

4.3 POPULATION AND HOUSING

This section of the Draft Environmental Report ("Draft EIR"; "DEIR") describes the current population and demographic characteristics and housing and employment conditions within the Planning Area. It also analyzes the potential effects of implementing the proposed project as it relates to impacts to population, housing, and employment. This section is based on data obtained from public agencies such as the U.S. Census Bureau, the California Department of Finance, and the California Economic Development Department.

4.3.1 EXISTING SETTING

REGIONAL SETTING

The City of Ione (City) is located in southwestern Amador County (County) in the foothills of the Sierra Nevada range. The county encompasses five incorporated cities: Amador, Ione, Jackson, Plymouth, and Sutter Creek. The county's 2008 population was estimated at 37,943 with 56.7 percent residing in the unincorporated county and the remaining 43.3 percent residing in one of the county's incorporated cities. Population growth in Amador County has fluctuated widely over the past several decades, ranging from negative or very little growth in the early part of the century to growth rates of 6.3 percent and 5.6 percent in the 1980s and 1990s, respectively. More recently (between 1990 and 2000), the county has experienced a more stable growth rate of about 1.7 percent. The county's 2030 population is projected to be about 54,788 persons with an average projected growth rate of 1.9 percent. However, due to the recent declines in the housing market and the economy as a whole, these projections may currently be overstated (Amador County, 2004).

The growth projections for surrounding counties, as provided by the Department of Finance, are generally equal to or slightly lower than that of Amador County. **Table 4.3-1** below provides the 2030 growth projections for the surrounding counties of El Dorado, Calaveras, Sacramento, and Alpine. The City's updated General Plan assumes the year 2030 to be when it reaches its General Plan development capacity.

TABLE 4.3-1
CURRENT AND PROJECTED POPULATION – AMADOR AND SURROUNDING COUNTIES

County	2000 Population	Projected Population			Average Annual Growth Rate
		2010	2020	2030	
Amador	35,100	40,337	47,593	54,788	1.9
Alpine	1,261	1,369	1,453	1,462	0.5
Calaveras	40,870	47,750	56,318	64,572	1.9
El Dorado	158,621	189,308	221,140	247,570	1.9
Sacramento	1,233,575	1,451,866	1,622,306	1,803,872	1.5

Source: Department of Finance, 2007

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LOCAL SETTING

Population Trends

Table 4.3-2 compares the population estimates for the period 1990 through 2008 for the City of Ione, Amador County, and the State of California. According to the California Department of Finance population estimates, the city had a population of 7,788 in 2007 and 7,416 in 2008, a nearly 5 percent decrease. The city's negative population growth between 2007 and 2008 correlates with a similar population decrease in the county as a whole (DOF, 2008a).

TABLE 4.3-2
POPULATION ESTIMATES 1980–2008 – CITY OF IONE, AMADOR COUNTY, STATE OF CALIFORNIA

	1990	2000	Percentage Change (1990–2000)	2008	Percentage Change (2000–2008)	Average Annual Growth Rate (1980–2008)
City of Ione ¹	6,450	7,129	+ 10.5%	7,416	+ 4.0%	+ 0.8%
Amador County (including cities)	29,600	35,100	+ 18.6%	37,943	+ 8.1%	+ 1.6%
California	29,558,000	33,873,086	+ 14.6%	38,049,462	+ 12.3%	+ 1.6%

Source: Department of Finance, 2008a; Department of Finance, 1990; Department of Finance, 1975

Notes:

1 – Population numbers from 1990 to 2008 include the population of the Mule Creek State Prison, which is currently estimated at about 4,254 persons or 57.4% of the city's total population.

According to the population estimates shown in **Table 4.3-2**, the city has had an average annual growth rate of about 0.8 percent between 1990 and 2008. However, the growth rate fluctuated widely during this period with most of the growth actually occurring in the 1990s and slowing considerably between 2000 and 2008.

The population of Ione was 7,416 persons in 2008, which represents approximately 20 percent of the total population of Amador County (37,943 persons). Within the county, Ione's population is unique, with about 57 percent (4,254 persons) of the population comprising incarcerated persons. Deducting the incarcerated population provides a more accurate indication of the city's population. The actual population in 2008 was 3,162.

Housing Trends

Population projections are converted to numbers of households by using an average household size for each year in the project. The household size in the city is larger compared to the county average (2.638 persons for the city, compared to 2.356 persons for the county) but has been falling slightly in recent years (see **Table 4.3-3**). The county average household size has also declined in recent years from 2.404 in 2002 to 2.253 in 2008.

TABLE 4.3-3
HOUSEHOLD SIZE (PERSONS PER HOUSEHOLD) 2000-2008 –
CITY OF IONE, AMADOR COUNTY, STATE OF CALIFORNIA

	2000	2001	2002	2003	2004	2005	2006	2007	2008	Average
Ione	2.681	2.694	2.692	2.689	2.675	2.643	2.594	2.557	2.520	2.638
Amador County (including cities)	2.392	2.404	2.404	2.402	2.390	2.359	2.316	2.283	2.253	2.356
California	2.873	2.898	2.919	2.933	2.942	2.940	2.931	2.930	2.938	2.923

Source: Department of Finance, 2008b

The city contained 1,495 housing units in 2008, about 80 percent of which were in the detached single-family unit category (see **Table 4.3-4**). Attached single-family units represent only 3.6 percent of the housing stock while multi-family units represent about 10 percent and mobile homes represent about 6 percent of the housing stock.

TABLE 4.3-4
HOUSING UNITS BY TYPE – CITY OF IONE

Housing Unit Type	2000		2008		Percentage Change
	Units	Percentage of Total*	Units	Percentage of Total*	
Single-Family					
Detached	872	75.5	1,203	80.5	38.0
Attached	54	4.7	54	3.6	0.0
Total Single-Family	926	80.2	1,257	84.1	35.8
Multi-Family					
2–4 Units	64	5.5	66	4.4	3.1
5+ Units	87	7.5	87	5.8	0.0
Total Multi-Family	151	13.0	153	10.2	1.3
Mobile Homes	78	6.8	85	5.7	9.0
Total Units	1,155	100	1,495	100	29.4

Source: Department of Finance, 2008b

Note: Percentage numbers may not add to 100 percent due to independent rounding.

Economic Trends

In 2000, the city had a total workforce of 1,370 people over the age of 16 (excluding government workers), an increase of 152 workers since 1990. This represents a 12.8 percent increase for the period or an average annual growth rate of about 1.3 percent. The increase in the city may be contrasted to the county workforce, which had a 50.0 percent increase from 1990 to 2000 with an average annual growth rate of 5.0 percent (see **Table 4.3-5**).

The economy of Ione is composed of mining, manufacturing, services, trade, and public service institutions. The Mule Creek State Prison, which was established in 1987, created 750 new jobs and is one of the city's largest employers. Other major employers include the California Youth

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Authority and the California Department of Forestry (City of Ione, 1989). Several mining operations, including Owens-Illinois (sand and limestone), North American Refractories (clay, refractory products), Unimin (bricks and clay), and American Lignite Products Company (montan wax and lignite), are also major employers.

The central business district is located on and adjacent to Main Street, and a neighborhood shopping center is located at the intersection of State Routes (SR) 124 and 104 near Sutter Creek. This area contains the majority of Ione's retail and service establishments. These operations are small and often locally owned, employing only a few individuals.

Employment within the city and Amador County by industry is detailed in **Table 4.3-5** below.

TABLE 4.3-5
INDUSTRY EMPLOYMENT STATUS IN IONE

	Employment 1990	Employment 2000	Average Annual Growth Rate	Employment Distribution (2000)
City of Ione Industries				
Total employed over 16 years of age ¹	1,218	1,370	1.3%	100%
Agriculture, Forestry, Fisheries/Hunting, & Mining	82	65	-2.6%	4.7%
Construction	95	96	0.1%	7.0%
All Manufacturing	177	81	-5.4%	5.9%
Wholesale Trade	20	33	6.5%	2.4%
Retail Trade	173	176	0.2%	12.8%
Transportation, Information, Communications & Other Public Utilities	81	60	-2.6%	4.2%
Finance, Insurance, Real Estate, Rental and Leasing	53	70	3.2%	5.1%
Education, Health and Social Services	218	257	1.8%	18.8%
Arts, Entertainment, Recreation, Accommodation and Food Services	19	171	80.0%	12.5%
All Other Services (Business, Professional, Scientific, Administrative)	148	106	-2.8%	7.5%
Public Administration	152	255	6.8%	18.6%
Amador County Industries (including cities)				
Total employed over 16 years of age ¹	10,623	13,610	2.8%	100%
Agriculture, Forestry, Fisheries, and Mining	584	531	-0.9%	3.9%
Construction	878	1,113	2.7%	8.2%
All Manufacturing	1,294	1,014	-2.2%	7.5%
Transportation, Information, Communication & Other Public Utilities	764	866	1.3%	6.4%
Wholesale Trade	327	228	-3.0%	1.7%

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	Employment 1990	Employment 2000	Average Annual Growth Rate	Employment Distribution (2000)
Retail Trade	2,049	1,717	-1.6%	12.6%
Finance, Insurance and Real Estate	773	708	-0.8%	5.2%
Arts, Entertainment and Recreation, Accommodation and Food Services	101	1,720	160.0%	12.6%
Education, Health, and Social Services	1,326	2,503	8.9%	18.4%
All Other Services (Business, Professional, Scientific, Administrative)	1,438	1,825	2.7%	13.4%
Public Administration	1,089	1,385	2.7%	10.2%

Source: U.S. Census Bureau, 1990; U.S. Census Bureau, 2000

Notes:

1 – Does not include government employees

Table 4.3-5 above provides employment data by industry, whereas **Table 4.3-6** below provides employment data by occupation or type of job.

**TABLE 4.3-6
LABOR FORCE BY OCCUPATION**

Occupation	Employment 1990	Employment 2000	Annual Growth Rate	Employment Distribution (2000)
City of Ione				
Total employed over 16 years of age	1,218	1,370	1.3%	100%
Executive, Professional, Managerial	266	340	2.8%	24.8%
Service	195	394	10.2%	28.8%
Sales, Administrative, Clerical	352	310	-1.2%	22.6%
Farming, Forestry and Fishing	11	16	4.6%	1.2%
Construction, Extraction, Maintenance, Laborers	48	126	16.3%	9.2%
Production, Operators, Assemblers, Technicians, Transportation and Materials Moving	346	184	-4.7%	13.4%
Amador County (including cities)				
Total employed over 16 years of age	10,623	13,610	5.0%	100%
Executive, Professional, Managerial	2,424	4,089	8.1%	27.5%
Service	1,640	3,039	13.6%	24.3%
Sales, Administrative, Clerical	2,992	3,254	2.3%	23.0%
Farming, Forestry and Fishing	341	203	-8.6%	0.3%
Construction, Extraction, Maintenance, Laborers	501	1,520	30.6%	12.8%
Production, Operators, Assemblers, Technicians, Transportation and Materials Moving	2,725	1,505	-2.9%	12.1%

Source: U.S. Census Bureau, 1990; U.S. Census Bureau, 2000

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Jobs to Housing Balance

Insufficient housing may impede economic growth by driving up the price of what housing is available, making it difficult for companies to attract new employees. This potential mismatch is referred to as a jobs to housing imbalance. It is generally considered ideal to have a jobs to housing balance of approximately one job per housing unit in a jurisdiction. A mismatch forces families seeking affordable housing to move farther away from the communities in which they work.

Between 2005 and 2007, the ratio of employed workers to housing units in Amador County was 0.93, indicating that there was a slightly greater number of housing units in the county than jobs during this period. In 2000, the ratio of employed workers to housing units in the City of Ione was 1.16, indicating that there were a slightly greater number of jobs than housing units in the city. This data is not available for the city beyond the year 2000.

Amador County's unemployment rate in December 2008 was roughly 9.3 percent, significantly higher than the average unemployment rate of 6.5 percent that the county has experienced since 1990. Calaveras and Alpine counties' unemployment rates in December 2008 were slightly higher than Amador County at 10.8 percent and 10.7 percent, respectively. In contrast, the December 2008 unemployment rates for El Dorado and Sacramento counties were lower than Amador County at 8.3 percent and 8.7 percent, respectively (EDD, 2009).

4.3.2 REGULATORY FRAMEWORK

FEDERAL

Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 ("Uniform Act")

The Uniform Act, passed by Congress in 1970, is a federal law that establishes minimum standards for federally funded programs and projects that require the acquisition of real property (real estate) or displace persons from their homes, businesses, or farms. The Uniform Act's protections and assistance apply to the acquisition, rehabilitation, or demolition of real property for federal or federally funded projects. 49 Code of Federal Regulations Part 24 is the government-wide regulation that implements the act.

Title 24--Housing and Urban Development Part 42

Displacement, Relocation Assistance, and Real Property Acquisition for Housing and Urban Development ("HUD") and HUD-Assisted Programs

Section 104(d) of the Housing and Community Development ("HCD Act") Act provides minimum requirements for federally funded programs or projects when units that are part of a community's low-income housing supply are demolished or converted to a use other than lower moderate-income dwellings.

Section 104(d) requirements include:

- Replacement, on a one-for-one basis, of all occupied and vacant occupiable low- or moderate-income dwelling units that are demolished or converted to a use other than low- or moderate-income housing in connection with an activity assisted under the HCD Act, and

- Provision of certain relocation assistance to any lower-income person displaced as a direct result of the following activities in connection with federal assistance:
 - Demolition of any dwelling unit, or
 - Conversion of a low- or moderate-income dwelling unit to a use other than a low- or moderate-income residence.

Section 104(d) requirements are triggered by the use of HOME, Community Development Block Grant (CDBG), Section 108 Loan Guarantee, or Urban Development Action Grant (UDAG) funding in a project involving the demolition or conversion of low- or moderate-income housing.

STATE

California Relocation Statute – Government Code Section 7260

The California Relocation Statute is a California law that establishes minimum standards for state-funded programs and projects that require the acquisition of real property (real estate) or displace persons from their homes, businesses, or farms. The statute's protections and assistance apply to the acquisition, rehabilitation, or demolition of real property for state-funded projects. The statute is intended for the benefit of displaced persons, to ensure that such persons receive fair and equitable treatment and do not suffer disproportionate injuries as the result of programs designed for the benefit of the public as a whole. Title 25, Division 1, Chapter 6 of the California Code of Regulations provides the regulatory guidelines to enforce the statute.

Title 25 Division 1 Chapter 6 Subchapter 1 – Relocation Assistance and Real Property Acquisition

This section of Title 25 provides guidelines to assist public entities in the development of regulations and procedures implementing Government Code Section 7260. The guidelines are designed to carry out the following policies of Section 7260:

- 1) To ensure that uniform, fair and equitable treatment is afforded persons displaced from their homes, businesses, or farms as a result of the actions of a public entity in order that such persons shall not suffer disproportionate injury as a result of action taken for the benefit of the public as a whole; and
- 2) In the acquisition of real property by a public entity, to ensure consistent and fair treatment for owners of real property to be acquired, to encourage and expedite acquisition by agreement with owners of such property in order to avoid litigation and relieve congestion in courts, and to promote confidence in public land acquisition.

Proposition 46

In November 2002, the Housing and Emergency Shelter Trust Fund Act of 2002 was passed by the voters of California. Prop. 46 created a trust fund to provide shelters for battered women, clean and safe housing for low-income senior citizens, emergency shelters for homeless families with children, housing with social services for homeless and mentally ill persons, repairs/accessibility improvements to apartments for families and handicapped citizens, veteran homeownership assistance, and security improvements/repairs to existing emergency shelters. Funded by a bond issue of \$2.1 billion, Prop. 46 makes cities and counties eligible to receive specified funds and subjects expenditures to independent audit. Prop. 46 also appropriates money from the state General Fund to repay bonds.

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lone's Housing Element complies with the Workforce Housing Reward Program funded by Proposition 46, which provides grants eligible to local governments for every qualifying unit permitted starting January 1, 2005 (California Department of Housing and Community Development).

State Housing Policies

State policies affecting land use regulations in cities throughout California are included in housing policies as established by the Housing Element of the City of lone General Plan. The Housing Element is the primary policy document regarding the development, rehabilitation, and preservation of housing for all economic segments of the population within a jurisdiction and is required by law. Accordingly, the Housing Element identifies and analyzes the existing and projected housing needs and states goals toward providing sufficient housing. The element contains policies, quantified objectives, and implementation programs for the preservation, improvement, and development of housing in the City of lone.

State law sets out a process for determining each local jurisdiction's fair share of regional housing needs, called the Regional Housing Needs Determination (RHND). As a first step in the process, the State Department of Housing and Community Development assigns each regional council of governments a needed number of new housing units for that region, including affordable housing.

LOCAL

Amador County General Plan

The County of Amador General Plan was adopted by the County Board of Supervisors in 1973 and is currently undergoing an update. The County's most recent Housing Element was adopted in 2005 and is also currently being updated. The County General Plan is a policy document designed to give long-range guidance regarding the growth and resources of the unincorporated Amador County jurisdiction. It includes objectives, goals, policies, and actions that apply to development within the Planning Area that are outside of the city limits, until such time those areas are annexed into the city as part of the ultimate development under the City's updated General Plan development potential. The Housing Element of the County General Plan includes the following objectives, goals, policies, and actions relevant to population and housing impacts within Amador County:

Housing Element

Program A.b: Propose Increasing the Availability of Land for Residential Development

Amend the General Plan to establish the SPR designation (Special Planning-Residential). Designate a minimum of 50 acres of land within existing city spheres of influence to Special Planning Residential (SPR). Those parcels within existing city spheres of influence located in close proximity to available water and sewer shall be made a high priority for designation as SPR (See Programs A.h and A.i).

The intent of the district is to encourage a mix of compatible uses where the primary use is residential. The designation is intended to establish a required minimum residential density standard. The SPR designation should encourage other compatible residential uses (e.g., neighborhood commercial, job creation), however, residential uses are expected to remain the primary use.

In addition, the SPR district is intended to encourage a broad range of housing types and mixtures of various housing types including, but not limited to, single family detached, single family attached, duplexes, multifamily and second units. Development in the SPR designation will be required to maximize the property's residential development potential by prohibiting development projects with densities below 50% of maximum allowable density of 18 du/acre for housing for moderate and above moderate income households and 25 du/acre for housing for low and very low income households.

Program A.k: Facilitate Cooperative City/County Efforts to Achieve Housing Goals

Prior to 2008, sponsor at least one joint city-county housing forum to facilitate information exchange and planning for future housing needs between city and county staff and officials. Suggested topics include, but are not limited to:

- Successes and failures of housing programs throughout the region which could provide a model for similar city and county programs
- Successes and failures of regional housing programs which could provide a model for similar city and county programs
- Roundtable discussion between city-county staff and officials regarding fair-share, future directions in housing, and the potential for undertaking cooperative housing efforts
- The current status of housing in the city and county
- Identifying the highest priority housing needs in the city and county

City of Lone Redevelopment Plan

The City is considering creating a redevelopment district. The redevelopment district would be identified in a Redevelopment Plan for Lone and would likely generally include the downtown and surrounding areas. The redevelopment plan, when adopted, will likely include provisions for economic development, including the attraction of new businesses to Lone, while preserving and enhancing the historic downtown area.

City of Lone Downtown Revitalization Plan

The Downtown Revitalization Plan was signed into effect in May 1994. The intent of the plan is to examine the business climate, land use, and infrastructure issues, and to provide a retail and tourism market analysis as part of the development of a comprehensive strategy for implementing downtown revitalization. The goals of the plan include creating a framework for future efforts, to include the City government, private businesses, and interested citizens, and to make the performance of the business sector a priority. While the general goals of this plan, including revitalization of downtown, and creation of a framework including all interested parties is still relevant, other plans, including this General Plan and the draft Redevelopment Plan, will take precedence in efforts to develop and improve downtown Lone.

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4.3.3 PROJECT IMPACT ANALYSIS

STANDARDS OF SIGNIFICANCE

The impact analysis provided below is based on the following State CEQA Guidelines Appendix G thresholds of significance. A population and housing impact is considered significant if implementation of the project would result in any of the following:

- 1) Induce substantial population growth in an area, either directly or indirectly;
- 2) Displace substantial numbers of existing housing necessitating the construction or replacement housing elsewhere; and/or
- 3) Displace substantial numbers of people necessitating the construction of replacement housing elsewhere.

The reader is also referred to Section 7.0 of this document for a further discussion of the proposed project's growth inducement effects.

METHODOLOGY

The following impact analysis was prepared using U.S. Census Bureau and California Department of Finance data, as well as projected demographic, housing, and employment information contained in the City's 2005 Housing Element as well as the Amador County 2004 Housing Element. Demographic information and data was also obtained from various governmental agencies through their websites and discussions with agency staff members.

The General Plan update proposes land use designations and areas for urbanization based on the assumption that the City of Lone will continue to experience steady but only moderate growth. Based on historical growth rates and the higher persons per household ratios in Lone as compared to elsewhere in the county, the General Plan update would increase the City's Sphere of Influence (SOI) boundaries to accommodate future growth.

When considering the potential impacts a project may have on the physical environment, the existing conditions must be compared to the expected outcome the project may produce and the potential environmental impacts this change may cause. The projected increase in the Planning Area population and housing units would result in direct and indirect environmental effects such as noise, demand for services and utilities, visual degradation, traffic, and air quality. The effects associated with buildout of the General Plan are discussed in the relevant chapters of this DEIR. The following is a discussion of implementation of the updated General Plan and its potential to induce substantial growth.

The City of Lone General Plan is intended to be a "self-mitigating" document, in that the General Plan policies are designed to mitigate or avoid impacts on the environment resulting from implementation of the proposed project. To that end, the relevant GPU policies providing mitigation have been identified for each significant impact in this section. If the applicable General Plan policies were determined not to fully mitigate or avoid impacts, then additional mitigation measures have been provided. These additional mitigation measures have been written as policy statements that can be incorporated into the final General Plan. Each impact discussion includes a determination as to whether the impacts would be mitigated to a less than significant level or would remain significant and unavoidable after implementation of the updated General Plan policies.

PROJECT IMPACTS AND MITIGATION MEASURES

Population, Housing, and Employment Increases

Impact 4.3.1 Implementation of the proposed General Plan Land Use Map and other project components would result in land uses that promote an increase in population, housing, and employment in the Planning Area and thus induce substantial growth. Development associated with substantial growth could result in significant impacts on the environment. This is a **significant** impact.

General Plan Land Use Map

According to the proposed General Plan, the Planning Area is expected to be developed with about 7,475 new housing units (6,038 single-family units and 1,437 multiple-family units) by 2030.¹ According to the city's occupancy rates of 2.64 persons per household for single-family units and 1.56 persons per household for multiple-family units, the city's population would, as a result, increase to about 18,182 persons. These projections are summarized in **Table 4.3-7** below.

TABLE[AC1] 4.3-7[p2]
POPULATION GROWTH PROJECTIONS

	Projected Population Growth			Average Annual Growth Rate
	2010	2020	2030	
City of Ione	8,006	11,737	18,182	3.9
Amador County	41,893	56,606	71,312	2.7

Sources: DOF, 2007

Employment projections were also derived in the proposed General Plan based on the various commercial, office, and industrial acreages as designated by the General Plan. By 2030 the Planning Area is projected to have a total of approximately 12,800 jobs in various industries (see **Table 4.3-5**). The proposed General Plan assumes the following floor area ratio² (FAR) ranges for commercial, office, and industrial land uses:

- Central Business District – 0.5 to 3.5 FAR
- General Commercial – 0.25 to 1.0 FAR
- Downtown Transition – Maximum 1.5 FAR
- Office-Commercial – 0.35 to 1.5 FAR
- Light Industrial – 0.25 to 0.75 FAR
- Heavy Industrial – 0.10 to 0.75 FAR

The projected growth and associated development within the Planning Area described above would have potentially significant direct and indirect physical effects on the environment, which

¹ These housing unit projections are based on the proposed land use designations that allow for residential development and the maximum density permitted within each designation. This number was adjusted to account for existing residential units which have been developed at lower densities and for areas that cannot be developed due to steep slopes and other limiting factors.

² Floor Area Ratio is the ratio of the total floor area of buildings on a certain location to the size of the land of that location, or the limit imposed on such a ratio.

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are addressed in other technical sections of this DEIR. Implementation of the proposed General Plan update and the associated land use designations would allow for urban development in currently undeveloped areas and would result in direct population and housing growth and the resultant employment needs in the existing urbanized city core and surrounding rural area. Therefore, this is considered a **significant** impact. The physical environmental effects of this projected growth and the potential effects due to this growth (traffic, air quality, noise, etc.) are addressed in Sections 4.1 through 4.13 of this Draft EIR.

Sphere of Influence Amendment/Annexations

As part of the proposed project, the City plans to amend its Sphere of Influence (SOI) to include the site of the Castle Oaks Water Reclamation Plant (COWRP), the City Corporation Yard and adjacent land and to expand the Old Stockton Road and Industrial Park Special Planning Areas. In addition, the City is proposing to annex three areas currently located outside the city limits. These areas are identified on Figure 3.0-6 in Section 3.0 and are referred to as (1) the Collins Road Annexation Area consisting of about 1 acre; (2) the Wastewater Treatment Plant Annexation Area consisting of about 9.7 acres; and (3) the State Property Annexation Area consisting of about 3.7 acres.

The northwest parcel (Collins Road Annexation Area) will be rezoned C-3 Heavy Commercial, and, as a result, could be developed with various commercial and retail uses in the future. This development was included in the population and employment increases under the General Plan update and would not result in any impacts beyond those discussed above. The State Property Annexation Area would be rezoned as Public Facilities (PF) and utilized as part of the Preston Youth Correctional Facility. No residential or employment-generating uses would be developed in this area. Finally, the Wastewater Treatment Plant Annexation Area would be rezoned a combination of Public Facilities, R-1b One Family Detached, and Parks and Community Service. This area would be developed to accommodate a planned expansion of the City's wastewater treatment plant (WWTP) and to create a new community park. The areas proposed for zoning as R-1b One Family Detached would accommodate two existing residences in the area. Therefore, no new residential or employment-generating uses would be developed. As such, impacts from the proposed annexations and the WWTP SOI amendment are considered to be **less than significant**.

The Old Stockton Road and Industrial Park SOI amendment areas would expand the Old Stockton Road and Industrial Park Special Planning Areas and allow for increased development with various urban uses which could potentially bring in more population and increased growth. This would be considered a **significant** impact.

Zoning Code Update

The City is also planning several updates to its Zoning Code as part of the proposed project. These updates involve the addition of new zoning districts as well as amendments to development standards for several existing zoning districts (see Section 3.0, Project Description, for more details). The proposed updates are largely administrative to further clarify the types and forms of uses that are permitted under particular land use designations and would not result in any direct or indirect growth inducement. All changes would be consistent with the General Plan population and housing projections. There is **no impact**.

West Ione Roadway Improvement Strategy (WIRIS)

The proposed WIRIS would consist of various improvements to existing roadways and the construction of new roadway segments in order to create a bypass to provide traffic relief through downtown. The general alignment of the proposed bypass is shown in **Figure 3.0-11**. The WIRIS bypass project has been planned in response to existing traffic congestion in the city's downtown area and to reroute heavy trucks that pose hazards to pedestrians, motor vehicles, and structures in the downtown. This project component would not generate new population, would not require the construction of any housing, and would not create a significant number of new jobs beyond temporary engineering and construction positions. Therefore, it would not result in direct growth inducement. The bypass would, however, improve traffic conditions in the downtown area and provide a more efficient transportation route for industrial and mining operations in the Planning Area. These improvements could therefore indirectly result in increased employment opportunities in these areas. This impact is considered **significant**.

Proposed General Plan Policies and Action Items that Provide Mitigation

The proposed General Plan update contains several goals, policies, and action items that would assist in reducing impacts from potential increases in population, housing, and employment. The following list contains those policies and action items that contain specific, enforceable requirements and/or restrictions and corresponding performance standards that assist in reducing (though not eliminating) this impact.

Land Use Element

- | | |
|------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Policy LU-1.3: | Phase growth based on infrastructure capacity, infrastructure financing, and the timing of the design, approval/permitting, and construction of transportation facilities and other infrastructure. |
| Action LU-1.3.1: | Require market studies, financing plans, phasing plans, and other associated studies, as needed, for all new major development applications in order to evaluate the need for these projects, their compliance with established City policies, and the impact of the development on the City and service providers. |
| Policy LU-1.4: | Work with the Amador Local Agency Formation Commission to establish and update a Sphere of Influence that reflects the City's plans for growth and expansion. |
| Action LU-1.4.1: | <p>All applications for annexations, including but not limited to Policy Areas and Future Growth Areas (FGA), shall include a comprehensive land use plan for the affected territory, including pre-zoning and a plan for infrastructure financing and phasing. In considering applications for annexation, the City shall consider whether the annexation will accomplish all of the following:</p> <ul style="list-style-type: none">• Constitute fiscally sound additions to the existing City;• Be consistent with state law and Local Agency Formation Commission policies, standards, and criteria;• Preserve neighborhood identities; |

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- Ensure both land use and circulation connections to the City so as to avoid isolated development with little land use and circulation relationship to the City;
- Ensure the provision of adequate municipal services; and
- Be consistent with General Plan land use policies.

Policy LU-1.5: Annexations, including but not limited to Policy Areas and Future Growth Areas (FGA), should contribute to the orderly planning of the community, including promoting the City's ultimate community vision and ensuring a well designed circulation system.

Policy LU-2.4: Promote high quality, efficient, and cohesive land utilization that minimizes negative impacts (e.g., traffic congestion and visual blight) and environmental hazards (e.g. flood, soil instability) on adjacent areas and infrastructure and preserve existing and future residential areas from encroachment of incompatible activities and land uses.

Conservation Element

Policy CON-10.3: Support infill development, wherever possible, in order to minimize the conversion of agricultural lands when there are usable lands within already urbanizing areas.

Policy CON-10.4: Limit leapfrog development and support development in areas where a logical extension of public facilities is possible.

Housing Element

Policy H-3.1: Continue to provide a housing rehabilitation program for lower-income owners and renters.

Action H-3.1.1: Housing Rehabilitation Program. The City will continue to pursue grant opportunities to create a Rental Rehabilitation Program. The City will apply for HOME funding for this program and consider applying for CDBG funding for this program. Once the Redevelopment Area has been established, the City will consider allocating a portion of the Low and Moderate Housing Fund for housing rehabilitation.

Policy H-4.4: The City shall establish a Redevelopment project area.

Action H-4.4.1: Redevelopment Project Area Creation. The City has initiated the creation of a Redevelopment Agency and will work to establish a redevelopment project area.

Policy H-4.5: Promote residential infill development.

Action H-4.5.1: Infill Development Program. Infill development is one technique in meeting the housing needs required by expanding populations. The City will encourage the use of vacant small individual lots in the central City by

reviewing, and amending as appropriate, development standards to accommodate housing development.

The City will encourage the use of infill for the development of housing by addressing density requirements, which may constrain the development of housing on infill lots, and if necessary remove those constraints. The City will consider reduced impact fees for infill development.

The proposed General Plan Land Use Element policies and associated actions listed above would ensure that vacant land within the Planning Area is annexed and developed in a logical manner and only when necessary to provide for growth within the city. The proposed Conservation Element policies listed above would help to preserve agricultural lands within the Planning Area from premature conversion to urban uses. Furthermore, the proposed General Plan Housing Element policies and associated actions listed above would provide for the rehabilitation of existing housing units and the redevelopment of blighted and underutilized areas and would generally promote infill development. This would allow for the recovery of housing/buildings that may have been lost due to substandard conditions. The reuse/rehabilitation of these units would not require the development of vacant land and would therefore assist in the reduction of impacts to the environment. Furthermore, these policies promote the use of energy efficiency and green building design techniques in new residential development to minimize the impacts of future development.

All of these policies and actions would aid in the reduction of impacts to the environment by directing growth to existing urban areas when possible to preserve vacant land and by encouraging new development to be energy efficient. Nevertheless, implementation of the proposed project would allow for a substantial increase in population, housing units, and employment in the Planning Area. This growth would have a considerable impact on the environment regardless of the above-listed policies. As noted in the environmental analysis chapters of this Draft EIR (Sections 4.1 through 4.13), implementation of the proposed project and its associated growth is expected to result in several significant and unavoidable effects to the environment, even with all feasible mitigation measures. The only way to substantially reduce or eliminate population, housing, and employment growth impacts would be to not allow for future growth in the Planning Area, which would impair the City's ability to meet its fair share of the RHNA. This would also not be consistent with the goals and objectives of the proposed project and therefore is considered infeasible mitigation. As a result, this impact is considered **significant and unavoidable**.

Mitigation Measures

None available.

Displacement of a Substantial Number of Persons or Housing

Impact 4.3.2 Implementation of the proposed project may result in the displacement of housing and/or persons due to the construction of infrastructure necessary to serve new development or revitalization efforts. This is considered a **less than significant** impact.

General Plan Land Use Map

While implementation of the proposed General Plan update would not in and of itself displace substantial numbers of housing units or people, it would change land use designations in

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currently undeveloped areas. This in turn could allow for future growth that may require additional infrastructure or improvements to existing infrastructure, thereby resulting in the removal of some housing units or businesses. However, state and federal law requires just compensation for persons required to relocate as a result of redevelopment projects carried out by a city, particularly resulting from any projects that use federal or state funding. Any private development that may occur would pay the fair market price for any land or housing acquired as a result of project development. Therefore, although displacement of persons or housing may result, just compensation offsets any cost-related effects. The proposed project designates additional areas for residential development and is anticipated to expand the city's housing stock. As such, the project is not anticipated to result in a reduction of housing units or displacement of substantial numbers of persons or amounts of housing. Therefore, impacts related to a substantial displacement of housing units or people as a result of implementing the proposed General Plan update are considered **less than significant**.

Sphere of Influence Amendment/Annexation

As part of the proposed project, the City plans to amend its Sphere of Influence (SOI) to include the site of the Castle Oaks Water Reclamation Plant (COWRP), the City Corporation Yard and adjacent land and to expand the Old Stockton Road and Industrial Park Special Planning Areas. In addition, the City is proposing to annex three areas currently located outside the city limits. These areas are identified on Figure 3.0-6 in Section 3.0 and are referred to as (1) the Collins Road Annexation Area consisting of about 1 acre; (2) the Wastewater Treatment Plant Annexation Area consisting of about 9.7 acres; and (3) the State Property Annexation Area consisting of about 3.7 acres. The northwest parcel (Collins Road Annexation Area) will be rezoned C-3 Heavy Commercial, while the 3.7-acre parcel to the northeast (State Property Annexation Area), and the 9.7 acre Wastewater Treatment Plant Annexation Area will be rezoned PF Public Facilities. Both the Collins Road and State Property annexation areas are vacant. The annexation and potential future development of these areas would therefore not result in the displacement of any persons or housing. The Wastewater Treatment Plant SOI amendment and annexation area contains two parcels developed with residential uses. These parcels would be rezoned as R-1b One Family Dwelling and would remain in their current condition. Similarly, expansions to the SOI to increase acreage for the Old Stockton Road and Industrial Park Special Planning Areas would add in land though currently designated for surface mining activities, is vacant and does not contain any residences or people that could be displaced. Therefore there would be **no impact**.

Zoning Code Update

The proposed Zoning Code updates are policy actions that would not result in the displacement of any persons or housing. There is **no impact**.

West Lone Roadway Improvement Strategy

The proposed WIRIS bypass project will be constructed along existing roadways and within an abandoned railroad right-of-way. Although the final alignment and construction designs for the bypass have not yet been completed, it is not anticipated that any housing units or persons would be displaced due to its construction. The WIRIS project will require further, project-level CEQA documentation prior to its construction. This impact is considered **less than significant**.

Mitigation Measures

None required.

Jobs-to-Housing Balance

Impact 4.3.3 Implementation of the proposed project would create numerous new jobs within the Planning Area, potentially resulting in an unbalanced jobs-to-housing ratio. This impact would be **significant**.

As discussed under Impact 4.3.1, by 2030 the Planning Area is anticipated to have the capacity for up to 12,800 jobs based on the employment-generating land uses proposed in the General Plan update. The Planning Area is also projected to have approximately 7,475 housing units. This results in a jobs-per-housing-unit ratio of 1.7.

It is generally considered ideal to have approximately one job per housing unit in a jurisdiction. A ratio of 1.7 indicates that the Planning Area will have substantially more jobs than housing units. This could result in a substantial number of workers from outside the Planning Area commuting into work in Lone. Potential impacts associated with these worker commutes include traffic congestion on major roadways such as State Routes 104 and 124 and associated increases in air emissions and mobile-source noise. These issues are addressed in Sections 4.4, 4.5, and 4.6 of this Draft EIR. As identified in these sections, even with implementation of the proposed General Plan policies and all feasible mitigation, increased traffic on roadways within the Planning Area would result in significant impacts to traffic and air quality. Therefore, this impact is considered to be **significant**.

Proposed General Plan Policies and Action Items that Provide Mitigation

The proposed General Plan update contains several goals, policies, and action items that would assist in reducing impacts from an unbalanced jobs-to-housing ratio. The following list contains those policies and action items that contain specific, enforceable requirements and/or restrictions and corresponding performance standards that assist in reducing (though not eliminating) this impact.

Land Use Element

- | | |
|------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Policy LU-2.2: | Develop a fiscally sound strategy to encourage a mix of uses that meets the City's needs and provides sufficient tax base to maintain desired community service levels. |
| Action LU-2.2.1: | Designate adequate commercial, office, and industrial land uses throughout the City during project review and as part of annual review of the General Plan. |
| Policy LU-2.3 | Maintain a strong jobs-housing ratio with a diverse job base and corresponding housing stock within the Planning Area. Improve the relationship and proximity of jobs to housing and commercial services. |
| Action LU-2.3.1: | Identify target businesses and industries that diversify the City's employment base and create incentives to locate in Lone. |

Economic Development Element

- | | |
|----------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Policy ED-1.5: | The City shall provide a variety of housing types within and around Lone to support a diverse economy, including entry-level housing, senior housing options, and executive housing. |
|----------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

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- Policy ED-2.3: The City shall identify and target retail expansion and attraction efforts on companies and institutions that provide jobs with benefits and competitive wages for lone residents.
- Policy ED-4.1: The City shall increase the number of jobs within lone by coordinating economic development efforts with the needs of local businesses.
- Policy ED-4.2: The City shall encourage lone residents and employees to live and work in the community.
- Action ED-4.2.1: Work with local businesses and merchant groups to support “jobs first” and “first hire” programs to optimize hiring lone residents.
- Action Ed-4.2.2: Promote housing development for all income-levels which are compatible with the employment opportunities within the City.

Housing Element

- Goal H-2: Maintain adequate land within the various land use categories to allow development of housing to meet projected demand for residential units.
- Policy H-2.2: The City shall maintain an adequate and reasonable supply of land in all residential zone designations.
- Action H-2.2.1: Residential Site Development Program. The supply of developable land with adequate infrastructure that is zoned for residential use can assist the development of housing in the City. The City will annually ensure that there is enough vacant and underutilized residential land in the City to meet its RHNA allocation.

Implementation of the proposed General Plan policies and associated actions would promote a healthy balance of jobs and housing units in the Planning Area by encouraging businesses to create jobs in lone and by providing sufficient land within the Planning Area for the development of new housing. However, given the proposed land use designations and density ranges established in the proposed project, the projected jobs to housing ratio would still be unbalanced at 1.7. The only way to substantially reduce or eliminate the potential effects of an unbalanced jobs/housing ratio would be to reduce future employment-creating development or to increase the development of housing. Such mitigation is not consistent with the goals and objectives identified in the proposed General Plan and its associated project components; therefore, this impact is considered **significant and unavoidable**.

Mitigation Measures

None available.

4.3.4 CUMULATIVE SETTING, IMPACTS, AND MITIGATION MEASURES

CUMULATIVE SETTING

The land use policies in the proposed City of lone General Plan update would provide direction for growth within the city limits, while the Amador County General Plan policies provides direction for growth outside the city limits, but within the Planning Area boundaries (until land

areas are annexed into the City). Thus, the setting for this cumulative analysis includes existing, proposed, approved, and planned projects in the City of Lone General Plan Planning Area and surrounding portions of unincorporated Amador County as well as full buildout of the City of Lone General Plan Planning Area as proposed in the General Plan update (occurring after year 2030). In particular, the proposed project's cumulative setting for population and housing includes the City of Lone and all of Amador County including the remaining incorporated cities of Amador City, Jackson, Plymouth, and Sutter Creek. The county, as a whole, is projected to have a population of 54,788 by 2030, a 55 percent increase from its 2000 population of 35,357. Full buildout of the city and the region would increase residential and employment beyond the projections identified for year 2030.

Development in the region identified in Section 4.0 would change the intensity of land uses in the region and would provide additional housing, employment, shopping, and recreational opportunities. However, this projected regional growth represents substantial growth in the area and will result in significant environmental effects to the environment. The reader is referred to the other technical sections of the Draft EIR for a complete analysis of the anticipated cumulative environmental effects of anticipated regional growth in combination with the proposed project.

CUMULATIVE IMPACTS AND MITIGATION MEASURES

Cumulative Population and Housing Impacts

Impact 4.3.4 Development under the proposed General Plan update and associated project components would include substantial population, housing unit, and employment increases. This is considered a **cumulatively considerable** impact.

As described under Impact 4.3.1 above, the City of Lone is expected to experience a substantial amount of growth during the lifetime of the proposed project. When capacity of the proposed General Plan update is reached (approximately 2030), the city is projected to have a population of about 18,182 and will have about 12,800 jobs and 7,475 housing units. Amador County is projected to experience similar growth by 2030 to an ultimate population of 71,312. Beyond 2030, assuming a 2.7 percent growth rate as projected under **Table 4.3-7**, Amador County would reach a population of 158,590 by 2060, or an almost 120 percent increase in population over the next 30 years. This would represent a substantial amount of growth for this region.

The residential, commercial, industrial, public, and other types of development required to accommodate such growth would have significant effects on the environment throughout the county. These effects are both direct and indirect and include the following:

- Agricultural Resources – Continued loss of farmland to urban uses as well as increased conflicts with agricultural operations and urban uses.
- Air Quality – Increases in air pollutant emissions potentially conflicting with air quality attainment efforts under state and federal Clean Air Acts. Also increased potential for the exposure to toxic air contaminants and objectionable odors.
- Biological Resources – Loss of habitat for special-status plant and animal species, degradation of habitats, and loss of special-status species.

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- Cultural Resources – Impacts to known and unknown archaeological, historic and paleontological resources in the region.
- Geology and Soils – Erosion and loss of topsoil and loss of access to known valuable mineral resources.
- Hydrology and Water Quality – Additional sources of point and non-point sources of surface water pollutants and further demand on water supplies.
- Noise – Increased noise levels from increased traffic volumes and development.
- Public Services and Utilities – Increased demand for the development and expansion of public services and facilities and associated environmental issues.
- Transportation and Circulation – Increased traffic volumes on the region’s highways and regional roadways resulting in deficient levels of service of operation.
- Visual Resources – Further conversion of rural, agricultural and natural open space landscape characteristics to urban conditions.

The effects associated with development under the proposed General Plan update have been identified and addressed within the relevant sections of this Draft EIR (Sections 4.1 through 4.13). The proposed project includes policies and actions that serve to mitigate the impacts of development and population growth and the related demand for jobs and housing that accompany a larger population. However, these policies and actions do not restrict growth in the area nor do they remove the potential environmental impacts due to the anticipated increases in population, housing, and employment in the Planning Area. Therefore, the contribution of the proposed project and other components of the proposed project to cumulative population and housing impacts is considered **cumulatively considerable**.

Proposed General Plan Policies and Action Items that Provide Mitigation

The proposed General Plan update contains several goals, policies, and action items that would assist in reducing cumulative impacts from cumulative increases in population and housing. The following list contains those policies and action items that contain specific, enforceable requirements and/or restrictions and corresponding performance standards that assist in reducing (though not eliminating) this impact. Since these policies and action items have been described in detail in prior impact discussions for this section, the following is limited to only listing the policy and action item numbers.

Land Use Element

Policy LU-1.3, Action LU-1.3.1, Policy LU-1.4, Action LU-1.4.1, Policy LU-1.5, Policy LU-2.4

Conservation Element

Policy CON-10.3, Policy CON-10.4

Housing Element

Policy H-3.1, Action H-3.1.1, Policy H-4.4, Policy H-4.5, Action H-4.5.1

Implementation of the proposed General Plan policies and actions listed above would ensure that vacant land within the Planning Area is annexed and developed in a logical manner and only when necessary to provide for growth within the city. These policies would also help to preserve agricultural lands within the Planning Area from premature conversion to urban uses and prevent “leapfrog” development by providing for the timing and placement of new development and infrastructure. In addition, these policies would provide for the rehabilitation of existing housing units and the redevelopment of blighted and underutilized areas and would generally promote infill development over greenfield development. This would allow for the renewed use of housing and other buildings that may have been lost due to substandard conditions. The reuse/rehabilitation of these units would not require the development of vacant land and would therefore reduce potential impacts to the environment.

All of these policies and actions would aid in the reduction of impacts to the environment by directing growth to existing urban areas where possible to preserve vacant land and by encouraging new development to be energy efficient. Nevertheless, the above-referenced policies do not restrict growth in any area, nor do they mitigate all of the potential environmental effects due to increases in population or housing. Implementation of the proposed project would allow for a substantial increase in population, housing units, and employment in the Planning Area. This growth would have a considerable impact on the environment regardless of the above-listed policies and would contribute to the cumulative effects of growth and development throughout the county. The only mitigation to substantially reduce or remove this impact would be to not allow for future development in the city. This mitigation would not be consistent with the goals and objectives of the proposed project and therefore is considered infeasible. As a result, this impact is considered **cumulatively considerable** and **significant and unavoidable**.

Mitigation Measures

None available.

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