

4.10. Population and Housing

This section describes the environmental and regulatory settings related to population and housing, discusses impacts on population and housing that would result from implementation of the proposed Project, and identifies mitigation measures to reduce any impacts that have been determined to be significant.

The Project would be constructed in three phases and has four main elements that could result in population and housing impacts: 1) wastewater treatment facility; 2) pump stations; 3) wastewater collection and recycled water distribution system pipelines; and 4) percolation ponds and groundwater injection wells. For the purposes of this section, “Project area” refers to the area that encompasses the extents of the four main elements described above and the area that would be served by these proposed Project facilities, and “Project site” refers specifically to those areas that would be disturbed by construction activities associated with these four main elements. The Project would include a Local Coastal Program Amendment and modification of zoning for the wastewater treatment facility to include an Institutional District Overlay.

4.10.1. Environmental Setting

Regulatory Setting

Federal and State Regulations

There are no federal or state regulations that are directly applicable and relevant to the analysis of the proposed Project’s population and housing impacts.

Regional Regulations

Southern California Association of Governments Regional Comprehensive Plan

The Southern California Association of Governments (SCAG) is designated by the federal government as the Southern California region’s Metropolitan Planning Organization and Regional Transportation Planning Agency. SCAG’s jurisdiction includes Los Angeles, Orange, Riverside, San Bernardino, Imperial and Ventura Counties. SCAG has sought to address regional planning concerns through various plans and programs, including the 2008 *Regional Comprehensive Plan* (RCP).¹

The RCP addresses regional issues, such as housing, traffic/transportation, water, and air quality, and serves as an advisory document for local agencies in the Southern California region to use when preparing local plans and handling local issues of regional significance. The RCP contains the following housing/land use goals:

¹ Southern California Association of Governments. 2008. *2008 Regional Comprehensive Plan*. Available: <<http://www.scag.ca.gov/rcp/index.htm>>. Accessed: August 16, 2013.

- Successfully integrate land and transportation planning and achieve land use and housing sustainability by implementing the Compass Blueprint 2% Strategy, which includes the following:²
 - Focusing growth in existing and emerging centers and along major transportation corridors.
 - Creating significant areas of mixed-use development and walkable, “people-scaled” communities.
 - Providing new housing opportunities, with building types and locations that respond to the region’s changing demographics.
 - Targeting growth in housing, employment, and commercial development within walking distance of existing and planned transit stations.
 - Injecting new life into under-used areas by creating vibrant new business districts, redeveloping old buildings, and building new businesses and housing on vacant lots.
 - Preserving existing, stable, single-family neighborhoods.
 - Protecting important open space, environmentally sensitive areas, and agricultural lands from development.

Local Regulations

Los Angeles County, Santa Monica Mountains Local Coastal Program

The Santa Monica Mountains Local Coastal Program was approved by the California Coastal Commission in April 2014. Chapter IV, the Land Use and Housing Element, serves as the primary guidance document for housing in those portions of unincorporated Los Angeles County that lie within the Prohibition Area.

City of Malibu General Plan, Land Use Element

The City of Malibu General Plan Land Use Element serves as a guide for future development within the City and includes policies to manage growth through land use planning. Goal 2 of the Land Use Element seeks to manage growth to preserve the rural community character of the City. To this end, various policies pertaining to new development are outlined in the Land Use Element, the most pertinent being Policy 2.1.3, which requires the City to apportion commercially zoned properties based on community needs.

City of Malibu 2013–2021 Housing Element

The Draft City of Malibu 2013–2021 Housing Element was adopted by the City Council in February 2014 and is awaiting certification of the proposed Local Coastal Program Amendment by the California Coastal Commission. Under the element, Section V, Housing Plan, outlines the City’s plan to encourage the provision of adequate housing to meet the needs of residents from all economic segments through the 2013–2021 planning period. The overriding housing goal of the City is to provide adequate housing for the existing and projected needs of all economic segments of the community (City of Malibu 2014).

² The Compass Blueprint 2% Strategy is a guideline regarding how and where the Growth Vision for Southern California’s future can be implemented. It calls for changes to current land use and transportation trends on only 2% of the land area of the region.

The City policies and implementation programs in the current 2008–2014 Housing Element that are most relevant to the proposed Project are described below.

Program 1.5 – Conserve Affordable Housing in the Coastal Zone

In accordance with Government Code Section 65590, continue to require the replacement of low- or moderate-income units that have been removed from the Coastal Zone (either by demolition or conversion), whenever feasible.

Program 4.1 – Monitor and Report Annually on Housing Program Accomplishments

The City will monitor accomplishments toward Housing Element objectives and report annually to the City Council and California Department of Housing and Community Development. If implementation measures are ineffective in achieving desired results, adjustments will be made to improve the efficacy of programs.

City of Malibu Local Coastal Program, Local Implementation Plan

The City's Local Implementation Plan (LIP) implements the policies of the Malibu Local Coastal Program (LCP) found in the LCP Land Use Plan, providing a definite plan for development to guide future growth in the City. LIP Chapter 3 (Zoning) describes each of the City's zoning designations and all associated development standards. In addition to these designations and standards, LIP Chapter 7 (Land Divisions) details the procedures for implementing a program to "mitigate the cumulative impacts of development given the large number of undeveloped parcels, the natural resource constraints, and the limited availability of urban services in the Santa Monica Mountains Area coastal zone." The intent of Chapter 7 is to ensure that increased density resulting from new land divisions and new multi-family unit development in the City will not be approved unless "transfer of development" credits are purchased to retire development rights on existing "donor" lots in the region. A donor lot is "a buildable parcel within the Santa Monica Mountains Area that has been designated as a parcel on which development rights may be purchased in order to generate transferable development credits." Chapter 18, Section 18.10, states that existing sewer facilities cannot increase wastewater management capacity beyond the maximum level of development allowed by the LCP and that new sewer systems must be submitted to and approved by the California Coastal Commission as a Local Coastal Program Amendment prior to issuance of local permits and construction. Any assessment district formed to finance construction of a public sewer system shall be considered a public works project pursuant to Public Resources Code Section 30114.³

The Project includes a Local Coastal Program Amendment that would require certification by the California Coastal Commission prior to issuance of construction permits for the Project.

Existing Conditions

This section discusses existing conditions related to population and housing in the study area, which includes the City of Malibu. A small portion of the Project area lies within unincorporated Los Angeles County. The County ~~has recently received certification from~~ ~~is currently in the process of working with~~ the California Coastal Commission ~~for the Land Use Plan of to finalize and certify~~ the Santa Monica Mountains Local Coastal Program, which would encompass the unincorporated

³ Chapter 7 of the LCP Land Use Plan contains the corollary policies for these standards.

portion of the Project area. The County has determined that restrictions posed by the area's steep slopes, infrastructure constraints (e.g., limited availability of water, sewers, and roadways), numerous natural hazards, and exorbitant land costs make the provision of low- or moderate-income housing in certain parts of the Santa Monica Mountains infeasible (Los Angeles County 2013). As such, the following discussion pertains to existing population and housing conditions in Malibu. The information below is from the City of Malibu 2013–2021 Housing Element, the "Population Characteristics" subsection, pages II-2 through II-25.

Population Growth Trends

In 1990, the unincorporated community of Malibu had a population of 11,643. The City of Malibu was incorporated on March 28, 1991. From 1990 to 2000, the population of the newly incorporated City grew by about 8 percent, with a population of 12,575 in 2000. From 2000 to 2012, the City's population grew by one percent, while Los Angeles County as a whole grew by almost four percent (see Table 4.10-1).

Table 4.10-1. Population Trends, 1990–2010, Malibu vs. Los Angeles County

	1990	2000	2012	Growth 1990–2000	Growth 2000–2012
Malibu	11,643	12,575	12,699	8.0%	1.0%
Los Angeles County	8,863,164	9,519,330	9,884,632	7.4%	3.8%

Source: City of Malibu 2013–2021 Housing Element, 2014; U.S. Census Bureau, 2010, California Department of Finance, 2012.

Employment

Employment is an important factor with respect to housing needs within a community. The availability of jobs in each employment sector and the wages for these jobs affect the type of housing residents can afford.

Projected Job Growth

Future housing needs are affected by the number and types of new jobs created during a planning period. Total employment in Los Angeles County is expected to grow by 15.5 percent between 2010 and 2020 according to the City of Malibu 2013–2021 Housing Element. Overall growth is expected to add about 658,000 new jobs and bring employment in Los Angeles County to almost 4.9 million by 2020.

Jobs/Housing Balance

A regional balance of jobs to housing helps to ensure that the demand for housing is reasonably related to supply. When the number of jobs significantly exceeds the housing supply, the rental and for sale housing markets may become overheated, requiring households to pay a larger percentage of their income for housing. In addition, a tight housing market can result in overcrowding and longer commute times as workers seek more affordable housing in outlying areas. The current jobs/housing objective within the SCAG region is one new housing unit for every 1.5 jobs (SCAG Draft 2007 Regional Comprehensive Plan, Land Use and Housing Chapter).

According to 2010 census data, 96 percent of employed City residents worked in Los Angeles County. Approximately 40.4 percent of all workers were employed within the City (Table 4.10-2).

Table 4.10-2. Job Location for Malibu Residents

Job Location	Persons	%
Work in Los Angeles County	5,906	96.0%
Work in city of residence	2,249	40.4 %
Work elsewhere in Los Angeles County	3,657	57.9%
Work in another California county	286	4.5%
Work outside California	119	1.9%
Total workers age 16+	6,311	—
Source: City of Malibu 2013–2021 Housing Element, 2014; U.S. Census Bureau, 2006–2010 ACS, Table S0801, 2013.		

Future Growth Needs

Overview of the Regional Housing Needs Assessment

The Regional Housing Needs Assessment (RHNA) is a key tool for local governments to use when planning for anticipated growth. The current RHNA quantifies the anticipated need for housing within each jurisdiction for the period from January 2006 to July 2014. Local governments then determine how they will address this need through the process of updating the housing elements of their general plans.

The current RHNA was adopted by SCAG in 2007. Future housing needs are determined primarily by the forecast growth in the number of households in a community. Each new household (e.g., created by a child moving out of a parent's home, a family moving to a community for employment) creates the need for a housing unit. The housing need for new households is then adjusted to maintain a desirable level of vacancy and promote housing choice and mobility. An adjustment is also made to account for units that are expected to be lost because of demolition, natural disaster, or conversion to non-housing uses. The sum of these factors (i.e., household growth, vacancy need, and replacement need) determines the construction need for a community. Total housing need is then distributed among four income categories on the basis of a county's income distribution, with adjustments to avoid an over-concentration of low-income households in any one community.

2006–2014 Growth Needs

In July 2007, SCAG adopted the final RHNA for each of the cities in Los Angeles County as well as unincorporated areas. The total housing growth need for the City of Malibu during the 2006–2014 planning period is 441 units. This total is distributed by income category, as shown in Table 4.10-3.

Table 4.10-3. Regional Housing Growth Needs

Very Low ¹	Low	Moderate	Above Moderate	Total
115 ²	73	79	174	441
Notes: ¹ Includes the ELI category.				

² This unit is assumed to be ELI, pursuant to Government Code Section 65583.a.1.

Source: City of Malibu 2008–2014 Housing Element, 2013; SCAG, 2012.

4.10.2. Environmental Impact Analysis

To conduct this analysis, the City of Malibu 2008–2014 Housing Element (City of Malibu 2013) was consulted. The proposed Project was then assessed quantitatively to determine if it would result in population and housing impacts by inducing substantial population growth or displacing housing or persons.

Thresholds of Significance

For the purposes of this EIR and in accordance with Appendix G of the State CEQA Guidelines, the proposed Project would result in a significant impact if it would:

- Induce substantial population growth in an area, either directly (e.g., by proposing new homes and businesses) or indirectly (e.g., through the extension of roads or other infrastructure).
- Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere.
- Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.

Impacts

Impact POP-1: Would the Project Induce Substantial Population Growth in an Area, either directly (e.g., by Proposing New Homes and Businesses) or indirectly (e.g., through the Extension of Roads or Other Infrastructure)?

Construction

On average, construction activities for all Phase 1 facilities would require 30 to 35 workers on the Project site at any one time. Workers would commute to the Project site over an estimated 18-month construction period for each phase of the Project, either from locations within the immediate area or in the surrounding communities. It is expected that few, if any, construction employees would relocate to the Project area. Therefore, construction activities associated with the proposed Project would not directly or indirectly induce the development of new housing or businesses. Construction impacts associated with the proposed Project would be less than significant.

Operation

Direct Impacts

The proposed Project would include the construction of a new centralized wastewater treatment facility that would treat the wastewater flows from properties in the Civic Center area and Prohibition Area that would no longer be served by on-site wastewater disposal systems. Operation of the proposed Project would require ~~only two~~ up to three full-time employees, which would not result in a need for new homes or businesses. Therefore, direct impacts would be less than significant, and mitigation would not be required.

Indirect Impacts

The Project has been proposed in response to adoption of Resolution No. R4-2009-007 by the Los Angeles Regional Water Quality Control Board (LARWQCB), which prohibits [discharges from OWDS on-site wastewater disposal systems](#) in the Malibu Civic Center area. In addition, the Project aims to satisfy the City's obligations to the LARWQCB resolution and MOU, maximize the use of recycled water, minimize saltwater intrusion through the injection of highly treated effluent into the underlying groundwater basin, maximize percolation, and minimize costs to property owners (see "Project Objectives" in Chapter 3 of this EIR).

Although the purpose of the proposed Project is not to facilitate future growth and development, development of the proposed wastewater treatment facility and associated pipelines and pump stations would accommodate future growth because property owners would not have to rely on septic systems, which currently may limit their ability to develop their property. However, any growth that would occur indirectly under the proposed Project would be consistent with the City of Malibu General Plan and the density limitations of the City Zoning Code and LCP Land Use Plan. The City is concerned with managing growth to be consistent with the historically low growth rates in the City, as mentioned in Goal 2 of the City's General Plan Land Use Element. Current development density constraints on individual properties, as outlined in the City's General Plan Land Use Element, Zoning Code, and LCP Land Use Plan, would not change as a result of the Project. Furthermore, existing LCP Local Implementation Plan Sections 18.8 and 18.10 include requirements that package wastewater treatment facilities and community sewer facilities, [such as the proposed Project](#), shall not have a service capacity that would exceed the amount of development allowed by the existing LCP development standards. Consequently, the Local Coastal Program Amendment included with the Project would add additional development standards specific to the Project to ensure that Project buildout design capacity shall not exceed the amount of development allowed by the LCP. As a result, it is not likely that the proposed Project would induce substantial population growth, and the indirect population impacts of the proposed Project are expected to be less than significant. The portion of the Prohibition Area that is under unincorporated Los Angeles County jurisdiction consists of rugged undeveloped terrain and several homes that would be served by the Project under Phase 2. Based on the terrain, there is limited potential for additional development in the County's jurisdiction, with or without the Project. Therefore, less-than-significant indirect population impacts are expected within the County portions of the Prohibition Area.

Impact POP-2: Would the Project Displace Substantial Numbers of Existing Housing or Persons, Necessitating the Construction of Replacement Housing Elsewhere?

Construction

Construction of the Project would not [directly](#) displace housing or persons. The new wastewater treatment facility would be built on a CV-2-zoned parcel that is already developed with a wastewater treatment plant that serves a shopping center [and other non-residential development](#). The collection and conveyance system would be built generally within street rights-of-way and [easements, and](#) would not require the displacement of housing or persons. No [direct](#) displacement impacts would occur, and no mitigation would be required.

[The socioeconomic issues relating to this Project are beyond the scope of this EIR and, as discussed above, no residential units will be removed or residents displaced by the proposed Project directly. The City is sensitive to the costs the Project would place on residential property owners; however, it is speculative to suggest that persons or homes would be](#)

indirectly displaced as a result of the Project. Furthermore, the proposed Project is being prepared in response to orders by the SWRCB and LARWQCB that mandate that septic discharges cease by prescribed deadlines. Failure to comply with these orders could result in fines being levied against the property owners and the City

Operation

Operation of this new wastewater infrastructure would not require the displacement of housing or persons. Therefore, no impacts related to a need for replacement housing would occur, and no mitigation would be required.

4.10.3. Mitigation Measures

The Project would not result in significant impacts on population and housing; therefore, mitigation measures would not be required.

4.10.4. Unavoidable Significant Adverse Impacts

The Project would not result in any unavoidable significant adverse impacts related to population and housing.

4.10.5. Cumulative Impacts

The study area for the cumulative impacts analysis includes the Project area and the related projects included in Table 3-1.3 in Chapter 3. As shown in this table, the related projects would include a range of land uses, including residential, commercial, road, mixed use, office, and institutional (college), and an amount of overall development that is of limited intensity. Similar to the proposed Project, each of these projects would be subject to applicable regional and local land use plans and policies. The related projects in Table 3-1.2 that fall within the Prohibition Area do not rely upon the proposed wastewater treatment facility to remain feasible; however, they would be subject to any OWDS restrictions imposed in the Prohibition Area.

The proposed Project, which would construct a wastewater treatment facility, a wastewater collection system, and a recycled water (non-potable) distribution system to serve land uses within the Prohibition Area, would not directly result in increases in population, either as a result of natural increases in the existing population or the in-migration of new residents. Additionally, it is not anticipated that the proposed Project, in combination with the related projects, would induce substantial population growth. Under the proposed Project, the wastewater systems currently used by existing development within the Prohibition Area (i.e., private on-site septic systems) would be replaced by a centralized sewer pipeline infrastructure to comply with the requirements set forth by the LARWQCB. In addition, the proposed and related projects would be consistent with the City's General Plan and the development limitations of the Malibu LCP and Zoning Code.

Although the City has a considerable amount of vacant land, only a small portion of it is suitable for development because of steep hillsides, unstable soils and subsurface conditions, extreme fire hazards, and ESHAs. Much of it is also in governmental hands for use as public open space. Since its incorporation in 1991, the City has focused on preserving its rural character, protecting

environmental resources, and improving fire safety.⁴ Today, its natural resources, commitment to its rural character, and location make Malibu a very desirable place to live. However, much of the buildable land in the City has already been developed. The high demand for housing in the City, combined with the limited supply, has made land prices considerably higher than prices in most other areas of Los Angeles County, and this trend is expected to continue in the foreseeable future.⁵

The proposed Project would not directly displace housing or persons and thus would not contribute to any cumulative displacement impacts. Therefore, the proposed Project would not result in a cumulatively considerable contribution to a cumulative population and housing impact.

⁴ City of Malibu 2008–2014 Housing Element.

⁵ Ibid.