
IV. ENVIRONMENTAL IMPACT ANALYSIS

M. POPULATION & HOUSING

INTRODUCTION

This section of the Revised Draft EIR provides a description of population and housing within the City of Healdsburg, information on regulations and agencies with jurisdiction over the Project area, proposed General Plan policies relevant to population and housing, and an analysis of potential impacts related to population and housing resulting from implementation of the proposed General Plan. Information used to prepare this section was taken from the *Healdsburg 2030 General Plan Background Report*– (January 2009 Draft), *City of Healdsburg Housing Element Update Background Report* (2002), and Association of Bay Area Governments’ *Projections 2007*.

ENVIRONMENTAL SETTING

Physical Setting

Population

Table IV.M-1 presents information on changes in the city’s population between 1990 and 2008. As shown, the population within city limits increased by approximately 24 percent between 1990 and 2008. Within the City’s Sphere of Influence (SOI), the population increased by 947 residents between 2000 and 2005. As of January 1, 2008, the city’s population was 11,706 and the county’s population was 484,470.

Table IV.M-1
Healdsburg City Limits, Healdsburg SOI, and Sonoma County Population

	1990	2000	2005	2008
Healdsburg City Limits ¹	9,469	10,915	11,651	11,706
Healdsburg SOI ²	N/A	11,253	12,200	N/A
Sonoma County ¹	388,222	458,614	475,461	484,470

N/A = Not available
Sources:
¹ *State of California, Department of Finance, Historical Population Estimates for Cities, Counties, and the State, 1990-2008.*
² *Association of Bay Area Governments, Projections 2007.*

Population Growth Projections

ABAG is the official comprehensive planning agency for nine Northern California counties (Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, and Sonoma). It is responsible for developing plans for transportation, growth management, hazardous waste management,

and a regional growth forecast that is a foundation for these plans, as well as regional air quality plans developed by the Bay Area Air Quality Management District.

ABAG is also responsible for preparing bi-annual long-term forecasts of population, households, and employment. *Projections 2007* is the most recent edition of ABAG's long-term forecast. The forecast recognizes emerging trends in markets, demographics, and local policies that promote infill development and transit-oriented development, but is also designed to realistically assess growth in the region. ABAG expects the Bay Area's population to grow by about 2 million people between 2005 and 2035, which makes population growth and how it will shape the region in 2035 central to the forecast.

As shown in Table IV.M-2, ABAG projects the total population within the city limits to increase by approximately 14 percent between 2005 and 2025, which is slightly less than the change projected for the SOI and County during the same time period. As used in *Projections 2007*, Healdsburg's SOI includes both the area currently within the city limits and the unincorporated areas.

Table IV.M-2
ABAG Population Projections

	2005	2010	2015	2020	2025	Change 2005 – 25
Healdsburg City Limits	11,600	12,300	12,700	12,900	13,200	13.79%
Healdsburg SOI	12,200	13,000	13,400	13,600	13,900	13.93%
Sonoma County	478,800	509,100	522,300	535,200	548,900	14.64%
<i>Sources: Association of Bay Area Governments, Projections 2007, and Christopher A. Joseph and Associates, 2007.</i>						

Households

According to the U.S. Census Bureau, a household is based on the count of people in occupied housing units. A household differs from a dwelling unit because the number of dwelling units includes both occupied and vacant dwelling units. It is important to note that not all of the population lives in households. A portion lives in group quarters, such as board and care facilities, while others are homeless.

Small households (1 to 2 persons per household [pph]) traditionally reside in units with 0 to 2 bedrooms; family households (3 to 4 pph) normally reside in units with 3 to 4 bedrooms. Large households (5 or more pph) often reside in units with 4 or more bedrooms. However, the number of units in relation to the household size may also reflect preference and economics: many small households occupy larger units, and some large families live in small units for economic reasons.

Table IV.M-3 compares the total households and average pph for the population within city limits, SOI, and Sonoma County. Within city limits, the number of total households increased by 814 between 1990

and 2008 and the average household size slightly increased from 2.60 to 2.62 during the same time period.

Table IV.M-3
Households : Healdsburg City Limits, SOI and Sonoma County

		1990	2000	2005	2008
City Limits ¹	Total Households	3,613	4,021	4,353	4,427
	Aver. persons/hhold.	2.60	2.68	2.65	2.62
Healdsburg SOI ²	Total Households	N/A	4,181	4,610	N/A
	Aver. persons/hhold.	N/A	2.66*	2.62*	N/A
Sonoma County ¹	Total Households	149,011	172,403	180,852	186,568
	Aver. persons/hhold.	2.55	2.60	2.56	2.53
* Calculated by dividing household population by total households.					
Sources:					
¹ State of California, Department of Finance, Population and Housing Estimates for Cities, Counties, and the State, 1990-2008.					
² Association of Bay Area Governments, Projections 2007, and Christopher A. Joseph and Associates, 2007.					

Household Growth Projections

As shown in Table IV.M-4, the total number of households within the city limits is projected to increase by 15.60 percent between 2005 and 2025, which is slightly less than the 15.84 percent increase in households projected for the SOI and significantly less than the 16.82 percent increase in households projected for the county during the same time period.

Table IV.M-4
ABAG Household Projections

	2005	2010	2015	2020	2025	Change 2005 – 25
City Limits	4,360	4,630	4,780	4,930	5,040	15.60%
Healdsburg SOI	4,610	4,900	5,060	5,220	5,340	15.84%
Sonoma County	181,800	192,660	199,730	206,840	212,380	16.82%
Sources: Association of Bay Area Governments, Projections 2007, and Christopher A. Joseph and Associates, 2007.						

Housing

The total housing stock for the city between 1990 and 2008 is shown in Table IV.M-5. As shown, there was an increase of 849 total units between 1990 and 2008. During this period, the number of single-family units increased by 637, from 2,941 in 1990 to 3,578 in 2008.

**Table IV.M-5
Healdsburg Housing Units**

Year	Housing Type				Total Units	Occupied Units
	Single-Family	Multi-Family		Other		
		2 to 4 units	5+ units			
1990	2,941	726		99	3,766	3,613
2000	3,281	804		99	4,184	4,014
2005	3,509	451	479	99	4,538	4,353
2008	3,578	453	485	99	4,615	4,427

** Includes mobile homes*
Source: State of California, Department of Finance, Historical Population Estimates for Cities, Counties, and the State, 1990-2008.

The 2008 percentage breakdown for housing by type in the city as derived from Table IV.M-5 is as follows:

- 77.5 percent single-family
- 9.8 percent multi-family (2 to 4 units)
- 10.5 percent multi-family (5+ units)
- 2.1 percent mobile homes/other

Growth Rates and Growth Management

A typical housing market is driven by supply and demand and can be influenced by population growth, income, housing cost, and housing locations. However, age distribution is a key market characteristic because housing demand within the market is influenced by the housing preference of certain age groups. For example, due to limited income, the majority of the young adult population (20 to 34 years old) tends to occupy apartments, low- to moderate-cost condominiums, and smaller single-family units. In addition, the 35- to 65-year-old group provides the market for moderate to high-cost apartments and condominiums and larger single-family units because, on average, people of this age group have higher incomes and larger household sizes. Housing demand for the elderly population (65 years of age and up) is similar to young adults but can also include group quarters as housing options. Table IV.M-6 provides age distribution for the city in 2000.

**Table IV.M-6
Healdsburg Age Distribution in 2000**

Age Group/Years	Population	Percent of Total
Preschool (0 to 4)	632	5.9
School (5 to 19)	2,492	23.2
Young Adults (20 to 24)	618	5.8
Prime Working (25 to 54)	4,605	43.0
Retirement (55 to 64)	868	8.1
Seniors (65+)	1,507	14.1
Totals	10,722	100.0%
<i>Source: United States Census Bureau, American Fact Finder, Age Groups and Sex for Healdsburg City, California, website: http://factfinder.census.gov/, September 25, 2007.</i>		

Regulatory Setting

Federal

No federal plans, policies, regulations or laws related to population and housing are applicable to the proposed Project.

State

Government Code Section 65580-65590 (Housing Element Law)

All California localities are required by Article 10.6 of the Government Code (Sections 65580-65590) to adopt housing elements as part of their general plans, and submit draft and adopted elements to HCD for review and compliance with state law. The City of Healdsburg Housing Element, adopted in 2002, was certified for compliance by HCD in 2002 and is incorporated by reference into the proposed General Plan. The Housing Element will be revised in 2009 in concert with the revision cycle established by state law.

Regional/Local

Association of Bay Area Governments

ABAG prepares several plans to address regional growth, including the Regional Housing Needs Allocation (RHNA). The RHNA is mandated by the State for planning housing. Communities then plan, consider and decide how they will address this need through the process of completing the housing elements of their general plans. The RHNA does not necessarily encourage or promote growth, but rather allows communities to anticipate growth, so that they can grow in ways that enhance quality of life,

improve access to jobs, transportation and housing, and not adversely impact the environment. It consists of two measurements of housing need: (a) existing need; and (b) future need. The City's Housing Element will be updated by July 1, 2009 to address its regional housing need allocation for the 2007-2014 planning period, as required by state law.

Measure M

Measure M, a city voter-approved residential growth management program adopted in 2000, limits the number of building permits for new residences to 90 in any three-year period, subject to certain exemptions. This program can only be repealed or amended by a majority vote of the voters. The adopted "Policy and Procedures" for this growth management program exempts housing units built for very low-, low-, and moderate-income households (up to 120 percent of median income), secondary dwelling units, homeless shelters, elderly care facilities, nursing homes, sanitariums, and community care and health care facilities, including housing for the disabled.¹

PROPOSED GENERAL PLAN POLICIES AND IMPLEMENTATION MEASURES

Proposed General Plan policies and implementation measures that affect or pertain to population and housing are listed below. The policies contained in the City's certified Housing Element (2002) are omitted, as no changes are proposed to them by the proposed General Plan.

Policies

- *LU-A-7*: The City will continue to manage residential growth within the Urban Growth Boundary in a manner that keeps pace with public facilities.
- *LU-C-5*: Residential neighborhoods shall be protected from encroachments by undesirable nonresidential uses.

Policy Implementation Measures

- *LU-2*: Until December 31, 2016, amend Policies LU-A-1 and LU-A-2 and the Land Use Plan only by a vote of the people or pursuant to the procedures set forth below:
 - (a) The City Council may amend the Urban Growth Boundary designated on the Land Use Plan if it deems it to be in the public interest, provided that the amended boundary is within or coextensive with the limits of the Urban Growth Boundary as designated on the Land Use Plan as of March 1, 1996.
 - (b) The City Council may amend the Urban Growth Boundary to comply with state law regarding the provision of housing for all economic segments of the community, in order to

¹ *Healdsburg 2030 General Plan Background Report, Final Draft - January 2008.*

- accommodate lands to be designated for residential uses, provided that no more than 10 acres of land may be brought within the Urban Growth Boundary for this purpose in any calendar year. Such amendment may be adopted only if the City Council makes each of the following findings:
- i. That the land is immediately adjacent to existing comparably developed areas and the applicant for the redesignation has provided evidence that the Fire Department, Police Department, Department of Public Works, the Community Services Department and the School District have adequate capacity to accommodate the proposed development and provide it with adequate public services; and,
 - ii. That the proposed development will consist of primarily low and very low income housing pursuant to the Housing Element of this General Plan; and,
 - iii. That there is no existing residentially designated land available within the Urban Growth Boundary to accommodate the proposed development; and,
 - iv. That it is not reasonably feasible to accommodate the proposed development by redesignating lands within the Urban Growth Boundary for low and very low income housing; and,
 - v. The proposed development is necessary to comply with state law requirements for provision of low- and very low-income housing.
- (c) The City Council may amend the Urban Growth Boundary if it finds that:
- i. The application of Goal A, Policies LU-A-1 and LU-A-2 and the Land Use Plan would constitute an unconstitutional taking of a landowner's property; and
 - ii. The amendment and associated land use designation will allow additional land uses only to the minimum extent necessary to avoid said unconstitutional taking to the landowner's property.
- (d) The provisions enumerated in Policies LU-A-1 and LU-A-2 shall continue to be included in the General Plan until December 31, 2016, unless earlier repealed or amended pursuant to the procedures set forth above or by the voters of the City.

ENVIRONMENTAL IMPACTS

Methodology

Impacts associated with population and housing were evaluated based on information provided by the *Healdsburg 2030 General Plan Background Report*, *City of Healdsburg Housing Element Update Background Report*, and ABAG.

Thresholds of Significance

In accordance with Appendix G to the CEQA Guidelines, the proposed Project would have a significant impact related to population and housing resources if it would:

- (a) Induce 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);
- (b) Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere; or
- (c) Displace substantial numbers of existing people, necessitating the construction of replacement housing elsewhere.

Project Impacts

Impact IV.M-1: The proposed Project would not induce 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).

Buildout under the proposed General Plan could result in the construction of up to 872 additional residential units, including approximately 578 single-family units, 241 multi-family units, one industrial unit, and 52 mixed use units. In addition to population and housing growth within the current city limits, residential development could also be accommodated in two unincorporated areas within the SOI: Sub-Area B and Sub-Area C, which includes the Saggio Hills project. This project has been approved by the City Council for the development of up to 220 units and will be considered by the Sonoma County Local Agency Formation Commission for annexation to the City in early 2009.

Based on the estimated population within the City's SOI in 2005 (12,200), the potential number of new units and the average 2.6 persons per household rate projected for the SOI by ABAG between 2005 and 2025 the potential SOI population at buildout under the proposed General Plan would be 14,468 residents. This would represent an increase of 2,762 persons (approximately 24 percent) over 2008 conditions. This estimated population increase represents the most conservative scenario because it assumes that all 872 units would be built and all units in the SOI would be occupied.

Assuming the addition of 40 dwelling units per year on average, based on the limitations of the City's Growth Management Program, (equal to 104 persons per year, based on the average pph rate of 2.6 projected for the SOI by ABAG between 2005 and 2025), development under the proposed Project could result in a population increase of 1,768 residents by 2025. Therefore, the Healdsburg SOI population in 2025 would be 13,968, which is 68 residents, or 0.5 percent, more than ABAG's projection of 13,900 residents in 2025, an insignificant difference.

Development of housing, infrastructure, and facilities and services to serve this growth could have significant environmental impacts through land conversions, commitment of resources, and other mechanisms. Direct environmental impacts associated with the development needed to accommodate increased population are evaluated in appropriate sections of this Revised Draft EIR. Potential inconsistencies with local planning documents that may lead to significant environmental impacts are also evaluated in each chapter of this Revised Draft EIR.

Population growth by itself is not considered a significant environmental impact. Minor inconsistencies solely between potential and projected population growth as described here would not cause significant environmental impacts. Therefore, impacts related to population growth under the proposed Project would be *less than significant*.

Impact IV.M-2: The proposed Project would not displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere.

Development under the proposed Project would occur primarily on vacant and underutilized parcels within the city and SOI. Individual projects could result in the demolition of existing housing units to develop other permitted uses on site. However, only seven existing units are located on parcels that are designated for non-residential purposes - specifically, several properties on the north side of Chiquita Road that are designated as Industrial under the existing and proposed General Plan. Therefore, because the proposed Project would not displace substantial numbers of existing housing, impacts related to the displacement of existing housing would be *less than significant*.

Impact IV.M-3: The proposed Project would not displace substantial numbers of existing people, necessitating the construction of replacement housing elsewhere.

As discussed above, there would be no significant impacts related to the displacement of housing; therefore the proposed Project would not displace substantial numbers of people. Therefore, impacts related to the displacement of existing people would be *less than significant*.

CUMULATIVE IMPACTS

The geographic context for the analysis of cumulative population and housing impacts consists of the City's SOI and the SOIs for nearby cities, including Cloverdale, Santa Rosa, Sebastopol, and Windsor. Table IV.M-7 displays ABAG's population projections for the City's cumulative geographic context and the county. The city is projected to retain its relative size within Sonoma County between 2005 and 2025, which is approximately five percent of the county's population.

Buildout under the proposed Project could result in a population increase of 1,768 residents by 2025, for a total population of 13,968 in 2025. When considered in the context of the 276,900 residents that ABAG projects within the cumulative geographic context by 2025, cumulative impacts related to population growth would be *less than significant*.

**Table IV.M-7
Cumulative Geographic Context Population Projections**

	2005 Population¹	2005 Percentage of Geographic Context²	2025 Population¹	2025 Percentage of Geographic Context²
Cloverdale SOI	8,400	3.6	12,000	4.3
Healdsburg SOI	12,200	5.3	13,900	5.0
Santa Rosa SOI	176,100	76.4	211,400	76.3
Sebastopol SOI	8,100	3.5	8,800	3.2
Windsor SOI	25,600	11.1	30,800	11.1
Total Geographic Context	230,400	100.0%	276,900	100.0%
<i>Sources:</i> ¹ Association of Bay Area Government, Projections 2007. ² Christopher A. Joseph and Associates, 2007.				

Development within the region could result in the demolition of existing housing units, as applicable land use designations permit, thereby displacing residents or dwelling units. However, the 19 residents and seven housing units that could be displaced as a result of future development represent an extremely small number. Therefore, the proposed Project's contribution to cumulative impacts related to the displacement of housing and people would not be considerable and would be *less than significant*.

MITIGATION MEASURES

No mitigation measures are required for Impacts IV.M-1 through IV.M-3 or for cumulative impacts, as they are *less than significant*.