
5.0 POPULATION, EMPLOYMENT, AND HOUSING

5. POPULATION, EMPLOYMENT, AND HOUSING

INTRODUCTION

This chapter describes existing population, housing, and employment within the policy area (Sutter County) and evaluates changes in population, housing, and employment associated with implementation of the Draft Sutter County General Plan (proposed General Plan). Proposed General Plan growth assumptions are identified and projected changes in population, employment, and housing growth are discussed in relation to planned buildout of the policy area under the proposed General Plan.

Changes in population, housing, and employment in and of themselves are generally characterized as social and economic effects, not physical effects on the environment. CEQA provides that economic or social effects are not considered significant effects on the environment unless the social and/or economic effects are connected to physical environmental effects. A social or economic change related to a physical change may be considered in determining whether the physical change is significant (CEQA Guidelines section 15382). The direction for treatment of economic and social effects is stated in section 15131(a) of the CEQA Guidelines:

Economic or social effects of a project shall not be treated as significant effects on the environment. An EIR may trace a chain of cause and effect from a proposed decision on a project through anticipated economic or social changes resulting from the project to physical changes caused in turn by the economic or social changes. The intermediate economic or social changes need not be analyzed in any detail greater than necessary to trace the chain of cause and effect. The focus of the analysis shall be on physical changes.

While increased population and changes to demographics resulting from new development does not necessarily cause direct adverse physical environmental effects, indirect physical environmental effects such as increased vehicle trips and associated increases in air pollutant emissions could occur. The information in this Chapter is used as a basis for analysis of project and cumulative impacts in the technical sections of this EIR and the physical environmental effects associated with the increase in population and employment are discussed in the technical sections included in Chapter 6.

Comment letters addressing population, employment, and housing were received from the California Department of Transportation (Caltrans) and one individual in response to the Notice of Preparation (NOP). Caltrans suggested that Sutter County consider including “smart growth” goals and policies in the General Plan. Two of the suggested actions involving population, employment, and housing issues included establishing land use

strategies to increase population and housing densities and placing housing closer to employment centers to promote a better jobs-housing balance. The Environmental Setting section below discusses the County's existing jobs-housing balance. The proposed General Plan goals and policies from the Land Use, Economic Development, and Housing elements, also provided below, address smart growth planning principles and land use strategies, provide for a mix of housing densities and types, and encourage a balance of jobs and housing in Sutter County. Please refer to Chapter 4, Land Use and Planning, of this Draft EIR for more specific information pertaining to General Plan land use strategies.

The comment letter from the individual expressed concern over potentially incorporating the Rural Planned Community Overlay (RPC) to the community of Sutter because of the resulting anticipated population growth, the additional public utilities associated with the growth and development, and the possibility for future flood risk in the Sutter area. The Environmental Setting section below discusses the County's anticipated population growth. See the Population, Employment, and Housing Analysis, Growth Areas, section of this chapter for more information on the anticipated growth in the community of Sutter. Please also refer to Chapter 4, Land Use, for more specific information pertaining to the RPC. See Section 6.10, Hydrology, Flooding, and Water Quality, for information pertaining to flooding within the policy area and the community of Sutter.

Data for this chapter was taken from the 2008 *Sutter County General Plan Update Technical Background Report* (TBR), the *Demand for Commercial, Industrial, and Residential Land in Sutter County, 2007-2030* prepared for the General Plan update (Applied Development Economics, 2008), the Draft 2008-2013 Sutter County Housing Element, the U.S. Census Bureau, the 2006-2008 U.S. Census American Community Survey (ACS), the California Department of Finance (DOF), the California Employment Development Department (EDD), and the Sacramento Area Council of Governments (SACOG).

The TBR is available electronically on the County's website (<http://www.co.sutter.ca.us/pdf/cs/ps/gp/tbr/tbr.pdf>) and on CD at the back of this document.

ENVIRONMENTAL SETTING

Population, employment, and housing information for the environmental setting is taken primarily from the TBR and Chapter 4, Housing Needs Assessment, of the Draft 2008-2013 Sutter County Housing Element. It is important to note that data sets in the TBR reflect slight variations, depending on the particular source. Throughout the discussions below, each data set may contain different statistical sources and/or sampling methodology and/or may contrast due to varying sampling times or periods. Generally, data reported for years 2005 through 2009 (including estimates) is the most current available and therefore is reflected in the environmental setting discussions, as applicable.

Population

The California Department of Finance (DOF) provides population data, estimates, and projections for cities and counties throughout California. Between 1990 and 2007, DOF reported Sutter County's annual growth rate at 2.2 percent, which was the highest in the North Sacramento Valley Region (Sutter, Colusa, Nevada, Yuba, Butte, and Glenn counties) for that time period. For nearly 40 years, and in particular since 1990, most of the growth in Sutter County has taken place in the incorporated cities of Yuba City and Live Oak. Yuba City annexations and new development has increased the overall share of the county's incorporated population from 40 percent in 1970 to 75 percent in 2007. As a result, fewer people resided in unincorporated areas of the county in 2007 than in 1970.

Table 5-1 provides the DOF's most recent available population estimates for the unincorporated county and the incorporated cities of Live Oak and Yuba City. The January 1, 2007 estimate identified that the population in unincorporated Sutter County was 23,710. As of July 2008, the county's total estimated population increased to approximately 96,095 people, of which the county estimated approximately 26 percent or 25,000 people lived in the unincorporated portion of the county. By year-end 2009, the county estimated the unincorporated county area population was approximately 28,505 people (Table 5-10).

Area	Month/Year					
	January 2007	July 2007	January 2008	July 2008	January 2009	July 2009
Unincorporated Sutter County	23,710	-- ¹	24,245	25,000 ²	24,336	-- ¹
Yuba City	62,083	-- ¹	62,616	-- ¹	63,647	-- ¹
Live Oak	8,126	-- ¹	8,445	-- ¹	8,571	-- ¹
Total	93,919	94,811	95,306	96,095	96,554	97,263
Notes:						
1. Information not available.						
2. Sutter County estimate, 2009.						
Source: California Department of Finance (DOF), City/County E-1 population estimates for January 1, 2007, January 1, 2008, and January 1, 2009; County E-2 population estimates for July 1, 2007, July 1, 2008 and July 1, 2009; and Sutter County, 2009.						

Population Growth Rates

The January 2008 population estimate for the unincorporated County shows a 2.2 percent increase in population from January 2007. Based on the January 2009 estimate, the change in population from January 2008 is characterized at less than one-half of one percent increase. By comparison, the City of Live Oak experienced the greatest annual population change at 5.1 percent between January 2007 and January 2008. Overall, Sutter County grew an estimated 2.1 percent between January 2007 and January 2008,

1.3 percent between January 2008 and January 2009, and 1.2 percent between July 2008 and July 2009, with the majority of the growth occurring in and around the two incorporated cities.

Population Projections

The rate at which the county’s total population changes over the next 40 years depends on employment conditions, growth pressures in adjacent regions, and the land use policies of the county and its cities. Projections of population in the county vary widely between data sources. DOF’s population projections for Sutter County from 2010 to 2050 are provided in Table 5-2. Based on these projections, Sutter County (including the cities of Yuba City and Live Oak) is expected to reach a population of approximately 282,894 by 2050, which represents an overall declining annual growth rate from approximately 3.8 percent to 2.3 percent during the 40-year period.

TABLE 5-2					
DOF POPULATION PROJECTIONS					
Area	2010	2020	2030	2040	2050
Sutter County	102,326	141,159	182,401	229,620	282,894
Source: California Department of Finance (DOF), population projections, July 2007.					

By comparison, the Sacramento Area Council of Governments (SACOG) Metropolitan Transportation Plan (MTP) 2035 population projections (July 2008) estimate Sutter County’s 2035 population at 134,226, substantially lower than the DOF estimates.

Employment

Based on the employed civilian population 16 years and over, the U.S. Census reported nearly 29 percent of persons living in Sutter County in 2000 were employed as management professionals and related occupations, while 25 percent were employed as sales and office occupations. The U.S. Census reported the largest employment industry in the county in 2000 was education, health, and social services (20 percent); followed by retail trade (13 percent); manufacturing (10 percent); and agriculture (10 percent). With an increasing population, the number of service-oriented positions is rising to meet the needs of the diversified population.

SACOG’s 2001 employment projections show that in 2007, Sutter County’s total estimated employment was 29,819, with the unincorporated area representing one quarter of the employment base (Table 5-3). By 2015, total county employment is expected to be 36,294, nearly a 22 percent increase over 2007. By 2015, employment in the unincorporated area is expected to be 9,166, a 20 percent increase over 2007.

Area	Estimate	Projections	
	2007	2010	2015
Unincorporated Sutter County	7,632	8,112	9,166
Yuba City	20,825	22,684	25,335
Live Oak	1,362	1,536	1,793
Total	29,819	32,332	36,294

Source: Sacramento Area Council of Governments (SACOG), March 15, 2001 Projections.

Recent employment projections from SACOG's MTP 2035 process (July 2008) estimates Sutter County's employment at 49,796 in 2035. Employment in the unincorporated county in 2035 is estimated at 8,643, which is lower than what was anticipated under SACOG's 2001 employment projections.

Job Growth

Growth in the county's population and average worker wages has gradually diversified the job base that in prior years relied more on agriculture and its supporting industries. Sectors making large gains between 1990 and 2007 include education and health services, information, professional and business services, retail trade, and construction. The increasing size of the Yuba City market for basic needs such as education, healthcare, financial services, and household retail goods, both in dollars and the number of households, explains most of the growth in these jobs. The top employers in Sutter County are related to health and social services, agricultural, education, or retail/service industries. For example, Fremont Medical Center provides education and health services, Holt of California sells and services farm and construction machinery, and EPA Provco provides tree trimming and other vegetation control services for large utilities such as Pacific Gas & Electric. Please refer to Section 2.2, Demographic and Economic Analysis, of the TBR for more specific information pertaining to top employers in Sutter County.

Shifts in the economy, including increasing global competition in agricultural products and equipment, consolidation of food processing plants in the Central Valley, and mechanization in farm and mining operations, have precipitated these and other changes in county employment. The California Employment Development Department (EDD) produces an occupation employment data. Table 5-4 provides a sampling of employment projections between 2004 and 2014 by occupations and reports on the absolute job growth potential for the Yuba City Metropolitan Statistical Area (MSA), which includes Sutter and Yuba counties. Projections show sales and related occupations (950 jobs); food preparation and serving related occupations (790 jobs); and education, training, and library occupations (630 jobs) are the occupations with the greatest projected absolute change in

the number of jobs in Sutter and Yuba counties over the ten-year period. Farming, fishing, and forestry jobs are projected to decline by 16 percent between 2002 and 2014. Specifically, EDD reports a decrease in agricultural workers from an estimated 2,820 workers in 2004 to 2,400 workers in 2014, representing a 15 percent decrease. In total over the ten-year period, job growth is estimated to lead to an additional 6,200 new jobs for both counties.

Occupations	Annual Average Employment		Employment Change	
	2004	2014	Absolute Change (Number of Jobs)	Percent Change
Sales and Related Occupations	4,930	5,880	950	19%
Food Preparation and Serving Related Occupations	3,060	3,850	790	26%
Education, Training, and Library	3,710	4,340	630	17%
Transportation and Material Moving	3,450	4,020	570	16%
Office and Administrative Support	7,690	8,240	550	7%
Construction and Extraction	2,650	3,200	550	21%
Building and Grounds Cleaning and Maintenance	2,270	2,810	540	24%
Installation, Maintenance, and Repair	2,260	2,620	360	16%
Management	3,480	3,750	270	8%
Business and Financial Operations	1,380	1,650	270	20%
Healthcare Practitioners and Technical	1,900	2,160	260	14%
Healthcare Support	1,330	1,540	210	16%
Personal Care and Service	850	960	110	13%
Farming, Fishing, and Forestry	3,130	2,640	-490	-16%
Agricultural Workers ³	2,820	2,400	-420	-15%

Notes:
1. Yuba City MSA includes Sutter and Yuba counties.
2. Represents a sampling of the total data.
3. Subset of the occupation "Farming, Fishing, and Forestry"
Source: Economic Development Department, California Labor Market Information, 2007.

The California Department of Housing and Community Development (HCD) estimated the median household income for Sutter County in 2007 was \$51,700 (the equivalent hourly wage is approximately \$24.85, or \$944 per week based on a 40 hour workweek). Generally in 2007, information technology and government jobs had corresponding average weekly pay rates equivalent to the estimated median household income for the county, while natural resources, mining, and hospitality job industries tended to have lower overall average wages.

Housing

According to the U.S. Census, there were 28,319 housing units in Sutter County in 2000. Of which, 44 percent or 12,589 units were within the incorporated county area. Similarly, but

slightly higher, SACOG estimated the county's total housing units at 29,077 in 2000 and the unincorporated area's housing units at 13,735 (Table 5-5). SACOG projects that by 2015, the county's total housing units are expected to number 40,550 and the unincorporated area's housing units are expected to number 17,597. This represents a 28 percent increase over unincorporated area housing units in 2000, or roughly a 1.8 percent growth rate annually.

Area	Estimates		Projections	
	2000	2005	2010	2015
Unincorporated Sutter County	13,735	14,735	15,918	17,597
Yuba City	13,608	15,996	18,225	20,394
Live Oak	1,734	2,009	2,284	2,559
Total	29,077	32,740	36,427	40,550

Source: Sacramento Area Council of Governments (SACOG), March 15, 2001 Projections.

Recent housing projections from SACOG's MTP 2035 process (July 2008) estimates Sutter County's housing units at 49,921 in 2035. Housing units in the unincorporated county area in 2035 are projected at 9,313, which is significantly lower than what was anticipated under SACOG's 2001 employment projections.

In addition to housing units, household composition provides important indicators of housing characteristics and trends (Table 5-6). The 2000 U.S. Census reported 80 percent of households in the unincorporated county area were family households and approximately 20 percent were non-family households. Non-family households were primarily single adults (including seniors) but also other unrelated individuals.

Household Type	Number of Households	Percent of Total Households
Family Households	9,606	80%
Married Couple Family	8,039	84%
Female Headed	997	10%
Other Family Households	570	6%
Nonfamily Households	2,408	20%
Total Households	12,014	100%

Source: U.S. Census, 2000.

Table 5-7 provides SACOG's estimates and projections for total households in the unincorporated county area, as well as the cities of Yuba City and Live Oak. Unincorporated Sutter County's households were estimated at 14,233 in 2005. By 2015,

households in the unincorporated area are expected to number 16,989, representing a 2 percent annual growth rate.

Area	2005	2010	2015
Unincorporated Sutter County	14,233	15,364	16,989
Yuba City	15,415	17,564	19,658
Live Oak	1,940	2,207	2,474
Total	31,588	35,135	39,121
Source: Sacramento Area Council of Governments (SACOG), March 15, 2001 Projections.			

By comparison, DOF estimated 29,775 households in Sutter County and 8,135 households in the unincorporated county area in 2005, representing approximately 6,100 households lower than what SACOG estimated for unincorporated county area households in the same year (Table 5-7). The DOF reports more recent 2009 household estimates of 32,174 for Sutter County and 8,168 for the unincorporated county area, which again is lower than SACOG estimates.

Household Size

In 2000, Sutter County's average household size was 2.87 persons per household, up from 2.75 in 1990; however, the 2006 Census American Community Survey reports a slightly lower household size for Sutter County at 2.61 persons per household. Overall, two-person households represented the highest percentage of households in Sutter County at 31 percent in 2000. One-person households represented the next largest percentage for the county at 21 percent. Households with five or more persons, known as large family households, represented 16 percent of households in 2000, up from 13 percent in 1990.

Housing Types and Distribution

In 2000, higher homeownership rates for the unincorporated county area, as compared to the incorporated cities, were reflected by the predominance of conventional single-family homes (88 percent) in the unincorporated county area. Mobile homes were the second largest housing unit type in the unincorporated county area and represented over two-thirds of mobile homes countywide. The DOF 2009 housing unit estimates in the unincorporated county area in Table 5-8 show a significant decrease in all housing types between 2000 and 2009 due to several annexations that occurred during that period.

Area	Single-Family		Multiple Family (2-4 units)		Multiple Family (5+ units)		Mobile Homes	
	2000	2009	2000	2009	2000	2009	2000	2009
Unincorporated Sutter County	11,000	7,780	274	149	174	68	1,077	623
Yuba City	8,483	16,199	1,480	1,624	3,501	3,855	400	954
Live Oak	1,475	2,049	134	134	106	104	143	142
Total	20,958	26,028	1,888	1,907	3,781	4,027	1,620	1,719

Source: U.S. Census, 2000 and California Department of Finance E-5 Population and Housing Estimates, 2009.

In 2009, DOF estimated 8,620 housing units in the unincorporated county area, of which approximately 97 percent were single-family homes and mobile homes. By comparison, Sutter County estimated there were 9,768 total housing units in the unincorporated county area in 2009. Of which, 93 percent were reported single-family and mobile homes and 7 percent were reported as multiple family of two to four units. No multiple family units of five or more were reported in 2009 in the unincorporated county area, again due to annexations.

Generally, the existing distribution of housing in Sutter County centers in and around the spheres of influence of the incorporated cities of Yuba City and Live Oak and the rural communities of East Nicolaus, Nicolaus, Rio Oso, Trowbridge, Meridian, Robbins, and Sutter. In these areas the most intense and broadest range of residential, commercial, employment, and related uses are built due to the higher levels of public services and infrastructure in the vicinity.

Vacancy Rates

Typically, the homeowner vacancy rate for a city or county will fall within the range of 2 to 4 percent of the total occupied housing units, while the rental vacancy rate usually falls between 5 and 6 percent. On average, a healthy vacancy rate is around 5 percent. In 2000, the rental vacancy rate for Sutter County was 4.8 percent, while the homeowner vacancy rate was 1.5 percent. Overall, this reveals there was a tighter housing market in 2000 for homeowners than for renters.

Housing Costs

As with California in general and major portions of the United States, prices for single-family homes in Sutter County have experienced a decline over the past few years due, in part, to the economic downturn. Likewise, the number of homes selling has decreased because of the problems related to the mortgage lending market. It is not yet clear how long the

current trend of dropping prices will continue, but in the mid- to long-term, increases in home sale prices are anticipated to occur as the economy rebounds.

A search of new home listings for sale in November 2007 for single-family homes in Sutter County identified 3-bedroom/2-bath home values ranging from \$229,990 to \$276,365 in and around Yuba City, averaging approximately \$199,900 in Live Oak, and between \$202,400 and \$264,990 in Marysville and Olivehurst.¹ Existing listings for 3-bedroom/2-bath homes in November 2007 revealed a median price of \$287,000 for Yuba City listings and a median price of \$212,000 for Live Oak listings.² The median price for a condominium in Yuba City in February 2008 was \$105,000 for a 2-bedroom/1-bath and \$207,499 for a 3-bedroom/2-bath.³ No condominiums were found for sale in the City of Live Oak or in the unincorporated county area. Mobile home resale listings for Yuba City and Live Oak represented the most affordable housing option with a median price range of \$33,800 to \$76,000.⁴ No mobile homes for sale were found in the unincorporated county area.

A search of median single-family home prices in Sutter County in 2010 revealed a median sale price of \$199,900; 2- and 3-bedroom median for-sale pricing was \$112,400 and \$165,000, respectively, and 4-bedroom homes were listing for a median price of \$227,000.⁵ The 2010 for-sale single-family home prices were lower than what was for sale in November 2007.

Rental Rates

Searches in November 2007 for information on the average and median rental prices of for-rent units in the unincorporated county area resulted in no matches. However, apartment rents for Yuba City revealed the median price for a 1-bedroom apartment was \$670, a 2-bedroom apartment was \$780, and a 3-bedroom apartment was 1,110.⁶ Yuba City's median apartment rental rates in November 2007 were above the 2007 fair market rents for existing 1-bedroom (\$510), 2-bedroom (\$627), and 3-bedrom (\$912) housing in Sutter County.⁷

A search of median rental rates in Sutter County in 2010 revealed similar rents to what was available in November 2007 for existing 1-bedroom (\$650), 2-bedroom (\$775), and 3-bedroom (\$1,100) apartment housing.⁸

1 www.move.com, accessed November 2007.

2 Ibid.

3 www.realtor.com, accessed February 2008.

4 www.realtor.com, accessed November 2007.

5 www.hotpads.com, accessed April 2010.

6 www.forrent.com, and www.rent.com, accessed November 2007.

7 U.S. Department of Housing and Urban Development (HUD), Federal Register, FY 2007.

8 www.hotpads.com, accessed April 2010.

Jobs-Housing Balance

The concept of jobs-housing balance refers to the relationship of residences 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 necessarily result in lower levels of air pollutant emissions (including lower greenhouse gas emissions) and less congestion on area roadways and intersections.

Both the SACOG region as a whole and Sutter County have increased the ratio of jobs to housing units since the mid 1990s. The ratio, however, is lower in Sutter County than in the region as a whole. Based on the most recent DOF information, for every housing unit in the county it is estimated there are 20 percent fewer jobs in the county compared to the jobs per housing unit ratio in the region (Table 5-9).

Area	1995	2000	2005	2009 ³
Sutter County				
Jobs ¹	21,800	25,000	26,400	--4
Housing Units ²	27,400	28,306	31,175	
Ratio	0.80	0.88	0.85	
SACOG Region				
Jobs ¹	709,600	849,200	932,200	--4
Housing Units ²	715,833	762,773	863,156	
Ratio	0.99	1.11	1.08	
Unincorporated Sutter County				
Jobs ¹	--4	--4	--4	7,632
Housing Units ²				9,768
Ratio				0.78
Notes:				
1. Farm and nonfarm jobs.				
2. Includes mobile homes and unoccupied single family, multi family, and mobile home units.				
3. Sutter County estimates, 2009.				
4. Unknown.				
Source: California Department of Finance, Economic Development Department Industry Employment Tool Query, September 2007.				

In addition, based on the jobs and housing unit estimates from Sutter County (Table 5-10), the jobs-housing ratio in 2009 was below the 1-to-1 target at 0.78.

TABLE 5-10

**SUTTER COUNTY GENERAL PLAN
ADJUSTED MARKET LEVEL OF DEVELOPMENT GROWTH ASSUMPTIONS**

	Existing (2009) ¹	Sutter Pointe Specific Plan ²	2009-2030 Net New Growth ³	General Plan Adjusted Market Level of Development ⁴
Residential Units				
Low Density ⁵	9,048	345	5,771	15,164
Medium Density	720	5,389	0 ⁶	5,533
High Density	0	2,036	450	2,486
Total Units	9,768	7,770	6,221	23,183
Population ⁷	28,505	20,621	17,944	65,475
Jobs	7,632 ⁸	13,027 ⁹	9,906 ⁹	30,565 ⁹
Commercial (sf)	1,359,519	1,530,000	2,818,328	5,707,847
Industrial (sf)	3,279,679	7,425,000	4,393,073	15,097,752
Mixed Use (sf) ¹⁰	0	1,537,000	0	1,537,000

Notes:

1. Source: Sutter County, 2009.
2. Sutter County, Sutter Pointe Specific Plan Draft EIR, December 2008. This project was approved by the Board of Supervisors on June 30, 2009. This assumes Phase 1 and Phase A would be built out by 2030.
3. Does not include Sutter Pointe Specific Plan.
4. The 2030 Sutter County General Plan only includes growth assumptions for the unincorporated county. Due to current market conditions and growth projections for the region, the county used density/intensity assumptions for new growth that are expected to occur within the timeframe of the General Plan, reflecting a foreseeable/adjusted buildout scenario.
5. Includes the following low density residential uses: AG-20, AG-40, AG-80, AG-RC, AP/APR, RAN, ER, and LDR.
6. No existing units would be lost, but approximately 78 acres currently designated as medium density residential would be redesignated as other uses.
7. Persons per household assumptions: low density = 2.93; medium density = 2.77; high density = 2.30. Persons per household rates from the Sutter County, Sutter Pointe Specific Plan Draft EIR, December 2008.
8. Employment estimate from 2007. Source: Sacramento Area Council of Governments (SACOG), March 15, 2001 Projections.
9. Assumes the following: Commercial uses have a split of 0.80 Retail with 1 employee per 500 sf, 0.20 Office with 1 employee per 400 sf; Industrial uses have a split of 0.60 Heavy Industrial with 1 employee per 1,000 sf, 0.40 Light Industrial with 1 employee per 1,300 sf.
10. Consists of commercial, office, and civic land uses. Assumes 1 employee per 500 sf.

Source: Sutter County, 2010.

The implication of the lower jobs-housing ratio for Sutter County is that, according to the U.S. Census, 13,000 of the county's 30,000 workers in 2000 left the county to reach their place of work, and of the 24,000 jobs located in the county, 7,000 were filled by workers from outside the county. The net commute of 6,000 workers from Sutter County suggests that other counties in 2000 were receiving some of the economic benefits of the jobs held by these workers. Most experts in economic development believe the net commute has worsened in the years since 2000 as large amounts of new housing was built in the county.

The net result of a comparatively lower jobs-housing ratio is that Sutter County is more likely than some of its neighboring counties to have resident workers with long commutes. The county is also more likely to provide services to these residents without as much revenue support from employment-related land uses.

REGULATORY CONTEXT

Federal, state, and local regulations pertaining to population, employment, and housing including local land use controls and the production of housing to accommodate all income ranges and assurance of adequate siting for housing are discussed in the Draft 2008-2013 Sutter County Housing Element Update.

Sutter County 2015 General Plan and 2002-2007 Housing Element

The County's 2015 General Plan and 2002-2007 Housing Element contains policies and implementation measures relevant to increases in population; employment; and the preservation, rehabilitation, and construction of housing. The 2015 General Plan included policies focusing on employment trends/forecasts, fiscal considerations, and the designation of adequate commercial and industrial land to preserve and expand business and employment opportunities in Sutter County. The 2002-2007 Housing Element included policies focusing on the provision of safe and sanitary housing with adequate public services and ensuring an adequate supply of various housing types at various densities are available to meet the housing needs of all income groups. Upon approval of the proposed General Plan and 2008-2013 Housing Element, all policies and implementation measures in the 2015 General Plan and 2002-2007 Housing Element would be superseded. Therefore, they are not included in this analysis.

Proposed General Plan and 2008-2013 Housing Element Policies

The following goals and policies from the proposed General Plan area relevant to population, employment, and housing within the entire policy area are listed below.

LAND USE ELEMENT

Countywide Land Use

Goal LU 1 Promote the efficient and sensitive use of lands to protect and enhance Sutter County's quality of life and meet the needs of existing and future residents and businesses.

Policies

Land Use

- LU 1.2 **Balanced Land Use Pattern.** Maintain a balance of land uses that allows residents the opportunity to live, work, and shop in the County.

- LU 1.3 **Adequate Land Use Supply.** Retain an adequate supply of Commercial and Employment designated land to promote a wide range of employment and revenue generating land uses, provide a choice of sites, and enhance the County's jobs to housing ratio and fiscal vitality.

Form and Design – General

LU 1.12 **Green Building Standards.** Promote project design that incorporates “smart growth” planning principles and cost effective “green” building standards applicable to the type and scale of development.

Rural Communities

Goal LU 3 Protect the character of the County’s unincorporated rural communities while allowing appropriate opportunities for new growth.

Policies

Land Use

LU 3.1 **Assignment of Land Uses.** Assign new residential, commercial, and industrial land uses, densities, and intensities to rural communities in a manner compatible with the character of each community, existing development patterns, the availability of infrastructure and services, and environmental constraints.

Form and Design

LU 3.9 **Rural Hubs.** Promote opportunities to enhance rural communities as retail, service, and employment hubs for local residents as well as the residents in surrounding agricultural areas.

LU 3.12 **Mixed Use.** Provide opportunities for mixed-use projects, such as second floor residential units above commercial businesses, within rural communities.

Growth Areas

General Growth

Goal LU 4 Facilitate orderly, well planned, sustainable, and efficient growth that balances aesthetic, functional, resource, and economic considerations.

Policies

Land Use

LU 4.2 **Urban and Suburban Residential.** Direct new urban and suburban residential development to defined Growth Areas where adequate public facilities and services are available. For Estate Residential uses, public facilities may be provided by either community or individual water and wastewater systems.

LU 4.3 **New Commercial and Industrial Development.** Direct new urban and suburban commercial and industrial development to defined Growth Areas suitable for such development. Reserve lands in a range of parcel sizes to accommodate a variety of retail, office, manufacturing, business and other commercial and industrial uses.

Form and Design – Residential

- LU 4.10 **Existing Neighborhoods.** Promote the conservation of existing neighborhoods by permitting infill housing development that is compatible with the density, scale, setbacks, and character of existing homes.
- LU 4.11 **New Neighborhoods.** Promote well defined new residential neighborhoods that provide a wide range of housing types, densities, and affordability and are served by parks, schools, trails, and open space.
- LU 4.12 **Diverse Housing.** Promote the development of innovative forms of housing that increase the diversity and affordability of housing options in the County.
- LU 4.13 **Second Units.** Allow for the development of second residential units in appropriate residential zones provided that parking, design, and other neighborhood impacts are fully addressed in accordance with State statutory requirements
- LU 4.14 **Medium and High Density Housing.** Locate medium and high density housing at strategic locations that maximize access to multi-modal transportation and services.
- LU 4.15 **Mix of Uses.** Provide for the integration of residential, non-residential, and mixed-use within Growth Areas to allow residents to easily walk or bike to shopping, services, employment, and leisure activities.
- LU 4.16 **Residential Neighborhoods.** Provide for the development of new residential neighborhoods that are diverse, distinct, and highly livable.
- a. Establish a network of attractive streets, sidewalks, paths and other routes that promote neighborhood connectivity, a pedestrian friendly environment, and safe and convenient access to parks, schools, and adjacent uses.
 - b. Promote diversity of architecture, materials, colors, and rooflines within neighborhoods.

Cities' Spheres of Influence

Goal LU 5 Promote a collaborative process for the planning and annexation of the area within the cities spheres of influence.

Policies

- LU 5.8 **Employment and Revenue Generating Uses.** Coordinate with the cities to encourage projects that result in employment and revenue generating land uses resulting in benefits to both the County and cities.

Rural Planned Communities

Goal LU 6 Provide for the consideration of new Rural Planned Communities within/ adjacent to the existing Rural Communities of Sutter and East Nicolaus/Trowbridge.

Policies

- LU 6.2 **Initiation of Planning Process and Boundaries.** Secure Board of Supervisor's authorization to proceed prior to initiating planning of each Rural Planned Community. As part of such authorization, the Board may review and adjust the boundaries of the Rural Planned Community. Authorization to initiate planning and the review of boundaries shall consider the market demand for the proposed land uses, potential benefits to the County, ability to facilitate comprehensive planning and provide a full range of public infrastructure and services, and consistency with General Plan policies.
- LU 6.3 **Specific Plans.** Require the preparation and approval of a specific plan to ensure the comprehensive and logical planning of each Rural Planned Community and to implement the goals and policies of the General Plan.
- LU 6.5 **Pre-Specific Plan Development Projects.** Allow for the processing and approval of development projects within the boundaries of a defined Rural Planned Community prior to the comprehensive planning of that area for properties where the General Plan Land Use Diagram identifies existing residential, commercial, or industrial land use. The type and intensity of permitted development may be limited by the County based upon the level of public infrastructure and services available at the time of project consideration (either community or individual water and wastewater systems).
- LU 6.9 **Mix of Uses.** Ensure each rural planned community provides for a balanced mix of uses, particularly for phased development.
- a. Residential neighborhoods that provide a diversity of quality housing choices.
 - b. Commercial activity centers that supply goods and services to residents and businesses.
 - c. Employment uses with infrastructure and road access within the initial phases of development.
 - d. Public and open space uses adequate to serve the needs of the community.

Sutter Pointe

Goal LU 8 Facilitate well planned large scale mixed-use residential, industrial and commercial development, bringing housing and jobs to South Sutter County consistent with the terms of advisory Measure M.

Policies

- LU 8.1 **Specific Plan.** Implement the Sutter Pointe Specific Plan, zoning and other associated entitlements for all lands within the Sutter Pointe Specific Plan Area.
- LU 8.7 **Employment and Commercial Uses:** Identify a minimum of 3,600 acres for industrial and commercial uses within the Specific Plan Area to promote regional employment growth, increased tax revenues, and economic development.

- a. Provide for large and contiguous employment sites and locations adjacent to existing and planned infrastructure and future freeway access points.
- b. Provide zoned employment land, and the backbone infrastructure and services required to support development of that land, with the initial phases of Specific Plan development.
- c. Protect existing industrial development along Pacific Avenue from encroachment from incompatible uses.
- d. Provide for activity centers throughout the Specific Plan Area that supply goods and services to surrounding residents and businesses.

LU 8.9 **Residential Uses:** Provide for a maximum of 2,900 acres of residential construction, and a maximum of 17,500 units, on land protected from the 100-year flood event.

- a. Assist in meeting the needs of very low-, low-, and moderate-income groups through compliance with the County's Affordable Housing Ordinance.
- b. Identify the mix of housing types, number of each type of unit, and distribution of the various types of residential units.
- c. Prohibit residential development within the 100-year floodplain, with the exception of those lands that will be removed from the 100-year floodplain through drainage and flood control improvements required as a condition of such development.

ECONOMIC DEVELOPMENT ELEMENT

Fiscal Management

Goal ED 1 Maintain and enhance the County's long-term fiscal health.

Policies

ED-1.2 **Development Phasing.** Balance and phase residential and non-residential uses and associated cost burdens within specific plans and other large-scale developments that provide a mix of uses, such that the revenue- and job-generating components of the projects have a reasonable probability of timely completion and financial success.

Business Outreach

Goal ED 2 Maintain a business-friendly environment for both existing and new companies.

ED-2.1 **Infrastructure for New Business.** Ensure the provision of adequate infrastructure for business development, including flood control, road and rail networks, telecommunications backbone, sewer, and water supply.

ED-2.2 **Prudent Incentives.** Create reasonable and fiscally prudent local incentives to attract and support the growth of new and existing businesses.

ED-2.3 **Joint Marketing.** Promote joint marketing efforts with non-profit business and merchant associations to develop a brand for the region for marketing purposes and create new economic development opportunities.

- ED-2.5 **Assistance.** Coordinate with other organizations (e.g., Chamber of Commerce and Yuba-Sutter Economic Development Corporation) in securing local companies the technical and financial assistance they need, such as grants, loans and similar support from federal, State and private sources.
- ED-2.6 **Inter-Jurisdiction Coordination.** Create alliances with local jurisdictions and agencies to promote economic growth within the county.
- ED-2.8 **Business Attraction.** Utilize local and outside resources to attract, retain, and expand new and existing businesses in the County.

Work Force Development

Goal ED 3 Enhance the desirability of the County for new business and business expansion by supporting investment in the professional skills of the work force.

- ED-3.1 **Stable Jobs.** Encourage future growth that creates stable jobs and provides living wages to families.
- ED-3.3 **Professional Opportunities.** Attract and retain a balance of businesses so that individuals have the choice to both work and reside in the County.
- ED-3.4 **Jobs Housing Balance.** Encourage a balance of jobs and housing in the County, and seek to match local wages with the local cost of housing.
- ED-3.5 **Joint Efforts.** Coordinate with work force development organizations to promote and expand private sector support for education, such as job shadowing, student internships, school partnerships with companies, and faculty internships.

Economic Diversity

Goal ED 4 Diversify the local economic base to encourage consistent, sustainable long-term growth that positively impacts businesses, residents and public agencies.

- ED-4.1 **Export Sector Base.** Retain and encourage growth in defined economic export sectors, which are sectors that produce goods and services that are purchased and consumed outside of the County, based on periodic analysis of employment clusters by relevant economic development organizations.
- ED-4.2 **Economic Diversification.** Support efforts to market new products, services and businesses that provide new wealth and job opportunities for all social and income groups living in the County.
- ED-4.3 **Reduce Retail Leakage.** Support new retail development in Sutter County that reduces resident spending outside the County.
- ED-4.4 **Specialty Retail.** Promote the growth of existing and new specialty retail, restaurants, and services to create a full service retail base in the County.

ED-4.5 **Buy Local.** Purchase products and services for County operations from Sutter County locally-owned businesses, whenever possible and feasible.

HOUSING ELEMENT

Goal 1 Remove governmental constraints, address accessibility needs, and provide a regulatory framework to encourage a variety of housing types that accommodate all income groups.

Policies

- 1.1 **Permit Second Residential Units.** Continue to permit second residential units in the R-1 single-family residential zone
- 1.2 **Single-Room Occupancy Units.** Support housing needs for extremely low income households.
- 1.4 **Permit Mobile Homes.** Continue to permit mobile homes on individual residential lots on permanent foundations in accordance with State law.
- 1.5 **Allow Mobile Home Parks.** Continue to allow mobile home parks on minimum 5 acre parcels.
- 1.11 **Remove Governmental Constraints.** Mitigate the impacts of governmental regulations and policies that constrain the provision and preservation of affordable housing and housing for persons with special needs.

Goal 2 Provide for an adequate supply of new housing to meet the needs of present and future Sutter County residents incorporating a variety of housing types and densities that accommodate all income groups including extremely low income households.

Policies

- 2.1 **Affordable Housing Program.** Require all new residential development projects (rental and ownership) of 10 or more dwelling units to provide housing for very low, low, and moderate income households.
- 2.2 **Accommodate Fair Share Housing Needs.** Continue to support actions to accommodate Sutter County's fair share of regional housing needs.
- 2.3 **Adequate Supply of Land Suitable For Housing.** Identify and maintain an adequate supply of residential land with appropriate zoning classifications, land use designations, development standards, infrastructure, and public services to accommodate all income groups including extremely low, very low, low, and moderate income households.

Goal 3 Provide opportunities for agricultural housing while preserving rural land for agricultural uses.

- 3.1 **Homesites.** Allow a landowner to create a homesite parcel on an agricultural parcel consistent with General Plan policies.
- 3.2 **Temporary Secondary Housing.** Allow temporary secondary housing (i.e., mobile homes) in agricultural areas for agricultural caretakers or for family members needing care because of health reasons.

Goal 4 Ensure that new housing in Sutter County is safe and sanitary and receives public services adequate to support the level of development.

- 4.1 **New Construction Meets Codes.** Require all new residential development projects to comply with all existing applicable codes including, but not limited to; Building, Fire, Health, Public Works, and Zoning.
- 4.2 **Housing Within County's SOI.** Require all new housing within Sutter County's cities' spheres of influence (SOI) to provide all public services and improvements consistent with adopted development policies.
- 4.3 **Housing Within County Unincorporated Areas.** Require all new housing within Sutter County's unincorporated areas to pay development impact fees consistent with adopted development policies.

Goal 5 Conserve and improve existing housing in Sutter County to ensure safe and sanitary conditions.

- 5.1 **Conserve and Improve Existing Housing.** Assist in the conservation and improvement of existing housing that, to the extent possible, results in a safe, sanitary, and livable environment.

Goal 6 Support the Consolidated Area Housing Authority of Sutter County and other non-profit and private affordable housing providers in the County.

- 6.1 **Relationship with Housing Authority.** Work cooperatively with the Housing Authority and provide assistance as needed in efforts to continue to develop, administer, and provide County housing assistance and rehabilitation programs for lower income Sutter County residents, including extremely low income households.
- 6.2 **Relationship With Other Non-Profit and Private Housing Providers.** Work cooperatively with other non-profit and private affordable housing providers to develop, administer, and provide affordable housing.

POPULATION, EMPLOYMENT, AND HOUSING ANALYSIS

General Plan Growth Assumptions

The proposed General Plan supports a broad continuation of the current land use pattern, while affording new opportunities for growth and change. It balances the county's vision to maintain and enhance its high quality rural lifestyle, agricultural heritage, and natural

resources, with a commitment to promoting a vibrant and sustainable economy that attracts diverse jobs and services.

Based upon the growth projections, “buildout” of the proposed General Plan would not occur for many years beyond the 2030 horizon year (if at all). For the purposes of this EIR, analysis of development that is speculative and not reasonably foreseeable may result in impacts that are overstated and incorrect. For this reason, the EIR analyzes development based upon accepted market based growth projections adjusted to the proposed General Plan horizon year of 2030 (see Table 5-10).

The starting point for the EIR market projections is SACOG’s Sacmet travel demand forecasting model. The Sacmet model is based on SACOG’s 2035 growth projections reflective of the Regional Blueprint. The growth projections incorporated in the Sacmet model have been adjusted for the purposes of this EIR specific to Sutter County to ensure that the projections accurately reflect the General Plan. These adjustments specifically include:

- The amount of residential development in Sutter County has been held constant with the growth increment identified in the Sacmet model. However, some of this development has been shifted internally within the county to the Sutter Pointe Specific Plan area to reflect anticipated General Plan growth patterns.
- The amount of commercial and industrial development projected for the county has been increased beyond the growth projections in the Sacmet model to reflect the additional commercial and industrial land uses assigned by the proposed General Plan (Sutter Pointe, Industrial/Commercial, and Industrial/Commercial Reserve) and the General Plan’s policy direction that promotes the development of these land uses. This increase is accomplished by incorporating full buildout of the commercial and industrial land uses within Phases 1 and A of the Sutter Pointe Specific Plan.

The increase in commercial and industrial development considers the *Demand for Commercial, Industrial, and Residential Land in Sutter County, 2007-2030* prepared for the General Plan update (Applied Development Economics, 2008). This analysis reviews the range of available market based growth projections for Sutter County and, using those projections as a base, projects potential levels of industrial and commercial development that could occur should the county be successful in increasing its historic capture of the region’s growth of those uses.

The revised 2035 growth projections were then adjusted to the General Plan horizon year (2030) for the purposes of the EIR analysis. The 2009-2035 increment of growth (2035 total projected growth less 2009 existing conditions) was back cast proportionally to 2030. Because the Climate Action Plan (CAP) requires 2020 projections, this same 2009-2035 increment of growth was also back cast proportionally to 2020. In both cases, the growth

increment for the Sutter Pointe project reflects that development of that area is currently anticipated to be initiated by approximately 2015.

The above adjustments result in 2030 and 2020 CAP growth levels that exceed the SACOG projections included in the Sacmet model, but are reflective of the proposed General Plan and help to ensure that the resulting analyses are consistent and reasonably reflect foreseeable growth and potential impacts. Table 5-10 indicates the growth assumptions for the General Plan based on the number of new residential units, jobs, and increase in population under the adjusted market level of development.

Under the full buildout scenario, or theoretical holding capacity of the land (see discussion in Section 6.1, Introduction to the Analysis for a description of the maximum holding capacity of the General Plan or full buildout scenario), a total of over 90,000 people, close to 33,000 new residential units, over 87,500 new jobs, and over 61 million square feet (msf) designated for industrial and commercial uses with an additional 13 msf designated as future reserve for commercial and industrial development is proposed (Table 5-11).

Residential Land Use Designation	Number of Dwelling Units
Low Density ¹	16,260
Medium Density	12,110
High Density	4,475
Total Residential Units	32,845
Nonresidential Land Use Designation	Square Feet
Commercial	9,653,547
Industrial	64,966,066
Mixed Use ⁴	2,501,000
Countywide Statistics	
Population ²	91,479
Jobs	87,595 ³
Notes:	
1. Includes the following low density residential uses: AG-20, AG-40, AG-80, AG-RC, AP/APR, RAN, ER, and LDR.	
2. Persons per household assumptions: low density = 2.93; medium density = 2.77; high density = 2.30. Persons per household rates from the Sutter County, Sutter Pointe Specific Plan Draft EIR, December 2008.	
3. Assumes the following: Commercial uses have a split of 0.80 Retail with 1 employee per 500 sf, 0.20 Office with 1 employee per 400 sf; Industrial uses have a split of 0.60 Heavy Industrial with 1 employee per 1,000 sf, 0.40 Light Industrial with 1 employee per 1,300 sf.	
4. Consists of commercial, office, and civic land uses. Assumes 1 employee per 500 sf.	
Source: Sutter County, 2010.	

Population

The General Plan includes a number of goals and policies designed to support new residential development to accommodate the growing needs of residents while also preserving the unique rural and agricultural aspects of Sutter County. Proposed Goal LU 3

would protect the character of the County's unincorporated rural communities while allowing appropriate opportunities for new growth. Proposed Goal 2 within the Housing Element would provide for an adequate supply of new housing to meet the needs of existing and future Sutter County residents. Proposed policy LU 4.2 directs new urban and suburban residential development to defined growth areas where adequate public services and facilities are available. Other proposed policies (LU 1.12 and LU 3.12) would promote project design that incorporates smart growth planning principles and would provide opportunities for mixed-use projects that would support the efficient and sensitive use of lands to protect and enhance the quality of life of Sutter County's residents (Goal LU 1).

As shown in Table 5-10, based on the anticipated adjusted market level of development, the population within the policy area is estimated to reach 65,475 by 2030. This represents approximately a four percent annual growth rate between the existing 2009 population and the estimated 2030 adjusted market level of development population. Under full buildout approximately 91,479 individuals would reside in the unincorporated county area in 2030 (Table 5-11). Based on population projections and future trends forecasted in the region stated in the Environmental Setting, it is highly unlikely that the population of the policy area would exceed the General Plan adjusted market level of development assumption or the full buildout assumption. In recent years, the historical annual population growth rate within the policy area has ranged between 2.2 percent and less than one-half of one percent. Based on these assumptions, the policy area under the Preferred Land Use Diagram would accommodate the projected population growth.

Employment

The 2009 existing employment estimate by Sutter County for the policy area stated in the Environmental Setting section of this chapter is 7,632 jobs. As shown in Table 5-10 based on the anticipated adjusted market level of development, Sutter County projects an increase of approximately 22,933 jobs by 2030, bringing the total estimated jobs within the policy area to 30,565. Under full buildout this would increase to over 87,500 new jobs (Table 5-11).

The proposed General Plan Economic Development Element includes a number of goals and policies designed to accommodate the projected employment growth, while emphasizing keeping jobs within the policy area. One of the objectives of the proposed General Plan is to support a vibrant and sustainable economy through providing a regulatory climate that attracts new industries and a broad range of jobs with livable wages and opportunities for advancement within the county. Proposed goals ED 1 through ED 4 would maintain and enhance the county's long-term fiscal health and business-friendly environment; enhance the desirability of the county for new businesses; and diversify the local economic base to encourage consistent, sustainable long-term growth that positively impacts businesses, residents, and public agencies. Proposed policies would support the creation of local incentives (policy ED 2.2) and utilize local and outside resources (policy

ED 2.8) to attract, retain, and support new and existing businesses in the county. Proposed policy ED 3.1 would encourage future growth that creates stable jobs and provides living wages to families. Proposed policy ED 3.3 would support the attraction and retention of a balance of the types of businesses in the county so that individuals can choose to both work and reside in Sutter County. Proposed policy ED 3.4 would encourage a balance of jobs and housing in the county and would seek to match local wages with the local cost of housing.

Adequate commercial, industrial, and mixed-use land would be designated or held in reserve in the General Plan policy area to accommodate the increase of approximately 22,933 jobs anticipated to occur by 2030 under the adjusted market level growth assumptions. The total number of jobs by 2030 assumes new commercial land uses under the Preferred Land Use Diagram would have a split of 0.80 retail with 1 employee per 500 square feet (sf) and 0.20 office with 1 employee per 400 sf; and new industrial uses are assumed at a split of 0.60 heavy industrial with 1 employee per 1,000 sf and 0.40 light industrial with 1 employee per 1,300 sf. The mixed-use designation consists of commercial, office, and civic land uses under the Sutter Pointe Specific Plan and the number of employees generated from the mixed-use is assumed at 1 employee per 500 sf. Almost 60 percent of the total square footage of new job-generating land uses assumed to develop by 2030 would be within the Sutter Pointe Specific Plan development's buildout of Phase 1 and Phase A. The remaining 40 percent of the total square footage of new job-generating land uses would be within the balance of the unincorporated county area, primarily within the identified growth areas. Please refer to Table 5-10 for more information on the assumptions of the total square footage of job-generating land uses under the adjusted market level of development.

Housing

The 2009 existing residential housing unit estimate by Sutter County for the policy area stated in the Environmental Setting is 9,768 units. As shown in Table 5-10, the proposed General Plan assumes approximately 23,183 total residential units or 15,164 low density, 5,533 medium density, and 2,486 high density units would be developed within the policy area by 2030 under the adjusted buildout. Under full buildout conditions this increases to 32,845 new residential units by 2030 (Table 5-11). Assuming an average persons-per-household ratio of 2.93 for low density, 2.77 for medium density, and 2.30 for high density, the resulting population generated by 23,183 units is approximately 65,475 residents under adjusted buildout conditions and 91,479 residents under full buildout. The anticipated adjusted market level of development as well as the full buildout assumptions under the Preferred Land Use Diagram would accommodate projected housing demand within the policy area.

The proposed General Plan includes goals and policies designed to accommodate housing throughout the policy area and to support development of a range of housing types including low density, medium density, and higher density to encourage a jobs-housing balance. The proposed General Plan designates adequate land for a mix of residential densities to accommodate the projected increase in housing units assumed under both the General Plan adjusted market level of development as well as under full buildout conditions. Proposed Goal 2 within the Housing Element would provide for an adequate supply of new housing to meet the needs of existing and future Sutter County residents. Proposed policies 2.2 and 2.3 would require that the county accommodate its fair share regional housing needs, and identify and maintain an adequate supply of residential land with appropriate zoning classifications, land use designations, development standards, infrastructure, and public services.

Jobs-Housing Balance

Sutter County anticipates the policy area's employment and housing base in 2030 under the adjusted market level of development at 30,565 jobs and 23,183 residential units. Under full buildout this increases to 87,595 jobs and 32,845 residential units (Table 5-11). As a result, the jobs-housing ratio under the adjusted market scenario would be 1.32 and 2.67 under full buildout. This projected ratio would represent a greater number of jobs in 2030 than housing units within the policy area, which is a shift over the existing 2009 policy area jobs-housing ratio of 0.78 stated in the Environmental Setting. Over time, several factors including changing demographic characteristics, unpredictable market-driven housing and job-generating development trends, and General Plan anticipated projections and policies would likely result in a more balanced 1-to-1 ratio of jobs and housing within the policy area.

The proposed General Plan includes several goals and policies that encourage a greater balance between jobs and housing. Proposed Goal 1 within the Housing Element would encourage a variety of housing types that accommodate all income groups. Proposed Goal 2 would provide for an adequate supply of new housing to meet the needs of existing and future Sutter County residents. Proposed policy 2.3 would require that the county maintain an adequate supply of residential land with appropriate zoning classifications, land use designations, development standards, infrastructure, and public services. Proposed policy ED 3.4 within the Economic Development Element would encourage a balance of jobs and housing in the County and would seek to match local wages with the local cost of housing. Proposed policy ED 3.1 would support a greater balance between jobs and housing through encouraging future growth that creates stable jobs and provides living wages to families. Proposed policy 3.3 would support attracting and retaining a balance of businesses to the county so that individuals would have a choice to both work and reside in Sutter County.

Growth Areas

The General Plan identifies five new Growth Areas that include those portions of the policy area that are in close proximity to, and may connect with, existing public infrastructure and services; can financially support the cost of independently providing such public services; or can rely on individual services with the intensity of uses correspondingly limited. The five new Growth Areas are:

1. Rural Planned Communities. The two Rural Planned Communities designated by the General Plan are the community of Sutter and the overlapping communities of East Nicolaus and Trowbridge.
2. Spheres of Influence (SOI). The SOI for the county's incorporated cities, Yuba City and Live Oak, including the possible future expansion of Yuba City's SOI.
3. Sutter Pointe Specific Plan (SPSP). The SPSP was approved in June 2009 and is located in the southern unincorporated portion of the county.
4. Tudor Industrial/Commercial. Industrial/Commercial use along Highway 99 within the community of Tudor.
5. Employment Corridor. Employment Corridor land uses are located along the Highway 99 corridor, north and south of the city of Yuba City, and along the Highway 70 corridor within the rural community of East Nicolaus.

In total, slightly over 8 percent of unincorporated lands or approximately 32,681 acres have been identified as potential growth areas. Please refer to Chapter 3, Project Description, for more specific information pertaining to the General Plan growth areas.

The anticipated adjusted market level of development analysis conducted for population, employment, and housing is countywide, and the anticipated impacts for the growth areas are the same as the policy area analysis. Table 5-12 outlines the five new Growth Areas' impact on population, employment, and housing under the adjusted market level of development anticipated by 2030. It is estimated that approximately 48 percent of the population, 66 percent of the jobs, and 50 percent of the housing units would be within the five new Growth Areas under the adjusted market level of development.

Table 5-13 outlines the five new Growth Areas' impact on population, employment, and housing under full buildout or the theoretical holding capacity of the land. It is estimated that approximately 62 percent of the population, 88 percent of the jobs, and 64 percent of the housing units would be within the five new Growth Areas under full buildout conditions.

TABLE 5-12			
GROWTH AREAS			
ADJUSTED MARKET LEVEL OF DEVELOPMENT GROWTH ASSUMPTIONS			
Five Growth Areas	2030 Population ¹	2030 Employment (Jobs) ²	2030 Housing (Units) ³
1. Rural Planned Communities			
Sutter	7,990	1,705	2,727
East Nicolaus/Trowbridge	521	401	178
2. Spheres of Influence (SOI)⁴			
Yuba City ⁵	2,361	1,578	806
Live Oak	90	901	31
3. Sutter Pointe Specific Plan (SPSP)⁶	20,621	13,027	7,770
4. Tudor Industrial/Commercial (I/C)	n/a	757	n/a
5. Employment Corridor (EC)	n/a	1,850	n/a
<i>Subtotal Growth Areas</i>	31,553 (48%)	20,219 (66%)	11,502 (50%)
Balance of the Unincorporated County Area	33,922 (52%)	10,346 (34%)	11,681 (50%)
Total	65,475	30,565	23,183
Notes:			
1. Based on total housing units and the persons per household assumptions of 2.93 for low density units, 2.77 for medium density units, and 2.30 for high density units.			
2. Based on the total square footage of Commercial and Industrial, assuming Commercial uses have 1 employee per 500 sf and Industrial uses have a split of 60% with 1 employee per 1,000 sf and 40% with 1 employee per 1,300 sf.			
3. Adjusted market level of development growth assumption, Sutter County, 2010.			
4. The Yuba City and Live Oak SOI Growth Areas include assumptions for future growth within specific designated areas, or subareas, of the spheres and do not assume development of the entire SOI area.			
5. Includes possible future expanded Yuba City Sphere of Influence area.			
6. Population, employment, and housing assumes only Phase 1 and Phase a would be built out by 2030.			
Source: Sutter County, 2010.			

TABLE 5-13			
GROWTH AREAS			
FULL BUILDOUT OR THEORETICAL HOLDING CAPACITY			
Five Growth Areas	2030 Population ¹	2030 Employment (Jobs) ²	2030 Housing (Units) ³
1. Rural Planned Communities			
Sutter	7,099	2,610	2,423
East Nicolaus/Trowbridge	521	611	178
2. Spheres of Influence (SOI)⁴			
Yuba City ⁵	2,294	1,471	783
Live Oak	82	1,758	28
3. Sutter Pointe Specific Plan (SPSP)	46,815	51,902	17,500
4. Tudor Industrial/Commercial (I/C)	n/a	4,456	n/a
5. Employment Corridor (EC)	n/a	14,051	n/a
<i>Subtotal Growth Areas</i>	56,811 <i>(62%)</i>	76,859 <i>(88%)</i>	20,912 <i>(64%)</i>
Balance of the Unincorporated County Area	34,668 <i>(38%)</i>	10,736 <i>(12%)</i>	11,933 <i>(36%)</i>
Total	91,479	87,595	32,845
Notes:			
1. Based on total housing units and the persons per household assumptions of 2.93 for low density units, 2.77 for medium density units, and 2.30 for high density units.			
2. Based on the total square footage of Commercial and Industrial, assuming Commercial uses have 1 employee per 500 sf and Industrial uses have a split of 60% with 1 employee per 1,000 sf and 40% with 1 employee per 1,300 sf.			
3. Full buildout scenario assumption, Sutter County, 2010.			
4. The Yuba City and Live Oak SOI Growth Areas include assumptions for future growth within specific designated areas, or subareas, of the spheres and do not assume development of the entire SOI area.			
5. Includes possible future expanded Yuba City Sphere of Influence area.			
Source: Sutter County, 2010.			

Rural Planned Communities

Sutter

The Sutter Rural Planned Community growth area is approximately 4,654 acres. In 2009, existing residential and non-residential land uses included approximately 1,249 lower density units, 112 medium density units, 238,613 sf of commercial, and 297,179 sf of industrial uses, of which 185,737 sf were designated within the Food Processing, Agricultural and Recreational Combining District (FPARC).⁹ Please refer to Chapter 3, Project Description, for a more detailed description of FPARC.

Implementation of the Draft General Plan would primarily result in the development of residential uses with low densities (i.e., up to four dwelling units per acre) and commercial, industrial, and public uses within this community. The General Plan proposes the elimination of FPARC be submitted to the voters for approval; that the area be redesignated to

⁹ The FPARC designation was approved by the residents of Sutter County as ballot Measure A in 1982.

Agriculture-80 or other appropriate land use; and that the FPARC area be subject to consideration of new land uses as part of the Sutter Rural Planned Community. Under the adjusted market level of development, it is estimated that approximately 2,727 lower density units would result with approximately 7,990 residents. Roughly, 547,398 sf of commercial and 673,413 sf of industrial uses are anticipated to yield approximately 1,705 jobs. The full buildout scenario would yield approximately 2,423 lower density units with approximately 7,099 residents. Roughly, 461,335 sf of commercial and 1,860,012 sf of industrial uses are anticipated to yield approximately 2,610 jobs.

East Nicolaus/Trowbridge

The East Nicolaus/Trowbridge Rural Planned Community growth area is approximately 1,647 acres. In 2009, existing conditions residential and non-residential land uses included approximately 60 lower density units, 8 medium density units, 40,285 sf of commercial, and 31,841 sf of industrial uses.

Implementation of the proposed General Plan would primarily result in the development of residential areas with low densities (i.e., one dwelling unit per acre or less) and commercial, industrial, industrial/commercial reserve, and public uses. Under the adjusted market level of development, it is estimated that approximately 178 lower density units would result with approximately 521 residents. Roughly 134,435 sf of commercial, 69,696 sf of industrial, and an industrial/commercial reserve split of 30,666 sf and 9,583 sf, respectively, is anticipated to yield approximately 401 jobs. The full buildout scenario would yield approximately 178 lower density units with approximately 521 residents. Roughly 112,497 sf of commercial, 121,968 sf of industrial, and an industrial/commercial reserve split of 209,088 sf and 43,560 sf, respectively, is anticipated to yield approximately 611 jobs.

Spheres of Influence

Yuba City, Including Possible Future Expanded Yuba City Sphere of Influence

The Yuba City SOI growth area is approximately 10,965 acres, which includes the 5,079-acre possible expanded Yuba City SOI area. In 2009 within the growth area (not including the possible expanded SOI area), existing residential and non-residential land uses included approximately 3,200 lower density units such as estate residential, ranchette, and single-family homes; 95 medium density units; and approximately 139,174 sf of commercial and 329,487 sf of industrial uses.

The proposed General Plan designates the same or similar land uses within the SOI area as the City of Yuba City, including residential areas with low densities (i.e., up to four dwelling units per acre) and commercial, industrial, and public uses. It should be noted that this growth area includes assumptions for future growth within specific designated areas, or

subareas, of the SOI and does not assume development of the entire SOI area. Under the adjusted market level of development, it is estimated that approximately 806 low-density units would result with approximately 2,361 residents. Roughly 672,174 sf of commercial, 235,224 sf of industrial, and an industrial/commercial reserve split of 13,939 sf and 4,356 sf, respectively, is anticipated to yield approximately 1,578 jobs. The full buildout scenario would yield approximately 783 low density units with approximately 2,294 residents. Roughly 562,486 sf of commercial, 261,360 sf of industrial, and an industrial/commercial reserve split of 83,635 sf and 17,424 sf, respectively, is anticipated to yield approximately 1,471 jobs.

Live Oak

The Live Oak SOI growth area is approximately 6,511 acres. In 2009, existing residential and non-residential land uses included approximately 350 lower density units adjacent to the city and within the surrounding agricultural areas, in addition to approximately 15,494 sf of commercial, 111,442 sf of industrial, and other public uses.

The proposed General Plan designates the same or similar land uses as the city of Live Oak within the SOI area, including residential areas with low densities (i.e., up to four dwelling units per acre) and commercial and industrial uses. It should be noted that this growth area includes assumptions for future growth within specific designated areas, or subareas, of the SOI and does not assume development of the entire SOI area. Under the adjusted market level of development, it is estimated that approximately 31 low-density units would result with approximately 90 residents. Roughly 237,846 sf of commercial and 470,488 sf of industrial is anticipated to yield approximately 901 jobs. The full buildout scenario would yield approximately 28 low-density units with approximately 82 residents. A total of 199,033 sf of commercial and 1,498,464 sf of industrial is anticipated to yield approximately 1,758 jobs.

Sutter Pointe Specific Plan Area

The Sutter Pointe Specific Plan (SPSP) growth area is approximately 7,528 acres. The SPSP designation is applied to the SPSP area, which is planned as a mixed-use urban community. Under the adjusted market level of development, it is estimated that Phase 1 and Phase A would be developed by 2030, which includes approximately 7,770 housing units resulting in approximately 20,621 residents. A total of 1,530,000 sf of commercial uses, 7,425,000 sf of industrial uses, and 1,537,000 sf of mixed use is anticipated to yield approximately 13,027 jobs. Under full buildout of the SPSP, not anticipated to occur until after 2030, a total of 17,500 housing units (1,461 low density, 12,014 medium density, and 4,025 high density) resulting in approximately 46,815 residents, and roughly 3,711,400 sf of commercial uses, 43,493,600 sf of industrial uses, and 2,501,000 sf of mixed use is anticipated to yield approximately 51,902 jobs.

Please refer to the adopted SPSP and SPSP EIR for more information on detailed land use designations, densities and intensities, and associated development requirements.

Tudor Industrial/Commercial (I/C)

The Industrial/Commercial growth area within the community of Tudor is approximately 322 acres. In 2009, the primary existing land use was industrial (approximately 180,430 sf).

Implementation of the proposed General Plan would primarily result in the development of industrial and commercial uses along Highway 99. Under the adjusted buildout scenario, it is estimated that approximately 154,638 sf of commercial and 494,842 sf of industrial would be developed yielding approximately 757 jobs. Under the full buildout scenario approximately 701,316 sf of commercial and 3,366,317 sf of industrial would be developed yielding approximately 4,456 jobs.

Employment Corridor (EC)

The Employment Corridor growth area is approximately 1,065 acres. In 2009, existing land uses within the EC growth area north of Yuba City included agricultural areas with very few residential units and 100,828 sf of industrial uses. Existing land uses within the EC growth area south of Yuba City included approximately 100 lower density units, 204,525 sf of commercial, and 42,454 sf of industrial uses.

Implementation of the proposed General Plan would result in the development of areas for industrial and commercial uses along the Highway 99 corridor, north and south of the city of Yuba City. Under the adjusted buildout scenario, it is estimated that approximately 485,694 sf of commercial and 1,554,220 sf of industrial would be developed yielding approximately 1,850 jobs. Under the full buildout scenario approximately 2,210,670 sf of commercial and 10,611,216 sf of industrial would be developed yielding approximately 14,051 jobs.