HUMBOLDT 2025 GENERAL PLAN UPDATE

Building Communities
A Discussion Paper for Community Workshops

Prepared by

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Urban and Regional Planners

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Humboldt 2020 General Plan

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Introduction

This "Building Communities" report is the first step of Phase II of the General Plan Update. This second stage of updating the General Plan entails gathering data, examining the changed situation since the most recent General Plan update, and preparing to look ahead to the year 2025.

BACKGROUND

Humboldt County last revised its General Plan in 1984. In the Spring of 2000, the County initiated a comprehensive General Plan Update, with a multi-phased work program. Phase I, which was completed in early 2001, focused on an extensive public outreach effort to engage the public in the General Plan effort. Through a series of over 40 public meetings, public input was received on land use issues and policy concerns. Additional public outreach efforts included development of a web site, newsletter publication, and community survey. Phase I culminated in a compilation of public concerns and issues entitled the *Critical Choices Report*. The issues identified in the Critical Choices Report provide the direction for the current Phase II data collection and analysis.

As stated in the Executive Summary of the Critical Choices Report, the public desires a solid information base for General Plan decision making. The work conducted under Phase II will provide this base by developing accurate information on current conditions, thoroughly assessing issues, and identifying a range of practical policy options.

FOCUS

This report describes existing conditions, trends, opportunities, and constraints related to the "Building Communities" theme of the County General Plan Update. The Building Communities theme includes analysis of population, employment, housing, existing and projected land use development, and public services (e.g., water and sewer, schools, and other physical facilities) in order to plan for future population changes and associated community development needs. This paper provides an assessment of:

- Current conditions – growth rates, housing, employment, land uses, and public services;
- Historic trends in the past 15 years (since the last General Plan update) with regard to population and employment growth, land use development, and housing;
- Projected growth in population, employment, and housing and expected growth areas to the year 2025;
- Future land demand, based on projected growth;
- Opportunities and constraints related to future land use development; and
- Policy issues and options.

Existing conditions, trends, and future projections are organized by topic. Thus, chapters are provided on population, housing, employment, land use, and public services. A separate

summary of opportunities and constraints is provided in Chapter 6, and the existing General Plan policy framework related to the Building Communities theme is summarized in Chapter 7. Specific key questions or issues identified in the Critical Choices Report are analyzed in Chapter 8, which includes a preliminary list of policy options to address these issues.

The report focuses on opportunities in unincorporated areas, so most information and calculations relate to the unincorporated areas of the county. Figure I-1 shows existing city limits; Figure I-2 shows community planning areas.

SOURCES

The primary sources for this paper have been the US Census and the California Departments of Finance and Employment Development. Other institutions contributing information are the California State University at Chico Center for Economic Development, the Humboldt County Community Development Services Department (which includes the Building and Planning divisions and the Office of Economic Development), RAND California, the cities of Arcata, Eureka, and Fortuna, the US Bureau of Economic Affairs, the US Department of Housing and Urban Development, and Claritas Inc.

In numerous instances, accurate data are not available for years later than 1990; these cases are noted at the beginning of each chapter. As analyses from the 2000 Census continue to be published, these gaps can be filled. Maps for the paper have been prepared using County GIS data. It is important to note that the County GIS database is still in the process of being refined. New data are still being made available and will continue to refine our understanding of the County's current conditions.

NEXT STEPS

Consistent with the themes in the Critical Choices Report, several additional reports will be prepared over the next six months: Moving Goods and People, Managing Natural Resources, and Planning for Hazards. In addition, "sketch plans" will be developed, depicting alternative land use scenarios and circulation patterns for the County. The primary purpose of these reports and plans is to solicit public review and comment.

After public input, information in the various individual reports and plans will ultimately be incorporated into one comprehensive Phase II Report, which will provide policy options for each of the General Plan themes. The Phase II Report will be presented to the public and County decision makers.

Figure I-1

Incorporated Cities and Spheres of Influence

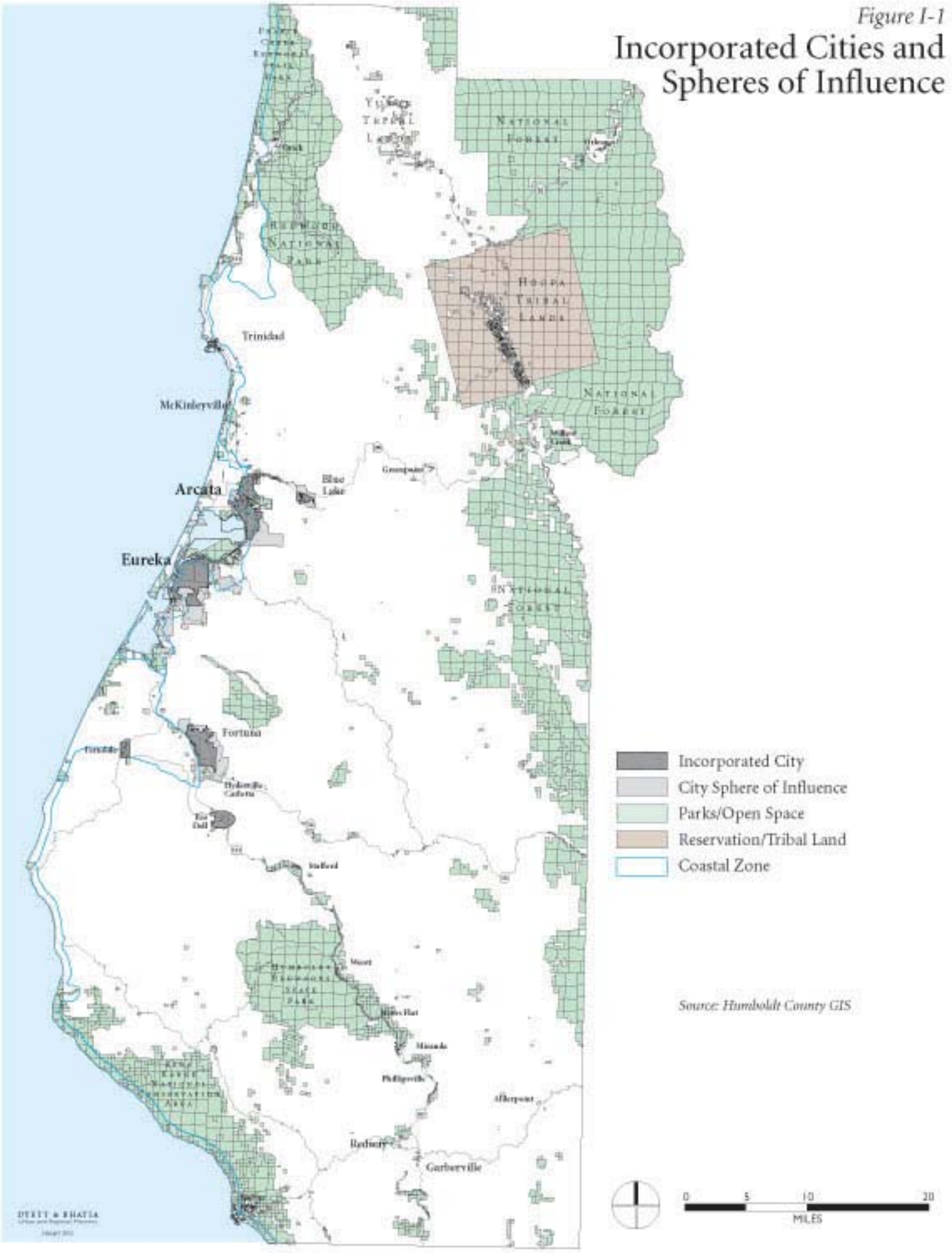
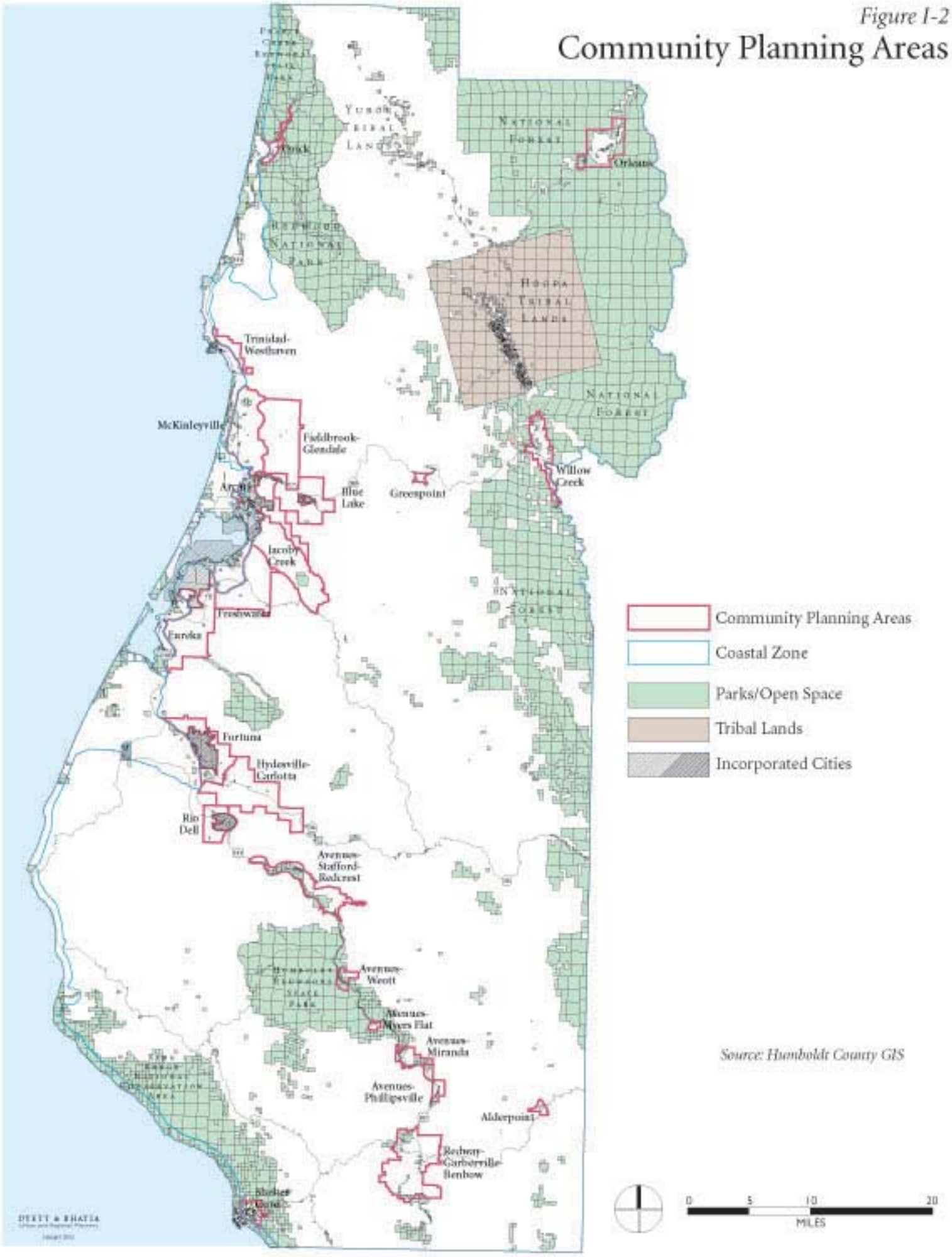


Figure I-2

Community Planning Areas



1 Population

This chapter examines past and future changes in Humboldt County's population and its composition, the geographic distribution of people with respect to cities and unincorporated areas, the County's growth relative to the California average, the accuracy of past projections, and household arrangement trends. Special attention is given to population growth centers, growth trends, and future growth projections, as a basis for framing General Plan policy options. One of the questions identified in the Phase I Critical Choices Report is: What are desired and sustainable population levels in rural communities?

U.S. Census numbers are used as the standard wherever possible. Since the U.S. Census does not do population projections, the California Department of Finance (DOF) Demographic Research Unit is usually cited as the most authoritative source for projections. Humboldt County's Planning and Economic Development Departments have also contributed supporting data. Projections for 2020 and 2025 are included for data covering the county as a whole. The cities' population projections were produced independently of total County population projections and may not reflect their true proportion of County growth.

1.1 COUNTY POPULATION TRENDS

According to the 2000 Census, the total population in Humboldt County was 126,518. The distribution of people within the County is illustrated graphically in Figure 1-1. Humboldt County's population growth rate increased in the late 1980s and early 1990s and has since returned to a level more consistent with historic growth rates over the past 20 years. Between 1985 and 1990, the County grew by about 8,000 people (7.3 percent), with an average annual increase of 1.4 percent (see Table 1-1). Figure 1-2 shows generally where population growth has occurred, using Census statistical boundaries to illustrate these trends. The current annual growth rate is about 0.6 percent. California DOF projections indicate an anticipated total compounded growth of 13.1 percent over the next 25 years (to 2025), which is lower than the growth experienced in the past 20 years (16.6 percent).

Table 1-1: Historic and Projected Population Growth in Humboldt County, 1980-2025

Year	*Population*	*Average Annual Increase*	*Percent Change*	*20-Year Change*
1980	108,500	-	-	
1985	111,050	0.47%	2.4%	1980 to 2000: 16.6%
1990	119,100	1.41%	7.2%	
1995	122,800	0.61%	3.1%	
2000	126,500	0.60%	3.0%	
2010	135,600	0.70%	7.2%	2000 to 2020: 11.5%
2020	141,100	0.40%	4.1%	
2025	143,100	0.28%	1.4%	

Sources: US Census 1980-2000, projections from California Department of Finance (1998)

Figure 1-1

Population Distribution - 2000

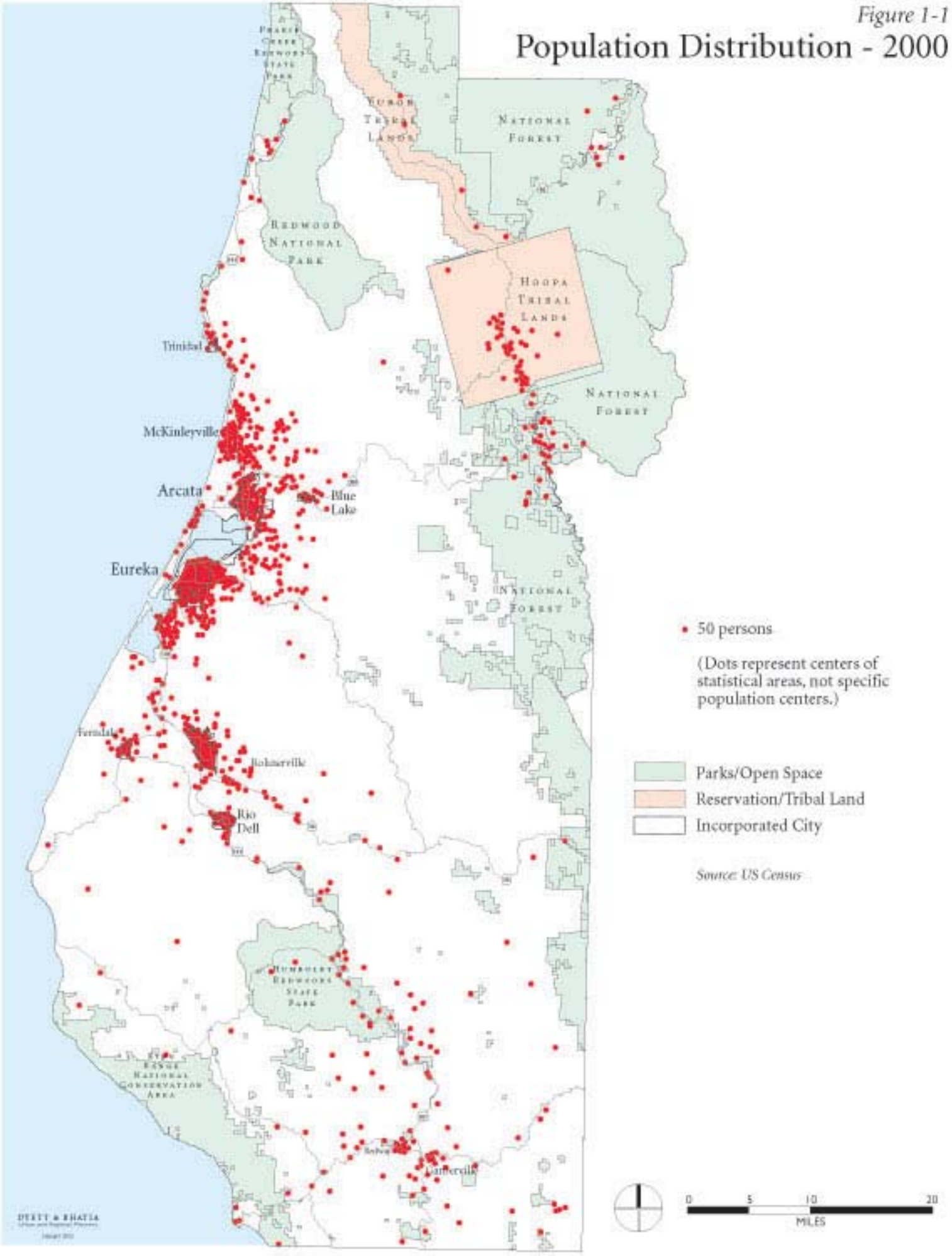
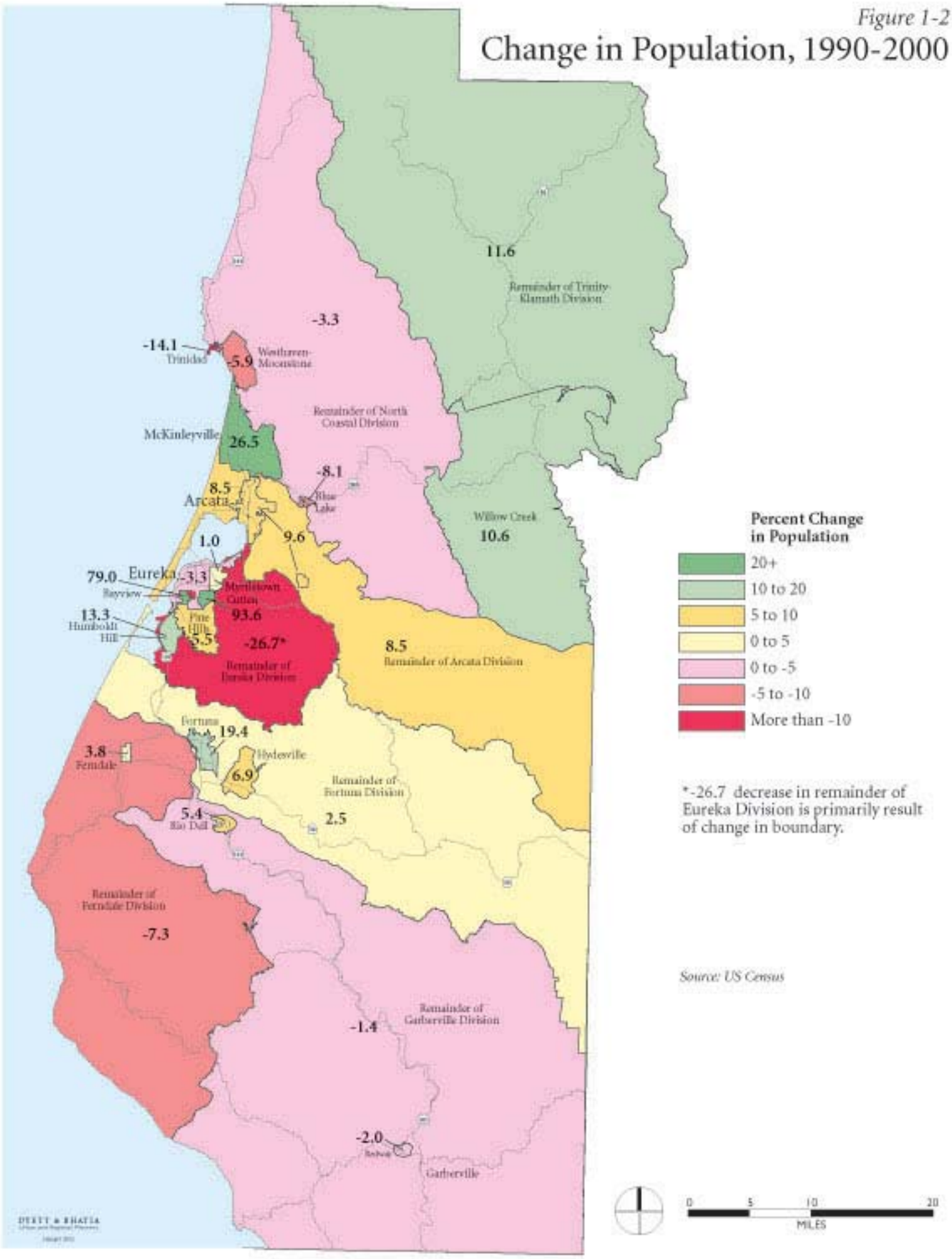


Figure 1-2

Change in Population, 1990-2000



The primary growth areas of the county are the community of McKinleyville and the cities of Arcata and Fortuna, which accounted for 32.3 percent of the population in 2000, up from 29.3 percent in 1990 (see Table 1-2).[1] By comparison, according to the U.S. Census and DOF, Eureka's population dropped slightly in the 1990s, with growth occurring in the surrounding communities of Cutten, Bayview, and Humboldt Hill.

Table 1-2: High- and Low-Growth Regions of Humboldt County, 1990-2000

	McKinleyville	*Arcata*	*Fortuna*	*Eureka*	*Garberville Area**
2000 Population	13,599	16,651	10,497	26,128	4025
Percent Change 1990-2000	26.0%	9.6%	19.4%	3.4%	-4.5%
County Share 1990	9.1%	12.8%	7.4%	21.9%	3.5%
County Share 2000	10.8%	13.2%	8.3%	21.4%	3.2%
Change in County Share	1.7%	0.4%	0.9%	-0.5%	-0.3%

* Sum of Census block groups 060230113004, -005, -006, and -007.

Source: US Census 1990-2000

The total unincorporated population of the county grew 18.6 percent between 1980 and 2000, rising from 56,688 to 67,242 people (see Table 1-3). Census designated places are shown in Figure 1-2. Population growth was overall fastest in the years from 1980 to 1990, but growth patterns are not consistent from place to place. The Garberville Census County District, for example, grew by nearly half its 1980 population during the ensuing decade, then declined slightly from 1990 to 2000. Cutten, by contrast, nearly doubled in the 1990s; the change between 1980 and 1990 shown in Table 1-3 is not comparable due to a change in the statistical area. McKinleyville has been the most consistently high-growth unincorporated community in Humboldt County for the past 20 years, averaging nearly three percent growth per year.

[1] www.co.humboldt.ca.us/profile.htm. The Garberville area is also listed as a growth center, but according to the Census this area has declined in population since 1990.

Table 1-3: Humboldt County Unincorporated Community Populations, 1980-2000[1]

Division	*1980*	*1990*	*Percent Change, 1980 to 1990*	*2000*	*Percent Change, 1990-2000*	*Average Annual Growth Rate, 1990-2000*	*Average Annual Growth Rate, 1980-2000*
Bayview CDP[2]	-	1,318	-	2,359	79.0%	6.0%	-
Cutten CDP[2]	-	1,516	-	2,935	93.6%	6.8%	-
Humboldt Hill CDP[2]	-	2,865	-	3,246	13.3%	1.3%	-
Hydesville CDP	933	1,131	21.2%	1,209	6.9%	0.7%	1.3%
McKinleyville CDP	7,765	10,749	38.4%	13,599	26.5%	2.4%	2.8%
Myrtletown CDP	3,959	4,413	11.5%	4,459	1.0%	0.1%	0.6%
Pine Hills CDP	2,686	2,947	9.7%	3,108	5.5%	0.5%	0.7%
Redway CDP	1,094	1,212	10.8%	1,188	-2.0%	-0.2%	0.4%
Westhaven-Moonstone CDP	808	1,109	37.3%	1,044	-5.9%	-0.6%	1.3%
Willow Creek CDP	1,290	1,576	22.2%	1,743	10.6%	1.0%	1.5%
Remainder of Arcata CCD	6,550	5,490	-16.2%	5,954	8.5%	0.8%	-0.5%
Remainder of Eureka CCD[2]	11,575	5,750	-50.3%	4,216	-26.7%	-3.1%	-4.9%
Remainder of Ferndale CCD	1,929	1,968	2.0%	1,824	-7.3%	-0.8%	-0.3%
Remainder of Fortuna CCD	4,285	4,397	2.6%	4,506	2.5%	0.2%	0.3%
Remainder of Garberville CCD	5,563	7,944	42.8%	7,832	-1.4%	-0.1%	1.7%
Remainder of North Coastal CCD	4,988	4,474	-10.3%	4,326	-3.3%	-0.3%	-0.7%
Remainder of Trinity-Klamath CCD	3,263	3,309	1.4%	3,694	11.6%	1.1%	0.6%
Total	**56,688**	**62,168**	**9.7%**	**67,242**	**8.2%**	**0.8%**	**0.9%**

[1] CDPs, or Census Designated Places, are communities specifically delineated for analysis in the Census. CCDs are Census County Districts, seven geographical divisions of the county's total area-the remainders are those regions not included in incorporated cities or CDP boundaries.

[2] The Bayview, Cutten, and Humboldt Hill CDPs were not designated until after the 1980 U.S. Census; they are included in the 1980 Eureka CCD total.

Source: Humboldt County Planning Department (2001)

The natural increase in population has slowed since 1990. This has occurred because the birth rate has decreased, while the death rate has stayed constant (births outnumbered deaths by 682 in 1990 and by 303 in 2000). Interestingly, California DOF projections indicate that Humboldt County is the only non-metropolitan county in the state likely to experience a further decrease in births from 2000 to 2010.[2] Net migration has been largely negative since 1994, meaning more people are leaving than moving to the County, but past migration has been highly variable and will therefore be difficult to project. In order to maintain the current population growth rate, migration must be positive to offset the continuing decline in births. This will occur if the County's employment opportunities and quality of life continue to attract people.

Humboldt County's projected growth in population is slower than the projected growth of the state as a whole. While the state is projected to grow by an average of 1.4 percent per year over the next 25 years, Humboldt is only projected to grow by 0.6 percent per year. Table 1-4 summarizes Humboldt County's share of California's projected population over the next 25 years.

Table 1-4: Humboldt County's Share of California Population, 1985-2025

Year	*California Population*	*Average Annual Increase*	*Humboldt County Share*
1985	26,403,000	-	0.42%
1990	29,760,000	2.42%	0.40%
2000	33,871,650	1.30%	0.37%
2010	40,262,400	1.74%	0.33%
2020	45,821,900	1.30%	0.31%
2025	49,029,400	1.36%	0.29%

Source: US Census 1980-2000

1.2 GROWTH PATTERNS AND PROJECTIONS[3]

Today, as in 1980, the cities of Eureka and Arcata contain about a third (34 percent) of the County's population. More than half the County's residents live in unincorporated areas. McKinleyville, the County's third-largest community, is unincorporated and accounts for 11 percent of the County population, while 13 percent of Humboldt County residents live in the other five incorporated communities and 42 percent live in the balance of the county.

The historic and projected population figures for Arcata, Eureka, and Fortuna are shown in Table 1-5. The balance of the county is projected to grow more slowly than the major cities (except

[2] Los Angeles County and the Bay Area Counties of San Francisco, San Mateo, and Marin also are projected to have fewer births in 2010 than in 2000. California Department of Finance, *Actual and Projected Births by County, 1970-2010 (*August 2001*).*

[3] This analysis of urban areas within Humboldt County focuses on its three largest incorporated communities, Arcata, Eureka, and Fortuna.

Eureka, which is near buildout) due to declining populations in rural communities, which will offset the gains in areas like McKinleyville and suburban Eureka. New employers and any resultant in-migration will likely be concentrated in the cities and the growth areas around Humboldt Bay, where public facilities and services are already available.

Table 1-5: Historic and Projected Population Change in Humboldt County's Major Cities, 1980-2025

	Arcata		Eureka		Fortuna		Balance of County		
Year	Population	Annual Change	Population	Annual Change	Population	Annual Change	Population	Annual Change	Total
1980	12,388	-	24,153	-	7591	-	64,382	-	108,514
1990	15,197	2.06%	27,025	1.13%	8788	1.48%	68,108	0.56%	119,118
2000	16,651	0.92%	26,126	-0.34%	10,497	1.79%	73,244	0.73%	126,518
2025	19,500	0.63%	27,250	0.17%	13,000	0.86%	83,350	0.52%	143,100

Source: Humboldt County (2002)

In looking forward to the year 2025, City planning staff in Arcata do not profess concern about reaching full buildout in the foreseeable future; Eureka is already near full buildout and has seen new residential growth nearly halt; and Fortuna expects continued rapid growth and admits annexations in the interim may be necessary.

Arcata is projected to have a population of 19,500 for the year 2025, but has no estimate for full buildout. This projection assumes an average of 0.6 percent annual increase, a rate one-fifth faster than the county as a whole.

Eureka is at or near full buildout in nearly all accessible areas and population within the city limits has remained fairly constant for decades. The 1997 Background Report for the Eureka General Plan notes that the City's most recent annexation, in 1988, added only 0.2 acres to the City and the Community Development Department has added that there are currently no development projects proposed in the city. The majority of development in the Eureka area has been outside the city limits, and the population of this area is nearly equal to that of the city proper. Further development is expected to occur in unincorporated neighborhoods.

Fortuna does not have projections for total buildout. The Fortuna General Plan (1993) states that "Since there is an adequate supply of land and public facilities for urban land use, the growth rate of the City should remain high compared to the rest of the county"; however, the Planning Department states that Fortuna will probably develop the remainder of its vacant residential land before 2025 and will need to annex more land in the interim. The projected population of 13,000 in 2025 assumes an average of 0.84 percent annual increase, 70 percent higher than the total county.

Table 1-6 provides population projections for unincorporated portions of the County.

Table 1-6: Projected 2025 Population in Humboldt County Unincorporated Areas

Area	*2000*	*2025*	*Percent change, 2000-2025*	*Average Annual Growth Rate*
Bayview CDP	2,359	3,000	27.17%	0.97%
Cutten CDP	2,935	3,425	16.70%	0.62%
Humboldt Hill CDP	3,246	3,700	13.99%	0.53%
Hydesville CDP	1,209	1,400	15.80%	0.59%
McKinleyville CDP	13,599	15,750	15.82%	0.59%
Myrtletown CDP	4,459	4,550	2.04%	0.08%
Pine Hills CDP	3,108	4,650	49.61%	1.62%
Redway CDP	1,188	1,350	13.64%	0.51%
Westhaven-Moonstone CDP	1,044	1,300	24.52%	0.88%
Willow Creek CDP	1,743	1,900	9.01%	0.35%
Arcata CCD Remainder	5,954	6,500	9.17%	0.35%
Eureka CCD Remainder	4,216	5,000	18.60%	0.68%
Ferndale CCD Remainder	1,824	1,850	1.43%	0.06%
Fortuna CCD Remainder	4,506	4,600	2.09%	0.08%
Garberville CCD Remainder	7,832	9,400	20.02%	0.73%
North Coastal CCD Remainder	4,326	4,775	10.38%	0.40%
Trinity-Klamath CCD Remainder	3,694	4,000	8.28%	0.32%
Total Unincorporated	**67,242**	**77,150**	**14.73%**	**0.55%**

Source: Humboldt County GIS

1.3 POPULATION CHARACTERISTICS

AGE

While the birthrate continues to fall, DOF projections point toward a rapidly aging population in Humboldt County (see Table 1-7). Humboldt County's median age is projected to rise from 36 to 41 over the next 25 years while California's median age is expected to remain stable at 33-34, due to continued high birthrates.

In 1990, there were 2.4 times as many youths as elderly persons in Humboldt County, decreasing to 2.2 in 2000 and projected to drop to 1.2 in 2025. In California, there will be 2.1 youths per elderly person in 2025, down from 2.9 in 1990. From 1990 to 2020, the number of residents of retirement age in Humboldt County will nearly double.

Table 1-7: Humboldt County and California Population by Age, 1990-2025

	Humboldt County				California			
Year	0-19	20-64	65+	Median Age	0-19	20-64	65+	Median Age
1990	29%	59%	12%	33	29%	61%	10%	31
2000	27%	60%	13%	36	31%	58%	11%	33
2010	24%	63%	13%	39	31%	58%	11%	34
2020	23%	58%	19%	40	30%	56%	14%	33
2025	23%	56%	21%	41	31%	54%	15%	34

Source: California Department of Finance Population Projections 1990-2040 (1998)

ETHNIC BREAKDOWN

Humboldt County's population is largely white, though one with a notable Native American population on its three reservations (Table Bluff, Hoopa Valley, and Yurok), four Rancherias (Big Lagoon, Trinidad, Blue Lake, and Bear River Band of Rohnerville), and other scattered lands. According to County sources[4], the Native American population may be acutely undercounted as well. All minority racial and ethnic groups have been growing consistently in population share, and none, apart from Native Americans, appears to be concentrated in one specific area (see Table 1-8).

Table 1-8: Humboldt County Population by Ethnicity, 1985-2025

Year	White	Black	Native American	Asian/Pacific Islander	Hispanic origin
1985	88.9%	0.7%	5.1%	1.5%	3.9%
1990	87.9%	0.8%	5.2%	1.9%	4.2%
2000	85.2%	0.9%	5.7%	2.8%	5.4%
2020	79.2%	1.0%	6.9%	4.4%	8.5%
2025	77.6%	1.1%	7.1%	4.8%	9.4%

Source: California Department of Finance (2001)

1.4 CURRENT AND PAST PROJECTIONS

ACCURACY OF PROJECTIONS

The current General Plan, adopted in 1984, projected the 2000 population of Humboldt County to be 125,635- not far from the 2000 Census figure of 126,518 (see Table 1-9). Humboldt County's population has grown 16.6 percent in the past 20 years, from the 1980 Census figure of 108,514, an average annual growth rate of 0.8 percent. The baseline projections used for this

[4] Lois Card, "Native American Communities in Humboldt County" in *Regional Workforce Preparation Mapping and Survey Project*. Eureka, California, June 2000.

report, released by the California Department of Finance in 1998, project the Humboldt County population in 2020 to be 141,100, an 11.5 percent increase from 2000. This projection shows the average growth rate slowing to 0.5 percent per year.

The range of projections summarized in the table below suggests that, if the U.S. Census figures are assumed as a standard, the tendency for both the County and the DOF has been to overestimate population. The DOF adjusts its estimates upward based on perceived Census undercount. The complete range of estimates for 2020 is only about 2100, a conservative spread on the order of 1.5 percent over the lowest projection.

ASSUMPTIONS AND METHODOLOGIES

The following paragraphs describe the assumptions and methodologies used for DOF projections listed in Table 1-9, to the extent that information is available for these past projections. Differences among projections are largely accountable to the origins of methodologies, which range from birthrates and migrations to number of households to employment figures.

DOF E-2: County populations were estimated independently of the entire state, using population change models benchmarked to 1990 and 2000 Census counts with added estimates of undercounts based on ethnic group distribution. Counties are estimated by relative proportions based on driver licenses, enrollments, and labor force numbers.

DOF E-4: County estimates are controlled to state estimate and benchmarked to the 2000 Census. The Housing Unit method was used to estimate county populations: number of occupied housing units was multiplied by household size averages and added to independently gathered non-household population numbers.

DOF E-5: County estimates are controlled to state estimate and benchmarked to the 1990 Census. The Housing Unit method was used to estimate county populations: number of occupied housing units was multiplied by household size averages and added to independently gathered non-household population numbers.

DOF Detail 2040: Based on 1990 Census. Fertility trends are applied by ethnicity, statewide survival rates are applied to each county, migrations assumed to be like historical data with recent years being anomalous, special populations (e.g., university or incarcerated) are projected separately and added last. Depicts recent trends, with state merging toward national trends.

DOF Interim 2020: A modification of the Detail 2040 projections, with state population projected based on births, deaths, net migration starting from 2000 Census; county estimates as proportions of State population.

CSU Chico: Population for counties is based on employment projections by Woods and Poole Economics; previous trends in population per job are tracked and assumed to level out over time. The Center for Economic Development (CED) states that projections tend to lose accuracy beyond 10 years in the future.

Table 1-9: Estimates and Projections for Humboldt County's Population, 1980-2025

Source Data	*1980*	*1990*	*2000*	*2010*	*2020*	*2025*
DOF Intercensals 80-90 (no date)	108,900	119,600				
Humboldt General Plan Projection (1984)	108,024	118,600	125,635			
CSU Chico Center for Economic Development, Humboldt County 2001 Economic and Demographic Profile Jan 1980-2010 (2001)	108,400	118,400	127,600	140,400		
Humboldt County Office of Economic Development. Prosperity: The North Coast Strategy1 (1999/2000)	108,400	118,400	128,100[2]	131,600	140,000	
DOF 2040 Detail Projections July 1990-2040 (Dec 1998)		119,500	128,400	135,600	141,100	143,400
DOF E-5 County/State Estimates Jan 1990-2000 (May 2000)		119,100	127,600			
DOF E-2 County Estimates/ Intercensals July 1990-2000 (May 2001)		122,600	127,700			
DOF E-4 Historical Adjusted County/State Apr1990-Jan2000 (Sept 2001)		122,400	127,400			
DOF Interim Projections July 2000-2020 (June 2001)			127,700	136,500	142,100	
U.S. Census (1980-2000)	108,514	119,118	126,518			

[1]Prosperity cites the DOF 2040 projections as source.

[2]1999 datum.

Humboldt 1984 GP: Projections for 2000 were based on DOF projections through 1990. Current (2000) trends in demographic composition, such as the aging population and declining birthrate, had begun before 1980 and may have been factored into earlier estimates.

1.5 HOUSEHOLDS

A total of 51,238 households existed countywide in 2000, with an average of 2.39 persons per household (see Table 1-10). The number of households in the county has grown 10.4 percent since 1990, compared to the population increase of 6.2 percent. Accordingly, the average number of persons per household has declined 4.0 percent (from 2.49) since 1990 and 6.3 percent (from 2.55) in 1980.

Household size is expected to continue to decline over the next 25 years but at a slightly slower rate. Using a projected household size of 2.4 persons per unit, there would be 57,542 households in the County in 2025. This projection also assumes that the non-household population will

remain at 5000. The non-household population refers to those residents who live in housing operated by a supervisory institution, e.g., a university, prison, or nursing home.[5]

Table 1-10: Humboldt County Household Composition, 1990 and 2000

	1990		*2000*	
	Number	*Percent*	*Number*	*Percent*
Total households	46,420	100%	51,238	100%
Family households	30,086	64.8%	30,645	59.8%
Married couple	23,472	50.6%	22,074	43.1%
Female alone	4914	10.6%	6022	11.8%
Householder alone	12,156	26.2%	14,826	28.9%
Householder over 65	4166	9.0%	4689	9.2%
Persons per household		2.49		2.39

Source: U.S. Census 1990, 2000

Family households dropped 4.5 percent as a share of overall households, with married couples declining by 7 percent of total households over that period, correlating with the slight fall in persons per household overall. Households with children accounted for 39.7 percent of households in California overall in 2000, but only 31.4 percent in Humboldt County, and is likely to decline further in the county.

OCCUPANCY AND TENURE

Related to the continued numerical majority of County residents living in unincorporated areas, vacancy rates have risen an average of 0.6 percent in incorporated areas since 1990 while in unincorporated areas over the same time span, vacancy has declined in both unincorporated areas (2.3 percent) and the County overall (0.8 percent). Housing tenure, or home ownership, has dropped slightly (see Table 1-11).

[5] While the population in nursing homes can be expected to rise with the total retirement-age population, the population in dormitories and correctional facilities in the County is not expected to increase so greatly.

Table 1-11: Housing Occupancy and Tenure in Humboldt County Divisions, 1990 and 2000

Area	*Households*		*Housing Unit Vacancy Rate*		*Percent Owner-Occupied*	
	1990	*2000*	*1990*	*2000*	*1990*	*2000*
Humboldt County	46,420	51,238	9.2%	8.4%	58.8%	57.6%
Arcata	6,073	7,051	3.6%	3.0%	43.2%	37.5%
Eureka	11,137	10,957	5.5%	5.8%	50.7%	46.5%
Fortuna	3,531	4,185	4.9%	5.2%	62.2%	62.3%
Incorporated	23,132	24,670	5.1%	5.7%	51.4%	48.1%
McKinleyville	4,010	5,277	4.9%	3.9%	65.5%	65.3%
Unincorporated	23,288	26,449	13.0%	10.7%	65.7%	66.7%

Source: US Census 1990, 2000

2 Housing

This chapter presents information on the composition of Humboldt County's housing stock, its recent history of residential permitting and construction, housing affordability, and future residential demand. The discussion focuses on contrasts in trends between the County and California averages, fair market rents, and land availability for future residential growth. One of the primary concerns is affordable housing, specifically:

- How can affordable housing be integrated into communities, in terms of design, compatibility, and access to services?
- How can affordability be maintained in the face of increasing development standards and fees?

The US Census and California Department of Finance's (DOF) California Statistical Abstract have provided the majority of the data for this chapter, supplemented by the US Department of Housing and Urban Development, RAND California, the Humboldt County Association of Realtors, and the Humboldt County Building Inspection Division. Data from the 2000 Census on age of occupied housing stock and distribution of rents and housing prices is not yet available, so the affordable housing data relies on 1990 Census figures. These tables will be updated when 2000 Census data are available. Where state- and County-provided data did not match, County numbers were used.

2.1 DWELLING UNITS

In 2000, there were a total of 55,912 housing units in the County, an increase of 4,778 (9.3 percent) since 1990 (see Table 2-1). Slightly more than half of the total units are located in unincorporated areas of the county. As shown in Table 2-1, housing type proportions have remained nearly constant from 1990 to 2000. In the unincorporated areas, multiple-unit housing accounts for only 7 percent of all units, while the major cities, by contrast, have multiple-unit housing proportions three (21 percent in Fortuna) to six (42 percent in Arcata) times higher. This statistic is consistent with standard land use density patterns. Higher density development (e.g., multi-family) is usually concentrated in urban areas. The vacancy rate in the unincorporated region has declined by one-fifth since 1990.

Table 2-1: Humboldt County Housing Units by Type, 1990-2000

Year	*Single unit*	*Multiple unit*	*Mobile*	*Total*	*Vacancy*
1990	70.0%	17.7%	12.3%	51,134	9.22%
2000	71.3%	18.7%	11.8%	55,912	8.36%
Unincorporated County					
Year	*Single unit*	*Multiple unit*	*Mobile*	*Total*	*Vacancy*
1990	75.8%	6.2%	18.0%	26,767	13.00%
2000	76.3%	7.0%	16.7%	29,605	10.66%
Arcata					
Year	*Single unit*	*Multiple unit*	*Mobile*	*Total*	*Vacancy*
1990	50.3%	38.8%	10.9%	6309	3.63%
2000	48.8%	41.5%	9.8%	7266	3.04%
Eureka					
Year	*Single unit*	*Multiple unit*	*Mobile*	*Total*	*Vacancy*
1990	67.4%	31.0%	1.6%	11,781	5.47%
2000	66.0%	32.4%	1.6%	11,633	5.85%
Fortuna					
Year	*Single unit*	*Multiple unit*	*Mobile*	*Total*	*Vacancy*
1990	66.5%	23.6%	9.9%	3711	4.85%
2000	70.1%	21.2%	8.6%	4401	5.18%

Source: US Census 1990-2000, California Department of Finance 2000

2.2 RESIDENTIAL PERMITS

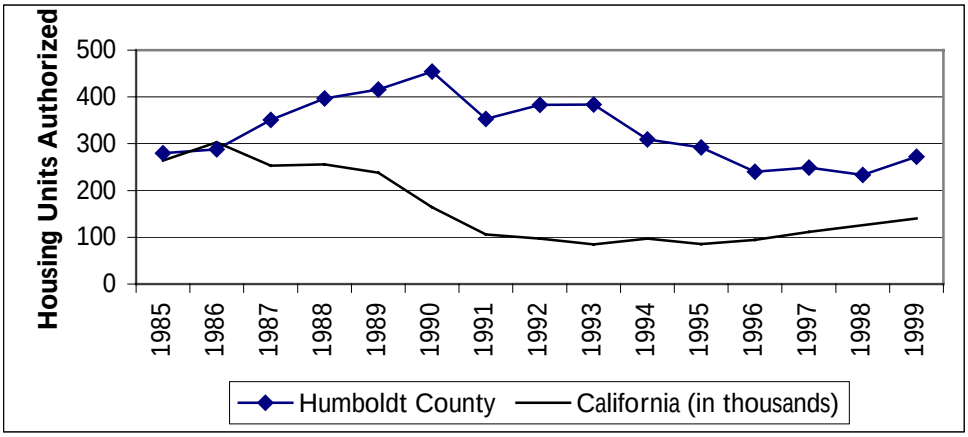
As demonstrated by Table 2-2 and Figure 2-1, permitting for residential construction in unincorporated Humboldt County slowed through the 1990s, reflecting state and national economic conditions. The pattern of units authorized appears to mirror general statewide trends in residential permitting, with a four-year delay. Nearly all of the new housing in the unincorporated areas is single-family. In fact, only 3 percent of the units approved in 1999 were multi-family. Higher proportions of new multi-family housing are formed in the cities, reflecting the zoning and local market conditions. Generalized locations for new residential development (from 1993 – 2001) are shown in Chapter 4, Figure 4-4.

Table 2-2: Humboldt County and California Residential Permits, 1985-1999

	Humboldt County			*California*		
Year	*Single-Unit*	*Multiple-Unit*	*Total*	*Single-Unit*	*Multiple-Unit*	*Total*
1985	278 (99%)	2 (1%)	280	109,809 (42%)	153,873 (58%)	263,682
1990	445 (98%)	9 (2%)	454	103,819 (63%)	60,494 (37%)	164,313
1999	265 (97%)	7 (3%)	272	101,711 (73%)	38,426 (27%)	140,137

Sources: Humboldt County Building Inspection Division, 2000, California Statistical Abstract, 2001

Figure 2-1: Residential Permitting in Unincorporated Humboldt County and California, 1985-1999



Sources: Humboldt County Building Inspection Division, 2000, California Statistical Abstract, 2001

2.3 HOUSING STOCK AND CONSTRUCTION

As previously noted, data from the 2000 Census for age of occupied units are not yet available. Humboldt County's housing stock in 1990 showed a fairly even historic range: 31 percent of the occupied housing stock in 1990 had been built before 1950 and 34 percent more was built between 1950 and 1970 (see Table 2-3). According to the Integrated Waste Management Plan (1995), new construction exceeded resales of single-family homes, yet the majority of households lived in housing more than 20 years old, indicating a strong tendency for households to remain in place.

Table 2-3: Humboldt County Occupied Housing Stock, 1990, by Decade Built

	Before 1940	*1940s*	*1950s*	*1960s*	*1970s*	*1980s*	*Overall*
Number of Units	9,303	4,948	8,555	7,232	8,305	8,077	46,420
Percent of 1990 Housing Stock	20.04%	10.66%	18.43%	15.58%	17.89%	17.40%	100%

Source: US Census 1990

From 1980 to 2000, the County housing stock grew by 10,531 units, a 23 percent increase in total units (see Table 2-4). The average annual increase of 1.05 percent in housing units over the past 20 years has been higher than that of the average annual population growth (0.77 percent), reflecting on the continuing decline in persons per household.

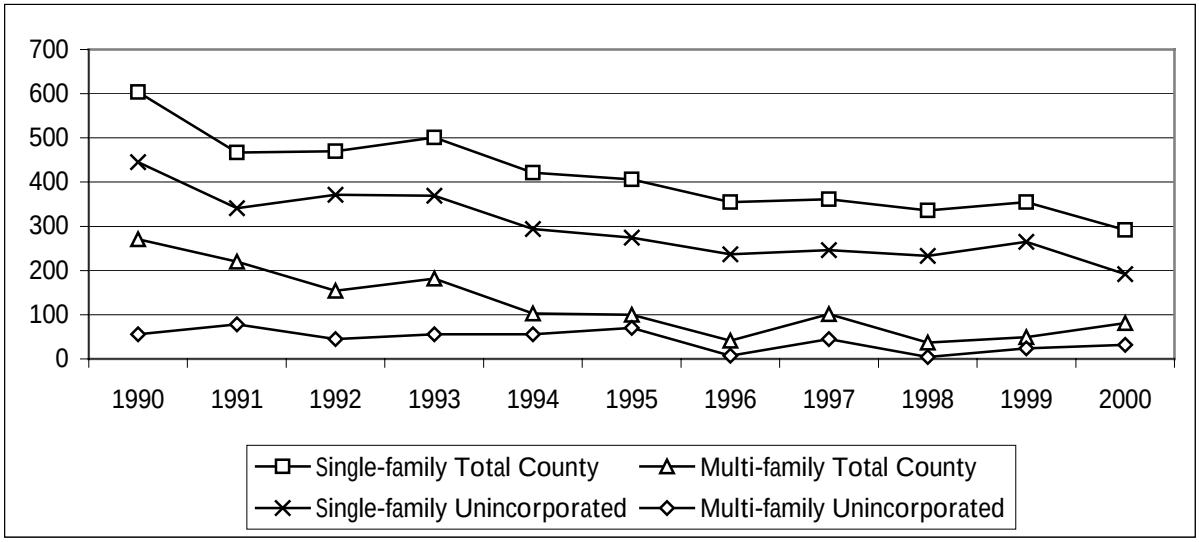
Table 2-4: Changes in County Housing Stock, 1980-2000

Year	*Housing Units*	*Net Increase*	*Percent Change*
1980	45,381	-	-
1990	51,134	5,753	12.7%
2000	55,912	4,778	9.3 %

Source: US Census 1980-2000

From 1990 to 2000, RAND reports that a total of 4,568 single-family residences and 1,339 multiple-family units were built countywide. Construction declined throughout the 1990s; 292 single-family units and 81 multiple-family units were built in 2000, down 52 percent and 70 percent from 1990, respectively (see Figure 2-2).

Figure 2-2: Housing Construction in Humboldt County, 1990-2000



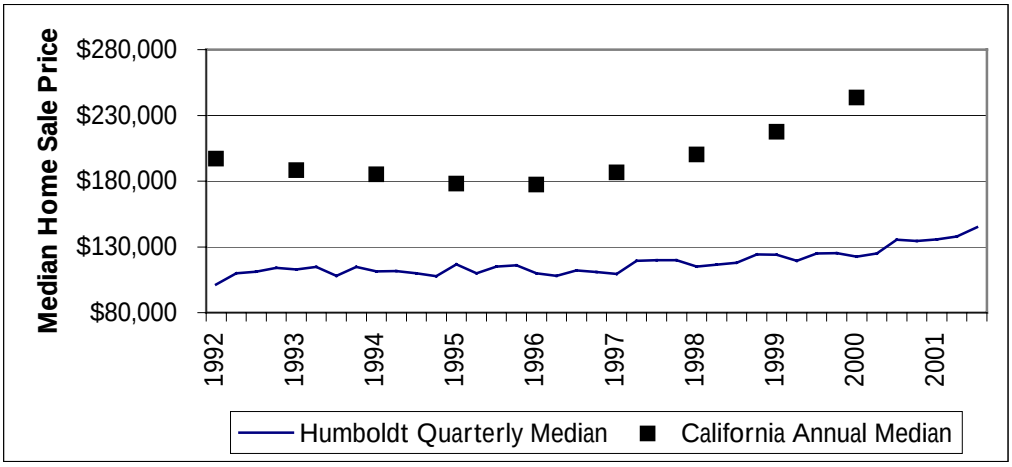
Source: RAND California, 2001-2002

2.4 HOME PRICES AND AFFORDABILITY

The most recent study of housing is the 1998 Housing Element of the Framework Plan. The Housing Element documented that housing prices in the County have increased since the 1980s. The 1990 Census showed that the median value of housing increased by $30,000 (54 percent) between 1980 and 1990 to a value of $88,000 (compared to $195,000 in California overall). Since that time, housing costs have continued to increase. Average home sale prices stayed below $120,000 from 1992 to 1997 and then began an upward trend, as displayed in Figure 2-3, again mirroring state trends – the rising incomes and prosperity of the last five years. The third-quarter 2001 average sales price for a home was $145,200, which is up dramatically from the $135,200 price of just one year ago, and an increase of 42.9 percent from the first quarter of 1992.

Home prices in Humboldt County have remained far below those for California overall. In 1995, Humboldt County's average home sale price was two-thirds (64 percent) of the state average. By 2000, with statewide home sale prices rapidly rising, Humboldt County's average home sale price was slightly over half (53 percent) of the state average. This means that relative to other areas of the state, housing in Humboldt County over the last ten years has become increasingly affordable, which is expected to attract population immigration in the County.

Figure 2-3: Median Home Sale Prices in Humboldt County, 1992-2001[1]



Sources: Humboldt County Association of Realtors, 2001(Humboldt data), California Statistical Abstract, 2001 (California data)

Similar to home sales prices, home rental rates are lower than the statewide average. According to 1990 Census figures, median rent in 1990 was $344 in Humboldt County, 38.7 percent below the median in California of $561. The U.S. Department of Housing and Urban Development (HUD) set average fair market rent (FMR, the sum of average rent costs and utilities) in 1990 for a two-bedroom apartment in Humboldt County at $525 (see Table 2-5). FMR rose 31.6 percent from 1985 to 1990, but only 9.3 percent from 1990 to 2000.

Table 2-5: Fair Market Rent in Humboldt County, 1985-2000

	1985	*1990*	*1995*	*2000*
Average Fair Market Rent	$399	$525	$536	$574
Percent Increase	-	31.6%	2.1%	7.1%

Source: US Department of Housing and Urban Development, 2001

Although housing in Humboldt may be relatively more affordable to other California residents, the 1998 Housing Element documented serious housing affordability concerns for many persons currently living in Humboldt. Thirty-seven percent of all households and 76 percent of low-income households in Humboldt County paid more than 25 percent of gross income, the standard used by many government agencies, toward housing costs in 1990. Renters tend to pay larger proportions of their income toward housing than homeowners, as 54 percent of all renters and 85 percent of low-income renters pay over 25 percent of gross income to housing costs. By comparison, 25 percent of all homeowners and 46 percent of low-income homeowners paid more than 25 percent of gross income on housing costs.

As for people at the lowest end of the pay scale, the problem of overpayment is severe. The National Low Income Housing Coalition documents that for Humboldt County in 2001, a

[1] The Humboldt County Association of Realtors has only kept statistical records since 1992.

minimum wage earner can afford a monthly rent of no more than $325, which is $133 (41 percent) less than the fair market rent for a one bedroom apartment established by HUD.

The 2001 median income level for the county is set at $38,600 for a family of four; the very low income (VLI) and low income (LI) standards are $19,300 and $30,900, respectively. With a fair market rent of $580 in 2001 (for a two bedroom apartment), a family at the LI standard line would pay 22.5 percent of its income toward housing. The Humboldt County Housing Authority states that there are currently 1,222 designated VLI housing units and that this number has not changed over the past six years.

If the percentage of households paying more than 25 percent of their income for housing has not dropped significantly, which will be known only when the 2000 Census data are released, then housing affordability is likely to remain a significant planning issue. In fact, concerns about housing affordability were raised at many of the Phase I workshops on the General Plan Update.

2.5 FUTURE HOUSING DEMAND

Future demand for housing in Humboldt County can be seen in Table 2-6. The demand is based on the projected future population, average household size, and estimated average densities. With a projected household population of 138,100 and a household size of 2.4 there will be a demand for approximately 5,961 housing units by 2025.

Table 2-6: Estimated 2025 Housing Unit Demand in the Humboldt Planning Area

Projected Population and Housing Needs	
2025 Household Populations	138,100
# of Households (hh size=2.4)	57,542
Housing Units (7% vacancy)	61,873
Current Housing Units	55,912
Housing Units Demand, Total County	5,961
Housing Unit Demand, Unincorporated County (54% of Total)	3,220

Source: Dyett & Bhatia 2002

In sum, the anticipated growth in the next 25 years is projected to be 5,961 new units, with 54 percent (3,220 units) occurring in the unincorporated areas. The anticipated housing demand is expected to be split with 90 percent of new units (2,898) going into Community Planning Areas and 10 percent (322) being located in the remainder of the unincorporated County.

3 Employment

Employment data is important in establishing a basis for designing policies to enhance the economic well being of the county. Long-range land use planning relies on projections of future jobs to determine land needs, a topic addressed in Chapter 4. This chapter presents information on past and future changes in Humboldt County's labor force and its composition, the nature of unemployment in the County, the types of employers and occupations traditionally and increasingly concentrated in the County, and the incomes of individuals and households in Humboldt County as compared to the statewide average. Special attention is given to the shifting bases of employment and changes in real income. Policy issues discussed in Phase I of the Critical Choices Report were:

- What are the characteristics and needs of small-scale businesses, micro-enterprises and home-based businesses?
- What policies can promote the growth of this sector without compromising community standards or the environment?
- What policies can facilitate the transportation sector?

The primary source of information is the California Employment Development Department and Labor Market Information Service, with supporting information from RAND California, the U.S. Department of Commerce Bureau of Economic Analysis, Claritas Inc.,[1] and the Chico State University (CSU) Center for Economic Development. The bibliography includes a list of all sources of information.

Humboldt County experienced a rapid expansion in economic activity from 1985 to 1990, then slowed through the 1990s due to the national recession. Employment in timber manufacturing, a traditional pillar of the local economy, continues to be a major force. However, employment in this sector has declined somewhat as the industry has become more mechanized, stricter laws have been placed on logging, and lumber markets have become more competitive. Retail and service employment have grown strongly, lowering the unemployment rate but slowing growth in the County's total personal income.

3.1 LABOR FORCE

The County labor force comprises all non-institutionalized (e.g., nursing homes, prisons, or mental hospitals) County residents who are age 16 years or older, and either working or able, available, and actively looking for work.[2] Labor force data is important because changes in labor force numbers indicate whether or not economic growth is taking place in the county.

[1] Claritas is a for-profit organization that provides projections and analysis of demographic and market trends in local areas.

[2] California Labor Market Information Service definition

Humboldt County's labor force is growing as a proportion of the total population (see Table 3-1), in keeping with current demographic trends toward fewer children born each year and an overall aging of the population. The labor force is projected to increase by 15,200 over the next 25 years to a total of 75,600. This represents an average annual growth rate of 0.9 percent, which is higher than the population growth rate because more people proportionally will be in the labor force. Our projections beyond 2010 assume a continuing trend of the labor force increasing as proportion of population and a local unemployment rate stabilized at 7 percent, from 47.4 percent in 2000 to 52.7 percent in 2025. This is consistent with the projected age profile for the future population.

Table 3-1: Humboldt County Labor Force and Employment, 1985-2025

Year	*Labor Force*	*Labor Force Proportion of Population*	*Total Employment*	*Annual Employment Growth Rate*	*Unemployment Rate*
1985	47,900	43.3%	42,800	-	10.6%
1990	58,100	49.1%	53,600	4.6%	7.7%
1995	60,200	48.5%	55,200	0.6%	8.4%
2000	60,400	47.4%	56,300	0.4%	6.8%
2005	65,400	50.5%	60,700	1.5%	7.2%
2010	68,100	51.7%	63,200	0.8%	7.2%
2020	73,700	52.2%	68,500	0.8%	7.0%
2025	75,600	52.7%	70,300	0.5%	7.0%

Sources: California Employment Development Department (1985-2000 data), CSU Chico Center for Economic Development (2005-2010 data)

Except for a slowdown from in the 1990s due to national economic conditions and reduced employment in the forest industries, employment growth rates in Humboldt County have been slightly higher than population growth rates. Employment is projected to expand more rapidly than population, as the labor force becomes a greater proportion of the County's overall population.

The unemployment rate is higher than the state average (see Table 3-2), but does rise and fall in concert with the state average. Humboldt County's share of total statewide employment grew from 0.36 percent in 1985 to 0.39 percent in 1995, but fell to 0.35 percent in 2000. County employment share has been consistently lower than County population share since 1985.

Table 3-2: California Labor Force and Employment, 1985-2000

Year	*Labor Force*	*Labor Force Proportion of Population*	*Total Employment*	*Annual Employment Growth Rate*	*Unemployment Rate*	*Humboldt County Employment Share*
1985	12,981,400	49.7%	12,047,800	-	7.2%	0.36%
1990	15,193,400	49.7%	14,319,200	3.5%	5.8%	0.37%
1995	15,412,200	47.8%	14,202,800	-0.2%	7.8%	0.39%
2000	17,090,800	50.0%	16,245,600	2.7%	4.9%	0.35%

Source: California Employment Development Department (2000)

LABOR FORCE COMPOSITION

The ethnic composition of Humboldt County's labor force in 1990 closely mirrored that of the population overall, though whites were overrepresented by 2.4 percent of the total and all other groups were underrepresented to varying degrees (see Tables 3-3, 3-4). Both whites and Native Americans were present in the population and labor force in greater proportions in Humboldt County than in California. The gender ratio was nearly identical between Humboldt County and California overall, with about 1.27 male workers for every female. Although the US Census demographic data for the labor force since 1990 are not yet available, it is assumed the ethnic composition has not changed substantially from 1990 because the ethnic composition of the County as a whole has not changed much.

Table 3-3: Humboldt County Labor Force Composition by Ethnicity and Gender, 1990*

	White	*Black*	*Native American*	*Asian*	*Hispanic*	*Total*
Male	50.2%	0.5%	2.3%	0.7%	2.0%	55.7%
Female	40.1%	0.2%	1.8%	0.5%	1.6%	44.3%
Total	**90.3%**	**0.7%**	**4.1%**	**1.2%**	**3.6%**	**100.0%**

*Residents 16 and older, including military service

Source: California Employment Development Department

Table 3-4: California Labor Force Composition by Ethnicity and Gender, 1990*

	White	*Black*	*Native American*	*Asian*	*Hispanic*	*Total*
Male	33.3%	3.1%	0.4%	4.8%	14.3%	56.0%
Female	27.0%	3.1%	0.3%	4.2%	9.3%	44.0%
Total	**60.3%**	**6.2%**	**0.6%**	**9.0%**	**23.6%**	**100.0%**

*Residents 16 and older, including military service

Source: California Employment Development Department, 1990

No data for 2000 are available for educational attainment in the labor force, but trends indicate that the County compares favorably with the statewide average. Humboldt County residents in 1990 were more likely to have finished high school but not college than Californians overall; the statewide average shows greater proportions of both adults who have not finished high school and those who have completed a Bachelor's degree (see Table 3-5). Both high school graduation and bachelor's degree completion rates for both the county and the state had risen since 1980.

Educational opportunity is an important factor in the future educational attainment of the labor force. Though UC-CSU eligibility among Humboldt County high school graduates was lower than in California in both 1992 and 1999 (see Table 3-6), the rate of improvement was nearly three times as rapid in the county (8.6 percent) as in the state (3.2 percent).

Table 3-5: Humboldt County Educational Attainment, Population 25 and Over, 1980-1990

	California		*Humboldt County*	
	1980	*1990*	*1980*	*1990*
Total population over 25	14,043,986	18,695,499	63,980	75,580
Not high school graduates	26.5%	23.8%	25.6%	19.5%
All high school graduates	73.5%	76.2%	76.4%	80.5%
High school graduates, no Bachelor's degree	53.8%	52.8%	58.4%	60.5%
Bachelor's degree or higher	19.6%	23.4%	18.0%	20.0%

Source: US Census 1980-1990

Table 3-6: UC-CSU Eligibility, 1992 and 1999

	1992	*1999*	*Percent Change*
Humboldt County	24.9%	33.5%	8.6%
California	32.4%	35.6%	3.2%

Source: Education Data Partnership, 2001

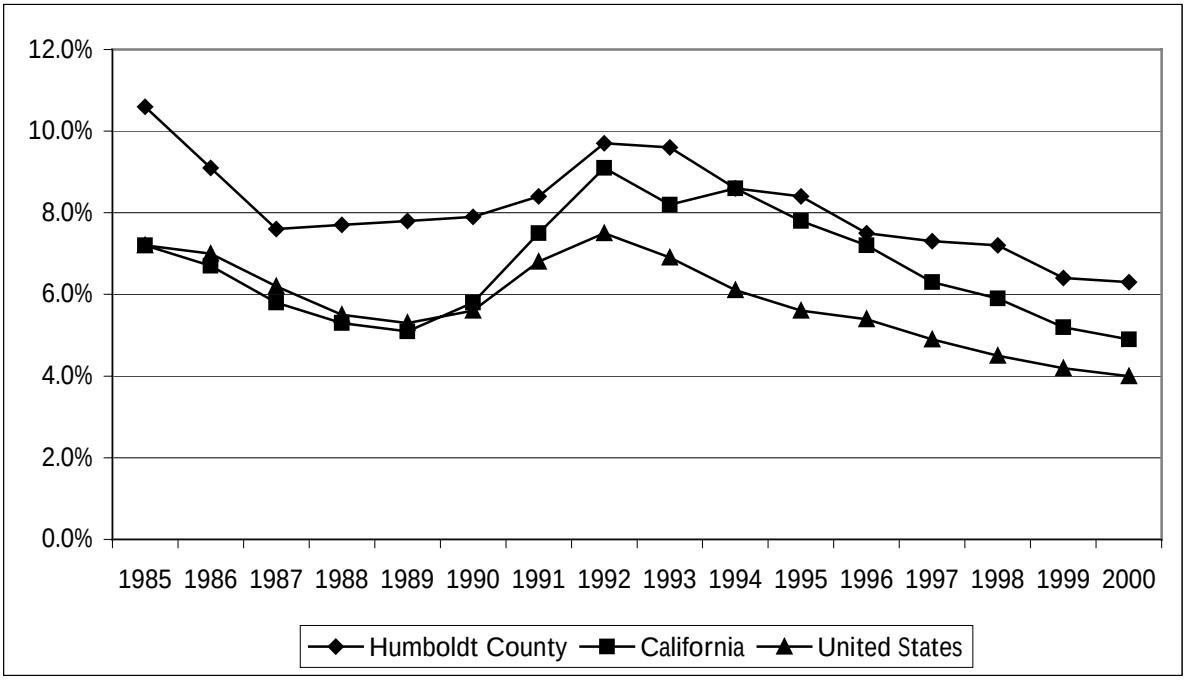
Humboldt State University, the County's only four-year college and the northernmost of the CSU campuses, is a prominent component of the City of Arcata. With 7,400 students, the University's population accounts for 44 percent of Arcata's total population of 16,800. Despite its official cap of 8,000 students and the Physical Planning Department's statement that the University is in a state of "no growth," the declining numbers of children growing up in Humboldt County may mean that the University may be a major factor in attracting in-migration via students who may settle in the area after completing their degrees.

3.2 UNEMPLOYMENT

Unemployment in Humboldt County fell from 1985 to 1990, rose again slightly until 1993, and has fallen steadily since then, averaging 7.2 percent in 2000 (see Figure 3-1). Although the labor force is constant throughout the year, the California Employment Development Department (EDD) has found that seasonal unemployment has fluctuated regularly over the past 15 years, peaking every January and dropping to a low each September, consistent with trends that occur in an agricultural economy. Annual fluctuations regularly exceed 3 percent of the total labor force, which now represents nearly 2000 workers (see Figure 3-2).

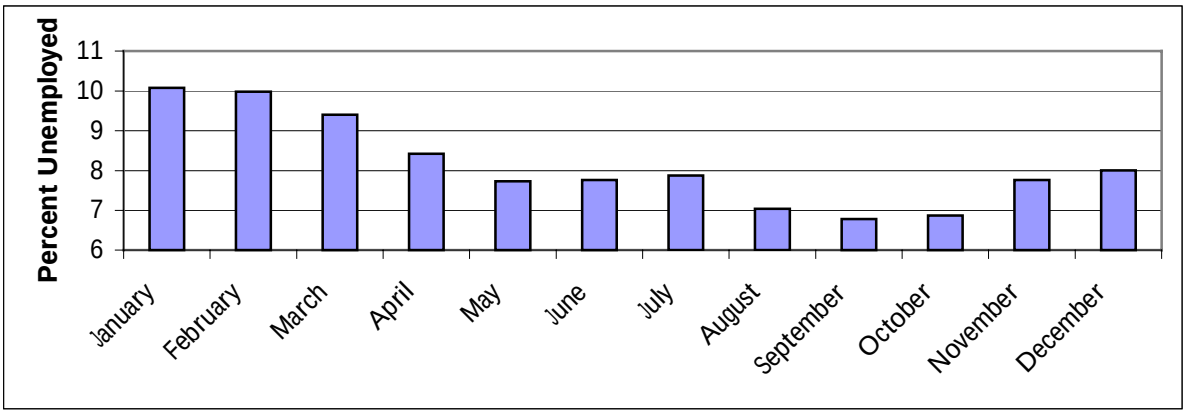
In August 2001, the EDD identified several recent economic events that contributed to unemployment in the County. For example, they documented layoffs at Eel River Sawmills (325 workers) and Louisiana Pacific (53 workers), Montgomery Wards (70 workers), and JC Penney (64 workers) in 2000. Combined with several other closures and consolidations of local establishments a total of 1,800 employees (3.2 percent of total employment) were affected by local workforce reductions in 2000 and 2001. Data is not available showing which industries expanded during this time frame to keep unemployment levels essentially constant through this same time period.

Figure 3-1: Unemployment Rates in Humboldt County and California, 1985-2001



Source: California Employment Development Department, 2001

Figure 3-2: Average Humboldt County Unemployment Rate by Month, 1985-2000



Source: California Employment Development Department, 2001

Employment for each industry also fluctuates annually. Agriculture, construction, and manufacturing peak in the summer, when conditions are most amenable; retail and services peak in the fall, coinciding with the holiday shopping season. Government employment, by contrast, drops in the summer- statistically, teachers are not considered by the EDD to be employed during months in which they do not receive paychecks. The highest annual fluctuations appear in the government and manufacturing sectors.

3.3 EMPLOYMENT DETAIL

INDUSTRIES

Since 1985, government and services have employed a greater proportion of the labor force in Humboldt County than any other industries (see Table 3-7). In 2000, these sectors accounted for a majority (51 percent) of employment in the County. Wholesale trade, transportation and utilities, and manufacturing have declined from 25.2 percent to 18.5 percent of total employment.

Table 3-7: Humboldt County Employment by Industry, 1985-2000

	1985		*1990*		*2000*		*Percent Change 1985-2000*
Industry	*Number*	*Percent of Total*	*Number*	*Percent of Total*	*Number*	*Percent of Total*	
Agriculture	800	2.1%	900	2.0%	1100	2.2%	37.5%
Construction and Mining	1100	2.9%	1500	3.3%	1800	3.6%	63.6%
Manufacturing	5900	15.3%	6300	14.0%	6000	11.9%	1.7%
Transportation and Utilities	2300	6.0%	2400	5.3%	1900	3.8%	-17.4%
Wholesale trade	1500	3.9%	1600	3.6%	1400	2.8%	-6.6%
Retail trade	7900	20.5%	9500	21.2%	10500	20.8%	32.9%
Finance, Insurance, and Real Estate	1300	3.4%	1600	3.6%	2200	4.3%	69.2%
Services	7800	20.3%	10300	22.9%	12900	25.5%	65.4%
Government (incl. Education)	9800	25.5%	10900	24.3%	12900	25.5%	31.6%
Total	**38500**	**100%**	**44900**	**100%**	**50600**	**100%**	**31.4%**

Figures may not sum to total due to rounding.

Source: California Employment Development Department 2001

With the exception of agriculture, forestry, and fishing (AFF), all reporting industries demonstrate a lower pay rate in the County than the California average (see Table 3-8). Nongovernmental industries in Humboldt County pay at an average of 57 percent of the State rate, with a low of 51 percent in services and a high of 132 percent in AFF, likely due to the generally higher wage rates in the timber industry.

Table 3-8: Average Annual Pay by Industry in Humboldt County and California, 2000

	Humboldt County	*California*	*County/State Ratio*
All Industries, excluding Government	**$23,409**	**$41,182**	0.57
Agriculture, Forestry & Fishing	$24,753	$18,778	1.32
Mining	*	$65,095	-
Construction	$29,084	$40,360	0.72
Manufacturing	$32,531	$57,695	0.56
Transportation and Public Utilities	$34,285	$47,278	0.73
Wholesale Trade	$28,895	$48,935	0.59
Retail Trade	$15,801	$21,915	0.72
Finance, Insurance, and Real Estate	$31,373	$60,163	0.52
Services	$21,028	$41,372	0.51
Non-Classifiable	*	$39,907	-
Federal Government	$35,145	$47,670	0.74
State Government	$43,193	$45,685	0.95
Local Government	$27,954	$38,975	0.72

*Suppressed information, necessary to protect the identity of cooperating employers. Data are suppressed if there are fewer than three establishments, or if a single employer makes up more than 80 percent of the employment in that industry.

Source: California Employment Development Department, 2001.

In *Prosperity: The North Coast Strategy*, the Humboldt County Office of Economic Development summarizes the County's base industries, or traditional industrial strengths, and support clusters, or secondary industries that grow with population and economic development (see Table 3-9). Currently, many of the base industries (particularly lumber and manufacturing) are in decline as the economy is realigning toward a stronger emphasis on support clusters (particularly retail, professional services, and government). However, looking ahead, prospects for the timber industry may improve with growing demand for building products from sustainable forestry. Certification programs, such as the Forest Steward Council and the Sustainable Forest Initiative can help California producers compete on a national basis. Lumber manufacturing accounts for 75 percent of total County manufacturing income, and over one-quarter (27 percent) of the State's timber production is from Humboldt County. Significantly, there is currently a shortage of available logs and Humboldt County has had to import timber from Washington, Canada, and New Zealand to run the lumber mills at full capacity.

Table 3-9: Target Industry Clusters for Economic Development

Base industry clusters	Support clusters
Lumber and wood products, education and research, tourism, fisheries/processing/aquaculture, dairy, manufacturing, arts and culture, information and technology, and specialty agriculture and horticulture	Finance/insurance/real estate, retail/restaurants, business services, professionals, government, transportation, construction, wholesale, utilities, and health care

Source: Humboldt County Office of Economic Development, Prosperity: The North Coast Strategy

OCCUPATIONAL GROWTH

Evaluation of job growth by industry sector provides insight to the health of the economy and economic diversity and helps the County understand employment growth trends. Pursuant to the shift in emphasis of the local economy, Humboldt County's employment is dominated by service, administrative support, and professional positions, as displayed in Table 3-10. The service category includes a wide variety of businesses providing services to individuals, businesses, government, and other organizations. Services include restaurants, lodging, repair, amusement, personal services, health services, professional legal services, and technical services.

Table 3-10: Humboldt County Employment by Function, 2001

Service	16.3%
Administrative support	14.4%
Professional	14.3%
Sales	11.4%
Precision product and craft	11.0%
Executive	9.9%
Transportation	5.4%
Farm, forestry, and fish	5.3%
Machine operators	5.0%
Laborers	4.4%
Technical support	2.6%
Total	**100%**

Source: Claritas, 2001

The EDD reports that service, administrative support, professional, and sales positions also account for eight of the 10 occupations currently adding new positions and all of the 10 fastest-growing occupations (see Table 3-11). While many of these services businesses serve a local market, some have a state or national market. This means they can bring money into the Humboldt economy.

Table 3-11: Projected Highest-Growth Occupations in Humboldt County, 1997-2004

Absolute Growth (new positions)		*Fastest Growth (percent change)*	
Salespersons, Retail	230	Amusement, Recreation Attendants	233.3%
General Office Clerks	180	Computer Support Specialists	77.8%
Cashiers	170	Counter and Rental Clerks	58.8%
General Nurses	150	Systems Analysts- Electronic Data Processing	50.0%
General Managers, Top Executives	130	Bill and Account Collectors	50.0%
Teacher Aides	120	Child Care Workers	33.3%
Guards and Watch Guards	110	Corrections Officers, Jailers	33.3%
Counter and Rental Clerks	100	Order Clerks- Materials, Service	33.3%
Computer Support Specialists	70	Physical Therapy Assistants and Aides	33.3%
Amusement, Recreation Attendants	70	Adjustment Clerks	30.0%

Source: California Employment Development Department, 2001

INDUSTRIAL EARNINGS

Changes in employment shares have not coincided with the profitability of industries involved. For example, retail trade now employs close to twice as many Humboldt County residents as manufacturing, although it is behind in profits and wages (see Table 3-12). If the economy continues to shift from offering high-paying, high-skilled government and manufacturing jobs to lower-paying, lower-skilled retail and lower-end service positions as in Table 3-11, unemployment may continue to fall, but at the cost of a lower per capita income.

Table 3-12: Top-Earning Industries in Humboldt County, in millions, 1980-2010

1980	Government ($171)	Manufacturing ($162)	Services ($136)	Retail Trade ($95)
1998	Services ($435)	Government ($381)	Manufacturing ($255)	Retail Trade ($215)
2010	Services ($787)	Government ($583)	Retail Trade ($276)	Finance, etc. ($265)

Source: US Department of Commerce Bureau of Economic Analysis, 2000

MAJOR EMPLOYERS

Over 5,000 business establishments exist in the county. Of this total, the vast majority are small and home-based businesses, with less than 10 employees. The largest employers in Humboldt County are engaged in government, lumber, education, or medical services, in keeping with the profitable dominance of the services, government, and manufacturing sectors (see Table 3-13).

Table 3-13: Humboldt County Major Employers, 2000

Employer Name	*Location*	*Industry*
College of the Redwoods	Eureka	Colleges & Universities
Eel River Sawmills Inc	Fortuna & Redcrest	Sawmills and Planing Mills
Eureka City Hall	Eureka	Public Administration (Government)
Eureka City Schools	Eureka	Education
Humboldt County	Eureka	Public Administration (Government)
Humboldt State University	Arcata	Colleges & Universities
Mad River Community Hospital	Arcata	Hospitals
Pacific Lumber Co	Scotia	Sawmills and Planing Mills
Postal Service	Humboldt County	Public Administration (Government)
Simpson Timber Co	Eureka	Sawmills and Planing Mills
St Joseph Hospital	Eureka	Hospitals
Sunbridge Health Care Center	Eureka	Residential Care

Sources: California Employment Development Department, 2001; Prosperity: The North Coast Strategy

3.4 INCOME

Personal income can be an indication of the county's economic condition. Despite the general rise in income over the past decade, there has been little change in per capita income from 1995 to 2000. Adjusting for the Western U.S. Regional consumer price index, real wages have actually fallen by 16 percent since 1990 (see Table 3-14).

Table 3-14: Humboldt County Trends in Personal Income, 1980-2010

Year	*Total Personal Income ($1000s)*	*Per Capita Income*	*Real Dollars, 1990 Base (Western U.S. CPI)*
1980	$1,080,093	$9,918	$15,657
1985	$1,426,605	$12,899	$15,705
1990	$1,966,112	$16,439	$16,439
1995	$2,328,957	$18,706	$16,042
2000	$2,395,077	$18,843	$14,175
2005	$3,444,914	$25,330	-
2010	$4,301,714	$29,998	-

Sources: California Employment Development Department (1980-2000 data), CSU Chico Center for Economic Development (2005-2010 data)

According to the Bureau of Economic Analysis, per capita income in Humboldt County is much lower than average income in California and in the United States, but is rising faster than the state average (see Table 3-15). Year 1999 figures are based on population estimates released in March 2000, before the 2000 Census count.

Table 3-15: Per Capita Personal Income in California and the United States, 1990-1999

	Humboldt County		*California*		*United States*	
	1990	*1999*	*1990*	*1999*	*1990*	*1999*
Per capita personal income	$16,440	$22,871	$21,889	$29,856	$19,584	$28,546
Percent change 1990-1999		39.1%		36.4%		45.8%

Source: US Department of Commerce Bureau of Economic Analysis

As expected from the comparison of per capita incomes, the distribution of income among different income brackets in Humboldt County shows more residents with lower incomes than in other areas of the State. Incomes in Humboldt County in 1989 were on the whole much lower than the California average; the median income in Humboldt County was only two-thirds (65.9 percent) of the California median for all households, and only three-quarters (74.8 percent) of California's median for family households (see Table 3-16).

Table 3-16: Humboldt County and California Income Distributions, 1989

Income in thousands	Humboldt County		California	
	All households	Family households	All households	Family households
<$25	52.4%	41.0%	34.1%	28.1%
$25-$49	31.6%	37.8%	32.9%	33.5%
$50-$74	11.1%	14.8%	18.4%	21.0%
$75-$99	2.7%	3.6%	7.6%	9.0%
$100+	2.2%	2.8%	7.1%	8.4%
Median income	$23,586	$30,357	$35,798	$40,559
Total number of households	**46,617**	**30,391**	**10,399,700**	**7,218,877**

Source: US Census 1990

WELFARE ASSISTANCE

Temporary Assistance to Needy Families (TANF), or welfare, cases dropped 18.4 percent as a proportion of the population in Humboldt County and rose 2.4 percent statewide from 1990 to 1998 (see Table 3-17). While the proportion of the population receiving TANF was 51 percent higher in the County than in the state in 1990, this gap decreased to 18 percent in 1998. Significantly, payments per case declined in the County at a rate more than double the California average, with the result that average payments per case in the County fell from 22 percent higher than the state average to 6.6 percent lower.

Table 3-17: Welfare Statistics in Humboldt County and California, 1990 and 1998

	Humboldt County			California		
Annual Averages	1990	1998	Percent Change	1990	1998	Percent Change
Cases per 100,000	3196	2609	-18.4%	2153	2204	2.4%
Recipients per 100,000	9505	7633	-19.7%	6282	6471	3.0%
Payment per Case	$7419	$4831	-34.9%	$6086	$5176	-15.0%

Source: RAND California 2001

INCOMES BY COMMUNITIES

Comparing 1990 data for communities, median income and poverty rates did not appear to correlate (see Table 3-18). The federal definition of the poverty threshold is that level at which a household cannot pay for a nutritionally adequate food plan, assuming that one-third of after-tax income will be spent on food.[3] For example, McKinleyville reported higher median incomes than Fortuna, but higher proportions of people in poverty as well. Arcata had both the lowest median

[3] Bureau of the Census, 1997

household income and highest proportion of people in poverty among the County's urban areas. Except for Fortuna, individuals and families in Humboldt County communities are more likely to be impoverished than in the state overall.

Table 3-18: Median Household and Family Income and Poverty in Humboldt County, 1990

	Median household income	*Median family income*	*Persons below poverty level*	*Families below poverty level*
Arcata	$18,551	$28,549	28%	13%
Eureka	$21,812	$28,542	19%	15%
Fortuna	$23,860	$30,172	12%	9%
McKinleyville	$26,795	$32,192	15%	12%
Humboldt County	$23,586	$30,357	18%	13%
California	**$35,798**	**$40,559**	**13%**	**9%**

Source: US Census 1990

4 Land Use and Development

The heart of a General Plan is land use. Understanding how land use has changed in the County since the current General Plan was prepared in the mid-1980s is an essential first step in the update process. The County's urbanized areas, as well as rural communities and rural lands, have been shaped by subdivisions of land for housing and for rural residential land uses and by commercial and industrial development. In some cases, recent development has reinforced historic settlement patterns, while in others, there has been a shift from historic trends, such as the conversion of resource lands to rural residential uses.

There were many land use and development issues identified during Phase I of the General Plan Update. As summarized in the Critical Choices Report, these issues include:

- Where should growth be distributed in the County?
- How does in-filling compare with rural development in terms of infrastructure and community service costs, resource production, environmental impact, energy consumption and open space?
- Establishing a rural-urban interface and growth strategy: what are the implications of allowing development under "planned conditions" vs. establishing growth boundaries and target "growth areas?"
- How to enhance the quality of life in rural small towns through land use policies and the provision of services?
- How to plan for the interface between rural communities and surrounding resource lands?
- What Plan policies would support growth in industrial development consistent with community and environmental goals and Prosperity!
- Is there an adequate supply of industrial/commercial parcels? Should the inventory be increased on existing parcels; for example, brownfields be redeveloped?
- How can the needs of new industries relying on telecommunications be addressed?
- What are the characteristics of Big Box Development that prompt concern (e.g., size, location, local or distant ownership, character, economic dislocation)? What are the social, community, tax, and economic and environmental implications of Big Box development in Humboldt? What are appropriate policies and standards to minimize potential adverse impacts?
- What are reasonable standards to minimize land use conflicts? Which standards should apply to existing development?

This chapter begins by summarizing land use characteristics on a countywide scale and in the individual Community Planning Areas and Coastal Zone Plan Areas. The quantity, location, and types of vacant land are defined. Development trends and subdivision patterns then are addressed, and the amount of land that is committed for development is summarized. Then, using growth projections presented in prior chapters, future land demand is quantified. These calculations provide a basis for addressing where growth can be accommodated, given existing

land use designations, proximity to services and urban areas, and the location of agricultural and timber lands. The analysis is focused on the unincorporated portion of the county, as the County General Plan addresses only unincorporated lands.

4.1 EXISTING LAND USE

With 3,570 square miles of land, Humboldt County is the 14th largest county in California. However, nearly 34 percent of the county is either in public ownership or tribal lands. Incorporated cities occupy 23,011 acres or just about 1 percent of the total land area. The National Forests, National Parks, and public land controlled by the Bureau of Land Management total 571,200 acres, and the State Parks System includes 72,200 acres. The Yurok and Hoopa tribal lands total 127,512 acres, or 5.6 percent of the total land area in the county.

Historically, development in Humboldt County has concentrated around the north-south transportation corridor of U.S. Highway 101. Figure 4-1a shows generalized existing land use countywide, as well as Community Planning Area boundaries. Figures 4-1b and 4-1c include detailed land use within each of the Community Planning Areas (CPAs) and Coastal Zone Plan Areas. Land use statistics for residential and non-residential land countywide and within the community planning areas are summarized in the following tables. Existing land use is not the same as "planned" land use under the current General Plan, which is shown in the map series in Chapter 6, Summary of Opportunities and Constraints. Existing land use reflects the type of development or use that currently occurs on the property, as indicated by County Assessor information.

Timberland and agriculture account for the majority (60.2 percent) of the County's rural land uses (see Table 4-1). A total of 1,020,891 acres are within Timberland Production Zones (TPZ)[1]. Open space and parks occupy nearly 582,900 acres, representing 25.7 percent, and all other uses share 14.1 percent of Humboldt County's total land area. The predominant residential land use is rural residential, with 112,459 acres countywide. Single-family residential lands (including mobile homes and mobile-home parks) cover 4,827 acres and an additional 611 acres are designated multi-family housing.

Comparing the unincorporated Coastal Zone and the remainder of the unincorporated County, most land uses occur in similar proportions; the most significant difference is in the inventory of agriculture and timber lands. In the Coastal Zone, agriculture and grazing land account for 46.6 percent of total land use, while timber production covers 14.1 percent; in the remainder of the unincorporated County, the proportions are almost exactly switched (13.7 percent agriculture and 46.5 percent timber). Land in the Coastal Zone accounts for less than one-twentieth of the County's total unincorporated acreage.

[1] A Timberland Production Zone is an area of timber producing land that is zoned TPZ. The land must be timber producing, but need not have merchantable timber on it at the present time. Land zoned TPZ is restricted to use for growing and harvesting timber and for uses compatible with timber production.

Table 4-1: Existing Land Use for Unincorporated Portions of Humboldt County

	Unincorporated Coastal Zone		*Remainder of County Unincorporated*		*Total Unincorporated*	
Use	*Acreage*	*Percentage*	*Acreage*	*Percentage*	*Acreage*	*Percentage*
Rural Residential	4,491.7	4.4%	107,967.5	5.0%	112,459.2	5.0%
Single-Family Residential	1,165.8	1.1%	3,662.8	0.2%	4,828.6	0.2%
Multi-Family Residential	107.6	0.1%	503.0	0.02%	610.6	0.0%
Commercial	628.4	0.6%	971.0	0.04%	1,599.5	0.1%
Light Industry	5.2	0.01%	28.5	0.001%	33.7	0.001%
Heavy Industry	757.3	0.7%	1,094.2	0.1%	1,851.4	0.1%
Public and Semi-Public	2,024.7	2.0%	9,432.4	0.4%	11,457.1	0.5%
Open Space/Parks	27,263.9	26.5%	555,628.2	25.7%	582,892.1	25.7%
Agriculture and Grazing	48,008.5	46.6%	297,240.9	13.7%	345,249.4	15.2%
Timber Production	14,485.3	14.1%	1,006,405.2	46.5%	1,020,890.5	45.0%
Tribal Lands	62.0	0.1%	92,652.1	4.3%	92,714.1	4.1%
Vacant Lands (urban)[1]	996.5	1.0%	4,060.5	0.2%	5,056.9	0.2%
Vacant/Unclassified[2]	2,926.2	2.8%	85,123.1	3.9%	88,049.4	3.88%
Total	102,923.0	100.0%	2,164,769.3	100.0%	2,267,692.3	**100.0%**

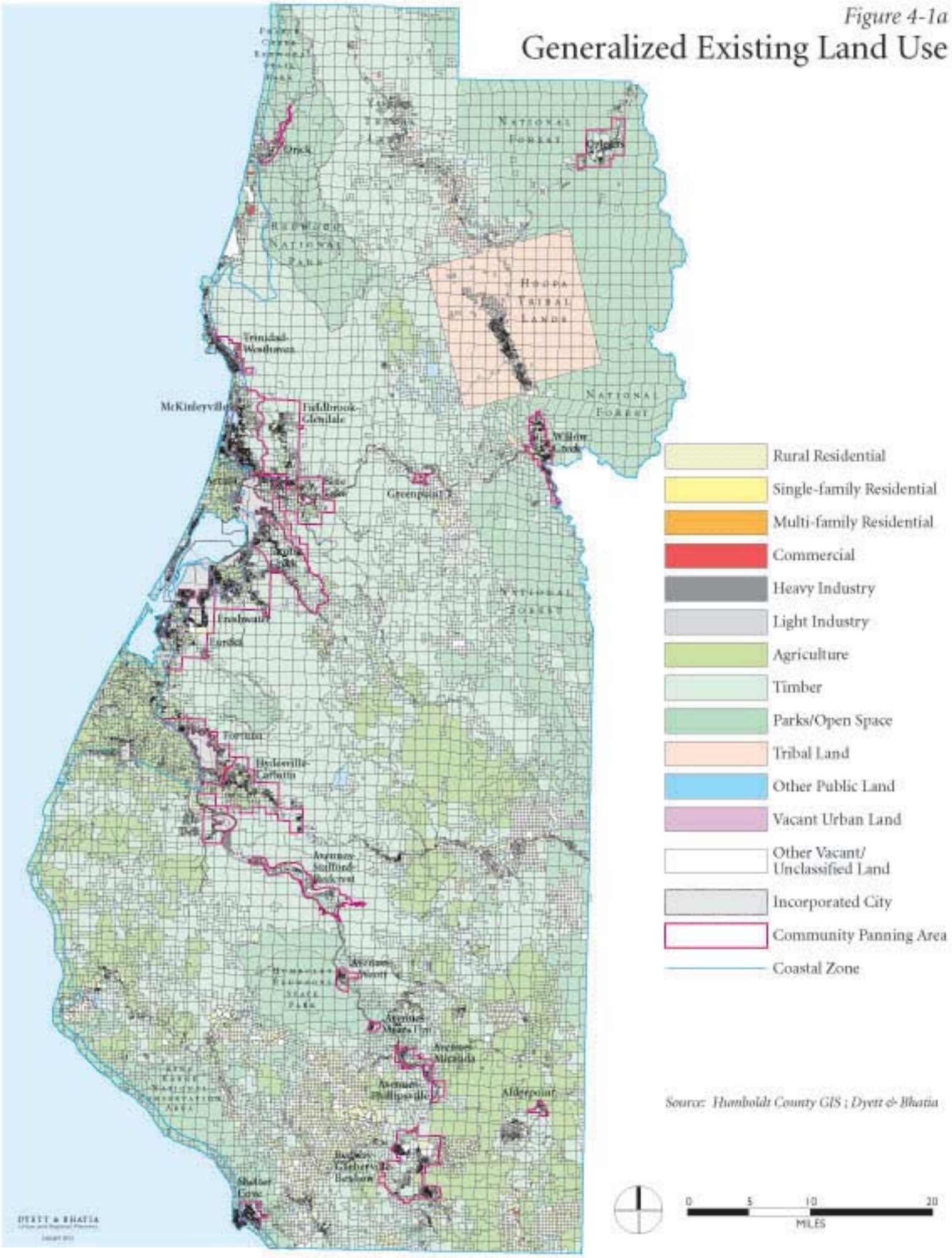
1 Vacant urban lands refer to all vacant lands with single family, multi-family, commercial, or industrial designations

2 Vacant/Unclassified lands encompass all undeveloped rural residential land and land without a use description in the County Assessor records; includes resource lands such as conservation, watershed, and floodplain areas.

Source: Humboldt County GIS

Figure 4-1a

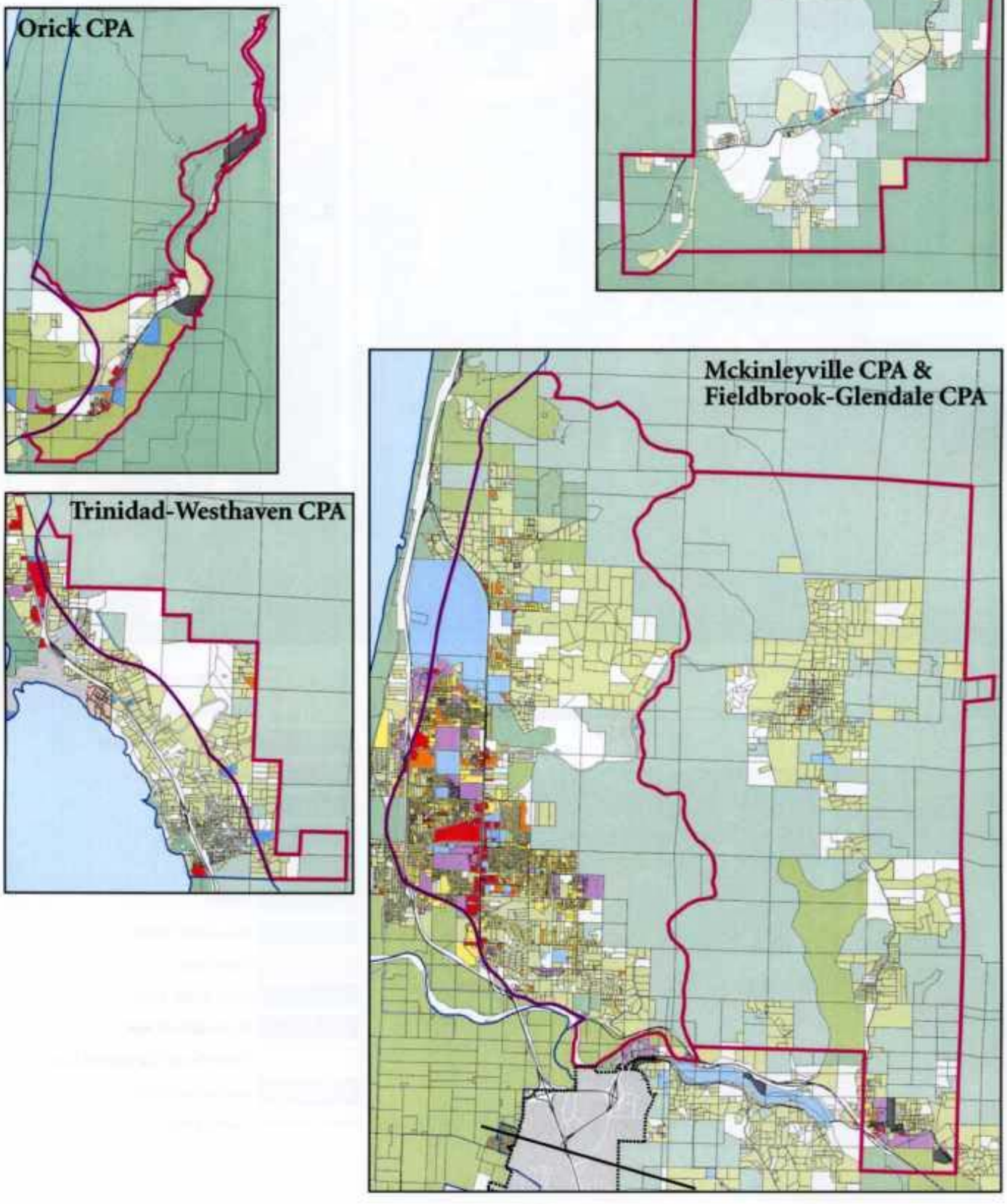
Generalized Existing Land Use

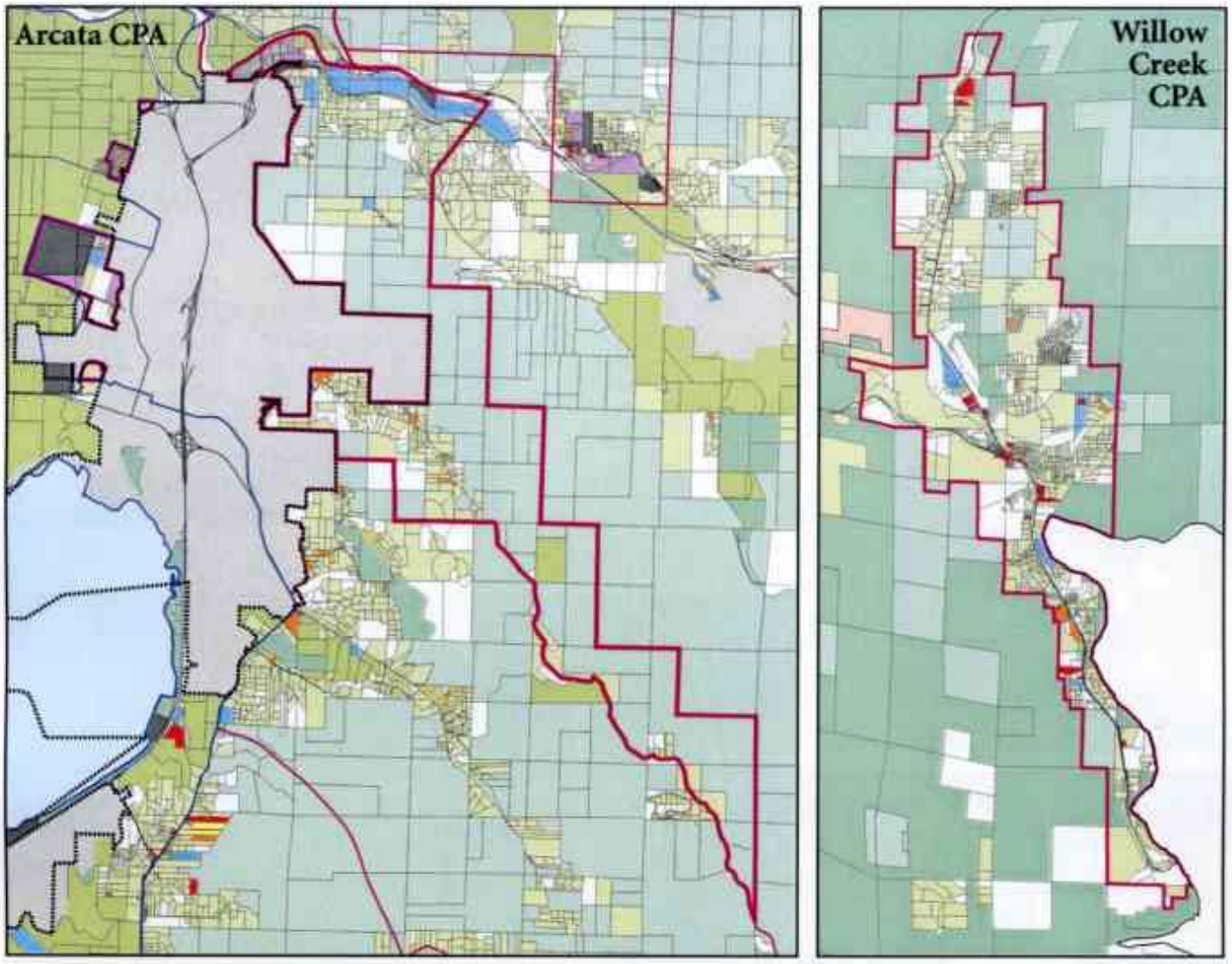


Source: Humboldt County GIS ; Dyett & Bhatia

Figure 4-1b

Existing Land Use in Community Planning Areas





Source: Humboldt County GIS; Dyett & Bhatia

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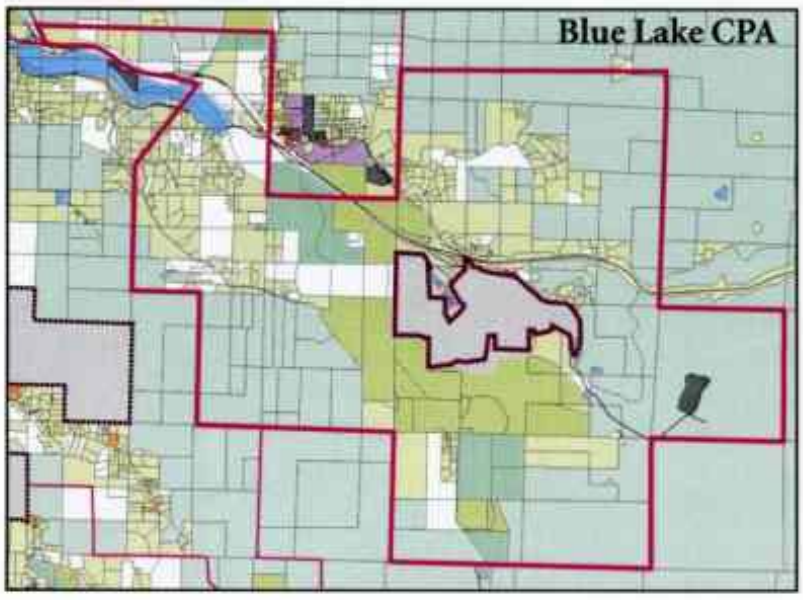
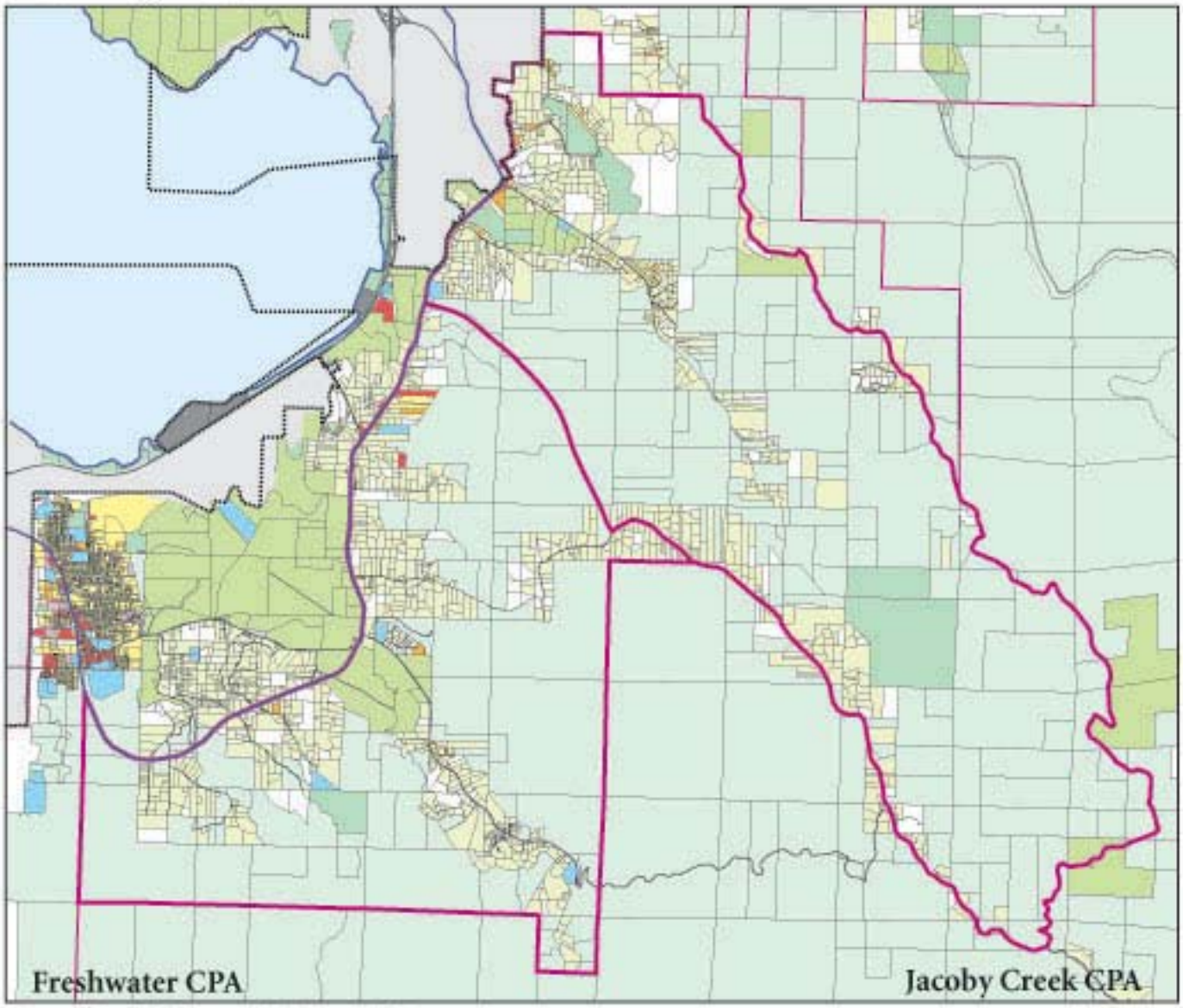


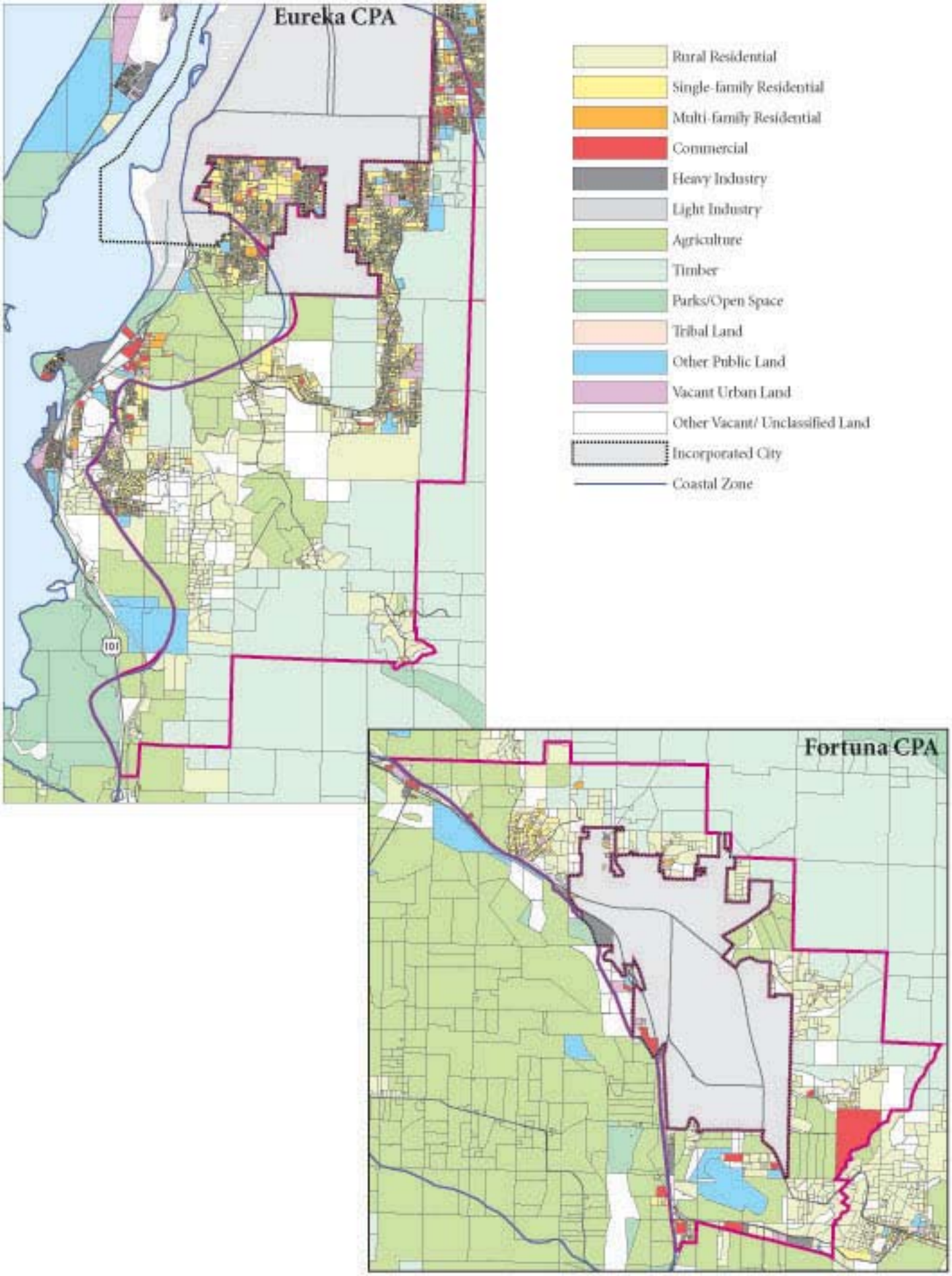
- Rural Residential
- Single-family Residential
- Multi-family Residential
- Commercial
- Heavy Industry
- Light Industry
- Agriculture
- Timber
- Parks/Open Space
- Tribal Land
- Other Public Land
- Vacant Urban Land
- Other Vacant/ Unclassified Land
- Incorporated City
- Coastal Zone

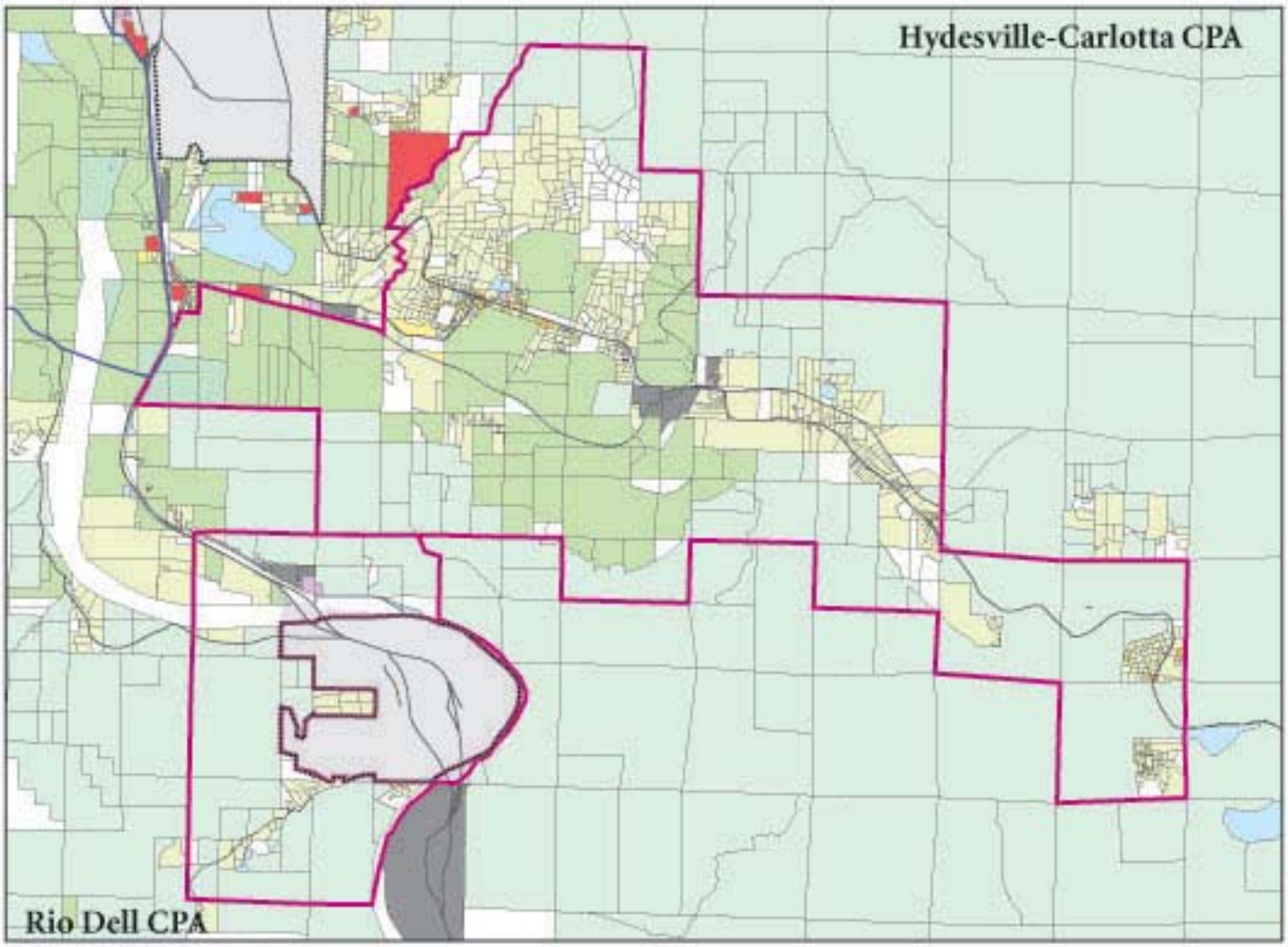
Figure 4-1b

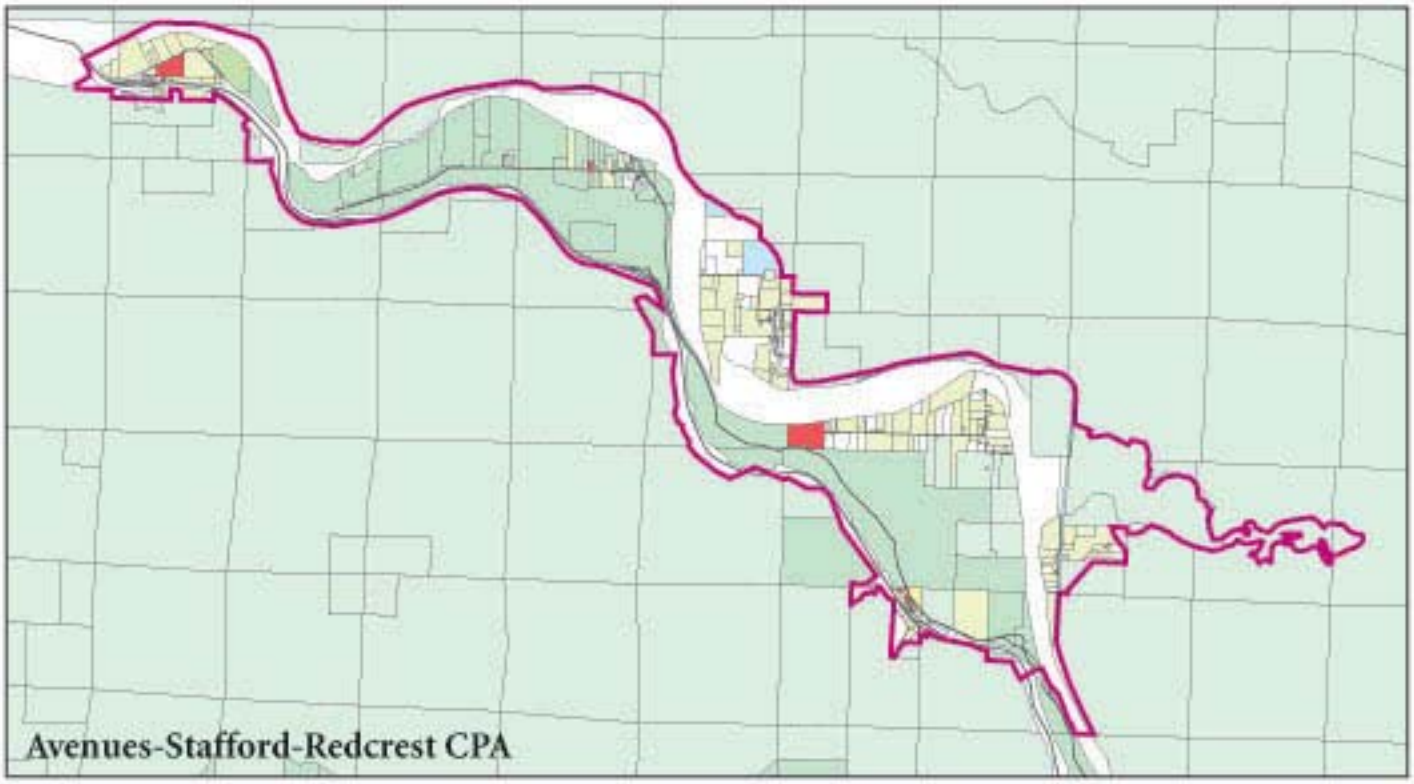
Existing Land Use in Community Planning Areas



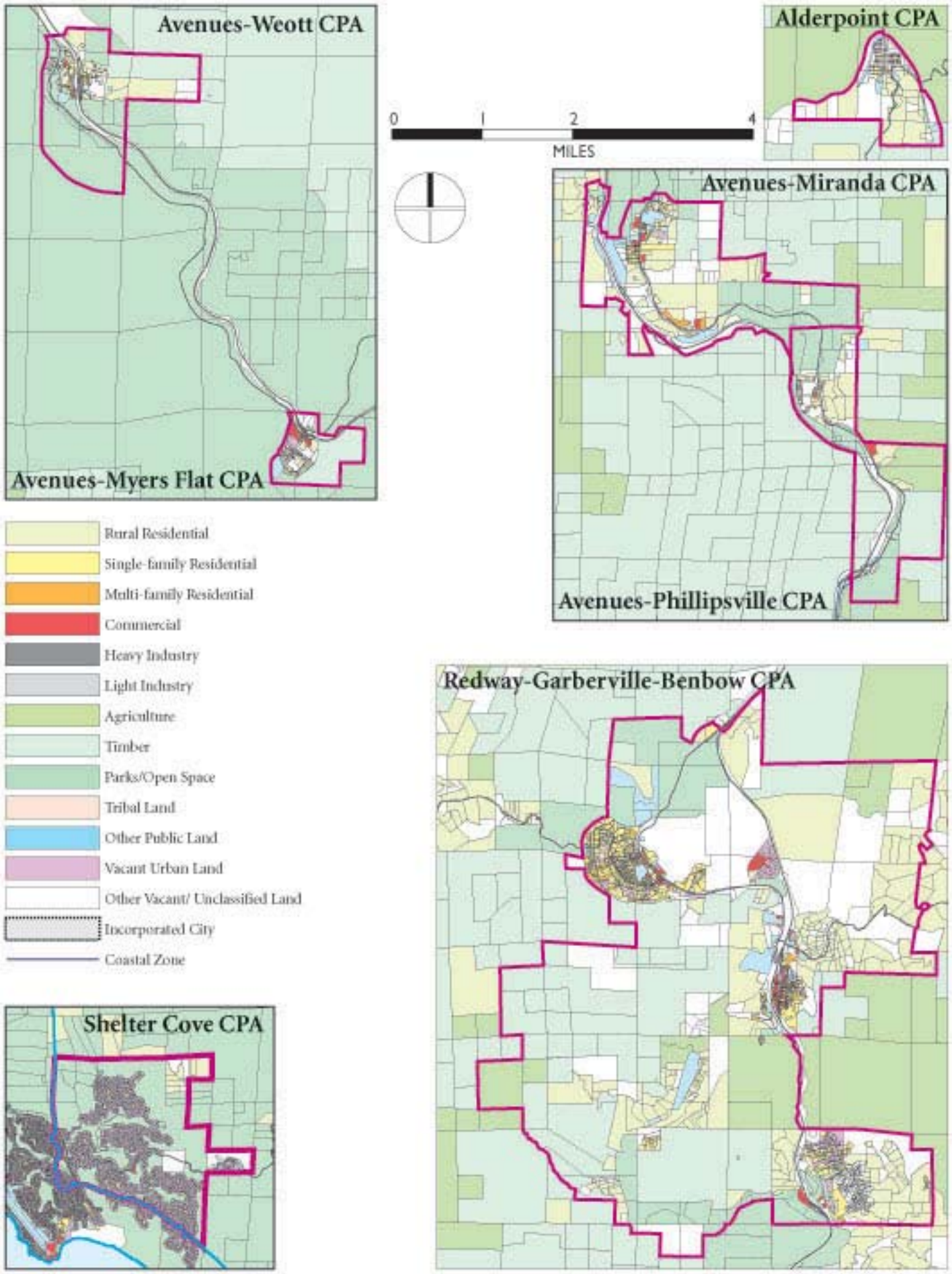
Source: Humboldt County GIS; Dyett & Bhatia


Eureka CPA
Fortuna CPA
101
Rural Residential
Single-family Residential
Multi-family Residential
Commercial
Heavy Industry
Light Industry
Agriculture
Timber
Parks/Open Space
Tribal Land
Other Public Land
Vacant Urban Land
Other Vacant/ Unclassified Land
Incorporated City
Coastal Zone





Source: Humboldt County GIS; Dyett & Bhatia


Avenues-Weott CPA
Alderpoint CPA
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1
2
4
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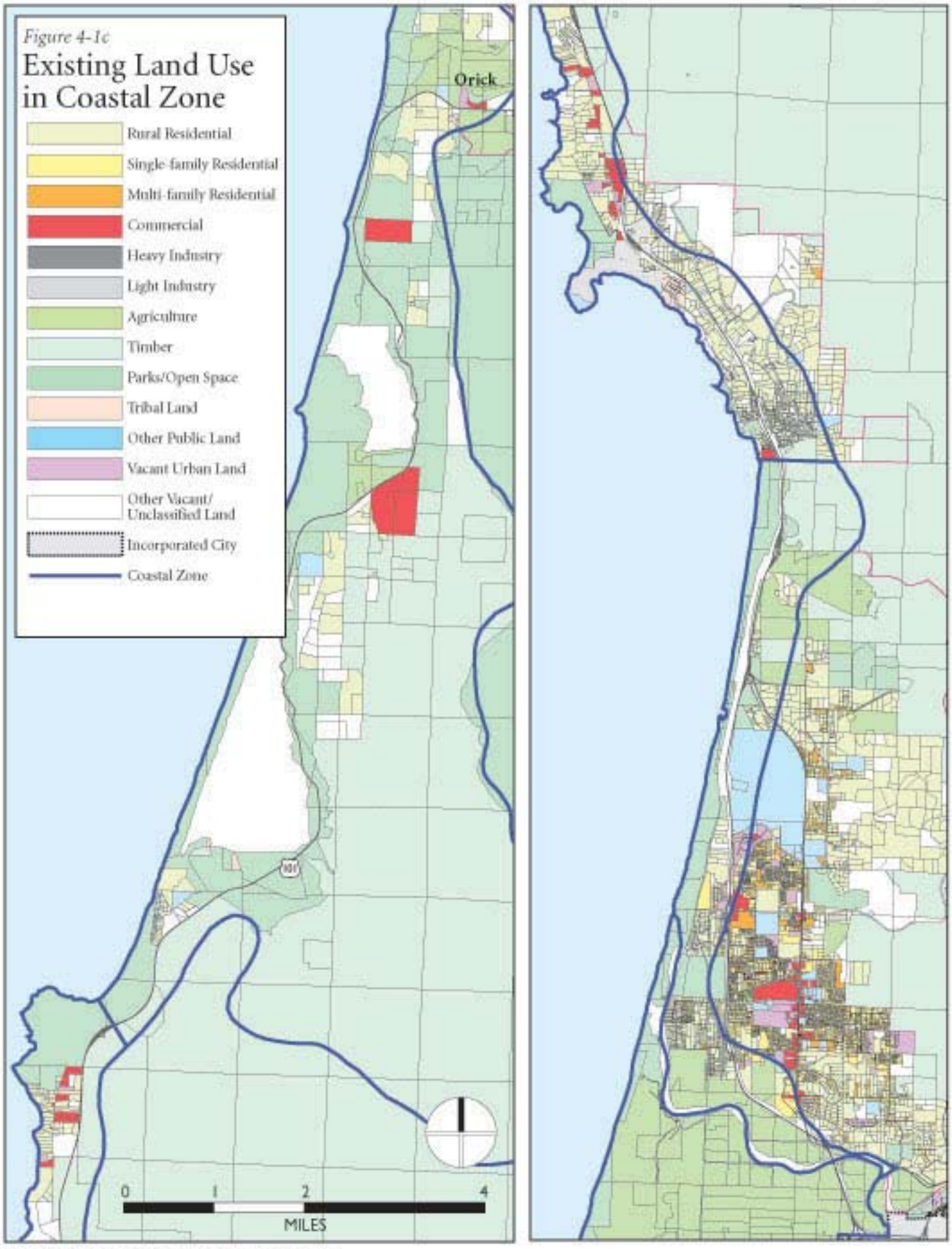
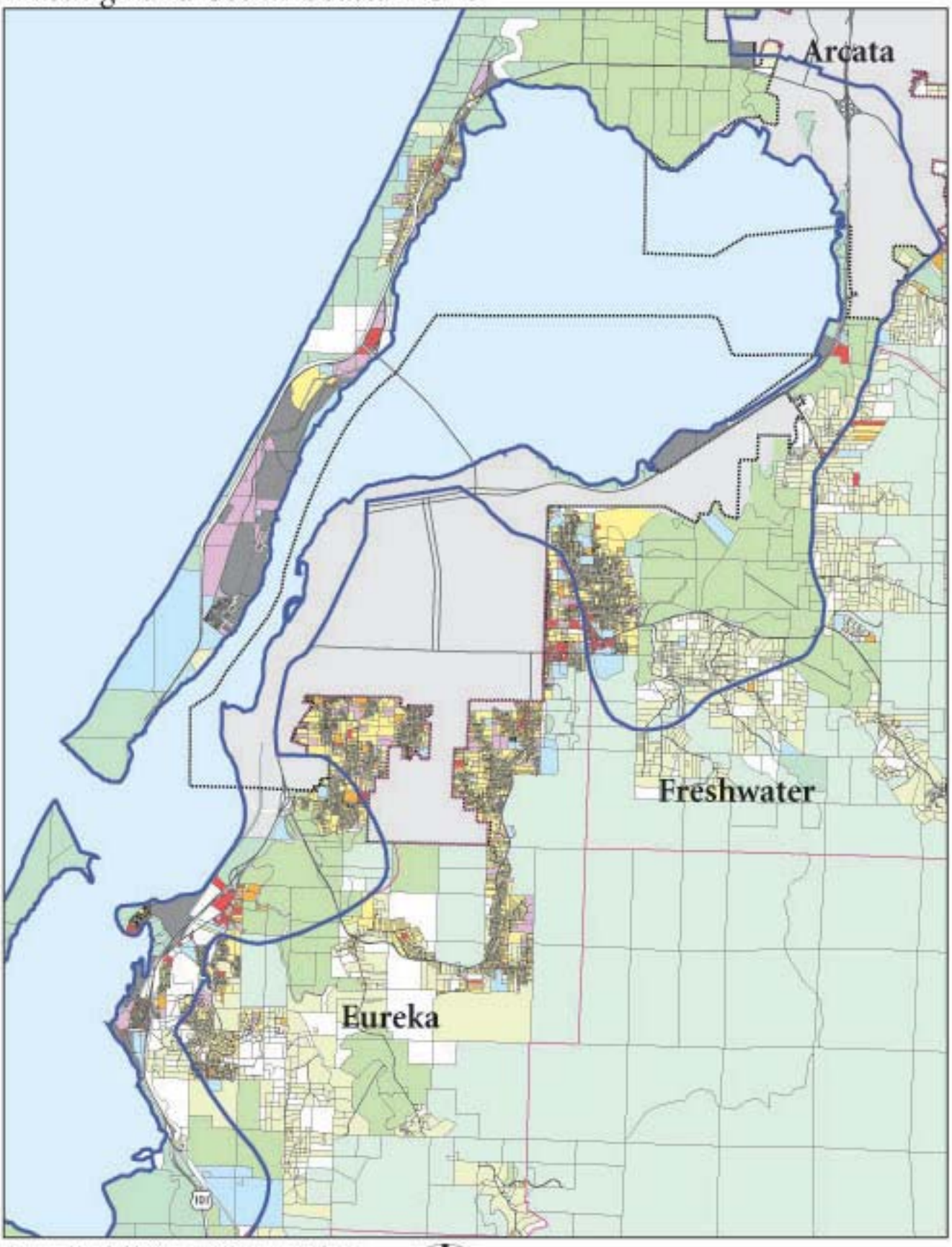
Avenues-Miranda CPA
Avenues-Myers Flat CPA
Avenues-Phillipsville CPA
Rural Residential
Single-family Residential
Multi-family Residential
Commercial
Heavy Industry
Light Industry
Agriculture
Timber
Parks/Open Space
Tribal Land
Other Public Land
Vacant Urban Land
Other Vacant/ Unclassified Land
Incorporated City
Coastal Zone
Redway-Garberville-Benbow CPA
Shelter Cove CPA



Source: Humboldt County GIS; Dyett & Bhatia

Figure 4-1c

Existing Land Use in Coastal Zone



Source: Humboldt County GIS; Dyett & Bhatia

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Figure 4-1c

Existing Land Use in Coastal Zone

- Rural Residential
- Single-family Residential
- Multi-family Residential
- Commercial
- Heavy Industry
- Light Industry
- Agriculture
- Timber
- Parks/Open Space
- Tribal Land
- Other Public Land
- Vacant Urban Land
- Other Vacant/ Unclassified Land
- Incorporated City
- Coastal Zone

Source: Humboldt County GIS; Dyett & Bhatia

DEVELOPED LAND USE WITHIN COMMUNITY PLANNING AREAS AND COASTAL ZONE

As shown in the series of maps labeled Figure 4-1b, the majority of developed land uses are within Community Planning Areas. Excluding residential land within the incorporated cities, just under 5,300 acres of land is developed for residential use within the 22 Community Planning Areas and six Coastal Zone Plan Areas, and another 150 acres are developed in the remainder of the unincorporated County (see Table 4-2). About 50.1 percent of the total is within the Eureka and McKinleyville planning areas. Nine out of ten acres of developed residential land is for single-family use; multi-family housing occupies only 610 acres.

Commercial and industrial uses occupy an area that is about 64.1 percent of the size of the total amount of land devoted to residential land use; commercial land use represents 46 percent of the total and industrial use accounts for 54 percent. Twenty-two percent of the total commercial land use in unincorporated areas of the county is within the Fortuna and McKinleyville planning areas, and another 18 percent is in the North Coast Coastal Zone Plan Area. This data shows the role these areas have as market centers for residential development within adjacent areas and for visitors to the County traveling in the Highway 101 corridor. Forty percent (753 acres) of the total industrial land use in unincorporated areas of the county is within the Humboldt Bay Coastal Zone Plan Area, which includes the company town Samoa. Most of the unincorporated industrial land is designated for timber products processing only, as overlay zoning applied to many of these industrial areas prohibits other industrial uses.

Table 4-2: Developed Residential Land Use in Unincorporated Humboldt County

Community Plan Area	*Single-Family Residential* Acres	*Multi-Family Residential* Acres	*Total Residential* Acres	*Percent of Total Developed Residential Land in Unincorporated County*
Alderpoint	9.9	0	9.9	0.2%
Arcata	45.4	18.8	64.2	1.2%
Avenues-Miranda	47.9	15.0	62.9	1.2%
Avenues-Myers Flat	5.8	0	5.8	0.1%
Avenues-Phillipsville	8.4	0	8.4	0.2%
Avenues-Stafford-Redcrest	9.1	0	9.1	0.2%
Avenues-Weott	26.8	2.6	29.4	0.5%
Blue Lake	10.0	5.6	15.6	0.3%
Eureka	1,462.1	136.4	1,598.5	29.4%
Fieldbrook-Glendale	31.6	5.1	36.7	0.7%
Fortuna	163.5	19.5	183.1	3.4%
Freshwater	42.4	18.0	60.4	1.1%
Garberville-Redway-Benbow	409.4	48.2	457.5	8.4%
Hydesville-Carlotta	148.4	6.6	155.0	2.8%
Jacoby Creek	93.5	23.4	116.8	2.1%
McKinleyville	960.9	166.4	1,127.3	20.7%
Orick	10.8	5.1	15.9	0.3%
Orleans	0	0	0.0	0.0%
Rio Dell	0	0	0.0	0.0%
Shelter Cove	26.5	0	26.5	0.5%
Trinidad-Westhaven	4.2	6.9	11.1	0.2%
Willow Creek	0	24.8	24.8	0.5%
CPA Total	**3,516**	**502**	**4,019**	**73.9%**
Coastal Zone Plan Area				
Eel River	57.3	50.4	107.7	2.0%
Humboldt Bay	898.7	55.0	953.7	17.5%
McKinleyville	141.6	2.2	143.8	2.6%
North Coast	0.5	0	0.5	0.0%
South Coast	66.4	0	66.4	1.2%
Trinidad	1.2	0	1.2	0.0%
CZ Total	**1,165.8**	**107.6**	**1,273.3**	**23.4%**
Plan Areas Total	**4,682.1**	**609.9**	**5,292.0**	**97.3%**
Outside Plan Areas	146.4	0.7	147.1	2.7%
Total Unincorporated	**4828.56**	**610.6**	**5,439.1**	**100.0%**

Source: Humboldt County GIS

Table 4-3: Developed Non-Residential Land in Unincorporated Humboldt County

Community Plan Area	*Commercial* Acres	*Industrial* Acres	*Total Non-Residential* Acres	*Percent of Total Developed Non-Residential Land in Unincorporated County*
Alderpoint	1.3	0	1.3	0.0%
Arcata	1.8	173.6	175.4	5.0%
Avenues-Miranda	17.4	0	17.4	0.5%
Avenues-Myers Flat	14.7	0	14.7	0.4%
Avenues-Phillipsville	10.4	0	10.4	0.3%
Avenues-Stafford-Redcrest	54.6	0	54.6	1.6%
Avenues-Weott	2.5	0	2.5	0.1%
Blue Lake	3.6	30.0	33.6	1.0%
Eureka	79.9	0	79.9	2.3%
Fieldbrook-Glendale	7.9	39.0	46.9	1.3%
Fortuna	187.0	34.0	221.0	6.3%
Freshwater	16.1	0	16.1	0.5%
Garberville-Redway-Benbow	70.7	2.1	72.7	2.1%
Hydesville-Carlotta	4.1	88.9	93.1	2.7%
Jacoby Creek	1.1	0	1.1	0.0%
McKinleyville	171.5	8.3	179.8	5.2%
Orick	22.1	83.6	105.7	3.0%
Orleans	2.0	0	2.0	0.1%
Rio Dell	0	29.7	29.7	0.9%
Shelter Cove	1.8	0	1.8	0.1%
Trinidad-Westhaven	10.3	0	10.3	0.3%
Willow Creek	59.3	0	59.3	1.7%
CPA Total	740.0	489.2	1,229.2	35.3%
Coastal Zone Plan Area	*Acres*	*Acres*	*Acres*	
Eel River	25.4	9.1	34.5	1.0%
Humboldt Bay	144.3	753.4	897.7	25.8%
McKinleyville	8.5	0	8.5	0.2%
North Coast	288.6	0	288.6	8.3%
South Coast	16.6	0	16.6	0.5%
Trinidad	145.1	0	145.1	4.2%
CZ Total	628.4	762.5	1,390.9	39.9%
Plan Areas Total	**1,368.4**	**1,251.7**	**2,620.1**	**75.2%**
Outside Plan Areas	231.1	633.4	864.5	24.8%
Total Unincorporated	**1,599.5**	**1885.1**	**3,484.6**	**100.0%**

Source: Humboldt County GIS

LAND USE OUTSIDE COMMUNITY PLANNING AREAS

Table 4-4 shows existing developed land use in the unincorporated areas of the county that are outside the Community Planning Areas and Coastal Zone. As shown in the table, the majority of land outside CPAs is rural, with only very small amounts of urban land uses.

Table 4-4: Existing Developed Land Use in Unincorporated Areas Outside Community Planning Areas and Coastal Zone

Use	*Acreage*	*Percentage*
Rural Residential	81,419.1	3.99%
Single-Family Residential	147.9	0.01%
Multi-Family Residential	0.7	0.0%
Commercial	231.6	0.01%
Light Industry	0.08	0.0%
Heavy Industry	633.5	0.0%
Public and Semi-Public	6,586.2	0.3%
Open Space/Parks	544,833.3	26.7%
Agriculture and Grazing	287,360.5	14.1%
Timber Production	953,945.3	46.7%
Tribal Lands	92,634.4	4.5%
Vacant Lands (urban)	61.6	0.0%
Vacant/Unclassified[1]	73,876.9	3.6%
Total	**2,041,731.1**	**100.0%**

1 Vacant/Unclassified lands encompass all undeveloped rural residential land and land without a use description in the County Assessor records; includes resource lands such as conservation, watershed, and floodplain areas.

Source: Humboldt County GIS

VACANT DEVELOPABLE LAND

According to the County Assessor records and General Plan land use designations, there are 14,599 acres of vacant residential land (including rural residential lands) in the unincorporated portions of the Community Planning Areas and 2,950 acres of vacant residential land in the unincorporated Coastal Zone (see Table 4-5). An additional 73,805 acres of vacant residential land are located outside of the CPAs and Coastal Zone.

Turning to vacant land for commercial and industrial development, there are 1,134 acres available within the unincorporated sections of the Community Planning Areas and Coastal Zone plan areas and an additional 44 acres outside these areas. Among the CPAs, Garberville-Redway-Benbow has the most vacant non-residential land, with 78 acres; the Eel River and Humboldt Bay Coastal Zone plan areas have 172 and 425 vacant non-residential acres.

Table 4-5: Vacant Residential and Non-Residential Land in Unincorporated Humboldt County[1]

Community Plan Area	*Total Vacant Residential Acres*	*Rural Residential (5 or more acres per unit)*	*Low Density (unsewered), Very Low Density and Rural Residential (less than 5 acres per unit)*	*Single-Family and Multi-Family Residential*	*Commercial and Industry (heavy and light)*	*Total Vacant Land Acres*
Alderpoint	225.7	106.5	109.4	9.8	0.0	451.4
Arcata	516.8	15.5	491.7	9.6	51.3	1,085.0
Avenues-Miranda	404.7	322.2	70.1	12.4	2.6	812.0
Avenues-Myers Flat	49.9	35.4	1.9	12.6	7.3	107.0
Avenues-Phillipsville	234.9	61.6	171.0	2.3	0.6	470.3
Avenues-Stafford-Redcrest	377.6	34.0	336.8	6.8	0.0	755.1
Avenues-Weott	78.5	19.8	53.3	5.4	0.0	157.1
Blue Lake	573.0	314.3	256.9	1.8	0.0	1,145.9
Eureka	1,357.6	419.6	659.3	278.7	4.1	2,719.3
Fieldbrook-Glendale	583.2	312.0	268.4	2.8	69.3	1,235.8
Fortuna	716.8	288.8	397.8	30.2	45.7	1,479.2
Freshwater	459.7	300.9	155.7	3.1	0.3	919.6
Garberville-Redway-Benbow	2,834.3	2,352.2	369.2	112.9	77.6	5,746.2
Hydesville-Carlotta	970.7	760.5	199.0	11.2	7.7	1,949.0
Jacoby Creek	717.2	467.9	238.4	10.9	0.0	1,434.3
McKinleyville	968.1	287.3	460.7	220.1	67.5	2,003.7
Orick	124.0	44.1	76.2	3.7	34.0	281.9
Orleans	660.4	18.0	642.4	0.0	0.0	1,320.8
Rio Dell	207.2	2.6	204.6	0.0	17.9	432.4
Shelter Cove	623.3	0.0	115.0	508.3	8.6	1,255.2
Trinidad-Westhaven	750.4	247.4	500.2	2.8	0.0	1,500.7
Willow Creek	1,165.0	569.4	595.6	0.0	0.0	2,330.0
CPA Sub-Total	**14,598.8**	**6,979.8**	**6,373.6**	**1,245.4**	**394.5**	**29,592.0**
Coastal Plan Area						
Eel River	253.0	56.6	170.9	25.5	172.4	678.3
Humboldt Bay	651.8	86.6	450.8	114.4	425.2	1,728.8
McKinleyville	104.3	16.8	65.8	21.7	33.6	242.2
North Coast	762.8	303.2	458.3	1.3	34.4	1,560.0
South Coast	651.2	7.9	288.8	354.5	29.0	1,331.3
Trinidad	526.9	63.9	462.2	0.8	44.7	1,098.4
CZ Sub-Total	**2,949.9**	**534.9**	**1,896.8**	**518.2**	**739.3**	**6,639.0**
Plan Areas Total	**17,548.6**	**7,514.6**	**8,270.4**	**1,763.6**	**1,133.8**	**36,231.1**
Outside Plan Areas	73,804.8	55,025.6	18,762.3	17.0	43.8	147,653.5
Unincorporated Total	**91,353.4**	**62,540.2**	**27,032.7**	**1,780.6**	**1,177.6**	**183,884.6**

1 Land use categories based on County GIS vacant land classifications and aggregated General Plan land use designations

Source: Humboldt County GIS, 2002.

The map series in Chapter 6, Summary of Opportunities and Constraints, show the generalized land use designations for vacant land. One of the issues to be addressed in this General Plan update is whether these designations should be affirmed or modified. To help in making this decision, this chapter includes projections of future land demand for residential, commercial and industrial development. If the vacant land inventory is sufficient for the 25-year planning period, then new growth areas do not have to be identified. If more land is needed, options will be evaluated as part of the "sketch planning" process during which alternative land use plans are prepared and then compared.

PARTIALLY DEVELOPED LANDS

It is important to note that the vacant land figures do not account for land that is currently underdeveloped or underutilized. The potential exists for infill development (e.g., second units on lots with single family homes), as well as additional subdivisions on partially developed lands. County data indicate that there are about 488 parcels comprising 1100 acres of partially developed residential lands in areas served by public sewer facilities. These lands are currently developed with single family homes on parcels of at least one acre in size in areas designated for low or medium density residential uses. The potential for infill development will be further examined during the preparation of the upcoming sketch plans.

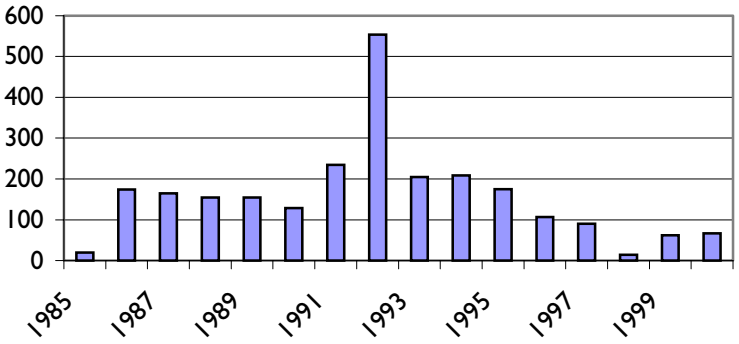
4.2 DEVELOPMENT TRENDS

This section focuses on land use development trends within the county since the existing General Plan was developed in 1984. Substantial growth has taken place since that time, as described in Chapter 1, Population. Evaluating past and current trends helps provide an understanding of the effectiveness of the General Plan and establishes a basis for formulating new policies.

SUBDIVISIONS

Since 1985, the County has approved 335 subdivisions, creating a total of 2,945 residential lots. Figure 4-2 shows approvals on a yearly basis, and Figure 4-3 shows the geographic distribution. A total of 30,448 acres or more than 47 square miles were included in these subdivisions, and about 3 square miles, on average, were subdivided each year. An additional 241 lots have been approved through the tentative subdivision map stage; these lots will be legally created once the conditions of approval of the tentative map have been met and the final subdivision map is recorded.

Figure 4-2. Subdivision Activity: Number of Lots Approved by Year, 1985-2000



Nearly sixty percent of the lots created (1,727) have an average size less than 20,000 square feet, which represents an average density of 2.4 units per developable residential acre. However, these small lot subdivisions represent about 2.4 percent of the total amount of subdivided land. Over 70 percent of the subdivided land was represented by 36 large-lot subdivisions (over 40 acres in size), creating 190 lots with an average lot size of 114.5 acres. In the 11-40 acre lot size range, 241 lots were created through 36 subdivisions, and the average lot size was 20. Finally, in the one to 10 acre lot size range, 134 subdivisions created 787 lots within an average lot size of 4.0 acres. These subdivision characteristics are summarized in Table 4-6.

Table 4-6 Characteristics of Subdivisions, 1985-2001

	Average Lot Size (Acres)				
	<1	*1-10*	*11-40*	*>40*	*Total*
Number of subdivisions	129	134	36	36	335
(Percent of Total)	(38.5)	(40.0)	(10.7)	(10.7)	
Number of lots	1,727	787	241	190	2,945
(Percent of Total)	(58.6)	(26.7)	(8.2)	(6.5)	
Areas subdivided	725	3,148	4,820	21,755	28,578
(Percent of Total)	(2.4)	(10.3)	(15.8)	(71.4)	
Average Lot Size (acres)	0.42	4.0	20.0	114.5	

Source: Humboldt County GIS

CERTIFICATES OF COMPLIANCE

In addition to conventional methods of creating legal parcels (i.e., through subdivisions pursuant to the Subdivision Map Act), certificate of compliance/determination of status projects have sometimes been used to establish new parcels. A Certificate of Compliance is a legal document, which certifies that a parcel of land complies with the Subdivision Map Act. In other words, it is a document that states that a particular parcel of real property has been legally created.

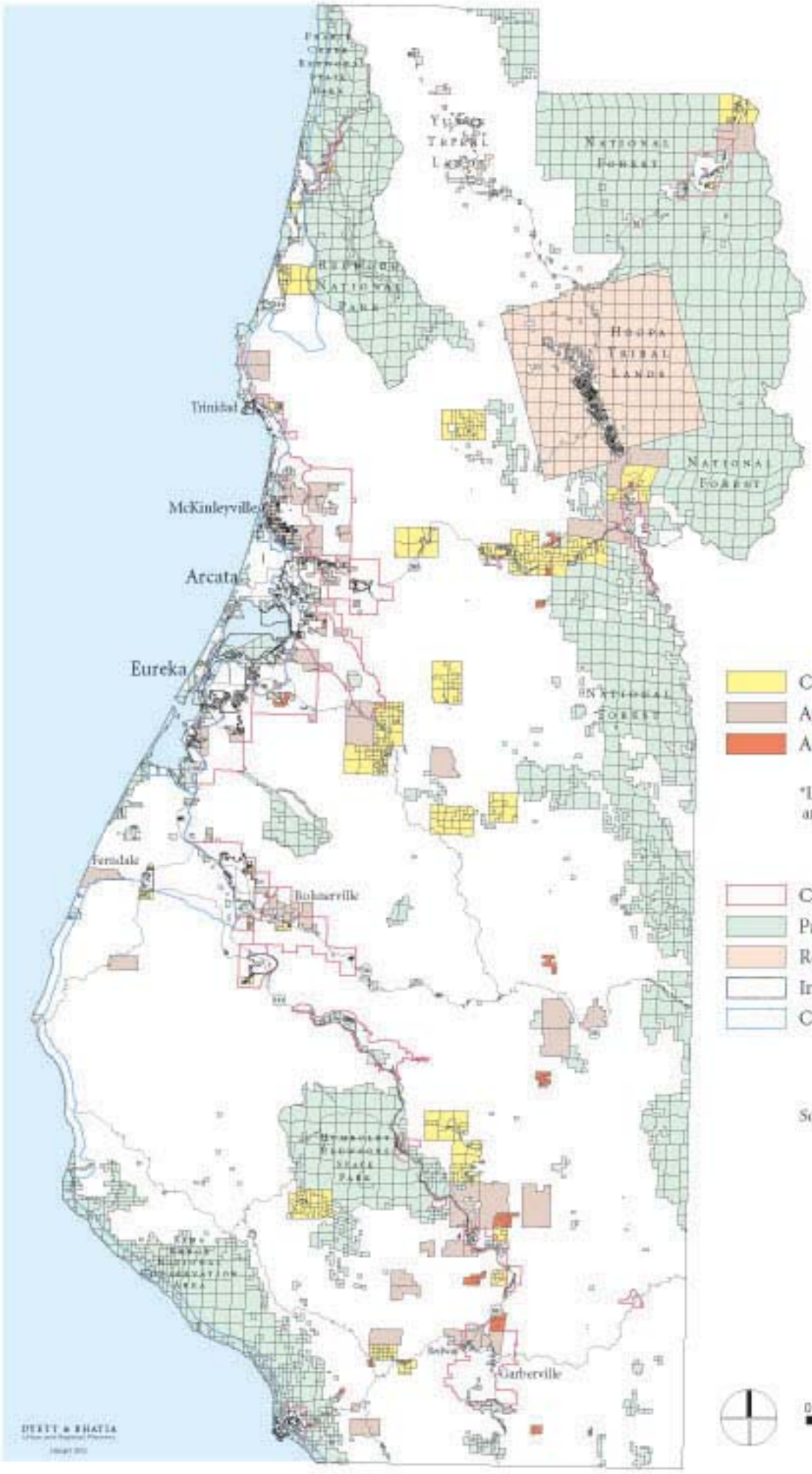
There are a number of different ways to subdivide real property. The most common way is by tract map or parcel map. These processes are recognized by the State of California and by Humboldt County as being legal means of subdividing. However, many parcels were created long before these processes became widely accepted. Generally, if a parcel was created without using a process established by the Subdivision Map Act, yet was created prior to a specific date, then it is considered to be legally created.

The issuance of a Certificate of Compliance simply means that the parcel complies with the Subdivision Map Act. It does not mean that it complies with the Zoning Ordinance, Building Code, General Plan, or any other law or ordinance. Additionally, the issuance of a Certificate of Compliance does not necessarily mean that the lot has an approved means of access. Zoning, building codes, and access are not criteria used to determine the issuance of a Certificate of Compliance. It is feasible that a Certificate of Compliance can be issued for a parcel that is otherwise "unbuildable."

In the time period between 1985 and 1995, approximately 179 lots were created in the county through Certificates of Compliance. The majority of these lots are in rural areas, as shown in Figure 4-3.

Figure 4-3

Subdivisions and Certificates of Compliance*



Recent Amendments to the State Subdivision Map Act (SB 497) limit lot line adjustments to four or fewer existing adjoining parcels, and make approval of all lot line adjustments contingent upon conformity with the local general plan. This means the adjustment of lot lines between five or more adjoining parcels now must be processed as a subdivision, and the local agency can only approve a lot line adjustment between four or fewer parcels if it is consistent with the local general plan. SB 497 did not eliminate the option of securing certificates of compliance for existing lots and selling the lots to new owners.

RESIDENTIAL DEVELOPMENT

Since 1990, Humboldt County has issued building permits for 3,740 housing units to be built in unincorporated areas. From 1990 to 2000, 5,907 housing units were built countywide, with 77 percent being single-family residences. Table 4-7 shows the totals for each year, as compiled by the RAND Corporation, based on annual building permit summaries filed by the County and the cities.[2] Nearly three quarters of single-family residences and almost two thirds of all residential units constructed from 1990 to 2000 were built in unincorporated areas of the County, further underscoring the rapidly-growing unincorporated population. The geographic distribution of this development is shown in Figure 4-4. Locations are generalized for easy reference.

Table 4-7: Residential Construction in Humboldt County, 1990-2000

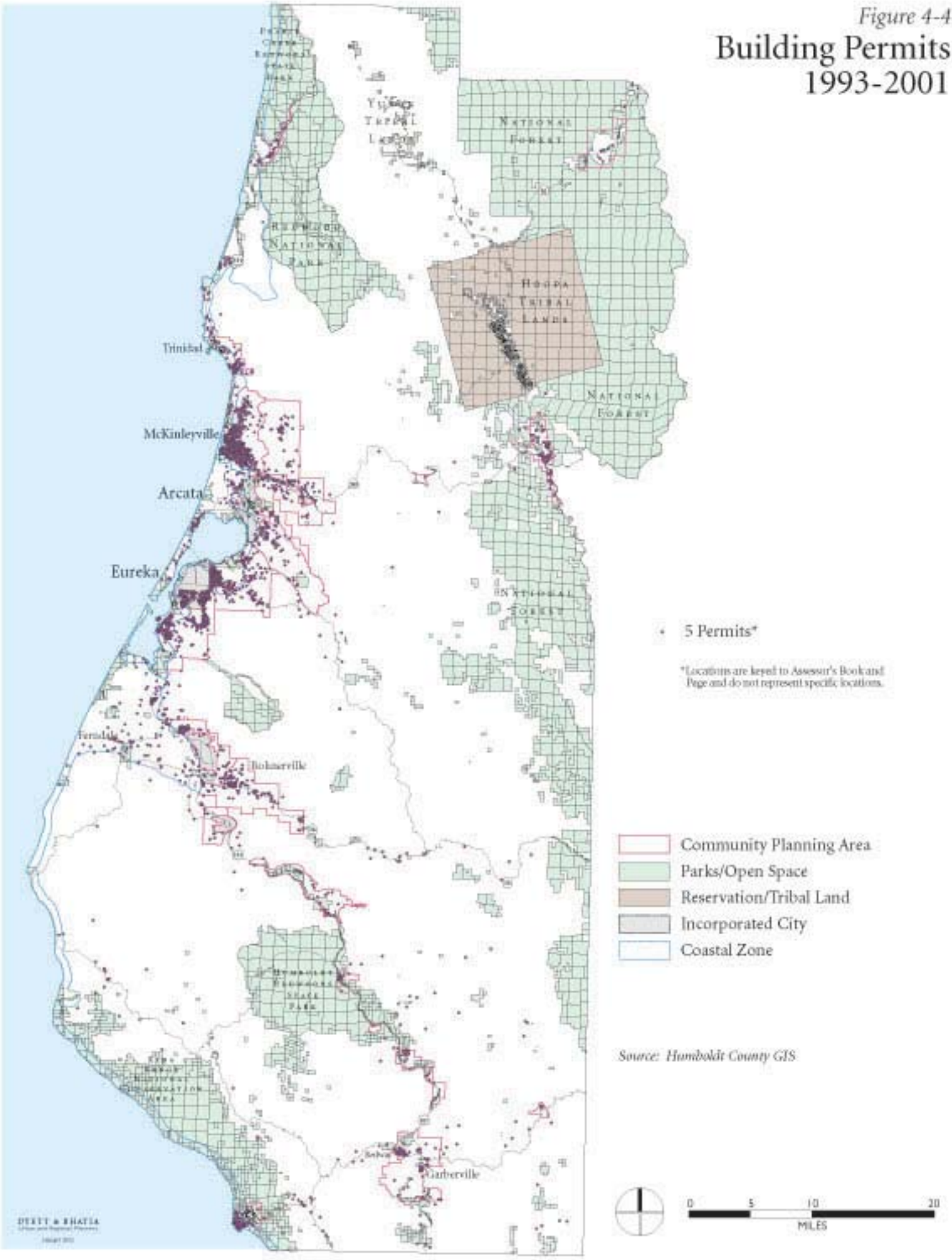
	Single-Family			*Multi-Family*			*Total*		
Year	*Countywide Units*	*Unincorp. Units*	*Percent Unincorp.*	*Countywide Units*	*Unincorp. Units*	*Percent Unincorp.*	*Countywide Units*	*Unincorp. Units*	*Percent Unincorp.*
1990	604	445	74%	271	56	21%	875	501	57%
1991	467	341	73%	220	78	35%	687	419	61%
1992	470	371	79%	154	45	29%	624	416	67%
1993	501	369	74%	182	56	31%	683	425	62%
1994	421	294	70%	103	56	54%	524	350	67%
1995	406	274	67%	100	70	70%	506	344	68%
1996	355	237	67%	41	7	17%	396	244	62%
1997	361	246	68%	101	45	45%	462	291	63%
1998	336	233	69%	37	4	11%	373	237	64%
1999	355	265	75%	49	24	49%	404	289	72%
2000	292	192	66%	81	32	40%	373	224	60%
Total	**4,568**	**3,267**	**72%**	**1,339**	**473**	**35%**	**5,907**	**3,740**	**63%**

Source: RAND California, 2001 and Humboldt County Building Inspection Division

[2] No data are available from the RAND Corporation for the periods prior to 1988 (and data for the unincorporated County only dates to 1990), so these totals are not directly comparable with the permit history from the County's Building Inspection Division.

Figure 4-4

Building Permits 1993-2001



COMMERCIAL AND INDUSTRIAL DEVELOPMENT

Since 1985, about 1.6 million square feet of commercial space and 1.5 million square feet of industrial space have been approved for development in the unincorporated areas. Assuming typical ratios of land area to building space, this development would occupy 427 acres. The average annual rate of development was 28.5 acres. These calculations are based on building permit valuations for non-residential development and average costs for commercial and industrial space, adjusted for inflation. Table 4-8 shows this development activity on a yearly basis.

Table 4-8: Commercial and Industrial Development in Humboldt County, 1985-1999

Year	Commercial			Industrial			Total	
	Valuation ($)	Sq.Ft.	Acreage	Valuation ($)	Sq.Ft.	Acreage	Sq.Ft.	Acreage
1985	3,106,918	129,455	11.89	1,163,057	64,614	5.93	194,069	17.82
1986	2,363,148	92,672	8.51	3,127,534	169,056	15.52	261,728	24.03
1987	2,134,605	79,059	7.26	4,392,892	231,205	21.23	310,264	28.49
1988	3,395,723	119,148	10.94	979,565	50,234	4.61	169,382	15.55
1989	2,168,663	72,289	6.64	3,679,891	183,995	16.90	256,283	23.53
1990	3,956,941	125,617	11.54	2,151,741	104,963	9.64	230,580	21.17
1991	1,415,865	42,905	3.94	750,956	35,760	3.28	78,665	7.22
1992	2,548,611	73,873	6.78	1,586,519	73,792	6.78	147,664	13.56
1993	6,717,362	186,593	17.13	3,836,924	174,406	16.02	360,999	33.15
1994	5,832,697	155,539	14.28	2,572,872	114,350	10.50	269,888	24.78
1995	3,769,129	96,644	8.87	891,401	38,757	3.56	135,401	12.43
1996	3,089,602	76,286	7.01	1,390,148	59,155	5.43	135,442	12.44
1997	4,670,415	111,200	10.21	3,584,189	149,341	13.71	260,542	23.92
1998	5,083,259	116,857	10.73	1,898,162	77,476	7.11	194,333	17.85
1999	3,837,321	85,274	7.83	0	0	0.00	85,274	7.83
Total	54,090,259	1,563,412	143.56	32,005,851	1,527,103	140.23	3,090,515	283.79

Source: Humboldt County Planning and Building Department; square footage and acreage estimates developed by Dyett and Bhatia, 2002

4.3 CONVERSION OF AGRICULTURAL AND TIMBER LAND

Agriculture and timber production have been and continue to be prominent land uses and important components of the County's economy. Also, the widespread presence of agricultural and timberland contributes to the rural characteristics of the county. Although a brief summary of existing conditions is presented here, a detailed analysis of agricultural and timber economic conditions, conversion rates, and policy options will be provided in the upcoming report on conservation and open space.

In 2000, the County's total gross value of agricultural production was $381,965,480, which represents an increase of 39 percent over the 1999 total. This total includes $285,232,953 in timber production, for which Humboldt County is ranked first in the state. The dramatic increase in overall agricultural value is due primarily to the increased value of harvested timber.

"The issue of agricultural and timberland conversion to urban uses was identified as a concern in the 1985 Framework Plan, and continues to be identified as one of the major issues facing the county. A study of Humboldt's agricultural land conversion identified substantial amounts of agricultural land recently lost to production through zone reclassifications, subdivisions, and conditionally permitted uses which conflict with agricultural operations."[3]

In addition to conversion occurring as a result of General Plan amendments and new subdivisions, land is also being converted through the Certificate of Compliance process, which involves recognition of historic parcels that may be substandard to minimum parcel sizes and densities established by the General Plan. One quarter of all the Certificate of Compliance applications submitted since 1985 have been on agricultural and timberlands, affecting more than 18,000 acres. Furthermore, more than one half (53 percent) of all the lot line adjustment applications since 1985 have been on agricultural and timberlands, affecting more than 16,000 acres."

It is likely nearly all of the large lot subdivisions over the past 15 years have been on agricultural and timberlands. Table 4-6 shows that 87 percent of the area subdivided was on lots more than ten (10) acres in size.

These changes are primarily reflective of the breakup of old family ranches. While timber production on these areas is likely still viable, the viability of the dry land cattle grazing historically present on these areas has likely been lost. Therefore, these changes have been less significant with respect to the timber economy and more significant with respect to the agricultural economy, particularly beef cattle and sheep ranching.

The dairy lands of the Eel River and Humboldt Bay areas have been more stable and subject to less conversion, although development pressures and compatible use issues are still significant issues. Recently, specialty agriculture has seen some increase and has been identified as a key industry cluster in the *Prosperity!* report. These various segments of the agricultural economy have differing land use requirements, and merit separate discussion in the forthcoming resource report.

Direct land use conversions by rezone out of TPZ (Timber Production Zone) have been more limited, on the order of 1,000 acres over the last 25 years, 910 acres of which were part of the County's Eureka Community Plan in 1995.

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[3] Michael Smith & Deborah Giraud; *Traditional Land Use Planning Regulations and Agricultural Land Conversion: A Case Study from a Rural Northern California County; Paper presented at the 63rd annual meeting of the rural sociological society in Washington D.C., August 13-17, 2000; 20 p.*

An additional conversion issue that has long been a topic of debate is conversion by public acquisition, highlighted most recently by the Headwaters Forest Reserve acquisition, which removed 7,500 acres from timber production. While such conversions maintain the open space values of the lands, they are lost to the economic sector.

4.4 COMMUNITY FORM AND CHARACTER

As part of the land use analysis, eight study areas, illustrated in Figure 4-5, were evaluated according to six components that contribute to the overall form and character of neighborhoods and rural communities: number of intersections, number of through-streets, number of access points, area of streets, average block size (in acres), and typical housing density. There are numerous other factors that contribute to community form and character (such as the presence of a town center, mixture of residential and commercial uses, and the presence of parks and trails); these factors will be considered at the sketch plan stage and during policy development.

Using a standard, 100-acre analysis unit (2,087 feet by 2,087 feet) facilitates calculations and comparisons. The aerial photograph shows existing conditions; the colored land use plans illustrate the current General Plan land use designations.

OVERALL DEVELOPMENT PATTERN

The areas of the county represent the range of both residential and nonresidential development types that have been developed within Humboldt County. These range from urban-scale development in Eureka to village-scale development in Orick and Orleans and planned residential development in Shelter Cove.

INTERSECTIONS

The number of intersections is a good indication of a neighborhood's internal level of accessibility. A higher number of intersections translates to greater availability of options for travel within the neighborhood. Redway, Garberville, Shelter Cove, and Eureka all have a greater number of intersections than the other study areas. In McKinleyville, the fewer intersections and cul-de-sacs limit connections between neighborhood units. As a consequence, residents in these neighborhoods, particularly youth, have limited potential for interaction with others living in less accessible neighborhoods. By contrast, the grid street pattern in Garberville and Eureka may contribute to a stronger sense of place and livability.

The commercial areas depicted on the aerial photographs and maps are distinctly auto-oriented, with few key intersections resulting from the lack of a grid-based street network. these environments are not oriented to pedestrians and do not facilitate walking.

THROUGH-STREETS

Through-streets provide accessibility by traversing the length of a neighborhood or a commercial district, connecting it with other parts of the community. The number of through-streets within a residential area indicates the relative ease with which one can travel to and from the neighborhood. The rural communities of Orick and Orleans are characterized by a single

through-street; the greatest number of through streets are seen in Redway (12), followed by Garberville (7). Opportunities for better connections do exist in some areas, as the stub streets can be extended with infill development.

ACCESS POINTS

The number of access points—or streets entering a study area that connect with at least one other street—also represent a neighborhood's level of connectivity. Again, Redway has the most accessible neighborhood with the greatest number of access points (11), followed by McKinleyville (7) and Fortuna (6). The rural communities, with their single through-streets, have the fewest number of access points.

*A*REA OF STREETS

While the overall development pattern and total street length differ dramatically in the analysis areas, the proportion of land area used for streets does not differ greatly in the more developed areas. Redway shows the most land used for streets (1.6 acres), which is consistent with the other measures of accessibility. The lower density development in Orick, Orleans and Fortuna requires less right-of-way to serve it. The Eureka study area also illustrates how relatively urban development can be served with a smaller proportion of the land area devoted to streets.

AVERAGE BLOCK SIZE

Average block size is an indicator of the urban scale of development. In the study areas. the blocks in Redway and Garberville are much smaller than those in McKinleyville, Eureka and Fortuna. This is consistent with analyses of other components of neighborhood form, which reveal a greater degree of accessibility in neighborhoods with more intersections and through streets and fewer cul-de-sacs.

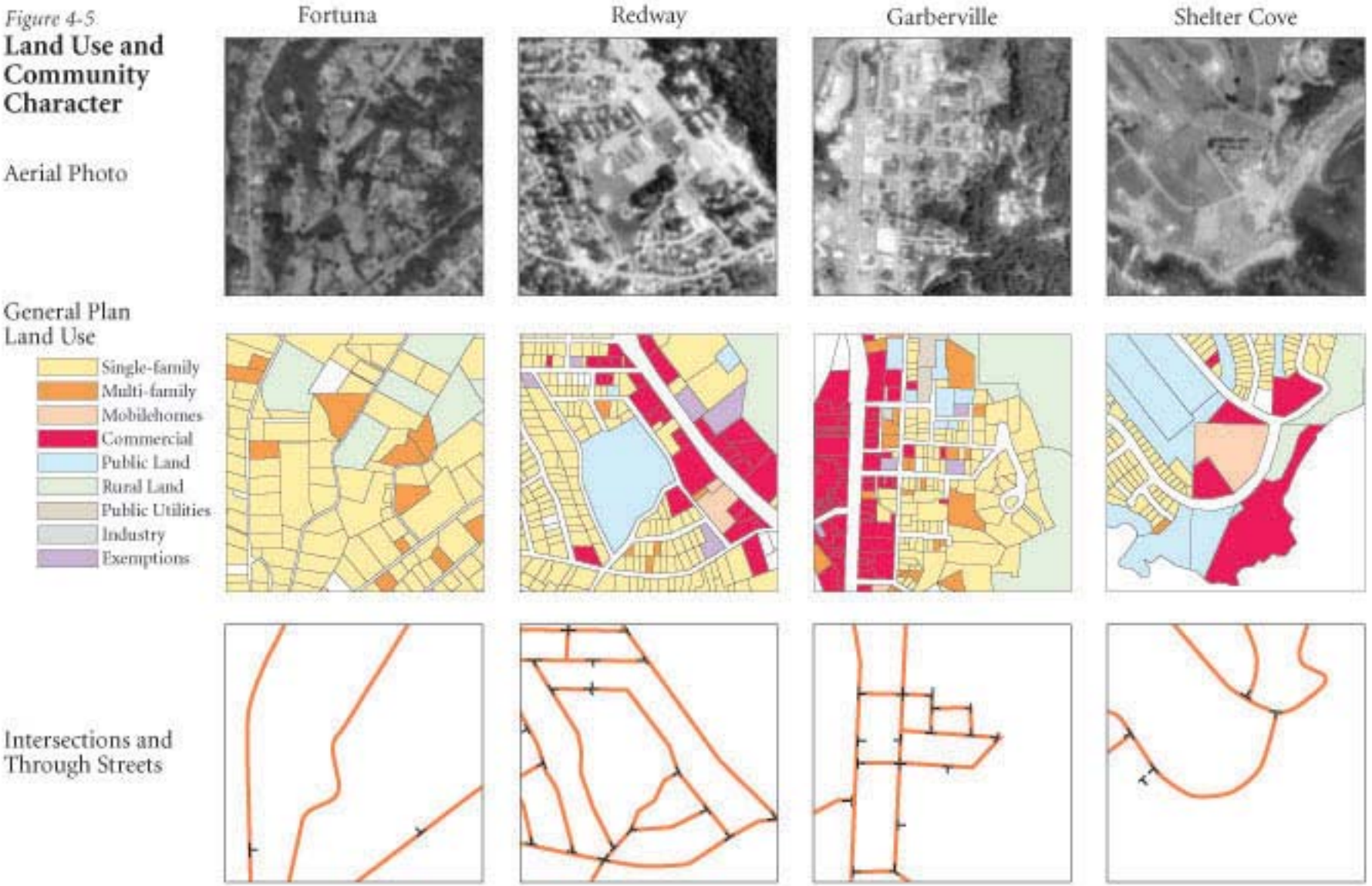
Block sizes in commercial areas are the largest, due to the linear form of the development. While the block sizes are much smaller in the rural communities, additional cut-throughs and better connections between blocks would make these areas more pedestrian-friendly.

DENSITY

Residential densities (defined here as housing units per net residential acre) in the 100-acre study areas (see Figure 4-5) vary significantly, ranging between 1.4 units per acre in the Fortuna CPA to 5.9 units per acre in the McKinleyville CPA. The stated densities are only for the individual study areas, not the entire CPA.

Figure 4-5

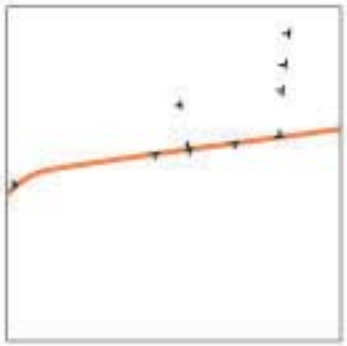
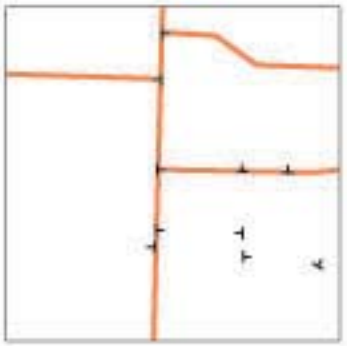
Land Use and Community Character



	Fortuna	Redway	Garberville	Shelter Cove
Intersections	2	18	17	17
Through Streets	3	12	7	3
Cul de sacs	0	0	0	2
Total acreage of Right-of-Way	4.0	17.2	14.7	12.1
Single-family Density (lots/acres)	1.4	3.8	3.9	2.9

Figure 4-5

Land Use and Community Character

	Orick	Orleans	Mckinleyville	Eureka
Aerial Photo				
General Plan Land Use				
Intersections and Through Streets				

	Orick	Orleans	Mckinleyville	Eureka
Intersections	6	9	10	16
Through Streets	1	1	4	5
Cul de sacs	0	0	6	2
Total acreage of Right-of-Way	3.7	3.5	13.8	11.6
Single-family Density (lots/acres)	2.0	3.4	5.9	3.47

4.5 FUTURE LAND USE REQUIREMENTS

RESIDENTIAL LAND DEMAND

Future demand for residential land for housing in Humboldt County is shown in Table 4-9. The demand is based on the projected future population, average household size, and estimated average densities. To summarize the analysis in Chapter 2, assuming a projected household population of 138,100 in 2025 and an average household size of 2.4 persons/household, there will be 57,542 households in 2025. With a 7 percent vacancy rate, this would require 61,873 housing units in the county. Currently, there are 55,912 housing units. This means that in order to accommodate the projected household population, 5,961 new housing units will need to be built over the next twenty-five years within the county as a whole, including cities (see Table 2-6).

Assuming 54 percent of the new units will be developed in unincorporated areas, the County must plan for 3,220 new units. The acreage needed to provide these units depends on the average density of new residential development – the number of units per acre assumed, which will differ depending on the availability of public sewer services. Approximately 60 percent of County households currently receive sewer service (see Table 5-3); based on current acreages of vacant residential land and in keeping with the principles of planning new growth within areas served by public facilities, an estimated 75 percent of the new housing units, or 2,415 units, will go into sewered areas. Much lower densities will occur outside of sewered areas, due to the need for adequate land to develop private septic systems.

Table 4-9: Estimated 25-Year Land Demand for Residential Uses in Humboldt County

	Assumed Residential Density		
Projected Population and Housing Needs	*Sewered units 5 units per gross acre*	*Unsewered units 0.4 units per gross acre*	*Total*
Net Housing Demand, Unincorporated Areas – Units	2,415	805	3,220
Residential Acres Needed (@x units/gross acre)	483	2,013	2,495
Multiplier (to account for vacant land cushioning and inefficiencies in the real estate market)[1]	1.25	1.25	
Total Need for Residential Land (acres)	604	2,516	3,120
Gross Acres needed as % of available Vacant Residential Land within the County (from Table 4-5)	2.1%	8.7%	10.8%

1 Cushioning recognizes not only that there are inefficiencies in the urban land market but also that supporting uses, churches, schools and parks, need to be accommodated within residential areas. This methodology is recognized in urban planning literature, such as Kaiser, Godschalk, and Chapin, *Urban Land Use Planning,* and the American Planning Association's *Guidelines for Preparing Urban Plans.* The 25% cushion has been used in preparing General Plans adopted by Redding, Santa Rosa, Rohnert Park, San Ramon, and South San Francisco, among others.

Source: Dyett & Bhatia, 2002

For purposes of this land demand analysis, future average densities in sewered and unsewered areas were assumed to be 5 units/acre and 0.4 units/acre, respectively. As shown in Table 4-9, a total of 2,495 acres will be needed. For long-range land use planning purposes, it is appropriate to provide 25 percent more land, or 3,120 acres, to provide a "cushion" to account for inefficiencies in the real estate market and vacant land that might not be configured to meet specific needs. The net demand (3,120 acres) represents 11 percent of the total amount of vacant residential land.

Table 4-10 provides the projected residential development needs for the various unincorporated Community Plan Areas, the Coastal Zone, and the remainder of the unincorporated County. Ten percent of new residential units are allocated to rural areas outside Community Plan Areas and the Coastal Zone. The remaining 90 percent are allocated to individual planning areas according to available vacant residential land.

The new residential development in the CPAs is projected for 5 units/acre for sewered areas and 0.4 units/acre in unsewered areas. As shown in the Target Demand column in Table 4-10, 1,527 acres of new residential development are allocated to the CPAs and 1,592 acres are allocated elsewhere. These density and distribution assumptions will be re-examined when sketch plans are prepared.

Overall, there is a surplus of 25,694 acres of vacant land in the unincorporated County; 6,092 surplus acres are in the CPAs and 1,829 surplus acres are in the Coastal Zone. The remaining surplus is largely rural residential land in the remainder of the County. Chapter 6 shows summary maps of vacant residential lands.

Table 4-10: Residential Land Demand in Unincorporated Humboldt County

	Total Vacant Residential[1]		*Target Residential Demand*		*AverageDensity*[2]	*Target Demand*[3]		*Vacant Land Exceeding Allocated Demand*	
Community Plan Area	*Acres*		*Units*		*Units perAcre*	*Acres*		*Acres*	
	(sew.)	*(unsew.)*	*(sew.)*	*(unsew.)*		*(sew.)*	*(unsew.)*	*(sew.)*	*(unsew.)*
Alderpoint	-	119.2	-	6	0.4	-	19.7	-	99.5
Arcata	-	501.3	-	27	0.4	-	83.0	-	418.3
Avenues Miranda	12.0	70.5	31	4	2.3	7.9	11.7	4.1	58.8
Avenues Myers Flat	-	14.5	-	1	0.4	-	2.4	-	12.1
Avenues Phillipsville	-	173.3	-	9	0.4	-	28.7	-	144.6
Avenues Stafford-Redcrest	-	343.6	-	18	0.4	-	56.9	-	286.7
Avenues Weott	4.6	54.1	12	3	1.6	3.0	9.0	1.6	45.1
Blue Lake	0.1	258.6	0	14	0.4	0.1	42.8	0.0	215.8
Eureka	234.0	704.0	614	37	3.0	153.4	116.6	80.6	587.4
Fieldbrook-Glendale	0.2	271.0	1	14	0.4	0.1	44.9	0.1	226.1
Fortuna	19.8	408.2	52	22	1.1	13.0	67.6	6.8	340.6
Freshwater	-	158.8	-	8	0.4	-	26.3	-	132.5
Garberville-Redway-Benbow	36.2	445.9	95	24	1.5	23.7	73.9	12.5	372.0
Hydesville-Carlotta	-	210.2	-	11	0.4	-	34.8	-	175.4
Jacoby Creek	-	249.3	-	13	0.4	-	41.3	-	208.0
McKinleyville	210.7	470.1	552	25	3.3	138.1	77.9	72.6	392.2
Orick	-	79.9	-	4	0.4	-	13.2	-	66.7
Orleans	-	642.4	-	34	0.4	-	106.4	-	536.0
Rio Dell	-	204.6	-	11	0.4	-	33.9	-	170.7
Shelter Cove	23.3	600.0	61	32	1.0	15.3	99.4	8.0	500.6
Trinidad-Westhaven	-	503.0	-	27	0.4	-	83.3	-	419.7
Willow Creek	-	595.6	-	32	0.4	-	98.6	-	497.0
Total CPAs	540.9	7,078.1	1,418	375	1.5	354.6	1,172.3	186.3	5,905.8
Coastal Zone									
Eel River	15.9	180.5	42	10	1.6	10.4	29.9	5.5	150.6
Humboldt Bay	103.2	462.0	271	24	2.6	67.7	76.5	35.5	385.5
McKinleyville	18.4	69.1	48	4	2.8	12.1	11.4	6.3	57.7
North Coast	-	459.6	-	24	0.4	-	76.1	-	383.5
South Coast	242.6	400.7	636	21	3.6	159.0	66.4	83.6	334.3
Trinidad	-	463.0	-	25	0.4	-	76.7	-	386.3
Total CZ	380.1	2,034.9	997	108	2.4	249.2	337.0	130.9	1,697.9
All Plan Areas	921.0	9,113.0	2,415	483	1.7	603.8	1,509.4	317.2	7,603.6
Remainder of County	-	18,779.3	-	322	0.4	-	1,006.3	-	17,773.1
Total Unincorporated County	921.0	27,892.3	2,415	805	1.3	603.8	2,515.6	317.2	25,376.7

Land demand allocation based on assumption that 75% of new units would be developed in sewered areas; 25% in unsewered areas. 10% of new units were allocated to rural areas (all unsewered). The remaining 90% of units were distributed among CPAs and the CZ according to land availability.

1 Includes Single Family, Multiple Family, and Rural Residential less than 5 acres per unit.

2 Average density is shown for display purposes only, as an indicator of proportion of new housing units that will be constructed in sewered areas. Housing units in unsewered areas were assigned a density of 0.4 units per acre to meet leachfield and septic requirements; units in sewered areas were assigned a density of 5 units per acre, based on current trends. Average density is the total number of targeted units in each area divided by total gross acreage those units will require.

3 Target demand acreage includes a multiplier of 1.25 for real estate inefficiencies and unique site needs.

Source: Humboldt County GIS, Dyett and Bhatia, 2002.

NON-RESIDENTIAL LAND DEMAND

The demand for land for commercial and industrial development can be established, building on the employment projections presented in Chapter 2 and the analysis of trends in non-residential development. This methodology is preferable to using per capita ratios for commercial and industrial land demand. Per capita ratios are unreliable because they do not account for differences in intensity of development, for businesses that may already own land for expansion, and space utilization rates in new retail buildings and business parks.

Retail Land Demand

Retail land is needed to support population growth by providing the goods and services of everyday life. To gauge potential retail space needs, data available from the Claritas Corporation on household spending and from the State Board of Equalization on taxable retail sales in the county were evaluated. Currently, average annual expenditures are $21,350 per household on everyday retail items. If this per capita spending rate is maintained through 2025, it would lead to an increase of $134.6 million per year by 2025 due to an increase in households of 3,600. Assuming retail sales of $200 per square foot of retail space (in 2001 dollars), 77 acres of new retail development would be needed by 2025. About 19 percent of current taxable retail sales take place in the unincorporated areas of Humboldt County. If this share stayed constant through 2025, approximately 15 acres of new retail land would be needed by 2025 in the unincorporated areas. This data is summarized in Table 4-11.

Table 4-11: Projected Retail Land Demand, 2025

Increase in Number of Households (Countywide)	6,300
Average Annual Consumer Expenditures Per Household[1]	$21,350
Increase in Annual Retail Sales (assume constant share of Planning Area sales in 2001 Dollars)	$134,600,000
Retail Land Needed Countywide (acres)[2]	77
Retail Land Needed (acres) – Unincorporated (19% of County Total)[3]	15

1 From Claritas economic report for Humboldt County. Reflects 2001 per household spending.

2 Assumes sales per square foot of $200 and an average floor area to site area ratio (FAR) of 0.25, and a ratio of net site area to gross area or 80 percent

3 Based on current taxable sales.

Source: Dyett and Bhatia, 2002

Other Non-Residential Land Demand

Future employment was projected assuming an increasing labor force due to aging population and decreasing number of children born each year along with 7 percent unemployment. (See Chapter 3 Employment, Table 3-1) The total employment in Humboldt County in 2025 is estimated to be 70,300. Approximately 10 percent of the total employment includes domestic workers, temporary agricultural employees, and the self-employed; the balance of the workforce is classified as "covered employment" under the State Workers' Compensation Program and

includes businesses that need commercial and industrial space. Total 2025 covered employment is estimated to be 63,270. Following current trends of decreasing manufacturing, transportation and utilities, and wholesale trade as percentages of the total employment and increasing retail trade, finance, insurance, and real estate, and services, the projected "covered employment" was divided between the industry sectors as is shown in Table 4-12.

Table 4-12: Humboldt County Covered Employment by Industry, 1985-2025[1]

	1985		*1990*		*2000*		*2010*		*2025*	
Industry	*Number*	*Percent*	*Number*	*Percent*	*Number*	*Percent*	*Number*	*Percent*	*Number*	*Percent*
Agriculture	800	2.10%	900	2.00%	1,100	2.20%	1,268	2.30%	1,329	2.1%
Construction and Mining	1,100	2.90%	1,500	3.30%	1,800	3.60%	2,096	3.80%	2,657	4.2%
Manufacturing	5,900	15.30%	6,300	14.00%	6,000	11.90%	5,502	9.96%	4,429	7.0%
Transportation and Utilities	2,300	6.00%	2,400	5.30%	1,900	3.80%	1,839	3.33%	1,898	3.0%
Wholesale trade	1,500	3.90%	1,600	3.60%	1,400	2.80%	1,299	2.35%	1,265	2.0%
Retail trade	7,900	20.50%	9,500	21.20%	10,500	20.80%	11,166	20.22%	12,970	20.5%
Finance, Insurance, and Real Estate	1,300	3.40%	1,600	3.60%	2,200	4.30%	2,701	4.89%	3,480	5.5%
Services	7,800	20.30%	10,300	22.90%	12,900	25.50%	15,558	28.17%	19,424	30.7%
Government (incl education)	9,800	25.50%	10,900	24.30%	12,900	25.50%	13,804	24.99%	15,818	25.0%
Total	**38,500**	**100%**	**44,900**	**100%**	**50,600**	**100%**	**55,234**	**100%**	**63,270**	**100%**

1 Covered employment represents 90 percent of total employment.

Source: California Employment Development Department 2001, CSU Humboldt Center for Economic Development, and Dyett & Bhatia, 2002

The employment growth by industry was then calculated, as can be seen in Table 4-13, and the type of land use assumed for each sector was determined. Manufacturing, Transportation and Utilities, and Wholesale Trade are considered Industrial land uses, as are a portion of the businesses in the Services sector. Businesses in the Finance, Insurance, and Real Estate sector along with a portion of the employment in the Services sector and 30 percent of the employment in the Government sector are assumed to space in commercial buildings. Retail trade would require retail commercial land. Agriculture, Construction, and Mining do not need commercial or industrial land.

About 15 percent of the employment in the Services sector is assumed to be "footloose" or in home occupations, rural locations or mixed use buildings in other land use designations (e.g. restaurants or car rental services at the Airport, consultants and accountants working at home, etc.).

Table 4-13: Employment Growth between 2000 and 2025 by Sector

Industry	*Projected Jobs*	*Assumed Distribution of New Jobs*	*Assumed type of land use needed*
Agriculture	229	2%	
Construction and Mining	857	7%	
Manufacturing	-1,571	-12%	Industrial
Transportation and Utilities	-2	0%	Industrial
Wholesale trade	-135	-1%	Industrial
Retail trade	2,470	19%	Retail
Finance, Insurance, and Real Estate	1,280	10%	Commercial
Services	6,524	51%	40% Industrial, 45% Commercial
Government (incl education)	2,918	23%	30% Commercial
Total New Jobs	**12,670**	**100%**	

Source: Dyett & Bhatia, 2002

After determining how much new employment would have to be accommodated for each land use type, the potential land demand for office and business park space and industrial space was calculated (see Table 4-14). To provide space for 5,091 new employees in the commercial sector at a rate of 350 square feet per employee, approximately 300 acres of new commercial development will be needed. This includes an allowance for inefficiencies in the market, unique site requirements and the fact that vacant land may not be available when needed.

Table 4-14: Estimated 25-Year Land Demand for Non-Residential Uses in Humboldt County

Retail (see Table 4-11)	**77**
Office/Business Park	
Increase in Employment	5,091
Building Floor Area Needed (@350 s.f./employee)	1,781,798
Acres Needed @ 0.20 Average floor area to site area ratio (FAR)	205
Gross Acres (net = 0.85*gross)	241
Multiplier (to account for vacant land cushioning, inefficiencies in the real estate market and unique site requirements for users)	1.25
Total Need (acres)	**301**
Industrial : Industrial Park	
Increase in Employment	902
Net Acres (@ 20 employees/acre)	45
Gross Acres (net = 0.85*gross)	53
Multiplier (to account for vacant land cushioning, inefficiencies in the real estate market and unique site requirements for users)	1.5
Total Need (acres)	**80**
Total Non-Residential Acres Needed To 2025	458
Non-Residential Acres in Unincorporated Areas (60% of County total)	**275**

Source: Dyett & Bhatia, 2002

With 902 new employees, 20 employees per acre, and a multiplier of 1.5, industry will require approximately 80 acres of new development. Altogether, non-residential land uses in Humboldt County will require approximately 458 acres of new development between now and 2025.

For land use planning purposes, it is assumed that the unincorporated areas will account for 60 percent of the new non-residential development in Humboldt County, or approximately 275 acres. Distributing this potential new development among the Community Planning Areas was done based on the current share of vacant non-residential land in each area as a percentage of the total inventory of vacant non-residential land in the unincorporated County.

Overall, the unincorporated Community Planning Areas have a surplus of 148 acres of vacant non-residential land, with the greatest surpluses in Garberville, Fieldbrook, and McKinleyville (see Table 4-15). The Coastal Zone has a surplus of 712 acres of vacant non-residential land, the majority of which (409 acres) is in the Humboldt Bay region.

Table 4-15: Non-Residential Land Demand 2025 for Unincorporated Humboldt County

Community Plan Area	*Vacant Acres*	*Target Demand Acreage*	*Surplus*
Alderpoint	-	-	-
Arcata	51.3	32.0	19.3
Avenues Miranda	2.6	2.0	0.6
Avenues Myers Flat	7.3	5.0	2.3
Avenues Phillipsville	0.6	-	0.6
Avenues Stafford-Redcrest	-	-	-
Avenues Weott	-	-	-
Blue Lake	-	-	-
Eureka	4.1	3.0	1.1
Fieldbrook-Glendale	69.3	43.0	26.3
Fortuna	45.7	29.0	16.7
Freshwater	0.3	-	0.3
Garberville-Redway-Benbow	77.7	49.0	28.7
Hydesville-Carlotta	7.7	5.0	2.7
Jacoby Creek	-	-	-
McKinleyville	67.5	42.0	25.5
Orick	34.0	21.0	13.0
Orleans	-	-	-
Rio Dell	17.9	11.0	6.9
Shelter Cove	8.6	5.0	3.6
Trinidad-Westhaven	-	-	-
Willow Creek	-	-	-
Total in CPAs	394.6	247.0	147.6
Coastal Zone Plan Area			
Eel River	172.4	6.0	166.4
Humboldt Bay	425.2	16.0	409.2
McKinleyville	33.6	1.0	32.6
North Coast	34.4	1.0	33.4
South Coast	29.0	1.0	28.0
Trinidad	44.7	2.0	42.7
Total in CZ	**739.3**	**27.0**	**712.3**
Total Unincorporated County	1,133.9	275.0	858.9

Source: Humboldt County GIS; Dyett and Bhatia, 2002

5 Public Services

The availability of public services to accommodate future growth is an important factor to consider in updating the General Plan. Public services addressed in this chapter include water, sewer, school, and solid waste. In addition to addressing public service capacity, public issues identified include:

- How do we ensure maximum coordination between new growth and availability of public services and infrastructure?
- Who should pay to build and maintain infrastructure and services necessary for new development?

Existing demand and capacity, proposed or planned expansions, and potential constraints are described for each type of service. Information is presented for each Community Service District (CSD) for the most recent year available. Water and sewer service district boundaries are presented in Figure 5-1.

Data for water and sewer systems are provided by the Humboldt County and local area Master Service Elements. Schools data are provided by the California Department of Finance and the Education Data Partnership, comprising the Alameda County Office of Education, the California Department of Education, EdSource, and the Fiscal Crisis and Management Assistance Team (FCMAT). Solid waste data come from the County Integrated Waste Management Plan.

Overall, public services are not viewed as a constraint to future development and growth in the county. Existing capacities, combined with future expansions, would accommodate the needs of the projected growth.

5.1 WATER

EXISTING CONDITIONS

An ample water supply is available to the County's thirty water service providers, most drawn from the Mad and Eel rivers. Water districts, their daily flows[1] and capacities, and number of connections are summarized in Table 5-1. The Humboldt Bay Municipal Water District (HBMWD) takes its water from the Mad River and holds title to 75 million gallons per day (mgd). It serves 77,000 residents-59 percent of the County-in three cities and five local service districts, including Eureka, Arcata, and McKinleyville. Per capita consumption for HBMWD is estimated at 142 gallons per day, with a total daily consumption of 10.9 million gallons in its service area. Eureka has separate rights to 6.5 mgd. The City of Fortuna, the only other water provider serving a major population center in the County, records a per capita consumption of 125 gallons per day and total consumption of 1.1 mgd.

[1] As a measure of consumption, current flows can be seen as equivalent to demand.

Table 5-1: Water District Capacities, 2001

	Current Flows (mgd)	*Capacity (mgd)*	*Total Connections*	*Residential Connections*	*Nonresidential Connections*
Humboldt Bay MWD	27.0[1]	75.0	-	-	1
Arcata City	2.8	4.0	5605	4941	564
Blue Lake City	0.28	0.46	610	550[3]	60[3]
Eureka City	4.4	6.5	9550	7214	2336
Humboldt CSD	2.43	4.68	6990	6780	210
Manila CSD	0.15	-	385	381	4
McKinleyville CSD	1.19	2.8	4513	4310	203
Ferndale City	0.19	0.5	723	630	93
Fortuna City	1.1	1.15	4382	3988	394
Rio Dell City	0.3	0.5	1083	1055	28
Trinidad City	0.08	-	308	308	0
Loleta CSD	0.06	0.06	239	226	13
Miranda CSD	0.06	-	135	135	0
Orick CSD	0.05	0.18	142	126	16
Palmer Creek CSD	0.02	0.06	110	110	0
Patrick Creek CSD	-	-	17	17	0
Redway CSD	0.2	0.425	611	-	-
Weott CSD	-	-	134	134	0
Westhaven CSD	0.08	0.08	207	204	3
Willow Creek CSD	1.4	1.75	940	883	57
Phillipsville CSD	0.04	0.04	69	69	0
Riverside CSD	0.03	0.06	96	71	25
Hydesville WD	0.07	0.09	400	400	0
Garberville Sanitary	-	-	380	380	0
Resort Improvement	0.08	0.5	343	324	19
Total	**30.76[2]**	**80.40[2]**	**37,972**	**33,236**	**4,026**

No information given for Briceland, Fieldbrook, Orleans, Redway, Alderpoint, or Jacoby Creek.

[1]11 mgd for domestic use, 16 mgd for industrial.

[2]Flows and capacities for jurisdictions within the Humboldt Bay Water Management District were excluded from County totals in order to avoid double-counting data.

[3]Estimated.

Source: Humboldt County Master Service Element, 2001

FUTURE DEMAND

According to the 2000 Master Service Element, average domestic demand in the HBMWD is expected to rise to 15.9 mgd in the year 2020. All of its customers combined will require less than half of its 75 mgd entitlement in 20 years.

The Fortuna area, which draws from the Eel River Delta aquifer, is the only major population center for which current flows approach the capacity of current facilities.

Table 5-2: Projected Water Demand, 2025

	Flow (mgd)
Current Demand, 2000	30.76
Projected Demand, 2025	
Residential[1]	20.03
Non-Residential[2]	29.20
Total	**49.23**
Percent of Entitlements	61.5

[1]Assumed at 140 gallons per person per day, based on 143,100 people.

[2]Assumed at 145 percent of domestic water use, current ratio of industrial to domestic for HBMWD.

Source: Dyett & Bhatia, 2002.

The City of Fortuna, and a number of smaller districts are at or near their capacity for water service and may require infrastructure improvements to address a significant increase in number of connections. Besides Fortuna, service providers in this category include: Big Lagoon, Loleta, Westhaven, Trinidad, Phillipsville, Miranda and Hydesville. Analysis during preparation of the Community Plans will determine the specific system upgrades that will be necessary to accommodate planned development.

5.2 SEWER

Current total dry weather sewage flows for the County are equal to three-quarters of total facilities' capacity (12.6 mgd). Sewer service is provided to some of the more densely populated communities, but is not universal in the County. Six incorporated cities and numerous special districts have wastewater systems. The remainder of the county is served by individual septic systems, which are normally supposed to be pumped at least every five years for maintenance purposes. The pumped effluent is typically disposed at the public sewage disposal facilities. Current wastewater flows, capacity, and connections are summarized in Table 5-3.

In the past, inadequate storage capacity to handle wet weather runoff has resulted in violations of wastewater discharge requirements. Wastewater utilities for all major population centers in Humboldt County (City of Eureka, City of Arcata, McKinleyville CSD, City of Fortuna, and Humboldt CSD, which serves suburban Eureka) report that their sewer systems are able to

process average dry weather flows without problem, although Eureka has reported high levels of infiltration and inflow. In winter, Arcata's treatment plant is often overwhelmed and Fortuna has had trouble with untreated water being discharged to the Eel River during storms.[2] Every district acknowledges that some repairs and improvements are necessary to the local sewer system. By 2025, the projected demand will be 93.7 percent of current capacity (see Table 5-4).

There are currently 20,500 households in the County not served by public sewer. Average septic tank size for a house is 1200 gallons (standard requirement for two-bedroom house). Assuming that septic tanks are pumped once every five years, septic systems generate about 24.6 million gallons of effluent every five years, or 13,500 gallons per day.

Table 5-3: Sewer District Capacities, 2001

	Current Flows (mgd)	*Capacity (mgd)*	*Total Connections*	*Residential Connections*	*Nonresidential Connections*
Arcata City	1.31	2.3	7,051	7,051	-
Fieldbrook CSD	-	-	-	-	-
Blue Lake City	0.12	0.18	480	480	-
Eureka City	4.9	5.24	9,550	7,214	2,336
Humboldt CSD[1]	1.13	1.84	5,767	5,594	173
Ferndale City	0.25	0.75	545	518	27
Fortuna City	0.9	1.2	4,103	3,709	394
Palmer Creek CSD	-	-	144	144	0
Rio Dell City	0.41	1.0	1,036	990	46
Loleta CSD	0.07	0.1	239	226	13
Manila CSD	0.04	0.14	389	382	7
McKinleyville CSD	0.86	1.18	4,250	4,050	200
Miranda CSD	0.03	0.05	88	-	-
Redway CSD	0.17	0.19	450	-	-
Weott CSD	0.02	0.04	134	134	0
Garberville Sanitary	0.06	0.06	-	-	-
Resort Improvement	0.06	0.17	287	269	18
Total Sewered	**9.2**	**12.6**	**34,513**	**30,761**	**3,214**
Unsewered Demand	0.013				
Total Demand	**9.21**				

[1]Customer of City of Eureka, flows and capacities not included in total.

Where no data are shown, no data were provided.

Source: Humboldt County Master Service Element, 2001

[2] Arcata: Master Service Element, 2000; Fortuna: Capital Improvement Program report, 2000.

Table 5-4: Projected Sewer Demand

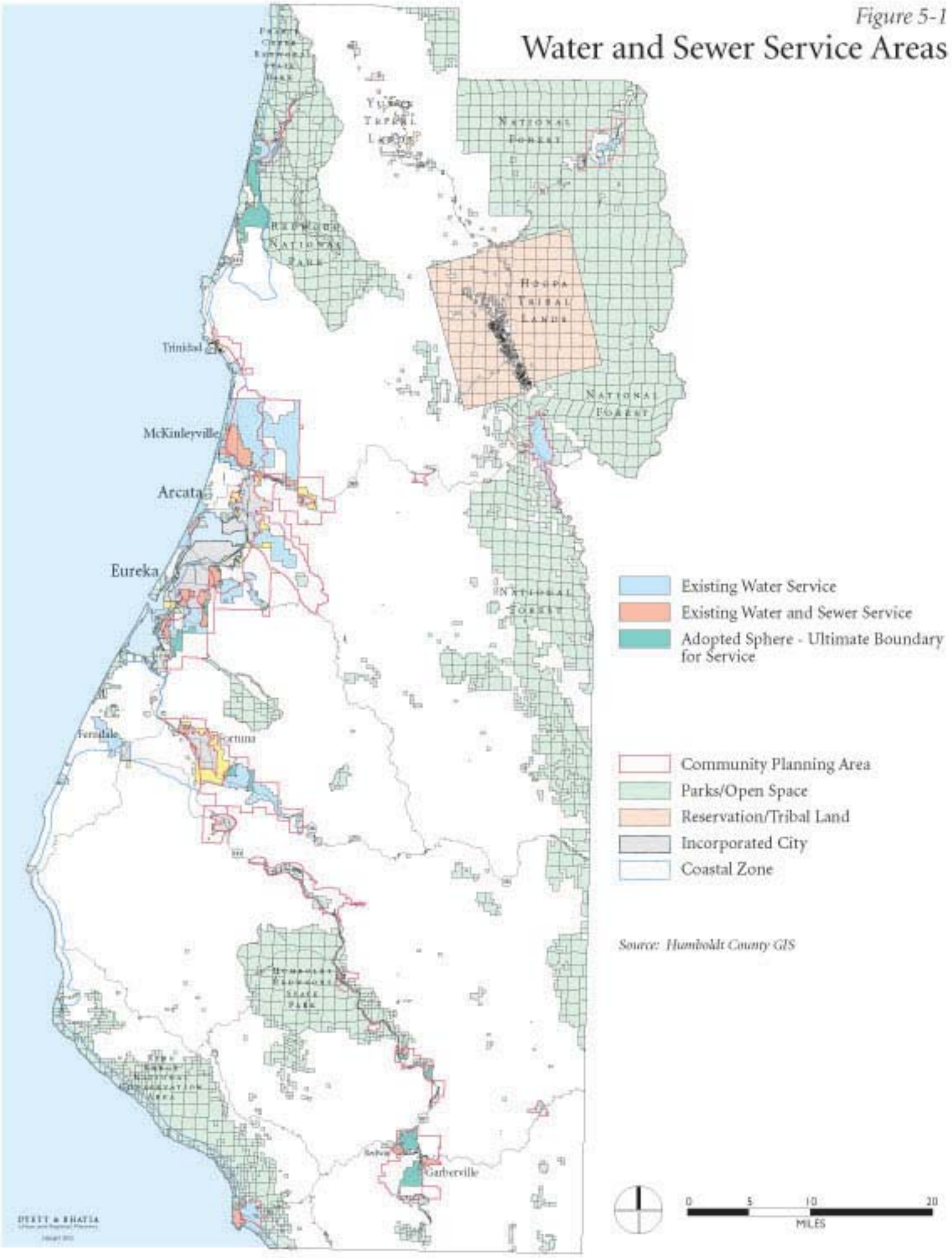
	Flow (mgd)
Current Demand, 2000	9.21
Average Annual Population Growth Rate (from Table 1-5)	0.5%
Projected Demand, 2025 (assuming demand grows at twice population growth rate)	11.81
Current Capacity (from Table 5-3)	12.60
2025 Demand as Percent of Current Capacity	93.7%

Source: Dyett & Bhatia, 2002

A number of cities and smaller districts are at or near their capacity for sewer service and may require facility improvements to address a significant increase in number of connections. Due to issues with wet weather flow, inflow/infiltration, and handling of solids, the cities of Eureka, Ferndale, Fortuna and Arcata, and the Garberville, Loleta, Miranda and Weott Community Services Districts may require system upgrades over the next twenty years if they experience significant growth increases. Analysis during preparation of the Community Plans will determine the specific system upgrades that will be necessary to accommodate planned development.

Figure 5-1

Water and Sewer Service Areas



5.3 SCHOOLS

CURRENT ENROLLMENT

From 1992 to 2000, California school enrollments rose by 14.5 percent, or 755,835 students (see Table 5-5). As in Humboldt County, the majority of the increase is among high school students.

Table 5-5: California School Enrollment, 1992-2000

	Elementary/Middle	*High*	*Other*	*Total*
Enrollment 1999-2000	4,194,356	1,675,393	81,863 ungraded	5,951,612
Percent of Total	70.5	28.2	1.4	100%
Enrollment 1992-1993	3,717,797	1,372,011	105,969 ungraded	5,195,777
Percent of Total	71.6%	26.4%	2.0%	100%
Percent Change (Absolute)	**12.8%**	**22.1%**	**-22.7%**	**14.5%**

Source: Education Data Partnership, 2001

Overall enrollment in Humboldt County K-12 schools decreased by 3.2 percent, or 709 students, between 1992 and 2000. Losses were concentrated in elementary and middle schools, where 11 percent, or 1739, fewer students were enrolled in 2000 than in 1993 (see Table 5-6). During the same period, two new middle schools, one high school, and six other schools- including three community day schools- opened.

Table 5-6: Humboldt County School Districts and Enrollment, 1992-2000

	Elementary/Middle	*High*	*Other*	*Total*
Districts, 2000	26	3	5 unified	34
Schools, 2000	52 elem, 7 middle	8	15	82
Enrollment 1999-2000	14,031	6,869	227 ungraded	21,127
Percent of Total	66.4%	32.5%	1.1%	100%
Districts, 1993	26	3	4 unified	33
Schools, 1993	53 elem, 5 middle	7	9	74
Enrollment 1992-1993	15,770	5,595	471 ungraded	21,836
Percent of Total	72.2%	25.6%	2.2%	100%
Percent Change (Absolute)	**-11.0%**	**12.3%**	**-51.8%**	**-3.2%**

Source: Education Data Partnership, 2001

The four largest districts in the County, Eureka City Unified, Northern Humboldt Union High, McKinleyville Union Elementary, and Southern Humboldt Joint Unified, enrolled 10,653 students, or 51.6 percent of the County's total enrollment, in 2000. The remainder is divided among 28 other districts, including 24 elementary school districts. Table 5-7 shows detailed data on enrollments in 2000 by district. Totals may not match due to presence of schools not associated with conventional school districts.

Table 5-7: Enrollment by Humboldt County School District, 2000

District	*K-8*	*9-12*	*Ungraded*	*Total*
Arcata Elem.	888	-	35	923
Big Lagoon Union Elem.	36	-	-	36
Blue Lake Union Elem.	207	-	-	207
Bridgeville Elem.	93	-	-	93
Cuddleback Union Elem.	136	-	-	136
Cutten Elem.	505	-	-	505
Eureka City Unified*	3695	2168	-	5863
Ferndale Unified	383	166	-	549
Fieldbrook Elem.	111	-	-	111
Fortuna Union Elem.	761	-	-	761
Fortuna Union High	-	1245	-	1245
Freshwater Elem.	277	-	-	277
Garfield Elem.	60	-	-	60
Green Point Elem.	13	-	-	13
Hydesville Elem.	161	-	-	161
Jacoby Creek Elem.	410	-	-	410
Klamath-Trinity Joint Unified	849	385	21	1255
Kneeland Elem.	51	-	-	51
Loleta Union Elem.	147	-	-	147
Maple Creek Elem.	19	-	-	19
Mattole Unified	181	114	-	295
McKinleyville Union Elem.	1375	-	-	1375
Northern Humboldt Union High	-	2043	14	2057
Orick Elem.	69	-	-	69
Pacific Union Elem.	605	-	-	605
Peninsula Union Elem.	114	-	-	114
Rio Dell Elem.	335	-	-	335
Rohnerville Elem.	582	-	-	582
Scotia Union Elem.	348	-	-	348
South Bay Union Elem.	545	-	11	556
Southern Humboldt Joint Unified	857	481	20	1358
Trinidad Union Elem.	134	-	-	134
Total	**13,947**	**6602**	**101**	**20,650**

*Eureka City Elementary and Eureka City High School Districts became Eureka City Unified in 1998; all three district names are still listed on some databases.

Source: Education Data Partnership, 2001

FUTURE ENROLLMENT

California Department of Finance projections predict that the number of school-age children in Humboldt County will decrease by 1486, or 6.4 percent, over the next 25 years (see Table 5-8). This change will be more pronounced in high school-age children (-10.9 percent) than in elementary- and middle-school-age children (-3.4 percent). Based on this expected decline in the number of students, school capacity will not be a constraint to future growth. This projection assumes no change in the public enrollment rate; if public schools were able to increase their enrollment rate modestly (from 88 to 93 percent), they could fill the empty desks.

Table 5-8: Projected School-Age Population and Enrollment, 2000-2025

	2000	*2020*	*2025*
Population, 5-12	13,718	13,206	13,252
Percent change from 2000	-	-3.7%	-3.4%
Population, 13-17	9,352	8,229	8,332
Percent change from 2000	-	-12.0%	-10.9%
Total school age	23,070	21,435	21,584
Percent change from 2000	-	-7.1%	-6.4%
Percent enrolled*	88.4%	88.4%	88.4%
Total enrollment	**20,405**	**18,959**	**19,091**

*Percent enrolled calculated for 2000 and applied to 2020 and 2025

Source: California Department of Finance

5.4 SOLID WASTE

Pursuant to the California Integrated Waste Management Act of 1989, state requirements mandated a 50 percent reduction by 2000 for all municipal solid waste. In response, Humboldt County has been attentive to concerns about solid waste disposal and has cut its solid waste tonnage nearly in half, from 168,575 to 90,553 from 1990 to 2000 (see Table 5-9). The County has prepared and adopted an Integrated Waste Management Plan, consistent with the Integrated Waste Management Act. The Plan addresses source reduction and recycling, household hazardous waste, and countywide landfill capacity needs.

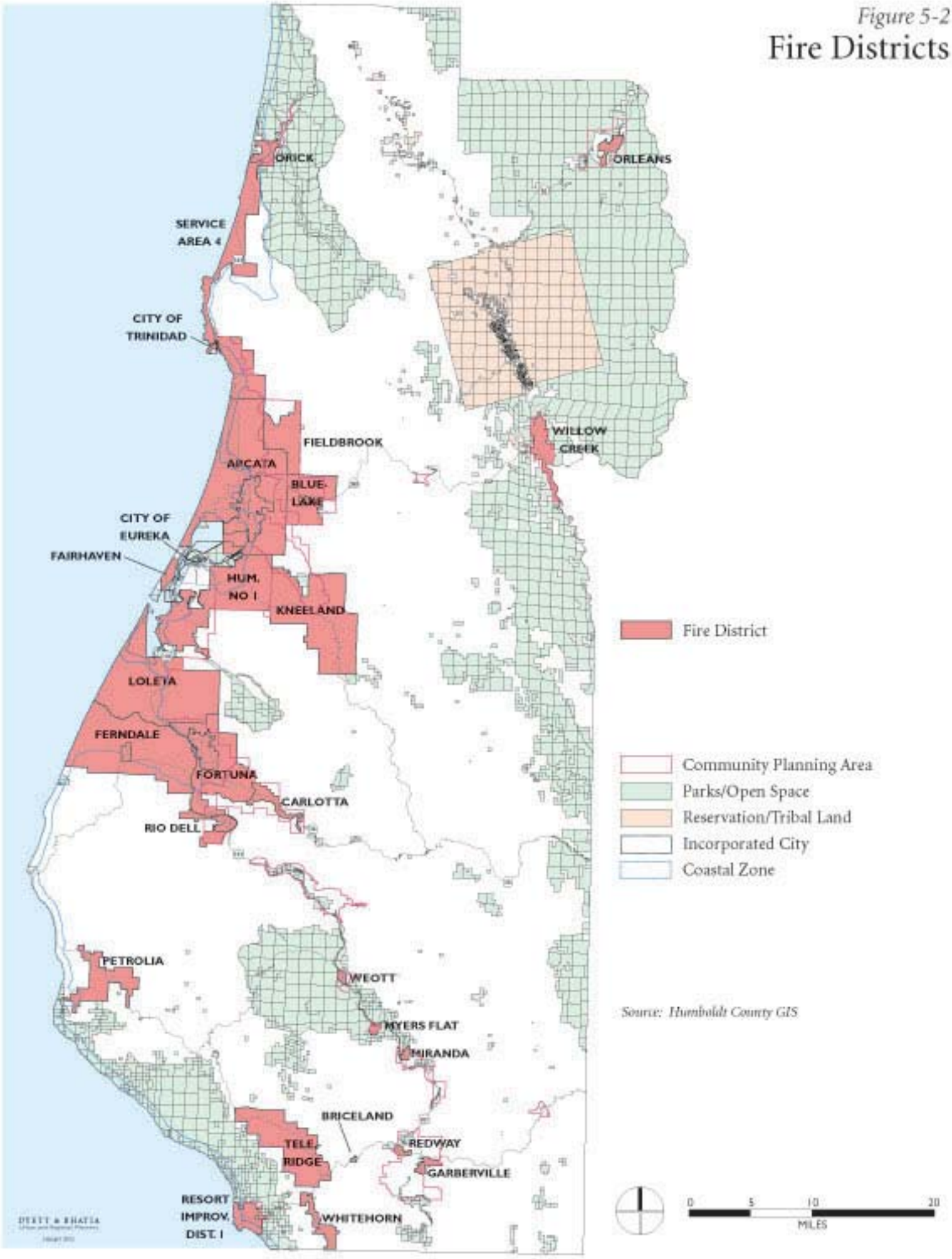
Table 5-9: Quantities and Disposition of Solid Waste Disposed

	Tons, 1990		*Tons, 2000*		*Cubic Yards, 2000*		*Disposition (landfill)*	
Jurisdiction	*Daily*	*Annual*	*Daily*	*Annual*	*Daily*	*Annual*	*% Total, 1990*	*% Total, 2000*
Unincorporated	252	91,972	86	31,315	144	52,296	54.60%	34.60%
Incorporated	210	76,603	162	59,238	271	98,928	45.60%	65.40%
Total	**462**	**168,575**	**248**	**90,553**	**415**	**151,224**	**100%**	**100%**

Source: Humboldt County Integrated Waste Management Summary Plan

Figure 5-2

Fire Districts



The seven cities are served by five franchised waste haulers, who also provide service to the unincorporated area surrounding each city, with the exception of the City of Blue Lake. Use of collection service is not mandatory; many residents and businesses self-haul waste to permitted transfer stations and container sites.

The County's waste disposal site, Cummings Rd. Landfill, is no longer accepting waste. The landfill is in the process of being closed. At present, all waste from Humboldt County is shipped to the Dry Creek Landfill in Medford, Oregon for disposal. The Eureka Transfer Station handles over 80% of the County's disposed municipal solid waste, prior to transport to the Oregon landfill site. Solid waste from all incorporated cities except Fortuna, Ferndale, and Rio Dell, and much of the unincorporated area of the County, passes through this transfer station.

5.5 FIRE PROTECTION

Fire protection is provided in urban areas and rural communities through the services of numerous fire districts. These districts are shown in Figure 5-2. Information regarding fire service capabilities, potential service gaps, fire history, and fire hazard areas is being developed by the County under a separate grant.

6 Summary of Opportunities and Constraints

This chapter aggregates findings from the previous chapters into a summary of overall opportunities and constraints on future development in the county. Constraints to future growth and development are those physical, social, or economic elements that serve to limit or hinder development of a particular amount or within a particular geographic area. Opportunities present themselves in the form of enabling or accommodating future growth and development. The summary maps at the end of this chapter show where development sites are located within Community Planning areas and the Coastal Zone.

Opportunities and constraints in this report are associated with available land, public services, employment, and housing. Other constraints, such as roadway capacity, resource and environmental constraints (e.g., geological hazards, unstable slopes, sensitive habitats) are not factored into this analysis, but will be fully considered in the upcoming Moving Goods and People, Managing Natural Resources, and Planning for Hazards reports that are being prepared for the General Plan Update.

6.1 LAND USE

Perhaps the most significant consideration in evaluating opportunities and constraints is the availability of vacant land suitable to accommodate projected growth and development. Information from previous chapters on existing land supply and future demand is summarized in the following sub-sections.

SUMMARY OF RESIDENTIAL LAND DEMAND AND SUPPLY

Chapter 4 identifies future land demand for projected population and employment growth and quantifies the total amount of vacant land. The methodology for calculating future residential land demand is summarized in the Flow Chart. Other land use assumptions and findings are listed in the text box. As shown in the Flow Chart, the total projected residential land demand for Year 2025 is 3120 acres. The County has over 25,000 acres of surplus residential lands, of which almost 8,000 acres exist in the CPAs and Coastal Zone.

Residential land demand and supply is further summarized in Table 6-1. In addition to the surplus vacant residential lands, large parcel rural residential lands and partially developed lands may be available for further residential development. The large amount of vacant land indicates that ample acreage is available to accommodate projected growth over the next 25 years.

SUMMARY OF METHODOLGY AND ASSUMPTIONS FOR ANALYZING RESIDENTIAL LAND DEMAND IN UNINCORPORATED HUMBOLDT COUNTY

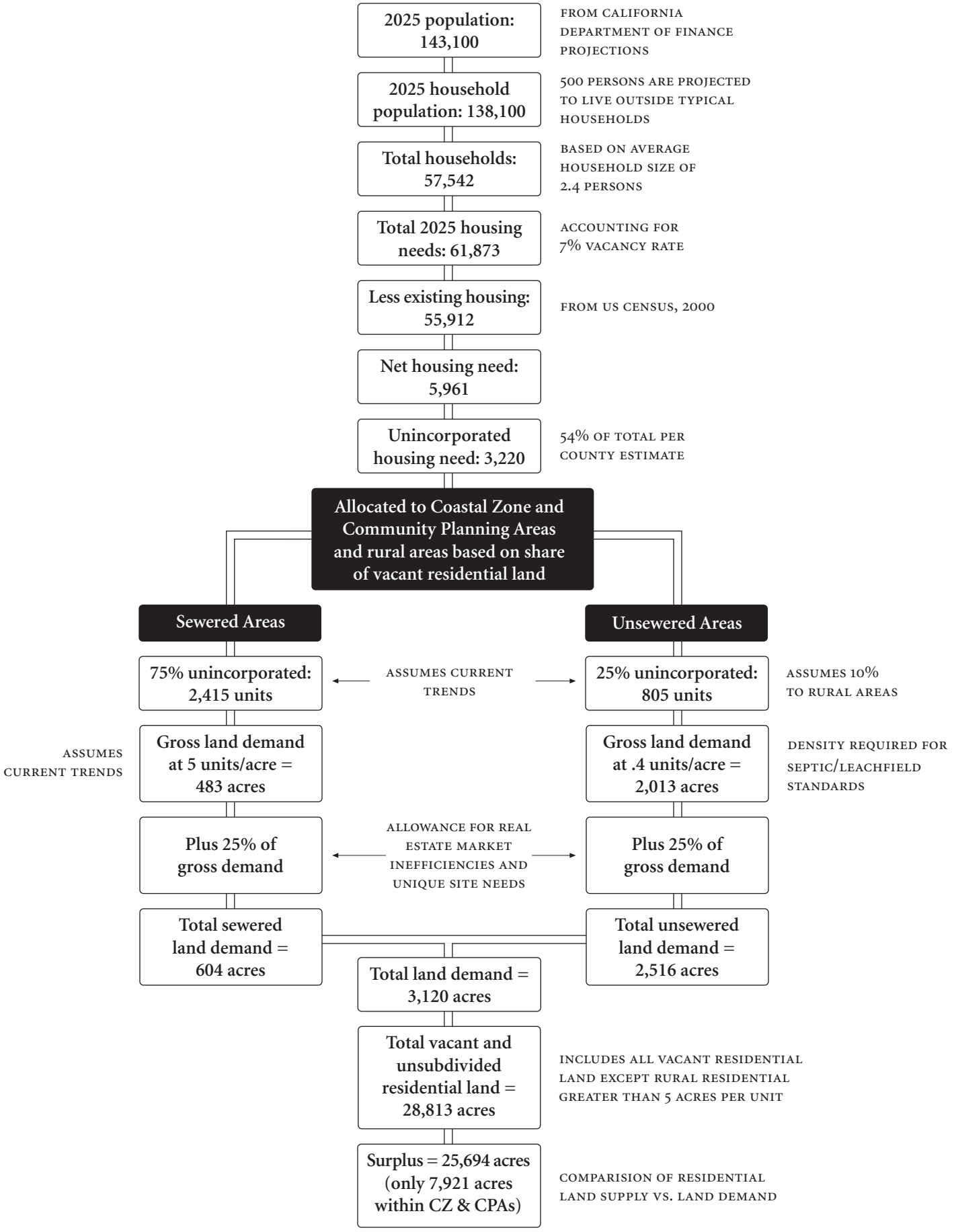


Table 6-1: Summary of 25 Year Residential Land Demand and Supply in Humboldt County

LAND DEMAND[1]			
	Assumed Residential Density		
Projected Population and Housing Needs	*Sewered Areas 5 units per gross acre*	*Unsewered Areas 0.4 units per gross acre*	*Total*
Net Housing Demand, Unincorporated Areas - Units	2,415	805	3,220
Residential Acres Needed (@x units/gross acre)	483	2,013	2,495
Multiplier (to account for vacant land cushioning and inefficiencies in the real estate market)[2]	1.25	1.25	
Total Need for Residential Land (acres)	604	2,516	3,120
VACANT RESIDENTIAL LAND SUPPLY			
Total Vacant Residential land (acres)[3]	921	27,892	28,813
Surplus Acreage	317	25,377	25,694
Gross Acres needed as % of available vacant residential land	2.1%	8.7%	10.8%
ADDITIONAL AVAILABLE RESIDENTIAL LAND			
Total Vacant Rural Residential (5 or more acres minimum parcel size)			62,540
Total Partially Developed Land (acres) - Low Density (Single Family)[4]	1043	N/A	1,043
Total Partially Developed Land - Medium Density (Multi-Family)[4]	63	N/A	63
Total Vacant Rural Residential and Partially Developed Land			63,646

[1] See Table 4-10 and summary flow chart for land demand assumptions and methodology

[2] A 25% cushion is customary in land planning.

[3] Acreage includes all vacant residential land except Rural Residential, 5 or more acres per unit.

[4] Partially developed land includes all parcels greater than one acre in size that are currently developed with one residence and which have further development potential, per General Plan land use designations.

Source: Dyett & Bhatia, 2002

Land Use Assumptions and Findings

- The unincorporated County is divided into three general area types: the Community Planning Areas, the Coastal Zone regions, and the remainder of the unincorporated County.
- Residential land demand is based on projected future population, average household size, and estimated average densities.
- Density of new development will rely most directly on sewer service availability in the Planning Area. Areas with sewer service can develop at 5 units per acre; areas without sewer service require each unit to have 2.5 acres available for septic and leachfield requirements- a density of 0.4 units per acre.
- Fifty-four percent of total residential demand and 60 percent of total non-residential land demand in the County will be in unincorporated areas.
- Projected land demand for Year 2025 is 3120 acres for residential uses and 275 acres for commercial and industrial uses.
- The number of target housing units for each CPA is based on available vacant land.
- On a countywide basis, there appear to be ample opportunities for residential, commercial, and industrial growth. Vacant unincorporated land can accommodate all of the growth projected to occur by 2025 in the unincorporated areas of the county.

It is important to note that the acreage calculations do not account for site constraints that may either prohibit development or limit the development density on certain vacant lands. For example, slopes, drainage and flooding problems, faults, unstable soils, and other environmental factors may exist on vacant lands designated for residential development. Also, the availability of infrastructure and the traffic-carrying capacity of highways and through streets could limit future development. These constraints have not yet been factored into the analysis and therefore, the total available vacant land acreage may be reduced once these constraints are identified. Since there appears to be a large surplus of vacant land designated for residential and non-residential development, resource and site constraints are not expected to prevent the County from meeting land use demand through the year 2025. Upcoming reports on resources, hazards, and transportation will fully evaluate these constraints and they will be considered in development of the future sketch plans. Details on vacant land are provided in the following section.

DISTRIBUTION OF VACANT LAND

To illustrate the distribution of potential developable land, Table 6-2 lists vacant land by generalized existing land use designations. Only land use designations that indicate development potential are listed; vacant lands designated as resource areas (e.g., parks, conservation areas, watersheds, public lands, etc.) are not included in the tabulations.

General land use designations for vacant land are illustrated for the Community Planning Areas in Figure 6-1 and for the Coastal Plan Areas in Figure 6-2. The following generalized land use categories were established:

- **Rural Residential - 5 or more acres per unit**: Rural residential lands with minimum lot sizes ranging from 5 – 20 acres. Some rural residential lands may be subject to overlays for grazing, resource protection, or timber production.
- **Low Density (unsewered), Very Low Density, and Rural Residential**: Lot sizes of 1 to 4.9 acres are required due to land use designations or septic system requirements.
- **Single Family Residential**: Densities ranging from 1.5 to 5 units per acre.
- **Multi-Family Residential**: Densities ranging from 6 to 19 units per acre.
- **Commercial**: Includes General Commercial, Commercial Recreation, and Commercial Services.
- **Industrial**: Includes General Industrial, Industrial Reserve, Business Park, and Resource Related Industrial.

Table 6-2: Unincorporated Humboldt County Vacant Land, 2002[1]

	Unincorporated Coastal Zone		*Remainder of County Unincorporated*		*Countywide Total*	
Use	*Acres*	*Percent of Total*	*Acres*	*Percent of Total*	*Acres*	*Percent of Total*
Low Density (unsewered), Very Low Density & Rural Residential - less than 5 acres per unit	1,896.7	51.4%	25,135.9	28.3%	27,032.7	29.2%
Rural Residential - 5 or more acres per unit	535.0	14.5%	62,005.2	69.8%	62,540.2	67.6%
Single-Family Residential	510.9	13.8%	1,188.5	1.3%	1,699.4	1.8%
Multi-Family Residential	7.2	0.2%	74.0	0.1%	81.2	0.1%
Commercial	207.7	5.6%	130.6	0.1%	338.3	0.4%
Industry (light and heavy)	531.5	14.4%	307.8	0.3%	839.3	0.9%
Total	**3,689.1**	**100.0%**	**88,841.9**	**100.0%**	**92,531.1**	**100.0%**

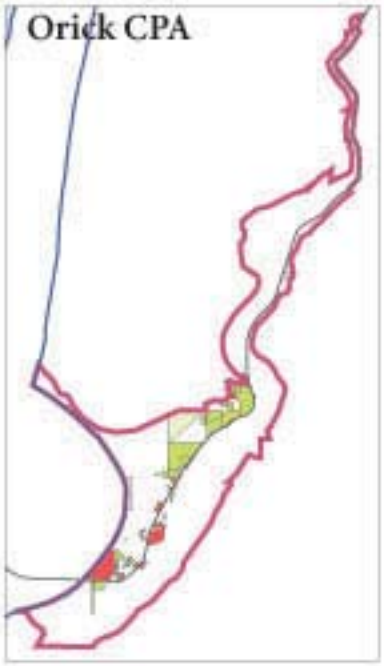
[1] Land use categories based on County GIS vacant land classifications and aggregated General Plan designations.

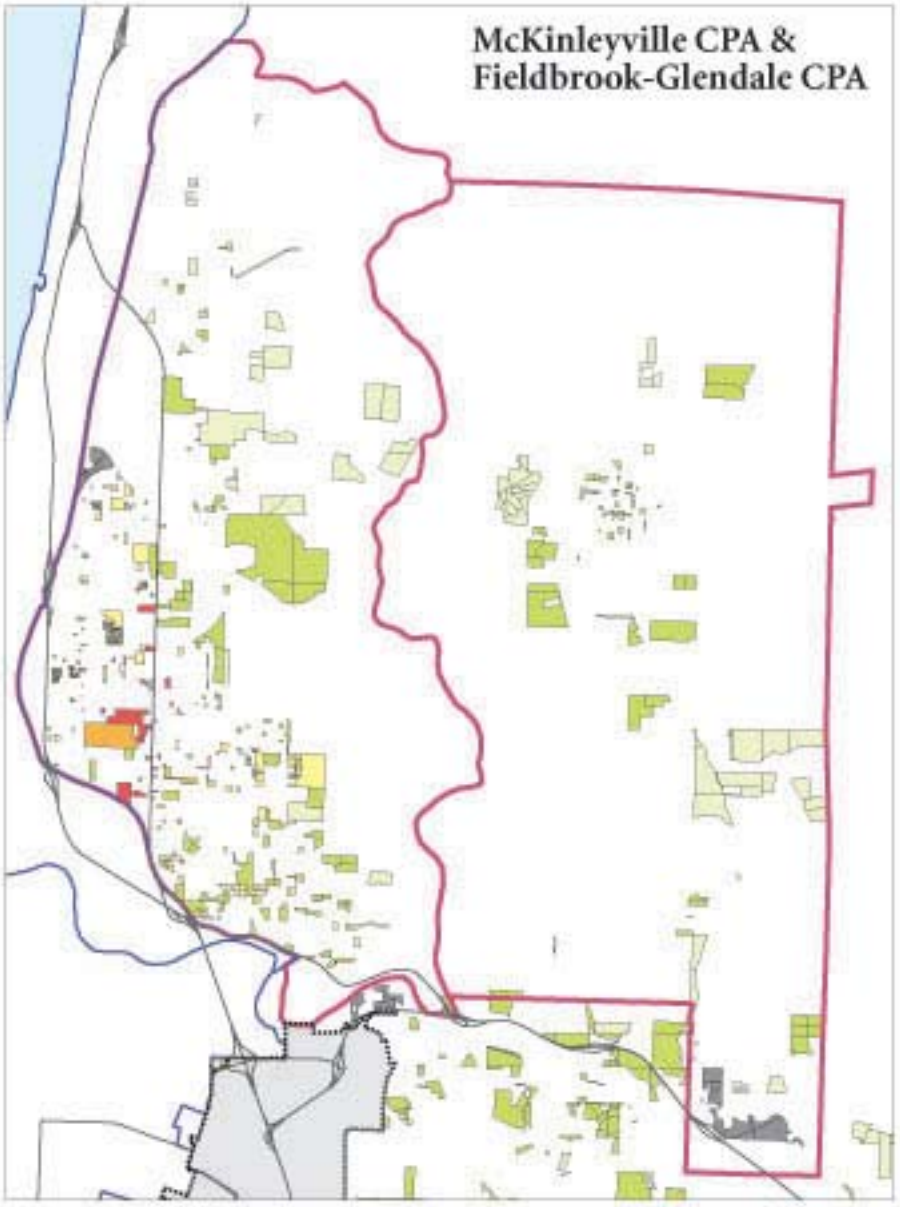
Source: Dyett and Bhatia 2002.

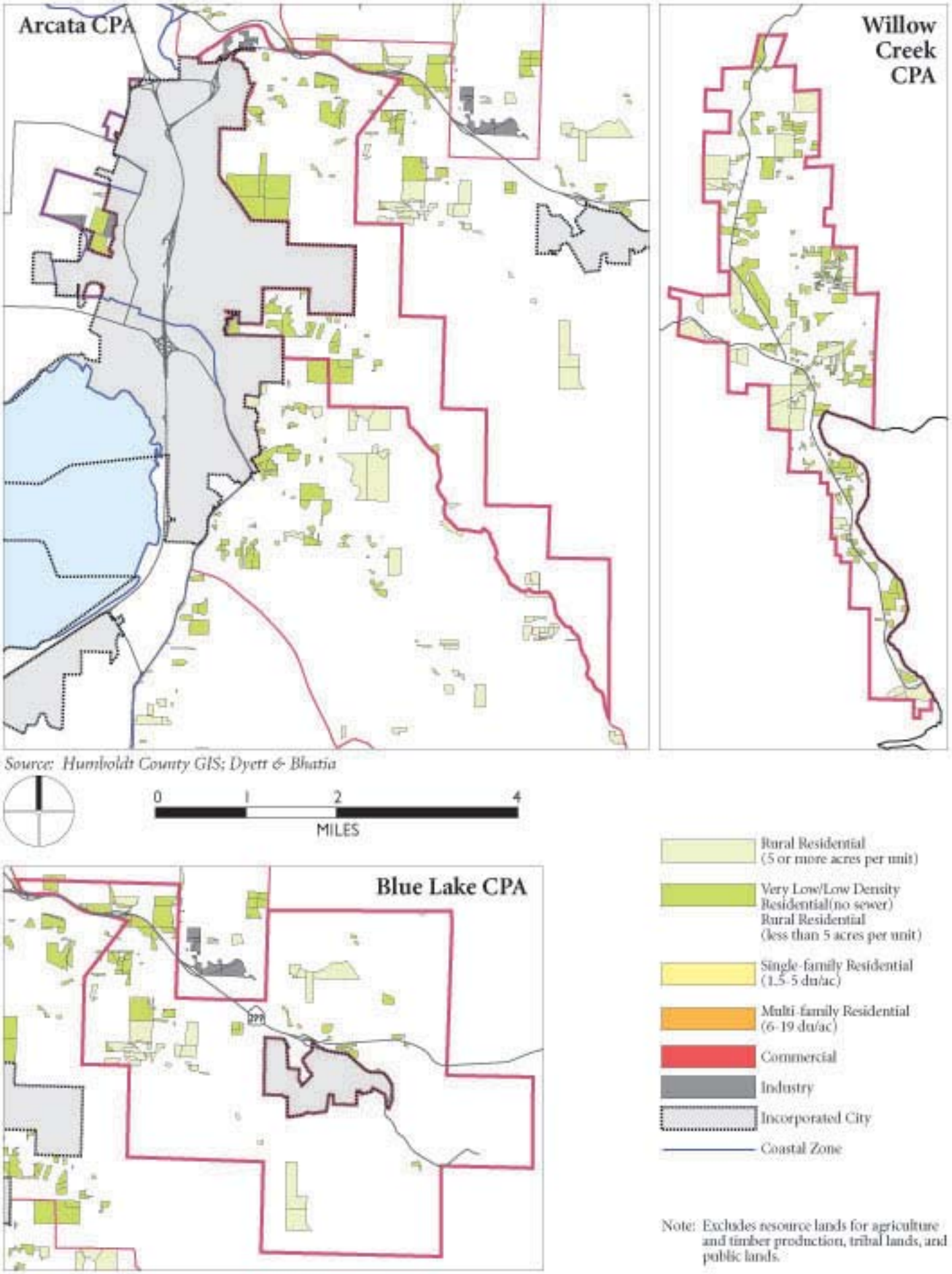
Figures 6-1 and 6-2 on the following pages show the distribution of vacant land by planned use within each of the Community Planning Areas (CPAs) and Coastal Zone Plan Areas, respectively.

Figure 6-1

Planned Land Use for Vacant Sites in Community Planning Areas





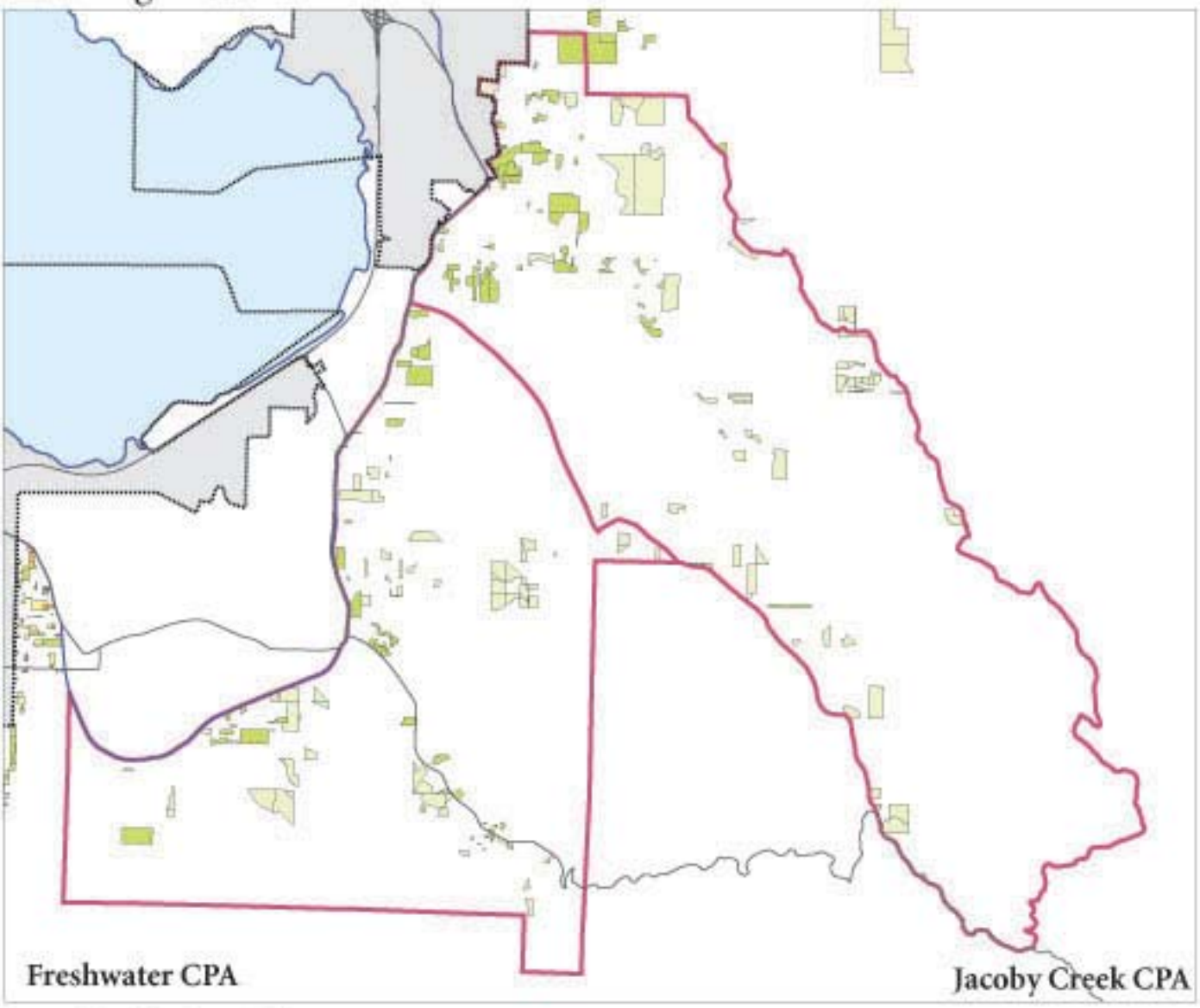


Source: Humboldt County GIS; Dyett & Bhatia

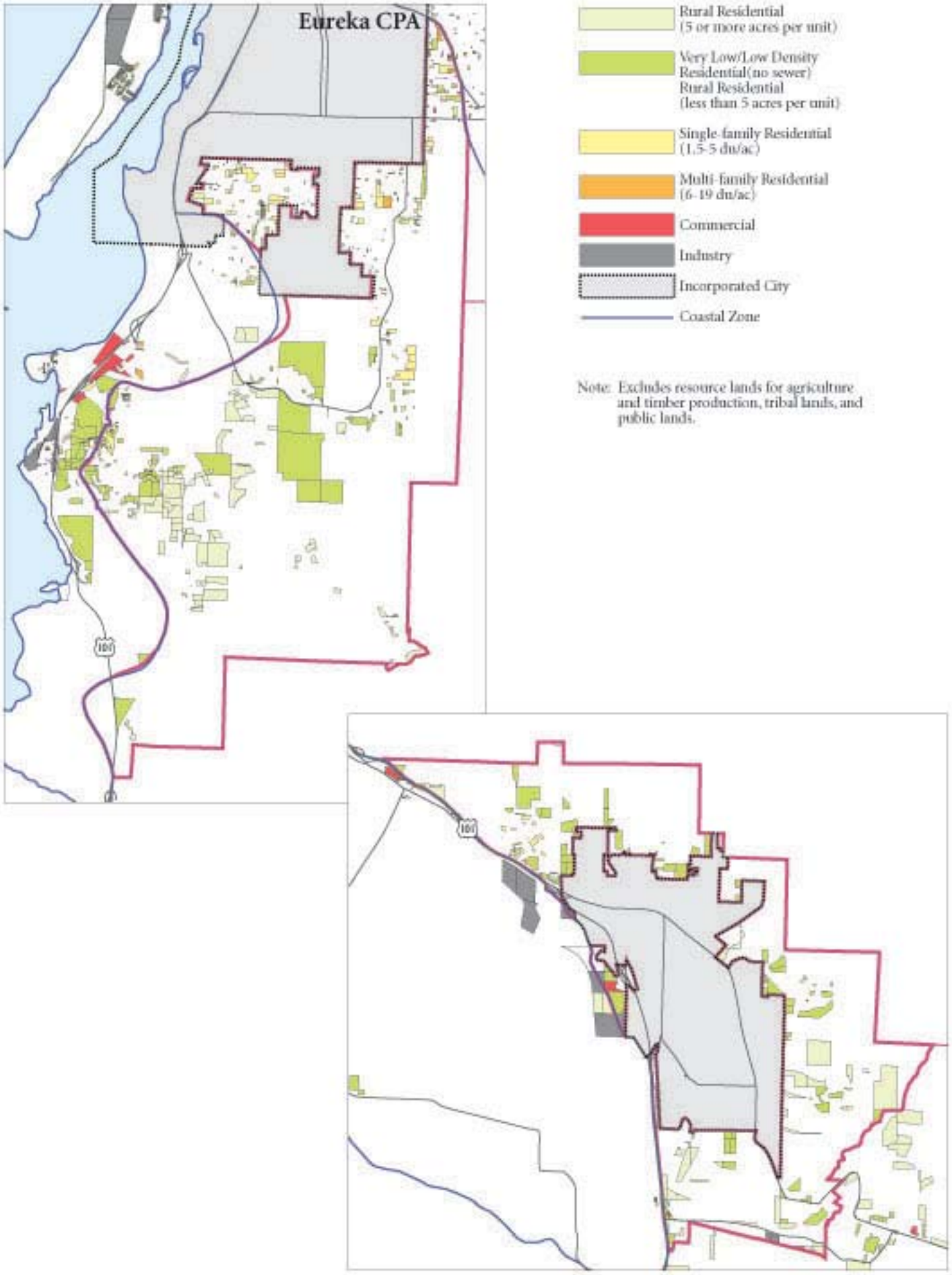
Note: Excludes resource lands for agriculture and timber production, tribal lands, and public lands.

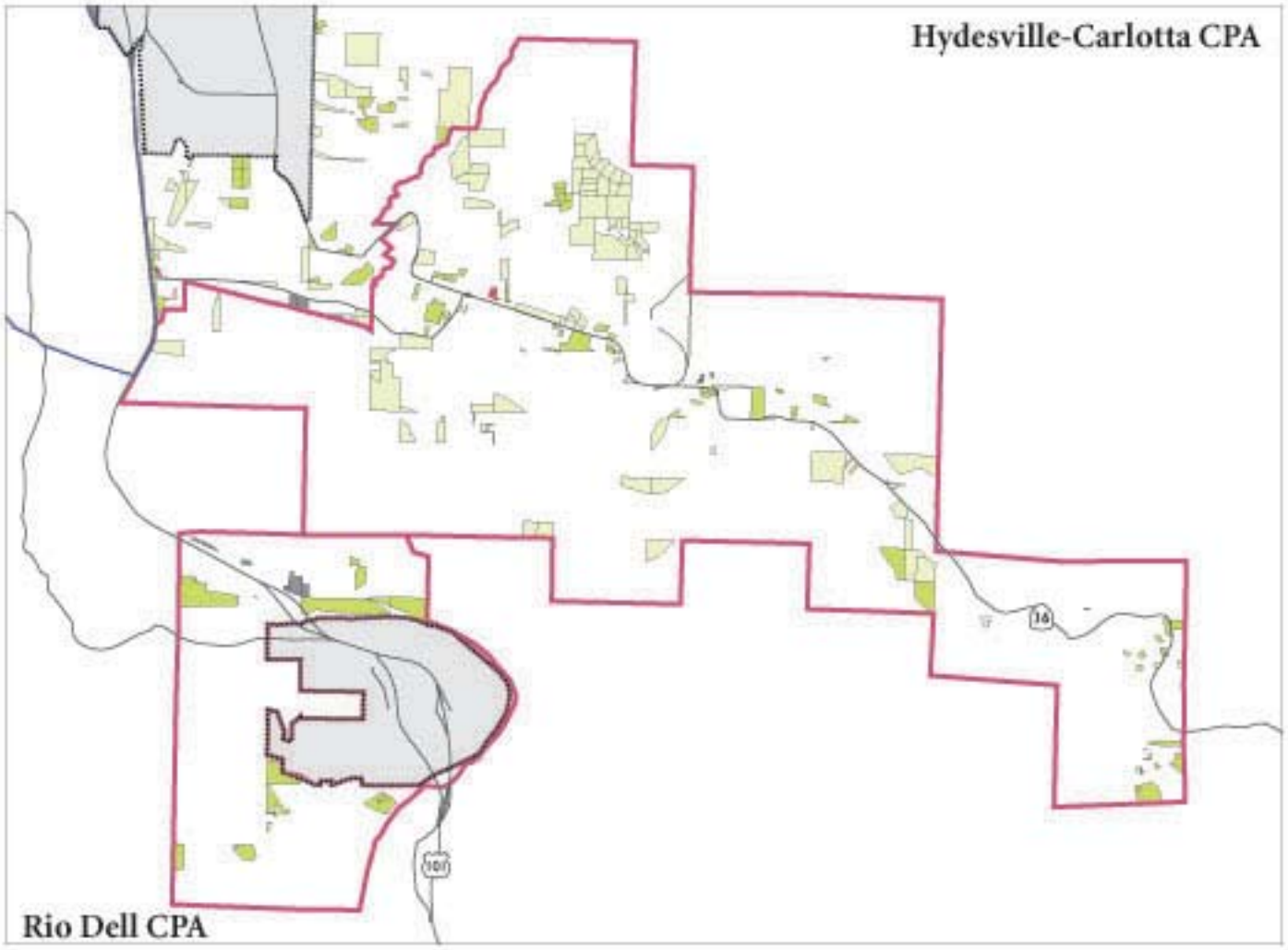
Figure 6-1

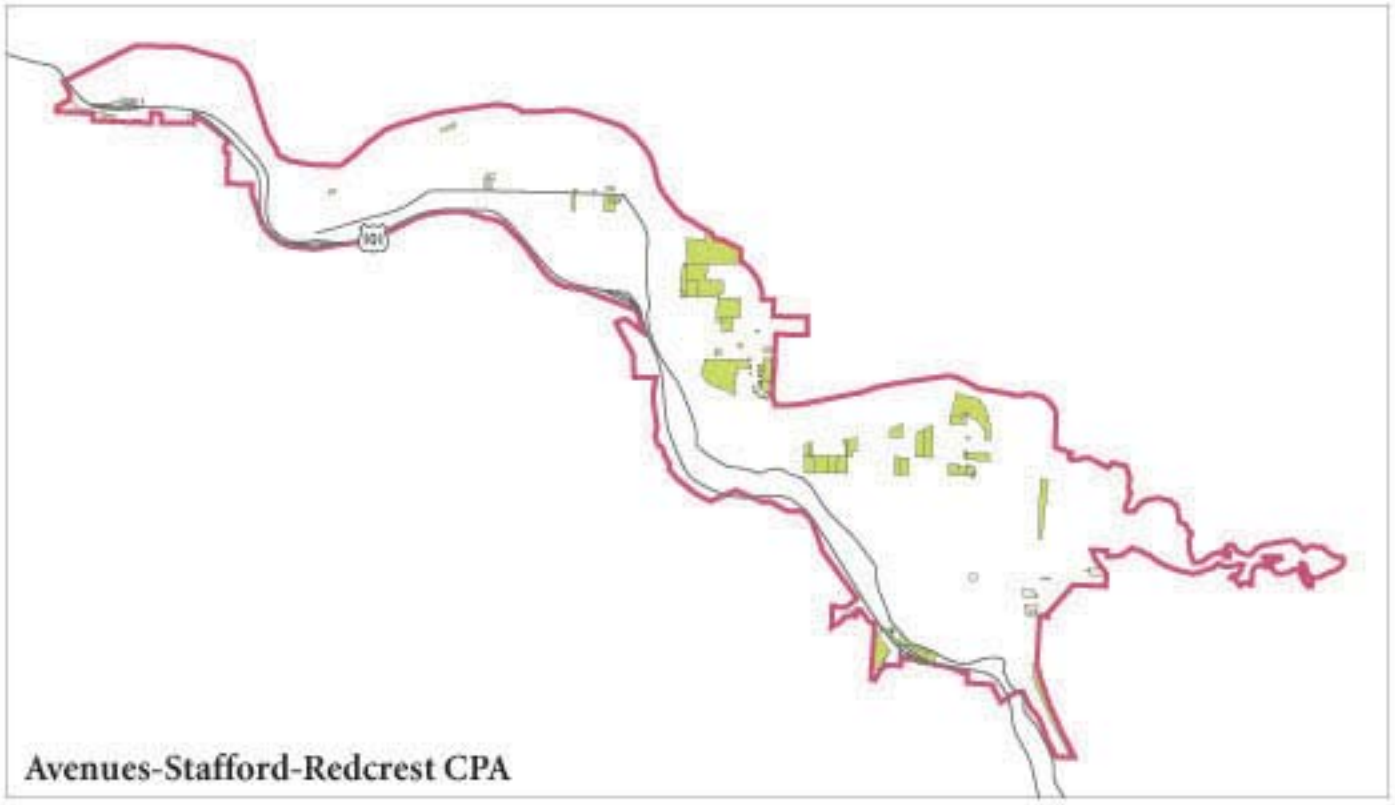
Planned Land Use for Vacant Sites in Community Planning Areas

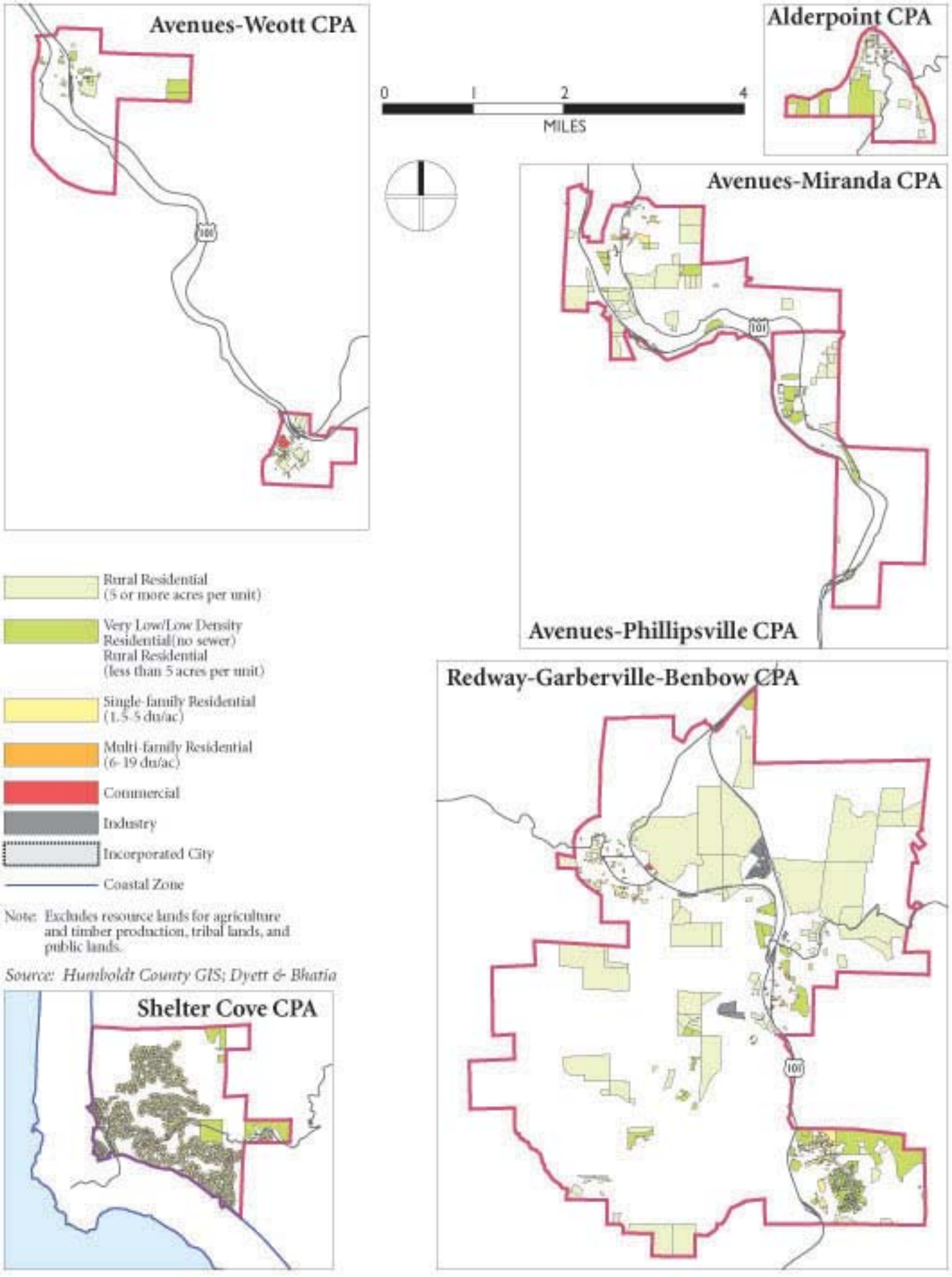


Source: Humboldt County GIS


Eureka CPA
Rural Residential
(5 or more acres per unit)
Very Low/Low Density
Residential(no sewer)
Rural Residential
(less than 5 acres per unit)
Single-family Residential
(1.5-5 du/ac)
Multi-family Residential
(6-19 du/ac)
Commercial
Industry
Incorporated City
Coastal Zone
Note: Excludes resource lands for agriculture and timber production, tribal lands, and public lands.
101
101

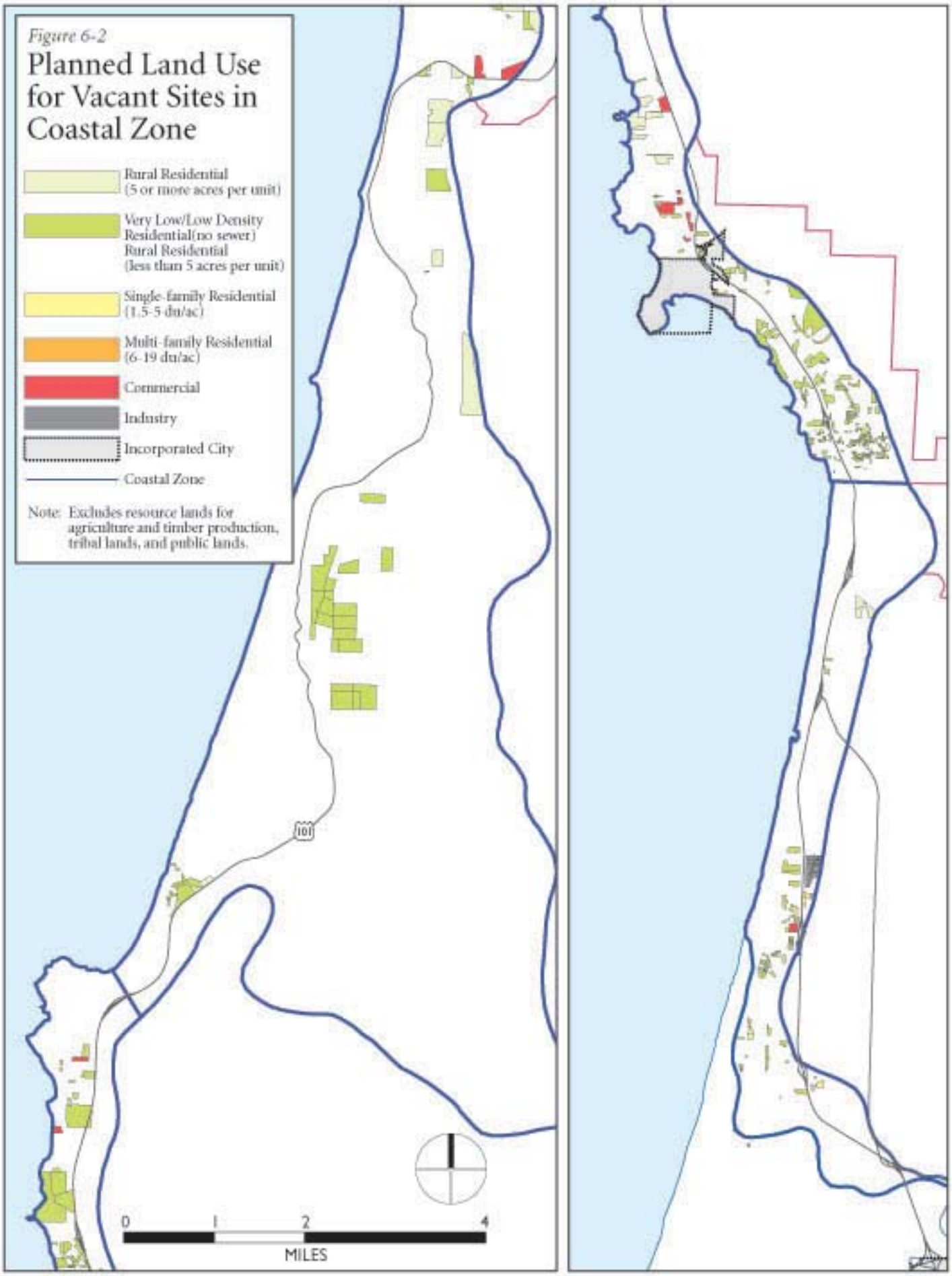

Hydesville-Carlotta CPA
Rio Dell CPA
101
36


Avenues-Stafford-Redcrest CPA
101



Note: Excludes resource lands for agriculture and timber production, tribal lands, and public lands.

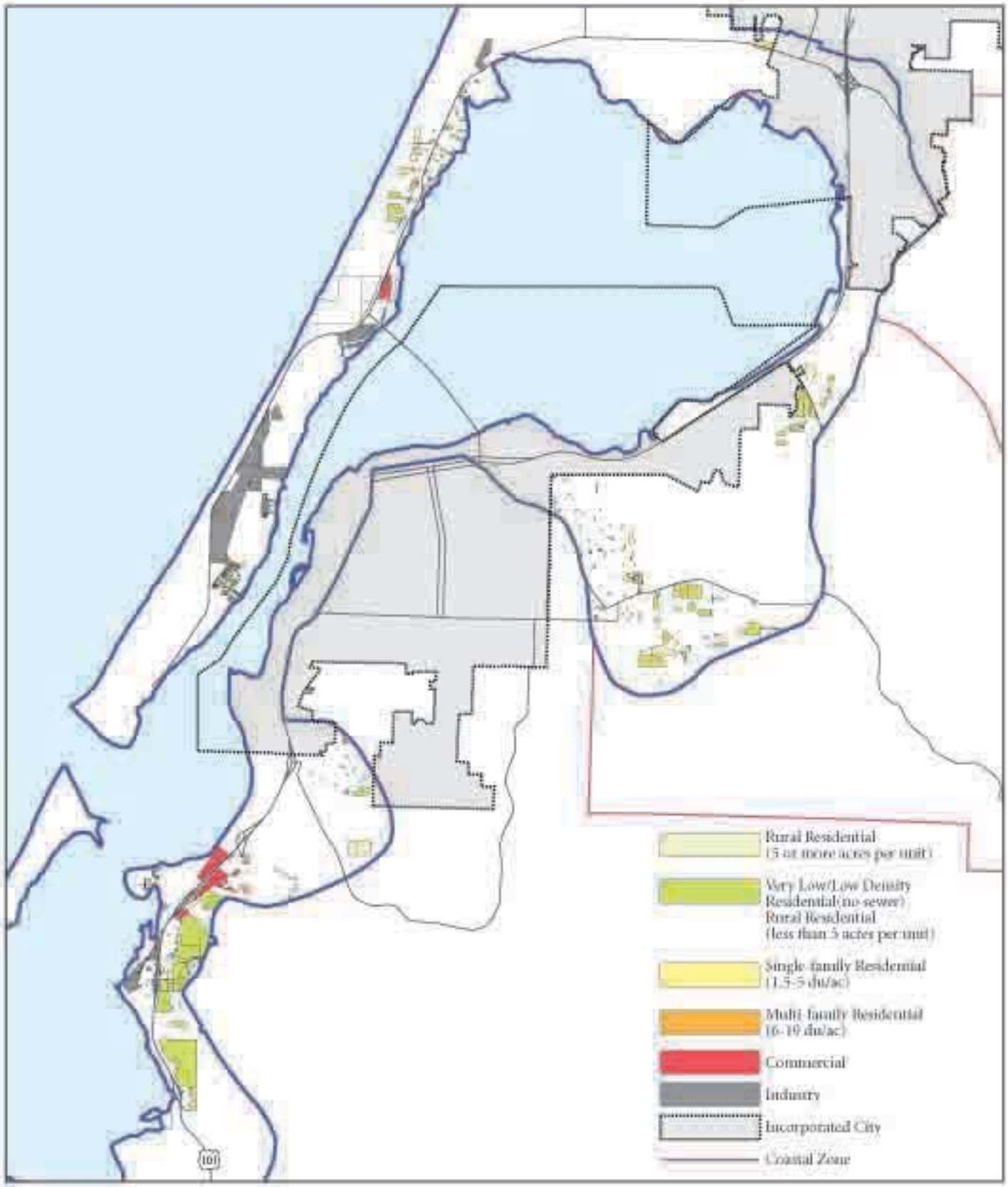
Source: Humboldt County GIS; Dyett & Bhatia



Source: Humboldt County GIS; Dyett & Bhatia

Figure 6-2

Planned Land Use for Vacant Sites in Coastal Zone



Source: Humboldt County GIS; Dyett & Bhatia

Note: Excludes resource lands for agriculture and timber production, tribal lands, and public lands.

Figure 6-2

Planned Land Use for Vacant Sites in Coastal Zone

- Rural Residential (5 or more acres per unit)
- Very Low/Low Density Residential(no sewer) Rural Residential (less than 5 acres per unit)
- Single-family Residential (1.5-5 du/ac)
- Multi-family Residential (6-19 du/ac)
- Commercial
- Industry
- Incorporated City
- Coastal Zone

Note: Excludes resource lands for agriculture and timber production, tribal lands, and public lands.

Source: Humboldt County GIS; Dyett & Bhatia

RESIDENTIAL DEVELOPMENT POTENTIAL

It is necessary to take a closer look at the types of vacant residential land within the CPAs, to evaluate the potential densities that could be developed and to determine whether these densities are sufficient to accommodate expected future growth. Vacant land data is broken down by the general type of residential land for each Community Planning Area and Coastal Plan Area in Table 6-3.

As seen in Table 6-3, about 68% of the vacant residential land is in the rural, large parcel category. Development densities in this classification would be extremely low, even lower than the density assumed for unsewered areas (0.4 units per acre or 1 unit per 2.5 acres), thus requiring more land to meet future housing demand. However, as shown in Table 6-3 and discussed in Section 4.5, sufficient vacant residential land exists within the combined very low density, single-family and multi-family categories to accommodate demand through 2025 (estimated at 3120 acres for 3220 new housing units). Although some large parcel rural residential land is likely to be developed, utilization of this land is not necessary to meet growth projections.

Although the target acreages listed in Table 6-3 are based on assumed average densities of 5 units per acre in sewered areas and 0.4 units per acre in unsewered areas, the overall amount of acreage needed may be reduced if medium density areas are utilized at higher densities. Table 6-3 identifies over 80 acres of medium density vacant land, with a range in density from 6 to 19 units per acre. Even assuming development at the mid-point of this range (12.5 units/acre), this acreage could accommodate a substantial portion of the projected new housing demand.

Table 6-3: Vacant Residential Land In Unincorporated Humboldt County[1]

	Target Residential Land Demand[2]		*Low Density (unsewered), Very Low Density and Rural Residential (less than 5 acres per unit)*	*Single-Family Residential (1.5 – 5 du/acre)*	*Multi-Family Residential (6 – 19 du/acre)[3]*
Community Plan Area	*Acres*	*Units*	*Acres*	*Acres*	*Acres*
Alderpoint	20	6	109.4	9.8	
Arcata	83	27	491.7	9.6	
Avenues-Miranda	20	35	70.1	12.4	
Avenues-Myers Flat	2	1	1.9	12.6	
Avenues-Phillipsville	29	9	171.0	2.3	
Avenues-Stafford-Redcrest	57	18	336.8	6.8	
Avenues-Weott	12	15	53.3	5.4	
Blue Lake	43	14	256.9	1.8	
Eureka	270	651	659.3	256.2	22.5
Fieldbrook-Glendale	45	15	268.4	2.8	
Fortuna	81	74	397.8	30.2	
Freshwater	26	8	155.7	3.1	
Garberville-Redway-Benbow	98	119	369.2	110.0	2.9
Hydesville-Carlotta	35	11	199.0	11.2	
Jacoby Creek	41	13	238.4	10.9	
McKinleyville	216	577	460.7	171.6	48.5
Orick	13	4	76.2	3.7	
Orleans	106	34	642.4		
Rio Dell	34	11	204.6		
Shelter Cove	115	93	115.0	508.3	
Trinidad-Westhaven	83	27	500.2	2.8	
Willow Creek	99	32	595.6		
Sub-Total	**1,527**	**1,793**	**6,373.6**	**1,171.5**	**73.9**
Coastal Zone Planning Area					
Eel River	40	51	170.9	23.8	1.7
Humboldt Bay	144	295	450.8	108.9	5.5
McKinleyville	24	52	65.8	21.7	
North Coast	76	24	458.3	1.3	
South Coast	225	657	288.8	354.5	
Trinidad	77	25	462.2	0.8	
Sub-Total	**586**	**1,105**	**1,896.8**	**511.0**	**7.2**
Plan Areas Total	2,113	2,898	8,270.4	1,682.5	81.1
Outside Plan Areas	**1,006**	**322**	**18,762.3**	**16.9**	**0.1**
Unincorporated Total	**3,119**	**3,220**	**27,032.7**	**1,699.4**	**81.2**

[1] Land use categories based on County GIS vacant land classifications and aggregated General Plan land use designations.

[2] Refer to Table 4-10 and Summary Flow Chart for calculation methodology.

[3] Multi-Family Density ranges are higher in some CPAs and Coastal Zone plan areas.

Source: Humboldt County GIS, Dyett and Bhatia, 2002.

Within Community Planning Areas, some areas are not served by public sewer facilities. In Chapter 4, assumptions were made about future development densities, depending on the availability of public sewer services. To evaluate this issue, Table 6-4 lists total vacant residential acreage for areas served by public sewer facilities. This information is provided to show that opportunities exist to accommodate the majority (if not all) of new residential development within areas served with public sewer facilities. Of course, this number does not factor in other infrastructure needs, resource constraints, or hazard areas. Nevertheless, the analysis shows that a sufficient amount of sewered residential land is likely available.

Table 6-4: Unincorporated Vacant Residential Acreage Served by Public Sewer

	Very Low Density & Rural Residential (less than 5 acres per unit)	*Single Family Residential (1.5-5 du/acre)*	*Multi-Family Residential (6 – 19 du/acre)*	*Total Acres*	*Total Potential Units*[1]
	(Acres)	*(Acres)*	*(Acres)*		
Sewered Areas	404	846	76	1326	3307

[1] Density assumed in calculating potential units: Very Low Density/Rural Residential = .4 du/acre; Single Family = 3 du/acre; and Multi-Family = 8 du/acre

Source: Humboldt County GIS; Dyett and Bhatia, 2002

Aside from evaluating vacant land, there are opportunities for accommodating growth on land that is currently underdeveloped or underutilized. For example, large residential lots, within residential areas developed at higher densities, may be utilized for redevelopment or further subdivision at densities more consistent with the nearby homes. As stated in Section 4.1, a total of about 1106 acres of partially developed residential land exist in the county. Assuming that only 25 to 50% of this land may be available for further development and subdivisions, about 786 - 1572 residential units could be accommodated (see Table 6-5).

Also, pursuant to existing County policy, second units may be developed in some residential areas. These types of development would be in line with planning principles geared towards concentrating new growth within existing urban areas. The costs of providing services in these infill areas would be much less than the costs associated with extending services beyond existing urban areas. Further, infill and redevelopment may meet future senior housing needs for an aging population.

Table 6-5: Partially Developed Residential Lands in Unincorporated Humboldt County[1]

	Existing Parcel Size				
	1 – 2 acres (acres)	*2 – 20 acres (acres)*	*Total Acres*	*Total Parcels*	*Potential Units*[2]
Single Family	406	637	1043	469	665 - 1330
Multi-Family	13	50	63	19	121 - 242
Total	**419**	**687**	**1106**	**488**	**786 - 1572**

[1] Partially developed land includes all parcels greater than one acre in size that are currently developed with one residence and that have further development potential, per General Plan land use designations. All lands included in table are within sewered areas.

[2] Only 25 to 50% of total acreage is assumed to be potentially available for further development; average density assumed for potential unit calculations is 3 du/acre for single family and 8 du/acre for multi-family. Calculations include subtraction of existing residence on each parcel.

Source: Humboldt County GIS; Dyett and Bhatia, 2002

NON-RESIDENTIAL DEVELOPMENT POTENTIAL

Reviewing the non-residential data in Table 6-6, the Community Planning Areas and Coastal Plan Areas appear to have ample vacant commercial and/or industrial land. This data indicates that opportunities for commercial and industrial development are clustered in areas, and some Community Planning Areas may experience growth at levels that exceed the individual planning area's current average share of commercial/industrial land.

Table 6-6: Vacant Non-Residential Land In Unincorporated Humboldt County[1]

	Target Non-Residential Land Demand[2]	*Commercial*	*Industry*
Community Plan Area	*Acres*	*Acres*	*Acres*
Alderpoint	0		
Arcata	32		51.3
Avenues-Miranda	2	2.6	
Avenues-Myers Flat	5	7.3	
Avenues-Phillipsville	0	0.6	
Avenues-Stafford-Redcrest	0		
Avenues-Weott	0		
Blue Lake	0		
Eureka	3	4.1	
Fieldbrook-Glendale	43	0.5	68.8
Fortuna	29	11.7	34.0
Freshwater	0	0.3	
Garberville-Redway-Benbow	49	7.7	70.0
Hydesville-Carlotta	5	5.2	2.5
Jacoby Creek	0		
McKinleyville	42	47.3	20.2
Orick	21	34.0	
Orleans	0		
Rio Dell	11		17.9
Shelter Cove	5	8.6	
Trinidad-Westhaven	0		
Willow Creek	0		
Sub-Total	247	129.9	264.7
Coastal Zone Planning Area			
Eel River	6	9.1	163.3
Humboldt Bay	16	84.7	340.5
McKinleyville	1	5.9	27.7
North Coast	1	34.4	
South Coast	1	29.0	
Trinidad	2	44.7	
Sub-Total	27	207.8	531.5
Total	**275**	**337.7**	**796.2**

[1] Land use categories based on County GIS vacant land classifications and aggregated General Plan land use designations

[2] Land demand based on shares of total available vacant land.

Source: Humboldt County GIS, 2002.

6.2 PUBLIC SERVICES

Public service capacity is another important factor in determining the ability of the County to accommodate growth. Without sufficient public services capacity, land use development can be put on hold, as water and sewer are necessary infrastructure for urban development. Future countywide demand for water supply and wastewater treatment is estimated in Chapter 5, based on projected population growth for 2025. Key assumptions and findings are listed in the following text box.

Public Services Assumptions and Findings

- Projected residential water demand is based on 140 gallons per person per day; projected non-residential water demand is 145% of domestic use, the current ratio of industrial to domestic use for the Humboldt Bay Municipal Water District (HBMWD).
- Total current water capacity is 98.8 million gallons per day (mgd). For reference, this is the number against which the 2025 demand is measured.
- Total water demand in 2025 is estimated at 49.2 mgd, or 62% of current capacity.
- Sewer demand is based on population growth; the average population growth rate from 2000 to 2025 is projected at 0.5% per year. Sewer demand is assumed to grow at double the population growth rate, or 1% per year.
- Projected 2025 sewer flows equal 11.8 mgd, nearly 94% of current total capacity.
- Many sewer systems are in a state of disrepair, which allows rainwater to seep in, raising the average flow and pushing systems closer to their limits.
- Expansion efforts, many of which are already underway, will continue to be necessary to keep systems from overflowing.

It appears that overall public service demands can be met by available capacity on a countywide basis, however, several of the smaller districts may be constrained, depending on how much growth occurs within their service area. Unfortunately, information on expected future water and wastewater flows is not available from some of the community service districts.

Districts that appear to be operating at or very close to their water supply capacity include the City of Fortuna, Big Lagoon, Loleta, Westhaven, Phillipsville, and Hydesville. Sewer capacity constraints may be a factor in the Loleta, McKinleyville, Miranda, Redway, Weott, and Garberville Community Service Districts, as these districts are operating within .1 to .3 million gallons per day (mgd) of capacity. However, given the expected distribution of future growth, current capacity will likely be sufficient to accommodate the relatively small amounts of new development in these areas. In several cases, for example Weott, wastewater treatment may not be an issue, as new residential growth in this area may be limited by the amount of available vacant land. There is concern about the capacity of the Eureka sewage treatment plant, due to potential increases in demand that may occur from additional connections permitted through Humboldt CSD, which has a contract with Eureka for sewage treatment.

6.3 EMPLOYMENT AND HOUSING

Many factors will affect future employment and the development of new housing. The County provides opportunities for employment and housing growth through the availability of adequate vacant sites, in areas where suitable infrastructure exists. The County also has a comprehensive economic development strategy in place to retain existing businesses and facilitate their expansion and to attract new industries with a focus on industry clusters that make sense for the County to pursue. Land values in the county have not skyrocketed as in other parts of California, thus land acquisition does not serve as a constraint. The availability of a skilled labor force, though, may be a constraint. Key employment assumptions and findings are listed in the text box.

Employment and Housing Assumptions and Findings

- Year 2000 employment in Humboldt County included 56,300 jobs; the labor force totaled 60,400 and there was an unemployment rate of 6.8%.
- Employment in Humboldt County in Year 2025 is expected to be 70,300.
- Employment projections are based on California Employment Development Department historic numbers and CSU Chico Center for Economic Development growth rates.
- Average Household Size in 2025 is projected to be 2.4 persons per household.
- The total number of new housing units projected for Humboldt County for 2025 is 5,961; 54 percent of these, or 3,220, will be allocated to the unincorporated County.

Even though sufficient vacant land is available for commercial and industrial development that would generate new jobs, the economic climate may not be conducive to generating large numbers of new jobs. Employment opportunities may be somewhat limited, as most businesses are small operators, with low growth potential. There is not sufficient incentive for new large-scale employers to locate in the county and existing major employers are not expected to expand significantly. For example, Humboldt State University has capped its growth and is unlikely to add substantial numbers of new employees over the next 25 years. Employment opportunities may be expected from smaller businesses filling a niche market or industries serving a statewide or national market.

Although unemployment levels are currently at a record low, lower than average salaries, economic slowdown, and a potentially imbalanced job industry (i.e. a growing services industry with low wages) may hinder the County from attracting new employees. In addition, factors such as rising housing prices that are not matched by commensurate increases in wages may affect in-migration. Effective implementation of the County's economic development plan, *Prosperity!*, will be essential to generating a diversity of employment growth that will stimulate the County's economy.

7 Existing Policy Framework

7.1 INTRODUCTION

This chapter summarizes current General Plan goals and policies related to the "Building Communities" theme, which includes population, employment, housing, existing and projected land use development, and community services (e.g., water and sewer, schools, and other physical facilities).

In conducting the General Plan Update, the County must determine whether to retain, modify, or eliminate each existing policy. In making this determination, the County will assess the policy's effectiveness over the past 15 years, as well as review the need for each particular policy. Appendix A includes worksheets for use by the public to provide input on whether existing policies should be maintained, modified, or deleted. Please note that General Plan policies related to other themes, such as resource management, hazards, and transportation will be addressed in future General Plan Update workshops. Comments are added to highlight policy issues. Please note that policy numbers correspond to the General Plan numbering system, so numbers are not necessarily sequential.

7.2 GENERAL PLAN CHAPTER 2: LAND USE AND DEVELOPMENT

Policies in the Land Use and Development chapter generally establish land use patterns and guide future development. The policies are divided between rural development provisions and urban land use directives. In addition, policies regarding the timing of new development are established in Chapter 2 of the General Plan.

REMOTE RURAL DEVELOPMENT

The rural development policies address land use compatibility issues, protection of rural land uses, and resource/hazard protection. Most of the policies are advisory (use of the word "should") rather than mandatory (use of the word "shall").

2552 GOAL

To provide for orderly development of rural lands consistent with the needs to encourage sustained resource production without land degradation; reduce public exposure to safety hazards; minimize costs of providing services; conserve energy; encourage recreational development on appropriate lands; and encourage development along existing public corridors.

2553 POLICIES

1. *Lands adjacent to areas designated as agricultural and timberlands in the General Plan should be planned for uses compatible with agriculture and timber wherever possible.*
2. *Parcels in areas of Timber Site Quality III or higher should be retained for timber production or compatible uses wherever possible.*

3. *Lands containing sensitive habitats should be developed consistent with the maintenance requirements of the habitat. (Sections 3400- 3433).*

4. *Lands which contain identified hazards shall be developed consistent with the objective to reduce public exposure to the hazards.*

5. *All development should be designed to minimize erosion and sedimentation.*

6. *Any development plan or concept should be given consideration, provided that the intent of the General Plan is carried out.*

7. *Cumulative impacts of water withdrawal from surface and groundwater sources and sewage disposal should be assessed during the zoning of all areas designated for Rural Development.*

8. *Community plans shall address the needs and standards for Cottage Industries within the urban development areas; in addition, standards for rural areas will be refined.*

URBAN LAND USE

Community Planning Areas

Community Planning Area policies establish the requirements for community plans. Community plans are intended to address the specific individual planning needs of each community in a manner that is consistent with the general Framework Plan policies.

2612 GOAL

To maximize the opportunity for local community involvement in planning, to develop an internally consistent General Plan, and to meet the specific planning needs of individual communities, while giving due consideration to individual property rights.

2613 POLICIES

5. *Community plans shall identify the boundaries between urban and rural development.*

6. *Community plans shall apply Framework Plan policies in greater detail.*

8. *Community plans shall address the needs and standards for cottage industries within the urban development area; in addition, standards for rural areas will be refined.*

9. *The Community Plan process shall provide for the integration of city plans into the County General Plan.*

Spheres of Influence

Comment. Spheres of Influence are areas designated for future urban expansion. Spheres of Influence are established by the Local Agency Formation Commission (LAFCo), based on local planning needs and the availability and provision of public services.

2621 GOAL

To stage urban expansion in a timely manner consistent with the provision of public services and community planning activities of the County.

2622 POLICIES

1. *Spheres of Influence and community plans shall be mutually compatible and supportive of one another for all applicable areas.*

2. *Data generated through developing spheres of influences should facilitate the preparation of community plans.*

3. *The Planning Department shall coordinate with LAFCo to improve information on public service availability, capacity and needs, demographics, and development patterns.*

Development Timing

2632 GOAL

To accommodate expected population growth and the resulting urban development, while achieving maximum efficiency in the provision of orderly and economic services with the least adverse effect on the environment.

2633 POLICIES

Urban Development

Comment. Policies in this section address new urban development as it relates to the provision of public services. Although use of public water supplies is encouraged, it is not required in the urban development areas (Policy #4). Onsite septic systems are restricted in use, pursuant to Policy #3.

2. *Lands located within the urban development area should be suitable for development at a density greater than one dwelling unit per acre, where public sewer services with necessary capacity are provided. Lands connected to public water systems shall also be considered a part of the urban development area.*

3. *The utilization of on-site sewage disposal systems shall not be acceptable in the urban development area, unless it can be determined that:*

   A. *public sewer services are not available to serve the proposed development; and*

   B. *mitigation measures will assure that the proposed development density will not cause adverse cumulative health or environmental impacts.*

4. *Utilization of public water services should be encouraged in the urban development area.*

5. *The urban development area shall be considered urban for development purposes and subject to urban development policies of the appropriate community plan.*

Urban Expansion

Comment. Urban expansion policies identify the conditions under which lands may be designated as urban expansion areas and conditions for converting to urban development areas.

6. *An urban expansion area shall be identified and mapped for all applicable communities within adopted community plans in the County. Boundaries to these areas shall also be established and should follow geographic land features and other definitive limits, (i.e., roads, streams).*

7. *The urban expansion area consists of land not provided with public water or sewer services, but expected to be developed to urban densities and provided with public water or sewer services in the near future.*

8. *The urban expansion area shall be compatible with applicable sphere's of influence, when adjacent to a city or special district.*

9. *When land within the urban expansion area is connected to a public water or sewer system such land will be removed from said area and added to the urban development area, upon Planning Commission approval. Noncontiguous additions to the urban development area shall be discouraged.*

10. *The outer boundary to the urban expansion area shall remain fixed until modified through a General Plan amendment.*

11. *The area within and beyond the urban expansion area shall be considered rural for development purposes.*

Countywide Planning/Intergovernmental Coordination

12. *Establishment of urban development and expansion areas shall not be a commitment by the County of Humboldt to approve land divisions or other development proposals at urban densities. Rather, it establishes the maximum extension of such development.*

Comment. According to this policy, the County maintains the authority to review and limit individual development proposals within the urban development and expansion areas. The maximum extension of development is not automatic. Whether the General Plan Update should maintain this flexibility is a key policy issue.

13. *Lands not suited for resource production should be developed prior to the conversion of resource production lands.*

Comment. Priority for new development is given to lands not suited for resource production (e.g. agricultural or timber land). However, this policy is advisory, not mandatory, so that conversion of resource production lands could occur without first exhausting non-resource production lands.

14. *Factors such as public water and sewer availability, road and street capacity, police and fire protection, proximity to educational and health facilities, and solid waste management should be assessed in urban development proposals. Fiscal impacts of new development on public facilities should also be assessed.*

Comment. This advisory policy encourages full review of public service capacities and fiscal impacts for new development.

15. *The County shall review public works projects for conformity with the adopted General Plan or part thereof.*

16. *The County shall encourage the preparation of Capital Improvement Programs.*

17. *The Planning Department shall record and review information related to the adequacy of the development timing policies of the General Plan.*

Policies 15, 16, and 17 provide guidance for the Planning Department in its review of public service expansion projects and timing of development.

7.3 PUBLIC SERVICES AND FACILITIES

Public service policies are intended to ensure that adequate services and facilities are provided within the County, while at the same time protecting resources such as groundwater and surface water. Policies also address the siting of transmission lines and pipelines, school capacity, and services extensions (e.g., sewer and water). Please note that policies related to solid waste are contained in the Countywide Integrated Waste Management Plan, which is a separate document from the General Plan and is not being modified as part of the General Plan Update effort.

TRANSMISSION AND PIPELINES

1. *The siting of electric transmission lines should avoid recreational and tourist oriented resources to the greatest extent possible, taking into account the design and size of the transmission towers, the nature of the landscape, and the placement of the transmission towers in the landscape.*

Comment. This policy would route transmission lines away from recreational and tourist areas. However, it would not prevent transmission lines from crossing scenic areas or other open space areas.

2. *Extension of services, such as sewer, water, and roads should avoid traversing agricultural lands. Where such infrastructure must cross agricultural lands, they should be located in public right-of-way and provide a level of service consistent with the development density reflected in the Land Use Plan.*

Comment. Agricultural lands are protected by discouraging the use of agricultural properties for public service extension pipelines and roads.

WATER FACILITIES

Water supply goals and policies are listed in both Chapter 3 and Chapter 4 of the General Plan. Several of the water resource goals and policies address the provision of adequate water supply for new development, which in turn relates to public service needs for building communities. Also, policies provide guidance for water resource protection, which must be factored into themes for building communities.

4511 GOALS

1. *To ensure a high quality water supply and distribution system consistent with County needs.*

A second goal regarding water supply is listed in Chapter 3, Hazards and Resources, as follows:

> *To maintain a dependable water supply, sufficient to meet existing and future domestic, agricultural, and industrial needs and to assure that new development is consistent with the limitations of the local water supply.*

4512 POLICIES

1. *Encourage further investigation of the County's water resources by Federal and State Water Resources agencies.*
2. *Regulate development that could pollute watershed areas as defined in Section 3362.1.*
3. *Ensure that the intensity and timing of new development will be consistent with the capacity of water supplies.*
4. *Maximize the use of water conservation techniques appropriate for new and existing development.*

Additional relevant water resource policies listed in General Plan Chapter 3 include:

4. *Existing water uses shall be considered during the review for new water uses.*
5. *The availability of groundwater should be used as a prime factor in determining the desirable amount of residential development in a particular area in order to protect groundwater resources from depletion or contamination.*
6. *Projects must provide evidence of water availability prior to recordation of map.*

WASTEWATER FACILITIES

Wastewater policies address the issues of wastewater service capacity and timing of new development. Also, policies limit the use of septic tank systems.

4530 GOALS

1. *To ensure a safe means for waste disposal and protect the County's water resources for the public's health and safety.*

4531 POLICIES

1. *Population projections and other related demographic information in the General Plan should be used as a guide for determining the size of wastewater disposal treatment facilities, and the extent of services provided.*
2. *Responsible County agencies shall continue to coordinate with special districts in maintaining data on wastewater facility capacity.*
3. *Projects requiring public wastewater disposal shall receive public sewer commitments from the appropriate district or agency prior to receiving tentative approval.*
4. *Areas planned for additional development which are dependent on individual septic tank leach field disposal systems shall have minimum lot sizes based on the following factors:*

    A. *soil suitability,*

    B. *slope,*

    C. *water source (on site-well or serviced),*

    D. *proximity to sensitive habitats.*

5. *Septic systems shall not be permitted where the slope exceeds 30% or within 50 feet of an unstable land form.*

6. *Sewage disposal systems placed on an existing lot must meet all of the requirements of the Humboldt-Del Norte Department of Public Health and the North Coast Regional Water Quality Control Board.*

EDUCATION

Education policies provide guidance for siting new school facilities in safe, accessible areas. Also, one policy (#6) addresses future uses of closed school facilities, to ensure that future reuse of the school is compatible with surrounding land uses.

4810 GOAL

7. *To provide sufficient land for the County's educational facilities, while ensuring their accessibility to the community.*

4820 POLICIES

1. *The County should work closely with local educational institutions to study alternatives to new facility construction or facility siting.*

2. *The County should encourage joint (shared) school facilities and educational programs between school districts and other public agencies.*

3. *School sites shall not be located in areas exposed to hazards.*

4. *Encourage new school facilities to locate near public parks or recreational facilities.*

5. *School sites should be located in areas provided with public water and sewer services, or where adequate on-site systems can be established.*

6. *Conversion of closed school sites and facilities to other uses should be consistent with existing or planned land uses of adjacent areas.*

7.4 HOUSING ELEMENT

The County Housing Element, updated in 1998, includes policies regarding the maintenance, improvement, and development of housing. The overall goal of the Housing Element is stated as follows: "To provide adequate housing and a satisfying living environment for all segments of the community." Goals and policies related to future housing development and building communities are listed here.

GOAL: 3

To provide for adequate sites for all types of residential development throughout the county.

POLICIES

3.1 The County shall develop and maintain a housing site inventory.

3.2 The County shall encourage and be receptive to new and experimental techniques to facilitate optimum utilization of available sites.

3.3 The County shall initiate appropriate plan and zone amendments which allow increased residential densities in areas where community health and safety will not be compromised.

3.4 The County shall facilitate compatible mixed residential and commercial uses.

3.5 The County shall designate sites for varying types of residential development in the Community Plans.

3.6 The County shall identify sites for permanent affordable housing, and for alternate facilities such as homeless shelters and transitional housing.

3.7 The County shall develop a homeless shelter site inventory and make provisions for the expeditious development of homeless shelters to enable a timely response.

3.8 Adequate housing sites for the low-income nomadic population of the County should be identified throughout the County in proportion to the specific local needs as part of the ongoing development of the Land Use Element of the General Plan.

3.9 The Planning Department should identify sufficient sites to accommodate the anticipated nomadic housing needs throughout the County in areas outside of the established community planning areas.

3.10 The County shall ensure that comprehensive Community Plan updates include consideration of sites for managed lower income special occupancy parks.

GOAL: 5

To utilize techniques and programs which will reduce costs of new residential construction.

POLICIES

5.1 The County shall support the use of innovative construction and design methods that make more efficient use of land and building materials.

5.2 The County shall encourage the use of financial leveraging of public and private funding to construct owner-occupied and rental housing.

5.3 The County shall review and streamline the permit application process on an ongoing basis, in all departments involved, in order to shorten the time required to process all permits, and to provide adequate information to prospective builders and developers.

5.4 The County shall encourage the use of low-cost, energy efficient, low-consumptive housing designs, materials and construction methods that reduce costs.

5.5 The County shall form or contract with non-profit housing corporations to maintain and develop housing affordable to low and very low income persons.

5.6 The County shall encourage and support development by non-profit housing sponsors.

5.7 The County shall assist developers in using State and Federally-funded housing programs.

5.8 The County shall provide maximum opportunities for owner/builders to economize by doing what they can for themselves.

5.9 The County Planning and Building Department shall encourage and support the concept of allowing the owners/occupants of residential structures to finish non-structural, non-mechanical work at their own pace.

~~5.9~~ 5.10 The County shall encourage the development of secondary units~~.~~ where there are adequate public services and where compatible with adjacent land uses, and allow them in resource lands where compatible with resource protection policies.

GOAL: 6

To encourage resource-conserving site utilization and dwelling unit construction techniques.

POLICIES

6.1 The County shall discourage encroachment of residential subdivisions upon agricultural and other natural resource lands. Subdivisions of resource lands shall be allowed only where the resulting uses will not adversely affect the resource use of the site.

6.2 The County shall encourage the preservation of natural features of terrain and vegetation in new subdivisions in residential zones by clustering development, providing common open areas, smaller, more appropriate roads, and other compatible land use innovations in the development of new residential areas.

6.7 The County encourages future development based on energy efficient travel patterns and the location of existing services.

6.9 The County shall rezone lands designated for residential development under the General Plan to optimum development potential as soon as public sewer and water services become available. Until funding for expansion of public sewer and water facilities in the underdeveloped areas designated for urban development and urban expansion are obtained, the County will maintain zoning densities that reflect State and local health policies for individual wells and/or sewage disposal systems.

6.10 The County shall provide for development of single mobilehomes and mobilehome parks in residential zones throughout the community in accordance with the requirements of Government Code Sections 65852.3 and 65852.7 and consistent with General Plan/Community Plan residential land use densities.

6.11 The County shall seek federal and State funding for improvements to and expansion of sewer and water lines and facilities for community planning areas and coastal communities.

GOAL: 7

To promote simplification, flexibility, and diversity of housing and zoning regulations to allow the construction or maintenance of varying types of housing developments by the public and private interests which will provide for the housing needs of all socio-economic sectors in the community.

POLICIES

7.8 The County shall encourage the development of presently under-utilized residential parcels served by public sewer and water for optimum development potential under the zoning ordinance.

7.9 The County shall provide for development of secondary residential units in accordance with the requirements of Government Code Section 65852.2 as set forth in Humboldt County Ordinance 1633 adopted March 13, 1984.

7.10 The County shall provide for density bonuses for developments containing at least 25% of the units for low or moderate income households or at least 10% of the units for lower-income households as provided in Government Code Section 65915.

GOAL: 9

To provide for affordable housing.

POLICIES

9.3 The County shall encourage new housing developments for very low, low and moderate income, senior citizen and handicapped households.

9.6 The County shall encourage new multiple-unit housing developments to build a certain percentage of their units for sale or rent at below-market rates for very low, low and moderate income families by providing a density, or other incentive bonus.

9.9 The County shall encourage the inclusion of residential units for low and moderate income families in new developments within the coastal zone, where feasible, pursuant to Government Code Section 66590.

9.12 The County shall support all efforts to construct housing affordable to very low income persons.

8 Policy Options

Whereas Chapters 1 through 6 of this report focus on current physical conditions, growth trends, and future development projections, this chapter looks to the future from a public policy perspective. In evaluating current and future conditions, the County must consider the various policy options for key land use and growth issues identified during Phase I of the General Plan Update effort. During Phase I, the community raised numerous issues that are summarized as key questions in the Critical Choices Report. These key questions from the Critical Choices Report help frame the issues for policy options for Building Communities.

Each key question or issue related to Building Communities is discussed below, followed by a listing of potential policy options to address the issue. Based on County and public input on these policy options, "sketch plans" (i.e., generalized land use plans for accommodating future development) will be drafted and published for public review.

In some cases, existing policies (as outlined in Chapter 7) may require modification, expansion, or deletion. In other cases, new policy direction may be appropriate. Appendix B provides a worksheet for the public to evaluate potential policy options outlined in this chapter. The worksheet includes an assessment of each policy option with regard to four criteria: consistency with existing policies, economic benefits, environmental benefits, and public costs.

8.1 DEVELOPMENT PATTERNS

ISSUE

- *Where should growth be distributed in the County?*

Currently, subdivision activity is widely dispersed within the County, and the County has no specific policy targeting specific areas for certain types of development beyond the concept that urban development areas should be identified within community planning areas. From a long-range planning perspective, the most appropriate strategy would be one designed to ensure that the County lives within its resources, protects the environment, and enhances the life of its residents, ideas that are already expressed in the existing policy framework summarized in Chapter 7. Providing for economic development also is important, and the County should strive to ensure that new growth does not impose financial burdens on the County. While it also may be appropriate to try to foster development at those locations that are least expensive to serve, this policy would need to be tempered by others that respond to community needs and environmental considerations.

A related issue is whether the County should use a predetermined growth rate for long-term planning, or formulate a General Plan based on environmental resources and economic development opportunities – a "bottom-up" approach to create a sustainable plan as opposed to a "trends" plan designed to meet pre-determined targets. The advantage of looking at resources, opportunities and constraints and then synthesizing them into a "buildout" plan is that more flexibility can be provided within the General Plan to adapt and respond to future needs.

Two policy options are proposed for discussion.

Option 8.1.a Define primary growth areas based on infrastructure capacity, agricultural, timber and other environmental resources and hazards, market trends and the community vision for future development without reference to a target population and then determine "Plan Buildout" and infrastructure improvement and public service needs.

Option 8.1.b Plan for long-term growth and physical expansion of existing communities based on environmental, land use, community design and infrastructure considerations, with a 2025 planning horizon and a target poulaiton and job forecast for future growth.

ISSUE

- *How does in-filling compare with rural development in terms of infrastructure and community service costs, resource production, environmental impact, energy consumption and open space?*

Infill development has the least impact on infrastructure and environmental resources because roads and water and sewer systems are in place; it also does not require conversion of rural land or resource land to urban uses. In fact, as demonstrated in Chapter 4 (Section 4.5), future housing demand could be met with development of vacant residential land at current densities within the Community Planning Areas and Coastal Zone Plan areas. Projected residential land demand for 2025 is about 3120 acres. The total acreage of vacant residential land (not including large parcel rural residential lands) in the unincorporated county is about 28,813, of which 7921 acres are within Community Planning Areas and the Coastal Zone. These statistics support the concept of promoting infill development.

Two policy options are proposed for discussion.

Option 8.1.c Establish non-monetary incentives for infill development through urban growth boundaries, density bonuses and priority processing for development applications.

Option 8.1.d Provide monetary incentives for infill development, including reduced fees, where such development will not generate needs for public facilities expansion.

ISSUE

- *How do we ensure maximum coordination between new growth and availability of public services and infrastructure?*

Long-range planning that is coordinated with the community service districts and the cities will achieve this goal. Key to the success of such cooperative planning is to have first, agreement on appropriate performance standards for water and sewer service, public safety services, and transportation. The next decision is whether needed public services and facilities must be in place by the time a building permit is issued, or whether they can be deferred until an occupancy permit is issued, if funding is assured. Deferred completion of improvements could occur either with a developer bond or with commitments to funding made through adopted Capital Improvement Programs (CIPs).

Once performance standards are set and decisions made on how to handle deferred completion of needed improvements, an "adequate public facilities" (APF) ordinance can be drafted and used in reviewing major development projects to ensure that needed coordination is assured. APF programs have been adopted by many counties both in California and elsewhere in the U.S.

One policy option is proposed for discussion.

Option 8.1.e Establish Countywide or subarea performance standards for public services and facilities and a review process to ensure that facilities and services will be in place, or funding assured, to meet the needs of new development.

ISSUE

- *Who should pay to build and maintain infrastructure and services necessary for new development?*

Historically, the County has not had an infrastructure financing mechanism in place that would require developers to pay for their "fair share" of off-site impacts on infrastructure and public services and facilities. The State allows "impact fees" to be established as long as there is a clear linkage between the development and the service or facility demands it creates and the fee is established on a proportional and equitable basis. Many California counties have used these financing mechanisms quite effectively. Proposition 218 requirements for voter approval of new general taxes, assessments and certain user fees specifically exempts developer impact fees, so the Board of Supervisors can enact an impact fee program without a ballot measure.

Four policy options are proposed for discussion.

Option 8.1.f Require new development to fund public facilities and improvements needed to directly mitigate the impact of that new development.

Option 8.1.g Establish mitigation fees for public facilities and infrastructure improvements in proportion to a new development's impact (AB 1600 " impact fees"). These mitigation fees would be in addition to the funding obligations under Option 8.1.f.

Option 8.1.h Establish a program for future homeowners in planned residential development to be charged on-going assessment fees to pay the costs of maintaining common facilities and common open areas associated with new development/ and their proportional costs of public safety services.

Option 8.1.i Use other funding mechanism, to augment developer and/or mitigation fees, where appropriate. These may include reimbursement agreements, debt financing, voter-approved taxes, and assessment districts.

ISSUE

- *Establishing a rural-urban interface and growth strategy: what are the implications of allowing development under "planned conditions" vs. establishing growth boundaries and target "growth areas?"*

The current General Plan calls for identifying urban development and urban expansion areas within community planning areas. Urban development areas are defined as those suitable for development at a density greater than one unit per acre. Lands connected to public water systems also are to be considered part of urban development areas. The current plan does not address the need for a transitional area that might be separate from an urban expansion area. As part of the General Plan update, it will be important to determine whether the concept of an urban expansion area should be retained in light of the findings of Chapter 4 that show no compelling need to expand beyond current urban development areas, except as may be required in specific planning areas to create logical boundaries or accommodate specific land use needs.

The basic choice suggested by the question is whether to use performance standards that might allow for development at locations outside urban development areas, with the idea that these performance standards would minimize any adverse impacts and ensure that development pays for all necessary infrastructure and services. An alternative is use of an urban growth boundary, as called for by the current General Plan, which creates greater certainty in the development process and also minimizes public sector infrastructure costs. Targeted growth areas also can help focus economic development efforts.

One approach for development outside growth areas would be just to allow services for planned development that is specifically oriented to resource industries, consistent with the County's economic development programs. Any planned rural residential development proposal would not be assumed to be acceptable, irrespective of its location.

Four policy options are proposed for discussion.

Option 8.1.j Continue current policy of identifying urban development and urban expansion areas for larger communities.

Option 8.1.k Establish 20 or 25-year urban growth boundaries, with a 10-year review.

Option 8.1.l Establish a buffer or transitional area where there is no natural boundary between urban and rural areas.

Option 8.1.m Provide services for development outside urban areas only if such development is needed to support resource production.

8.2 RURAL COMMUNITIES

Humboldt County is a principally rural county, and rural communities are important mainstays of the rural economy. Many county residents value their rural lifestyles, and the new General Plan needs to support the quality of life they cherish. As Chapter 1 illustrates, the population growth areas since the last General Plan was prepared are largely outside existing city limits. In fact, the proportion of county residents living in major incorporated areas (Arcata and Eureka) has not changed over the past 20 years, and four of the County's seven incorporated cities have populations of fewer than 5,000.

ISSUE

- *How to enhance the quality of life in rural small towns through land use policies and the provision of services?*

The key to enhancing the quality of life in rural communities is, first, to ensure that new land uses are compatible with existing uses. This can be done by General Plan policies that promote a mix of land uses and development standards that control the location, size and scale of new development. Standards for ensuring adequate services also would need to be established. Finally, the community design toolkit, to be prepared later in Phase II, can address physical design concepts for development in rural communities.

Recognizing the unique character of many of these rural communities is important, so it may make sense for the General Plan to affirm the County's commitment to a continuing planning process involving local residents.

With this in mind, one policy option is proposed for discussion.

Option 8.2.a Create land use plan designations for rural communities and rural service centers, supported by General Plan policies and community development programs that will ensure the quality of life, and use the community plan update process to tailor planning policies to individual communities.

ISSUE

- *What are desired and sustainable population levels in rural communities?*

For this discussion paper, the research effort has focused on compiling consistent, countywide data on population, employment and housing trends, and water and sewer system capacities. Land use inventories in community planning areas have been created and mapped, as the first step toward assessing what changes, if any, would be needed in the current General Plan and its land use designations for rural communities.

The projections of residential and non-residential development in each of the community planning areas assume a "fair share" allocation process. In some communities, there is limited information available on whether water and sewer systems could support additional development. During the sketch planning process, the current General Plan designations can be re-evaluated and modified, as appropriate, to try to achieve a sustainable population level for discussion with local residents. However, in some communities, additional dialogue may be needed, and it would be appropriate, as suggested above, for this to take place in the context of updating the community plans.

One policy option is proposed for discussion.

Option 8.2.b Use community plan updates to address desired and sustainable population levels in rural communities within context of countywide performance standards and capacities of public services and facilities and infrastructure.

ISSUE

- *How to plan for the interface between rural communities and surrounding resource lands?*

The current General Plan does not establish explicit policies for buffer areas or transitional areas, except that lands adjacent to agricultural and timberlands are to be planned for compatible uses. Some communities have used greenbelt concepts, while others have established a transitional land use designation as a means of ensuring land use compatibility.

In a separate discussion paper on Resource Management, questions related to open space protection and ways of enhancing the economic viability of agricultural and timberlands will be addressed. Of particular concern are the needs of small-scale forest land managers and small agricultural parcels. Through the research for that paper, more information may emerge on what an appropriate transitional area or buffer should be, and whether these small-scale uses would be considered compatible within these transitional or buffer areas.

One policy option is proposed for discussion.

Option 8.2.c Establish growth boundaries for rural communities that delineate logical edges and allow for reasonable development opportunities within these communities while also promoting resource conservation in surrounding areas.

8.3 INDUSTRIAL DEVELOPMENT

ISSUE

- *What Plan policies would support growth in industrial development consistent with community and environmental goals and Prosperity! What should the County role be in actively spurring industrial development?*

The best General Plan policies are those that would provide an adequate supply of land and infrastructure, supported by road improvements and adequate water and sewer systems. Economic development, marketing, education and housing policies also can be designed to support efforts to retain existing businesses and attract new businesses.

More specifically, furniture, chemicals, mineral products, fabricated metal, and miscellaneous manufacturing have all grown recently in employment and payroll. Targeting policies toward encouraging the further growth of these industries would be beneficial for the County.

One policy option is proposed for discussion.

Option 8.3.a Provide for a diverse mix of industrial development opportunities within growth areas, subject to performance standards that will buffer adjacent uses, ensure adequate public services and facilities, and maintain environmental qualities. The objective of this option is to foster environmentally-responsible industrial development.

ISSUE

- *Is there an adequate supply of industrial/commercial parcels? Should the inventory be increased on existing parcels; for example, brownfields be redeveloped?*

The industrial land demand analysis presented in Chapter 4 (Section 4.5) shows how the supply of developable industrial sites meets future needs. More specifically, this analysis indicates that Humboldt County will require 458 acres of new commercial/industrial development by 2025 to provide job opportunities for the future labor force in the sectors likely to locate in industrial areas; 60 percent of this acreage, or 275 acres, will be needed in the unincorporated area. Currently, there are 1,178 acres of vacant commercial/industrial-zoned land in the County, so additional land probably is not needed.

Two policy options are proposed for discussion.

Option 8.3.b Provide sufficient sites at appropriate locations within growth areas to meet long-term needs for commercial and industrial development that can be supported by County businesses, residents and workers.

Option 8.3.c Promote mixed use development and redevelopment within existing industrial areas for compatible non-retail development. Mixed use development can make improve development feasibility on "brownfields" sites.

ISSUE

- *How can the needs of new industries relying on telecommunications be addressed?*

The General Plan update can address the needs of telecommunications development through policies and standards for new facilities. The County already has wireless communications regulations in place, and controls the development of new towers through a permitting process. As part of the background research for the County's economic development strategy, published in *Prosperity*, the information and technology sector was identified as a potential industry cluster that could be supported in the General Plan update. This is because technology-based industries are not affected by freight transportation costs, and may be able to capitalize on linkages with other local industries as well as with national markets.

Telecommunications firms are currently constrained by choice and capability of network access and service as well as the lack of a skilled local labor force. The County's employment pool is probably not deep or centralized enough to support many new telecommunications firms or call centers. In fact, turnover at call centers is often between 35 and 50 percent per year. It may be difficult for the County to supply a steady stream of employees even in the Humboldt Bay area, with fewer than 80,000 total residents and only one-fifth of adults over 25 years of age having completed a four-year college degree. Local training facilities could help meet this need. Outreach and partnerships with established telecommunications firms in the Silicon Valley or the San Francisco Bay Area also could help.

One policy option is proposed for discussion.

Option 8.3.d Continue to allow wireless communications facilities at appropriate locations within the county, consistent with federal law, and provide for telecommunications support facilities within commercial and industrial areas.

8.4 AFFORDABLE HOUSING

In Chapter 2, Section 2.5, overall housing demand over the 25-year planning period is addressed; these policy options focus specifically on issues related to affordable housing.

ISSUE

- *How can affordable housing be integrated into communities, in terms of design, compatibility and access to services?*

Development standards in the County's zoning ordinance can ensure that new development generally fits with existing land uses. Community design criteria that reflect local community character also can help. How a community design toolkit could be organized also will be addressed as part of the Phase II Update, in a separate discussion paper prepared for community review. The basic choice is whether to mandate specific design standards or to provide for architectural and design flexibility through use of guidelines.

Access to services can be assured by having housing growth areas located where public services can be provided. Transportation access also will be important, and options for ensuring access for all income groups in the County will be addressed as part of the work on Moving Goods and People, which will be the subject of a separate report for community review.

Three policy options are proposed for discussion.

Option 8.4.a Establish performance standards and guidelines to ensure that the design, scale and buffering or housing (especially multi-family housing and assisted housing) retains the character of surrounding neighborhoods.

Option 8.4.b Establish technical assistance and economic development programs to prevent deterioration of residential neighborhoods.

Option 8.4.c Establish size and spacing criteria for assisted housing funded in whole or in part by the County to ensure that affordable units are essentially indistinguishable from surrounding market-rate units.

ISSUE

- *How can affordability be maintained in the face of increasing development standards and fees?*

One of the most efficient ways to ensure a range of housing opportunities for all income groups is to have an adequate supply of developable land for all housing types at a range of densities.

Targeting public improvements for housing opportunity areas at infill locations also will help minimize developers' costs. Finally, nearly two-thirds of the County's occupied housing stock was built before 1970. A portion of this housing is part of the County's rental stock; as it is upgraded, it may make units in older structures less affordable for current rents.

The County also can allow for reduced development standards and modification of zoning requirements, waiver of fees and priority processing for developers who want to build affordable housing for low- and moderate-income families. Some flexibility in the zoning ordinance is called for in existing Housing Element Policy 7.16.

When "below-market-rate" housing is built under the State's density bonus program, developers can be asked to commit to a minimum time period to ensure continued affordability. For "for-sale" housing, options include creating "rights of first refusal" whereby the County Housing Authority can buy an affordable unit at a pre-determined price to deed restrictions that prohibit conversion of affordable housing units to market rate values for a minimum period of 30 years or more. Contra Costa County, for example, has required 50-year commitments even though state law only mandates 30 years. Existing County policy provides density bonuses as required by Government Code Section 65915.

Three policy options are proposed for discussion.

Option 8.4.d Ensure an adequate supply of developable residential land with adequate public facilities and services to meet affordable housing needs.

Option 8.4.e Require a minimum 30-year commitment to continued housing affordability in the County's affordable housing programs.

Option 8.4.f Offer additional density bonuses and other development incentives (e.g., reduced fees or alternative development standards) to facilitate the provisions of affordable housing.

8.5 SMALL BUSINESS DEVELOPMENT

ISSUE

- *What are the characteristics and needs of small-scale businesses, micro-enterprises and home-based businesses? What policies can promote the growth of this sector without compromising community standards or the environment?*

Approximately 70 percent of the firms in the finance, insurance, real estate, and service sectors of the Humboldt economy employ 4 or fewer people. In manufacturing, nearly 60 percent of the firms are the same size, so the idea that the County should explicitly consider the needs of small-scale businesses makes sense. Further, state and national data show that small-size firms frequently grow faster than large firms.

Small-scale businesses want flexible, affordable space, and easy access to support services, package delivery, packaging and printing, for example. While the internet facilitates financial transactions,

face-to-face access to financial, technical and professional services also is important. For these reasons, infill locations in older commercial and industrial areas often are preferred.

Five policy options are proposed for discussion.

Option 8.5.a Provide adequate infill development opportunities for small-scale business development, including provisions for mixed use.

Option 8.5.b Provide technical and financial assistance for small-scale businesses employing County residents in targeted industries.

Option 8.5.c Create mixed use village center zoning to facilitate small-scale business development in rural communities.

Option 8.5.d Allow for a broad range of "clean" cottage industries and home-based occupations.

Option 8.5.e Create uniform parking standards for "incubator" business sites, including credits for on-street parking, where appropriate.

8.6 BIG BOX DEVELOPMENT

ISSUE

- *What are the characteristics of Big Box Development that prompt concern (e.g., size, location, local or distant ownership, character, economic dislocation)? What are the social, community, tax, and economic and environmental implications of Big Box development in Humboldt? What are appropriate policies and standards to minimize potential adverse impacts?*

Big Box Development includes discount department stores, typified by Wal-Mart and Kmart, warehouse clubs, such as Costco and Sam's Warehouse, outlet stores, and large specialty retail stores, such as Toys "R" Us, Circuit City and Home Depot. They may be free-standing or in "power centers". These stores usually have more than 100,000 square feet of space in industrial-type buildings; new Costcos are in the 150,000 square foot range in order to accommodate their auto sales and service facilities. The emphasis in all of these operations is on "value" retailing, with discounts to achieve high-volume. To keep costs low, the preferred locations are on large, visible and accessible sites adjacent to highways and freeways, where land costs are lower than on Main Street or in neighborhood commercial districts.

Traffic impacts are significant, not only because of the higher volumes (sales per square foot may be two, three or four times that of a conventional store), but also because of more frequent tractor-trailer deliveries. A department store may have one tractor-trailer deliver a day, while a home improvement store could have as many as 30-35. The operators also have large advertising and promotion budgets that are designed to attract customers from large market areas, including tourists and through travelers as well as local residents.

The scale and marketing power of Big Box Development often overwhelms traditional retailing, particularly in smaller communities, as they draw customers from older shopping centers and from downtown stores. Corporate earnings reports show well-established firms, such as Target and Wal-Mart, are more profitable than department stores and traditional retailers; they also are more profitable than K-Mart and J.C. Penney, and that they are able to report same-store gains in sales per square foot, even during the weak retail market conditions of the past quarter[1]. Due to their space requirements, big box stores often find it easiest to locate on the periphery of urban areas, which often induces further outward growth by developers who consider proximity to the new large retail site an asset. Traffic problems may arise in regions unable to accommodate suddenly increased flows.

Many jurisdictions have established effective land use policies and development standards to ensure that large scale retail development at appropriate sites is compatible with adjacent uses. Typical requirements include limitations on maximum store size in neighborhood and community commercial areas, prohibitions of Big Box development in industrial areas, and building design standards to promote compatible development. The general idea is to soften the "boxy" look with landscaping and architectural features and promote pedestrian circulation within parking lots and pedestrian connections to adjacent uses. Some jurisdictions even require that large-scale retail development provide community amenities and public spaces, with developers having the option of chosen from a menu of options.

Two policy options are proposed for discussion.

Option 8.6.a Identify appropriate locations for new large retail development ("Big Box Development") on sites within designated urban areas adjacent to state highways, and establish maximum building size, location, landscaping, community space and building design standards to ensure that Big Box development does not adversely impact local communities or the existing retail sector of the economy.

Option 8.6.b Provide sites for neighborhood and community scale commercial development of sizes and at locations that offer both choice and convenience for County residents and shoppers while sustaining a strong retail base for the County, but do not allow large-scale Big Box retail development outside existing centers unless there is a demonstrated need.

8.7 LIGHT, NOISE & AIR EMISSIONS

ISSUE

- *What are reasonable standards to minimize land use conflicts? Which standards should apply to existing development?*

[1] Federated Department Stores, for example, who own Macy's and Bloomingdales, reported a 38 percent drop in retail sales for the last quarter, while Target and Wal-Mart reported 5 percent gains.

The basic principle for setting standards for light, noise, and air emissions is that there be no adverse impacts on neighboring properties, particularly residential uses. This can be accomplished through buffering, screening, and shielding light sources; and retrofitting when existing uses undergo major alterations or additions, with a reasonable time schedule.

For noise, the State Office of Noise Control has recommended standards based on Community Noise Equivalent Levels that are tied to different types of land use, with ranges established for: normally acceptable, conditionally acceptable, normally unacceptable and clearly unacceptable noise levels. These standards ensure land use compatibility; they are in the Noise Element of the General Plan and can be implemented and enforced through a County Noise Ordinance.

For air quality, the State Air Resources Board and the U.S. Environmental Protection Agency have set standards for air emissions from mobile sources and stationary sources; the County's North Coast Air Quality Control service implements these standards through its regulations and permitting authority.

Best construction and best management practices (e.g. watering construction sites, filtering emissions, establishing "burn days" at appropriate times, etc.) can reduce dust and emissions related to agricultural and development activities. Other air emissions are effectively regulated by state and federal law.

Three policy options are proposed for discussion.

Option 8.7.a Establish performance standards for parking lot, sign and security lighting, including maximum illumination levels and standards for screening and shielding of light sources and prevent spillover lighting within residential neighborhoods.

Option 8.7.b Establish community noise level standards and prohibitions on construction noise and outdoor use of power tools and construction equipment within residential neighborhoods during certain times of the day and on Sundays.

Option 8.7.c Establish best practices standards for control of dust and air emissions from construction within and adjacent to residential neighborhoods.

APPENDIX A: Existing Policy Worksheet

The following list of existing General Plan policies corresponds to the policies described in Chapter 7, Existing Policy Framework, for the Building Communities theme. This worksheet is provided as a tool for members of the public to indicate preferences for retaining, modifying, or deleting current policies. For those policies marked as "Modify", please state how the policy should be modified in the comments column.

Policy	*Retain*	*Modify*	*Delete*	*Comments*
Land Use and Development - Remote Rural Development				
Lands adjacent to areas designated as agricultural and timberlands in the General Plan should be planned for uses compatible with agriculture and timber wherever possible.				
Parcels in areas of Timber Site Quality III or higher should be retained for timber production or compatible uses wherever possible.				
Lands containing sensitive habitats should be developed consistent with the maintenance requirements of the habitat.				
Lands which contain identified hazards shall be developed consistent with the objective to reduce public exposure to the hazards.				
All development should be designed to minimize erosion and sedimentation.				
Any development plan or concept should be given consideration, provided that the intent of the General Plan is carried out.				
Cumulative impacts of water withdrawal from surface and groundwater sources and sewage disposal should be assessed during the zoning of all areas designated for Rural Development.				
Community plans shall address the needs and standards for Cottage Industries within the urban development areas; in addition, standards for rural areas will be refined.				
Urban Land Use - Community Planning Areas				
Community plans shall identify the boundaries between urban and rural development.				
Community plans shall apply Framework Plan policies in greater detail.				
Community plans shall address the needs and standards for cottage industries within the urban development area; in addition, standards for rural areas will be refined.				
The Community Plan process shall provide for the integration of city plans into the County General Plan.				
Urban Land Use - Spheres of Influence				
Spheres of Influence and community plans shall be				

Policy	*Retain*	*Modify*	*Delete*	*Comments*
mutually compatible and supportive of one another for all applicable areas.				
Data generated through developing spheres of influences should facilitate the preparation of community plans.				
The Planning Department shall coordinate with LAFCo to improve information on public service availability, capacity and needs, demographics, and development patterns.				
Urban Land Use - Development Timing				
Lands located within the urban development area should be suitable for development at a density greater than one dwelling unit per acre, where public sewer services with necessary capacity are provided. Lands connected to public water systems shall also be considered a part of the urban development area.				
The utilization of on-site sewage disposal systems shall not be acceptable in the urban development area, unless it can be determined that: A. Public sewer services are not available to serve the proposed development; and B. Mitigation measures will assure that the proposed development density will not cause adverse cumulative health or environmental impacts.				
Utilization of public water services should be encouraged in the urban development area.				
The urban development area shall be considered urban for development purposes and subject to urban development policies of the appropriate community plan.				
An urban expansion area shall be identified and mapped for all applicable communities within adopted community plans in the County. Boundaries to these areas shall also be established and should follow geographic land features and other definitive limits, (i.e., roads, streams).				
The urban expansion area consists of land not provided with public water or sewer services, but expected to be developed to urban densities and provided with public water or sewer services in the near future.				
The urban expansion area shall be compatible with applicable sphere's of influence, when adjacent to a city or special district.				
When land within the urban expansion area is connected to a public water or sewer system such land will be removed from said area and added to the urban development area, upon Planning Commission approval. Noncontiguous additions to the urban development area shall be discouraged.				
The outer boundary to the urban expansion area shall remain fixed until modified through a General Plan amendment. The area within and beyond the urban expansion area				

Policy	*Retain*	*Modify*	*Delete*	*Comments*
shall be considered rural for development purposes.				
Establishment of urban development and expansion areas shall not be a commitment by the County of Humboldt to approve land divisions or other development proposals at urban densities. Rather, it establishes the maximum extension of such development.				
Lands not suited for resource production should be developed prior to the conversion of resource production lands.				
Factors such as public water and sewer availability, road and street capacity, police and fire protection, proximity to educational and health facilities, and solid waste management should be assessed in urban development proposals. Fiscal impacts of new development on public facilities should also be assessed.				
The County shall encourage the preparation of Capital Improvement Programs.				
The Planning Department shall record and review information related to the adequacy of the development timing policies of the General Plan.				
Public Services and Facilities - Transmission and Pipelines				
The siting of electric transmission lines should avoid recreational and tourist oriented resources to the greatest extent possible, taking into account the design and size of the transmission towers, the nature of the landscape, and the placement of the transmission towers in the landscape.				
Extension of services, such as sewer, water, and roads should avoid traversing agricultural lands. Where such infrastructure must cross agricultural lands, they should be located in public right-of-way and provide a level of service consistent with the development density reflected in the Land Use Plan.				
Public Services - Water Facilities				
Encourage further investigation of the County's water resources by Federal and State Water Resources agencies.				
Regulate development that could pollute watershed areas as defined in Section 3362.1.				
Ensure that the intensity and timing of new development will be consistent with the capacity of water supplies. Maximize the use of water conservation techniques appropriate for new and existing development.				
Existing water uses shall be considered during the review for new water uses.				
The availability of groundwater should be used as a prime factor in determining the desirable amount of residential development in a particular area in order to				

Policy	*Retain*	*Modify*	*Delete*	*Comments*
protect groundwater resources from depletion or contamination.				
Projects must provide evidence of water availability prior to recordation of map.				
Public Services - Wastewater Facilities				
Population projections and other related demographic information in the General Plan should be used as a guide for determining the size of wastewater disposal treatment facilities, and the extent of services provided.				
Responsible County agencies shall continue to coordinate with special districts in maintaining data on wastewater facility capacity.				
Projects requiring public wastewater disposal shall receive public sewer commitments from the appropriate district or agency prior to receiving tentative approval.				
Areas planned for additional development which are dependent on individual septic tank leach field disposal systems shall have minimum lot sizes based on the following factors: soil suitability, slope, water source (on site-well or serviced), and proximity to sensitive habitats.				
Septic systems shall not be permitted where the slope exceeds 30% or within 50 feet of an unstable land form.				
Sewage disposal systems placed on an existing lot must meet all of the requirements of the Humboldt-Del Norte Department of Public Health and the North Coast Regional Water Quality Control Board.				
Education				
The County should work closely with local educational institutions to study alternatives to new facility construction or facility siting.				
The County should encourage joint (shared) school facilities and educational programs between school districts and other public agencies.				
School sites shall not be located in areas exposed to hazards.				
Encourage new school facilities to locate near public parks or recreational facilities.				
School sites should be located in areas provided with public water and sewer services, or where adequate on-site systems can be established.				
Conversion of closed school sites and facilities to other uses should be consistent with existing or planned land uses of adjacent areas.				
Housing				
The County shall develop and maintain a housing site inventory.				
The County shall encourage and be receptive to new and experimental techniques to facilitate optimum				

Policy	*Retain*	*Modify*	*Delete*	*Comments*
utilization of available sites.				
The County shall initiate appropriate plan and zone amendments which allow increased residential densities in areas where community health and safety will not be compromised.				
The County shall facilitate compatible mixed residential and commercial uses.				
The County shall designate sites for varying types of residential development in the Community Plans.				
The County shall identify sites for permanent affordable housing, and for alternate facilities such as homeless shelters and transitional housing.				
The County shall develop a homeless shelter site inventory and make provisions for the expeditious development of homeless shelters to enable a timely response.				
Adequate housing sites for the low-income nomadic population of the County should be identified throughout the County in proportion to the specific local needs as part of the ongoing development of the Land Use Element of the General Plan.				
The Planning Department should identify sufficient sites to accommodate the anticipated nomadic housing needs throughout the County in areas outside of the established community planning areas.				
The County shall ensure that comprehensive Community Plan updates include consideration of sites for managed lower income special occupancy parks.				
The County shall support the use of innovative construction and design methods that make more efficient use of land and building materials.				
The County shall encourage the use of financial leveraging of public and private funding to construct owner-occupied and rental housing.				
The County shall review and streamline the permit application process on an ongoing basis, in all departments involved, in order to shorten the time required to process all permits, and to provide adequate information to prospective builders and developers.				
The County shall encourage the use of low-cost, energy efficient, low-consumptive housing designs, materials and construction methods that reduce costs.				
The County shall form or contract with non-profit housing corporations to maintain and develop housing affordable to low and very low income persons.				
The County shall encourage and support development by non-profit housing sponsors.				
The County shall assist developers in using State and Federally-funded housing programs.				
The County shall provide maximum opportunities for				

Policy	*Retain*	*Modify*	*Delete*	*Comments*
owner/builders to economize by doing what they can for themselves.				
The County Planning and Building Department shall encourage and support the concept of allowing the owners/occupants of residential structures to finish non-structural, non-mechanical work at their own pace.				
The County shall encourage the development of secondary units where there are adequate public services and where compatible with adjacent land uses, and allow them in resource lands where compatible with resource protection policies.				
The County shall discourage encroachment of residential subdivisions upon agricultural and other natural resource lands. Subdivisions of resource lands shall be allowed only where the resulting uses will not adversely affect the resource use of the site.				
The County shall encourage the preservation of natural features of terrain and vegetation in new subdivisions in residential zones by clustering development, providing common open areas, smaller, more appropriate roads, and other compatible land use innovations in the development of new residential areas.				
The County encourages future development based on energy efficient travel patterns and the location of existing services.				
The County shall rezone lands designated for residential development under the General Plan to optimum development potential as soon as public sewer and water services become available. Until funding for expansion of public sewer and water facilities in the underdeveloped areas designated for urban development and urban expansion are obtained, the County will maintain zoning densities that reflect State and local health policies for individual wells and/or sewage disposal systems.				
The County shall provide for development of single mobilehomes and mobilehome parks in residential zones throughout the community in accordance with the requirements of Government Code Sections 65852.3 and 65852.7 and consistent with General Plan/Community Plan residential land use densities.				
The County shall seek federal and State funding for improvements to and expansion of sewer and water lines and facilities for community planning areas and coastal communities.				
The County shall encourage the development of presently under-utilized residential parcels served by public sewer and water for optimum development potential under the zoning ordinance.				
The County shall provide for development of secondary				

Policy	*Retain*	*Modify*	*Delete*	*Comments*
residential units in accordance with the requirements of Government Code Section 65852.2 as set forth in Humboldt County Ordinance 1633 adopted March 13, 1984.				
The County shall provide for density bonuses for developments containing at least 25% of the units for low or moderate income households or at least 10% of the units for lower-income households as provided in Government Code Section 65915.				
The County shall encourage new housing developments for very low, low and moderate income, senior citizen and handicapped households.				
The County shall encourage new multiple-unit housing developments to build a certain percentage of their units for sale or rent at below-market rates for very low, low and moderate income families by providing a density, or other incentive bonus.				
The County shall encourage the inclusion of residential units for low and moderate income families in new developments within the coastal zone, where feasible, pursuant to Government Code Section 66590.				
The County shall support all efforts to construct housing affordable to very low income persons.				

APPENDIX B: Policy Options Worksheet

The following list of policy options corresponds to the policies described in Chapter 8, Policy Options, for the Building Communities theme. A preliminary evaluation is provided to highlight features of the proposed policies. This worksheet is provided as a tool for members of the public to evaluate policy options and indicate preferences for accepting (indicated by "Yes"), modifying, or rejecting (indicated by "No") these policy options (see shaded column). For those policies marked as "Modify", please state how the policy should be modified in the comments column.

Policy Option/Evaluation Criteria:	*Responds to Phase I Issues; New Policy Direction (N)*	*Provides Economic Benefits*	*Provides Environmental Benefits*	*Requires Minimal Public Costs*	*Public Preference (Yes, No or Modify)*	*Comments*
Development Patterns						
Option 8.1.a - Define primary growth areas based on infrastructure capacity, agricultural, timber and other environmental resources and hazards, market trends and the community vision for future development without reference to a target population and then determine "Plan buildout" and infrastructure improvement and public service needs.	✓	✓	✓	✓		
Option 8.1.b - Plan for long-term growth and physical expansion of existing communities based on environmental, land use, community design and infrastructure considerations, with a 2025 planning horizon and a target population and job forecast for future growth.	✓	✓	✓	✓		
Option 8.1.c - Establish non-monetary incentives for infill development through urban growth boundaries, density bonuses and priority processing for development applications.	✓	✓	✓	✓		
Option 8.1.d - Provide monetary incentives for infill development, including reduced fees, where such development will not generate needs for public facilities expansion.	✓ N	✓	✓			

Policy Option/Evaluation Criteria:	*Responds to Phase I Issues; New Policy Direction (N)*	*Provides Economic Benefits*	*Provides Environmental Benefits*	*Requires Minimal Public Costs*	*Public Preference (Yes, No or Modify)*	*Comments*
Option 8.1.e - Establish Countywide or subarea performance standards for public services and facilities and a review process to ensure that facilities and services will be in place, or funding assured, to meet the needs of new development.	✓ N	✓	✓			
Option 8.1.f - Require new development to fund public facilities and improvements needed to directly mitigate the impact of that new development.	✓		✓	✓		
Option 8.1.g - Establish mitigation fees for public facilities and infrastructure improvements in proportion to a new development's impact (AB 1600 "impact fees"). These mitigation fees would be in addition to the funding obligations under Option 8.1.f.	✓ N	✓	✓	✓		
Option 8.1.h - Establish a program for future homeowners in planned residential development to be charged on-going assessment fees to pay the costs of maintaining common facilities and common open areas associated with new development/ and their proportional costs of public safety services.	✓ N		✓			
Option 8.1.i - Use other funding mechanism, to augment developer and/or mitigation fees, where appropriate. These may include reimbursement agreements, debt financing, voter-approved taxes, and assessment districts.	✓ N			✓		
Option 8.1.j - Continue current policy of identifying urban development and urban expansion areas for larger communities.	✓	✓	✓	✓		

Policy Option/Evaluation Criteria:	*Responds to Phase I Issues; New Policy Direction (N)*	*Provides Economic Benefits*	*Provides Environmental Benefits*	*Requires Minimal Public Costs*	*Public Preference (Yes, No or Modify)*	*Comments*
Option 8.1.k - Establish 20 or 25-year urban growth boundaries, with a 10-year review.	✓ N	✓	✓	✓		
Option 8.1.l - Establish a buffer or transitional area where there is no natural boundary between urban and rural areas.	✓		✓	✓		
Option 8.1.m - Provide services for development outside urban areas only if such development is needed to support resource production.	✓	✓	✓	✓		
Rural Communities						
Option 8.2.a - Create land use plan designations for rural communities and rural service centers, supported by General Plan policies and community development programs that will ensure the quality of life, and use the community plan update process to tailor planning policies to individual communities.	✓	✓	✓	✓		
Option 8.2.b - Use community plan updates to address desired and sustainable population levels in rural communities within context of countywide performance standards and capacities of public services and facilities and infrastructure.	✓ N	✓	✓	✓		
Option 8.2.c - Establish growth boundaries for rural communities that delineate logical edges and allow for reasonable development opportunities within these communities while also promoting resource conservation in surrounding areas.	✓ N	✓	✓	✓		

Policy Option/Evaluation Criteria:	*Responds to Phase I Issues; New Policy Direction (N)*	*Provides Economic Benefits*	*Provides Environmental Benefits*	*Requires Minimal Public Costs*	*Public Preference (Yes, No or Modify)*	*Comments*
Industrial Development						
Option 8.3.a - Provide for a diverse mix of industrial development opportunities within growth areas, subject to performance standards that will buffer adjacent uses, ensure adequate public services and facilities, and maintain environmental qualities. The objective of this option is to foster environmentally-responsible industrial development.	✓	✓	✓	✓		
Option 8.3.b - Provide sufficient sites at appropriate locations within growth areas to meet long-term needs for commercial and industrial development that can be supported by County businesses, residents and workers.	✓	✓		✓		
Option 8.3.c - Promote mixed use development and redevelopment within existing industrial areas for compatible non-retail development. Mixed use development can make improve development feasibility on "brownfields" sites.	✓ N	✓	✓	✓		
Option 8.3.d - Continue to allow wireless communications facilities at appropriate locations within the County, consistent with federal law, and provide for telecommunications support facilities within commercial and industrial areas.	✓	✓		✓		
Affordable Housing						
Option 8.4.a - Establish performance standards and guidelines to ensure that the design, scale and buffering or housing (especially multi-family housing and assisted housing) retains the character of surrounding neighborhoods.	✓ N		✓	✓		

Policy Option/Evaluation Criteria:	*Responds to Phase I Issues; New Policy Direction (N)*	*Provides Economic Benefits*	*Provides Environmental Benefits*	*Requires Minimal Public Costs*	*Public Preference (Yes, No or Modify)*	*Comments*
Option 8.4.b - Establish code enforcement programs to prevent deterioration of residential neighborhoods.	✓ N		✓			
Option 8.4.c - Establish size and spacing criteria for assisted housing funded in whole or in part by the County to ensure that affordable units are essentially indistinguishable from surrounding market-rate units.	✓ N		✓	✓		
Option 8.4.d - Ensure an adequate supply of developable residential land at allocations with adequate public facilities and services to meet affordable housing needs.	✓	✓	✓	✓		
Option 8.4.e - Require a minimum 30-year commitment to continued housing affordability from developers participating in the County's affordable housing programs.	✓ N	✓		✓		
Option 8.4.f - Offer density bonuses and other development incentives to facilitate the provisions of affordable housing.	✓	✓		✓		
Small Business Development						
Option 8.5.a - Provide adequate infill development opportunities for small-scale business development, including provisions for mixed use.	✓	✓	✓	✓		
Option 8.5.b - Provide technical and financial assistance for small-scale businesses employing County residents in targeted industries.	✓ N	✓				

Policy Option/Evaluation Criteria:	*Responds to Phase I Issues; New Policy Direction (N)*	*Provides Economic Benefits*	*Provides Environmental Benefits*	*Requires Minimal Public Costs*	*Public Preference (Yes, No or Modify)*	*Comments*
Option 8.5.c - Create mixed use village center zoning to facilitate small-scale business development in rural communities.	✓ N	✓	✓	✓		
Option 8.5.d - Allow for a broad range of "clean" cottage industries and home-based occupations.	✓	✓	✓	✓		
Option 8.5.e - Create uniform parking standards for "incubator" business sites, including credits for on-street parking, where appropriate.	✓	✓	✓	✓		
Big Box Development						
Option 8.6.a - Identify appropriate locations for new large retail development ("Big Box Development") on sites within designated urban areas adjacent to state highways, and establish maximum building size, location, landscaping, community space and building design standards to ensure that Big Box development does not adversely impact local communities or the existing retail sector of the economy.	✓ N	✓	✓	✓		
Option 8.6.b - Provide sites for neighborhood and community scale commercial development of sizes and at locations that offer both choice and convenience for County residents and shoppers while sustaining a strong retail base for the County, but do not allow large-scale Big Box retail development outside existing centers unless there is a demonstrated need.	✓ N	✓	✓	✓		
Light, Noise & Air Emissions						
Option 8.7.a - Establish performance standards for parking lot, sign and security lighting, including maximum illumination levels and standards for	✓		✓	✓		

Policy Option/Evaluation Criteria:	*Responds to Phase I Issues; New Policy Direction (N)*	*Provides Economic Benefits*	*Provides Environmental Benefits*	*Requires Minimal Public Costs*	*Public Preference (Yes, No or Modify)*	*Comments*
screening and shielding of light sources and prevent spillover lighting within residential neighborhoods.						
Option 8.7.b - Establish community noise level standards and prohibitions on construction noise and outdoor use of power tools and construction equipment within residential neighborhoods during certain times of the day and on Sundays.	✓ N	✓	✓	✓		
Option 8.7.c - Establish best practices standards for control of dust and air emissions from construction within and adjacent to residential neighborhoods.	✓ N		✓	✓		

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