

## 4.14 POPULATION AND HOUSING

This section describes population and housing conditions in the City of Madera, evaluates potential impacts that result from the implementation of the proposed Specific Plan, and recommends mitigation measures, where appropriate.

### 4.14.1 Environmental Setting

The following section utilizes data from the U.S. Census Bureau (Census) and the City's General Plan Housing Element.<sup>1</sup>

#### 4.14.1.1 City of Madera

**Population.** The City's General Plan Housing Element estimated the population of Madera was 63,008 in 2014. Between 2010 and 2014, the City's population grew by 1,592 residents, approximately 0.6 percent. The US Census QuickFacts estimated that the population of Madera had increased to 65,706 in 2018.<sup>2</sup>

**Housing.** The City's Housing Element estimated that the housing stock in 2014 consisted of approximately 17,240 housing units.<sup>3</sup> Although a more recent estimate of the number of housing units in Madera is not available, the US Census QuickFacts estimated that 18,037 households existed in Madera in 2018. The majority of households consist of owner-occupied housing units (48.5 percent) and the remainder were renter-occupied housing units (51.5 percent). The average household size within the City is approximately 3.55 persons per household, which is slightly higher than the County's average of 3.28 persons per household.

#### 4.14.1.2 Specific Plan Area

The Specific Plan area is approximately 1,900 acres and is mostly used for agricultural production. The Specific Plan area contains seven single-family residential units with an estimated population of 25 people based on an average household size of 3.55 persons.

#### 4.14.1.3 Regulatory Context

**Regional Housing Needs Allocation.** Housing element law requires local jurisdictions to encourage the construction of a share of the region's projected housing needs. This share is called the Regional Housing Needs Allocation (RHNA). The specific RHNA number for a jurisdiction is important because State law mandates that each jurisdiction provide sufficient land to accommodate a variety of housing opportunities for all economic segments of the community to meet or exceed this number of housing units. In addition, each jurisdiction must also provide policy and regulatory guidance to accommodate a variety of housing types at a variety of income levels.

The allocation of projected housing demand is divided into four income categories that include very-low, low, moderate, and above-moderate. For the 2014-2023 RHNA projection period, the California

<sup>1</sup> Madera, City of. 2015. 2016-2024 Housing Element Update. December.

<sup>2</sup> US Census. 2018. US Census QuickFacts, Website: [www.census.gov/quickfacts/fact/table/maderacity-california/HSD310218](http://www.census.gov/quickfacts/fact/table/maderacity-california/HSD310218).

<sup>3</sup> Madera, City of. 2015. 2016-2024 Housing Element Update. Table H-15. December.

Department of Housing and Community Development (HCD) assigned 12,895 units (2,890 very low-income, 2,230 low-income, 2,310 moderate-income, and 5,465 above moderate-income) to all of Madera County. The City's share, as determined by HCD, is 6,099 units and translates into sites that could accommodate housing affordable to households that fall within the various income categories as follows:

- Extremely and Very Low Income: 1,352 dwelling units
- Low Income: 1,056 dwelling units
- Moderate Income: 1,091 dwelling units
- Above-Moderate: 2,600 dwelling units

**City of Madera General Plan.** The City of Madera General Plan is the City's primary policy planning document. Through its 10 elements, the General Plan provides the framework for the management and utilization of the City's physical, economic, and human resources. Each element contains goals, policies, and implementation measures that guide development within the City. The General Plan strives to maintain and improve Madera's quality of life and implement the community's shared vision for the future. The General Plan is the official policy statement of the City Council to guide development (both public and private), as well as the City's operations and decisions. Table 4.14.A lists the General Plan policies related to population and housing.

**2016-2024 Housing Element Update.** The City of Madera's updated Housing Element of the General Plan was adopted in 2015 to identify the City's housing needs, to state the community's goals and objectives with regard to housing production, rehabilitation, and conservation to meet those needs, and to define the policies and programs that the community will implement to achieve the stated goals and objectives. The Housing Element demonstrates that the City has adequate sites within the City limits to accommodate the projected housing need for the 2014-2023 RHNA, which covers a 10-year period of January 1, 2014, to December 31, 2023.

#### **4.14.2 Impacts and Mitigation Measures**

The following section presents a discussion of the impacts related to population and housing that could result from implementation of the proposed Specific Plan. The section begins with the criteria of significance, which establish the thresholds to determine if an impact is significant. The latter part of this section presents the impacts associated with implementation of the proposed Specific Plan and the recommended mitigation measures, if required. Mitigation measures are recommended, as appropriate, for significant impacts to eliminate or reduce them to a less-than-significant level. Cumulative impacts are also addressed.

**Table 4.14.A: General Plan Policies Related to Population and Housing**

Policy/Action Item Number	Policy/Action Item
Policy LU-10	<p>The Growth Boundary is considered by the City to define the physical limits of development in Madera. The City shall direct all future growth in Madera and in the unincorporated area outside the city limits to occur inside the Growth Boundary shown on the Land Use Map in this General Plan. Within the City’s Planning Area, the City encourages the County to assist the City in maintaining an agricultural greenbelt around the Growth Boundary by limiting the use of land designated for Agriculture on the City’s General Plan Land Use map to agriculture.</p> <p>The following apply to the Growth Boundary:</p> <ul style="list-style-type: none"> <li>• The Growth Boundary may only be revised as part of a comprehensive update of the General Plan involving, at a minimum, the Land Use and Circulation elements.</li> <li>• Any revision to the Growth Boundary shall be accompanied by a statement of findings which demonstrate the following:                             <ol style="list-style-type: none"> <li>1) That the revision is consistent with the intent of the Growth Boundary and all other applicable policies in this General Plan;</li> <li>2) That the revision is necessary to accommodate planned growth in Madera.</li> </ol> </li> </ul>
Policy LU-12	<p>The City shall plan and install infrastructure to serve only the area inside the Growth Boundary. The expansion of urban services (specifically including residential sewer service) outside this boundary shall not be permitted unless the City Council finds that:</p> <ol style="list-style-type: none"> <li>1. The extension is needed to address a clear public health or safety need; and</li> <li>2. The infrastructure provided is sized to the minimum level necessary in order to reduce any excess capacity that could be used to support additional growth outside the boundary.</li> </ol> <p>Action Item LU-12.1                      Develop and implement programs and strategies that support the Growth Boundary and keep urban growth inside the Growth Boundary.</p>
Policy LS-13	<p>The City shall support the annexation of property to its boundaries for the purpose of new development only when it determines that the following conditions exist:</p> <ol style="list-style-type: none"> <li>1. Sufficient public infrastructure, facilities, and services are available or will be provided in conjunction with new development; and</li> <li>2. Demands on public infrastructure, facilities and services created by the new development will not result in reductions in capacity that is necessary to serve the existing city limits (including demand created by potential infill development), reductions in existing service levels within the city limits, or the creation of detrimental fiscal impacts on the City.</li> </ol> <p>Action Item LU-13.1                      Maintain and periodically update a set of Facility Master Plans for major municipal infrastructure and public facilities, including, at a minimum, wastewater, water, storm drainage, and parks and recreation facilities.</p> <p>Action Item LU-13.2                      Establish, maintain and monitor a set of level-of-service criteria for police and fire protection services as a tool to assess the ability of the City to service growth.</p> <p>Action Item LU-13.3                      Monitor levels-of-service for streets, roads, and other features of the circulation system based on the level of criteria included in this general plan as a tool to assess the ability of the City to service growth.</p> <p>Action Item LU-13.4                      Conduct an ongoing Development Monitoring Program focused on new development activity and related infrastructure and public facility construction to determine adherence to adopted level of service standards and criteria and compliance with and other City policies and programs.</p>
Policy LU-14	<p>All proposals to annex property into the City limits for the purpose of new development shall prepare a Public Facilities Financing Plan (PFFP) that articulates infrastructure and public facilities requirements, their costs, financing mechanisms, and the feasibility of the financial burden. The PFFP shall analyze backbone</p>

**Table 4.14.A: General Plan Policies Related to Population and Housing**

Policy/Action Item Number	Policy/Action Item
	infrastructure and public service needs and funding capacity at the Village level, as defined in Figure LU-3 of the Land Use Element of this General Plan. (The Planning Process required for Village Reserve Areas in Policy LU-34 shall be sufficient to meet this requirement.) The cost of preparing the PFFP shall be shared proportionately among property owners in each Village, with the shares of any non-participating owner collected at the time of development and reimbursed to owner(s) who prepared the PFFP through a reimbursement agreement.
Policy LU-15	The City shall deny projects and oppose the annexation of properties which are demonstrated to be out of compliance with Policies LU-13 and LU-14 above.

Source: City of Madera General Plan (October 2009).

#### 4.14.2.1 Significance Criteria

The thresholds for impacts related to population and housing used in this analysis are consistent with Appendix G of the State CEQA Guidelines. Development of the proposed Specific Plan would result in a significant impact related to population and housing if it would:

- Threshold 4.14.1 Induce substantial unplanned 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);**
- Threshold 4.14.2 Displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere.**

#### 4.14.2.2 Project Impacts

The following discussion describes the potential impacts related to population and housing that could result from implementation of the proposed Specific Plan.

- Threshold 4.14.1 Would the project induce substantial unplanned 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)?**

Implementation of the proposed Specific Plan would implement the “Building Blocks” policies of the City’s General Plan by master-planning the Specific Plan Area. The development of the growth areas identified in the General Plan is intended to be guided by specific plans, which are used to ensure orderly growth and adequate infrastructure, facilities, and public services to support the future population of each growth area. As such, the proposed Specific Plan is intended to implement the goals and policies of the City’s General Plan by allowing for development of residential, retail, potential school sites, and open space uses. In addition, the proposed Specific Plan establishes land uses and development regulations to govern permitted uses and standards to regulate development of land uses within the Specific Plan Area.

The proposed Specific Plan would develop in three phases and would generate a maximum of 10,783 new housing units, approximately 1.8 million square feet of mixed-use development, and approximately 260,000 square feet of business park uses over the course of a 30-year buildout with a horizon year of 2049. As a result, the proposed Specific Plan would result in an estimated population of 38,280 new residents.<sup>4</sup> The City's Housing Element projects a total population increase of approximately 39,031 people in the City of Madera between 2020 and 2035 for a total population of 137,975 people in 2035. The proposed Specific Plan would generate a substantial population increase relative to the population growth projected by the General Plan and Housing Element.

However, growth under the proposed Specific Plan would occur incrementally over a period of approximately 30 years and would be guided by the proposed Specific Plan. In addition, General Plan Policies LU-10, LU-12, LU-13, and LU-14, listed in Table 4.14.A, seek to plan for future development outside of the City limits and require infrastructure to support population growth. As discussed in Section 4.11, Land Use and Planning, the proposed Specific Plan, through implementation of design regulations included in the proposed Specific Plan and implementation of the Infrastructure Master Plan (included as Appendix C of this EIR), would be consistent with these General Plan policies. Therefore, population growth resulting from the proposed Specific Plan would be consistent with the City's planning objectives and would result in orderly, planned development. Although the General Plan does not assign specific population densities to the Specific Plan Area and growth in the entire Specific Plan Area is not programmed, development under the proposed Specific Plan would occur as resources and services are available to accommodate growth, as required by the General Plan. The growth within the Specific Plan Area has been previously contemplated in the General Plan. As a result, impacts to population growth associated with potential future development under the proposed Specific Plan would be considered less than significant.

Level of Significance Without Mitigation: Less than Significant. No mitigation is required.

**Threshold 4.14.2      Would the project displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere?**

The proposed Specific Plan would result in the development of approximately 1,900 acres that currently contain seven residential units. Based on an estimate of 3.55 residents per household,<sup>5</sup> the estimated population of Specific Plan Area is approximately 25 people. Implementation of the proposed Specific Plan would result in the reasonably anticipated development of 10,783 residential units with an estimated buildout population of 38,280 residents, assuming a household size of 3.55 persons per household.<sup>6</sup> As such, implementation of the proposed Specific Plan would not necessitate construction of replacement housing due to the substantial increase in housing units at buildout. As a result, implementation of the proposed Specific Plan would not displace substantial

<sup>4</sup> Based on an average household size of 3.55 persons per unit, according to US Census QuickFacts, Ibid.

<sup>5</sup> US Census. 2018. US Census QuickFacts, Ibid.

<sup>6</sup> Based on an average household size of 3.55 persons per unit, according to US Census QuickFacts, Ibid.

numbers of people or existing housing units that would necessitate the construction of replacement housing elsewhere. As a result, a less-than-significant impact would occur.

Level of Significance Without Mitigation: Less than significant. No mitigation is required.

#### 4.14.2.3 Cumulative Impacts

The proposed Specific Plan would have a significant effect on the environment if, in combination with other projects, it would contribute to a significant cumulative impact related to population and housing. The cumulative impact analysis for population and housing considers the larger context of future development of the City of Madera as envisioned by the General Plan and relied upon the projections of the General Plan and General Plan EIR. Cumulative impacts on population and housing would be those impacts that result from incremental changes from increased development.

As described above, the proposed Specific Plan would induce a substantial amount of population growth, but the projected population growth associated with the Specific Plan would be adequately planned for through implementation of development regulations. As discussed above, the proposed Specific Plan would result in a maximum 10,783 residential units and a buildout population of approximately 38,280 residents. Although the number of new residents generated under the proposed Specific Plan would be substantial relative to the population growth projected by the City's General Plan and Housing Element, cumulative growth within the City of Madera would be required to be consistent with General Plan policies that require orderly development to occur with infrastructure to accommodate growth. Thus, when considered along with the proposed Specific Plan, cumulative growth would not displace substantial numbers of people or housing or exceed planned levels of growth within the City. Therefore, cumulative impacts related to substantial unplanned population growth would be less than significant.

As discussed above, implementation of the proposed Specific Plan would not displace a substantial number of existing people or housing that would necessitate the construction of replacement housing elsewhere. The Specific Plan Area currently contains seven existing single-family residences and a population of approximately 25 people. Given the low population of the Specific Plan Area, implementation of the proposed Specific Plan would not combine with other projects to displace residents or housing units. As a result, a less-than-significant cumulative impact would occur.

Level of Significance Without Mitigation: Less than significant. No mitigation is required.