

4.11 POPULATION AND HOUSING

4.11.1 INTRODUCTION

This section describes the existing population and housing within the City, identifies the regulatory framework with respect to regulations that address population and housing, and evaluates the significance of the potential changes in these two factors that could result from development of the proposed Scott Ranch project.

This section also presents potential impacts to population and housing from the construction and operation of a proposed regional park trail that would extend from the western boundary of the Scott Ranch project site to the existing Ridge Trail on Helen Putnam Regional Park (see **Section 4.11.4.4** below).

4.11.2 ENVIRONMENTAL SETTING

Population

The population in Petaluma has continued to grow in the past two decades. From 2000 to 2010 the City experienced a 6.2 percent population growth, having a population of 54,548 residents in 2000 and 57,941 residents in 2010 (US Census 2000 and 2010). With a 2018 population of 62,251 residents and a 2019 population of 62,247 residents (DOF 2019), growth in the City has marginally slowed over the last year after an approximately 7.5 percent growth between 2010 and 2018.

The City of Petaluma General Plan projects a population of 72,707 residents in the year 2025. This would be an addition of approximately 10,460 residents or a 16.8 percent increase over the City's current 2019 total population of 62,247 residents.

Housing

According to the American Community Survey 5-year estimates, as of 2017, there were a total of 22,984 housing units in Petaluma. Based on the California Department of Finance data, in 2019 there were 22,519 occupied housing units in the City and the average household size was 2.73 persons per household (DOF 2019). The General Plan projects that the number of housing units at buildout to be 27,949 units (City of Petaluma 2008). Based on this projection, there would be an addition of approximately 5,430 units or a 24.1 percent increase over the City's 2017 total of 22,984 housing units.

The City of Petaluma 2015-2023 Housing Element, which was adopted in December 2014, sets forth the regional housing needs allocation (RHNA) assigned by the Association of Bay Area Governments (ABAG)

to the City of Petaluma. The RHNA is shown in **Table 4.11-1, City of Petaluma RHNA Allocation – Year 2015 to 2023**.

**Table 4.11-1
City of Petaluma RHNA Allocation – Year 2015 to 2023**

Income Level	% of Needed Units	Needed Housing Units
Very Low (50% or less of median)	26.8	199
Low (51% to 80% of median)	13.8	103
Moderate (80% to 120% of median)	16.2	121
Above Moderate (>120% of median)	43.2	322
Totals	100	745

Source: City of Petaluma 2015-2023 Housing Element

The Housing Element defines the City’s plan to address Petaluma’s housing needs through 2023 via a combination of new construction, rehabilitation, and conservation/preservation. The Housing Element identified approximately 455 units built since 2014, or under construction/approved for construction. Since 2014 approximately 953 new residential dwelling units have been built, approximately 897 housing units have been approved but not yet build, and approximately 900 dwelling units have been proposed and are currently being processed by the City. (City of Petaluma 2018).

4.11.3 REGULATORY CONSIDERATIONS

4.11.3.1 Federal

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

4.11.3.2 State

California Housing Element Law

State Housing Law (Government Code § 65580 et seq.) requires local government plans to address the existing and projected housing needs of all economic segments of the community through their housing elements. The housing element is one of seven state-mandated elements that every General Plan must contain, and it is required to be updated every eight years and determined legally adequate by the state. The purpose of the housing element is to identify the community’s housing needs, state the community’s goals and objectives with regard to housing production, rehabilitation, and conservation to meet those

needs. In addition, the Housing Element defines the related policies and programs that the community will implement in order to achieve the stated goals and objectives.

4.11.3.3 Local

City of Petaluma General Plan 2025

Under the General Plan 2025 (2008) the following policies would apply to the proposed project with respect to population and housing:

Chapter 11: Housing

Policy 1.1: Promote residential development within the Urban Growth Boundary.

Policy 1.2: Encourage the development of housing on underutilized land.

Policy 4.2: Assign a share of the responsibility for providing affordable housing to the developers of market-rate housing and non-residential projects.

Program 4.4: Continue to require residential projects of five or more units to contribute to the provision of below-market rate housing in one of the following ways:

- a. Provide 15 percent of the units in a rental housing project at rents affordable to very low- and low-income households and 15 percent of the units in a for-sale project at prices affordable to low- and moderate-income households for a minimum period of 30 years.
- b. Dedicate a portion of the project site or property elsewhere to the City or a nonprofit organization for use as a site for affordable housing. This option is allowed only if the City or a non-profit agency has a pending project.
- c. Make an in-lieu payment to the City's Housing Fund.
- d. Use alternative methods to meet the intent of the inclusionary requirement, subject to approval by the City Council.

City of Petaluma General Plan Housing Element (2015-2023)

Chapter 11 of Petaluma's General Plan 2025 is the Housing Element which is updated periodically with the last update approved by the City Council on December 1, 2014. The Housing Element documents the progress made by the City in meeting the goals established by ABAG's RHNA in terms of residential units built, under construction, or approved since 2014, as well as projects under review by the City including the proposed project, and future building sites that might be used to construct the additional housing

needed in the City through 2023. Following the adoption of Residential Growth Management legislation, in the early 1970s, the city has slowed its residential growth rate to not exceed 500 units per year through the turn of the 20th century. Section 5.2.2 of the Housing Element documents residential and mixed use projects that are under formal review with the City of Petaluma as of January 1, 2014. The 2017 iteration of the proposed project is listed under this section and in the Housing Element's residential lands inventory as Site #46, Davidon Homes Property, which includes 66 single family homes. The Housing Element also lists environmental constraints of the project site from topography, habitat, wetlands, and the creek.

4.11.4 IMPACTS AND MITIGATION MEASURES

4.11.4.1 Significance Criteria

The impact of the proposed project on population and housing would be considered significant if it would exceed the following standards of significance, in accordance with Appendix G of the *California Environmental Quality Act (CEQA) Guidelines*:

- 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).
- Displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere.

4.11.4.2 Methodology

The analysis in this section is based on data obtained from ABAG, the United States Census Bureau (U.S. Census Bureau), the California Department of Finance (DOF), and the City of Petaluma.

4.11.4.3 Project Impacts and Mitigation Measures

Impact PH-1: The proposed project would not induce substantial unplanned population growth in the area either directly or indirectly. (*Less than Significant*)

Direct Impacts

The proposed Scott Ranch project would add 28 new single-family homes to the project site. Based on an average household size of 2.73 persons per household,¹ the proposed project would be expected to add approximately 77 new residents to the City. According to the City's General Plan, at buildout by 2025,

¹ According to the California Department of Finance, the average household size for the City of Petaluma in 2019 was 2.73 persons (DOF 2019).

Petaluma would have 72,707 residents. This represents 10,460 new residents compared to the City's 2019 residential population. Overall, the increase in population due to the proposed project would equal approximately 0.7 percent of the City's projected increase in population. The proposed project would introduce 28 single-family homes, which is consistent with the density range anticipated by the 2025 General Plan land use and Housing Element. Therefore, the proposed project's 77 residents would not result in an increase in population that would exceed the City's population projections anticipated by buildout of the General Plan. The proposed project's direct impacts on unplanned population growth would be less than significant.

Indirect Impacts

Single-family homes are located adjacent to the project site to the north (The Summit above Petaluma subdivision), northwest (Victoria subdivision), and east (Pinnacle Heights subdivision) and these developments are currently served by existing roadways and infrastructure. Direct access to the project site is currently provided by Windsor Drive and D Street. In addition, existing utility infrastructure is located within Windsor Drive to the north and D Street to the east. Internal roadways would be constructed to serve the proposed residential uses. In addition, utilities would be extended to the project site to serve the new residences and the Putnam Park Extension Project component. The roadway and utility improvements proposed by the project, would be limited in scale and capacity and would only serve new residents. Thus, improvements would not indirectly induce growth. The proposed project also retains open space lands including within the 300-foot Urban Separator along the southern property line, which serves to control urban growth and separate the project site development from rural residential uses in unincorporated Sonoma County to the south.

The Putnam Park Extension Project component would dedicate approximately 44 acres of the project site to the Sonoma County Regional Parks to be retained as open space and protected habitat. While most of the Putnam Park Extension Project component would include pasture improvements, various enhancements, and drainages stabilization, it would also include recreational areas accessible to the public such as an amphitheater, group picnic area, a playground, restrooms, and multi-use trails that would connect the existing barn complex on the east of the site to the Helen Putnam Regional Park to the west. The Putnam Park Extension Project component would serve as a recreation facility for those living in the area, including the additional population generated by the proposed Davidon (28-lot) Residential Project component. Therefore, the Putnam Park Extension Project component would not permanently increase the population of the area, and would not indirectly induce unplanned population growth. There would be no unplanned indirect population growth as a result of the proposed project.

Mitigation Measures: No mitigation measures are required.

Impact PH-2: **The proposed project would not displace substantial numbers of existing housing or people, necessitating the construction of replacement housing elsewhere. (No Impact)**

As discussed in **Section 3.0, Project Description**, an unoccupied mobile home is located on the southern parcel of the project site and the remnants of a collapsed farm house that had been destroyed by fire is located in the eastern portion of the project site. Both of these structures would be demolished as part of the proposed project. The mobile home and the farm house are not occupied and thus implementation of the proposed project would not result in the displacement of people. The loss of these two former residences would not result in the need to construct replacement housing. In addition, the proposed project would introduce 28 single-family homes. The Putnam Park Extension Project component would not result in the displacement of existing housing or people as all improvement would occur on undeveloped land that currently does not contain housing or people. Therefore, the proposed project would not displace existing housing or people and would not necessitate the construction of replacement housing elsewhere. The proposed project would have no impact on the displacement of existing housing or people.

Mitigation Measures: No mitigation measures are required.

4.11.4.4 Regional Park Trail Impacts and Mitigation Measures

Environmental Setting

There are no persons or housing currently on or within the vicinity of the proposed 0.5-mile trail alignment within Helen Putnam Regional Park. Single-family subdivisions are located further to the northeast (The Summit Above Petaluma), north (Victoria), and farther east across D street (Pinnacle Heights).

Impacts and Mitigation Measures

RPT Impact PH-1: **The proposed regional park trail project would not induce substantial unplanned population growth or displace a substantial number of existing housing or people (No Impact).**

Implementation of the proposed regional park trail would not cause substantial population growth as there would be no residential development or growth in businesses due to the regional park trail project that

could induce unplanned population growth. Additionally, as the regional park trail area is designated Regional Park, there are no houses or residences currently on the site and no persons or housing would be displaced. Furthermore, the 216-acre Helen Putnam Regional Park is a compact wilderness park with 6 miles of trails. The addition of the proposed 0.5 mile of regional park trail would be small in comparison to the entirety of the regional park and would not be expected to induce unplanned population growth or increase in park use. Therefore, there would be no impact to population and housing.

Mitigation Measures: No mitigation measures are required.

4.11.4.5 Cumulative Impacts and Mitigation Measures

The cumulative context for the proposed project on population and housing is the City of Petaluma as the Scott Ranch project is located within the City limits. The proposed project would add housing and population to the City while the proposed regional park trail would not directly add housing or population.

Cumulative Impact PH-1: **The proposed Scott Ranch project and the proposed regional trail project, in conjunction with other closely related past, present and reasonably foreseeable future development, would not result in a significant cumulative impact with regards to population and housing (*Less than Significant*).**

As listed in **Section 4.0, Environmental Impact Analysis**, major projects with applications pending in the City of Petaluma would result in development of an additional 1,964 single-family and multi-family residential units in the City. Based on an average household size of 2.73 persons per household, these units would add approximately 5,362 people to the population of the City. Combined with the proposed project, future development in the City of Petaluma would add up to 5,439 people to the population of the City. The proposed regional park trail project would not directly or indirectly add any persons to the City.

As discussed above, the City of Petaluma is expected to add 10,460 new residents and 5,430 new housing units by 2025. The project site was accounted for in the City's 2015-2023 Housing Element, which anticipated that the project site could accommodate 66 single-family homes. Reasonably foreseeable future development in the City, including the proposed Scott Ranch project, would fall within the City's 2025 General Plan population and housing forecasts and impacts related to population and housing growth associated with the proposed project and other major projects would not be substantial. As a result, the proposed project and regional trail project in conjunction with related, past, present and future development would result in a less than significant cumulative impact.

Mitigation Measures: No mitigation measures are required.

4.11.5 REFERENCES

California Department of Finance (DOF). 2019. Table 2: E-5 City/County Population and Housing Estimates, January 1, 2019, May 1.

City of Petaluma. 2014. *City of Petaluma 2015-2023 Housing Element*. Approved December 1, as revised November 19, 2018.

City of Petaluma. 2008. *Petaluma General Plan 2025*. June.

United States Census Bureau (US Census). 2000. *Decennial Census 2000*.

US Census. 2010. *Decennial Census 2010*.