

Section 3.12

Population and Housing

Introduction

This section provides a discussion of the population and housing issues related to the proposed roadway improvements. This section includes a review of existing conditions based on available literature and a summary of federal, state, and local policies and regulations related to population and housing. Analyses of environmental impacts are discussed, and where feasible, mitigation measures are recommended to minimize or avoid potentially significant impacts.

Approach and Methodology

The following assessment is based on housing, employment, and population data gathered from the following sources:

- U.S. Census Bureau,
- 2000 U.S. Census,
- Monterey County,
- Association of Monterey Bay Area Governments (AMBAG) projections and land use assumptions, and
- Local planning documents.

The locations of proposed roadway improvements were reviewed to determine the potential for the improvements to result in increased growth. Areas of potential residential displacement resulting from the proposed improvements were conceptually identified based on General Plan land use designations and a windshield survey of the area.

Growth-inducing impacts and cumulative population and housing impacts are discussed in Chapter 4, *Other CEQA Analyses*.

Environmental Setting

This section discusses existing conditions related to population and housing in the program area and relates these characteristics to significance criteria used to assess potential program impacts.

Population Trends

Carmel Valley is an unincorporated part of Monterey County. According to the U.S. Census, Monterey County's total population in 2000 was 401,762 people, which represents about a 13% increase from the 1990 Census. About 1.5% of Monterey County's population, or 6,281 people, resided in Carmel Valley in 2000. Table 3.12-1 shows population numbers in 2000 and projected population for 2030 based on U.S. Census data for the County, three major population centers within the County, and Carmel Valley.

Table 3.12-1. Population Trends in Monterey County by Area

	Population, 2030 estimate	Population, 2015 estimate	Population, 2000	Population, 1990
Monterey County	602,731	412,104	401,762	355,660
Salinas	187,876	148,183	151,060	108,777
Monterey		29,960	29,674	31,954
Carmel-by-the-Sea	3,945	3,924	4,081	4,239
Carmel Valley CCD (Census County Division)	N/A	N/A	6,281	5,559
Carmel Valley Village CDP (Census Designated Place)	N/A	N/A	4,700	4,407
Remainder of Carmel Valley CCD	N/A	N/A	1,581	N/A
Unincorporated Monterey County	135,375	114,776	100,252	94,254

Sources: U.S. Census Bureau, 2004 Population Estimates, Census 2000, Census 1990 (from U.S. Census Bureau n.d.); Monterey County 2003, from AMBAG's 1997 *Regional Population and Employment Forecast*.

Notes:

a. AMBAG projections data, 2004; U.S. Census data 2000. U.S. Census data 1990.

Between 2000 and 2030, the population of Monterey County is expected to increase with an average annual growth rate of 1.67% (AMBAG 2004). This will lead to an overall 50% increase in population by the year 2030.

Race and Ethnicity

Monterey County is an ethnically diverse community. In the 2000 Census, approximately 40% of the population in Monterey County identified themselves as “white.” Approximately 46% identified themselves as “Hispanic or Latino” of any race. Table 3.12-2 shows percentage of population in Monterey County by race, actual numbers for 2000, and projections for 2004 from the U.S. Census 2000.

Table 3.12-2. Population Trends in Monterey County by Race

Race	Population, 2004 estimate	Percentage, 2004 estimate	Population, 2000	Percentage, 2000
One race				
White	211,263	53.9%	224,682	55.9%
Black or African American	8,953	2.3%	15,050	3.7%
American Indian and Alaska Native	4,545	1.2%	4,202	1%
Asian	26,680	6.8%	24,245	6%
Native Hawaiian and Other Pacific Islander	1,870	0.5%	1,789	0.4%
Some other race	127,277	32.5%	111,782	27.8%
Total one race	380,588		381,750	
Two or more races	11,604	3%	20,012	5%
Total population	392,192		401,762	
Hispanic or Latino (of any race)	199,828	51%	187,969	46.8%

Source: U.S. Census Bureau 2000a.

Housing

According to U.S. Census data, in 2000 there were 131,708 housing units in Monterey County, with 121,236 households (U.S. Census 2000 and California Department of Finance 2002 cited in Monterey County 2003). Approximately 55% of those housing units were owner-occupied and about 45% were renter-occupied (U.S. Census 2000e). In contrast, in 2000 Carmel Valley contained 2,919 housing units (U.S. Census 2000d). Approximately 70% of those housing units were owner-occupied and approximately 30 percent were renter-occupied (U.S. Census 2000e).

Monterey County’s percentage of population that resides in unincorporated areas, such as the program area, has decreased since 1980: according to the U.S. Census data, in 1981, 29% of Monterey County residents lived in unincorporated areas; in 1990, 28%; and in 2000, 25% of the County’s residents lived in unincorporated areas.

In support of the land use forecasting for the traffic study for the CVMP, the County audited approvals of subdivisions, single-family dwelling units, and adjunct units in the CVMP area from 1987 to 2006. The CVMP established a limit of 1,310 new dwelling units for development after 1986.

Accounting for all unit approvals since 1986, the County has approved an estimated 777 new dwelling units out of the 1,310-unit quota, leaving 533 units for future buildout under the current limits in the CVMP. Of the 777 units approved after 1986 until the present, an estimated 655 units were not built as of 2000. The methodology and data supporting these estimates is presented in Appendix F.

Adding the 655 approved but unbuilt units and the 533 potential future units to the 2,919 units indicated in the 2000 census, at buildout, Carmel Valley would have 4,107 residential dwelling units, which would be an increase of 41% above the 2000 level. Of this growth, 22% would be due to buildout of previously approved projects and 18% due to approval of future development within the CVMP residential quota. Based on the number of households and population in the 2000 census (6,281/2,919), the average household has 2.2 persons. Using this average, residential buildout could result in an increase in population of about 2,614 persons after 2000 (of which 1,441 would be from previously approved development and 1,173 would be from new development). Using these estimates, the CVMP buildout population would be approximately 8,895 persons.

Regulatory Setting

Local Policies and Regulations

The Monterey County General Plan, Greater Monterey Peninsula Area Plan, and Carmel Valley Master Plan guide development in the program area. The Monterey County General Plan encompasses all of the unincorporated areas in the County. The following discussion summarizes the goals and policies of the relevant general and area plans with respect to population and housing.

Monterey County General Plan

Policy 27.2.1: Residential areas shall be located with convenient access to employment, shopping, recreation, and transportation. High density residential areas should also be located with convenient access to public transit.

Policy 27.2.2: Adequate circulation rights-of-way shall be delineated within each residential area.

Policy 28.2.1: In areas of anticipated commercial growth and expansion, provision shall be made for designation of access routes, street and road rights-of-way, off street parking, and pedestrian walkways.

Policy 28.2.2: Commercial areas shall be designated in a manner which offers convenient access.

Policy 28.2.3: Provision shall be made, wherever possible, for separate facilities adequate for the movement of pedestrians, transit vehicles, automobiles, and service vehicles.

Policy H-6.1: Regional Allocation- The County shall ensure that there is sufficient developable land at appropriate densities with adequate infrastructure to accommodate 2,511 new units within unincorporated areas from 2002-2008 (Monterey County Housing Element 2003).

Greater Monterey Peninsula Area Plan

The Greater Monterey Peninsula Area Plan is a subset of the Monterey County General Plan, and covers one of eight subareas within Monterey County. The Greater Monterey Peninsula Area Plan does not contain any additional policies or language pertinent to the population and housing-related aspects of the roadway improvement projects beyond those specified in the Monterey County General Plan.

Carmel Valley Master Plan

As part of the County's effort to implement traffic standards to provide adequate streets and highways in Carmel Valley, CVMP Policy 39.3.2.1 (d) places a moratorium on any development in which the approval would significantly impact roads in the CVMP area. A significant impact is one in which it would cause roads to reach a level of service (LOS) C or below, unless and until an EIR is prepared which includes mitigation measures necessary to raise the LOS to an acceptable level and appropriate findings as permitted by law are made which may include a statement of overriding considerations. To defer approval if there is significant impact means that, at a minimum, the County will not approve development without such an EIR where the traffic created by the development would impact the LOS along any segment of Carmel Valley Road (as defined in the Keith Higgins Traffic Report which is part of the EIR for the Carmel Valley Master Plan "CVMP") to the point where the LOS would fall to the next lower level (Monterey County Board of Supervisors 2002). The moratorium includes limits on housing development in the program area. The complete CVMP policies are provided in Appendix C.

In accordance with CVMP Policy 39.3.2.1, in 2002, the Monterey County Board of Supervisors, Resolution 02-024 established a policy that residential and commercial subdivisions proposed in the CVMP area be denied pending the construction of left turn pockets on Segments 6 and 7 of Carmel Valley Road (from Robinson Canyon Road to Rancho San Carlos Road), the construction of capacity-increasing improvements to State Highway 1 between its intersections with Carmel Valley Road and Morse Drive, and adoption of updated General

Plan/Master Plan policies relating to LOS on Carmel Valley Road. This policy is intended to remain in place until adoption of an updated General Plan for Monterey County, or such other period as may be extended by future Board Action.

The proposed program analyzed in this EIR includes removal of the subdivision moratorium adopted in resolution 02-024, which is possible once certain identified conditions are met. As described in *Chapter 2, Program Description*, these conditions will be met shortly, which could allow removal of the moratorium.

Chapter 2, *Program Description*, describes the program's Traffic Study results regarding CVMP area LOS. The Traffic Study (refer to Appendix F) found that for Carmel Valley Road at Carmel Valley Village (Segment 3), the LOS under all traffic study scenarios would be LOS D and would not meet the LOS standard of C for this segment. While several physical traffic improvement options were identified, none are considered consistent with the overall direction and policies of the CVMP. The proposed program includes the proposal to lower the LOS standard for Segment 3, through Carmel Valley Village, from C to D, instead of pursuing physical roadway improvements that are considered likely to result in substantial disruption to the commercial areas in the center of the Village.

Criteria for Determining Significance

In accordance with CEQA, State CEQA Guidelines, applicable local plans, and agency and professional standards, a project impact would be considered significant if the proposed transportation improvement program would:

A. Induce Population Growth

Induce substantial population growth in an area, either directly or indirectly.

B. Cause Displacement of People or Housing

Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere.

Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.

Impacts and Mitigation Measures

A. Population Growth

Impact PH-1: Induce Substantial Population Growth (Less than Significant)

The proposed roadway improvements include provision for construction of passing lanes, turning lanes, shoulder widening, upgrading bicycle lanes, one grade separation project, and other minor roadway modifications such as paved turnouts, signalization, and placement of new roadway signage within the Carmel Valley Road corridor. The proposed program if implemented would enable development, including planned residential and commercial development, to proceed in the program area, which would accommodate future population growth in the area. As described in Chapter 2, *Program Description*, the implementation of the proposed traffic improvements would address the deficiencies in the level of service along Carmel Valley Road and would create a circulation system that can handle the projected residential, visitor-serving, and commercial buildout of Carmel Valley according to the CVMP.

The proposed program would be in accordance with the subdivision moratorium as the construction of left turn pockets on Segments 6 and 7 of the Carmel Valley Road (from Robinson Canyon Road to Rancho San Carlos Road) are nearing completion, capacity-increasing improvements to State Highway 1 (in the form of the climbing lane) have been completed, and this program includes the adoption of updated General Plan/Master Plan policies relating to LOS on Carmel Valley Road. Completion of the proposed program, in combination with actions that have already occurred outside the scope of this program, would meet the requirements of CVMP Policy 39.3.2.1, allowing buildout development in the program area to proceed as planned in the CVMP.

As described above, residential buildout could result in an increase in population of 2,614 persons above 2000 (of which 1,441 would be from previously approved development and 1,173 would be from new development). These roadway improvements are proposed to address LOS deficiencies in the program area and to allow approved development to proceed in accordance with General Plan and CVMP policies. According to AMBAG, Monterey County is expected to experience a 50 percent growth increase between the planning years 2000 and 2030 (AMBAG 2004). Specifically, Unincorporated Monterey County (which includes Carmel Valley) is anticipated to experience a 35 percent growth increase (a population increase of 35,123) between the planning years 2000 and 2030 (AMBAG 2004) and Carmel Valley is would experience a 41% increase between 2000 and 2030 with CVMP buildout. Although the proposed program would enable some portion of the anticipated growth in Monterey County to occur, the implementation of these roadway improvements in and of themselves would not result in unplanned population growth in Carmel Valley and Monterey County, but rather alleviate existing and future projected traffic congestion within the Carmel Valley Road corridor and allow planned growth to occur in compliance

with the existing CVMP. Therefore, this impact is considered **less-than-significant**. No mitigation is required.

B. Cause Displacement of People or Housing

Impact PH-2: Displace Existing Housing or Population (Less than Significant With Mitigation)

Most of the proposed traffic improvements would occur along existing roadways within existing right-of-way and would not displace any residences or individuals. A proposed grade separation at Laureles Grade and Carmel Valley Road, if implemented, could potentially require acquisition of new right-of-way from adjacent residential areas resulting in displacement of existing housing and/or residents. This impact is considered potentially significant.

Implementation of **Mitigation Measure PH-1.1** would reduce this impact to a **less-than-significant** level.

Mitigation Measure PH-1.1: Comply with Uniform Relocation Assistance and Real Property Acquisition Policies Act

To compensate for any required displacement of housing or people, or business or employees due to right-of-way acquisitions of adjacent occupied properties, the County shall comply with relocation assistance procedures as required by the Uniform Relocation Assistance and Real Property Acquisition Policies Act.