

## 4.2 POPULATION AND HOUSING

This section of the Draft Environmental Impact Report (EIR) describes changes in population and housing associated with implementation of the proposed Mitchell Farms Subdivision (project), and evaluates whether those changes would result in significant environmental effects. Changes in population, employment, and housing in and of themselves are generally characterized as social and economic effects. The California Environmental Quality Act (CEQA) provides that economic and social effects are not considered significant effects on the environment unless the social and/or economic changes are connected to physical environmental effects. A social or economic change related to a physical change may be considered when determining whether the physical change is significant (14 CCR 15382). The guidance for assessing economic and social effects is set forth in Section 15131(a) of the CEQA Guidelines:

Economic or social effects of a project shall not be treated as significant effects on the environment. An EIR may trace a chain of cause and effect from a proposed decision on a project through anticipated economic or social changes resulting from the project to physical changes caused in turn by the economic or social changes. The intermediate economic or social changes need not be analyzed in any detail greater than necessary to trace the chain of cause and effect. The focus of the analysis shall be on the physical changes.

An increase in population resulting from new development does not necessarily cause direct adverse physical environmental impacts, but indirect physical environmental impacts such as increased vehicle trips and associated increases in air pollutant emissions and noise could occur. These topics are analyzed in Section 4.5, Transportation; Section 4.7, Air Quality; and Section 4.6, Noise.

None of the comments received in response to the Notice of Preparation for the project addressed population, employment, or housing. The Notice of Preparation and comments received in response to it are provided in Appendix A of this EIR.

### 4.2.1 Environmental Setting

The City of Citrus Heights (City) is located just south of the Placer County boundary within northeast Sacramento County, California. The project site is located in a developed area of the City near Greenback Lane to the south, Fair Oaks Boulevard to the east, and Sunrise Boulevard to the west. At the time the City of Citrus Heights General Plan was adopted in 2011, the City was approximately 98% built out. Of the vacant land available in the City, approximately three-quarters is designated as residential. Commercial and office uses are primarily concentrated around the historic Auburn Boulevard commercial corridor, the Greenback Boulevard commercial corridor, the Sunrise Boulevard commercial corridor, and in small centers along arterials, including Antelope Road, Fair Oaks Boulevard, Madison Avenue, and San Juan

Avenue. Older residential areas with large lots are primarily located in north-central Citrus Heights, with the remaining residential areas throughout the City being small-lot subdivisions and multi-family developments. Higher-density multi-family residential areas are located near the Sunrise MarketPlace retail area, which is located south of the project site across Greenback Lane. This area also supports retail uses (City of Citrus Heights 2011, 2013a).

Office and commercial uses are located adjacent to the project site along Sunrise Boulevard, with residential uses located on the west side of Sunrise Boulevard. Commercial and retail uses are located to the south, adjacent to Arcadia Drive and Greenback Lane. Single-family residential and apartments are present along Fair Oaks Boulevard, with a small commercial area located at the corner of Fair Oaks Boulevard and Greenback Lane. An electrical substation and residential development are located north of the project site. A Citrus Heights Water District well and pump house are located in the eastern portion of the site, and a mono-pine cellular telecommunication tower is located in the western portion of the site. Other land uses in the project vicinity include a cemetery, Sunrise Mall, and Tempo Park (City of Citrus Heights 2013a).

### **Population**

According to the U.S. Census Bureau, in 2010 Citrus Heights supported a population of 83,301 people (U.S. Census Bureau 2017). The 2012 population estimate for the City was 84,521, and the estimate for 2016 was 87,432 (U.S. Census Bureau 2017). The California Department of Finance reports that the City's 2010 population was 83,301 people, and estimates the City's 2017 population to be 87,013 (DOF 2017). Between 2010 and 2017, the City's population increased by approximately 4.5%. According to the City's General Plan Background Report, the population increased by 30.47% between 1980 and 2010, approximately 1.02% per year (City of Citrus Heights 2013b).

### **Household Size**

The number of households in the City in 2010 was 32,686, with an average persons-per-household of 2.53 (U.S. Census Bureau 2016). The Department of Finance estimates that there were approximately 35,075 housing units within the City in 2010, and 35,151 housing units within the City in 2017 (DOF 2017). The City's General Plan estimated the average persons-per-household as 2.55 at the time of its adoption (City of Citrus Heights 2013a).

### **Housing Stock**

According to data compiled by the Sacramento Area Council of Governments (SACOG), the City had approximately 35,105 housing units as of 2016 (SACOG 2016). Of the total units, 22,416 were single-family units, 10,866 were multi-family units, and 1,823 were mobile home/other units (SACOG 2016). The City's General Plan Background Report noted that less than 3% of the City's housing stock was constructed within the 10 years prior to the completion

of the report in 2013 (City of Citrus Heights 2013a, 2013b). Between 2013 and 2017, a total of 79 dwelling units were constructed (City of Citrus Heights 2018). This data shows that the City contains a relatively high proportion of older housing stock. The City has developed policies and measures to ensure rehabilitation of older housing units and compliance with the City's Municipal Code. For example, General Plan policies 26.1 and 26.3 commit the City to supporting housing rehabilitation by providing financial incentives and continuing to implement the City's Owner-Occupied Rehabilitation Program.

### **Residential Vacancy Rate**

Based on the SACOG Population and Housing Estimates, the City's vacancy rate in 2010 was 6.8%, and has since decreased to 6.2% in 2016, a reflection of the increased demand for housing in the Sacramento region (SACOG 2016).

### **Housing Affordability**

The U.S. Department of Housing and Urban Development recommends that a household should not spend more than 30% of household income on housing and housing-related expenses. Households that pay more than 30% of their total income for housing costs are considered cost-burdened, and households that pay 50% or more are considered extremely cost-burdened (U.S. Department of Housing and Urban Development 2017).

The 2011–2015 American Community Survey reported that 55% of Citrus Heights residents lived in a housing unit they owned. Of these, 41.9% spent less than 20% of their household income on housing costs, 22.9% spent between 20% and 29% of their household income on housing costs, and 34.2% spent 30% or more. In rental units, 16.5% of residents spent less than 20% of their household income on housing costs, 26.6% spent between 20% and 29% of their household income on housing costs, and 52.5% spent 30% or more (U.S. Census Bureau 2016).

Income levels are also taken into consideration when determining a region's housing affordability. Extremely low-income households are considered those households earning 30% or less of an area's median family income. According to American Community Survey data, the City's median household income was estimated to be \$50,047 in 2015 (U.S. Census Bureau 2016). Extremely low-income household median income for the City in 2015 was approximately \$15,041 or less. Approximately 9.6% of the 32,987 households within the City are extremely low-income households. Of these 3,167 households, 1,069 are owners and 2,067 are renters (differences in total are due to rounding and margin of error). As of 2013, there were eight rent-restricted affordable-housing developments within the City, which included 858 housing units for households earning less than 80% of the City's median income (City of Citrus Heights 2013b). The affordable housing stock includes subsidized apartment complexes owned and managed by the Sacramento Housing and Redevelopment Agency (City of Citrus Heights 2017a).

The Background Report prepared for the City’s General Plan specifies housing affordability as a household spending 30% or less of a renter’s household income or 35% or less of an owner’s household income. This includes the cost of rent and utilities for a renter, and the cost of “gross monthly owner costs” for an owner, which includes mortgage payments, taxes, insurance, utilities, condominium fees, and site rent for mobile homes. In 2012, the median sales price of single-family homes within the City ranged from \$144,563 to \$169,750. The Background Report estimated that a median-income family in Citrus Heights could afford a home priced near \$260,000. The maximum gross rent, which includes monthly utility costs, for low-income households was estimated to be from \$766 to \$1,405, with cost of rent being from \$610 to \$1,177 (City of Citrus Heights 2013b).

Overpayment refers to a situation where housing costs exceed 30% of a rental household’s income or 35% of an ownership household’s income. The 2010 Census approximates that 48.2% of renter-occupied households in the City were in overpayment situations in 2010, and 38.7% of owner-occupied households were in overpayment situations in 2010 (U.S. Census Bureau 2011). Overpayment affects lower-income households significantly, with 54% of lower-income renter households overpaying for shelter, and 46% of lower-income owner households overpaying for shelter in 2010 in the City (City of Citrus Heights 2013b).

State law requires each city and county to prepare a Housing section of their General Plan that indicates how it will meet its allocated “fair share” of regional housing needs for all income groups over a specified period. In 2012, SACOG prepared a Regional Housing Needs Plan that establishes housing needs for each jurisdiction in the region. The fair share housing goals for the City are derived from projected household growth and correction factors including vacancy and normal market removals. Based on the Regional Housing Needs Allocation (RHNA) for Citrus Heights, as determined by SACOG, the City has established a goal of constructing 696 new housing units between 2013 and 2021. Of these units, the City’s RHNA indicates a need for 146 units for very-low-income households, 102 units for low-income households, 130 units for moderate-income households, and 318 units for above moderate-income households. The General Plan states that the City has sufficient land designated for residential development to meet this goal based on a review of the City’s building permits; current development plans under review; historical affordable housing preservation/conversion; and annual production estimates, which suggests that the City has the capability to produce more units within each income category than is required by the City’s “fair share” requirement (City of Citrus Heights 2013a).

Between 2013 and 2017, a total of 79 dwelling units were constructed. Two of these units are considered affordable for low-income households while 77 of these units are considered affordable for above moderate-income households (City of Citrus Heights 2018).

In addition to the City’s goal of developing new income-restricted housing units, low-income residents in the City may be eligible to obtain housing vouchers through the Sacramento Housing and Redevelopment Agency’s Housing Choice Voucher Program. The vouchers allows residents to find housing in the private rental market where the tenant pays a portion of the rent to the owner, and the Sacramento Housing and Redevelopment Agency pays the remainder (City of Citrus Heights 2017).

### **Commute Time to Work**

According to the 2010 U.S. Census, the mean commute time to work for employed City residents was 25.5 minutes, and the most common commute time, representing 18.6% of the City’s work force, was between 30 and 34 minutes (U.S. Census Bureau 2011). The Background Report for the Citrus Heights General Plan estimated that the number of workers spending more time commuting to work has increased, due to an increase in traffic, demands on the Sacramento County transportation network, and population since 2010 (City of Citrus Heights 2013b).

## **4.2.2 Regulatory Setting**

### **Federal Regulations**

No federal requirements related to population or housing are applicable to the proposed project.

### **State Regulations**

#### ***State Housing Element Law***

Under the state’s Housing Element law (California Government Code, Section 65580 et seq.), regional councils of government are required to identify for each city and county its “fair share allocation” of the Regional Housing Needs Determination provided by the California Department of Housing and Community Development. The RHNA presents statistics on housing affordability in a region so that each city or county can plan appropriately to accommodate its fair-share of the region’s affordable housing.

The Housing Element law requires each city/county’s general plan housing element to include an inventory and analysis of sites within that jurisdiction that would be suitable for housing and would provide sufficient space to meet the jurisdiction’s RHNA. If more sites are necessary to meet the RHNA, a housing element must include a program of actions to make sufficient housing sites available to accommodate the jurisdiction’s RHNA, as required under Government Code Section 65583. This is commonly accomplished through rezoning or modifying zoning regulations to increase the area where housing can be built. The City ensures compliance with this requirement by implementing Policy 28.5A in the City’s General Plan, Chapter 2, Community Development (the equivalent of a Housing Element), which requires the City to assess the availability of land for housing development each year (City of Citrus Heights 2013a).

## Local Regulations

### *City of Citrus Heights General Plan*

The project site is located within the land use planning area of the City of Citrus Heights General Plan. The General Plan sets forth goals, policies, and implementation measures to guide land use and development within the City. The City of Citrus Heights General Plan notes that the City’s mix of housing types is one of the key elements of its character, and the General Plan includes goals and policies that seek to encourage development of a range of housing types. It also identifies a goal of preserving and enhancing the range and affordability of housing (City of Citrus Heights 2013a).

The General Plan identifies two key issues related to improving housing conditions in the City: increasing the number of owner-occupied units compared to rental units, and updating the City’s older housing stock. In 2010, 58% of households owned their homes and 42% rented. The General Plan states that although “the City seeks to provide opportunities for both ownership and rental, a good proportion of owner-occupied housing is desired to maintain stability and investment in the community” (City of Citrus Heights 2013a). The General Plan identifies the City’s long-range goal of attaining 65% home ownership and the strategy of encouraging ownership for all income groups (City of Citrus Heights 2013a).

The General Plan describes the City as a “mature suburb with an aging housing stock,” noting that single-family homes and apartment complexes in the City have increasing needs for upgrading and maintenance, and that many rental properties suffer from major deferred maintenance (City of Citrus Heights 2013a). As identified in the General Plan Background Report (City of Citrus Heights 2013b), the median age of housing in the City is 30 years, with 36% percent of housing stock having been constructed between 1970 and 1979, and 22.7% having been constructed between 1980 and 1989. For housing constructed in the 1970s, the Background Report notes that many of these were built quickly and with inconsistent construction quality, and are now experiencing failing roofs and heating and air conditioning systems. The Background Report also notes that 861 homes in the City were constructed before 1939 and may be dilapidated (City of Citrus Heights 2013b).

Goals and policies of the General Plan applicable to the analysis of the proposed project’s impacts on population and housing are listed below (City of Citrus Heights 2013a):

**Goal 25:** Provide adequate sites for a variety of housing opportunities to serve all residents.

**Policy 25.1:** Promote development of a variety of housing types in terms of location, cost, design, style, type, and tenure, while ensuring compatibility with adjacent uses of land.

**Policy 25.3:** Facilitate mixed-use development and redevelopment in appropriate areas.

**Policy 25.4:** Support a variety of housing opportunities on vacant or under-utilized lands.

**Goal 26:** Develop, conserve, and improve the housing stock to ensure decent accommodations for all segments of the community.

**Policy 26.2:** Promote construction of housing types with a variety of prices, styles, and designs.

**Goal 28:** Ensure housing opportunities for all segments of the community.

**Policy 28.5:** Encourage development of a variety of sizes, design, and styles of housing so that residents will be encouraged to stay in Citrus Heights as their housing needs change.

### 4.2.3 Impacts

#### Methods of Analysis

Under CEQA, population growth is generally characterized as a social and economic effect and is not considered a physical effect on the environment. CEQA provides that economic or social effects are not considered significant impacts on the environment unless the social and/or economic changes are connected to physical environmental effects.

Because the project’s potential to cause population growth is analyzed in terms of the impacts of growth on the physical environment, this analysis focuses on whether the population growth attributed to the proposed project would result in environmental impacts not otherwise evaluated in this EIR. For example, a significant impact could occur if the project would cause growth beyond what is anticipated for in the area, resulting in inadequate infrastructure to serve the project. Population growth could also have a significant impact on the environment if that growth would occur in an undeveloped area that would require extensive infrastructure to serve new development and could promote future growth in previously undeveloped areas.

To analyze housing affordability, the City considers the degree to which housing is available in the income ranges identified in the RHNA calculations provided by SACOG (SACOG 2012). The RHNA indicates the number of housing units needed within the City in each income category. The City’s General Plan provides goals, policies, and actions to help achieve the RHNA. Other objectives of the General Plan include increasing home ownership in the City, preserving existing housing supply and quality, optimizing remaining development

opportunities, and ensuring suitable housing is available to all residents (City of Citrus Heights 2013a). This analysis compares the number and types of housing units included in the proposed project to the City’s RHNA to evaluate how the project could potentially help the City meet its affordable housing requirements.

**Significance Criteria**

Potentially significant impacts associated with population and housing were evaluated using the following criteria. Would the project cause a significant adverse change in the physical environment by:

- Inducing substantial 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)?
- Displacing substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere?
- Displacing substantial numbers of people, necessitating the construction of replacement housing elsewhere?
- Reducing the affordable housing supply, impairing the City’s ability to meet its RHNA obligations, or creating a substantial increase in demand for affordable housing?

**Project Impacts**

<b>IMPACT 4.2-1:</b>	Induce substantial population growth in the project area
<b>SIGNIFICANCE:</b>	Less Than Significant
<b>MITIGATION MEASURES:</b>	None Required
<b>SIGNIFICANCE AFTER MITIGATION:</b>	Less Than Significant

The project proposes to construct 260 residential units in five villages, with an average density of 8.1 units per acre on approximately 32 acres of the ±56-acre project site. The City has an average population per household of 2.55 (City of Citrus Heights 2013a). Thus, the proposed project would support the addition of approximately 663 residents to the City.

The project site is located in a developed area of the City surrounded by a mix of residential, retail, and commercial uses. Infrastructure improvements associated with the proposed project are discussed in Section 4.5, Transportation, and Section 4.10, Public Services and Utilities of this EIR. The project’s infrastructure improvements, including water, sewer, and storm drain

facilities, would all be sized to accommodate the project, and would not support additional growth in the surrounding area.

According to Department of Finance population estimates, the City of Citrus Heights has increased in population from approximately 83,301 in 2010 to 87,013 in 2017, an increase of approximately 4.5% and an annual average growth rate of 0.6% (DOF 2017). As the proposed project would contribute approximately 663 individuals to the City's population, assuming all of these would be new residents and not existing residents relocating to the project site, implementation of the proposed project would increase the City's population to 87,678, a 0.8% increase over baseline (2017) levels. This estimate assumes that all of the proposed residential units would be occupied at once and that the City's population would not exceed the average growth rate during the period between the release of the Notice of Preparation (baseline 2017 levels) and full occupancy of the project. Therefore, 0.8% is a conservative estimate for population growth generated by the project because it is not likely that all of the residential units would be occupied at the same time.

SACOG's RHNA requires that 696 new homes be constructed within the City between 2013 and 2021 (SACOG 2012), which would correlate to an average of 87 houses constructed annually. The proposed project would assist in attaining this goal by constructing 260 single-family residential units. Based on the City's average household population of 2.55 persons (City of Citrus Heights 2013a), the project site could accommodate approximately 663 new City residents, bringing the total City population to approximately 88,000 people.

Under the existing General Plan and zoning designations, 6.26 acres of the site are planned for development of high-density residences, with a density of between 21 and 30 units per acre (City of Citrus Heights 2013a). Given site constraints and space needed for common areas, parking lots, and other infrastructure, the General Plan Housing section assumed this portion of the site could accommodate 93 apartments. Thus, the proposed project would develop 167 more units than have been assumed in the City's long-range planning. Further, the project would construct single-family homes, which would offer the opportunity to increase the number of owner-occupied units within the City compared to the apartment units assumed in the Housing section. Based on the City's average household population of 2.55 persons, the additional units could accommodate approximately 426 more City residents at the project site than under current land use and zoning designations. However, the total population that could be accommodated at the project site would not exceed the City's growth projections. Additionally, prior planning decisions by the City have altered the potential for housing development in other locations. This included the City Council's adoption of resolution 2015-023, which reduced the amount of vacant land available for housing by approving the rezoning of a 10-acre parcel from Medium Density Residential to Public (City of Citrus Heights 2015), and resolution 2017-039, which increased the opportunity for residential development by

allowing for development of residential uses in the Business Professional zone district (City of Citrus Heights 2017b).

The proposed project is consistent with the City’s land uses and housing needs specified in the General Plan. Further, by developing medium-density single-family residences on lots ranging from 2,000 to 9,000 square feet, the project would adhere to General Plan policies that encourage development of a range of housing types (City of Citrus Heights 2013a).

The proposed project would not contribute or induce substantial population growth beyond what is anticipated in the General Plan, or extend infrastructure allowing new development to occur in areas not slated for development, since the project site is in a developed area that already receives public services. Thus, the impact would be **less than significant**.

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<b>IMPACT 4.2-2:</b>	Displace substantial numbers of existing housing and/or people, necessitating the construction of replacement housing elsewhere
<b>SIGNIFICANCE:</b>	Less Than Significant
<b>MITIGATION MEASURES:</b>	None Required
<b>SIGNIFICANCE AFTER MITIGATION:</b>	Less Than Significant

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The project site was previously used as a ranch that later was developed as a nine-hole golf course. In the late 1970s, a residence was constructed on the site. The project would require demolition of the existing residence on the project site, but is phased to postpone demolition of that residence until it is willingly vacated by the owner. Although homeless individuals may visit the site and possibly camp on site, the existing golf course use of the site and patrols by golf course operators ensure that the site is not relied upon by homeless individuals as a regular campsite. The project would not displace a substantial number of occupied residences or people requiring the construction of replacement housing elsewhere; therefore, impacts related to displacing people would be **less than significant**.

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<b>IMPACT 4.2-3:</b>	Reduce the affordable housing supply, impair the City’s ability to meet its RHNA obligations, or create a substantial increase in demand for affordable housing
<b>SIGNIFICANCE:</b>	Less Than Significant
<b>MITIGATION MEASURES:</b>	None Required
<b>SIGNIFICANCE AFTER MITIGATION:</b>	Less Than Significant

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As discussed in Section 4.2.1, Environmental Setting, the City is required to allocate sufficient land to accommodate 696 new housing units to satisfy the RHNA for 2013 to 2021 (SACOG 2012). Of these 696 units, 146 must meet the needs of very-low-income households, 102 must meet the needs of low-income households, 130 must meet the needs of moderate-income households, and 318 must meet the needs of above-moderate-income households.

For the City to feasibly meet the need for very-low-income and low-income households, development must occur on adequately sized sites with higher-density zoning that permits multi-family housing units.

The project proposes to provide 260 dwelling units on approximately 32 acres with an average density of 8.1 dwelling units per acre. According to the General Plan, this would be considered low-to medium-density for residential uses (City of Citrus Heights 2013a). The project would include 110 units on lots ranging from 2,000 to 2,900 square feet, 72 units on lots ranging from 2,000 to 4,000 square feet, and 78 units on lots ranging from 4,500 to 9,000 square feet. None of the units would be offered at below-market rates, but the range of lot and home sizes should facilitate units that would be available at price points that are attainable for lower-income households.

A portion of the site is currently designated for high-density residential development that potentially could include affordable housing. The proposed project would change the planned land use of the site from high-density to medium-density residences, and would not include any below-market-rate units. Thus, the project would not contribute to meeting the City's RHNA for very-low- or low-income groups. However, the City has an identified need for 130 units affordable for moderate-income households, and 318 units affordable for above-moderate-income households. The project would develop 182 units on lots that are 4,000 square feet or less and 78 units on lots ranging from 4,000 to 9,000 square feet. All 260 units could contribute to the City's attainment of the RHNA for the moderate- and above-moderate-income groups.

The proposed project would involve demolishing one existing, currently occupied residence on the project site, but would phase construction to postpone demolition until the residence is willingly vacated by the owner. The proposed project would construct residential, open space, and recreational uses, and would not introduce low-income employees to the project area that would generate a demand for affordable housing.

The proposed project would not reduce the affordable housing supply, impair the City's ability to meet its RHNA obligations, or create a substantial increase in demand for affordable housing. Therefore, the project's impact related to housing affordability would be **less than significant**.

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<b>IMPACT 4.2-4:</b>	Contribute to cumulative impacts associated with population and housing
<b>SIGNIFICANCE:</b>	No Impact
<b>MITIGATION MEASURES:</b>	None Required
<b>SIGNIFICANCE AFTER MITIGATION:</b>	No Impact

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The geographic range for assessing cumulative impacts associated with population and housing is the City of Citrus Heights. Other past, present, and reasonably foreseeable projects within the City that could add to the City’s population are described in Section 4.1, Land Use. The City’s General Plan provides overarching guidance for development within the City, including planning for new residential and commercial land uses. The General Plan provides for development of a balanced land use pattern that meets the housing and economic development needs of the City’s residents, including provision of a variety of housing types and prices (City of Citrus Heights 2013a). The General Plan EIR states that approximately 98% of the City is developed, and development of the remaining vacant land could result in an increase of approximately 149 acres of residential development and 46 acres of commercial development. Buildout of the City is expected to generate approximately 3,577 new residential dwelling units by 2035, and a population increase of approximately 15,880 people (18%) from 2010 to 2035 (City of Citrus Heights 2011). The General Plan sets forth policies to ensure that this growth occurs in a managed and orderly manner. Redevelopment and/or intensification of currently developed areas must be consistent with intensity and density ranges identified in the City’s General Plan, and must comply with policies and actions in the General Plan. The proposed project would introduce 260 residential dwelling units to the project site, approximately 7.3% of dwelling units projected to be constructed within the City by 2035. The proposed project would comply with all goals and policies specified in the City’s General Plan.

Since implementation of the General Plan would ensure that housing needs are met and that environmental impacts associated with increased population are mitigated, the project would not contribute to a cumulative impact; therefore, the project’s contribution would be **less than significant**.

#### 4.2.4 Mitigation Measures

No mitigation measures are required.

#### 4.2.5 References

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