duplexes, townhomes, garden apartments, or apartments. Surrounding land uses, existing or planned amenities, and accessibility should be considered when determining appropriate densities for developments within the Medium Density Residential range. Developments located along transit corridors or in close proximity to nonresidential uses should develop at the higher end of the density range.

High Density Residential (HDR)

High Density Residential uses are generally characterized by attached homes, townhomes, garden apartments, and apartments.

General Plan Policies

City of Elk Grove General Plan policies and standards applicable to environmental issues associated with land use, planning, population, and housing are presented below. General Plan policies associated with specific environmental topics (air quality, biological resources, greenhouse gas, hazards, hydrology/water quality, noise, public services, recreation, transportation, and utilities) are discussed in the relevant chapters of this SEIR.

- ▶ **Policy LU-1-3:** Multifamily housing development should be located according to the general criteria as identified in Policy H-1-3.
- ▶ **Policy LU-3-7:** Residential Neighborhood Districts should meet the following guidelines:
 - Rural Residential uses should be buffered from higher-intensity uses with Open Space, Community Commercial, or Estate or Low Density Residential uses.
 - Low Density Residential uses should not be located adjacent to Heavy Industrial land uses.
 - Medium and High Density Residential uses should be located within one-half mile of planned or existing transit stops, planned or existing commercial uses, and planned or existing Parks or Open Space areas.
 - Agriculture uses should be buffered from higher-intensity uses that may result in conflict, including residential uses in the Estate Residential land

- use designation and those uses of higher density. Buffering should occur within new development areas and shall include interim buffers for phased development such that the physical and economic integrity of agricultural lands is maintained.
- ▶ **Policy H-1:** Maintain an adequate supply of appropriately zoned land with available or planned public services and infrastructure to accommodate the City's projected housing needs for all income levels and for special needs groups.
- ▶ **Policy H-2:** Continue to support zero-lot-line or reduced setback single-family residential developments and corner duplexes, in addition to multifamily projects, to increase affordable housing supply.
- ▶ **Policy H-3:** Promote development where affordable housing is near services, shopping, and public transportation.
- ▶ **Policy H-4:** Facilitate and encourage the construction of housing affordable to extremely low-, very low-, low-, and moderate-income households by assisting nonprofit and for-profit developers with financial and/or technical assistance in a manner that is consistent with the City's identified housing needs.
- ▶ **Policy H-5:** Increase access to homeownership by coordinating with developers to identify units appropriate for homeownership for low- and moderate-income households and by working with other agencies to increase access to homeownership for first-time homebuyers and low- and moderate-income households.
- ▶ **Policy H-6:** Support energy-conserving programs in the production and rehabilitation of affordable housing to reduce household energy costs, improve air quality, and mitigate potential impacts of climate change in the region.
- ▶ **Policy H-7:** Continue to support housing opportunities for agricultural workers, homeless people, seniors, single-parent households, large families, and persons with disabilities.
- ▶ **Policy H-8:** Assist extremely low-, very low-, and low-income households in locating affordable housing and finding sources of assistance with housing payments and rent.
- ▶ **Policy H-9:** Continue to monitor Title 23 of the Municipal Code, entitled Zoning, and other regulations to ensure that the City's policies and regulations do not inappropriately constrain housing development and affordability.
- ▶ **Policy H-10:** Continue to make efforts to keep the review process for extremely low-, very low-, and low-income housing developments and special-needs housing as streamlined as possible.
- ▶ **Policy H-11:** Encourage creative and flexible design for residential developments.
- ▶ **Policy H-12:** Review the Housing Element to determine the appropriateness of the document to current conditions.
- ▶ **Policy H-13:** Ensure that affordable housing stock is maintained in good, safe, and decent condition.
- ▶ **Policy H-14:** Ensure the retention of the City's mobile home park.
- ▶ **Policy H-15:** Monitor the conversion of rental housing to condominiums to retain the supply of rental housing.
- ▶ **Policy H-16:** Prohibit discrimination in the sale or rental of housing to anyone on the basis of race, color, ancestry, national origin, religion, disability, sex, familial status, marital status, or other such arbitrary factors.
- ▶ **Policy H-17:** Preserve existing affordable housing developments at risk of converting to market rate.

CITY OF ELK GROVE MUNICIPAL CODE - ZONING

Title 23, Zoning, of the City of Elk Grove Municipal Code carries out the policies of the Elk Grove General Plan by classifying and regulating the uses and development of land and structures within the City, consistent with the General Plan. The Zoning Code is adopted to protect and to promote the public health, safety, comfort, convenience, prosperity, and general welfare of residents and businesses in the City [Ord. 8-2011 §3(B), eff. 6-24-2011].

Zoning Districts

The following is a general description of each of the zoning district categories of existing and candidate housing sites.

Agricultural Districts

- ▶ **Agricultural Districts (AG).** The AG districts are applied to areas of the City for viable agricultural use and very low density residential use. The agricultural zoning districts allow for a wide range of agricultural uses on large parcels of land. These uses may include crop production, commercial riding academies and stables, animal keeping, agricultural labor housing, and compatible accessory uses. The zoning district number associated with the AG districts corresponds to the minimum lot size in such district.
 - AG-80. The AG-80 zone is applied to areas of the City to accommodate a wide range of agricultural uses on parcels of land a minimum of eighty (80) gross acres in size.
 - AG-20. The AG-20 zone is applied to areas of the City to accommodate agricultural use on parcels a minimum of twenty (20) gross acres in size.
- ▶ **Agricultural Residential (AR).** The AR districts are applied to areas of the City intended to accommodate very low density single-family residential uses in a rural setting with agricultural and accessory uses. The AR districts implement the estate residential and rural residential General Plan land use designation. The zoning district number associated with the AR districts corresponds to the minimum lot size in such district.
 - AR-1. The AR-1 zoning district is applied to areas of the City to accommodate low density single-family residential uses in a rural setting with agricultural and accessory uses. The AR-1 zoning district implements the estate residential General Plan designation. The AR-1 district allows for one (1) primary residential unit on lots with a minimum size of one (1) gross acre. While the AR-1 zoning district falls within the estate residential density range of the General Plan, the nature and character of the district is more in keeping with the rural residential land use designation of the General Plan. These zoning districts also allow for normal agricultural uses and practices.
 - AR-2. The AR-2 zoning district is applied to areas of the City to accommodate low density single-family residential uses in a rural setting with agricultural and accessory uses. Lots with this zoning designation are rural in nature and include small local roadways, animal keeping and raising, equestrian uses, agriculture, and limited commercial opportunities. The AR-2 zoning district implements the rural residential General Plan designation. The AR-2 district allows for one (1) primary residential unit on lots with a minimum size of two (2) gross acres.
 - AR-5, AR-10. The AR-5 and AR-10 zoning districts are applied to areas of the City to accommodate low density single-family development along with agricultural and accessory uses. Lots within the AR-5 and AR-10 zoning designations are rural in nature and include small local roadways, animal keeping and raising, equestrian uses, agriculture, and limited commercial opportunities. The AR-5 and AR-10 zoning districts implement the rural residential General Plan designation. The AR-5 zoning district allows for one (1) residential unit on lots with a minimum size of five (5) gross acres. The AR-10 zoning district allows for one (1) primary residential unit on lots with a minimum size of ten (10) gross acres.

Residential Districts

- ▶ **Very Low Density Residential (RD-1 through RD-3).** The very low density residential zoning district designations are applied to areas of the City intended to accommodate very low density single-family residential uses in a semi-rural setting. Residential densities shall be in the range of one (1) to three (3) dwelling units per acre with minimum lot sizes between one-third (1/3) acre to one (1) acre. This residential designation includes the following specific zoning districts:
 - RD-1, RD-2, and RD-3. The RD districts are applied to areas of the City intended to accommodate very low density single-family estate type uses. Property with these RD designations should serve as a transitional residential district between agricultural residential and traditional lower density single-family neighborhoods. The zoning district number associated with the RD districts corresponds to the number of dwelling units permitted per acre of land. These RD districts allow a density range of one (1) to three (3) dwelling units per acre.

- ▶ **Low Density Residential (RD-4 through RD-7).** The low density residential zoning district designations are applied to areas of the City intended to accommodate low density single-family residential neighborhoods. Typical development includes detached (and in some cases attached) single-family homes. Permitted uses in the RD districts include single-family and two-family homes, second units, and compatible neighborhood support facilities. Residential densities shall be in the range of 3.1 to seven (7) dwelling units per acre. Property with this designation should be located near other residential properties, schools, parks/open space, and neighborhood commercial services with low-impact office and light industrial uses nearby. Development standards for these districts allow design flexibility and promote a range of housing densities and variety of housing types. This residential designation includes the following specific zoning districts:
 - RD-4. The RD-4 district is intended for detached single-family and two-family homes up to a maximum density of four (4) dwelling units per acre. Development is typically one (1) and two (2) stories in height with larger yard areas.
 - RD-5. The RD-5 district allows single-family and two-family homes up to a maximum density of five (5) dwelling units per acre. This district may include detached and attached housing types. Development is typically one (1) and two (2) stories in height with private yard areas.
 - RD-6. The RD-6 district allows single-family and two-family homes up to a maximum density of six (6) dwelling units per acre. This district may include detached and attached housing types, as well as cluster developments. Building heights in this district are typically one (1) and two (2) stories. Development standards allow for a variety of housing types.
 - RD-7. The RD-7 district allows single-family and two-family homes up to a maximum density of seven (7) dwelling units per acre. This district may include detached and attached housing types, as well as cluster developments. Building heights in this district are typically one (1) and two (2) stories. Development standards allow for a variety of housing types.
- ▶ **Medium Density Residential (RD-8, RD-10, RD-12, and RD-15).** The medium density residential zoning district designations are applied to areas of the City intended to accommodate higher density single-family and lower density multifamily residential neighborhoods. These RD districts accommodate a variety of housing types with a density range between 7.1 and fifteen (15) dwelling units per acre. Specifically, medium density residential development may include detached and attached single-family homes, duplexes, townhomes, condominiums, row houses, and garden apartments. Development standards for these districts allow significant design flexibility to encourage a broad range of housing types and are intended to ensure compatibility and connectivity with surrounding neighborhoods and uses. This residential designation includes the following specific zoning districts:
 - RD-8. The RD-8 district allows single-family and two-family homes up to a maximum density of eight (8) dwelling units per acre. This district may include detached and attached housing types, as well as cluster developments. Building heights in this district are typically one (1) and two (2) stories. Development standards allow for a variety of housing types.
 - RD-10. The RD-10 district allows higher density single-family attached and detached homes, and may include lower density multifamily for-sale and for-lease units with a maximum of ten (10) dwelling units per acre. Property with this designation should be located near other residential sites, offices, commercial uses and services, or light industrial areas. Development is typically one (1) and two (2) stories in height (three (3) stories in some cases) with greater lot coverage than the low density single-family residential districts.
 - RD-12. The RD-12 district allows higher density single-family attached and detached homes, and may include lower density multifamily for-sale and for-lease units with a maximum of twelve (12) dwelling units per acre. Property with this designation should be located near other residential sites, offices, commercial uses and services, or light industrial areas. Development is typically one (1) and two (2) stories in height (three (3) stories in some cases) with greater lot coverage than the low density single-family residential districts.
 - RD-15. The RD-15 district may include single-family, two-family, and/or multifamily residential use within a maximum density of fifteen (15) dwelling units per acre. Development may include both for-sale and for-

lease products, such as small-lot single-family attached or detached homes, townhomes, condominiums, row houses, and garden apartments. Residential structures are typically one (1) and two (2) stories in height (three (3) stories in some cases) with greater lot coverage than the low density single-family residential districts. The RD-15 district should serve as a transitional residential district between lower density single-family neighborhoods and high density residential districts, office buildings, commercial uses, or light industrial uses. RD-15 sites should be located near arterial or collector roads.

- ▶ **Medium-High Density Residential (RD-18).** The medium-high density residential zoning district is intended for attached single-family homes, such as townhomes or row houses, as well as medium density multifamily development that includes apartments and condominiums up to a maximum density of eighteen (18) dwelling units per acre. Development is typically two (2) stories in height (three (3) stories in some cases) with greater lot coverage than the medium density residential districts.
- ▶ **High Density Residential (RD-20 through RD-40).** The high density residential zoning district designations are applied to areas of the City intended to accommodate higher density multifamily development such as apartments and condominiums. This designation may also include high density single-family development types such as townhomes and other attached housing types. High density detached homes may be considered in the RD-20 designation. Residential densities shall be in the range of 15.1 to forty (40) dwelling units per acre. Property with this designation should be located near other multifamily sites, offices, commercial uses, or light industrial areas. Additionally, multifamily residential sites should be located along thoroughfare, arterial, or collector roads or near existing or planned public transit stops. Standards for these districts promote attractive residential development that is compatible with surrounding neighborhoods, while at the same time carefully regulating uses to assure compatible development that limits impacts on surrounding uses. This residential designation includes the following specific zoning districts:
 - RD-20. The RD-20 district is intended for high density attached single-family homes, such as townhomes or row houses, as well as multifamily development that includes apartments and condominiums up to a maximum density of twenty (20) dwelling units per acre. Detached single-family homes may be considered on a case-by-case basis with a conditional use permit request. Development is typically two (2) stories in height (three (3) stories in some cases) with greater lot coverage than the medium density residential districts.
 - RD-25. The RD-25 district is intended for high density residential development, including apartments and condominiums. The maximum density in this district is thirty (30) dwelling units per acre and it is expected that most developments will be two (2) to three (3) stories in height with greater lot coverage than in the RD-20 district.
 - RD-30. The RD-30 district is intended for high density residential development, including apartments and condominiums. The maximum density is thirty (30) dwelling units per acre. Apartments or condominiums are generally expected to be the primary type of development in this district.
 - RD-40. The RD-40 district is intended for high density residential development, including apartments and condominiums. The maximum density is forty (40) dwelling units per acre. Apartments or condominiums are generally expected to be the primary type of development in this district.

Commercial Districts

- ▶ **Limited Commercial (LC).** The limited commercial district is designed to foster low intensity neighborhood-oriented commercial development adjacent to, integrated within, or at the entrance to residential neighborhoods. The limited commercial district may also be located along arterial or collector roads at midblock locations between major intersections. This district is intended to promote a mix of retail goods and services as well as small-scale office uses and low intensity mixed-use development. Limited commercial properties should be smaller in size, developed with buildings that are compatible in scale with surrounding residential neighborhoods. Development should be pedestrian-friendly with entrances and windows oriented to the sidewalk/street.

- ▶ **General Commercial (GC).** The general commercial district is intended to allow for medium to high intensity uses with a wide range of retail, wholesale commercial, entertainment, office, services, and professional uses. Development should be pedestrian-oriented, but is expected to be auto-accommodating as well. This district should be applied to medium to large sites adjacent to other commercial uses, office uses or higher density residential development. When located adjacent to single-family residential, vehicles using the commercial site should not have a direct impact on the entrances to the neighborhood, but pedestrian connections should be provided. GC sites should be located near freeways, along arterials, or at major intersections. This district is also intended to support the development of urban villages that offer a mixture of uses including retail, offices, services, entertainment, and commercial within the same site with connections between those uses. Development should provide a pleasant visual atmosphere for motorists, transit users, and pedestrians as well as for the other businesses located within the zoning district.
- ▶ **Shopping Center (SC).** The shopping center district is intended for medium to high intensity shopping centers with a local or regional market area. Developments within this district should include a wide choice of goods and services. The designation should be applied to medium to large sites near freeways, along arterials, and at major intersections. The SC zone should be adjacent to other commercial uses or higher density residential development. When located adjacent to single-family residential, vehicles using the commercial site should not have a direct impact on the entrances to the neighborhood. Development in this district typically involves integrated structures with multiple uses and tenants providing a broad range of goods and services. Development should incorporate pedestrian-friendly designs that include walkways interior to the project as well as connections to adjacent uses and neighborhoods, but should also be auto-accommodating.
- ▶ **Auto Commercial (AC).** The auto commercial district is characterized by automotive sales and services and related uses. This zone is intended to promote the unified grouping of auto-oriented uses in locations where they will be convenient to residents and visitors alike. The designation should be used on sites adjacent to other existing commercial or office uses and should be located near freeways, thoroughfares, and arterials. Uses should be of medium intensity and should be auto-accommodating.
- ▶ **Commercial Recreation (C-O).** The commercial recreation district is intended to provide an area for commercial uses normally considered to be recreation-oriented and for commercial uses associated with major recreation areas, such as aquatic centers, private and public sports facilities, and outdoor theaters. In addition to providing automobile access and parking, development within this district should provide access for pedestrians to and throughout the development. Development and uses should be low to medium intensity in nature and should serve as a buffer between residential neighborhoods or agriculture uses and more intense commercial development where possible.

Mixed-Use Districts

- ▶ **Village Center Mixed-Use (VCMU).** The village center mixed-use district is designated for development that occurs under a "village center" concept where it serves as a gathering location for area employees and residents. This zone is characterized by pedestrian-oriented development with a mix of uses and a focus on ground-floor commercial, retail, or office uses. Residential or office uses are allowed on upper floors. Development should prioritize vertical integration of uses and integrated public plazas with an emphasis on pedestrian-oriented design. This zone is ideally located along major roadways and/or transit corridors.
- ▶ **Residential Mixed-Use (RMU).** The residential mixed-use district designates areas for residential development that allow for the integration of compatible office, retail, and service uses. The predominant land use is residential, with commercial and office serving as supporting uses. This zone is characterized by pedestrian-oriented development, with vertical mixes of uses that feature ground-floor activity spaces, live-work units, or retail or office uses with residential uses on upper floors.

Office Districts

- ▶ **Business and Professional Office (BP).** The business and professional office district is intended for low to medium intensity office development located along thoroughfares, arterials, or collectors or near existing/planned public transit stops. This designation allows mixed-use development and high density development in conjunction with

nonresidential development. The designation should be applied to sites adjacent to other commercial uses or higher density residential development. The district is intended for office development and may include supporting services such as retail, service, or restaurant uses developed in conjunction with office use. Office development should be designed to be pedestrian-friendly, but should also be auto-accommodating. Development in this district should take advantage of existing or planned public transit opportunities.

- ▶ **Industrial-Office Park (MP).** The industrial-office park district is intended to provide well-designed and integrated development that supports a range of clean, light industrial or high-technology office and manufacturing uses and may include research, retail, service, and storage components or other supportive uses, such as dry cleaners, day care centers, restaurants, or medical clinics. The MP designation is intended for low to medium intensity uses located along freeways, thoroughfares, arterials, or collectors or near existing/planned public transit stops. The emphasis in this district is on development in a business park setting on sites adjacent to other industrial, commercial, or office uses or near higher density residential development. Development should be pedestrian-friendly with connections between and among different uses; however, it should also accommodate automobiles. Development in this district should take advantage of existing or planned public transit opportunities.

Industrial Districts

- ▶ **Light Industrial (LI).** The light industrial district is intended for low to medium intensity uses that involve the manufacture, fabrication, assembly, or processing of primarily finished materials. These activities, along with supportive and complementary uses, such as storage, shipping, retail, wholesale, or sales operations, are allowed in this district. Uses in this district should pose limited environmental impact in terms of noise, odors, traffic, hazardous materials, and other health and safety risks. In addition, the development standards are designed to promote attractive development that is compatible with surrounding development. Sites designated for LI uses should be located on medium to large sites along freeways, thoroughfares, arterials, or collectors adjacent to other office, industrial, commercial, or higher density residential uses. Residential uses of any kind are prohibited in this district with the exception of a caretaker residence. Development should be auto-accommodating with sufficient and clearly defined parking and loading areas.
- ▶ **Light Industrial/Flex (LI/FX).** The light industrial/flex district is intended to accommodate a diverse range of light industrial and office activities, and may serve as a buffer between heavy industrial areas and residential and other sensitive land uses. The LI/FX is generally located in areas providing adequate access for the movement of goods. The LI/FX designation allows flexibility in developing a greater extent of office uses and professional services than are allowed by right in the light industrial district.
- ▶ **Heavy Industrial (HI).** The heavy industrial district is intended to accommodate a broad range of manufacturing and industrial uses. Permitted activity may vary from medium to higher intensity uses that involve the manufacture, fabrication, assembly, or processing of raw and/or finished materials. Sites designated for heavy industrial uses should not be located near residential development. Furthermore, residential uses of any kind are prohibited in this district with the exception of a caretaker residence. Development standards are designed to limit noise, odors, traffic, hazardous materials, and other health and safety risks as well as ensure safe, functional, and environmentally sound development. Development should be auto-accommodating with sufficient and clearly defined parking and loading areas.

Public/Quasi-Public Districts

- ▶ **Park and Recreation (PR).** This district is designated for existing and future park facilities, including local, neighborhood, and community parks; public golf courses; sports facilities and complexes; and other recreational facilities that serve the outdoor recreational needs of the community.
- ▶ **Public Services (PS).** The public services district is applied to land and facilities owned or leased by public agencies, including the City of Elk Grove, the Elk Grove Unified School District and other public school districts, the Cosumnes Community Services District (with the exception of public parks), and other similar public agencies. This designation also allows other institutional uses such as higher education, private schools, cemeteries, or post offices.

- ▶ **Open Space Land Use (O).** The open space zoning district is applied to lands owned by public and private entities that have been reserved for open space uses such as landscape corridors, habitat mitigation, wetlands, wildlife habitat and corridors, lakes, trails, and similar uses. Some quasi-public uses such as recreation centers, nature centers, public golf courses, and joint use facilities may be permitted with approval of a conditional use permit.

SPECIAL PLANNING AREA (SPA)

The purpose of the special planning area (SPA) district is to designate areas for unique and imaginative planning standards and regulations not provided through the application of standard zoning districts. Allowed uses and development standards within the special planning area are those uses and standards listed uses in the adopted special planning area. The enabling legislation granting authority to prepare, process, adopt and implement a Special Planning Area (SPA) is defined by Title 23 of the City of Elk Grove Municipal Code (Title 23, Zoning). The intent of the SPA is to allow flexibility from the development standards and existing zoning. The SPAs are intended to promote housing development through the easing of these standards. SPAs function as a zoning district, similar to those listed above. An SPA may include one or more sub-areas or zones, allowing for more refined land planning. The existing and candidate sites are identified in the Southeast Policy Area Special Planning Area (SEPA SPA), Lent Ranch Marketplace SPA, and Old Town SPA.

Southeast Policy Area (SEPA) Special Planning Area

Designates areas for developments with a vertical mix of uses (e.g., buildings with retail or restaurants/ cafes on the ground floor with office or residential units above). The buildings will range in density and intensity with the high density of development focused around transit stops and major intersections. This designation allows for dwelling units ranging from 15.1 to 40.0 units per acre. Proposed housing sites E-7, E-8, E-9, E-10, E-11, E-12 are located within SEPA.

SEPA-HDR (15.1-30) Designates areas for developments with a vertical mix of uses (e.g., buildings with retail or restaurants/ cafes on the ground floor with office or residential units above). The buildings will range in density and intensity with the high density of development focused around transit stops and major intersections. This designation allows for dwelling units ranging from 15.1 to 40.0 units per acre.

Lent Ranch Marketplace Special Planning Area

The Lent Ranch Marketplace project is located on approximately 295 acres and is divided into five land uses consisting of a regional mall, community commercial, office and entertainment, visitor commercial, and multi-family residential uses. Proposed housing site E-1 is located in Lent Ranch Marketplace Special Planning Area.

Old Town Special Planning Area

A Special Planning Area was created in an effort to protect the historical character and ambiance of Old Town, zoned as OTSPA. The SPA defines the type of land uses that can come to Old Town and establishes site and architectural design standards and guidelines. The Old Town SPA was originally created by Sacramento County in 1985. A substantial update was completed by the City in August 2005. Updates occurred in 2010 and 2014. Three minor amendments were completed in 2017, 2018, and 2019. An update to the Old Town SPA is currently in process. Proposed housing site C-19 is located within the OTSPA.

SPECIFIC PLANS

The purpose of a specific plan is to provide a vehicle for implementing the City's General Plan on an area-specific basis. Specific Plans may provide for comprehensive land planning for a given area, and address topics including phasing, financing, and overall master planning for infrastructure to serve the area. There is one specific plan in the City – the Laguna Ridge Specific Plan.

Laguna Ridge Specific Plan

The Laguna Ridge Specific Plan (LRSP) encompasses approximately 1,900 acres and is located in the southwestern portion of the City, west of Highway 99, south of Elk Grove Boulevard, east of Bruceville Road and the East Franklin Specific Plan area, and north of Bilby Road and the Southeast Policy Area. The LRSP has an overall capacity of 7,767 dwelling units, and approximately 265 acres of commercial, office and civic uses, which will allow for approximately 330 thousand square feet of space at typical densities. The LRSP establishes standards to regulate development, including standards for land use, infrastructure, and resource management. Proposed housing sites E-3, E-5, E-6, E-13, C-24 are located within the LRSP.

3.10.2 Environmental Setting

EXISTING CONDITIONS

The City of Elk Grove encompasses approximately 26,980 acres in southern Sacramento County. Existing land uses in the City are predominately single-family residential, which is generally distributed throughout the developed areas of the City. Other land uses include multi-family, commercial, office, recreational, and public uses. Rural and open space land includes annual grassland pasture, oak woodland, and riparian vegetation. Riparian vegetation is found in the Stone Lakes National Wildlife Refuge and along the Cosumnes River, the Sacramento River, and associated tributaries (e.g., Elk Grove Creek, Deer Creek, Morrison Creek, and Whitehouse Creek).

As described in Chapter 2, the Project would update the adequate sties to accommodate the City's 2021-2029 Regional Housing Needs Allocation (RHNA). The City currently has an adequate number of zoned residential sites to meet RHNA requirements for the above moderate income group. It has identified 43 possible housing sites (18 existing sites and 25 new candidate sites) located within City limits that could accommodate housing to meet the RHNA very low, low, and moderate income groups (see Figure 2-2).

EXISTING AND CANDIDATE SITES

Table 2-2 in Chapter 2, "Project Description," identifies the existing and candidate sites, and provides information related to their general location, existing zoning and General Plan land use designation, and proposed zoning and General Plan land use designation. The 25 candidate sites, sites C-1 through C-25, would require rezoning. Existing and candidate sites are depicted in Figure 2-2.

POPULATION AND POPULATION TRENDS

The population of the City was estimated to be 176,154 for 2020. The City has an estimated development capacity of 332,254 residents (City of Elk Grove 2019:Table 3-2). This figure reflects the maximum possible population, as determined by the number of residential units possible at the different maximum densities allowed for each land use designation and the amount of land area within those designations. However, the General Plan does not specify a specific date for development potential, and states that the development capacity is unlikely to be reached because it would require that every lot in Elk Grove be developed to its maximum potential (City of Elk Grove 2019:3-20).

As shown in Table 3.10-1, population rates have fluctuated over the past 30 years, but continue to increase over time.

Table 3.10-1 City of Elk Grove Population Trends

Year	Population	Change	Average Annual Percentage Change
1990 ¹	42,626	N/A	N/A
2000 ¹	72,665	30,039	7.0
2005 ²	110,843	38,178	10.5
2010	153,015	42,172	7.6
2015	164,997	11,982	1.6
2018	171,774	6,777	4.1
2019	173,170	1,396	0.8
2020	176,154	2,984	1.7

¹ Prior to incorporation in 2000, the City was an unincorporated community in Sacramento County. The City was not recognized as a governmental entity in terms of census data, and it did not have legally prescribed boundaries, powers, or functions. Because data for the 2000 US Census was collected on April 1, 2000, and City incorporation occurred on July 1, 2000, the Elk Grove data for the 2000 Census was for the Elk Grove Census Designated Place (CDP), not the City's subsequent incorporated boundaries. Thus, data for 1990 and 2000 is derived from the City of Elk Grove General Plan Update EIR (City of Elk Grove 2018).

² Population change between 2000 and 2005 includes both new development in the City and the annexation of Laguna West in 2004, which was substantially built out at the time of annexation.

Sources: City of Elk Grove 2018; DOF 2012 ;DOF 2020

HOUSING CHARACTERISTICS

As of January 1, 2020, there were a total of 55,438 housing units in the City, consisting of 48,234 single detached homes, 1,536 single attached homes, and 5,379 multi-unit homes (greater than two units). The City is currently experiencing a 3.2 percent housing unit vacancy rate (DOF 2020). The City has identified the average number of persons per household as 3.223.

Table 3.10-2 summarizes the increase in the City's housing stock between 2000 and 2020. The number of housing units has increased from 24,310 in 2000 to 50,634 in 2010, an average annual increase of 10.8 percent. Between 2010 and 2020, the housing stock in the City has increased by 9.5 percent.

Table 3.10-2 Housing Unit Growth

Year	Housing Units	Annual Average Change
2000	24,310	—
2010 ¹	50,634	10.8%
2020	55,438	9.5%

¹ The increase in housing units between 2000 and 2010 includes both new development in the City and the annexation of Laguna West in 2004, which was substantially built out at the time of annexation.

Source: DOF 2020

3.10.3 Environmental Impacts and Mitigation Measures

METHODOLOGY

The following land use impact analysis is based on a review of the City's General Plan EIR as compared to the proposed amendments under the Housing Element and Safety Element Update.

The evaluation of potential land use and planning impacts is based on review of documents pertaining to the existing and candidate sites associated with the Housing Element Update and policy updates as part of the Safety Element Update. As part of this review, local planning documents and land use plans were reviewed to determine whether

implementation of the project would impede or conflict with those plans such that an environmental impact would occur. In determining the level of significance, this analysis assumes that the Housing Element and Safety Element Update would comply with relevant state regulations and local General Plan policies, where feasible.

To evaluate the potential impacts on population and housing, the City-wide population and housing levels were compared to population and housing anticipated under buildout of Housing Element Update. This examination of population, employment, and housing conditions is based on information obtained from review of the plans for the project and review of available population, employment, and housing projections from the City, SACOG, the U.S. Census Bureau, and the California Department of Finance (DOF). In determining the level of significance, the analysis assumes compliance with relevant federal and state laws, regulations, and ordinances.

THRESHOLDS OF SIGNIFICANCE

A land-use impact is considered significant if implementation of the Project would do any of the following:

- ▶ physically divide an established community; and/or
- ▶ cause a significant environmental impact due to a conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect.

A population, employment, and housing impact is considered significant if implementation of the Project would do any of the following:

- ▶ induce substantial unplanned population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure); and/or
- ▶ displace substantial numbers of existing people or homes, necessitating the construction of replacement housing elsewhere.

ISSUES NOT DISCUSSED FURTHER

Physically Divide an Established Community

The Housing Element Update would change the zoning to establish parameters for future residential development and provide opportunities for purposeful expansion that are aligned with community desires, as well as regional growth objectives and State law. Increased zoning densities would increase the potential number of dwelling units in the City, but would not create structures, such as roadways, that could physically divide an established community. The Safety Element Update concerns the need for evacuation routes, but would not create structures that could physically divide an established community. Thus, the Project would have no impacts related to physical division of an established community and this topic is not addressed further in this SEIR.

Displace People or Homes

The purpose of the Housing Element Update is to identify and analyze existing and projected housing needs, as well as establish goals, policies, and actions to address these housing needs, including adequate provisioning of affordable and special-needs (e.g., agricultural workers, homeless people, seniors, single-parent households, large families, and persons with disabilities) housing. It would not remove housing or otherwise displace substantial numbers of people or homes. As the Safety Element Update concerns evacuation routes, implementation would not displace people or homes. Thus, the Project would have no impact related to the displacement of a substantial number of people or homes and this issue is not discussed further in this SEIR.

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

Impact 3.10-1: Induce Substantial Population Growth

The Housing Element Update would accommodate up to 2,722 net new dwelling units, which would accommodate approximately 8,765 people (based on 3.22 persons per household). This growth would be within the projections generally assumed under the City's General Plan and regional planning efforts completed by SACOG. This impact would be **less than significant**.

Table 2-2 and Figure 2-2 in Chapter 2, "Project Description," indicate the location and size of existing and candidate sites. While no specific development projects are proposed at this time, subsequent multi-family development on any or all of the existing and candidate sites would be not considered additional population or housing growth above that projected in the General Plan and analyzed in the General Plan EIR. The Housing Element Update does not require new construction or expansion of existing roadway infrastructure (e.g., new roads); however, infrastructure improvements to provide utilities to the existing and candidate sites would be necessary. Necessary infrastructure improvements would be limited to those necessary to serve projects associated with the Housing Element Update and would not be sized to accommodate additional population growth beyond the growth disclosed herein.

The Housing Element Update would accommodate up to 2,722 net new dwelling units, which would accommodate approximately 8,765 people (based on 3.22 persons per household). Above the existing conditions, the Housing Element Update would result in a potential total of 58,357 dwelling units and a population level of 184,552. The General Plan projects that at buildout (in 30 years or more), the City and its study areas would accommodate 332,254 people within 102,865 dwelling units. In addition, SACOG's 2036 projections for Elk Grove estimate that the City will have a population of 201,197 people accommodating 65,367 dwelling units (City of Elk Grove 2018:3.0-2, SACOG 2012). The population increase and development potential associated with the Housing Element Update and SACOG projections would be included within the relevant estimates and thus generally consistent with City and regional growth assumptions.

The increased population levels associated with the project would be consistent with regional growth projections for the City and would meet SACOG projected housing needs through 2029. Therefore, the project would not induce substantial population growth above that which is already planned for the City. This would be a **less than significant**.

Mitigation Measures

No mitigation is required.

Impact 3.10-2: Conflicts with Applicable Land Use Plans, Policies, or Regulations

The Project would update the Housing Element and Safety Element of the General Plan, amend the General Plan land use map, amend the Laguna Ridge Specific Plan, and revise the Zoning Code. These amendments would ensure compliance with State law requirements for these elements and meet RHNA allocations for the City that were established by SACOG. The Project is consistent with General Plan policies related to environmental protections associated with land use, including those identified under Regulatory Setting that address the amount and location of growth, allowed uses, development densities and intensities, and project design. This impact would be **less than significant**.

As set forth by state law, the General Plan serves as the primary planning document for the City and all subordinate documents and plans are required to be consistent with the General Plan. The Project would update the Housing Element of the General Plan and revise the Zoning Code, as described in Chapter 2, "Project Description." The majority of Elk Grove's housing needs would be accommodated on sites currently designated for housing development; however, there is a shortfall of sites to accommodate the City's full housing need. The majority of actions in the Housing Element Update commit the City to continuing to encourage the provision of affordable housing and housing appropriate for special needs groups and to encourage the maintenance of existing housing. The programs included in the Housing Element Update would not result in development that is inconsistent with the

growth allowed under the City's General Plan. Implementation of the proposed Housing Element Update does not, in and of itself, directly cause new housing to be constructed in the City. However, rezoning would result in land use changes that could have an effect on the environment.

Elk Grove's total RHNA for the 2021–2029 planning period is 8,263 units, allocated to specific income groups. The City currently has an adequate number of zoned residential sites to meet RHNA requirements for the moderate and above moderate income groups. It has identified 43 possible housing sites (18 existing sites and 25 new candidate sites) located within City limits that could accommodate housing to meet the RHNA very low and low income levels. The 25 candidate sites, sites C-1 through C-25, would require rezoning, which covers 122.03 acres. Implementation of the Housing Element Update could accommodate up to 2,722 units over the adopted General Plan land use designations. All 43 of the proposed housing sites are designated for urban or residential uses in the adopted General Plan; none of the existing and candidate sites are designated for conservation or preservation uses.

A main objective of the Housing Element is to meet the City's housing needs, including accommodating a variety of housing types and densities. Chapter 2.0, "Project Description," identifies the proposed actions that would assist the City in addressing its housing needs. Implementation of the Housing Element and development of new housing in Elk Grove would, for the most part, be in or adjacent to urbanized areas and would occur on properties that are currently designated in the General Plan for urbanization. The Housing Element Update would support the need to accommodate RHNA in the City of Elk Grove (Goal H-1); the provision of adequate housing for lower-income households and special needs groups (Goal H-2); remove constraints to the maintenance, improvement, and development of housing (Goal H-3); maintain and improve affordable housing conditions (Goal H-4); provide housing opportunities for all persons, regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status, or disability (Goal H-5); and preserve assisted (subsidized) housing developments for lower-income households (Goal H-6). The Land Use Element encourages affordable housing to be located in close proximity to services, shopping, and public transportation (Policies LU-1-3 and LU-3-7).

The candidate sites could be zoned to allow high density residential development and would allow multi-family uses under the General Plan land use designations. The housing sites have been identified as potential sites that could be used to address the remaining need for housing within the City in areas designated for urban land uses under the General Plan. The existing and candidate housing sites are generally located in areas that would provide access to services, shopping, and public transportation, while accommodating the City's 2021-2029 RHNA. Thus, the planned housing sites are consistent with the General Plan policies discussed above.

Subsequent development that is consistent with the Housing Element Update, including the development of the existing and candidate housing sites would be required to be consistent with the General Plan, including policies and programs adopted to address environmental impacts. These subsequent projects would be reviewed for consistency with the City's development standards set forth in the Municipal Code and Design Guidelines as part of the design review process. The Project would not remove or modify any policies or measures from the General Plan that are intended for environmental protection and would not conflict with any General Plan policies or measures that are intended for environmental protection.

The Safety Element Update addresses evacuation routes and identifies residential development in hazards areas with limited access. This update is required by AB 747 (Levine) and SB 99 (Nielsen) and would not conflict with any adopted plans, policies, or regulations.

The Project could result in potential adverse environmental impacts, including to traffic, noise, water quality, biological resources, drainage and water quality, air quality, hazards, geology/soils, and cultural resources. Impacts to these resources, including consistency with applicable plans, policies, and regulations, are evaluated in the appropriate sections of this SEIR. The Project would result in **less-than-significant** impacts related to conflicts with applicable land use plans, policies, or regulations.

Mitigation Measures

No mitigation is required for this impact.

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