

4.15 Population and Housing

4.15.1 Abstract

Like most of California, Monterey County has increased in population over the past several decades. The 2000 U.S. Census reported that there were 401,762 persons in the County as of January 1, 2000. In its 2004 regional forecast, the Association of Monterey Bay Area Governments (AMBAG) estimates the County's overall population to be 432,600 as of 2005. (Association of Monterey Bay Area Governments 2004.) The unincorporated areas of the County account for approximately a quarter of that figure, while the cities account for the remaining three quarters. For the last several decades, the percentage of population residing in the unincorporated areas of the County has decreased in comparison to the population of the total County. Population projections for the Monterey Bay Area region forecast the unincorporated area of Monterey County sustaining the same historical level of growth. The County's five largest unincorporated communities are Prunedale, Castroville, Carmel Valley, Del Monte Forest, and Pajaro.

The 2007 General Plan is, by statutory requirement, growth inducing. It will have a significant and unavoidable impact on growth during both the 2030 planning horizon and 2092 full buildout. All potential population and housing impacts related to the displacement of housing units or people from development and land use activities contemplated by the 2007 General Plan would be less than significant and therefore would not require mitigation.

4.15.2 Existing Conditions

4.15.2.1 Population

Over the past several decades, Monterey County has seen a steady, if sometimes uneven, increase in population. Changes in the economy such as the closure of Fort Ord, the housing cost run-up and subsequent lending collapse, and the growing reuse of the former Fort Ord contribute to the ups and downs that mark the progress of Monterey County's growth. In the three decades between 1970 and 2000, the County's total population increased from 247,450 to 401,762 persons, a change of just over 62%. The decade with the largest percentage population growth was 1980–1990, when the population increased by 22%. Table 4.15-1 provides a graphical representation of population growth in Monterey County between 1970 and 2000.

Estimates of the County's existing population and future growth vary as statisticians attempt to correct for current downward trends in the economy. For example: AMBAG's 2004 regional forecast estimated the County's total 2005

population to be 432,600. (Association of Monterey Bay Area Governments 2004.) In December 2007, the California Department of Finance provisionally estimated the County's population to be 425,356 (7,244 residents less than the 2004 AMBAG estimate for 2005), as of July 1, 2007. (California Department of Finance 2007); and the AMBAG 2008 regional forecast estimated the County's population to be 422,632 (9,968 residents less than the 2004 AMBAG estimate) (Association of Monterey Bay Area Governments 2008b). The actual population is somewhere between these numbers.

As just noted, AMBAG has adopted a new regional forecast for growth to 2035, including projected growth for Monterey County. The 2008 regional forecast estimates the County's total 2005 population to have been 422,632 persons, 106,117 of whom lived in the unincorporated area. The 2008 forecast forecasts the County's 2030 population to be 515,549 persons; 113,628 of whom would live in the unincorporated area. (Association of Monterey Bay Area Governments 2008b)

For the purposes of this EIR, we will utilize AMBAG's 2004 population projections. There are several good reasons for doing so. First, AMBAG's 2004 projection forms the basis for the regionally approved traffic model. Using these projections provides consistency between population and traffic assumptions. Second, the adopted Housing Element of the Monterey County General Plan is based on the 2004 population projections. Using the same projections retains internal consistency between the elements of the General Plan. Third, the 2004 AMBAG projections are somewhat higher than those of both the California Department of Finance and AMBAG's 2008 projections. Using the higher projections for purposes of CEQA analysis leads to more conservative results. In other words, it may lead to overestimating the potential impacts. That is preferable to underestimating impacts. Last, the 2008 Air Quality Management Plan is based on the 2004 AMBAG projections. Using the same projections provides consistency between population and air quality assumptions.

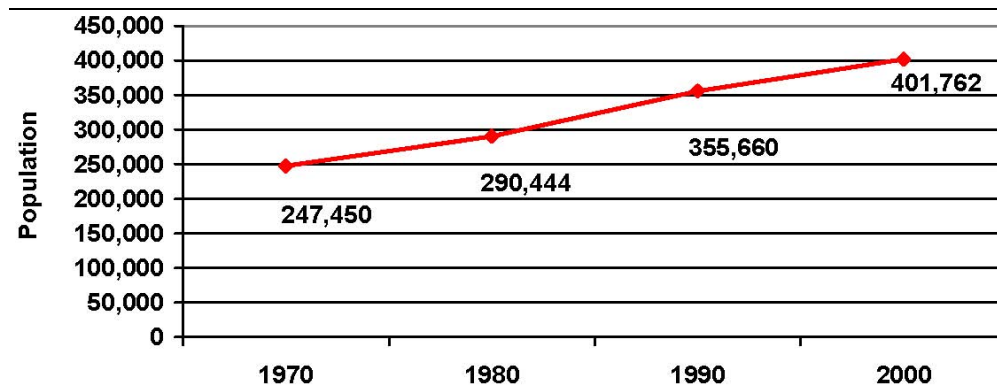
Utilizing the 2004 AMBAG projections does not commit the County to that level of growth. Projections do not limit or expand the policies established in the General Plan. As the differing projections illustrate, growth is the result of a variety of factors acting on the policy landscape created by the General Plan.

The 2004 AMBAG projections have been adjusted to provide an estimate for county population in 2006. This adjusted estimate of 2006 population, housing, and employment accounts for city annexations expected to occur between 2000 and 2030. In other words, areas expected to be annexed to the cities are shifted to the city's populations. A similar shift is made in the traffic model to ensure that the Traffic Analysis Zones (TAZs) reflect the correct jurisdiction.

Population estimates for the unincorporated county and incorporated cities for the past 25 years are summarized in Table 4.15-2. Overall, the County's total population increased by about 46% between 1980 and 2005, with most of that growth occurring in incorporated cities. In real numbers, the unincorporated

population increased by about 24,183 persons while the incorporated population grew by about 111,917 persons.

Table 4.15-1. County of Monterey Population 1970–2000



Source: U.S. Census Bureau 1970, 1980, 1990, 2000.

Table 4.15-2. Population Summary (1980–2005)

Jurisdiction	1980	1990	2000	2005	% Change (1980–2007)
Unincorporated Monterey County	85,900	100,461	105,673	110,083	28%
Incorporated Cities	210,600	255,199	293,631	322,517	53%
County Total	296,500	355,660	399,304	432,600	46%

Source: California Department of Finance 2005; Association of Monterey Bay Area Governments 2004.

For the last several decades, the percentage of population residing in the unincorporated areas of the County has decreased in comparison to the population of the County as a whole. In 1980, population in the unincorporated areas represented about 29% of the total countywide population. By 2000, that percentage had decreased to 25% of total countywide population. This indicates that the incorporated areas of the County are growing at a somewhat faster rate than the unincorporated areas. Table 4.15-3 shows the change in Monterey County’s unincorporated population between 1980 and 2007.

Table 4.15-3. County of Monterey: Unincorporated Population as a Percentage of Total Population

	Total County Population (Incorporated and Unincorporated Areas)	Unincorporated Area Population	Unincorporated Population as a Percentage of Total County Population
1980	290,444	84,497	29%
1990	355,660	100,479	28%
2000	401,762	100,258	25%
2005	432,600	110,083	25%

Sources: U.S. Census Bureau 1980, 1990 and 2000; Association of Monterey Bay Area Governments 2004.

According to the 2000 U.S. Census, the most recently available count, approximately 49% (49,528 persons) of the County's unincorporated population resided in an unincorporated community, such as those listed in the table below. The largest of these communities is Prunedale, which had 16,432 residents in 2000. Table 4.15-4 lists the unincorporated communities by population in 2000.

Table 4.15-4. Population Distribution in Unincorporated Areas (2000)

Community	Population	Community	Population
Prunedale	16,432	Chualar	1,444
Castroville	6,742	Boronda	1,325
Carmel Valley Village	4,700	San Ardo	501
Del Monte Forrest	4,531	Spreckels	485
Pajaro	3,384	San Lucas	419
Las Lomas	3,078	Moss Landing	300
Aromas	2,797	Bradley	120
Toro Canyon	1,697	Remaining Unincorporated	50,730
Elkhorn	1,591	Total	100,258

Source: U.S. Census Bureau 2000.

Between 1970 and 2000, the County experienced a 62.3% increase in population. Annual growth averaged 1.7% during the 1970s; 2.2% during the 1980s; and 1.7% during the 1990s. Based on population growth forecasts issued by AMBAG, population growth in the total County and the unincorporated areas of the County is expected to sustain the same level of growth. (Association of Monterey Bay Area Governments 2004.)

Forecasted Population Growth

AMBAG is the designated Metropolitan Planning Agency for Monterey, Santa Cruz, and San Benito Counties. As such, it is responsible for establishing housing needs projections for these counties, as well as preparing the regional transportation plans. In conjunction with this work, AMBAG's *2004 Population, Housing Unit and Employment Forecasts* projects growth for the cities and the unincorporated area within each county. AMBAG has projected growth in Monterey County through 2030 in five-year increments, considering housing permits, the availability of water, and other factors, and allocated its growth projections accordingly. Thus, the Monterey Peninsula, which has significant water constraints, is projected to accommodate much lower levels of growth than the Salinas Valley, which is less constrained in terms of water supply.

For the reasons discussed above, this EIR will rely upon the 2004 AMBAG projections. Between 2000 and 2030, AMBAG projects that Monterey County will grow to a population of approximately 602,731, which translates to an average annual growth rate of 1.36%. AMBAG anticipates that the proportion of Monterey County residents living in the unincorporated areas of Monterey County will decrease between 2005 and 2010 because of future annexations to the cities. AMBAG projections are summarized below.

Table 4.15-5. AMBAG Growth Projections

Year	Monterey County Population	Change From Previous	Unincorporated County Population	Change From Previous
2000	401,312	–	100,252	–
2005	432,600	7.8%	110,803	9.8%
2010	464,847	7.5%	105,485	-4.2%
2015	495,961	6.7%	114,776	8.8%
2020	527,069	6.3%	124,067	8.1%
2025	564,903	7.2%	129,721	4.6%
2030	602,731	6.7%	135,375	4.4%

Source: Association of Monterey Bay Area Governments 2004.

Housing

Housing unit estimates for the unincorporated county and incorporated cities from 1990 to 2006 are summarized in Table 4.15-6. The 1990 and 2000 numbers reflect U.S. Census returns for those years; the 2006 number is the AMBAG estimate for the year 2005, with an additional year of development extrapolated. The County's housing stock increased by approximately 12.5% between 1990 and 2006. The estimated number of dwellings in the unincorporated area of the

County increased by about 4,313 units during that period. The number of dwellings in the incorporated cities increased by about 14,638 units during that period.

Table 4.15-6. Housing Summary (1990–2006)

Jurisdiction	1990	2000	2006	% Change (1990–2006)
Unincorporated Monterey County	34,342	37,139	38,655	12.5%
Incorporated Cities	86,882	94,569	101,520	16.8%
County Total	121,224	131,708	140,175	15.6%

Source: U.S. Census Bureau 1990, 2000; Association of Monterey Bay Area Governments 2004.

Annual Housing Report

The Monterey County Redevelopment and Housing Office annually prepares a report on housing demand, availability, and recommended strategies for meeting housing needs. The *Annual Housing Report 2008* found that in 2007 Monterey County as a whole was the second least affordable county in California (County of Monterey 2008). Current market conditions have depressed prices, and there are approved projects that are being delayed due to these conditions. Nonetheless, the relatively high prices and low supply, combined with the current credit crisis, mean that families and first-time buyers are having trouble entering the housing market.

In addition, the report found that Monterey County has a severe lack of multi-family rental housing (the 2007 vacancy rate was about 3%), and the need for affordable rental housing continues to increase. Very little rental housing has been built in the county, with only 37 units constructed in the unincorporated area in 2007. There is a lack of land in the unincorporated area that is zoned for higher density housing, so the cities have provided most of this supply.

Further, the increasing demand for special needs housing is outpacing the ability of non-profits to build new units. Farm workers, many of which are undocumented, often live in crowded, sub-standard housing conditions. The 2000 survey of agricultural workers reported in the 2001 *Farmworker Housing and Health Assessment Study of the Salinas and Pajaro Valleys* prepared for Monterey and Santa Cruz Counties (Applied Survey Research 2001) found that at that time, the median worker was spending at least 40% of their income on housing (30% is considered acceptable) that could not meet Housing and Urban Development Department quality standards. In addition, the average of 5.4 persons per household was about 50% higher than the average in the general population in the Salinas and Pajaro Valleys (Applied Survey Research 2001). The tight market, particularly in rental housing, only exacerbates the problems found in 2000.

In response, the county's housing strategy for 2008 will shift from simply encouraging housing programs and planning for additional housing, to producing actual housing units of the right type in the right place to serve identified needs. Ongoing planning activities include the East Garrison I project on the former Fort Ord, where the first phase of 414 residential units has been initiated. 30% of the residences in this phase will be affordable to households in the very low, low, moderate, and workforce income categories. Monterey County will continue work on the Castroville Community Plan by completing the process of amending the Local Coastal Program (LCP) for those areas within the Coastal Zone and programs to encourage planned development (the proposed LCP amendment is currently undergoing consideration by the Coastal Commission). The County will also continue the process of drafting the Boronda Community Plan.

New strategies for 2008 will include working with local employers to increase the supply of farmworker housing; working with housing developers, housing advocacy groups, and service providers to create affordable housing for special needs groups, including the disabled and mentally ill; and exploring the use of "green" building practices that would benefit low- and moderate-income households (County of Monterey 2008).

Regional Housing Needs Allocation

Pursuant to California planning law, each city and county's general plan must contain a housing element. The purpose of the housing element is to identify the potential need for housing among all segments of the population and to make provisions to accommodate that housing need over a five-year planning period. Each jurisdiction's housing need is determined through an allocation process undertaken by the regional Council of Governments, based on population and housing projections provided by the California Department of Housing and Community Development (HCD) from Department of Finance data. The city or county is required to amend its housing element in response to the new housing need allocations. The amended housing element must be submitted to HCD for review and certification.

In Monterey County, AMBAG prepares the Regional Housing Need Allocation (RHNA) for the local jurisdictions within Monterey and Santa Cruz Counties. This allocation is based on population growth forecasts, economic characteristics, and ability to accommodate growth. Each of these factors is considered and each jurisdiction is ultimately assigned a "fair share" allocation of the region's projected growth: a target number of new dwelling units to be provided by for all income levels (very-low, low, moderate, and above-moderate).

During 2001–2002, AMBAG developed the 2000–2007 RHNA and, in the fall of 2002, the AMBAG Board of Directors certified the final numbers. The estimated number of housing units needed as determined and certified by AMBAG reflect the planning period from January 1, 2000 to June 30, 2007. State legislation was adopted in 2003 extending the planning period for AMBAG communities to June 30, 2008. Therefore, the planning period used in the adopted Housing Element is

from January 1, 2000 through June 30, 2008, consistent with the AMBAG estimates.

After review by the County and cities, AMBAG adopted the 2007–2014 RHNA, with revisions, on April 12, 2008. On January 4, 2008, HCD had provided AMBAG with a revised Regional Housing Need Determination letter based on the enactment of Assembly Bill 1259. This legislation extended the regional planning period by one year. Accordingly, the new determination letter established 2007 to 2014 as the effective RHNA planning period. The new determination from HCD also reduced the regional housing need by approximately 40%, reflecting the Department of Finance’s lowered population forecasts for Monterey County. AMBAG’s 2007–2014 RHNA reflects both the Department of Finance’s lowered population forecasts for Monterey County and a proportional allocation of an additional year of housing needs. Pursuant to Housing Element Law, the County will have until June 30, 2009 to update their housing element.

The 2007–2014 RHNA allocates 1,554 total dwelling units to unincorporated Monterey County. The number of dwelling units by income level is summarized in Table 4.15-7.

Table 4.15-7. Monterey County (Unincorporated) Dwelling Unit Allocation

Household Income Level	Dwelling Units
Very Low (< \$88,440 year)	342
Low (\$88,441 - \$123,817)	264
Moderate (\$123,818 - \$227,000)	295
Above-Moderate (> \$227,000)	653
Total	1,554

Source: Association of Monterey Bay Area Governments 2008.

Between October 1, 2004 and October 1, 2005 a total of 354 new housing units were constructed or were under construction in the unincorporated areas of the County. Of this figure, 250 were building permits for single-family residential units, 26 permits were for mobile home units on permanent foundations, and 78 were permits for multi-family residential units. All of the 78 multi-family units are within projects developed by non-profits with County assistance. As this data indicates, most of the housing being constructed in the County, particularly housing constructed by the private market, continues to be single-family units, most of which is on large lots, typically affordable to only to a small percentage of the existing population.

At the same time, the County has been making a concerted effort to provide smaller lots and multiple-family residences in newer development approvals. For example, the East Garrison Specific Plan described above includes small lot and multi-family components. “The Commons at Rogge Road” project (designated

as a pilot project for the Affordable/Workforce Housing Incentive Program) located east of Salinas includes 171 units on 12.5 acres. The revised Rancho San Juan project approved in 2008 will include 367 high-density residential units on approximately 20 acres. The Castroville Community Plan similarly includes approximately 265 units within areas designated as high- or high mixed-density.

The 2007–2014 RHNA allocates 11,913 total dwelling units to Monterey County and its cities. The number of dwelling units by income level is summarized in Table 4.15-8.

Table 4.15-8. Monterey County Dwelling Unit Allocations

Jurisdiction	Income Category				
	Revised Allocation	Very Low	Low	Moderate	Above Moderate
Carmel	32	7	5	6	14
Del Rey Oaks	150	33	26	29	63
Gonzales	689	151	117	131	289
Greenfield	538	118	91	102	226
King City	571	126	97	108	240
Marina	1,913	421	325	363	803
Monterey	657	145	112	125	276
Pacific Grove	120	26	20	23	50
Salinas	4,077	897	693	775	1,712
Sand City	120	26	20	23	50
Seaside	598	131	102	114	251
Soledad	897	197	152	170	377
Unincorporated County	1,554	342	264	295	653
Total	11,913	2,621	2,025	2,264	5,004

Source: Association of Monterey Bay Area Governments 2008.

Monterey County General Plan Housing Element (2003)

Monterey County adopted its current 2002–2008 Housing Element on November 4, 2003, in accordance with the State requirement that each local jurisdiction update its housing element every five years. The next edition of the County Housing Element is due to HCD by June 30, 2009 for review. It will reflect the allocations set out in the 2007–2014 RHNA for that seven-year time frame. The 2007 General Plan does not include revisions to the County’s current Housing Element. Those will be drafted and adopted separately.

The 2003 Housing Element establishes the County's housing strategy for providing a range of housing types, as identified by AMBAG's 2000–2007 RHNA Plan. As of January 1, 2003, the County needed to produce 2,630 new dwelling units in the unincorporated area. The Housing Element shows an adjusted number of 2,511 units to account for units approved between the adoption of the 2000–2007 RHNA and the Housing Element. The 2003 Housing Element used the existing 1982 General Plan land use map as the basis for identifying potential housing opportunities. The Housing Element focuses on compact development within existing areas of development or adjoining existing development. These areas will be within community area plans that will provide the policy basis for compact development and the delivery of needed services. The most recent Annual Implementation Report for the Housing Element prepared by the Monterey County Resource Management Agency Office of Housing and Redevelopment (approved February 6, 2007) indicates that the County has made progress toward meeting the dwelling unit allocation targets.

The 2007–2014 RHNA numbers anticipate a need to produce substantially less housing within the unincorporated area of the county in the period between 2007 and 2014 than was allocated for the 2000–2007 period. This reflects the lowered population estimates and growth rates projected by both the California Department of Finance and AMBAG. The 2007 General Plan will provide for concentrations of growth in the Community Areas and Rural Centers. These are anticipated to meet the needs allocated by the 2007–2014 RHNA.

4.15.3 Regulatory Framework

4.15.3.1 California Housing Element Requirements

The Housing Element is one of seven elements required to be included in the County's General Plan. State law specifies that the Housing Element must assess housing needs and evaluate the current housing market in the County and then identify programs that will meet housing needs during a five-year planning period. The housing market evaluation includes a review of housing stock characteristics as well as housing cost, household incomes, special need households, availability of land and infrastructure, governmental constraints to housing production, and various other factors. In addition to this information, the Housing Element must evaluate and review its past housing programs and consider this review in planning future housing strategies. (Government Code Section 65580 et seq.) In addition, the housing element will have to demonstrate that sufficient areas in the county are zoned at high enough densities to accommodate very low- and low-income housing (20 units per acre) and as part of that inventory, demonstrate what can actually be achieved given site constraints such as the availability of infrastructure. (Government Code Section 65583.2) State law provides that housing elements are subject to review by HCD and must be updated every five years. However, in practice the planning period has been routinely extended by state law each time there is insufficient money in the State budget to cover the costs of the regional agencies' housing needs

allocation process. As a result, the housing element is currently based on a seven-year period.

As described above, the housing need to be addressed by the Housing Element comes from the adopted RHNA. Housing Element law does not obligate the County itself to provide the housing identified in the housing need. It does obligate the County to provide opportunities for the private sector to build that housing during the seven-year period.

4.15.3.2 California Relocation Law

California Relocation Law (Health and Safety Code Section 33410 et seq.) requires redevelopment agencies to provide replacement housing at comparable costs to any displaced residents. Pursuant to Health and Safety Code Section 33411.1: “no persons or families of low and moderate income shall be displaced unless and until there is a suitable housing unit available and ready for occupancy by such displaced person or family at rents comparable to those at the time of their displacement. Such housing units shall be suitable to the needs of such displaced persons or families and must be decent, safe, sanitary, and otherwise standard dwelling. The [redevelopment] agency shall not displace such person or family until such housing units are available and ready for occupancy.”

4.15.3.3 Monterey County Housing Element

The Goals and Policies of the adopted Housing Element include policies that address population and housing growth in the unincorporated areas of the County and provide guidance for the balanced growth of population and housing so that it integrates into the existing housing stock and community neighborhoods. As discussed above, the Housing Element accommodates new and rehabilitated housing to meet the County’s current RHNA.

4.15.3.4 Monterey County Inclusionary Housing Program

Monterey County has enacted a program requiring that at least 20% of new homes be price-restricted so that they will be sold or rented at below market rates to qualified households. Qualified households cannot make more than 120% of the median county income (defined as low- or moderate-income) in order to take part in the program.

4.15.4 Project Impacts

4.15.4.1 Methodology

This analysis is based on development pursuant to the 2007 General Plan within the 2030 planning horizon and, separately, on full buildout in the year 2092. The buildout analysis is qualitative.

The baseline for analyzing the impacts that may result from adopting an updated general plan is the existing condition, not the existing general plan.

(Environmental Planning and Information Council v. County of El Dorado (1982) 131 Cal.App.3d 354) Therefore, the analysis will examine land use changes resulting from development under the 2007 General Plan over the periods from 2006–2030 and 2006–2092.

4.15.4.2 Thresholds of Significance

The 2007 General Plan would result in a significant impact on population and housing if it would:

- Induce substantial population growth, either directly or indirectly;
- Displace substantial numbers of existing housing units, necessitating the construction of replacement housing elsewhere; or
- Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.

2092 Impact Discussion

Population Growth

Impact POP-1: Implementation of the 2007 General Plan would induce population growth in unincorporated Monterey County. (Significant Impact.)

2030 Planning Horizon

Impact of Development With Policies

Compared to the baseline of existing conditions, implementation of the 2007 General Plan would create new opportunities for the development of residential, commercial, and industrial land uses. Future growth would be located primarily in the cities and the county's Community Areas, Rural Centers, and Affordable Housing Overlays (AHO). The Community Areas and Rural Centers provide opportunities for residential, commercial, and

industrial development. The AWCP would create new job opportunities at full-scale and artisan wineries and their related activities. These additional growth opportunities would induce growth directly (i.e., through the construction of new dwelling units) or indirectly (i.e., through the creation of new jobs). This is a significant impact.

The 2007 General Plan has a 2030 buildout potential of approximately 10,015 additional dwelling units within the unincorporated area between 2006 and 2030 county. According to AMBAG's projections, this number of units would house an estimated 25,292 residents.

2007 General Plan Policies

The General Plan provisions for development describe the potential for accommodating and managing growth. The 2007 General Plan has numerous policies that are intended to ensure that development occurs with consideration of natural resources limits such as water supply, groundwater, important farmland, and habitat; the availability of services; hazards such as slopes, floodplains, and wildfire; and the concurrent provision of infrastructure to serve development, particularly in the Community Areas and Rural Centers. These policies are described in the impact sections in Chapter 4 of this EIR. The policies act to encourage development in the Community Areas, Rural Centers, and AHOs by providing infrastructure, and discourage development in natural resource areas, hazardous areas, and steep slopes. These policies would reduce potential impacts from growth inducement by setting guidelines for allowable growth within the county's natural thresholds.

The AWCP would allow for the development of 40 artisan wineries, 10 full-scale wineries, and 10 stand-alone tasting rooms on three corridors in the Salinas Valley. No substantial numbers of residences are planned to be built in conjunction with these wineries. However, the AWCP designation would allow a single-family residence, a guest house, and up to three employee residences at each winery, which would reduce the potential impacts from growth inducement in the AWCP area. In comparison, the County's zoning ordinance allows up to three residences, one guesthouse, and, with an administrative permit, farm labor housing for up to five families or 12 persons in its "Farmlands" zoning district.

Monterey County's HCD-certified Housing Element would accommodate up to 2,511 new dwelling units in the unincorporated area at various income levels over the 2003–2008 planning cycle. Section 3 of the Housing Element identifies a specific need for 821 units for very low income (0–50% of median income), 608 for low income (51–80% of median income), 937 for moderate income (81–120% of median income), and 145 for above moderate income households. The County's 2007–2014 RHNA totals 1,554 dwellings for all income categories. The

2007 General Plan will not hinder the County's next Housing Element revision from meeting this housing need.

Area Plan Policies

The North County Area Plan

Policy NC-1.5 (development on properties with residential land use designations located within the North County Area will be limited to a single new residence on any legal lot of record) would reduce impacts from growth inducement by limiting new development.

Greater Salinas Area Plan Policy GS-1.1 (Butterfly Village Special Treatment Area would permit up to 1,147 residential units for various income levels, with at least 38% of these available at affordable/workforce levels) would reduce impacts from growth inducement by limiting new residential units to be developed in the Butterfly Village Special Treatment Area.

Policy GS-1.13 (development on properties with residential land use designations located within the Greater Salinas Area Plan north of the City generally between Williams Road and Highway 101 will be limited to a single new residence on any legal lot of record) would reduce impacts from growth inducement by limiting new residential development in the area between Williams Road and Highway 101.

Toro Area Plan

Policy T-1.7 (development on properties with residential land use designations located within the Toro Area along the Highway 68 corridor will be limited to a single new residence on any legal lot of record) would reduce impacts from growth inducement by limiting new development.

Significance Determination

The population growth that would occur as a result of development during the 2030 planning horizon would represent a substantial increase over the current population. Since one of the statutory purposes of a general plan is to identify areas of future growth in order to accommodate projected housing needs, this is to be expected.

The 2007 General Plan provides sufficient flexibility in terms of its ability to accommodate growth to allow for the 2003 Housing Element to be implemented without obstruction. In order to provide a reasonable opportunity to obtain the RHNA housing goal, adequate potential area for development of various housing types has been provided in the Community Areas, Rural Centers, and AHOs. The 2007 General Plan maintains the

potential area for development as considered in the 2003 Housing Element, and therefore, would not conflict with its housing objectives.

The 2007 General Plan has a buildout potential of approximately 10,015 additional dwelling units within the unincorporated area of the County between 2006 and the planning horizon. The 2007 General Plan has identified five Community Areas and seven Rural Centers where future growth can be accommodated, with varying levels of development intensity in each place. The 2007 General Plan buildout potential and range of locations that can accommodate growth would ensure that implementation of the 2003 Housing Element would not be jeopardized. In addition, because the 2007 General Plan largely retains the land use designations of the 1982 General Plan (which are the basis of the 2003 Housing Element), there would be no conflicts between the two plans. Potential for residential development in the Community Areas between 2006 and 2030 would include approximately 3,295 dwelling units in Fort Ord, 574 dwellings in Chualar, 259 dwellings in Pajaro, 278 dwellings in Boronda, and 625 dwellings in Castroville. The Rural Centers of Pine Canyon (652 units), Bradley (306 units), San Ardo (184 units), and River Road (149) would provide the greatest numbers of residential units among the Rural Centers.

The AHO designations would authorize increased densities, up to 30 dwelling units per acre where services are available, for qualifying projects. If developed at full potential (30 units per acre), the Mid-Valley AHO would accommodate 149 residential units on approximately 13 acres; the Highway 69/ Reservation Road AHO would accommodate 356 residential units on approximately 31 acres; and the Highway 68/Airport AHO would accommodate 976 residential units on approximately 85 acres. An AHO project would generally be required to provide affordable units as follows: 10% very low; 15% low; 15% moderate; 20% workforce I; and 40% workforce II housing. Therefore, the 1,481 high-density residential units authorized within three AHOs under ideal circumstances would result in approximately 148 new very low-income units, 222 low-income units, 222 moderate-income units, 296 workforce I units, and 592 workforce II residential units. Depending upon property owners' desires, AHO designations would also apply in Community Areas prior to adoption of a Community Plan and in Rural Centers prior to adoption of an Infrastructure and Financing Study.

AWCP-related development would not result in substantial population growth. A full scale winery can be expected, on average, to employ 25 people full time and approximately 25 people part-time during peak operations during September/October. An artisan winery would employ 12 people full-time and another 4 people part-time during peak operations. (County of Monterey 2004.) ACWP winery employment would be approximately 730 full-time employees, with a peak seasonal employment of approximately 1,140 (730 full-time and 410 seasonal) employees. Assuming three or four wineries are built and opened each year over the planning period, about 12 to 16 full-time residential units would be added to the

county housing stock annually. By the 2030 planning horizon, this would result in a total of 50 full-time residences, 50 part-time guest residences, and up to 150 employee residences spread across the AWCP area. The employee residences would help to meet the county's need for workforce housing.

Assuming that each job reflects a housing unit, this would be a total housing demand for 1,140 dwellings over the planning period. Given that the typical family is supported by more than one worker (some of the full time and seasonal workers may share the same residence), and that a substantial proportion of the winery workers can be expected to be hired from existing residents (who presumably occupy existing residences), the new housing demand from winery build-out can be expected to be substantially less than 1,140 units. Although this reflects the growth of the wine industry, it does not create a growth inducing impact beyond that embodied in the 2007 General Plan as a whole.

The AWCP workforce housing would be accommodated within the cities, Community Areas, and Rural Communities. As illustrated by the 2007–2014 RHNA numbers, the Salinas Valley cities are expected to accommodate sufficient affordable housing opportunities for approximately 2,639 total residential units in the very low-, low-income categories and 1,286 residential units in the moderate-income category by 2014 (Association of Monterey Bay Area Governments 2008b). This covers only a portion of the 2007 General Plan planning period, and more housing is expected to be brought on in the period from 2014 to 2030. Therefore, sufficient housing would be available to satisfy the needs of the ACWP workers.

Mitigation Measures

California Planning Law requires a general plan to provide housing opportunities to meet the projected demand of all income levels. Therefore, a general plan must be growth-inducing in order to comply with California statutes. As discussed in detail in this EIR, the 2007 General Plan has numerous policies that will channel most new growth into the Community Areas, Rural Centers, and AHOs, as well as the incorporated cities. These will not, however, stop growth. The County has no authority to prohibit in-migration, prohibit development on legal lots, or to limit natural population increases. As a result, there is no mitigation that would avoid growth.

Significance Conclusion

The 2007 General Plan will result in substantial growth during the 2030 planning horizon. This will be a significant and unavoidable impact.

Buildout

Impact of Development With Policies

Ultimately, the 2007 General Plan would accommodate up to 74,573 dwelling units by 2092 if all available parcels were developed as currently designated. Whether buildout would actually reach this level and when depends upon the availability of urban services within the Community Areas and Rural Centers, as well as economic factors such as the cost of development, viability of the housing market, availability of financing, and others. Given the limitations of water supply (including extending domestic supply to scattered residences), access, and sewer service, this level of buildout is unlikely. Because buildout would occur about 85 years from now, at the current growth rate and assuming that sufficient services were made available, its impacts are too remote and speculative to discuss further. 85 years is beyond the planning horizon and no reasonable assumptions can be made with regard to future impacts.

2007 General Plan Policies

The policies of the 2007 General Plan would have a similar effect on the buildout as on the 2030 planning horizon. Assuming that policies are the same or more restrictive over time, the policies in effect by 2092 will reflect the same concerns as the 2007 General Plan policies.

Significance Determination

The number of dwellings in unincorporated Monterey County at buildout (estimated at 74,573) would be nearly double the number existing in 2005 (estimated at 38,665 units). The 2007 General Plan would encourage substantial growth over existing levels. Of course, this growth would occur over a long period of time and there may be occurrences of unknown severity that act to limit it (i.e., water supply availability, sea water intrusion into aquifers, sea level rise flooding existing development along the coast, etc.). But, what can be foreseen is that growth will continue.

Mitigation Measures

Assuming that land use law and Constitutional requirements are similar to those in effect today, there would be no feasible means of avoiding growth.

Significance Conclusion

Buildout would result in significant, unavoidable impacts.

Housing Displacement

Impact POP-2: Buildout of the 2007 General Plan would result in the displacement of existing housing units, necessitating the construction of new housing elsewhere. (Less Than Significant Impact.)

2030 Planning Horizon

Impact of Development with Policies

The 2007 General Plan Land Use Element emphasizes compact city-centered growth and discourages the encroachment of urban uses into undeveloped areas. Approximately 31.4% of the population growth in the unincorporated county contemplated by the 2007 General Plan would occur in the five Community Areas, all of which contain existing dwelling units. The Boronda, Castroville, Fort Ord, and Pajaro Community Areas are located in county redevelopment areas. Future growth in these Community Areas is anticipated to include redevelopment of underutilized properties within the redevelopment area as well as urbanization of existing, vacant, agricultural land adjoining the existing urbanized communities. Future growth in the Chualar Community Area would primarily occur on agricultural land, thereby limiting the possibility that existing dwelling units would be displaced by 2007 General Plan buildout activities. Finally, future growth in the Rural Centers at higher densities would result in some level of displacement of low-density dwelling units, depending upon the market.

2007 General Plan Policies

The 2007 General Plan and Area Plan policies summarized below set forth comprehensive measures to avoid and minimize adverse impacts on existing housing to the maximum extent practicable.

Housing Element

Several policies in the adopted Housing Element provide guidelines for the preservation, rehabilitation and conversion of the existing housing stock.

Policies H-1.1(intensification of already developed areas), H-1.2 (rehabilitation assistance with unincorporated areas) and H-1.3 (replacement of housing) of the adopted Housing Element help maintain the existing number of affordable units through preservation, rehabilitation, or replacement. These policies would reduce impacts from displacement of existing housing by making more effective use of already developed areas through redevelopment and intensification of residential areas, conversion of commercial and other land uses to mixed-use development, and rehabilitation of existing housing stock. As discussed above, the Housing Element is required to identify sites for housing all

segments of the population. Beyond that, it must also provide a regulatory process that allows the construction of very low-, low-, and moderate-income housing to meet the County's assigned RHNA. The County Redevelopment and Housing Office has numerous programs that assist very low-, low-, and moderate-income households in obtaining quality housing. (County of Monterey 2008.)

Land Use Element

Policy LU-2.12 (AHO program) describes the AHO designations that would result in substantial new affordable dwelling units being available during the 2030 planning horizon.

Policy LU-2.13 (County must establish a program for retaining affordable housing units within redevelopment project areas (Boronda, Castroville, Fort Ord, and Pajaro are specifically listed), as well as Community Areas and Rural Centers prior to adoption of their plans and AHOs) sets out specific requirements for long-term affordability of rental and owner-occupied units that would be made available under the program. The policy would reduce potential impacts from existing housing displacement by encouraging the retention of existing affordable housing units.

Policy LU-2.14 (Affordable Housing Ordinance make 25% of all new housing units affordable to very low-, low-, moderate-, and workforce-income households) establishes the specific percentages to be provided for each type of affordable unit. This policy would effectively ensure that a portion of low- or moderate-income housing that would be lost if its site was developed for above-moderate income housing would be replaced and would reduce potential displacement impacts for persons or families who must be relocated.

California Relocation Law

Any redevelopment activities undertaken by the County of Monterey that result in the displacement of housing, such as might occur in the Boronda, Castroville, and Pajaro Community Areas, would be subject to the California Relocation Law. This would require replacement housing to be made available at comparable costs to any displaced residents. The redevelopment agency is not allowed to displace a person or family until the replacement housing units are available and ready for occupancy. This law reduces displacement impacts for persons or families who must be relocated due to new development.

Inclusionary Housing Program

Monterey County's existing inclusionary housing program requires that at least 20% of new homes be price-restricted so that they will be sold or rented at below market rates to qualified households. The inclusionary housing program would effectively replace a portion of low- or moderate-income housing that would be lost if its site was developed for above-moderate income housing and would reduce potential displacement impacts for persons or families who must be relocated.

Significance Determination

The potential for buildout of the 2007 General Plan displacing substantial numbers of dwelling units is extremely low. While County-directed redevelopment activities would displace existing housing in some situations, they would be required to comply with 2007 General Plan policies LU-2.13 and LU-2.14, as well as California Relocation Law requirements, that would mitigate those impacts by retaining affordable units where possible and requiring comparably-priced replacement units for any dwelling units that are removed. Under these policies, displacement of existing dwelling units would be offset to some extent by the creation of new dwelling units by redevelopment activities.

In areas that are not subject to redevelopment, the Housing Element policies and Policy LU-2.12 discussed above would promote the preservation of existing housing whenever practicable, as well as the provision of substantial amounts of high-density housing in the AHOs, Community Areas, and Rural Centers. High-density housing tends to be more affordable than single-family residences on large lots. In addition, the County's existing Inclusionary Housing Program and the assistance programs of the Redevelopment and Housing Office facilitate the construction and rehabilitation of housing stock to be made available to very low-, low-, and moderate-income households.

Mitigation Measures

No mitigation is necessary.

Significance Conclusion

The 2007 General Plan's policies, in concert with existing state and county laws would ensure that displacement of existing housing as a result of new development will be minimized. In turn, this will minimize the need to build replacement housing. Displacement of housing as a result of 2007 General Plan buildout would be a less than significant impact.

Buildout

Impact of Development with Policies

Ultimately, the 2007 General Plan would result in the buildout of all the AHOs (at least to the extent that landowners choose to take advantage of the opportunities for increased density), Community Areas, and Rural Centers. Assuming that the California Relocation Law and the 2007 General Plan policies described above remain in effect, replacement housing available at comparable prices will be constructed as part of the buildout.

2007 General Plan Policies

The policies of the 2007 General Plan and requirements of state law would have a similar effect on the buildout as on the 2030 planning horizon. Assuming that policies remain the same or become more restrictive over time, the policies in effect by 2092 will offer at least the same level of protection from displacement as the 2007 General Plan policies.

Significance Determination Existing and proposed policies and regulations would avoid significant effects resulting from housing displacement by minimizing such displacement and providing comparable replacement housing when displacement does occur.

Mitigation Measures

No mitigation is necessary.

Significance Conclusion

Buildout would result in less than significant impacts.

Population Displacement

Impact POP-3: Buildout of the 2007 General Plan would result in the displacement of persons, necessitating the construction of new housing elsewhere. (Less Than Significant Impact.)

2030 Planning Horizon

Impact of Development With Policies

As discussed under Impact POP-2, buildout of the 2007 General Plan would result in the displacement of existing dwelling units, particularly in those Community Areas where redevelopment activities would facilitate growth.

2007 General Plan Policies

The policies described under Impact POP-2 apply equally to Impact POP-3.

Significance Determination

Displacement of residents by development and redevelopment activities contemplated by the 2007 General Plan would be mitigated by the availability of vacant dwelling units in Monterey County and the goals and policies of the Housing Element. Policy LU-2.13 requires the County to establish a program for retaining affordable housing units within redevelopment project areas (Boronda, Castroville, Fort Ord, and Pajaro are specifically listed), as well as Community Areas and Rural Centers prior to adoption of their plans and AHOs. Moreover, any development or redevelopment activity that would result in the displacement of persons would be required to comply with California Relocation Law requirements.

Mitigation Measures

No mitigation is necessary.

Significance Conclusion

Potentially significant impacts pertaining to the displacement of residents would be reduced to a level of less than significant through the action of California Relocation Law, and policies of the 2007 General Plan intended to retain affordable dwelling units.

Buildout

Impact of Development With Policies

Ultimately, the 2007 General Plan would result in the buildout of all the AHOs (at least to the extent that landowners choose to take advantage of the opportunities for increased density), Community Areas, and Rural Centers. Assuming that the California Relocation Law and the 2007 General Plan policies described above remain in effect, replacement housing available at comparable prices will be constructed as part of the buildout.

2007 General Plan Policies

The policies of the 2007 General Plan and requirements of state law would have a similar effect on the buildout as on the 2030 planning horizon. Assuming that policies remain the same or become more restrictive over time, the policies in effect by 2092 will offer at least the same level of protection from displacement as the 2007 General Plan policies.

Significance Determination

Existing and proposed policies and regulations would avoid significant effects resulting from housing displacement by minimizing such displacement and providing comparable replacement housing when displacement does occur.

Mitigation Measures

No mitigation is necessary.

Significance Conclusion

Buildout would result in less than significant impacts.

