

13.1 Introduction

This chapter describes the environmental setting for population and housing within the project area, as well as the federal, state, and local policies and regulations that determine mitigation requirements. It also identifies impacts on population and housing that may result from implementation of proposed project, and mitigation measures to reduce these impacts where necessary. The following sources of information were reviewed to prepare this chapter:

- Population, housing, and employment information from MTP 2035 (Glover pers. comm.)
- Sacramento County General Plan (Sacramento County 1993)
- El Dorado County General Plan (El Dorado County 2004)
- Elk Grove General Plan (City of Elk Grove 2009)
- Folsom General Plan (City of Folsom 1993)
- Rancho Cordova General Plan (City of Rancho Cordova 2006a)

13.2 Environmental Setting

13.2.1 Existing Conditions

The project vicinity, shown in Figure 13-1, includes eight regional analysis districts (RADs). RADs are community planning areas identified by SACOG for planning purposes. The urban area RADs are Laguna, Elk Grove, Rancho Cordova, and Folsom. The rural area RADs are Vineyard, Cosumnes, Franklin, and El Dorado Hills.

This section presents projected growth in population and housing in the study area for 2007, 2025, and 2035, as well as MTP projections for 2005, 2018, and 2035. The travel modeling projections provided by SACOG are included for comparison purposes only.

It is expected that the proposed project would be completed by 2025. As with the traffic analysis, 2045 was selected as the analysis horizon for future project build out. The year 2035, is the horizon year for the MTP, as well. Housing units and employment for 2007, 2025, and 2035 were prepared separate from the MTP. See “Approach and Methodology” below for details on projection methodology and assumptions made for the proposed project.

13.2.1.1 Existing Population, Housing, and Employment Distribution

Table 13-1 depicts the existing population, housing, and employment distribution in the study area. In 2007, the study area had a population of 342,669 and 129,799 housing units. SACOG estimates that there were 307,014 persons and 113,652 housing units in 2005. As can be seen in Table 13-1, most of the population and housing units within the study area are concentrated in urban area RADs

of Laguna, Elk Grove, Rancho Cordova, and Folsom. Combined, these RADs represent about 79% of the study area population and housing units in 2007.

In terms of employment, the study area had 170,021 jobs in 2007, compared to SACOG's estimate of 149,536 jobs in 2005. The proportion of the jobs within urban area RADs is much higher than the proportion of population and housing units. In 2007, the four urban area RADs had almost 90% of the jobs of the entire study area. The Rancho Cordova RAD alone had about 45% of the jobs in 2007.

13.2.1.2 Population, Housing, and Employment Projections

The methodology for the population projections is discussed below. As shown in the projections, in Table 13-1, the study area population is estimated to grow to 548,265 people in 2025 (an increase of about 60% over 2007) and 662,471 people in 2035 (an increase of about 93% over 2007). This equates to an annual growth rate of 3.3%. By comparison, SACOG projections show the study area to be growing by more than 132% between 2005 and 2035, with the population in 2035 reaching 713,519 people. This equates to an annual growth rate of 4.4%. Most of the urban RADs would register a lower growth rate than the rural area RADs. Rancho Cordova would be the only urban area RAD to register a triple-digit growth rate between 2007 and 2035.

The housing growth trends would be similar to those for population in the study area. The higher growth rate in rural areas can be attributed to new development proposed in these areas, as the urban areas would mostly experience growth as a result of natural growth and some infill development. Overall, within the study area, the total 2035 housing and population levels are consistent with SACOG's projected 2035 development levels.

The 2035 employment projections show that the number of jobs in the study area would grow at a rate slightly lower than population and housing for both project and SACOG projections. The County of Sacramento is projected to have 310,802 jobs in 2035, an increase of about 83% over 2007. Unlike the population and housing projections for the study area, SACOG projections for employment show a slightly lower number of jobs for the study area in 2035. By 2035, the proportion of study area jobs in urban area RADs would decrease slightly to 83%. Once again, rural area RADs are expected to grow at a higher rate in terms of employment compared to the urban area RADs in this time period. The only exception would be the Laguna RAD, which is estimated to have an increase of more than 145% between 2007 and 2035 (based on project projections).

13.2.1.3 Jobs/Housing Ratio

The jobs/housing balance is the number of jobs compared to the number of employed residents living in the immediate area. An imbalance in jobs/housing can be problematic because it results in longer commutes as residents travel to other locales for employment. A low jobs/housing ratio can also result in fiscal hardships for area jurisdictions because the costs associated with providing services to their residents are not balanced by revenue generated by area employment, including property and sales taxes. As depicted in Table 13-2, the study area overall has a good jobs/housing balance (i.e., close to 1.0), which is expected to continue in future years. However, the rural area RADs have low jobs/housing balances.

Table 13-1. Growth along Project Corridor, 2005–2035

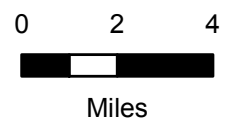
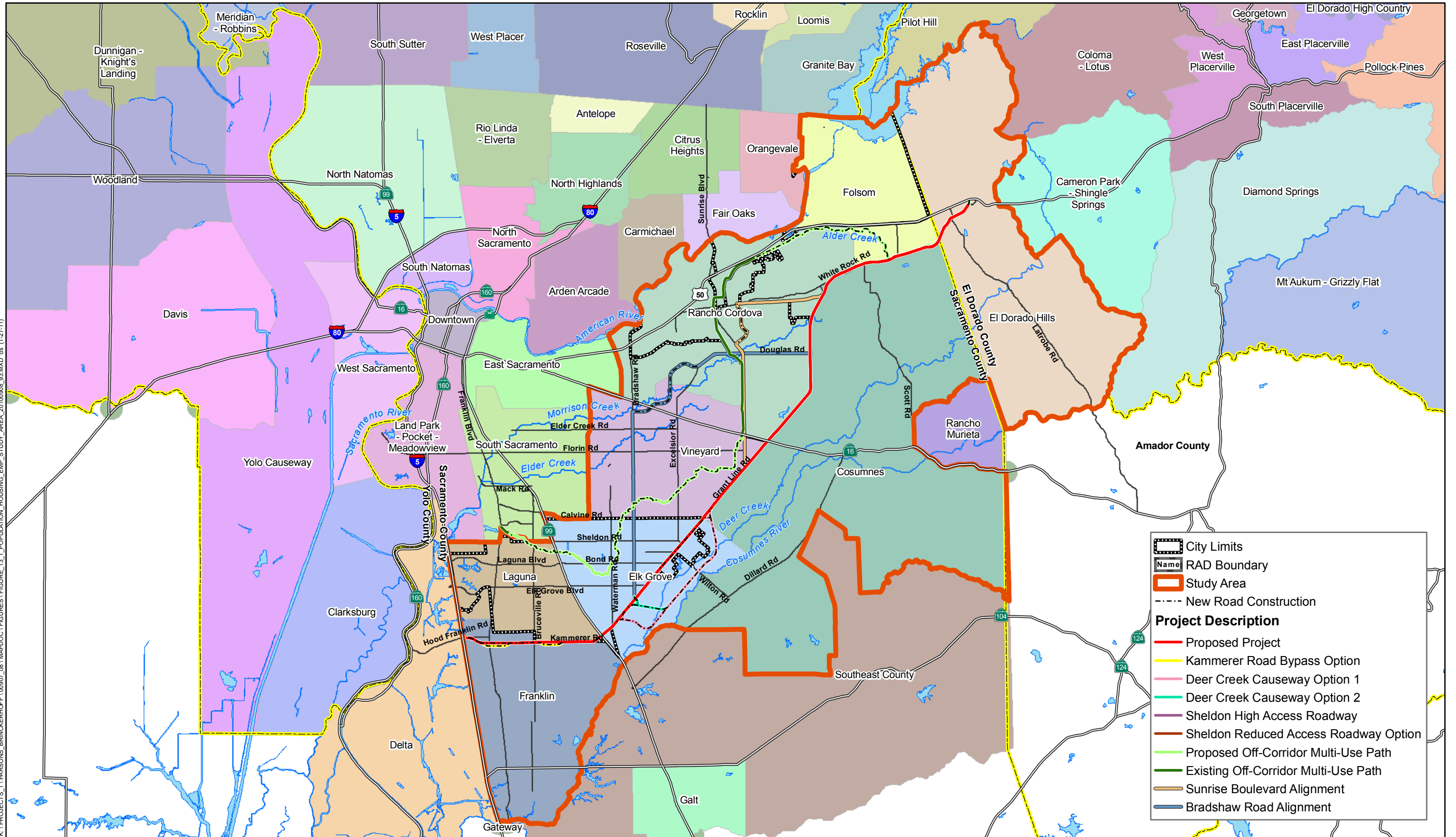
RAD	2007	2025	2035	Project % Change 2007– 2035	Project Annual % Change	SACOG 2005	SACOG 2018	SACOG 2035	SACOG % Change 2005– 2035	SACOG Annual % Change
Household Population^a										
Franklin	863	876	882	2.1%	0.1%	948	936	985	3.9%	0.1%
Laguna	71,581	99,319	114,729	60.3%	2.2%	61,165	88,818	112,762	84.4%	2.8%
Elk Grove	51,205	55,596	58,032	13.3%	0.5%	50,645	78,981	81,575	61.1%	2.0%
Vineyard	23,303	74,332	102,680	340.6%	12.2%	23,524	76,505	134,036	469.8%	15.7%
Cosumnes	10,317	22,337	29,014	181.2%	6.5%	10,601	10,618	11,805	11.4%	0.4%
Rancho Cordova	79,147	152,500	193,248	144.2%	5.1%	71,499	130,013	201,354	181.6%	6.1%
Folsom	67,513	90,082	102,619	52.0%	1.9%	57,410	75,220	101,422	76.7%	2.6%
El Dorado Hills	38,739	53,222	61,266	58.2%	2.1%	31,222	54,303	69,580	122.9%	4.1%
Total Study Area	342,669	548,265	662,471	93.3%	3.3%	307,014	515,394	713,519	132.4%	4.4%
Housing										
Franklin	327	332	334	2.1%	0.1%	343	343	351	2.3%	0.1%
Laguna	27,114	37,621	43,458	60.3%	2.2%	21,259	31,999	40,881	92.3%	3.1%
Elk Grove	19,396	21,059	21,982	13.3%	0.5%	17,385	26,954	27,998	61.0%	2.0%
Vineyard	8,827	28,156	38,894	340.6%	12.2%	8,231	27,209	47,892	481.8%	16.1%
Cosumnes	3,908	8,461	10,990	181.2%	6.5%	4,122	4,145	4,633	12.4%	0.4%
Rancho Cordova	29,980	57,765	73,200	144.2%	5.1%	28,807	53,210	82,693	187.1%	6.2%
Folsom	25,573	34,122	38,871	52.0%	1.9%	22,756	29,599	40,915	79.8%	2.7%
El Dorado Hills	14,674	20,160	23,207	58.2%	2.1%	10,749	18,748	24,429	127.3%	4.2%
Total Study Area	129,799	207,676	250,936	93.3%	3.3%	113,652	192,207	269,792	137.4%	4.6%
Employment										
Franklin	202	201	201	-0.5%	0.0%	187	187	187	0.0%	0.0%
Laguna	17,011	33,351	42,428	149.4%	5.3%	10,682	22,758	33,306	211.8%	7.1%
Elk Grove	18,943	25,143	28,589	50.9%	1.8%	14,364	16,975	23,594	64.3%	2.1%
Vineyard	4,108	12,877	17,750	332.1%	11.9%	4,106	12,972	19,525	375.5%	12.5%
Cosumnes	1,394	3,617	4,852	248.1%	8.9%	1,309	1,319	1,319	0.8%	0.0%
Rancho Cordova	76,914	110,109	128,551	67.1%	2.4%	78,613	107,712	130,549	66.1%	2.2%
Folsom	40,055	51,919	58,511	46.1%	1.6%	28,478	39,078	49,848	75.0%	2.5%
El Dorado Hills	11,394	23,304	29,920	162.6%	5.8%	11,797	21,851	28,904	145.0%	4.8%
Total Study Area	170,021	260,521	310,802	82.8%	3.0%	149,536	222,852	287,232	92.1%	3.1%

Sources: SACOG MTP2035 Population, Housing and Employment Projections, October 2010 (Email Correspondence with Tina Glover, Demographer, Sacramento Area Council of Governments on October 7, 2010.) and DKS Associates, 2010.

Note: The projected numbers were adopted by the SACOG Board of Directors in 2008 for MTP travel modeling. The numbers are based on estimates from I-PLACE3S runs. These projections are under revision as a part of the MTP update process and will be revised in December 2011.

^a The project-level household population projections were not available. For the calculations, it was assumed that number of housing units is same as number of households, and an average household size of 2.64 (as assumed for modeling purposes) was applied to get the population projections.

K:\PROJECTS_1\PARSONS_BRINCKERHOFF\00907_08\1\MAPDOC\FIGURES\FIGURE_13_1_POPULATION_HOUSING_EMP_STUDY_AREA_20100908_95.MXD ds (1-27-11)



Data Layers Provided by Sacramento County GIS Department, Sacramento County Planning Department, SACOG, El Dorado County, El Dorado County Planning Department, The US Fish and Wildlife Service, and USGS



Population, Housing and Employment Study Area

Figure 13-1

Plot Date
January 27, 2011

Table 13-2. Jobs/Housing Ratio in Study Area, 2005 to 2035

RAD	Project 2007	Project 2025	Project 2035	SACOG 2005	SACOG 2018	SACOG 2035
Franklin	0.62	0.61	0.60	0.55	0.55	0.53
Laguna	0.63	0.89	0.98	0.50	0.71	0.81
Elk Grove	0.98	1.19	1.30	0.83	0.63	0.84
Vineyard	0.47	0.46	0.46	0.50	0.48	0.41
Cosumnes	0.36	0.43	0.44	0.32	0.32	0.28
Rancho Cordova	2.57	1.91	1.76	2.73	2.02	1.58
Folsom	1.57	1.52	1.51	1.25	1.32	1.22
El Dorado Hills	0.78	1.16	1.29	1.10	1.17	1.18
Total Study Area	1.31	1.25	1.24	1.32	1.16	1.06

Source: Glover pers. comm.

Note: The projected numbers were adopted by SACOG in 2008 for MTP travel modeling. They are based on estimates from I-PLACE3S runs. These projections are under revision as a part of the MTP update process.

13.2.2 Regulatory Setting

This section discusses the state and local regulations relating to population and housing that would apply to the study area.

13.2.2.1 Federal

23 Code of Federal Regulations (CFR) Part 450.322

The Code of Federal Regulations pertaining to the Department of Transportation contains guidelines for statewide and metropolitan transportation planning. These were last updated on August 10, 2005 when the Safe, Accountable, Flexible, Efficient, Transportation Equity Act: A Legacy for Users (SAFETEA-LU) was enacted. The rules and regulations require that the metropolitan planning organization (MPO) review and update the transportation plan to confirm the transportation plan's validity and consistency with current and forecasted transportation and land use conditions and trends and to extend the forecast period to at least a 20-year planning horizon. As part of the preparation of the Metropolitan Transportation Plans (MTPs), based on the forecasted land use conditions and trends, the MPOs prepare forecasts for the population, housing and employment of the plan area to estimate growth in traffic conditions.

13.2.2.2 State

California Government Code (CGC) 65000 et seq. requires each city and county to adopt a general plan for the physical development of the land within its planning area. The general plan must contain land use, housing, circulation, open space, conservation, noise, and safety elements, and the city or county may adopt optional elements as well. The circulation element must be correlated with the land use element. The housing element must incorporate policies and programs that will allow sufficient housing to be built to meet the jurisdiction's share of the regional housing needs allocation.

Each city and county in the state receives an allocation of total number of housing units that it must plan for within a 7.5-year period. Allocations are distributed to each jurisdiction based on the state's defined four income categories: very low, low, moderate, and above moderate. The sum of the allocations of these four categories must equal the overall allocation for that jurisdiction. Each jurisdiction must then develop its housing element to address how it will zone for enough housing units during the 7.5-year period to meet the overall allocation and allocations by income category.

A copy of the draft housing element must be sent to the California Department of Housing and Community Development (HCD) for review and comment before it may be adopted by the city or county. HCD will advise the local jurisdiction about the element's compliance with CGC 65580 et seq.; a housing element approved by HCD is presumed to meet CGC requirements. As part of its responsibilities in the process of preparing local housing elements, HCD provides regional housing need projections to regional councils of government (e.g., SACOG) around the state approximately every 5 years. In turn, the councils are responsible for preparing an assessment of regional housing needs that specifically enumerates each city's and county's fair share of the regional housing need by economic segment. Each city or county must then amend its housing element to accommodate that fair share.

13.2.2.3 Local

The housing element is one of the seven state-mandated elements of local general plans. Housing element law mandates that local governments adequately plan to meet the existing and projected housing needs of all economic segments of the community. The law acknowledges that, for the private market to adequately address housing needs and demand, local governments must adopt land use plans and regulatory systems that provide opportunities for, and do not unduly constrain, housing development. As a result, housing policy in the state rests largely upon the effective implementation of local general plans and, in particular, local housing elements.

13.3 Impact and Mitigation Discussion

13.3.1 Thresholds of Significance

Appendix G of the State CEQA Guidelines identifies environmental issues to be considered when determining whether a project could have significant impacts on the environment. The proposed project would have a significant impact on population and housing if it would:

- induce substantial population growth in an area, either directly (e.g., by proposing new homes and businesses) or indirectly (e.g., through extension of roads or other infrastructure);
- displace a substantial number of existing housing units, necessitating the construction of replacement housing elsewhere; or
- displace a substantial number of people, necessitating the construction of replacement housing elsewhere.

13.3.2 Approach and Methodology

In September 2005, SACOG adopted a regional employment, population, and housing growth forecast, prepared by Stephen Levy of the Center for the Continuing Study of the California Economy and (Levy and Doche-Boulos 2005). The forecast was developed by examining job growth in the nation and in California, then evaluating the region's competitive position by industry. The economic growth rate was tied to a demographic forecast, which was then tied to a forecast of the number of types of new housing units that will be needed throughout the region. Three levels of projections were developed using a range of assumptions on the share of California jobs coming to the SACOG region; SACOG adopted the middle series because it provides the best balance of reasonable yet robust growth. The forecast developed by Levy represents total growth in the region; SACOG staff then allocated the employment, population, and housing growth to specific geographic locations using recent growth trends, planned projects (both adopted and in-process) in each jurisdiction, planning-related issues such as flood control, habitat and infrastructure, and the long-range planning projects of jurisdictions.

For the project-level development forecasts used for this EIR, housing units were allocated to each of the RADs based on input from the project development team, and to each of the smaller traffic analysis zones used in the travel demand model based on detailed existing and projected land use information prepared by the JPA jurisdictions. The total assumed employment levels within the traffic analysis study area used in this analysis differ from SACOG's assumed 2035 levels in three jurisdictions: Folsom, Rancho Cordova, and Elk Grove. The differences arise from availability to more cities of data indicating higher levels of existing employment. Additional data where available were also used. For example, the *Sheldon Grant Line Road Vision Plan for the Limited Access Roadway Option* provides detailed population, employment, and housing data of the Sheldon area (Design Community and Environment 2010). The 2035 employment level in the infill portion of Rancho Cordova, west of Sunrise Boulevard, was increased by about 2,400 jobs because SACOG's estimate of existing employment is low. A somewhat higher level of employment (about 8,000 additional employees) than SACOG's 2035 levels was assumed for Folsom because SACOG's estimate of existing employment levels for Folsom was about 4,000 less than estimates made by the City of Folsom based on detailed parcel data. In Elk Grove, about 13,500 additional jobs were assumed by 2035 based on input from the City of Elk Grove.

This analysis assumes that development of the proposed Cordova Hills project along Grant Line Road is reasonably foreseeable and a portion of its proposed ultimate development was assumed to occur by 2035 (in the Cosumnes RAD). However, this analysis assumes lower growth in the Vineyard RAD by 2035 than SACOG, which results in the same total growth in housing and jobs by 2035 as SACOG within the unincorporated area of Sacramento County.

13.3.3 Impacts of the Proposed Project and Options

This section describes potential impacts on population and housing that could result from the various project components. As the population, housing and employment study area for all the project options is the same and they are serving essentially the same area, impacts related to population, employment, and housing generated as a result of project implementation would be the same for all of the project options. Construction employment would not be substantially different among the project options and therefore impacts of construction of the design options would not be

substantially different. For these reasons, the impacts discussed below apply to both the proposed project and the project options.

Impact POP-1: Inducement of Substantial Population Growth

The proposed project and project options would provide transportation options, improve accessibility along the project corridor, address future projected travel needs along the corridor, and preserve open space, wildlife habitat, and productive agricultural uses within the corridor. They would support the housing and job growth proposed for the five jurisdictions along the corridor.

In May 2005, SACOG approved a final concept plan report for the project. Detailed descriptions of the conceptual alternatives developed during the study were outlined in the report, along with initial elements of purpose and need. The proposed project has also been included in the approved MTP 2035, which provides a program for needed improvements to keep pace with the anticipated transportation needs of the growing population in the SACOG region. Also, as discussed under "Environmental Setting," the population, housing, and employment growth trends projected for the project area are similar to SACOG's MTP projections. Thus, the proposed project and its components are considered consistent with the growth projections of the approved regional development plans.

The counties and cities along the project corridor would regulate growth within their boundaries through their land use plans, which allow residential development only in areas designated for such uses and in accordance with established densities and other development requirements. All five jurisdictions are engaged in dynamic land use and transportation planning processes that include preparation and refinement of general plans, review and approval of specific development plans, and programming and execution of capital improvements. Much of this planning focuses on the project corridor, which includes vast areas of open land. This land historically has been precluded from development because of the presence of natural constraints (e.g., floodplains, habitat areas) and man-made constraints (e.g., Mather Air Force Base, Aerojet). Although the natural constraints will persist, the man-made constraints have diminished or been eliminated, thus altering the plans for future development in the study area and affecting the planned regional development pattern. The most pronounced effects are manifest in the City of Rancho Cordova's recently adopted general plan and in changes being considered in the Sacramento County General Plan, particularly in the area between US 50 and Jackson Highway.¹ The City of Folsom is also currently in the process of expanding its sphere of influence (SOI) approximately 3,600 acres south of US 50.

The potential growth-inducing impacts of each of these general plans have been or will be disclosed in the respective EIRs for those plans. Sacramento County currently identifies an urban services boundary, delineating areas for future development, in its general plan. Its general plan update may revise this boundary, but to what extent is unknown (See Figure 11-1). To further limit access, the design of the Connector interchanges would include a *directional interchange*, which would allow for appropriate design speeds along the project corridor and for access of local roads to the Connector, but would limit the extension of roadways beyond Sacramento County's urban service boundary (Figure 2-5).

Overall, the individual improvements proposed within the project corridor have very limited potential to result in population concentrations substantially beyond those accounted for in the land use plans of each local jurisdiction. The proposed project would accommodate the projected

¹ Sacramento County's Comprehensive General Plan 2010 update is now before the Board of Supervisors, with hearings to begin in February 2011.

population growth, and its traffic capacity is consistent with future demand projected by the general plans in the study area. However, the project would greatly improve access to lands south of the county urban services boundary. Figure 2-2a illustrates the potential locations of interchanges along the Connector route. These will afford easier access to lands currently planned for agricultural use by the county; thereby increasing development pressures on these areas. Therefore, this impact is considered significant and unavoidable. No mitigation is feasible in light of project objectives.

Impact POP-2: Displacement of Substantial Numbers of Existing Housing or People, Necessitating the Construction of Replacement Housing Elsewhere

Some project elements, such as widening of existing roadways, new or expanded highway interchanges, major arterial improvements, or multi-use paths, could result in displacement of residential, commercial, or industrial structures. This would necessitate acquisition of these properties to make way for new or expanded transportation facilities. In other cases, certain transportation improvements could permanently alter the characteristics and qualities of a neighborhood. The potential for displacement and disruption are major considerations in the final design of individual transportation improvements and will be addressed in the project-level design and development of mitigation programs. The extent of displacements is unknown because the specific alignment of the project has not yet been designed. Nonetheless, the proposed widening will result in displacements. Depending on the specific design of roadway improvements within the identified corridor, the proposed project would result in significant impacts due to relocations and acquisitions. Implementation of Mitigation Measure POP-1, consistent with state legal requirements, would ensure that impacts are less than significant.

Mitigation Measure POP-1: Develop and Implement a Relocation and Compensation Plan

Before proceeding with final design, the JPA or local agency will develop and implement a relocation plan consistent with California Code of Regulations, Title 25, Section 6038 to ensure that eligible residential, commercial, and industrial uses are compensated for moving and residential/business replacement costs. Eligibility of specific residences or businesses for compensation will be determined after evaluation of the impact on the specific use(s) to be relocated, but would include both full and partial property/parcel acquisitions.

The JPA or local agency will use applicable relocation assistance programs (including those administered by local, state and federal governments) to compensate owners and tenants for the relocation costs of residential, commercial, and industrial uses displaced by the project components.

