

5. Environmental Analysis

5.9 POPULATION AND HOUSING

This section of the DEIR examines the potential for socioeconomic impacts of the Sierra Madre General Plan Update (General Plan Update) on the City of Sierra Madre, including changes in population, employment, and demand for housing. The analysis in this section is based in part on the following technical report, which is incorporated by reference in this DEIR:

- City of Sierra Madre General Plan Update Technical Background Report, PlaceWorks, September 2012.

5.9.1 Environmental Setting

5.9.1.1 REGULATORY SETTING

State and regional laws, regulations, plans, or guidelines that are potentially applicable to the General Plan Update are summarized below.

State Regulations

California Housing Element Law

California planning and zoning law requires each city and county to adopt a general plan for future growth (California Government Code Section 65300). This plan must include a housing element that identifies housing needs for all economic segments and provides opportunities for housing development to meet that need. At the state level, the Housing and Community Development Department (HCD) estimates the relative share of California's projected population growth that would occur in each county based on California Department of Finance population projections and historical growth trends. These figures are compiled by HCD in a Regional Housing Needs Assessment (RHNA) for each region of California. Where there is a regional council of governments, HCD provides the RHNA to the council. The council then assigns a share of the regional housing need to each of its cities and counties. The process of assigning shares gives cities and counties the opportunity to comment on the proposed allocations. HCD oversees the process to ensure that the council of governments distributes its share of the state's projected housing need.

State law recognizes the vital role local governments play in the supply and affordability of housing. To that end, California Government Code requires that the housing element achieve legislative goals to:

- Identify adequate sites to facilitate and encourage the development, maintenance, and improvement of housing for households of all economic levels, including persons with disabilities.
- Remove, as legally feasible and appropriate, governmental constraints to the production, maintenance, and improvement of housing for persons of all incomes, including those with disabilities.
- Assist in the development of adequate housing to meet the needs of low and moderate income households.

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- Conserve and improve the condition of housing and neighborhoods, including existing affordable housing. Promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status, or disability.
- Preserve for lower income households the publicly assisted multifamily housing developments in each community.

The State of California Housing Element laws (Section 65580 to 65589 of the California Government Code) requires that each city and county identify and analyze existing and projected housing needs within its jurisdiction and prepare goals, policies, and programs to further the development, improvement, and preservation of housing for all economic segments of the community commensurate with local housing needs.

Regional Planning

Southern California Association of Governments

The Southern California Association of Governments (SCAG) represents Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura Counties. It is a regional planning agency and serves as a forum for addressing regional issues concerning transportation, the economy, community development, and the environment. The City of Sierra Madre is within the San Gabriel Valley Council of Governments (SGVCOG) subregion of SCAG. Descriptions of SCAG and its adopted 2012–2035 Regional Transportation Plan/Sustainable Communities Strategy (2012-2035 RTP/SCS), “Towards a Sustainable Future”, are provided in Section 5.7, *Land Use and Planning*, of this DEIR. The most recent RHNA Allocation Plan for the SCAG region, covering the 2013-2021 period, was adopted by SCAG in October 2012 (SCAG 2014).

5.9.1.2 EXISTING CONDITIONS

The city’s demographics are examined in the context of existing and projected population for the Los Angeles County region and the City of Sierra Madre. Information on population, housing, and employment for the planning area is available from several sources:

- **California Department of Finance.** The Department of Finance (DOF) prepares and administers California’s annual budget. Other duties include estimating population demographics and enrollment projections. DOF’s “Table E-5: City/County Population and Housing Estimates,” reports on population and housing estimates for the state, counties, and cities. Tables E-4 (Population Estimates) and E-8 (Historical Population) also provide historical population and housing estimates for cities, counties and the State.
- **Southern California Association of Governments/Center for Demographic Research.** Policies and programs adopted by SCAG to achieve regional objectives are expressed in its 2012 RTP/SCS. The 2012 RTP/SCS also includes population, household, and employment forecasts for the years 2020 and 2035.

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- **US Census.** The official United States Census is described in Article I, Section 2 of the Constitution of the United States. It calls for an actual enumeration of the people every 10 years, to be used for apportionment among the states of seats in the House of Representatives. The United States Census Bureau publishes population and household data gathered in the decennial census. This information provides a record of historical growth rates in Los Angeles County and the City of Sierra Madre.
- **American Community Survey.** The American Community Survey is facilitated by the U.S. Census Bureau and provides estimates of population, housing, household, economic, and transportation trends between decennial censuses.

Population

Population Trends

Sierra Madre has experienced minimal population growth over the past several decades as it is largely built-out. The City's population peaked about 1970 when the Census recorded 12,140 residents, after which time limited housing development, combined with an aging population and smaller household sizes, caused the population to gradually decline. Sierra Madre's 2014 population is estimated at 11,094, and represents a modest 4.7 percent increase since 2000, and reflects the introduction of a 46-unit affordable senior housing project as well as several small infill developments (see Table 5.9-1). As shown in Table 5.9-1, the rate of population growth in Sierra Madre from 2000-2014 is comparable to that of Los Angeles County, which grew by 5.2 percent over the same time period. According to SCAG's regional growth forecast, which is adopted as part of the 2012-2035 RTP/SCS, Sierra Madre's population is projected to remain relatively unchanged, with less than one percent increase projected during the 2008-2035 planning period (SCAG 2012a).

Table 5.9-1 Population Growth Trends in Sierra Madre and Los Angeles County (2000-2014)

Year	Sierra Madre		Los Angeles County	
	Population	Percent Change	Population	Percent Change
2000	10,578	N/A	9,519,330	N/A
2001	10,662	0.79%	9,590,080	0.74%
2002	10,786	1.16%	9,679,212	0.93%
2003	10,872	0.80%	9,756,914	0.80%
2004	10,932	0.55%	9,806,944	0.51%
2005	10,939	0.06%	9,816,153	0.09%
2006	10,820	-1.09%	9,798,609	-0.18%
2007	10,785	-0.32%	9,780,808	-0.18%
2008	10,881	0.89%	9,785,474	0.05%
2009	10,881	0.00%	9,801,096	0.16%
2010	10,917	0.33%	9,818,605	0.18%
2011	10,937	0.18%	9,847,712	0.30%
2012	10,970	0.30%	9,889,467	0.42%
2013	11,030	0.54%	9,963,811	0.75%
2014	11,094	0.57%	10,041,797	0.77%

Source: DOF 2014.

Notes: Population counts for the years 2000 and 2010 are derived from U.S. Census data; counts for other years consist of estimates calculated by DOF.

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Population Forecasts

Population forecasts for the City of Sierra Madre, Los Angeles County, and the SCAG region as a whole are listed in Table 5.9-2. The 2020 and 2035 population forecasts are from the SCAG 2012 RTP/SCS regional forecasts. As shown in the table, the population of the city is forecast to increase to 11,000 by 2035; an increase of 1.6 percent, which is less than DOF's estimated 2014 population forecast (11,094 persons; see Table 5.9-1) for the City. By comparison, Los Angeles County is forecasted to increase by 9 percent during the same period, as shown in Table 5.9-2.

Table 5.9-2 Adopted SCAG Growth Forecasts (2020 and 2035)

Forecast	City of Sierra Madre		Los Angeles County		SCAG Region	
	2020	2035	2020	2035	2020	2035
Population	10,900	11,000	10,404,100	11,353,000	19,663,000	22,091,000
Households	4,900	5,000	3,512,730	3,852,530	6,458,000	7,325,000
Employment	3,400	3,400	4,557,470	4,827,470	8,414,000	9,441,000

Source: SCAG 2012a.

Housing

Housing Growth

Sierra Madre is a well-established, built out community, with only a few scattered vacant parcels within the city limits. Table 5.9-3 displays housing production in Sierra Madre compared to neighboring cities and Los Angeles County. As shown in the table, there has been minimal growth throughout the city and region in the past two decades, accounting for an approximate 5 percent increase in the growth of housing units across the board. As also shown in Table 5.9-3, the U.S. Census estimated that there were 5,113 housing units in the city in 2010, which reflects an increase of 190 housing units, or 3.9 percent growth since 2000. In comparison, the county's housing stock in surrounding cities in north Los Angeles County, such as Arcadia and La Canada Flintridge, experienced similar growth, while others like Pasadena experienced higher growth rates.

Table 5.9-3 Regional Housing Growth

Jurisdiction	1990	2000	2010	Percent Change 1990-2000	Percent Change 2000-2010
Arcadia	19,480	19,970	20,686	2.52%	6.19%
La Canada Flintridge	6,918	6,989	7,089	1.03%	2.47%
Pasadena	53,029	54,132	59,551	2.08%	12.30%
Sierra Madre	4,868	4,923	5,113	1.13%	5.03%
L.A. County	3,163,310	3,270,906	3,443,087	3.40%	8.84%

Source: U.S. Census 1990, 2000 and 2010; DOF 2014.

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Over the last decade and a half, the rate of housing growth in Sierra Madre has largely reflected that in Los Angeles County. As shown in Table 5.9-4, the rate of housing growth in Sierra Madre grew little and then peaked sharply from in 2008, while the county gradually grew through the first half of the 2000s and peaked in 2006. In the period between 2006 and the present, housing growth decreased substantially in both the city and county. Despite this slowdown, both experienced increase in units between 2000 and 2014. During this period, Sierra Madre gained 200 dwelling units (see Table 5.9-4), a change of approximately 4 percent. Los Angeles County gained 203,246 units between 2000 and 2014, a change of approximately 5.8 percent. Housing growth and population growth largely kept pace with each other, as seen when population growth rates in Table 5.9-1 are compared with housing growth rates in Table 5.9-2. In 2014, Sierra Madre had an estimated 5,123 housing units (see Table 5.9-4), which is approximately 0.15 percent of the housing stock in the county.

Table 5.9-4 Historical Housing Growth Trends in Sierra Madre and Los Angeles County (2000-2014)

Year	City of Sierra Madre		Los Angeles County	
	Dwelling Units	Percent Change	Dwelling Units	Percent Change
2000	4,923	N/A	3,270,906	N/A
2001	4,928	0.10%	3,279,802	0.27%
2002	4,948	0.41%	3,294,805	0.46%
2003	4,959	0.22%	3,312,205	0.53%
2004	4,972	0.26%	3,328,353	0.49%
2005	4,985	0.26%	3,347,227	0.57%
2006	5,005	0.40%	3,371,659	0.73%
2007	5,020	0.30%	3,390,556	0.56%
2008	5,087	1.33%	3,412,888	0.66%
2009	5,100	0.26%	3,429,215	0.48%
2010	5,113	0.25%	3,443,304	0.41%
2011	5,113	0.00%	3,448,179	0.14%
2012	5,116	0.06%	3,454,093	0.17%
2013	5,118	0.06%	3,463,382	0.24%
2014	5,123	0.09%	3,474,152	0.31%

Source: DOF 2012; DOF 2014.

Notes: Unit counts for the years 2000 and 2010 are derived from U.S. Census data; unit counts for other years consist of estimates calculated by DOF. DOF housing unit estimates are based on U.S. Census data that is adjusted by adding new construction and annexations, subtracting demolitions, and adjusting for units lost or gained by conversions. Housing unit estimates for existing conditions in Chapter 4 (Environmental Setting) of this DEIR were calculated by multiplying the acreage of residential parcels by reasonable density assumptions. Although these differing methodologies result in modest unit count differences, DOF estimates are shown in this chapter because they include both a historical growth trend of units and a 2012 itemization of units by type.

Existing Housing Units

Sierra Madre has traditionally been a single-family residential community. In 2014, approximately 75 percent of the city's housing stock was estimated to consist of single-family units. Table 5.9-5 identifies the prevalence of housing types in Sierra Madre and Los Angeles County.

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Table 5.9-5 Housing Units in Sierra Madre and Los Angeles County by Type (2014)

Type	City of Sierra Madre		Los Angeles County	
	Number of Units	Percent	Number of Units	Percent
Single-Family Detached	3,557	69.4%	1,720,724	49.5%
Single-Family Attached	325	6.3%	229,493	6.6%
Multifamily (2–4 Units)	337	6.6%	284,728	8.2%
Multifamily (5 or More Units)	904	17.7%	1,180,907	34.0%
Mobile Homes	0	0	58,300	1.7%
Totals	5,123	100%	3,474,152	100%
Percent Vacant	5.4%		5.9%	
Household Size	2.29		3.02	

Source: DOF 2014.

Notes: DOF housing unit estimates are based on U.S. Census data that is adjusted by adding new construction and annexations, subtracting demolitions, and adjusting for units lost or gained by conversions. Housing unit estimates for existing conditions were calculated by multiplying the acreage of residential parcels by reasonable density assumptions. Although these differing methodologies result in modest unit count differences, DOF estimates are shown in this chapter because they include both a historical growth trend of units and a 2012 itemization of units by type.

In 2014, DOF estimated the vacancy rate to be approximately 5.4 percent in Sierra Madre and 5.9 percent in Los Angeles County (see Table 5.9-5). Traditionally, a low vacancy rate indicates either the existence of a low number of undesired units or an undersupply of units. The low rate in the Sierra Madre is largely because it is built out and there is generally a low supply of available housing.

Housing Costs

High housing costs can lead to a number of unwanted situations, such as overcrowding, overpayment, and deferred maintenance. The calculation for rental housing affordability assumes that a household can expend up to 30 percent of its monthly income on housing. The calculation for ownership affordability assumes that a household can expend up to 35 percent of its monthly income on housing because of the equity and tax benefits of homeownership.

In 2012, the median home sales price in Sierra Madre was \$612,000 (SCAG 2012b). This shows that in Sierra Madre, home resale prices are not affordable to the community's very low, and low- income households. The U.S. Census identified a median housing value of \$850,000 for owner-occupied units in Sierra Madre as of 2011. The median rent in Sierra Madre between 2010 and 2013 was \$1,800 per month (Zillow 2013). This median rent is not affordable to low income households and not within reach for four-person, very low income households. High rent in Sierra Madre is largely due to a limited inventory of multifamily projects and high home prices.

Regional Housing Needs Assessment

The City's RHNA allocation for the 2014–2021 planning period is 55 units, which are broken down into income categories, as shown in Table 5.9-6. The RHNA allocations were calculated by SCAG and based on the city's share of the region's employment growth, migration and immigration trends, and birth rates.

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Table 5.9-6 City of Sierra Madre 2014–2021 Regional Housing Needs Assessment

Income Category	Percentage	Target (Number of Units)
Extremely Low Income	12.7%	7
Very Low Income	12.7%	7
Low Income	16.4%	9
Moderate Income	16.4%	9
Above Moderate Income	41.8%	23
Total	100%	55

Source: City of Sierra Madre 2014-2021 Housing Element, January 2014.

Employment

Employment Trends

According to the California Employment Development Department (EDD), the growth rate of employment in Sierra Madre mirrored that of Los Angeles County. Although the city is mostly residential and is not a regional commercial or job center, as the economy improved, its jobs recovered as well. During the height of the nationwide recession between 2007 and 2010, employment in Los Angeles County experienced a net loss of jobs in 2007 through 2010 (see Table 5.9-7). EDD's employment estimates for 2013 and 2014 indicate that employment growth has begun to accelerate in the region. However, employment in the city and county has not yet reached the peak employment levels of 2007. The city's employment and annual employment change percentages relative to those of the county are shown in Table 5.9-7.

Table 5.9-7 Historical Employment Growth Trends in Sierra Madre and Los Angeles County (2000-2014)

Year	City of Sierra Madre		Los Angeles County	
	Employment (Persons)	Percent Change	Employment (Persons)	Percent Change
2000	6,700	N/A	4,424,900	N/A
2001	6,800	1.49%	4,483,400	1.32%
2002	6,700	-1.47%	4,447,100	-0.81%
2003	6,700	0.00%	4,427,100	-0.45%
2004	6,700	0.00%	4,454,100	0.61%
2005	6,900	2.99%	4,516,000	1.39%
2006	6,900	0.00%	4,578,700	1.39%
2007	7,000	1.45%	4,625,600	1.02%
2008	6,900	-1.43%	4,556,900	-1.49%
2009	6,600	-4.35%	4,339,300	-4.78%
2010	5,300	-19.70%	4,302,300	-0.85%
2011	5,300	0.00%	4,326,100	0.55%
2012	5,400	1.89%	4,378,800	1.22%
2013	5,500	1.85%	4,495,700	2.67%
2014	5,700	3.64%	4,610,800	2.56%

Source: EDD 2015.

Notes: Estimates are not seasonally adjusted. Employment is defined as the number of individuals, aged 16 years or older, who are working. Existing employment is based on employment generation based on nonresidential building square footage by land use type.

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Existing Employment

Table 5.9-8 shows the city's workforce by occupation and industry. According to estimates calculated by the U.S. Census for the 2008–2012 period, Sierra Madre had an employed civilian labor force (16 years and older) of 5,344 persons. The largest occupational categories during that period were management, business, science, and arts occupations, and sales and office occupations, which together accounted for approximately 86.1 percent of the civilian jobs available in the city (U.S. Census 2012). During the 2008–2012 period, the city's workforce comprised 0.12 percent of Los Angeles County's employed civilian workforce of 4,495,118 (U.S. Census 2012).

Table 5.9-8 Sierra Madre Employment by Sector (2008–2012)

Occupation/Industry	Number	Percent
By Occupation		
Management, business, science, and arts occupations	3,347	62.6%
Service occupations	385	7.2%
Sales and office occupations	1,257	23.5%
Natural resources, construction, and maintenance occupations	263	4.9%
Production, transportation, and material moving occupations	92	1.7%
Total	5,344	100%
By Industry		
Agriculture, forestry, fishing and hunting, and mining	8	0.10%
Construction	267	5.00%
Manufacturing	279	5.20%
Wholesale trade	251	4.70%
Retail trade	544	10.20%
Transportation and warehousing, and utilities	226	4.20%
Information	277	5.20%
Finance and insurance, and real estate and rental and leasing	424	7.90%
Professional, scientific, and management, and administrative and waste management services	1,092	20.40%
Educational services, and health care and social assistance	1,341	25.10%
Arts, entertainment, and recreation, and accommodation and food services	262	4.90%
Other services, except public administration	240	4.50%
Public administration	133	2.50%
Total	5,344	100%

Source: U.S. Census Bureau, 2008–2012 American Community Survey.

Notes: Employment figures count civilian employees only. Existing employment is based on employment generation based on nonresidential building square footage by land use type.

Jobs-Housing Ratio

The jobs-housing ratio is a general measure of the total number of jobs and number of housing units in a defined geographic area, without regard to economic constraints or individual preferences. The balance of jobs and housing in an area, in terms of the total number of jobs and housing units as well as the type of jobs versus the price of housing, has implications for mobility, air quality, and the distribution of tax

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revenues. The jobs-housing ratio is one indicator of a project's effect on growth and quality of life in the project area. SCAG applies the jobs-housing ratio at the regional and subregional levels to analyze the fit between jobs, housing, and infrastructure. A major focus of SCAG's regional planning efforts has been to improve this balance, although jobs-housing goals and ratios are advisory only. No ideal jobs-housing ratio is adopted in state, regional, or city policies. However, DOF provides a quantitative definition by estimating that a healthy jobs-housing balance is one new home built for every 1.5 jobs created (Little Hoover Commission 2013).

Sierra Madre is a housing-rich and jobs-poor community. The vast majority of working residents commute to jobs outside of the city, and about 4.25 percent of Sierra Madre residents work in the city (SCAG 2012). As shown in Table 5.9-9, SCAG household and employment estimates show the city had a jobs-housing ratio of 0.67 in 2008. Los Angeles County was estimated to have much more balanced ratio of 1.27. Although Sierra Madre will see some change in employment between 2008 and 2035, it will not be high enough to make significant improvements to the jobs-housing balance, while the region will continue to experience a stronger jobs-housing balance over time. If present trends continue, these characteristics would only strengthen and more and more city residents will work in other areas within the region.

Table 5.9-9 Population and Employment Projections for Sierra Madre and Los Angeles County

	City of Sierra Madre			Los Angeles County		
	2008	2020	2035	2008	2020	2035
Population	10,881	10,900	11,000	9,777,900	10,404,100	11,353,300
Households	4,800	4,900	5,000	3,228,030	3,512,730	3,852,530
Housing Units ¹	5,059	5,165	5,270	3,418,484	3,719,981	4,079,829
Employment	3,400	3,400	3,400	4,340,370	4,557,470	4,827,470
Jobs-Housing Ratio	0.67	0.66	0.65	1.27	1.23	1.18

Source: SCAG 2012a.

Notes: Existing employment identified is based on employment generation based on non-residential building square footage by land use type.

¹ Housing units in projections are estimated based on number of households and a vacancy rate of 5.4 percent for Sierra Madre and 5.9 percent for Los Angeles County.

Planning Projections

Southern California Association of Governments

SCAG undertakes comprehensive regional planning with an emphasis on transportation, producing a Regional Transportation Plan/Sustainable Communities Strategy. The 2012–2035 RTP/SCS provides projections of population, households, and total employment for both the City of Sierra Madre and Los Angeles County from 2008 through 2035. Based on their share of California's and the region's employment growth, migration and immigration trends, and birth rates, SCAG projects that population, housing, and employment will remain more or less the same in Sierra Madre, compared to that of the County which will grow at an increasing rate. These projections are summarized in Table 5.9-9, *Population and Employment Projections for Sierra Madre and Los Angeles County*.

The 2012–2035 RTP/SCS projects that Los Angeles County is projected to grow by an average of approximately 58,000 persons per year and an average of approximately 23,000 households per year between

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2008 and 2035. Employment in the County during the same period is projected to increase by an average of approximately 18,000 jobs per year. However, according to SCAG, although Los Angeles County will continue to increase in population, Riverside and San Bernardino County will see the greatest percentage in population growth in the SCAG region.

Sierra Madre is expected to grow much slower than Los Angeles County between 2008 and 2035. During that period, SCAG projects that the population of the city will increase slightly, only 1.09 percent, and no growth in employment is expected. The 2012–2035 RTP/SCS projects that the city will also experience a net increase of 119 people and 200 households between 2008 and 2035, or an average of 4.4 people per year or 7.4 new households per year.

5.9.2 Thresholds of Significance

According to Appendix G of the CEQA Guidelines, a project would normally have a significant effect on the environment if the project would:

- P-1 Induce substantial 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).
- P-2 Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere.
- P-3 Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.

5.9.3 Relevant General Plan Policies and Implementation Program Measures

The following are relevant policies of the City's Housing Element and the Sierra Madre General Plan Update and implementation measures of the Implementation Program, which are designed to reduce potential impacts on population and housing from implementation of the General Plan Update.

Housing Element

- **Policy 1.1:** Maintain sustainable neighborhoods with quality housing, infrastructure and open space that fosters neighborhood character and the health of residents.
- **Policy 1.2:** Encourage property owners to maintain rental and ownership units in sound condition through code enforcement and housing rehabilitation programs.
- **Policy 1.3:** Support efforts to identify and preserve important examples of historic or architecturally significant residences.

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- **Policy 1.4:** Support strategies for the adaptive reuse of residential, commercial, industrial and institutional structures to provide for a range of housing types.
- **Policy 1.5:** Conserve existing rental housing by continuing to regulate the conversion of apartments to condominium ownership.
- **Policy 2.1:** Encourage diversity in the type, size, price and tenure of residential development in Sierra Madre, while maintaining quality of life goals.
- **Policy 2.2:** Provide adequate housing sites through appropriate zoning and land use designations, consistent with Sierra Madre's regional housing growth needs.
- **Policy 2.3:** Support development of affordable housing by providing financial and/or regulatory incentives for projects which include low and moderate income units.
- **Policy 2.4:** Provide opportunities for the integration of housing in commercial districts, while maintaining the downtown's low scale character and ground level retail spaces.
- **Policy 2.5:** Encourage the construction of new, well designed second units in residential zones as a means of addressing a portion of Sierra Madre's regional housing needs.
- **Policy 2.6:** Support collaborative partnerships with non-profit organizations and affordable housing builders to provide greater access to affordable housing funds.
- **Policy 2.7:** Support and publicize rental assistant provided through the L.A. County Housing Authority for extremely low and very low income households.
- **Policy 2.8:** Encourage the provision of financial assistance to low and moderate income first-time homebuyers through County and State programs.

General Plan Update Policies

Land Use Element

- **Policy L1.1:** Maintain areas of the City for single-family residences on varying lot sizes through the review and update of appropriate development standards.
- **Policy L1.3:** Maintain areas of the City for the development of multiple-unit apartment, condominium, and townhouse development through the review and update of appropriate development standards.
- **Policy L1.4:** Develop regulations for housing which meets the special needs of senior citizens and the disabled.

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- **Policy L1.5:** Encourage preservation, refurbishment, and adaptive reuse of existing housing stock.
- **Policy L1.2:** Maintain areas of the City for the development of two units per lot through the review and update of appropriate development standards.
- **Policy L2.3:** Establish zoning provisions for group living facilities including floor area limits, height limits, setbacks, location of residential uses in commercial areas, and design guidelines.
- **Policy L19.1:** Allow for one or two units per lot.
- **Policy L23.1:** Allow for densities of approximately 13 units per acre.
- **Policy L35.4:** Allow for residential uses at the rear and above the first floor on commercial properties.
- **Policy L37.6:** Accommodate live/work space for artists to have studios in concert with residential units.
- **Policy L37.7:** Accommodate housing units (i) on the second level, or to the rear of buildings provided that the impacts of noise, odor, and other adverse characteristics of commercial activity can be adequately mitigated, and a healthy, safe, and well-designed environment is achieved for the residential units, and (ii) in the easterly third of the Artisan Mixed-Use area.

Implementation Program Measures

Land Use Implementation Program

- **Measure IM-1:** The City shall continue to enforce the R-1, H, R-C, R-2 and R-3 Zoning Ordinances and amend them as necessary to maintain single-family, two-family and multiple family residential areas in the city.
- **Measure IM-2:** The City shall amend the Zoning Code as necessary to include a program to encourage preservation of existing housing stock and discourage lot splits.
- **Measure IM-24:** The City shall advertise the availability of the Los Angeles County Housing Rehabilitation Loan Program on the City's website, and disseminate flyers in public locations. In addition, the City shall reinitiate the Handyworker Program.
- **Measure IM-23:** The City shall develop a program to include economic assistance, to the extent feasible, to discourage the deterioration of existing housing stock in the Residential Canyon (R-C) Zone.
- **Measure IM-20:** The City shall continue to allow the existing multifamily residential and retail uses at the junction of Woodland Drive and Brookside Lane.

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5.9.4 Environmental Impacts

The following impact analysis addresses thresholds of significance for which the Notice of Preparation (see Appendix A) disclosed potentially significant impacts. The applicable thresholds are identified in brackets after the impact statement.

For the impact analysis of all thresholds below, it should be noted that the large infill opportunity site shown in Figure 3-5, *Infill Opportunity Sites*, just north of Carter Avenue, which is associated with the residential subdivision known as Stonegate, is an approved development project and was analyzed under separate environmental documentation in accordance with CEQA. The impact on population and housing resulting from Stonegate were addressed and mitigated for in that environmental documentation. Also, all residential lots within Stonegate are subject the provisions of the City's Municipal Code and the Hillside Management zone regulations (Chapter 17.52) of the City's Municipal Code.

For the purpose of the following analysis, it is also important to note that, based on the requirements of CEQA, this analysis is based on a comparison to existing land uses and does not address the differences that would result from a comparison with the existing General Plan land use map, from which there is little variation when compared to the proposed General Plan land use map.

Furthermore, it is also important to note that while the General Plan Update establishes City-wide policy level guidance, includes a revision to the current land use map (see Figures 3-4, *Current Land Use Map*, and 3-6, *Proposed Land Use Map*), and modifies the development potential of certain parcels in the City (see Figure 3-5, *Infill Opportunity Sites*), it does not contain specific development project proposals. The General Plan Update is a regulatory document that sets forth the framework for future growth and development (e.g., infill development, redevelopment, and revitalization/restoration) in the city and does not directly result in development in and of itself. Before any development can occur in the city, all such development is required to be analyzed for conformance with the City's General Plan, zoning requirements, and other applicable local and state requirements; comply with the requirements of CEQA (e.g., preparation of site-specific environmental documentation in accordance with CEQA); and obtain all necessary approvals, clearances, and permits.

Impact 5.9-1: Implementation of the General Plan Update would directly result in population and employment growth in Sierra Madre. [Threshold P-1]

Impact Analysis: One of the purposes of the General Plan Update is to adequately plan and accommodate for future growth and development in the city. It is important to note that buildout of the city under the General Plan Update is not tied to a specific timeline. For the purposes of this DEIR, however, buildout of the city is linked to a forecast for the planning horizon year of 2035. For this reason, population, housing and employment estimates identified for the General Plan Update at build out have been adjusted to reflect a scenario that is reasonably foreseeable in 2035. For purposes of the analysis in this section, SCAG population, housing, and employment projections are used for general comparison purposes only.

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Housing, Population, and Employment Growth

As shown in Table 3-4, *Proposed General Plan Land Use and Buildout Projections*, implementation of the General Plan Update would result in the buildout of approximately 5,244 dwelling units. A total of 121 new dwelling units would be accommodated under the General Plan Update (see Table 3-4), with new development being focused on certain parcels in the city (see Figure 3-5, *Infill Opportunity Sites*). The addition of 121 units to the city's housing stock would result in a population increase of 277 persons¹. Consequently, buildout under the General Plan Update would accommodate a population of approximately 11,371 persons, which is a 2.5 percent increase compared to existing conditions (11,094 persons; existing conditions is based on estimates calculated by DOF, as shown in Table 5.9-1, *Population Growth Trends in Sierra Madre and Los Angeles County*). Also, the increase of 121 dwelling units would represent a small increase (approximately 2.4 percent) in housing units compared to existing conditions (5,123 housing units; see Table 5.9-4, *Historical Housing Growth Trends in Sierra Madre and Los Angeles County*).

As noted above, new development that would be accommodated under the General Plan Update would be focused on the infill opportunity sites (see Figure 3-5, *Infill Opportunity Sites*). New and expanded land uses in these areas of the city would accommodate approximately 87,392 square feet of nonresidential uses; in addition to the existing 1,012,836 square feet of nonresidential uses in the city (see Table 3-4). This slight increase of 1.0 percent of additional nonresidential square footage would include commercial, institutional and light manufacturing uses. The additional 87,392 square feet of nonresidential uses would add approximately 124 new jobs² to the city's employment base, an increase of approximately 7.7 percent over existing conditions (1,606 jobs; see Table 3-4).

Altogether, at buildout, the General Plan Update would allow for a total of 5,244 residential dwelling units and 1,102,836 square feet of nonresidential uses in the city, which would result in 11,307 residents and 1,730 jobs. Compared to existing conditions, buildout under the General Plan Update would increase the population slightly and would add new jobs within the city. The increase would directly induce population growth; however, growth would not be substantial.

Table 5.9-10 provides a comparison of the 2035 SCAG projections with the buildout projections of the General Plan Update. As shown in the table, the forecast population of the city at buildout of the General Plan Update would exceed SCAG's regional population forecast for 2035 (11,000 persons) by 307 persons, or 0.18 percent. However, it is likely that buildout could occur over a longer buildout horizon than 2035. Additionally, the population would only increase slightly (2.8 percent) over the 2035 SCAG projections. Therefore, the increases in population due to General Plan Update buildout compared to the 2035 SCAG projections would not result in a substantial adverse impact.

¹ Population was based on a household size for Sierra Madre of 2.29 persons per household, as noted in Table 5.9-5, *Housing Units in Sierra Madre and Los Angeles County by Type* (2013).

² Employment number is based on the worker-per-thousand-square-foot of building square footage generation numbers developed by PlaceWorks and Fehr & Peers, and shown in Table 3-5, *General Plan Update Summary of Changes in Land Use from Existing Conditions*.

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Table 5.9-10 Comparison of SCAG Projections and General Plan Update Buildout Projections

	Existing Conditions	SCAG Projections for the City of Sierra Madre		Buildout under the General Plan Update
		2020	2035	
Population ¹	11,094	10,900	11,000	11,371
Households ^{2,3}	4,842	4,900	5,000	4,956
Housing	5,123	5,165	5,270	5,244
Employment	1,606	3,400	3,400	1,730
Jobs-Housing Ratio	0.31	0.66	0.65	0.33

Source: CDR 2012, DOF 2013a, SCAG 2012a.

¹ The City's population under existing conditions is based on is based on 2013 projection numbers from the California Department of Housing (DOF 2014).

² Household estimates for existing conditions and project buildout are calculated based on number of housing units and a vacancy rate of 5.4 percent.

³ Housing units in SCAG projections are estimated based on number of households and a vacancy rate of 5.4 percent.

As also shown in Table 5.9-10, the estimated employment and number of housing units in the city at buildout of the General Plan would not exceed SCAG's regional employment and housing forecasts for 2035 (3,400 and 5,270, respectively). In fact, at buildout the city's employment number and housing units would be less than projected by SCAG. Therefore, implementation of General Plan Update would not result in a substantial adverse impact.

Jobs-Housing Balance

The concept of jobs-housing balance refers to the relationship of dwelling units to jobs in a given community or area. Assuming a reasonable match between the affordability of housing and the incomes of jobs in the local market, if the number and proximity of residences is proportionate to the number and proximity of jobs, the majority of employees would have the opportunity to work and reside in the same community. A well-balanced ratio of jobs and housing can contribute to reductions in the number of vehicle trips resulting from commuting due to employment opportunities in closer proximity to residential areas. Such a reduction in vehicle trips would result in lower levels of air pollutant emissions (including lower greenhouse gas emissions) and less congestion on area roadways and intersections.

Table 5.9-10, *Comparison of SCAG Projections and General Plan Update Buildout Projections*, compares the city's buildout projections for population, households, and employment to the 2035 SCAG projections. As shown in the table, SCAG projects that the city will remain housing-rich in 2035, with a jobs-housing ratio of 0.65. The table also shows that buildout projections for population, household and employment growth under the General Plan Update are more or less similar to the 2035 SCAG projections.

As shown in Table 5.9-10, growth consistent with buildout under the General Plan Update would result in 124 new jobs in the City, resulting in a jobs-housing ratio of 0.33, which would be a slight increase over existing conditions of 0.31. However, it still means that the vast majority of working residents will continue to work outside the city. Although a few jobs would be generated by nonresidential uses that would be accommodated under the General Plan Update, it would not dramatically improve (only slightly improve) or worsen the city's jobs-housing ratio. Additionally, SCAG policy aims to balance jobs and housing within the

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regions, not within specific cities or communities. Therefore, the analysis of impacts on jobs-housing balance is for comparison only; the impact would not be a significant impact under CEQA.

Furthermore, the following objectives of the General Plan Update, as outlined in Chapter 3, *Project Description*, strive to ensure local jobs will continue to be present, and slightly increase in Sierra Madre in order to lessen the need for residents to commute to other communities for work:

- Ensure that Sierra Madre is a safe, vibrant place to live, work and visit by providing city services that match the needs of the community and promote community engagement.
- Promote and develop a strong, diversified local economy and a thriving town center, consistent with the needs of the community.

Conclusion

The population, housing, and employment projections for buildout of the General Plan Update would be more or less similar to SCAG's 2035 growth forecasts for the City of Sierra Madre. Implementation of the General Plan Update would directly induce population growth in the area. However, the General Plan Update accommodates future growth in the city by providing for infrastructure and public services to accommodate this projected growth (see Sections 5.10, *Public Services*, 5.12, *Transportation and Traffic*, and 5.13, *Utilities and Service Systems*).

Furthermore, the minor population growth would be offset by employment growth accommodated by the General Plan Update, which would slightly improve the city's jobs-housing balance. Therefore, implementation of the General Plan Update would not result in a significant impact relating to population, housing, and employment growth.

Impact 5.9-2: Implementation of the General Plan Update would not result in the displacement of people or housing. [Thresholds P-2 and P-3]

Impact Analysis: The purpose of the General Plan Update is to provide orderly growth and development (e.g., infill development, redevelopment, and revitalization/restoration) in the city through the distribution, location, balance, and extent of land uses. The proposed land use map (see Figure 3-6, *Proposed Land Use Map*) of the General Plan Update does not include the change of land use designations from residential to nonresidential. In fact, proposed land use designations would generally remain similar to existing land uses designations. For example, as shown in Figures 3-4, *Current Land Use Map*, and 3-6, the majority of existing residential land uses in the city would remain residential.

Additionally, the General Plan Update guides planning for new growth in the city, in part through designation of land uses that result in additional housing. Examples of new opportunities for additional housing include the proposed application of increased density and intensity on the infill opportunity sites (see Figure 3-5, *Infill Opportunity Sites*). The proposed land use map (see Figure 3-6) identifies land use designations for a variety of housing types and provides for additional residential opportunities in areas (infill opportunity sites, shown in Figure 3-5) that currently have lower allowable dwelling units.

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Furthermore, the General Plan Update and Implementation Program include policies and implementation measures, respectively, which would ensure that the city's existing housing stock is not negatively impacted. Following are some of these policies and implementation measures (refer to Section 5.9.3, *Relevant General Plan Policies and Implementation Program Measures*, for a complete list of applicable policies and implementation measures):

- **Land Use Element Policy L1.5:** Encourage preservation, refurbishment, and adaptive reuse of existing housing stock.
- **Land Use Implementation Measure IM-1:** The City shall continue to enforce the R-1, H, R-C, R-2 and R-3 Zoning Ordinances and amend them as necessary to maintain single-family, two-family and multiple family residential areas in the City.
- **Land Use Implementation Measure IM-2:** The City shall amend the Zoning Code as necessary to include a program to encourage preservation of existing housing stock and discourage lot splits.
- **Land Use Implementation Measure IM-24:** The City shall advertise the availability of the Los Angeles County Housing Rehabilitation Loan Program on the City's website, and disseminate flyers in public locations. In addition, the City shall reinstate the Handyworker Program.
- **Land Use Implementation Measure IM-23:** The City shall develop a program to include economic assistance, to the extent feasible, to discourage the deterioration of existing housing stock in the Residential Canyon (R-C) Zone.

The City's Housing Element also includes numerous policies that, upon implementation, would ensure that a broad range of housing opportunities are offered in Sierra Madre. These include policies aimed at maintaining and enhancing the character and quality of existing and new housing (Housing Element Policies 1.1 through 1.8) and policies aimed at improving the range of housing types to meet community needs (Housing Element Policies 2.1 through 2.8).

Therefore, implementation of the General Plan Update would not result in the displacement of people or housing, necessitating the construction of replacement housing elsewhere.

5.9.5 Existing Regulations

- California Government Code Section 65300: California Housing Element Law
- Regional Housing Needs Assessment (RHNA) Allocation Plan, Southern California Association of Governments, 2012

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5.9.6 Level of Significance Before Mitigation

Upon compliance with the regulatory requirements and implementation of the General Plan Update policies and Implementation Program measures, as well as continued implementation of the Housing Element policies, the following impacts would be less than significant: 5.9-1 and 5.9-2.

5.9.7 Mitigation Measures

No significant adverse impacts were identified and no mitigation measures are necessary.

5.9.8 Level of Significance After Mitigation

No significant adverse impacts were identified relating to population or housing.

5.9.9 References

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