

4.9 Population and Housing

This section summarizes existing and projected population and housing in the City and analyzes the impacts on population and housing due to the project.

4.9.1 Setting

a. Population

The City of Ukiah was incorporated in 1876 but remained relatively small and slow growing until the 1920s. Following the end of World War II, the city grew rapidly (City of Ukiah 2020). Ukiah experienced approximately 19 percent growth from 1970-1980 and 20 percent growth from 1980-1990 (California Department of Finance [DOF] 2022a; DOF 2022b). In the 1990s, the City's population growth slowed to approximately 6 percent (DOF 2022c), and in the 2000s, the growth rate decreased to approximately 4 percent (DOF 2022d). The City then experienced an approximately 1 percent population decrease from 2010 to 2020 (DOF 2022e). From 2020 to 2022, the City's population continued to decrease from 16,604 residents in 2020 to 16,080 residents in 2022, representing a 3 percent decline (DOF 2022f).

b. Households and Dwelling Units

A household is defined by the DOF and the United States Bureau of the Census (US Census) as a group of people who occupy a housing unit. A household differs from a dwelling unit because the number of dwelling units includes both occupied and vacant dwelling units. Not all the population lives in households; a portion live in group quarters, such as board and care facilities and others are unhoused.

Small households, consisting of one to two persons per household, traditionally reside in units with zero to two bedrooms; family households of three to four persons normally reside in units with three to four bedrooms. Large households of five or more persons typically reside in units with four or more bedrooms. However, the number of units in relation to the household size may also reflect preference and economics. Many small households obtain larger units, and some large households live in small units for economic reasons.

The DOF estimates that approximately 55 percent of Ukiah's housing stock is single-family detached homes, 19 percent is multifamily homes (including apartments and condominiums), 13 percent is two to four unit attached homes, 7 percent is mobile homes, and 6 percent is single-family attached homes (City of Ukiah 2020). Over 90 percent of all housing in Ukiah was built before 1989 or earlier, with 0.3 percent of housing being built during or after 2010. 1970 to 1979 saw the highest increase in Ukiah's housing stock, with approximately 20.8 percent of the City's existing housing constructed during that decade (City of Ukiah 2020). As of 2022, household size in Ukiah is 2.4 persons per household and the City has an estimated 3,765 single detached units; 436 single attached units; 889 two to four unit homes; 1,405 five plus unit homes; and 460 mobile homes; for a total of 6,955 housing units (DOF 2022g).

c. Jobs-Housing Ratio

Information on the jobs-housing ratio is provided for informational purposes only. The jobs-household ratio in a jurisdiction is an overall indicator of jobs availability within the area. A balance of jobs and housing can give residents an opportunity to work locally and avoid employment

commutes to other places in the region. Ukiah has an estimated 6,708 jobs and a ratio of 0.96 jobs per dwelling unit (City of Ukiah 2022).¹ That amounts to less than one job per household, which means that workers must travel to other communities to find employment. Most households have more than one worker; therefore, a ratio of jobs to housing should be above 1:1 to have a balance of jobs to households.

d. Projections

Although population growth projections specific to Ukiah are unavailable, the DOF estimates that Mendocino County will grow by 6 percent by 2040, or an average rate of 0.3 percent annually. Between 2010 and 2019, Ukiah grew at a rate of 0.15 percent annually. If the city were to continue to grow at this rate, it would see about just over three percent growth by 2040 (City of Ukiah 2020). Ukiah currently has a population of 16,080. Assuming a 3 percent growth rate to 2040, Ukiah would gain 482 residents for a total population of 16,562 by 2040.

4.9.2 Regulatory Setting

a. Federal Regulations

There are no federal regulations applicable to population and housing in Ukiah.

b. State Regulations

State Housing Element Law

State housing element statutes (Government Code Sections 65580-65589.9) mandate that local governments adequately plan to meet the existing and projected housing needs of all economic segments of the community. The law recognizes that for the private market to adequately address housing needs and demand, local governments must adopt land use plans and regulatory systems that provide opportunities for, and do not unduly constrain, housing development. As a result, State housing policy rests largely upon the effective implementation of local general plans and in particular, housing elements.

Section 65583 of the California Government Code requires cities and counties to prepare a housing element, as one of the state-mandated elements of the General Plan, with specific direction on its content. Pursuant to Section 65583(c)(7), the Housing Element must develop a plan that incentivizes and promotes the creation of accessory dwelling units that can be offered at affordable rent, as defined in Section 50053 of the Health and Safety Code, for very low, low-, or moderate-income households.

Pursuant to California Government Code Section 65583.2(g)(3), the Housing Element is required to include a program to impose housing replacement requirements on certain sites identified in the inventory of sites. Under these requirements, the replacement of units affordable to the same or lower income level, consistent with those requirements set forth in State Density Bonus Law (Government Code Section 65915(c)(3)), would be required.

Pursuant to California Government Code Section 65584(a)(1), the California Department of Housing and Community Development (HCD) is responsible for determining the regional housing needs assessment (segmented by income levels) for each region's planning body known as a "council of governments" (COG), the Mendocino Council of Governments (MCOG) being the COG serving the

¹ 6,708 jobs / 6.955 dwelling units = 0.96 jobs per dwelling unit

Ukiah Valley region. HCD prepares an initial housing needs assessment and then coordinates with each COG to arrive at the final regional housing needs assessment. To date, there have been five previous housing element update “cycles.” California is now in its sixth “housing-element update cycle.” The MCOG RHNA and the City’s General Plan Housing Element are discussed further below. Additionally, Government Code Section 65588 dictates that housing elements must be updated at least once every five years.

AB 1763

AB 1763, effective January 1, 2020, amends the State Density Bonus Law (Section 65915) to allow for taller and denser 100 percent affordable housing developments, especially those near transit, through the creation of an enhanced affordable housing density bonus.

c. Regional and Local Regulations

Regional Housing Needs Assessment

California’s Housing Element law requires that each county and city develop local housing programs to meet their “fair share” of future housing growth needs for all income groups, as determined by the DOF. The regional COGs are then tasked with distributing the State-projected housing growth need for their region among their city and county jurisdictions by income category. This fair share allocation is referred to as the Regional Housing Needs Assessment (RHNA) process. The RHNA represents the minimum number of housing units each community is required to plan for through a combination of: 1) zoning “adequate sites” at suitable densities to provide affordability; and 2) housing programs to support production of below-market rate units. Table 4.9-1 shows Ukiah’s allocation from the 2019-2027 RHNA distributed among the five income categories.

Table 4.9-1 Regional Housing Needs Assessment 2019-2027

Income Group	RHNA Allocation (units)¹
Very Low: up to 50 percent of area median income	86
Low: between 51 and 80 percent of area median income	72
Moderate: between 81 and 120 percent of area median income	49
Above Moderate	32
Total	239

¹Source: MCOG 2018a

Mendocino Council of Governments

Ukiah is located within the MCOG planning area. MCOG functions as the Metropolitan Planning Organization (MPO) for Mendocino County and is responsible for implementing the Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS). MCOG’s current RTP was adopted in 2018 and serves as a long-range integrated transportation and land-use/housing strategy for Mendocino County (MCOG 2018b). MCOG is currently developing the latest RTP/SCS, called Move 2030, which aims to inform transportation and land use decisions through 2050.

Ukiah Housing Element

The Housing Element is one of the seven required elements of the General Plan. The purpose of the Housing Element is to identify and analyze existing and projected housing needs to preserve, improve, and develop housing for all economic segments of the community, consistent with the RHNA regulations described above. The City adopted its current Housing Element in 2019 as part of the 2019-2027 planning cycle. This Housing Element was submitted to the HCD for review and comment, and the City received certification of the Housing Element from HCD in 2019. Pertinent goals and policies from the city's 2019-2027 Housing Element include the following:

Goal H-1: Conserve, rehabilitate, and improve the existing housing stock to provide adequate, safe, sustainable, and decent housing for all Ukiah residents.

Goal H-2: Expand housing opportunities for all economic segments of the community, including special needs populations.

Policy H-2.2: Encourage the development of a variety of different types of housing.

Policy H-2.3: Ensure that adequate residentially designated land is available to accommodate the City's share of the Regional Housing Need. In order to mitigate the loss of affordable housing units, require new housing developments to replace all affordable housing units lost due to new development.

Policy H-2.5: Facilitate the production of housing for all segments of the Ukiah population, including those with special needs.

Policy H-2.6: Expand affordable housing opportunities for first time homebuyers.

Goal H-3: Remove governmental constraints to infill housing development.

Goal H-4: Promote well-planned and designed housing opportunities and projects for all persons, regardless of race, gender, age, sexual orientation, marital status, or national origin.

Goal H-5: Provide support for future housing needs.

Policy H-5.1: Pursue annexation efforts that lead to an orderly expansion of growth, where services are adequate for future residential development.

4.9.3 Impact Analysis

a. Significance Thresholds and Methodology

Significance Thresholds

Based on Appendix G of the *CEQA Guidelines* a project may be deemed to have a significant impact on population and housing if it would:

1. Induce substantial unplanned population growth in an area either directly or indirectly; or
2. Displace substantial number of existing people or housing, necessitating the construction of replacement housing elsewhere.

For purposes of this analysis, substantial population growth is defined as growth exceeding MCOG or Mendocino County Air Quality Management District population forecasts for Ukiah. Substantial

displacement would occur if implementation of the project would displace more residences than would be accommodated through growth accommodated by Ukiah 2040.

Methodology

Population and housing trends in the City were evaluated by reviewing the most current data available from the US Census Bureau, the California DOF, the current Ukiah General Plan, MCOG, and the 2019 RHNA. Impacts related to population are generally social or economic in nature. Under CEQA, a social or economic change generally is not considered a significant effect on the environment unless the changes are directly linked to a physical change.

b. Project Impacts and Mitigation Measures

Threshold 1: Would the project induce substantial unplanned population growth in an area, either directly or indirectly?

Impact POP-1 IMPLEMENTATION OF THE PROJECT WOULD FACILITATE THE CONSTRUCTION OF NEW HOUSING IN UKIAH AND WOULD INCREASE POPULATION GROWTH. HOWEVER, THE PROJECT IS INTENDED TO ACCOMMODATE AND PLAN FOR POPULATION GROWTH AND INCLUDES POLICIES TO MANAGE GROWTH AND DEVELOPMENT. THEREFORE, IMPACTS WOULD BE LESS THAN SIGNIFICANT.

This EIR identifies a maximum buildout for Ukiah 2040, which is a conservative assumption developed for this analysis and is not meant to be a predictor of future growth. Overall, maximum growth will be dependent on multiple factors, including local economic conditions, market demand, and other financing considerations. The following estimate of population growth is a conservative estimate based on the maximum buildout scenario. Development of the project in the maximum buildout scenario is estimated to result in approximately 2,350 additional residential units in the city by the year 2040 (see Section 2, *Project Description*). Assuming 2.4 persons per household, the 2,350 additional residential units could generate approximately 5,640 residents. As described in Section 4.9.1, *Setting*, the City of Ukiah grew at a rate of 0.15 percent annually between 2010 and 2019. Assuming the same growth rate, the City of Ukiah would be expected to gain 482 residents by 2040. Thus, the additional population growth associated with Ukiah 2040 would be approximately 12 times greater than previous population growth trends.

Nonetheless, the population growth associated with the project would not be considered unplanned for several reasons. The State requires that all local governments adequately plan to meet the housing needs of their communities. Given that the State is currently in an ongoing housing crisis due to an insufficient housing supply, the additional units under the project would further assist in addressing the existing crisis and meeting the housing needs of the City's communities.

The increase in affordable housing units would provide housing opportunities in proximity to jobs for those employed in Ukiah that meet these household income categories. Considering the City's low jobs-housing ratio, the provision of affordable housing units would provide opportunities for a better balance of jobs and housing in the region. Goals and policies from the City's 2019-2027 Housing Element, as shown in Section 4.9.2, *Regulatory Setting*, would support equitable housing opportunities.

Furthermore, as discussed in Section 4.9.1, *Setting*, Ukiah has a current jobs-housing ratio of 0.96, which means that workers must travel to other communities to find employment. Growth from Ukiah 2040 would result in a more balanced jobs-housing ratio in 2040 by increasing jobs available

in Ukiah, especially with the new commercial land use designations and incorporation and development of three annexation areas. Therefore, such growth would not result in substantial adverse effects associated with an increased imbalance of jobs and housing in the city.

Finally, one purpose of Ukiah 2040 is to direct future development in such a way to minimize the impacts of growth by emphasizing the intensification and reuse of already developed areas and redevelopment to infill areas, thus minimizing pressure to develop the remaining open space in the city and directing growth. Therefore, because Ukiah 2040 is designed for planned and orderly growth, as mandated by the State, development in accordance with Ukiah 2040 would not indirectly induce growth in the City and Annexation Areas. Impacts would be less than significant.

Mitigation Measures

No mitigation measures would be required.

Significance After Mitigation

Impacts would be less than significant without mitigation.

Threshold 2: Would the project displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere?

Impact POP-2 IMPLEMENTATION OF THE PROJECT WOULD NOT RESULT IN THE DISPLACEMENT OF SUBSTANTIAL NUMBERS OF HOUSING OR PEOPLE. THE PROJECT WOULD FACILITATE THE DEVELOPMENT OF NEW HOUSING IN ACCORDANCE WITH STATE AND LOCAL HOUSING REQUIREMENTS, WHILE PRESERVING EXISTING RESIDENTIAL NEIGHBORHOODS. IMPACTS WOULD BE LESS THAN SIGNIFICANT.

“Substantial” displacement would occur if allowed land uses would displace more residences than would be accommodated through growth facilitated by the project. The project would accommodate new development because of the increased residential densities and building intensities that would be allowed for the land use designations in Ukiah 2040.

This EIR identifies a maximum buildout for Ukiah 2040, which is a conservative assumption developed for this analysis and is not meant to be a predictor of future growth. Overall, maximum growth will be dependent on multiple factors, including local economic conditions, market demand, and other financing considerations. In the maximum buildout scenario, the project could result in an additional 2,350 housing units and an additional 4,514,820 non-residential square footage. Ukiah 2040 would enable the development of a combination of housing at low, medium, and high densities. Ukiah 2040 includes the following proposed policies:

Policy LU-8.3: Infill Development, The City shall encourage population and employment growth toward infill development sites within the city.

Policy LU-8.4: Reuse of Underutilized Property, The City shall encourage property owners to revitalize or redevelop abandoned, obsolete, or underutilized properties to accommodate growth.

Policy LU-9.3: Adaptation of Existing Residential Units, The City shall encourage the adaptation of existing residential units to support multi-family use.

Overall, Ukiah 2040 would promote infill development; the redevelopment of abandoned, obsolete, or underutilized properties; and the adaptation of existing residential units to support multi-family

use. These development patterns would minimize displacement. Overall, Ukiah 2040 would provide greater housing options for residents in Ukiah. The additional 2,350 housing units that could be built because of Ukiah 2040 would provide additional housing opportunities for residents, if any are displaced during buildout of the project. Therefore, the project is not anticipated to result in the net loss or displacement of housing, necessitating the construction of replacement housing elsewhere. Impacts would be less than significant.

Mitigation Measures

No mitigation measures would be required.

Significance After Mitigation

Impacts would be less than significant without mitigation.

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