

4.10 POPULATION, EMPLOYMENT, AND HOUSING

4.10 POPULATION, EMPLOYMENT, AND HOUSING

INTRODUCTION

The purpose of this section is to identify, estimate, and evaluate population and housing changes that could result due to future implementation of the Lincoln East Specific Plan (LESP or proposed project). This section also describes the existing population and housing levels in the City of Yuba City and Sutter County.

The increase in population and changes to demographics resulting from new development do not necessarily cause direct adverse physical environmental effects; however, indirect physical environmental effects such as population-driven traffic or air quality effects could occur. Therefore, this section is not a typical impact analysis because all of the primary and secondary impacts associated with an increase in population, residences, and jobs are addressed in other technical sections (i.e., increase in air emissions and traffic, loss of biological resources, increase in demand for public services and utilities, etc.).

The information contained in this section is used as a basis for the analysis of project and cumulative impacts included in the technical sections of this EIR in Chapter 4. However, changes in population and housing, in and of themselves, are generally characterized as social and economic effects, not physical effects on the environment. CEQA provides that economic or social effects are not considered significant effects on the environment unless the social and/or economic effects are connected to physical environmental effects. A social or economic change related to a physical change may be considered in determining whether the physical change is significant (CEQA Guidelines section 15382). The direction for treatment of economic and social effects is stated 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 physical changes.

This section describes the existing population and housing levels in Yuba City and Sutter County adjacent to the plan area. This section also summarizes City plans and policies pertaining to housing and commercial uses, including affordable housing policies and policies related to the maintenance of a jobs/housing balance. Potential inconsistencies with adopted City plans or policies are identified.

Comments raised in response to the NOP (see Appendix B) include concerns about population density, increased population leading to negative neighborhood effects such as blight, Yuba City becoming a bedroom community for Sacramento, Yuba City achieving its fair share of the regional housing needs, and an increase in population in the area. All of these issues are addressed in this section.

As discussed in the Initial Study (see Appendix A), issues associated with the displacement of existing housing or substantial numbers of people necessitating the construction of replacement housing elsewhere were found to be less than significant. Therefore, these issues are not discussed further in this section.

Information was obtained from the U.S. Census (2000), Sacramento Area Council of Governments (SACOG), Yuba City General Plan (2004), and the City of Yuba City draft 2008 Housing Element.

ENVIRONMENTAL SETTING

Population

Sutter County

According to the Sacramento Area Council of Governments (SACOG), Sutter County, including the cities of Yuba City and Live Oak, experienced a 25 percent increase in population from 1990 to 2000.¹ According to the U.S. Census, Sutter County ranks 37th out of 58 for the fastest growing counties in California.² In 2006, Sutter County had a total population of 91,669.³ The Department of Finance (DOF) estimates that Sutter County's population was 93,919 on January 1, 2007, an increase of 2.5 percent over one year.⁴ Current trends in population growth are expected to continue, with the county population projected to reach 137,108 by 2025,⁵ a 74 percent increase in population from 2000 levels (see Table 4.10-1).

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- 1 Sacramento Area Council of Governments (SACOG), Population Estimates and Housing Unit Inventory, <www.sacog.org/demographics/pophsg/cities/sutter_cities.pdf>, accessed September 10, 2005.
 - 2 US Census Bureau, American FactFinder, Geographic Comparison Table, GCT-T1-R. Population Estimates (geographies ranked by estimate), <www.factfinder.census.gov>, accessed September 11, 2006.
 - 3 State of California, Department of Finance, E-1 Population Estimates for Cities, Counties and the State with Annual Percent Change — January 1, 2006 and 2007. Sacramento, California, May 2007, <www.dof.ca.gov/HTML/DEMOGRAP/ReportsPapers/Estimates/E1/documents/E-1table.xls>, accessed January 7, 2008.
 - 4 State of California, Department of Finance, E-1 Population Estimates for Cities, Counties and the State with Annual Percent Change — January 1, 2006 and 2007. Sacramento, California, May 2007, <www.dof.ca.gov/HTML/DEMOGRAP/ReportsPapers/Estimates/E1/documents/E-1table.xls>, accessed January 7, 2008.
 - 5 Sacramento Area Council of Governments (SACOG), SACOG Projections, <www.sacog.org/demographics/projections/files/split/Sacog%20Projections%20Adopted%2012.16.04%20for%20Jurisdictions%202005%20-%202025.xls>, accessed September 10, 2006;

TABLE 4.10-1						
POPULATION, EMPLOYMENT, AND HOUSING FIGURES THROUGH 2025						
	2000	2005	2010	2015	2020	2025
Sutter County						
Population	78,930	87,342	98,668	110,210	123,311	137,108
Employment	30,980	33,506	38,474	41,582	44,890	48,135
Total Housing Units	28,319	29,373	33,035	38,415	44,095	52,830
Occupied	27,033	~	~	~	~	~
Vacant	1,286	~	~	~	~	~
Jobs/Housing Ratio	1.15	1.14	1.16	1.08	1.02	0.91
City of Yuba City						
Population	36,758	52,976	56,650	60,001	63,758	67,423
Employment	14,174	23,600	26,877	28,817	30,907	32,997
Total Housing Units	13,912	18,059	19,218	21,219	23,197	26,541
Occupied	13,290	~	~	~	~	~
Vacant	622	~	~	~	~	~
Jobs/Housing Ratio	1.07	1.31	1.40	1.36	1.33	1.24
Notes:						
1. The occupied housing unit total was used for the year 2000 to calculate the jobs/housing ratio for a more accurate depiction of jobs to truly occupied housing units. The following years are calculated with the total housing units because information for actual occupied units was not available.						
2. The jobs housing ratio is calculated by dividing the number of employees by the number of occupied dwelling units.						
Source: Sacramento Area Council of Governments (SACOG), SACOG Projections, http://www.sacog.org/demographics/projections/files/split/Sacog%20Projections%20Adopted%2012.16.04%20for%20Jurisdictions%202005%20-%202025.xls , accessed September 10, 2006; US Census Bureau, American FactFinder, http://factfinder.census.gov , accessed September 10, 2006.						

Yuba City

Yuba City experienced a 37 percent change in population from 27,100 to 37,150 over the 10-year period between 1990 and 2000.⁶ The DOF estimates that Yuba City's population was 60,653 on January 1, 2006, and 62,083 on January 1, 2007, an increase of 2.4 percent over one year.⁷ Annexations represent a significant share of the City's population growth. Since 1989, the City has annexed approximately 2,370 acres, increasing the City area by 54 percent. An annexation in early 2001 resulted in an increase of the City's population of 19 percent within one year.⁸

SACOG Blueprint

In December 2004, SACOG approved the Preferred Blueprint Scenario, which sets forth a long-range vision of how the Sacramento region should grow through the year 2050. The result of these efforts was the SACOG Blueprint, a transportation and land use analysis suggesting how cities and counties should grow based on the following seven smart growth principles: 1) provide a variety of transportation choices; 2) offer housing choices and opportunities; 3) take advantage of compact development; 4) use existing assets; 5) mixed land uses; 6) preserve open space, farmland, natural

6 Sacramento Area Council of Governments (SACOG), Population Estimates and Housing Unit Inventory, <www.sacog.org/demographics/pophsg/cities/sutter_cities.pdf>, Accessed September 10, 2005.

7 State of California, Department of Finance, E-1 Population Estimates for Cities, Counties and the State with Annual Percent Change — January 1, 2006 and 2007. Sacramento, California, May 2007, <www.dof.ca.gov/HTML/DEMOGRAP/ReportsPapers/Estimates/E1/documents/E-1table.xls>, accessed January 7, 2008.

8 Sacramento Area Council of Governments (SACOG), Population Estimates and Housing Unit Inventory, <www.sacog.org/demographics/pophsg/cities/sutter_cities.pdf>, accessed September 10, 2005.

beauty, through natural resources conservation; and 7) encourage distinctive, attractive communities with quality design. The Blueprint does not approve or prohibit growth in the region, but suggests general land uses and locations for growth; it is not a policy document.

Although the Blueprint is not intended to be applied or implemented in a literal, parcel-level manner, the proposed project site would be considered Rural Residential, Industrial, Open Space, Single Family Large Lot, Public, and Retail under the Blueprint's Base Case Scenario (how development could occur based on recent past development). Under the Preferred Blueprint Scenario, the project site would be developed with a mix of Rural Residential, Single Family Large Lot, Medium Density Mixed Residential, High Density Mixed Residential, Attached Residential, Open Space, Parks, Public, and Retail.⁹

The General Plans for both Sutter County and Yuba City show significant and extensive urban development occurring west of the existing city limits. Lands to the west, in particular, are transitioning from primarily agricultural activities to residential and commercial development, with many neighborhoods recently constructed, under construction, or in the planning stages.

Employment

Sutter County

Growth in Sutter County is fueled by a number of factors, including strategic location, an expected strong state economy, affordable land, population growth, and spill-over business expansions from the Sacramento Area to the northern part of the state. Employment gains are expected across all major industry divisions with the largest increases occurring in services and trade.¹⁰

In 2000, 35,470 people were in the labor force (people age 16 and over) and 30,980 people were employed, resulting in an 11.8 percent unemployment rate for Sutter County.¹¹ By the year 2010, the County is expected to have a total of 38,474 jobs, an increase of approximately 8 percent.¹² SACOG projections estimate the number of jobs in Sutter County at 48,135 by the year 2025, which is a 55 percent increase from the year 2000.¹³

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- 9 Sacramento Area Council of Governments (SACOG), Sacramento Region Blueprint Transportation and Land Use Study, Preferred Scenario Map, Yuba City, <www.sacregionblueprint.org/sacregionblueprint/the_project/maps/counties/sutter/yubacity/scenariomap.html>, accessed September 11, 2006.
- 10 State of California, Employment Development Department, Local Area Profiles, Sutter County Profile, <www.labormarketinfo.edd.ca.gov/cgi/databrowsing/localAreaProfileQSResults.asp?selectedarea=Sutter+County&selectedindex=1&menuChoice=localAreaPro&state=true&geogArea=0604000101&countyName=>>, accessed September 13, 2006.
- 11 US Census Bureau, American FactFinder, QT-P24. Employment Status by Sex: 2000, <www.factfinder.census.gov>, accessed September 10, 2006.
- 12 Sacramento Area Council of Governments (SACOG), SACOG Projections, <www.sacog.org/demographics/projections/files/split/Sacog%20Projections%20Adopted%2012.16.04%20for%20Jurisdictions%202005%20-%202025.xls>, accessed September 10, 2006.
- 13 Sacramento Area Council of Governments (SACOG), SACOG Projections, <www.sacog.org/demographics/projections/files/split/Sacog%20Projections%20Adopted%2012.16.04%20for%20Jurisdictions%202005%20-%202025.xls>, accessed September 10, 2006.

Residents living outside of Sutter County commute into the county to work. According to the U.S. Census, approximately 4,408 workers commute from Yuba County, 1,202 workers commute from Butte County, and 391 workers commute from Sacramento County to work in Sutter County.¹⁴

Yuba City

In 2000, 16,666 people were in the labor force (people age 16 and over) and 14,174 people were employed, resulting in a 15 percent unemployment rate for Yuba City.¹⁵ By the year 2010, the City is expected to have a total of 26,877 jobs, an increase of approximately 97 percent.¹⁶ SACOG projections estimate the number of jobs in Yuba City at 32,997 by the year 2025, which is a 133 percent increase from the year 2000.¹⁷ This growth reflects the employment growth projected for the entire Sutter County region.

Housing

Sutter County

Rapid job expansion throughout the Sacramento Region has stimulated a growing demand for the Sutter County housing supply. As the Sacramento region continues to grow, more housing opportunities are required to keep workers living close to their jobs. Some families who can no longer afford to live in Sacramento have moved to areas further from downtown Sacramento. The limitation of affordable housing in Sacramento has led to increased residential development in Sutter County.

The 2000 U.S. Census found that thousands of residents in Sutter County commute to work outside of the County: approximately 5,703 residents commute into Yuba County; 2,476 residents commute to Sacramento County; 1,487 residents commute to Placer County; 1,251 residents commute to Yolo County; and 870 residents commute to Butte County.¹⁸ However, 17,060 residents who live in Sutter County also work in Sutter County.¹⁹

14 US Census Bureau, US Census 2000, County-to-County Worker Flow Files, <www.census.gov/population/www/cen2000/commuting.html>, Accessed September 13, 2006.

15 US Census Bureau, American FactFinder, QT-P24. Employment Status by Sex: 2000, <www.factfinder.census.gov>, accessed September 10, 2006.

16 Sacramento Area Council of Governments (SACOG), SACOG Projections, <www.sacog.org/demographics/projections/files/split/Sacog%20Projections%20Adopted%2012.16.04%20for%20Jurisdictions%202005%20-%202025.xls>, accessed September 10, 2006.

17 Sacramento Area Council of Governments (SACOG), SACOG Projections, <www.sacog.org/demographics/projections/files/split/Sacog%20Projections%20Adopted%2012.16.04%20for%20Jurisdictions%202005%20-%202025.xls>, accessed September 10, 2006.

18 US Census Bureau, US Census 2000, County-to-County Worker Flow Files, <www.census.gov/population/www/cen2000/commuting.html>, accessed September 13, 2006.

19 US Census Bureau, US Census 2000, County-to-County Worker Flow Files, <www.census.gov/population/www/cen2000/commuting.html>, accessed September 13, 2006.

In terms of housing units, the 1990 Census found there were 24,163 housing units in the county, with 23,111 occupied and 1,052 vacant, resulting in a 4.4 percent vacancy rate.²⁰ The 2000 Census found there were 28,319 housing units in the County, with 27,033 occupied and 1,286 vacant, resulting in a 4.5 percent vacancy rate.²¹ This resulted in an increase in housing units by 17 percent since 1990. Sutter County housing units are projected to continue increasing over the period between 2000 and 2010 to 33,035 units which would be a 17 percent increase since 2000.²² By 2025, total housing unit growth is projected to increase to 52,830 units.²³

Yuba City

In 1990, Yuba City had 11,068 housing units, with 10,583 occupied and 485 vacant, resulting in a 4.4 percent vacancy rate.²⁴ In 2000, the City had a total of 13,912 housing units (13,290 occupied and 622 vacant), with a City population of 36,758.²⁵ The number of housing units increased by 26 percent over that decade.

The City is projected to grow over the next few years and reach 19,218 housing units by 2010.²⁶ The projected increase of 5,306 housing units represents a 38 percent change since 2000. By 2025, Yuba City is expected to increase its housing supply to a total of 26,541 housing units, an increase of 91 percent from the year 2000.²⁷ This residential growth is expected to be divided as 61 percent single family low density, 21 percent single family low/medium density, and 18 percent medium/high density.²⁸ However, due to the recent economic slowdown, it is anticipated that the number of housing units projected did not account for this decline in the housing market. Therefore, the number of new housing units may be less than projected.

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- 20 US Census Bureau, US Census 1990, Detailed Tables, H001. Housing Units - Universe: Housing units and H002. Occupancy Status - Universe: Housing units, <www.factfinder.census.gov/servlet/DTTable?_bm=y&-context=dt&-ds_name=DEC_1990_STF1_-CONTEXT=dt&-mt_name=DEC_1990_STF1_H001&-mt_name=DEC_1990_STF1_H005&-mt_name=DEC_1990_STF1_H002&-tree_id=100&-redoLog=false&-all_geo_types=N&-geo_id=05000US06101&-search_results=01000US&-format=&-_lang=en>, accessed September 13, 2006.
- 21 US Census Bureau, American FactFinder, DP-1. Profile of General Demographic Characteristics: 2000, <www.factfinder.census.gov>, accessed September 10, 2006.
- 22 Sacramento Area Council of Governments (SACOG), SACOG Projections, <www.sacog.org/demographics/projections/files/split/Sacog%20Projections%20Adopted%2012.16.04%20for%20Jurisdictions%202005%20-%202025.xls>, accessed September 10, 2006.
- 23 Sacramento Area Council of Governments (SACOG), SACOG Projections, <www.sacog.org/demographics/projections/files/split/Sacog%20Projections%20Adopted%2012.16.04%20for%20Jurisdictions%202005%20-%202025.xls>, accessed September 10, 2006.
- 24 US Census Bureau, US Census 1990, Detailed Tables, H001. Housing Units - Universe: Housing units and H002. Occupancy Status - Universe: Housing units, factfinder.census.gov/servlet/DTTable?_bm=y&-context=dt&-ds_name=DEC_1990_STF1_-mt_name=DEC_1990_STF1_H001&-mt_name=DEC_1990_STF1_H002&-mt_name=DEC_1990_STF1_H005&-CONTEXT=dt&-tree_id=100&-all_geo_types=N&-geo_id=16000US063185&-search_results=16000US063185&-format=&-_lang=en>, accessed September 13, 2006.
- 25 US Census Bureau, American FactFinder, DP-1. Profile of General Demographic Characteristics: 2000, <www.factfinder.census.gov>, accessed September 10, 2006.
- 26 Sacramento Area Council of Governments (SACOG), SACOG Projections, <www.sacog.org/demographics/projections/files/split/Sacog%20Projections%20Adopted%2012.16.04%20for%20Jurisdictions%202005%20-%202025.xls>, accessed September 10, 2006.
- 27 Sacramento Area Council of Governments (SACOG), SACOG Projections, <www.sacog.org/demographics/projections/files/split/Sacog%20Projections%20Adopted%2012.16.04%20for%20Jurisdictions%202005%20-%202025.xls>, accessed September 10, 2006.
- 28 City of Yuba City, *Yuba City General Plan*, Adopted Resolution #04-049, April 8, 2004, page 3-9, Table 3-4.
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Jobs/Housing Balance

The concept of jobs/housing balance refers to the relationship of residences to jobs in a given community or area. Assuming a reasonable match between the affordability of housing and the incomes of jobs in the local market, if the number and proximity of residences is proportionate to the number and proximity of jobs, the majority of the employees would have the opportunity to work and reside in the same community. A well-balanced ratio of jobs and housing can contribute to reductions in the number of vehicle trips resulting from commuting due to employment opportunities in closer proximity to residential areas. Such a reduction in vehicle trips would necessarily result in lower levels of air pollutant emissions and less congestion on area roadways and intersections. As noted above, another important consideration in evaluating the jobs/housing balance is whether housing in the community is affordable to local employees. The availability of an adequate housing supply, presenting various price levels including those that are reasonably available to those holding jobs that are offered in the community, provides the potential to reduce the length of commutes between residences and work sites.

Yuba City's employment base in 2000 was 14,174 jobs, with 13,912 housing units. Of these units, 13,290 were occupied, resulting in a 4.5 percent vacancy rate.²⁹ This would mean that there was an employee per unit ratio of 1.07 (see Table 4.10-1),³⁰ which would mean that employees would travel from surrounding areas in Sutter County and outside Sutter County to fill jobs within the city. The extent to which this occurs depends on a variety of factors related not only to employment and housing in the city, but economic factors affecting the city and region, including, importantly, the affordability of housing. People are often willing to commute longer distances from areas where their housing dollar goes further. However, the jobs/housing ratio from 2000 is extremely close to one to one, meaning that there is almost an equal balance between the number of jobs in the city and the number of housing units available.

REGULATORY CONTEXT

Federal

There are no specific federal regulations pertaining to population, employment or housing that address environmental impacts associated with the proposed project.

State

There are no specific state regulations pertaining to population, employment or housing that address environmental impacts associated with the proposed project.

29 US Census Bureau, American FactFinder, <www.factfinder.census.gov>, accessed September 19, 2006.

30 An employee per unit ratio that exceeds 1.0 reflects the fact that there are more jobs than housing units within the City. An employee per unit ratio of 1.0 would mean that there is one job per housing unit.

Local**Sutter County General Plan**

The Sutter County General Plan Housing Element³¹ includes the following goals, policies, and objectives related to employment and housing relevant to this analysis.

Goal 1 Encourage the provision of safe and sanitary housing with adequate public services for all existing and future residents of Sutter County.

Objectives

- 1A Preserve existing housing stock in a safe and sanitary condition.
- 1B New housing added to the County's housing stock shall be safe and sanitary and in a livable environment with adequate public services for the level of development.
- 1C Promote an energy-efficient housing program.

Policies

- 1.1 The existing housing stock shall be preserved to the extent possible in a safe, sanitary, and livable environment.
- 1.2 The County shall encourage the use of energy-efficient materials and technology in new construction and rehabilitation of existing residential dwellings.
- 1.3 New housing in the County's urban areas shall have full public services and improvements consistent with the Board of Supervisors' adopted sewer and water policies.
- 1.4 New housing shall be constructed to meet all current building, fire, health, public works, and zoning codes.

Goal 2 Encourage the adequate supply of various housing types at various densities to meet the needs of all income groups and insure that housing opportunities are open to all without regard to race, color, age, sex, religion, national origin, family status or physical handicap.

Objectives

- 2A Provide an adequate housing supply with a balanced inventory of dwelling types and densities at all economic levels to meet the needs of present and future residents of Sutter County.
- 2B Provide an increase in assisted housing for low-income families.
- 2C Provide guidelines and criteria for conversion of residences to other uses or other ownership form without creating substantial hardship on existing residents.
- 2D Provide a regulatory framework that encourages various housing types and affordability options.
- 2E Promote equal housing opportunity for all residents of Sutter County.
- 2F Provide opportunities to develop a balanced regional housing inventory.
- 2G Provide opportunities for agricultural housing while preserving rural land for agricultural uses.

31 County of Sutter, Community Services Department, *County of Sutter General Plan 2015 Housing Element, For the 2002-2007 Period*, Adopted September 28, 2004.

Policies

- 2.1 All Sutter County residential development projects meeting the criteria of Chapter 1600 (Affordable Housing Ordinance) of the Sutter County Ordinance Code will be required to assist in meeting the regional housing needs. Submittals shall show how the development project is assisting to meet the County's regional fair share need for affordable housing to lower income households.
- 2.2 An adequate supply of available land to meet non-agricultural, unincorporated housing needs shall be provided and maintained within the County's urban areas.
- 2.3 The County shall ensure that the Housing Element continues to address the housing needs of existing and future residents and provides adequate opportunity for present and future residents.
- 2.4 The Housing Authority shall be supported in its effort to continue to develop and administer programs of housing assistance and rehabilitation in conjunction with the U.S. Department of Housing and Urban Development, the Rural Housing Service and the State Department of Housing and Community Development.
- 2.5 Conversions of mobile home parks to other non-residential uses or to mobile home subdivisions shall only be approved when adequate opportunity for relocation is available and project proponents have made reasonable provisions for the relocation of existing tenants.
- 2.6 Conversions of rental housing structures to condominiums shall only be approved when adequate alternative rental housing is available, when the structures are judged to meet acceptable health and safety standards, and when project proponents have made reasonable provisions for the relocation of existing tenants.
- 2.7 Second unit housing may be permitted when parking, yard, lot coverage and height requirements are complied with.
- 2.8 The Land Use Element of the Sutter County General Plan shall be the determinant of residential density. Dwelling unit density for proposed projects shall be computed to the nearest one-tenth of a whole number and must comply with the dwelling unit density range stated in the General Plan. Density bonuses exceeding this range may be approved pursuant to the laws of the State of California and the Sutter County Affordable Housing Ordinance.
- 2.9 Mobile homes on individual residential lots and mobile home parks shall be considered as a residential use and allowed pursuant to respective zoning regulations when minimum and maximum density range requirements are met.
- 2.10 The County shall continue to encourage and support the enforcement of laws and regulations prohibiting discrimination in lending practices and the sale or rental of housing.
- 2.11 The County shall continue to support actions to fulfill its fair share of regional housing needs for the area.
- 2.12 Agricultural landowners shall be allowed to separate their homesites from the original parcels. Development rights shall be granted to Sutter County for the remaining agricultural lands.
- 2.13 Homesites for a landowner's sons or daughters shall be permitted as provided in General Plan Policy 6.A-4. (Agricultural Resources)

- 2.14 Temporary secondary housing shall be permitted in agricultural areas for the protection of property or for family members needing care because of health reasons.
- 2.15 Non-agricultural homesites shall be limited to the County's urban areas, the Live Oak Area, and the rural communities.
- 2.16 The County will promote opportunities for farmworkers and their families to obtain safe and decent affordable housing by collaboration with agricultural employers, non-profit housing developers, service providers, and governmental agencies.

Yuba City General Plan

The Yuba City General Plan³² (2004) includes the following polices related to employment and housing relevant to this analysis.

- 2.5-G-1 Foster a climate in which business can prosper and actively promote economic development opportunities and knowledge of Yuba City in the region, state and nation.
- 2.5-G-2 Maintain a positive, small-business climate, and strengthen the City's tax base by encouraging environmentally sensitive development with tax generation potential.
- 2.5-G-3 Build long-term partnerships between the City and businesses, business organizations, and the educational, arts and environmental communities.
- 2.5-G-4 Promote economic development activities that link residents with businesses in the City, such as job training and job development, and facilitate a desired jobs/housing balance.
- 2.5-G-7 Enhance aspects of the community that help economic development and draw residents to Yuba City, including small-town ambience, educational, cultural, environmental and recreational resources, and affordable housing.
- 3.9-G-1 Provide appropriately located areas for a broad range of employment generating uses to strengthen the City's economic base and provide employment opportunities for residents.
- 3.9-G-2 Encourage employment generating uses to locate along major transportation facilities.
- 3.9-G-3 Encourage local serving professional and administrative offices to locate as part of locally-oriented office uses and in mixed-use community activity centers.
- 3.9-G-6 Provide sites for commercial services that complement employment center development or that require an industrial environment.
- 3.9-G-7 Achieve compatibility between employment center development and surrounding neighborhoods through buffering requirements and performance standards intended to minimize harmful effects of excessive noise, light, glare, and other adverse environmental impacts.

The following policies and actions from the City of Yuba City Draft Housing Element (2008)³³ provide a systematic program for achieving Yuba City's fair share of regional housing needs, maintaining the existing housing stock, providing affordable housing, facilitating the production of a wide range of housing types, and facilitating the incorporation of energy efficient materials and technology in new and existing housing units.

32 City of Yuba City, *Yuba City General Plan*, Adopted Resolution #04-049, April 8, 2004.

33 City of Yuba City, *City of Yuba City Draft Housing Element*, prepared by Stuart & Graham, March 2008. Final Housing Element approval is still under review by the California Department of Housing and Community Development (HCD).

- H-A Provide incentives and programs to insure the maintenance of safe and sanitary housing with adequate public services for existing and future residents of the City.
 - H-A-1 Continue coordination between the Planning Department, Redevelopment Agency, and Housing Authority staff in efforts to fund and develop affordable housing.
 - H-A-2 Identify areas of housing and infrastructure deterioration and blight that would benefit from neighborhood rehabilitation.
 - H-A-3 Enforce City building, fire, health, and zoning codes to remedy existing pockets of blight and deterioration to conserve and improve the condition of existing affordable housing stock.
 - H-A-4 Continue the City's single family Housing Rehabilitation Program by making financing available to lower income households. The Housing Rehabilitation Program is key to preserving and maintaining the older, affordable housing stock. Identify and partner with for-profit or non-profit organizations to facilitate housing rehabilitation.

- H-B Provide incentives and programs to insure the provision of Very Low, Low and Moderate income housing units to meet community needs.
 - H-B-1 Continue to use tax increment financing revenue in combination with other funding sources to provide new affordable housing and rehabilitate existing affordable units in partnership with housing providers (for-profit or non-profit).
 - H-B-2 The City's Density Bonus Program.
 - H-B-3 Continue the City's policy which allows for second dwelling units within single family residential neighborhoods by reducing lot coverage requirements and allowing for tandem parking when setback requirements are met.
 - H-B-4 The City's new GIS system identifies infill sites within the City where services are already available to be targeted for new housing development. These sites are identified in the Land Inventory of this Housing Element and available at the City's Planning Department. The Council is exploring additional development incentives in the form of reduction in impact fees for infill sites.
 - H-B-5 Encourage the purchase of affordable housing units by Low-Income households through a First Time Home Buyers program.
 - H-B-6 Support and encourage Article 34 referenda when requested by the Consolidated Area Housing Authority of Sutter County to assist in increasing the supply of assisted, low- and moderate-income public housing in the unincorporated area.
 - H-B-7 Continue to strive to increase the number of households receiving rental assistance and support applications by the Consolidated Area Housing Authority of Sutter County for Section 8 Housing Choice Vouchers in order to increase the number of Vouchers available to Yuba City and Sutter County residents over the next five years.
 - H-B-8 Develop regulations for condominium conversions that minimize displacement of low-income residents and prevent the loss of affordable housing units; conversions can be allowable as an opportunity for homeownership for current residents.

- H-B-9 Continue to research proposed legislation that would affect the development of affordable housing; initiate and submit grant applications to assist in the development of housing.
- H-B-10 Continue to monitor federal, State, and locally funded units at risk of conversion to market rate.
- H-C Continue to work with Sutter County on actions to fulfill Yuba City's fair share of regional housing needs.
 - H-C-1 Continue to coordinate implementation of the Housing Element with the County. During the subsequent Housing Element revision cycle, coordinate new policies and revisions with the County.
 - H-C-2 The City will continue to negotiate written agreements with the County to transfer RHNP fair share allocations due to annexations and establish the standards and conditions that will subsequently be applied on a project by project basis.
 - H-C-3 In order to continue to meet affordable housing needs, the County will assist in obtaining funding for any planned affordable housing projects that are to be annexed. Annexation agreements/written documents will identify any such projects and will outline joint funding strategies.
 - H-C-4 Evaluate the success of written agreements developed and incorporate any findings into future contracts.
 - H-C-5 Work with the County and SACOG to incorporate adjustments to RHNP allocations established in agreements in subsequent Housing Element updates.
- H-D Ensure that new housing will be safe and sanitary and in a livable environment with adequate public services for the level of development.
 - H-D-1 Require that housing projects within the Urban Area provide all public services and improvements as part of development approval.
 - H-D-2 Require all development projects to comply with existing codes at the time of approval.
- H-E Facilitate the production of various housing types and densities to meet the needs of all income groups and insure that housing opportunities are open to all without regard to race, color, age, sex, religion, national origin, family status or physical handicap.
 - H-E-1 Annually estimate the amount of vacant land available for single-family and multiple family residential housing within the City and its sphere of influence.
 - H-E-2 Ensure that zoning standards and development requirements facilitate the construction of a diversity of housing types, including apartment complexes, group housing, and townhomes, in order to meet the needs of all households and income levels. Continue to cooperate with the County in areas likely to be annexed in the near future.
 - H-E-3 Continue to allow manufactured homes on residential lots by zoning clearance review. (Zoning clearance review is an over-the-counter review to ensure that minimum statewide and City standards are met.)
 - H-E-4 Continue and expand, where feasible, partnerships with for-profit or non-profit housing organizations to provide affordable housing. Consider contracting with such organizations to provide housing services and information for special needs groups within the City.

- H-E-5 Work with Sutter County, the farm industry, and neighborhoods where housing projects are proposed to facilitate the provision of farm worker housing.
 - H-E-6 The City will continue to encourage diversity in unit size within multiple family housing projects and to be proactive in the development of 3- and 4-bedroom housing units for large families.
 - H-E-7 Understanding that higher density housing often means more affordable housing, encourage development at the higher end of the density range in land designated as low/medium and medium/high density residential in the General Plan.
 - H-E-8 Identify and designate zoning districts within the City for emergency shelters, transitional and supportive housing per SB 2.
 - H-E-9 Under guidelines set forth in the Fair Housing Act, provide a reasonable accommodation procedure that is available to individuals with disabilities and their representatives as well as providers of housing for individuals with disabilities. Evaluate the Zoning Regulations for ADA compliance and formalize a provision for reasonable accommodations for persons with disabilities.
 - H-E-10 Continue to offer specific incentives for development of individual or group-care housing affordable to the City's senior and special needs populations through City-specific density bonuses (in addition to state requirements), reduced parking requirements, and development fee reductions for projects at infill localities. The City may choose to partner or contract with for-profit or non-profit housing organizations to provide information and assistance with home sharing and home equity conversion (reverse mortgage) programs.
 - H-E-11 Promote equal housing opportunities to educate residents, developers, non-profit organizations, and decision-makers on Fair Housing. Promote market-rate and affordable housing sites, housing programs, and financial assistance available from the city, county, state and federal governments. This could include site tours or maps to provide to developers in order to promote infill and/or multiple family housing developments.
 - H-E-12 Continue to conduct an apartment survey every two years to determine the vacancy rate and rental prices.
 - H-E-13 Provide notice and information on fair housing rights and responsibilities.
 - H-E-14 Refer known incidents of discrimination in lending practices and the sale or rental of housing to U.S. Department of Housing and Urban Development (HUD), California Department of Fair Employment and Housing, and California Department of Consumer Affairs and/or California Rural Legal Assistance (CRLA) for action.
- H-F Encourage the use of energy efficient materials and technology in new construction.
- H-F-1 Incorporate energy conservation measures as an integral part of housing rehabilitation programs. Provide free information to residents on energy conservation and feature energy conservation as an important part of the annual Housing Fair.
 - H-F-2 Encourage participation in PG&E's and Community Resource Project Inc., home energy audits, weatherization and minor home repair programs.

IMPACTS AND MITIGATION MEASURES

Methods of Analysis

As discussed above, the primary and secondary impacts (i.e., increase in air pollutants, traffic, loss of biological resources) associated with increasing population and constructing new residences and employment centers are addressed in the applicable technical sections of this EIR. The potential for the project to encourage and induce growth beyond the project are evaluated below. Potential impacts were assessed by evaluating the likelihood that new growth in the area could occur as a result of development of the proposed project.

The project seeks approval from the City of Yuba City for entitlements to develop the 1,160-acre project site, which would permit a variety of housing types and densities in compact neighborhoods, provide homes in low-, mid- and higher densities to allow for a mix of family types and affordability, and provide convenient opportunities for employment and services within the area for the project's residents. The proposed project would also require approval by LAFCo for annexation of the project area into the city.

Lincoln East Specific Plan

The following affordable housing goals, objectives, and policies from the *Draft Lincoln East Specific Plan* (March 2009) are applicable to the proposed project:

Affordable Housing Goal:

Provide areas within the Plan Area for the inclusion of affordable housing for all household income groups.

Policies

1. As a part of the SACOG's regional compact for production of affordable housing, a goal of 10 percent of the total number of residential units proposed within the Specific Plan Area (486 units total) shall be allocated to meet affordability standards as adopted by the City as a part of its participation in the regional compact.
2. Of the 10 percent of the total number of residential units, allocations shall use the following formula (known as the "4-4-2 standard"):
 - At least 4 percent of the allocated residential units set aside for affordable housing shall be made available to the Very Low income families category;
 - At least 4 percent of the allocated residential units set aside for affordable housing shall be made available for the Low income families category;
 - Up to 2 percent of the allocated residential units set aside for affordable housing shall be made available to the Moderate income category.
3. The affordable housing units (486 units) will be developed in conjunction with new market rate housing through the use of incentives such as fee credits, density bonuses, infrastructure improvement offsets, or by other means as established in development agreements or conditions of approval. Individual development proposals will be responsible for proposing the approach and methodology to meet their prorata share of affordable housing.

4. Ensure that the Specific Plan land use designations, zoning districts and design guidelines and standards allow for the construction of a variety of housing types. Affordable housing types may include duplexes, townhomes, clustered homes, and apartments to meet the needs of a range of household types and income levels.
5. The City of Yuba City Community Development Department will work with developers and non-profit groups to ensure that affordable housing is implemented within the Specific Plan.
6. Affordable residential housing constructed within the Plan Area shall be designed and articulated to blend in with existing homes or have a similar design as market rate residential units within new residential neighborhoods.
7. The City of Yuba City Community Development Department shall ensure that affordable housing units are spread throughout new residential neighborhoods and not concentrated in any one or two areas within the Plan Area boundary and should be integrated into neighborhoods.
8. A diversity of affordable housing unit sizes is encouraged within the Multi-Family residential zoning district (refer to Appendix). This includes 3 to 4 bedroom units for larger families.
9. Residential projects within the Low-Medium and the Medium-High land use designations that include 100 or more units shall have at least 5 percent of the total constructed units be at least 3 bedrooms or larger.
10. All new affordable housing projects within the Plan Area shall include all public services and improvements as a part of the development approval process.
11. Incorporate energy conservation measures as an integral part of new affordable housing construction including, but not limited to, the use of high performance windows, proper installation of insulation, high efficiency heating and air conditioning systems, and energy star compliant appliances, light fixtures, etc.

Standards of Significance

For the purposes of this EIR, impacts associated with changes in population, employment, and housing are considered significant if the proposed project would:

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

The proposed project does not contemplate removing any existing residential structures on the project site. Future implementation of the project may require the removal of existing structures used solely to support farming practices on the project site. However this analysis assumes no housing units or people would be displaced as a result of the proposed project and no replacement housing would be required to be constructed.

Project-Specific Impacts and Mitigation Measures

4.10-1 The proposed project could directly or indirectly induce substantial population growth in the area.

The project proposes to construct a range of residential densities including low-density residential, low-medium-density residential, and medium-high-density residential. Existing low-density residential (minimum lot size 10,000 square feet [sf]) would remain on the site. The average number of units would be 4,865, as shown in Table 4.10-2. Assuming an average household size of 2.67,³⁴ the projected population increase would be approximately 12,990 residents (see Table 4.10-2). As stated above, increases in population are not, in and of themselves, considered physical environmental effects. Potential physical environmental effects resulting from the proposed project's population growth are analyzed in the appropriate technical sections of this EIR.

Residential Density	Acres	Range of Densities	Average Density per Acre¹	Average Total Units	Persons Per Household²	Average Total Population
Low Density (10,000 sf minimum)	166	1.0 - 4.0	2	332	2.67	886
Low Density	466	2.0 - 8.0	4.25	1,981	2.67	5,288
Low-Medium Density	134	6.0 - 14.0	9	1,206	2.67	3,220
Medium-High Density	56	12.0 - 36.0	24	1,344	2.67	3,596
TOTAL	822	---	---	4,865	---	12,990

Notes:
 1. Density represents the average residential density for the entire Specific Plan Area.
 2. City of Yuba City, *Yuba City General Plan*, Adopted Resolution #04-049, April 8, 2004, page 3-8, Table 3-3.
 Source: RRM Design Group, Draft Lincoln East Specific Plan, March 2009, page 3-4, Table 3-1; PBS&J, 2008.

In addition to an increase in population, there would also be an increase in housing supply. The Low Density Residential (LD) designation encompasses a total of 632 acres. Approximately 166 acres of the LD (LD-10,000) land uses would be occupied by existing residential units with a minimum lot size of 10,000 sf. A total of approximately 332 residential units are proposed, resulting in an average residential density of two units per acre. The remaining 466 acres of LD would contain an average of 1,981 residential units. An average density of 4.25 units per acre is assumed for buildout projections.

The Low-Medium Density Residential (MD) designation encompasses 134 acres, and is proposed to include approximately 1,206 residential units. An average density of nine units per acre for the MD designation is assumed for buildout projections.

The Medium-High Density residential (HD) designation includes 56 acres and is proposed to include approximately 1,347 residential units. An average density of 24 units per acre is assumed for buildout projections.

34 City of Yuba City, *Yuba City General Plan*, Adopted Resolution #04-049, April 8, 2004, page 3-8, Table 3-3.

The neighborhood commercial and community commercial uses, schools, and quasi-public uses would all generate significant staff employment, providing a wide variety of jobs including retail and public sector jobs. Using factors derived from the Yuba City General Plan, total employment on the site would be approximately 741 employees (see Table 4.10-3). Based on this estimate, the ratio of jobs to housing would be approximately 0.15:1 (see Table 4.10-4). This would represent a jobs/housing relationship that would reflect the fact that many residents on the project site would need to work off-site.

Development Type	Acres	Average FAR ¹	Sq. Ft. per Employee ²	Sq. Ft. per Acre	Number of Employees (Jobs)
Community Commercial	34	0.25	500	43,560	741
Notes: 1. City of Yuba City, <i>Yuba City General Plan</i> , Adopted Resolution #04-049, April 8, 2004, page 3-8, Table 3-5. 2. City of Yuba City, <i>Yuba City General Plan</i> , Adopted Resolution #04-049, April 8, 2004, page 3-8, Table 3-5. Source: PBS&J, 2008.					

Residential Density	Average Total Estimate
Housing Units	4,865
Number of Jobs	741
Jobs/Housing Ratio	0.15
Source: PBS&J, 2008.	

The proposed project would add more housing units, residents, and jobs to the area along with new roadways and other utilities (e.g., water and sewer). The addition of new water and sewer lines in this area of SOI that includes residences on wells and septic systems could help facilitate future growth to the west through the expansion of these utilities and roadways. Therefore, because the project has the potential to induce growth this would be considered a *significant impact*. A discussion of growth inducing factors is included in Chapter 6, CEQA Considerations.

Mitigation Measure

Because the project would extend city services to an area currently not served by the city it would create an opportunity for more growth to occur within the city's SOI. It would not be possible for the city to prevent this potential future growth from occurring, nor would it be desirable. Therefore, because there are no feasible mitigation measures that would reduce the impact to a less-than-significant level the impact would remain ***significant and unavoidable***.

None available.

Cumulative Impacts and Mitigation Measures

The cumulative context for the proposed project is buildout of the City of Yuba City, including the City's SOI (Planning Area).

4.10-2 The proposed project, in combination with future buildout of the City of Yuba City as well as the City's SOI, could directly or indirectly induce substantial population growth in the area.

According to the Yuba City General Plan, SACOG projects that Yuba City's population could reach 68,150 by the year 2025,³⁵ an increase of 10 percent over the 2007 estimated population of 62,083. This represents an average annual growth rate of 0.5 percent. Assuming an approximately 2.5 percent growth rate, and adding in additional land use flexibility to accommodate a higher population, the Planning Area population is estimated to be 108,340 by 2025.³⁶

Assuming an average household size of 2.67,³⁷ the proposed project would result in a projected population increase of approximately 12,990 residents. This population increase would comprise 11.8 percent of the total population anticipated in the Planning Area in 2025.

In 2000, there were 13,912 housing units in Yuba City. Buildout of the Yuba City General Plan would result in construction of an additional 19,220 housing units,³⁸ for a total of 33,132 housing units by 2025. The proposed project would construct approximately 4,865 residential units. Therefore, development within the LESP would comprise approximately 15 percent of the total housing supply in the Planning Area by 2025.

The proposed project would add approximately 741 employees. The total number of jobs expected within the Planning Area by 2020 is 28,423.³⁹ Therefore, the number of jobs projected under the LESP would comprise approximately 2.6 percent of the total jobs in the Yuba City Planning Area by 2020. Based on this estimate, the ratio of jobs to housing would be 0.86:1. This would represent a jobs/housing relationship that would reflect the fact that many residents in the Yuba City Planning Area would need to work outside the area.

However, using SACOG projections for employment and housing units in the County for 2025 (48,135 and 52,830, respectively), the countywide jobs/housing balance would be 0.91:1. Using SACOG projections for employment and housing units within the City of Yuba City for 2025 (32,997 and 26,541, respectively), the citywide jobs/housing balance would be 1.24:1. These ratios reflect the fact that Yuba City is becoming an employment center for people living inside and outside Sutter County.

Although the LESP area is only one piece of the Yuba City Planning Area, it represents a large contributor of population and housing units, and does not provide much employment growth. Due to

35 City of Yuba City, *Yuba City General Plan*, Adopted Resolution #04-049, April 8, 2004, page 2-3.

36 City of Yuba City, *Yuba City General Plan*, Adopted Resolution #04-049, April 8, 2004, page 3-8.

37 City of Yuba City, *Yuba City General Plan*, Adopted Resolution #04-049, April 8, 2004, page 3-8, Table 3-3.

38 City of Yuba City, *Yuba City General Plan*, Adopted Resolution #04-049, April 8, 2004, page 3-8.

39 City of Yuba City, *Yuba City General Plan*, Adopted Resolution #04-049, April 8, 2004, page 2-6, Table 2-3.

the significant growth projected in the area and the project's contribution to that growth, the impact would be *significant* and the project's contribution would be considerable.

Mitigation Measure

There are no feasible mitigation measures that would reduce the impact to a less-than-significant level. Therefore, the impact would remain ***significant and unavoidable***.

None available.