

4.3 POPULATION/HOUSING

Existing Conditions

A. Population

Population Growth Trends

The origins of the City date back to 1868, when 4,283 acres of land were purchased by Robert Allison from the Santiago Arguello heirs. In 1892, the subdivision maps for the Lemon Grove townsite were filed by the Allison family, and lemon and orange groves were planted. A post office was established in 1893, and the population totaled 76 people in 1894. At the turn of the century, the town was composed of one church, a branch of the County Free Library, a clubhouse, school, post office, two general merchandise stores, and scattered farms and homes. In 1910, 826 people were counted during the U.S. Census in the township. During the 1920s and through the 1930s, the population grew to 1,500 and was primarily composed of commuting individuals and agricultural landholders. The 1940s brought more individuals and families to the area, and seven housing tracts were developed.

During the 1950s, general business boomed and 51 new businesses were added for a total of 216 business establishments. Housing also rapidly increased. From the 1950s to the 1970s, housing units rose from 1,100 to 7,486. The population climbed from 8,693 in 1950 to 19,614 in 1970. Ten schools, ranging from elementary to high school level, were developed to accommodate local children. The growth in the 1950s and early 1960s was primarily due to the post-war acquisition of property, migration into the area, and the development of commercial businesses and real estate. Lemon Grove was making the transition from an agricultural-based economy to an economy based upon real estate, services and retail trade. The population growth, however, largely subsided after the early 1960s as the availability of new land for development began diminishing. In 1980, just after incorporation, the population of Lemon Grove was 20,780, and it only increased by an additional 3,204 people to 23,984 in 1990 (East County Economic Development Council, 1993). The City's estimated population in January 1995 was 25,175 according to the California Department of Finance.

Demographic Characteristics

Changes in the racial and ethnic composition of the City reflect state-wide trends of increasing diversity. While the City's population is predominantly White, the percentage declined from 85.7 to 76.6 percent between 1980 and 1990, according to the U.S. Census. Other races and ethnic groups comprise significant portions of the population and are integral components of the community. The U.S. Census indicates that Blacks constituted 8.0 percent and Asians constituted 5.6 percent of the Lemon Grove community in 1990. American Indians and other races

constituted 0.9 and 8.9 percent, respectively, of the population in 1990. About 20 percent of the population claimed Hispanic origin in the 1990 Census.

Lemon Grove's population is projected to age in accordance with regional and national trends. U.S. Census data for the age distribution of the City support those projections. The median age increased from 29.1 years in 1970 and 30.9 years in 1980, to 32.0 years in 1990 (City of Lemon Grove, 1992a).

Population Projections

SANDAG periodically prepares growth forecasts for the region. The most recent growth projections, called the Series 8 Regional Growth Forecast, were released in a draft form during February 1994. SANDAG's Regional Growth Forecast is produced in two phases. The first phase is the regionwide forecast. Population, housing employment and other growth-related information is produced for the entire San Diego region. The second phase allocates the regionwide forecast to jurisdictions, communities and other geographic areas within the region. The allocation is based on the land use and growth policies of the region's jurisdictions and the availability of undeveloped land.

The Series 8 projections identify housing needs after 2005 that could not be accommodated by the existing land use policies of the local San Diego County jurisdictions. A second set of forecasts were then prepared, called the Existing Policies Alternative. The alternative projections only include growth projections to 2005 and are based only on the growth allowed by existing land use policies. In February 1995, the SANDAG Board of Directors officially gave the SANDAG staff direction to finalize the Series 8 projections. The final Series 8 projections to 2005 will be based on the existing land use policies of local jurisdictions, but the projections to 2015 will be based on anticipated growth trends.

The draft Series 8 projections indicate that the population of Lemon Grove is expected to increase by 19.7 percent between 1990 and 2015, from 23,984 to 28,697 persons (Table 4.3-1). These projections represent an annual increase of 0.7 percent. On the other hand, the population of the entire County is expected to increase by 52.8 percent between 1990 and 2015, or by 1.7 percent each year. The City's projected population growth rate is substantially less than the regional rates because Lemon Grove is primarily builtout, and little land is available for new development. The figures shown in Table 4.3-1 are from the draft Series 8 Regional Forecast and will be updated once Series 8 is finalized by SANDAG.

TABLE 4.3-1
Draft Series 8 Population Projections
1990-2015

Area	Population				1990-2015 Change		1990-2015 Annual Change
	1990	2000	2010	2015	Absolute	Percent	Percent
Lemon Grove	23,984	26,038	27,889	28,697	4,713	19.7%	0.7%
San Diego County	2,498,016	3,002,162	3,546,935	3,916,129	1,318,113	52.8%	1.7%

Source: Draft Series 8 Regional Growth Forecast, 1990-2015, San Diego Association of Governments

B. Housing

Housing Trends and Types

The majority of the City's residential development occurred during the early 1950s and early 1960s. The character of the residential development is primarily low-density suburban. Single-family residences encompass approximately 73 percent of the City's total housing stock, although the proportion of multi-family units has been increasing. Multi-family residential developments are predominately small in scale. As vacant land for residential development diminishes in the City, the density in some areas will increase to provide new units for population growth.

Between 1980 and 1990, the housing stock in the City increased 14 percent, from 7,550 to 8,638 units. Multi-family units accounted for approximately half of the new housing construction. The City's housing supply increased at a slower rate (14 percent) than the county-wide increase of 31 percent between 1980 and 1990. The City's housing stock comprised 1.0 percent of the region's housing stock in 1980 and then decreased to 0.9 percent in 1990 (City of Lemon Grove, 1992a).

Home ownership is more affordable in Lemon Grove compared to other parts of San Diego County. According to the Dataquick Information Systems, the median price for single-family homes in Lemon Grove was \$138,000 during September, October and November of 1994. The overall median price for single-family homes in the County was \$168,000 during the same period.

Condition of Housing Stock

The age of the housing stock is an important characteristic of supply because it indicates the condition of the City's housing. Many federal and state programs use the age of housing as a factor in determining housing needs and the distribution of funds for housing and/or community development. After about twenty years, most homes need some kinds of repair and rehabilitation. In Lemon Grove, 68 percent of the housing stock is more than twenty years old, indicating that rehabilitation at varying levels is needed in order to maintain the existing housing stock (City of Lemon Grove, 1992a).

Tenure

Ownership rates are directly related to housing types and turnover rates. Of the City's 7,276 occupied housing units in 1980, over half (64 percent) were owner occupied. The increasing costs of single-family ownership and rise in multi-family development suggest that ownership rates will decrease. In fact, the rate of ownership for occupied units in Lemon Grove decreased to 57 percent in 1990. This represents a seven percent decline in owner occupied units from 1980 (City of Lemon Grove, 1992a).

Series 8 Housing Projections

The SANDAG Series 8 projections also identify expected increases in housing. As shown in Table 4.3-2, the total number of housing units is expected to increase by 0.7 percent between 1990 and 2015, from 8,638 to 10,374 units. Similar to the population projections, the overall rate of expected housing growth in the County is greater than the City rate. In Lemon Grove, nearly 83 percent of the new housing will consist of multi-family units, and the level of single-family housing is expected to marginally decrease by seven units. The overall multi-family growth rate for the County is also greater than the single-family growth rate, but the difference is less substantial than in Lemon Grove (68.3 percent versus 48.0 percent).

According to SANDAG, the currently adopted general and community plans for jurisdictions in San Diego County do not accommodate the region's projected residential growth beyond the year 2005. Most of the land planned for urban residential use would be developed by the year 2005 under the current plans, leaving very few acres available for habitat conservation and regional recreation uses. SANDAG has developed the Land Use Distribution Element to establish methods to meet the projected residential growth. A description of this element is provided in Section 4.1 of this EIR.

Lemon Grove Housing Element

The California State Legislature has identified the attainment of a decent home and suitable living environment for every Californian as the State's major housing goal. Recognizing the important

TABLE 4.3-2
Draft Series 8 Housing Projections
1990-2015

Area	Housing Types	Number of Units				1990-2015 Change		1990-2015 Annual Change	
		1990	2000	2010	2015	Absolute	Percent	Percent	Percent
Lemon Grove	Single-Family	6,329	6,406	6,475	6,322	-7	-0.1%	-0.0%	
	Multi-Family	2,092	2,305	3,266	3,827	1,735	82.9%	2.4%	
	Mobile Homes	114	116	119	122	8	7.0%	0.3%	
	Other	103	103	103	103	0	0.0%	0.0%	
	TOTAL	8,638	8,930	9,963	10,374	1,736	20.1%	0.7%	
San Diego County	Single-Family	554,821	632,836	764,470	821,041	266,220	48.0%	1.6%	
	Multi-Family	335,480	382,200	504,054	564,775	229,295	68.3%	2.1%	
	Mobile Homes	45,992	45,301	43,846	42,368	-3,624	-7.9%	-0.3%	
	Other	9,947	9,947	9,947	9,947	0	0.0%	0.0%	
	TOTAL	946,240	1,070,284	1,322,317	1,438,131	491,891	52.0%	1.7%	

Source: Draft Series 8 Regional Growth Forecast, 1990-2015, San Diego Association of Governments

role of local planning programs in achieving this goal, the legislature has mandated that all cities and counties prepare a Housing Element as part of their comprehensive General Plan. Moreover, the Housing Element must be updated every five years. Lemon Grove is a member of the SANDAG, and the Lemon Grove Housing Element was last updated in 1992 in compliance with the five-year cycle (1991 to 1996) for SANDAG jurisdictions. All SANDAG jurisdictions, including Lemon Grove, must update their Housing Elements again in 1997.

The Lemon Grove Housing Element is intended to guide residential development and preservation in a manner consistent with the overall economic and social values of Lemon Grove. The Housing Element is the official municipal statement regarding the provision of housing for all economic segments of the community, and integrates housing policy in the planning process. Policies are established in the Housing Element to guide City officials in daily decision making, and action programs are set forth to enable the City to realize its housing goals. Housing programs in the Element address the following issues areas:

- Conserving and improving existing affordable housing;
- Provision of adequate sites;
- Assistance in development of affordable housing;
- Removal of governmental constraints; and
- Promotion equal housing opportunities.

State law requires jurisdictions to provide for their share of regional housing needs. SANDAG has determined the number of units that the City will be expected to accommodate between 1991 and 1996. Housing needs reflect the number of new units to accommodate future households in Lemon Grove (future demand). Housing needs were forecast by the 1990 Regional Housing Needs Statement (RHNS), which was based on the Series 7 Regional Growth Forecast. The RHNS establishes the San Diego region's housing need at 162,229 from January 1, 1989 to July 1, 1996. According to the RHNS model, Lemon Grove's goal is to provide 757 households during this period to fulfill the City's share of the regional housing needs. Based on the distribution of regional income, this total is further divided according to the number of units to be affordable to various income groups (Table 4.3-3).

In addition to identifying each locality's regional housing growth needs, SANDAG also allocates each jurisdiction's "fair-share" housing requirements. "Fair share" refers to the number of lower income households (80 percent of the County median income) requiring assistance during the five-year time frame of the Housing Element. The RHNS identifies 1,391 fair-share households in Lemon Grove in need of housing assistance during the 1991-1996 period. The goal of the City is to assist 174 households (12.5 percent of the 1,391 fair-share households) with the programs identified in the Lemon Grove Housing Element.

TABLE 4.3-3
1991-1996 Lemon Grove Housing Needs by Income Group

Very Low (0-50% County median income)	174
Low (50-80% County median income)	129
Moderate (80%-120% County median income)	159
Other (Over 20% County median income)	295
TOTAL LEMON GROVE HOUSEHOLDS NEEDED BY 1996	757

Source: City of Lemon Grove General Plan Housing Element, 1992

AB 1290 Redevelopment Implementation Plan

Pursuant to the requirements of AB 1290, the Lemon Grove Redevelopment Agency is preparing a Redevelopment Implementation Plan. The Implementation Plan will identify how the Agency will expend the redevelopment funds set aside for low and moderate income housing, and how the Agency will meet the housing production requirements of the Community Redevelopment Law.

Threshold of Significance

Based on the CEQA Guidelines, a project will normally have a significant impact on population and housing if it will:

- Induce substantial growth or concentration of population;
- Cumulatively exceed population and housing projections for the region;
- Displace a large number of people or housing; and/or
- Create a substantial demand for additional housing.

Impacts

A. Plan-wide

Population

The proposed Land Use Plan will increase the current (1995 figures) City population of 25,175 persons to 28,764 persons, which is an increase of 3,589 additional residents (Table 3.3-2). The population projection is based on full buildout of the land uses identified in the Land Use Plan shown in Figure 3.3-3. While buildout of the proposed Land Use Plan is based on expected densities of development, the actual population growth may be less depending on regional and

local economics. The additional population expected from buildout of the proposed Land Use Plan will require additional housing. Affordable housing will be required to accommodate low-income groups and comply with regional housing allocations.

Regional Forecasts

The projected number of dwelling units proposed by the 1996 General Plan would not exceed regional forecasts. SANDAG's Series 8 forecast estimate the total number of housing units in the City in the year 2015 will be 10,374, based on SANDAG's methodology for calculating buildout using the 1980 Land Use Plan. As the projected total number of units under the proposed Land Use Plan will be 10,036 units, the number of units upon buildout of the proposed General Plan will be somewhat less than SANDAG's projection (338 units).

The population projection for the proposed General Plan will slightly exceed the Series 8 forecast. As noted in Table 4.3-1, SANDAG's projected population in the City of Lemon Grove in the year 2015 would be 28,697. Buildout of the proposed Land Use Plan is estimated to generate a population of 28,764. This estimate is based on buildout of the City in accordance with the proposed plan. It assumes an average household size of 2.77. The difference of 67 persons is not considered significant.

Housing

Buildout of the proposed General Plan Land Use Plan will provide a total of 10,036 dwelling units, which represents an additional 1,220 units. Table 3.3-2 shows that there would be a net decrease of 8 single-family units. This would occur because the conversion of existing single-family units to multi-family units combined with the proposed new multi-family residential areas would offset any increase in development of single-family units. Traditionally, multi-family units are more affordable than single-family units. Therefore, the proposed Land Use Plan will provide a proportionate share of affordable housing within the City. The City will have to monitor the provision of affordable housing units to conform to their Housing Element and meet requirements of the Community Redevelopment Law.

B. STAs and Other Development Areas

Downtown Village (STA I)

There will be an increase in population and multi-family housing in the Downtown Village associated with the mixed-use development.

Massachusetts Station (STA II)

There will be an increase in population and multi-family housing in STA II associated with the mixed-use development.

Regional Commercial (STA III)

There will be a loss of residential units and population within this STA, as the proposed Land Use Plan envisions redevelopment of this area to accommodate more commercial uses.

West Central Residential (STA IV)

There will be an increase in single-family residential units and population in this STA, as the Land Use Plan proposes to develop this area consistent with the surrounding neighborhood.

Federal Boulevard Automobile Sales District (STA V)

No dwelling units or residential population is envisioned for this area of the City.

Skyline Commercial Center (STA VI)

No dwelling units or residential population is envisioned for this area of the City.

Troy Street/SR-125 Planning Area (STA VII)

The majority of this STA would be part of the right-of-way of SR-125. No change in land use is proposed for the remainder of this STA. Therefore, there will be no change to residential units or population within this STA.

Other Development/Land Use Changes

Multiple-Family Residential Development. The greatest change to housing stock and population will occur from the addition of multi-family residential areas. As shown in Table 3.3-2, the proposed Land Use Plan will generate 678 net new units within the multi-family land use category. The multi-family residential development will generate an estimated 1,930 new residents, which represents approximately 54 percent of the net increase on population to be generated by the proposed plan.

Industrial and Commercial Areas. No residential units are proposed for these areas. Existing residential units in commercial areas north of Broadway would be replaced with commercial uses, consistent with surrounding land use. Therefore, there will be a net loss of residential units and population within this STA.

Skyline Neighborhood Commercial Area. The Land Use Plan proposes to redevelop this area converting existing commercial use to single-family residential use. Therefore, there will be a net increase in population and housing within this area of the City.

Civic Center Concept Area. The Civic Center Concept Area would be devoted to civic uses such as a library, City Hall, museum, public performance space, law enforcement station, recreation center, meeting space for community groups, and an open plaza or park. No dwelling units or residential population would be associated with this area of the City.

Mitigation Measures

The following mitigation measures are required to reduce impacts to population and housing to less than significant. The mitigation measures correspond to applicable programs of the General Plan Implementation Manual, as noted.

A. Plan-wide

Mitigation Measure 4.3-1: The City shall continue to implement the Lemon Grove Housing Element, and periodically update the element to reflect population and development trends as required by state law. (General Plan Implementation Manual, Community Development Program #23).

B. STAs and Other Development Areas

Mitigation Measure 4.3-1 includes all of the STAs and other development areas. This mitigation measure will reduce potential impacts to population and housing within the STAs and other development areas. No other mitigation measures are required for these specific areas of the City.

Level of Significance After Mitigation

With implementation of the mitigation measure identified above, impacts related to population and housing will be reduced to below significance.