

## POPULATION, HOUSING, AND EMPLOYMENT

This section of the Program Environmental Impact Report (PEIR) describes population, housing, and employment in the Southern California Association of Governments (SCAG) region; discusses the potential impacts of the proposed 2016 Regional Transportation Plan/Sustainable Communities Strategy (“2016 RTP/SCS,” “Plan,” or “Project”) on population, housing, and employment; identifies mitigation measures for the impacts; and evaluates the residual impacts. The effects on population, housing, and employment were evaluated in accordance with Appendix G of the 2015 California Environmental Quality Act Guidelines (State CEQA Guidelines). Population, housing, and employment within the SCAG region were evaluated at the programmatic level of detail, in relation to the general plans of the six counties and the 191 cities within the SCAG region; a review of demographic data available from the U.S. Census, the California Department of Finance, and SCAG; a review of related literature germane to the SCAG region; as well as a review of SCAG’s 2012 RTP/SCS PEIR.<sup>1</sup>

The SCAG region is composed of six counties and totals approximately 38,000 square miles in area (almost 25 million acres). The SCAG region is home to approximately 19 million people in 2015, and is one of the most racially and ethnically diverse regions in the United States. The SCAG region contributes \$1,005 billion of gross regional product (GRP) and supports approximately 8 million jobs, thus making it the 16th largest economy in the world.<sup>2,3</sup> Two factors account for population change: natural increase and net migration. Through 1990, net migration was a substantial contributor to net growth in the SCAG region; however, since that time net migration has slowed, contributing to an overall slowing of growth in the SCAG region to levels that are comparable to other areas of California and the United States as a whole. The availability of jobs attracts people to the region, whereas in times of recession, the reverse is true. The most recent recession of the 2000s (2007–2009) had a negative effect on the region’s population growth. As a result, the annual average growth rate of population in the region during those periods was 0.9 percent.<sup>4</sup> The growth of the motion picture, petroleum, and aircraft industries and the region’s reputation as the land of opportunity explain the tremendous growth in the region during the 1980s. The recession in the 1990s was the result of major cuts in the national defense budget, which affected the region much more severely than the rest of the nation. In the 2000 to 2010 time period, households in the SCAG region were generally aging, with the percent of households in the 15–24 and 35–54 age brackets declining and the 24–34 and 55–75 age brackets increasing. In this same period, Hispanic and Asian householders increased, and average household size remained stable or decreased in all categories. California’s homeownership rate in 2010 was the third lowest in the nation at 56 percent, while Southern California’s homeownership rate was even lower at 54 percent.<sup>5</sup>

<sup>1</sup> Southern California Association of Governments. April 2012. *Final Program Environmental Report: 2012-2035 Regional Transportation Plan/Sustainable Communities Strategy*. Available at: <http://rtpscsc.scag.ca.gov/Pages/Final-2012-PEIR.aspx>

<sup>2</sup> Southern California Association of Governments. March 2012. *Program Environmental Impact for the 2012–2035 RTP/SCS*. Section II: Regional Growth: Past and Future.

<sup>3</sup> Choi, Simon. 1 June 2015. *SCAG’s New Population Projection and Migration: What Are the Big Changes?* 26th USC-SCAG Annual Demographic Workshop, California Science Center. Available at: <https://www.scag.ca.gov/calendar/Documents/demo26/Panel1-SimonChoi.pdf>

<sup>4</sup> Myers, Dowell, J. Pitkin, S. Mawhorter, J. Goldberg, and S. Min. March 2010. *The New Place of Birth Profile of Los Angeles and California Residents in 2010*. Special Report, Population Dynamics Research Group.

<sup>5</sup> Southern California Association of Governments. Accessed 11 September 2015. *Regional Housing Needs Assessment (RHNA)*. Available at: <http://www.scag.ca.gov/Documents/scagRHNA2012.pdf>

## Definitions

Definitions of terms used in the regulatory framework, characterization of baseline conditions, and impact analysis for population, housing, and employment are provided.

**Employment:** Paid employment consists of full- and part-time employees, including salaried officers and executives of corporations, who were on the payroll in the pay period. Included are employees on sick leave, holidays, and vacations; not included are proprietors and partners of unincorporated businesses.

**Household:** A household consists of all the people who occupy a housing unit. A house, an apartment or other group of rooms, or a single room are regarded as housing units when occupied or intended for occupancy as separate living quarters, that is, when the occupants do not live with any other persons in the structure and there is direct access from the outside or through a common hall. A household includes the related family members and all the unrelated people, if any, such as lodgers, foster children, wards, or employees who share the housing unit. A person living alone in a housing unit, or a group of unrelated people sharing a housing unit such as partners or roomers, is also counted as a household. The count of households excludes group quarters.

**Householder:** The householder refers to the person (or one of the people) in whose name the housing unit is owned or rented (maintained) or, if there is no such person, any adult member, excluding roomers, boarders, or paid employees. If the house is owned or rented jointly by a married couple, the householder may be either the husband or the wife. The person designated as the householder is the “reference person” to whom the relationship of all other household members, if any, is recorded.

**Housing:** As used in this analysis, *housing* is data available from the U.S. Census for the SCAG region for the period of 2000 through 2035.

**Population:** As used in this analysis, *population* is data available from the U.S. Census for the SCAG region for the period of 1900 through 2010, with population projections available from SCAG in 2014 for the projected population growth period of 2008 through 2035.

**Regional Housing Needs Assessment (RHNA):** The RHNA quantifies the need for housing within each jurisdiction during specified planning periods. The RHNA is mandated by state housing law as part of the periodic process of updating local housing elements of the General Plan. State law requires SCAG to determine the existing and projected housing need for its region. SCAG’s region encompasses Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura Counties and 191 cities. The intention of the RHNA process is to create a better balance of jobs and housing in communities, ensure the availability of decent affordable housing for all income groups, and achieve sustainability through long-term strategic land use planning. The RHNA consists of two measurements:

- 1) Existing need for housing: The existing need assessment examines key variables from Census data in order to measure ways in which the housing market is not meeting the needs of current residents. This includes the number of low-income households paying more than 30 percent of their income for housing, as well as how many people occupy overcrowded housing units.

- 2) Future need for housing: The future need assessment is determined by SCAG's growth forecast and public participation process. Each new household (created by a young adult moving out of a parent's home or a family moving into a community for employment) creates the need for more housing. The anticipated need is then adjusted to account for an ideal level of vacant units.

### **3.14.1 REGULATORY FRAMEWORK**

#### **Federal**

##### *Federal Uniform Act (URA) (1970)*

The Federal Uniform Act (Uniform Relocation Assistance and Real Property Acquisition Policies Act; 42 U.S. Code [USC] 61), passed by Congress in 1970, is a federal law that establishes minimum standards for federally funded programs and projects that require the acquisition of real property (real estate) or displace persons from their homes, businesses, or farms. The Uniform Act's protections and assistance apply to the acquisition, rehabilitation, or demolition of real property for federal or federally funded projects.

##### *Moving Ahead for Progress in the 21st Century (MAP-21)*

MAP-21 (23 USC 134(a), (h), and (E)) replaces the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU; Public Law 109-59) as the nation's surface transportation program and extended the provisions for fiscal year (FY) 12 with new provisions for FY 13. MAP-21 funds surface transportation programs at over \$105 billion for FY 2013 and FY 2014. It is intended to create a streamlined, performance-based, and multimodal program to address challenges facing the U.S. transportation system. These challenges include improving safety, maintaining infrastructure condition, reducing traffic congestion, improving efficiency of the system and freight movement, protecting the environment, and reducing delays in project delivery. MAP-21 builds on and refines many of the highway, transit, bike, and pedestrian programs and policies first established under the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA; Public Law 102-240). One of most significant changes from MAP-21 affecting metropolitan planning organizations (MPOs), states, and transit operators is the new requirement for performance-based planning that involves use of performance measures and target setting. The U.S. Department of Transportation (U.S. DOT) is in the process of the rulemaking effort to implement these MAP-21 requirements.

Section 134(a) of MAP-21 encourages and promotes the safe and efficient management, operation, and development of surface transportation systems that will serve the mobility needs of people and freight that will encourage economic growth and development within and between states and urbanized areas, while minimizing transportation-related fuel consumption and air pollution through metropolitan and statewide transportation planning processes. Section 134(a) also encourages the continued improvement and evolution of the metropolitan and statewide transportation planning processes by metropolitan planning organizations, state departments of transportation, and public transit operators as guided by the planning factors identified in Subsection (h) and Section 135 (d). Subsection (h) describes the scope of the planning process.

(1) In general. The metropolitan planning process for a metropolitan planning area under this section shall provide for consideration of projects and strategies that will:

- (A) support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
- (B) increase the safety of the transportation system for motorized and nonmotorized users;
- (C) increase the security of the transportation system for motorized and nonmotorized users;
- (D) increase the accessibility and mobility of people and for freight;
- (E) protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and state and local planned growth and economic development patterns;
- (F) enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
- (G) promote efficient system management and
- (H) emphasize the preservation of the existing transportation system.

### *Federal Planning Regulations*

Title 23 Code of Federal Regulations (CFR) 450.322(e) requires in the development of the regional transportation plan that the MPO validate data utilized in preparing other existing modal plans for providing input to the regional transportation plan. In updating the plan, the MPO shall base the update on the latest available estimates and assumptions for population, land use, travel, employment, congestion, and economic activity. The MPO is required to prepare and approve the regional transportation plan.

## **State**

### *1969 California Housing Element Law*

The California Housing Element Law (California Government Code §65300) requires SCAG and other regional councils of government in California to determine the existing and projected regional housing needs for persons at all income levels. According to California Government Code §65300, each governing body of a local government in California is required to adopt a comprehensive, long-term general plan for the physical development of the city, city and county, or county. The California Housing Element Law, enacted in 1969, mandates that local governments adequately plan to meet the existing and projected housing needs of all economic segments of the community as part of the housing element, one of the seven mandated elements of the local general plan. The California Housing Element Law is implemented by the California Department of Housing and Community Development (HCD), which is responsible for reviewing local governments' housing elements for compliance with state law and providing written comments to the local governments. Using the information provided by local governments in its Housing Element, the HCD determines the regional housing need for each county and allocates funding to meet this need to the council of governments for distribution to its jurisdictions. The HCD also oversees distribution of funding related to the regional housing need by the council of governments to the local governments to ensure that funds are appropriately allocated. The

requirements for the Housing Element are delineated in California Government Code Section 65580–65589.9.

### *Regional Housing Needs Assessment*

California Government Code §65583(a)(1) and §65584 require that each Council of Governments consult with the California Division of Housing Policy Development (HPD) and shall determine each region's existing and projected housing need through preparation of an RHNA that allocates a share of the regional housing need to each city, county, or city and county based on an analysis of population and employment trends and documentation of projections and a quantification of the locality's existing and projected housing needs for all income levels, including extremely low income households, as defined in subdivision (b) of Section 50105 and Section 50106 of the Health and Safety Code. The RHNA is a key tool for SCAG and its member governments to plan for this growth. The RHNA quantifies the regional need for housing that is allocated to each jurisdiction for a certain planning period (e.g., in the next RHNA cycle, the period is from 2014 to 2021).

This region's RHNA is produced periodically by SCAG, as mandated by state law, to coincide with the region's schedule for preparing Housing Elements. It consists of two measurements of housing need: (1) existing need and (2) future need for very-low income, low-income, moderate, and above-moderate income categories.

The existing need assessment is based on data from the most recent U.S. Census to measure ways in which the housing market is not meeting the needs of current residents. These variables include the number of low-income households paying more than 30 percent of their income for housing, as well as severe overcrowding.

The future need for housing is determined primarily by the forecasted growth in households in a community, based on historical growth patterns, job creation, household formation rates, and other factors to estimate how many households will be added to each community over the projection period. The housing need for new households is then adjusted to account for an ideal level of vacancy needed to promote housing choice, maintain price competition, and encourage acceptable levels of housing upkeep and repair. The RHNA also accounts for units expected to be lost due to demolition, natural disaster, or conversion to nonhousing uses. The sum of these factors—household growth, vacancy need, and replacement need—form the “construction need” assigned to each community.

Finally, the RHNA considers how each jurisdiction might grow in ways that will decrease the concentration of low-income households in certain communities. The need for new housing is distributed among income groups so that each community moves closer to the regional average income distribution.

### *Sustainable Communities and Climate Protection Act of 2008*

Senate Bill 375 (SB 375; Chapter 728, Statutes of 2008) focuses on aligning transportation, housing, and other land uses to achieve regional greenhouse gas (GHG) emission reduction targets established under the California Global Warming Solutions Act, also known as Assembly Bill 32 (AB 32). SB 375 requires California Metropolitan Planning Organizations to develop an SCS as part of the RTP, with the purposes of identifying policies and strategies to reduce per capita passenger vehicle-generated GHG emissions.

The SCS must identify the general location of land uses, residential densities, and building intensities within the region; identify areas within the region sufficient to house all the population of the region; identify areas within the region sufficient to house an eight-year projection of the regional housing need; identify a transportation network to service the regional transportation needs; gather and consider the best practically available scientific information regarding resources areas and farmland in the region; consider the state housing goals; set forth a forecasted development pattern for the region; and allow the regional transportation plan to comply with the federal Clean Air Act (CAA) of 1970 (42 USC § 7401 et seq.). The development pattern in the SCS, when integrated with the transportation network and other transportation measures and policies, must reduce the GHG from automobiles and light duty trucks to achieve the GHG emission reduction targets approved by the California Air Resources Board (CARB). If the SCS does not achieve the GHG emission targets set by CARB, an Alternative Planning Strategy (APS) must be developed to demonstrate how the targets could be achieved.

SB 375 also imposes a number of new requirements on the regional housing needs process. Prior to SB 375, the regional transportation plan and regional housing needs processes were not required to be coordinated. SB 375 now synchronizes the schedules of the RHNA and regional transportation plan processes. The RHNA, which is developed after the regional transportation plan, must also allocate housing units within the region consistent with the development pattern included in the SCS. Previously, the RHNA determination was based on population projections produced by the Department of Finance. SB 375 requires the determination to be based upon population projections by the Department of Finance and regional population forecasts used in preparing the regional transportation plan. If the total regional population forecasted and used in the regional transportation plan is within a range of 3 percent of the regional population forecast completed by the Department of Finance for the same planning period, then the population forecast developed by the regional agency and used in the regional transportation plan shall be the basis for the determination. If the difference is greater than 3 percent, then the two agencies shall meet to discuss variances in methodology and seek agreement on a population projection for the region to use as the basis for the RHNA determination. If no agreement is reached, then the basis for the RHNA determination shall be the regional population projection created by the Department of Finance.

Existing law requires local governments to adopt a housing element as part of their general plan. Unlike the rest of the general plan, where updates sometimes occur at intervals of 20 years or longer, under previous law the housing element was required to be updated as frequently as needed and no less than every five years. Under SB 375, this period has been lengthened to eight years and timed so that the housing element period begins no less than 18 months after adoption of the regional transportation plan to encourage closer coordination between the housing and transportation planning. SB 375 also changes the implementation schedule required in each housing element. Previous law required the housing element to contain a program which set forth a five-year schedule of to implement the goals and objectives of the housing element. The new law instead requires this schedule of actions to occur during the eight-year housing element planning period, and requires each action have a timetable for implementation.

### *California Relocation Assistance Act*

The California Relocation Assistance Act (Government Code Section 7260 et seq.) establishes uniform policies to provide for the fair and equitable treatment of people displaced from their homes or businesses as a direct result of state and/or local government projects or programs. The California

Relocation Assistance Act requires that comparable replacement housing be made available to displaced persons within a reasonable period of time prior to the displacement. Displaced persons or businesses are assured payment for their acquired property at fair market value. Relocation assistance in the form of advisory assistance and financial benefits would be provided at the local level. This includes aid in finding a new home location, payments to help cover moving costs, and additional payments for certain other costs.

### *Senate Bill 862 Greenhouse Gases Emission Reduction*

In June 2014, new state law, SB 862, established long-term cap and trade funding programs for transit, sustainable communities and affordable housing, and high speed rail. SB 862 allocates 60 percent of ongoing cap and trade revenues, beginning in 2015–2016, to these programs. The remaining 40 percent is to be determined by future legislatures.<sup>6</sup> A minimum of 25 percent of cap and trade dollars must go to projects that provide benefits to disadvantaged communities, and a minimum of 10 percent must go to projects located within those disadvantaged communities. In addition, this bill would establish the CalRecycle Greenhouse Gas Reduction Revolving Loan Program and Fund.

### *Senate Bill 535: California Global Warming Solutions Act of 2006: Greenhouse Gas Reduction Fund (GGRF)*

SB 535 was signed into law by Governor Brown on September 30, 2012. This bill sets aside cap and trade revenues to mitigate climate change in disadvantaged communities. The California EPA is the responsible agency for identifying disadvantaged communities for potential investment. The California Department of Finance must allocate 25 percent of the available moneys in the GGRF to projects that benefit disadvantaged communities and a minimum of 10 percent to projects located within disadvantaged communities.

### *Homeowners and Private Property Protection Act*

In 2008, California voters approved Proposition 99, the Homeowners and Private Property Protection Act, which amended Section 19 of Article 1 of the California Constitution so that local governments are prohibited from using eminent domain authority to acquire an owner-occupied residence for the purposes of conveying it to a private recipient, with limited exceptions. Proposition 99 applies only to owner-occupied residences. Cities may still use eminent domain authority to convey multifamily and nonresidential property to other private parties.

## **Local**

### *Housing Elements of County and City General Plans*

The most comprehensive and detailed land use planning, including that for population, housing, and employment in the SCAG region is provided by city and county General Plans, which local governments

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<sup>6</sup> California Transit Association. 17 June 2014. *Overview of 2014 Cap and Trade Legislation and Opportunities for Public Transit: Implementing 2014-15 Appropriations and a Long-Term Cap and Trade Funding Program*. Available at: <http://www.calcog.org/DocumentCenter/View/313>

are required by state law to prepare as a guide for future development. State law mandates that local governments adequately plan to meet the existing and projected housing needs of all economic segments of the community as discussed above. Housing policy in the state rests largely upon the effective implementation of local general plans and, in particular, local housing elements.

### *Local Coastal Programs*

The three counties and 27 cities within the SCAG region with coastlines are mandated to prepare Local Coastal Programs (LCP) as a result of the California Coastal Act of 1976. The LCPs prepared by these local jurisdictions may contain goals and policies related to housing type, location, and affordability.

## **3.14.2 EXISTING CONDITIONS**

SCAG is the nation's largest metropolitan planning organization, representing six counties, 191 cities, and approximately 19 million residents. The SCAG region is the second most populous metropolitan region in the nation. The California State Department of Finance estimates that the population of the region reached 18,545,063 in 2014.<sup>7</sup> Approximately 6 percent of the national population lives in the SCAG region, and for over half a century the region has been home to approximately half the population of California.

The SCAG region contributes \$1,005 billion of GRP and supports approximately 8 million jobs, thus making it the 16th largest economy in the world, behind South Korea.<sup>8,9</sup> However, in 2014, the U.S. Census Bureau reported that poverty levels in the region continued to rise despite economic recovery.

According to data from the six counties in the SCAG region, in 2014 there were approximately 18,545,063 people living in the region, comprising 6,029,326 households and 8,327,300 jobs (**Table 3.14.2-1, 2014–2040 Population, Households, and Employment Projections in the SCAG Region**). The highest population densities occur in Los Angeles County, and lowest densities occur in the unincorporated territories of the counties. Based on U.S. Census data from 2010, the average household size ranges from 3.0 in Los Angeles and Orange Counties to 3.5 in Imperial County. Employment ranges from a high of 76.5 percent of the 2014 population between the ages of 18 and 64 in Ventura County to a low of 57.6 in Imperial County.<sup>10</sup>

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<sup>7</sup> Southern California Association of Governments. May 2015. *Local Profiles Reports*. Los Angeles, California. Available at: <https://scag.ca.gov/DataAndTools/Pages/LocalProfiles.aspx>

<sup>8</sup> Southern California Association of Governments. March 2012. *Program Environmental Impact for the 2012–2035 RTP/SCS*. Section II: Regional Growth: Past and Future.

<sup>9</sup> Choi, Simon. 1 June 2015. *SCAG's New Population Projection and Migration: What Are the Big Changes?* 26th USC-SCAG Annual Demographic Workshop, California Science Center. Available at: <https://www.scag.ca.gov/calendar/Documents/demo26/Panel1-SimonChoi.pdf>

<sup>10</sup> U.S. Census Bureau. Accessed 10 July 2015. *American Fact Finder: Annual Estimates of the Resident Population for Selected Age Groups by Sex for the United States, States, Counties, and Puerto Rico Commonwealth and Municipios: April 1, 2010 to July 1, 2014 more information: 2014 Population Estimates*. Available at: <http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml>



**TABLE 3.14.2-1  
2014–2040 POPULATION, HOUSEHOLDS, AND EMPLOYMENT PROJECTIONS IN THE SCAG REGION**

County	Population 2014	Projected Population 2020	Projected Population 2035	Projected Population 2040	Housing Units 2014	Projected Housing Units 2020	Projected Housing Units 2035	Projected Housing Units 2040	Employment 2014	Projected Employment 2020	Projected Employment 2035	Projected Employment 2040
Imperial	180,672	234,000	272,000	282,000	49,766	72,000	89,000	92,000	61,300	102,000	121,000	125,000
Los Angeles	10,041,797	10,326,000	11,145,000	11,514,000	3,268,347	3,494,000	3,809,000	3,946,000	4,610,800	4,662,000	5,062,000	5,226,000
Orange	3,113,991	3,271,000	3,431,000	3,461,000	1,005,957	1,075,000	1,135,000	1,152,000	1,489,200	1,730,000	1,870,000	1,899,000
Riverside	2,279,967	2,480,000	3,044,000	3,168,000	700,413	802,000	1,005,000	1,049,000	927,300	849,000	1,112,000	1,175,000
San Bernardino	2,085,669	2,197,000	2,638,000	2,731,000	617,749	687,000	825,000	854,000	836,000	789,000	998,000	1,028,000
Ventura	842,967	886,000	945,000	966,000	269,896	285,000	306,000	312,000	402,700	375,000	409,000	420,000
<b>SCAG region</b>	<b>18,545,063</b>	19,395,000	21,475,000	22,122,000	<b>6,029,326</b>	6,415,000	7,169,000	7,406,000	<b>8,327,300</b>	8,507,000	9,572,000	9,872,000

**NOTE:**  
Projected numbers are rounded to the nearest 1,000.

**SOURCE:**  
SCAG modeling, 2015.

In order to develop growth forecasts, SCAG encourages and utilizes the participation and cooperation of all local government partners within the SCAG region. SCAG uses a bottom-up planning process by which all local governments are informed of the 2016 RTP/SCS planning process and have clear and adequate opportunities to provide input. Growth forecasts and land use updates for development of the 2016 RTP/SCS have been developed through this bottom-up local input process, reflecting the following guiding principles approved SCAG's Community, Economic and Human Development Committee on October 8, 2015:<sup>11</sup>

- Principle #1: The Draft PGF for the 2016 RTP/SCS shall be adopted by the Regional Council at the jurisdictional level, thus directly reflecting the population, household and employment growth projections derived from the local input and previously reviewed and approved by SCAG's local jurisdictions. The policy growth forecast (PGF) maintains these projected jurisdictional growth totals, meaning future growth is not reallocated from one local jurisdiction to another.
- Principle #2: The Draft PGF at the Transportation Analysis Zone (TAZ) level is controlled to be within the density ranges<sup>12</sup> of local general plans or input received from local jurisdictions in this most recent round of review.
- Principle #3: For the purpose of determining consistency for CEQA streamlining, lead agencies such as local jurisdictions have the sole discretion in determining a local project's consistency with the propose 2016 RTP/SCS.
- Principle #4: TAZ level data or any data at a geography smaller than the jurisdictional level is included in the Draft PGF only to conduct the required modeling analysis and is therefore, only advisory and non-binding because SCAG's sub-jurisdictional forecasts are not to be adopted as part of the 2016 RTP/SCS. After SCAG's adoption of the PGF at the jurisdictional level, the TAZ level data may be used by jurisdictions in local planning as it deems appropriate and there is no obligation by a jurisdiction to change its land use policies, General Plan, or regulations to be consistent with the RTP/SCS. SCAG staff plans to monitor the use of this data after the adoption of the RTP/SCS to encourage appropriate use.
- Principle #5: SCAG staff continues to communicate with other agencies who use SCAG sub-jurisdictional level data to ensure that the "advisory & non-binding" nature of the dataset is appropriately maintained.

## Population Growth

The population in the SCAG region has changed drastically over the more than hundred-year period from 1900 to 2012 (**Table 3.14.2-2, SCAG Population and Percentage of U.S. and California Populations, 1900–2012**). Between 1900 and 1910, the SCAG region comprised less than 1 percent of the U.S. population and less than 30 percent of the state population. In the 1920s, population nearly doubled in the SCAG region and represented over 1 percent of the nation's population and over 30 percent of the state's population. Between 1930 and 1960, the SCAG region grew to represent 2 to nearly 5 percent of the national population, housing nearly half the state population. Since 1970, the

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<sup>11</sup> Southern California Association of Governments. 5 November 2015. *Item No. 1 Staff Report: 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (2016 RTP/SCS) – Proposed Major Components*. Available at: <http://www.scag.ca.gov/committees/CommitteeDocLibrary/jointRCPC110515fullagn.pdf>

<sup>12</sup> With the exception of 6% of TAZs that have an average density below the density range of local general plans.

SCAG region has housed approximately half of the state population, representing 5 to 6 percent of the national population.

**TABLE 3.14.2-2**  
**SCAG POPULATION AND PERCENTAGE OF U.S. AND CALIFORNIA POPULATIONS, 1900–2012**

Year	Population	Percentage of U.S. Population	Percentage of California Population
1900	250,187	0.3	16.9
1910	661,907	0.7	27.8
1920	1,193,705	1.1	34.8
1930	2,657,969	2.2	46.8
1940	3,312,460	2.5	48.0
1950	4,997,221	3.3	47.2
1960	7,823,721	4.4	49.8
1970	10,055,351	4.9	50.4
1980	11,589,678	5.1	49.0
1990	14,640,832	5.9	49.2
2000	16,516,006	5.9	48.8
2010	18,051,534	5.8	48.5
2012	18,322,197	5.8	48.1

**SOURCE:**

U.S. Census Bureau, Decennial Census. Accessed 29 June 2015. Website. Available at: <http://factfinder2.census.gov>

The population in the SCAG region increased by 2.0 million people between 2000 and 2014. This represents an increase of 12.3 percent (**Table 3.14.2-3, Population Growth in the SCAG Region for 2000 and 2014**). In descending order, Riverside County grew by 47.5 percent (734,580 persons), Imperial County grew by 26.9 percent (38,311 persons), San Bernardino County grew by 22.0 percent (376,235 persons), Ventura County grew by 11.9 percent (89,770 persons), Orange County grew by 9.4 percent (267,702 persons), and Los Angeles County grew by 5.5 percent (522,459 persons). Riverside County had the highest annual growth rate of 3.2 percent in the SCAG region. However, the rate of growth has decreased, bringing SCAG in alignment with rates of growth for the State of California and the United states (**Table 3.14.2-4, Average Annual Growth Rate of Population: 1850 to 2040**). During the 26th Annual SCAG-USC Demographic Workshop, data were presented to demonstrate that the population growth rate is decreasing (slowing down) due to five key factors: (1) lower birth rates (fewer children), (2) lower immigration rates (fewer immigrants), (3) aging population (fewer at childbearing age), (4) high housing costs (lack of housing), and (5) slow economic growth (lack of jobs).<sup>13</sup>

<sup>13</sup> 26th USC-SCAG Annual Demographic Workshop, California Science Center, 1 June 2015.

**TABLE 3.14.2-3  
POPULATION GROWTH IN THE SCAG REGION FOR 2000 TO 2014**

County	2000 Population	2014 Population	2000–2014 Growth (Persons)	Percent Change (2000–2014)	Annual Growth Rate
Imperial	142,361	180,672	38,311	26.9%	1.8%
Los Angeles	9,519,338	10,041,797	522,459	5.5%	0.4%
Orange	2,846,289	3,113,991	267,702	9.4%	0.6%
Riverside	1,545,387	2,279,967	734,580	47.5%	3.2%
San Bernardino	1,709,434	2,085,669	376,235	22.0%	1.5%
Ventura	753,197	842,967	89,770	11.9%	0.8%
<b>SCAG region</b>	<b>16,516,006</b>	<b>18,545,063</b>	<b>2,029,057</b>	<b>12.3%</b>	<b>0.8%</b>

**SOURCE:**

Southern California Association of Governments. Accessed 11 September 2015. *Local Profiles of Imperial County, Los Angeles County, Orange County, Riverside County, San Bernardino County, and Ventura County*. Available at: <http://www.scag.ca.gov/DataAndTools/Pages/LocalProfiles.aspx>

**TABLE 3.14.2-4  
AVERAGE ANNUAL GROWTH RATE OF POPULATION: 1850 TO 2040**

	1850	1910	1960	1990	2010	2014	2035	2040
SCAG region <sup>1</sup>	4	662	7,824	14,641	18,052	18,729	21,482	22,122
California <sup>2</sup>	93	2,378	15,717	29,760	37,254	38,803	45,748	47,233
United States <sup>3</sup>	23,192	92,228	179,323	248,710	308,746	318,857	370,338	382,152

**NOTE:**

In thousands.

**SOURCE:**

<sup>1</sup> Southern California Association of Governments. 2014. *Draft Growth Forecast*.

<sup>2</sup> California Department of Finance. 2014. *Population Projections*.

<sup>3</sup> U.S. Census Bureau, Decennial Census. 2014. *Population Estimates and Population Projections*.

## Households

### *Housing Characteristics*

There were approximately 6.0 million households in the SCAG region in 2014 (**Table 3.14.2-5, 2014 Housing Characteristics**). Los Angeles County accounts for over half of all households in the region.

**TABLE 3.14.2-5  
2014 HOUSING CHARACTERISTICS**

County	Households	Median Household Income	Homeownership Rate
Imperial	49,766	\$39,039	56.1%
Los Angeles	3,268,347	\$53,125	47.5%
Orange	1,005,957	\$72,262	59.0%
Riverside	700,413	\$52,648	67.4%
San Bernardino	617,749	\$50,080	62.6%
Ventura	269,896	\$73,594	65.2%
<b>SCAG region</b>	<b>6,029,326</b>	<b>\$56,737</b>	<b>54.5%</b>

**SOURCE:**

Southern California Association of Governments. Accessed 11 September 2015. *Local Profiles of Imperial County, Los Angeles County, Orange County, Riverside County, San Bernardino County, and Ventura County*. Available at: <http://www.scag.ca.gov/DataAndTools/Pages/LocalProfiles.aspx>

### Household Income

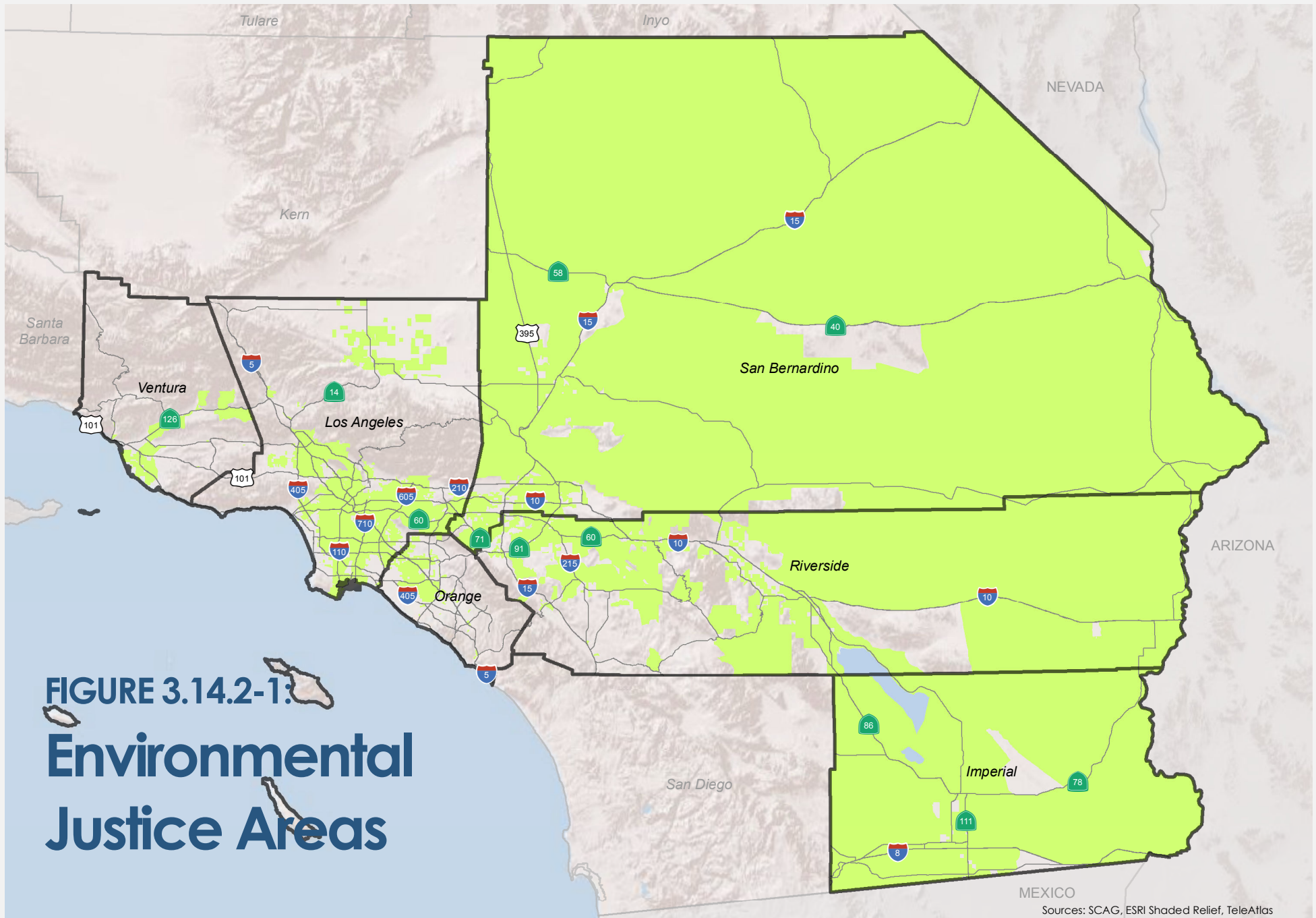
Median household income in the SCAG region varies widely, from \$39,039 in Imperial County to \$73,594 in Ventura County. The county with the second highest median income is Orange County (\$72,262). Across the SCAG region, the average median income is \$56,737. Homeownership rates also vary, from a low of 47.5 percent in Los Angeles County to a high of 67.4 percent in Riverside County. The average homeownership rate in the SCAG region is 54.5 percent (**Table 3.14.2-5**).

### Poverty

Poverty levels in the SCAG region rose 69 percent between 1990 and 2012, with one in four children living in poverty.<sup>14</sup> The U.S. Census Bureau reported 3.2 million people in the SCAG region were living in poverty in 2012 and 2013, up from 1.9 million in 1990 and from 2.8 million people in 2010 (**Table 3.14.2-6, Poverty Rates, 1990–2013**).<sup>15</sup> That represents a 69 percent increase, roughly equivalent to three times the population. The average poverty rate in the SCAG region has remained above the state and national averages since 1990. Imperial County has the highest poverty rate, followed by San Bernardino County, Los Angeles County, and Riverside County, all of which are above the state and national averages. Orange County and Ventura County have consistently had poverty rates below state and national averages between 1990 and 2013. Using U.S. Census Bureau American Community Survey Data, SCAG has identified underserved communities in the SCAG region (**Figure 3.14.2-1, Environmental Justice Areas**) and disadvantaged communities in the SCAG region (**Figure 3.14.2-2, SB 535 Disadvantaged Communities in the SCAG Region** and **Figure 3.14.2-3, Environmental Justice Communities of Concern in the SCAG Region**).

<sup>14</sup> Lambert, Steve. 4 December 2013. *Poverty Levels Rise in Region Despite Recovery*. Available at: <http://patch.com/california/hollywood/poverty-rises-in-socal-despite-recovery>

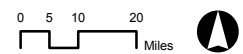
<sup>15</sup> U.S. Census Bureau. Accessed 10 July 2015. *Poverty Rates by County: 1960–2010*. Available at: <http://www.census.gov/hhes/www/poverty/>

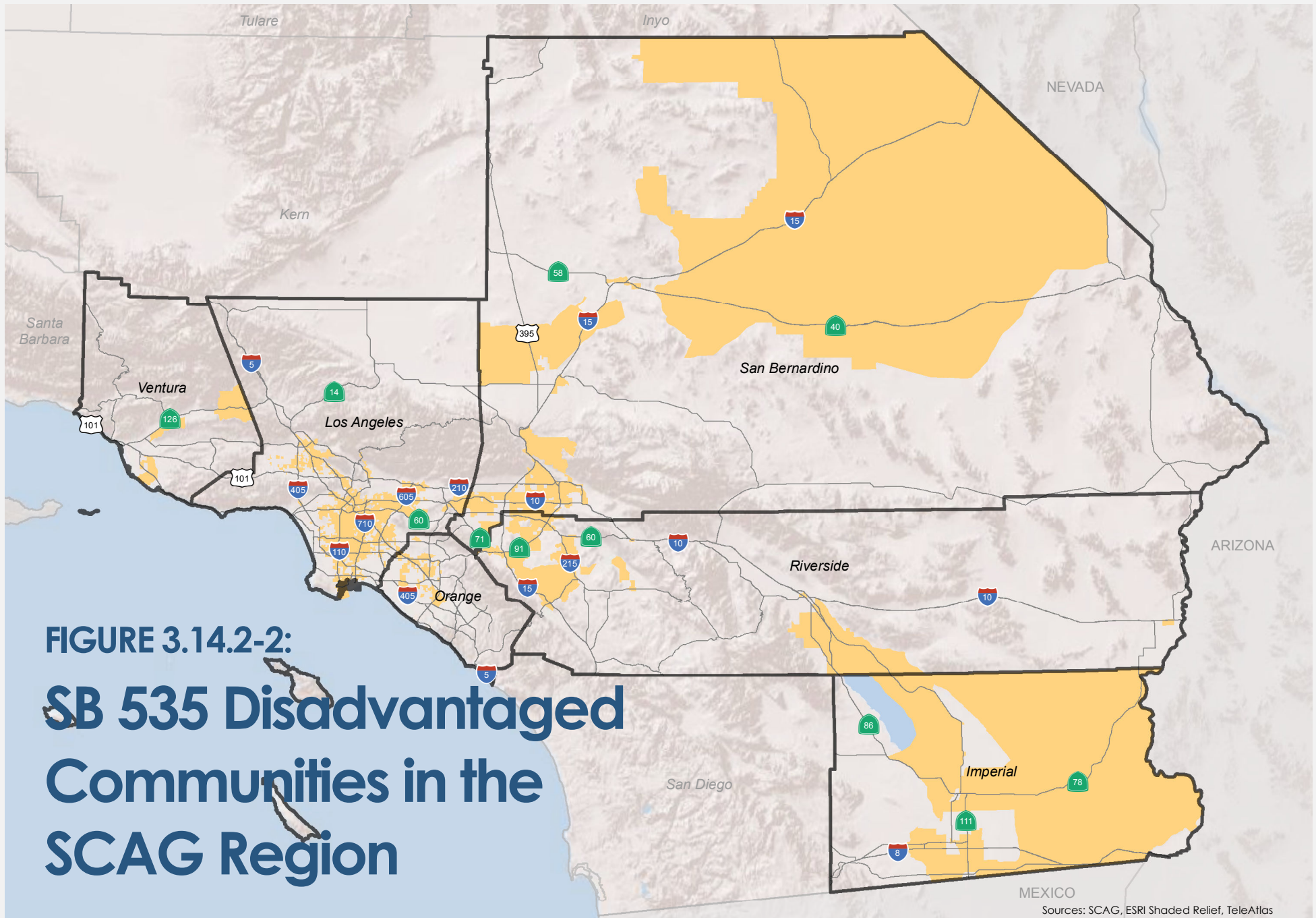


**FIGURE 3.14.2-1:**  
**Environmental**  
**Justice Areas**

Sources: SCAG, ESRI Shaded Relief, TeleAtlas

Qualifying Transportation Analysis Zones (TAZs)

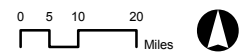


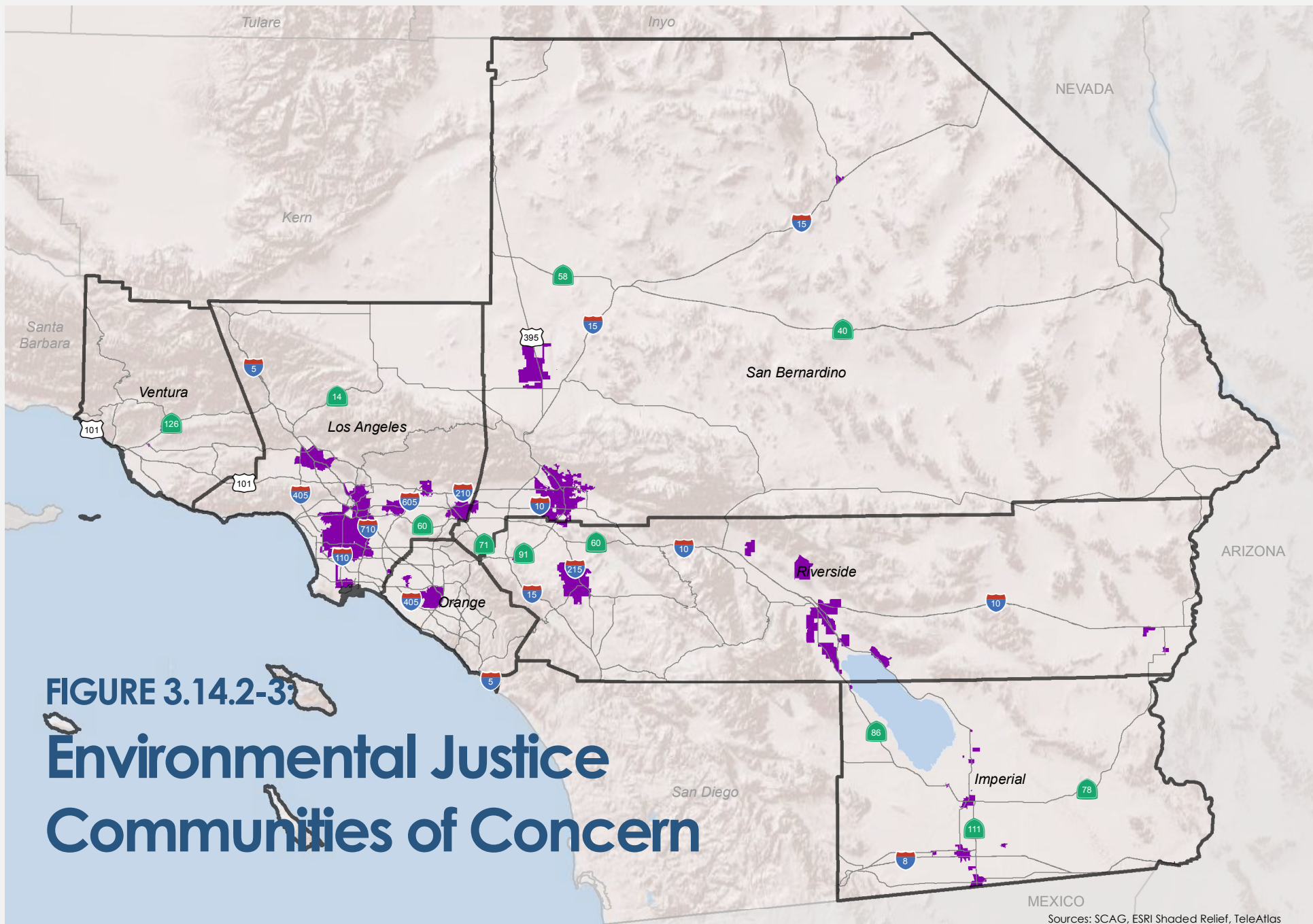


**FIGURE 3.14.2-2:  
SB 535 Disadvantaged  
Communities in the  
SCAG Region**

■ SB 535 Disadvantaged Areas

Sources: SCAG, ESRI Shaded Relief, TeleAtlas

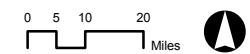




**FIGURE 3.14.2-3**  
**Environmental Justice**  
**Communities of Concern**

Sources: SCAG, ESRI Shaded Relief, TeleAtlas

■ Communities of Concern





**TABLE 3.14.2-6  
POVERTY RATES, 1990–2013**

County	1990 Poverty Rate <sup>1</sup>	2000 Poverty Rate <sup>1</sup>	2010 Poverty Rate <sup>1</sup>	2013 Poverty Rate <sup>2</sup>
Imperial	23.8%	22.6%	23.0%	22.7%
Los Angeles	15.1%	17.9%	17.1%	19.0%
Orange	8.5%	10.3%	11.7%	13.5%
Riverside	11.5%	14.2%	15.6%	17.4%
San Bernardino	12.7%	15.9%	17.6%	19.2%
Ventura	7.3%	9.2%	10.3%	12.0%
<b>SCAG region</b>	<b>13.2%</b>	<b>15.0%</b>	<b>15.9%</b>	<b>17.3%</b>
<b>State average</b>	<b>12.5%</b>	<b>14.2%</b>	<b>15.3%</b>	<b>16.8%</b>
<b>National average</b>	<b>13.1%</b>	<b>12.4%</b>	<b>14.9%</b>	<b>15.8%</b>

**SOURCE:**

<sup>1</sup> U.S. Census Bureau. Accessed 10 July 2015. *Poverty Rates by County: 1960-2010*. Available at: <http://www.census.gov/hhes/www/poverty/>

<sup>2</sup> U.S. Census Bureau, Small Area Income and Poverty Estimates (SAIPE) Program. Accessed 13 July 2015. *Small Area Income and Poverty Estimate (SAIPE) 1: All Ages in Poverty: 2013 - California (CA) - Selected Counties*. Available at: <http://www.census.gov/did/www/saipe/data/interactive/saipe.html>

The percentage of the population living in poverty in the SCAG region ranges from a low of 11 percent in Ventura County to a high of 23 percent in Imperial County (**Table 3.14.2-7, Percentage of the Population in the SCAG Region in Poverty—Individuals and Household**). The percentage of households living in poverty follows a comparable pattern with a low of 10 percent in Ventura County to a high of 25 percent in Imperial County. The data on poverty status of households were derived from answers to the income questions, as part of the outreach process undertaken by SCAG in preparation of the 2016 RTP/SCS. Since poverty is defined at the family level and not the household level, the poverty status of the household is determined by the poverty status of the householder. Households are classified as poor when the total income of the householder’s family is below the appropriate poverty threshold. The poverty thresholds vary depending on three criteria: size of family, number of related children, and, for one- and two-person families, age of householder. The Census Bureau uses a set of dollar value thresholds that vary by family size and composition to determine who is in poverty. If a family’s total income is less than the dollar value of the appropriate threshold, then that family and every individual in it are considered to be in poverty. Similarly, if an unrelated individual’s total income is less than the appropriate threshold, then that individual is considered to be in poverty.<sup>16</sup>

<sup>16</sup> U.S. Census Bureau. 2014. *American Community Survey and Puerto Rico Community Survey – 2014 Subject Definitions*. Available at: [http://www2.census.gov/programs-surveys/acs/tech\\_docs/subject\\_definitions/2014\\_ACSSubjectDefinitions.pdf](http://www2.census.gov/programs-surveys/acs/tech_docs/subject_definitions/2014_ACSSubjectDefinitions.pdf)

**TABLE 3.14.2-7  
PERCENTAGE OF THE POPULATION IN THE SCAG REGION IN POVERTY—  
INDIVIDUALS AND HOUSEHOLDS**

County	Individuals (Percentage)	Households (Percentage)
Imperial	23	25
Los Angeles	18	17
Orange	12	11
Riverside	16	15
San Bernardino	19	17
Ventura	11	10

**SOURCE:**

SCAG, 2009–2013 ACS 5-year estimates.

### Household Size

Household size in the SCAG region increased slightly between 2000 and 2014, from 3.16 persons per household to 3.18 persons per household, or an increase of the equivalent of 0.02 persons per household (**Table 3.14.2-8, Household Size**). Average household size does not vary significantly from one county to another. In descending order, San Bernardino and Riverside Counties' household size grew, while Ventura, Orange, Imperial, and Los Angeles Counties' household size declined between 2000 and 2014.

**TABLE 3.14.2-8  
HOUSEHOLD SIZE**

County	2000 <sup>1</sup>	2014 <sup>2</sup>	2000–2014 Change (Persons)
Imperial	3.42	3.5	–0.08
Los Angeles	3.14	3.0	–0.14
Orange	3.06	3.0	–0.06
Riverside	3.09	3.2	0.11
San Bernardino	3.17	3.3	0.13
Ventura	3.11	3.1	–0.01
<b>SCAG region</b>	<b>3.16</b>	<b>3.18</b>	<b>0.02</b>

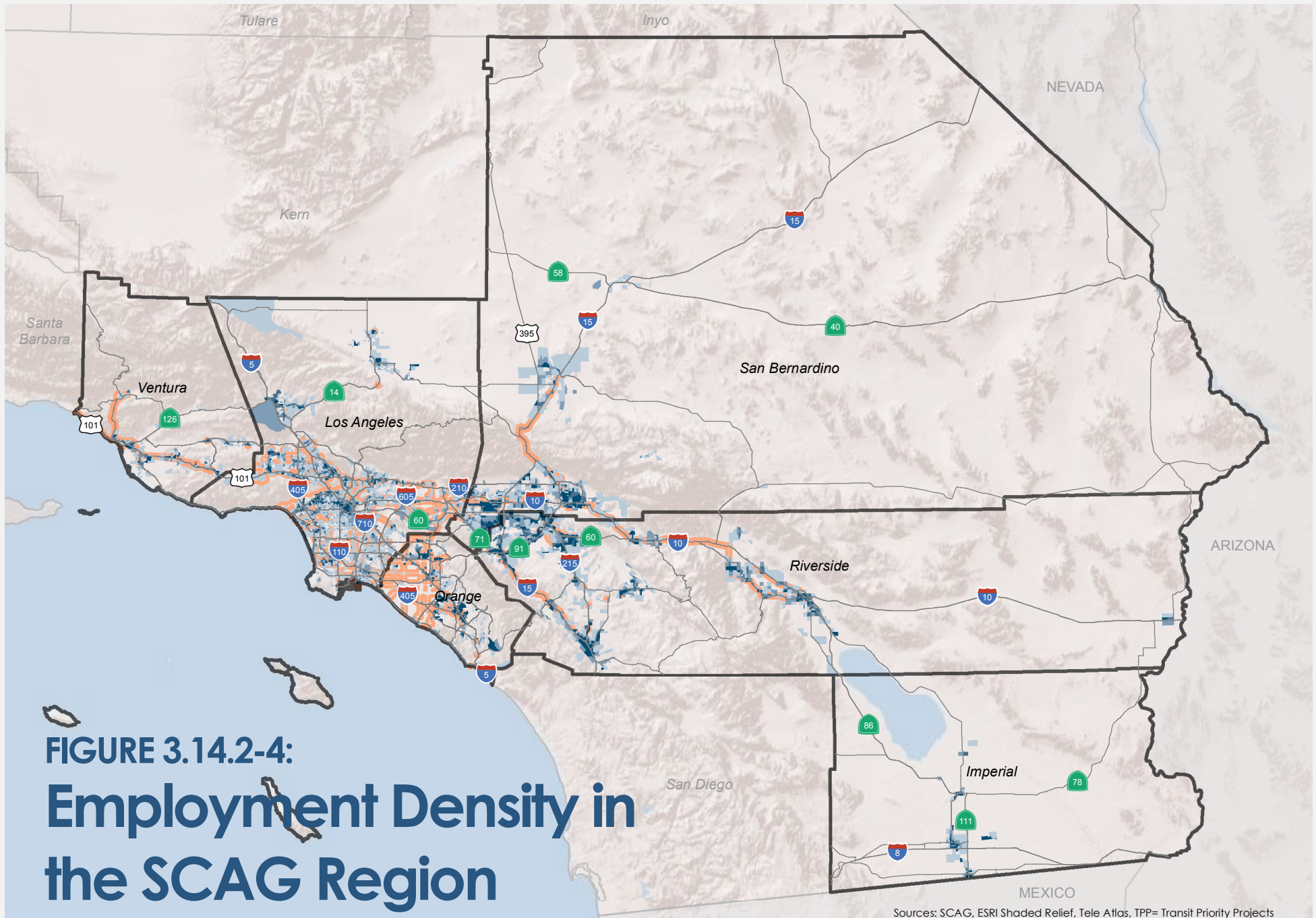
**SOURCE:**

<sup>1</sup> Southern California Association of Governments. March 2012. *Program Environmental Impact for the 2012–2035 RTP/SCS*. Growth Forecast Appendix, Table 6.

<sup>2</sup> Southern California Association of Governments. Accessed 11 September 2015. *Local Profiles of Imperial County, Los Angeles County, Orange County, Riverside County, San Bernardino County, and Ventura County*. Available at: <http://www.scag.ca.gov/DataAndTools/Pages/LocalProfiles.aspx>

### Employment

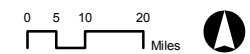
Throughout the SCAG region, jobs are frequently co-located along major transportation intersections and transportation corridors. **Figure 3.14.2-4, Employment Density in the SCAG Region**, depicts the employment density across the region. Employment trends in Southern California have long followed a



**FIGURE 3.14.2-4:**  
**Employment Density in**  
**the SCAG Region**

Sources: SCAG, ESRI Shaded Relief, Tele Atlas, TPP= Transit Priority Projects

<b>Employment Density (2008-2035)</b>	501 - 1,000
<b>(Jobs per Square Mile)</b>	1,001 - 1,500
Less than 100	Greater than 1,500
101 - 500	TPP Area in 2035



“boom and bust” cycle. Much of the 2000s saw a boom of housing development, particularly in the Inland Empire, only to be followed by a bust starting in 2008 which affected employment, particularly in the housing construction and service sectors. As of 2013, there were approximately 8 million jobs in the SCAG region (**Table 3.14.2-9, 2013 Employment by County—Incorporated Cities and Unincorporated Areas**). Based on the most recent available published data, the economy experienced a net increase in jobs, between 2000 and 2013, for three of the six counties in the SCAG region: Imperial, Orange, and Riverside (**Table 3.14.2-10, Employment Growth for 2000 to 2013**). The remaining counties in the SCAG region (Los Angeles, San Bernardino, and Ventura) all show a decline in jobs, as does the SCAG region as a whole. As of 2013, employment in Imperial County grew by 34.2 percent (15,854 jobs), employment in Orange County grew by 9.9 percent (141,630 jobs), and employment in Riverside County grew by 1.6 percent (10,236 jobs). The counties with the highest employment loss (in increasing order of percent of lost employment) are: Los Angeles County (1.2 percent loss), San Bernardino County (2.3 percent loss), and Ventura County (9.4 percent loss). Overall, the SCAG region gained approximately 37,089 jobs (or 0.5 percent) between 2000 and 2013.

**TABLE 3.14.2-9  
2013 EMPLOYMENT BY COUNTY—INCORPORATED CITIES AND UNINCORPORATED AREAS**

	Incorporated Cities	Unincorporated Areas	Total County
Imperial	61,158	996	62,154
Los Angeles	4,153,374	219,002	4,372,376
Orange	1,549,480	21,350	1,570,830
Riverside	578,981	75,455	654,436
San Bernardino	627,962	59,748	687,710
Ventura	307,249	32,539	339,788

**SOURCE:**

Southern California Association of Governments. Accessed 11 September 2015. *Local Profiles of Imperial County, Los Angeles County, Orange County, Riverside County, San Bernardino County, and Ventura County*. Available at: <http://www.scag.ca.gov/DataAndTools/Pages/LocalProfiles.aspx>

**TABLE 3.14.2-10  
EMPLOYMENT GROWTH FOR 2000 TO 2013**

County	2000 (Jobs)	2013 (Jobs)	2000–2013 Growth (Jobs)	Percent Change (2000–2013)
Imperial	46,300	62,154	15,854	34.2%
Los Angeles	4,424,900	4,372,375	-52,525	-1.2%
Orange	1,429,100	1,570,730	141,630	9.9%
Riverside	644,200	654,436	10,236	1.6%
San Bernardino	704,000	687,710	-16,290	-2.3%
Ventura	374,900	339,788	-35,112	-9.4%
<b>Total SCAG region</b>	<b>7,623,400</b>	<b>7,660,489</b>	<b>37,089</b>	<b>0.5%</b>

**SOURCE:**

State of California Employment Development Department. Accessed 29 June 2015. *Employment by Industry Data*. Available at: [http://www.labormarketinfo.edd.ca.gov/LMID/Employment\\_by\\_Industry\\_Data.html](http://www.labormarketinfo.edd.ca.gov/LMID/Employment_by_Industry_Data.html)

Southern California Association of Governments. Accessed 11 September 2015. *Local Profiles of Imperial County, Los Angeles County, Orange County, Riverside County, San Bernardino County, and Ventura County*. Available at: <http://www.scag.ca.gov/DataAndTools/Pages/LocalProfiles.aspx>

## Unemployment

Although unemployment rates declined between 2010 and 2014 for all counties in the SCAG region, rates of unemployment remain above 2000 unemployment rates in all counties (**Table 3.14.2-11, Unemployment Rates**). The 2014 (the most recent full year data available) unemployment rates in the SCAG region are among the highest in the country, exceeding the national and state average (6.2 percent and 7.5 percent, respectively). In 2014, Imperial County had the highest unemployment rate in the SCAG region (almost 24 percent), while Orange County had the lowest in the SCAG region (5.5 percent, below the national average). In 2014, the average unemployment rate in the SCAG region was 10.7 percent. The U.S. Department of Labor and the State of California only report labor statistics by County.

**TABLE 3.14.2-11  
UNEMPLOYMENT RATES**

County	2000 Unemployment Rate <sup>1</sup>	2010 Unemployment Rate <sup>3</sup>	2014 Unemployment Rate <sup>1</sup>
Imperial	17.5%	29.9%	23.6%
Los Angeles	5.4%	12.6%	8.3%
Orange	3.5%	9.5%	5.5%
Riverside	5.4%	14.5%	8.2%
San Bernardino	4.8%	14.2%	8.1%
Ventura	4.5%	10.8%	6.7%
<b>SCAG region</b>	<b>6.8%</b>	<b>15.3%</b>	<b>10.7%</b>
<b>State average</b>	<b>4.9%</b>	<b>12.4%</b>	<b>7.5%</b>
<b>National average<sup>2</sup></b>	<b>4.0%</b>	<b>9.6%</b>	<b>6.2%</b>

**SOURCE:**

<sup>1</sup> State of California Employment Development Department. Accessed 29 June 2015. *LMI by County*. Search Selection: "Unemployment Rates: Labor Force." Available at: [http://www.labormarketinfo.edd.ca.gov/LMI\\_by\\_County.html](http://www.labormarketinfo.edd.ca.gov/LMI_by_County.html)

<sup>2</sup> United States Department of Labor, Bureau of Labor Statistics. Accessed 29 June 2015. *Labor Force Statistics from the Current Population Survey*. Available at: <http://data.bls.gov/timeseries/LNS14000000>

<sup>3</sup> State of California. 19 April 2013. *Report 400C: Labor Force Data for Counties – Annual Average 2010 – Revised*. Available at: <http://www.calmis.ca.gov/file/lfhist/10aacou.pdf>

### 3.14.3 THRESHOLDS OF SIGNIFICANCE

The potential for the 2016 RTP/SCS to result in impacts related to population and housing was analyzed in relation to the questions contained in Appendix G of the State CEQA Guidelines. The Plan would normally be considered to have a significant impact to population and housing if it would:

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

## Methodology

The methodology for determining the significance of population, housing, and employment impacts compares the existing conditions to future (2040) conditions, as required in CEQA Section 15126.2(a). The CEQA Guidelines require “growth-inducing” impacts to be discussed. Such impacts occur when the proposed project could encourage economic or population growth, or remove obstacles to growth. Growth-inducing impacts include both changes in the amount and distribution of growth.

The 2016 RTP/SCS includes transportation projects and land use strategies to influence distribution patterns. These land use distribution patterns identify growth distribution and anticipated land use development to accommodate growth projections. The Regional Travel Demand Model (RTDM) used for this analysis captures pass-through traffic that does not have an origin or destination in the region, but does impact the region, so that too is included in the project analysis. Although a similar level of development is anticipated even without the Plan, the Plan would influence growth, including distribution patterns throughout the region, including targeting new growth in existing urbanized areas and high quality transit areas (HQTAs). To address this, the analysis in the PEIR covered overall impacts of transportation projects and anticipated land development patterns described in the 2016 RTP/SCS.

The 2016 RTP/SCS consists of a combination of vision, goals, guiding policies, performance measures, investments, and land use-transportation strategies (see **Section 2.0, Project Description**). In addition, different growth patterns were developed for a range of feasible alternatives to the 2016 RTP/SCS (see **Chapter 4.0, Alternatives**). Transportation projects in the 2016 RTP/SCS were reviewed to identify those that may involve right-of-way (ROW) acquisition and the potential for displacement of homes and businesses. These projects that might require acquisition of ROW were analyzed with a 500-foot buffer with a geographic information system (GIS) to generally identify locations within areas of residential land use that had the potential for large displacement of existing homes and businesses. **Table 3.14.3-1, Potential Displacement of Existing Homes and Businesses (in Acres)**, shows the results of the analysis with the potential acreage of these affected areas by county.

The potential for community disruption was assessed by evaluating the location of major transportation projects in relation to surrounding land uses and community development. Highway and transit extensions and major interchange projects were assumed to have a higher potential to disrupt or divide existing communities since they would involve the creation of new roadways. Highway widening and other projects along established transportation rights-of-way were assumed to have a lower potential to divide or disrupt existing communities and neighborhoods.

The analysis is based on general descriptions of transportation projects listed in the Plan (see **Appendix B, 2016 RTP/SCS Project List**) and is regional and programmatic in nature.

**TABLE 3.14.3-1  
POTENTIAL DISPLACEMENT OF EXISTING HOMES AND BUSINESSES (IN ACRES)**

Land Use	County						Total
	Imperial	Los Angeles	Orange	Riverside	San Bernardino	Ventura	
Commercial and services	89	5,382	4,049	2,912	1,657	516	14,605
General office	12	1,990	777	460	321	119	3,680
Industrial	7	6,703	1,639	1,383	1,256	189	11,177
Mixed commercial and industrial	0	68	135	12	15	6	235
Mixed residential	0	241	44	17	3	7	311
Mixed residential and commercial	0	124	19	31	16	3	193
Mobile homes and trailer parks	21	2,017	429	331	165	49	3,012
Multi-family residential	24	3,260	1,894	617	400	97	6,292
Rural residential	0	455	0	344	233	0	1,033
Single-family residential	152	8,397	3,543	2,090	1,770	270	16,222
<b>Total</b>	<b>305</b>	<b>28,637</b>	<b>12,529</b>	<b>8,197</b>	<b>5,836</b>	<b>1,257</b>	<b>56,761</b>

**SOURCE:**

SCAG GIS analysis and data, 2015.

### 3.14.4 IMPACT ANALYSIS

Implementation of the 2016 RTP/SCS would have a potential to influence the distribution of population, households, and employment. It is anticipated that significant impacts would include substantial induced population growth within urban areas that are adjacent to transit and new ROW acquisitions that could result in the displacement of a substantial number of existing businesses and homes, separation of residences from community facilities and services. While the 2016 RTP/SCS encourage growth in existing urbanized area, the proposed land use strategies would not accommodate all of the growth anticipated in the region. As exemplified in the PGF, some development would still be expected to occur in areas that would have the potential to convert open and natural land areas near the edge of existing urbanized areas to urban development.

Short-term construction-related impacts and long-term or permanent displacement, as well as off-site impacts from new facilities, would occur as a result of implementation of the 2016 RTP/SCS. Indirect impacts from the changes in population distribution expected to occur due to the 2016 RTP/SCS's transportation investments and land use policies are also identified.

**IMPACT PHE-1: Potential to induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure).**

***Significant Impact***

The 2016 RTP/SCS's land use strategies would accommodate new growth within existing urbanized areas, HQTAs, underutilized urban areas and existing suburban town centers. These areas have the potential to accommodate growth by integrating land use development patterns with transportation improvements that improve accessibility, increase mobility, and encourage the use of active transportation. However, these strategies might result in increased densities in some areas. Therefore, implementation of the 2016 RTP/SCS would have a potential to result in a significant impact requiring the consideration of mitigation measures.

As discussed in **Section 2.0, Project Description**, as well as earlier in this section, the 2016 RTP/SCS PGF is based on local input with a distribution of growth within and around HQTAs and other minor modifications at a regional policy level. The PGF represents the projected increase and distribution of people that would occur in 2040 if the policies and investments included in the Plan were to be implemented. The total SCAG region population is expected to increase by approximately 3.8 million persons at the end of the 2016 RTP/SCS planning period (2040). The land use development pattern of the 2016 RTP/SCS assumes a significant increase in small-lot, single-family, and multi-family housing that is expected to mainly occur in infill locations near transit infrastructure within HQTAs, including livable corridors<sup>17</sup> (**Table 3.14.2-1**) and neighborhood mobility areas.<sup>18</sup> In some cases, anticipated land use patterns assume that more housing within HQTA and other mobility areas would be built than is currently anticipated in local general plans. However the shift in housing type from large-lot to small-lot single-family homes would likely occur naturally due to changes in the marketplace and as developers accommodating in response to this new demand. In 2012, 55 percent of total housing units were single-family units and 45 percent were multi-family units. The 2016 RTP/SCS projects that in 2040, 33 percent of new homes in the SCAG region will be single-family units and 67 percent multi-family units.<sup>19</sup>

Of the 1,521,000 new housing units expected in 2040, 14 percent are anticipated to be large-lot single-family units, 19 percent small-lot single-family units, 11 percent townhome units, and 56 percent multi-family units.<sup>20</sup> Government Code Section 65080(b)(2)(B)(ii) requires that the RTP/SCS must accommodate all the population of the region, including all economic segments of the population, over the course of the planning period of the regional transportation plan. In accordance with Government Code Section 65080(b)(2)(B)(ii), this projected housing mix would help the region accommodate the projected housing needs over the life of the 2016 RTP/SCS, especially housing at the lower income categories. SCAG is currently moving towards improving the current distribution of households by income category in the region through the RHNA. Mandated by State Housing Law as part of the periodic (every eight years) process of updating local housing elements of the General Plan, the RHNA

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<sup>17</sup> Most Livable Corridors would be located within HQTAs.

<sup>18</sup> Neighborhood mobility areas are conducive to active transportation and include a "complete streets" approach to roadway improvements to encourage replacing single- and multi-occupant automobile use with biking, walking, skateboarding, neighborhood electric vehicles and senior mobility device.

<sup>19</sup> SCAG modeling, 2015.

<sup>20</sup> SCAG modeling, 2015.



quantifies the need for housing within each jurisdiction during the planning periods. The most recent RHNA Allocation Plan, which covered the planning period from January 1, 2014 through October 1, 2021, was adopted by SCAG's governing body, Regional Council, in October 2012.<sup>21</sup> The RHNA does not necessarily encourage or promote growth, but rather allows communities to anticipate growth. As such, communities may use the RHNA in land use planning; prioritizing local resource allocation; and in deciding how to address identified existing and future housing needs resulting from population, employment, and household growth.<sup>22</sup>

The 2016 RTP/SCS land use development pattern would accommodate 46 percent of the region's future household growth and 50 percent of the future employment growth in HQTAs,<sup>23</sup> while keeping jurisdictional totals consistent with local input. It moves the region towards more compact, mixed-use development with a variety of housing types leading to more opportunities for walking and biking, more transit use, and shorter auto trips. As part of this regional transportation-planning process, SCAG has included an extensive public outreach effort with low-income and minority communities that is reflected in this 2016 RTP/SCS with the goal of providing an equitable distribution of benefits, including associated public health benefits, and not a disproportionate share of the burdens associated with the Plan. Additionally, the integrated transportation investments and land use strategies in the 2016 RTP/SCS would influence economic (jobs) and household growth in some areas such as the HQTAs, and could remove some obstacles to growth in other parts of the region. Specifically, improved accessibility and connectivity potentially gained from transportation investments in the Plan, the Plan could facilitate population and economic growth to areas of the region that are currently not developed or underdeveloped. Therefore, implementation of the Plan would have a potential to induce growth in some areas of the SCAG region, requiring the consideration of mitigation measures.

## **IMPACT PHE-2: Potential to displace substantial amounts of existing housing, necessitating the construction of replacement housing elsewhere.**

### ***Significant Impact***

The construction of transportation projects that require the expansion of existing or designation of new ROWs have the potential to result in the displacement of existing housing, necessitating the construction of replacement housing, constituting a significant impact. In general, transportation projects included in the 2016 RTP/SCS would attempt to utilize existing ROWs to the maximum extent feasible. However, development of some highway, arterial, and transit projects included in the 2016 RTP/SCS would result in the disturbance and/or loss of residential and business uses. In particular, the 2016 RTP/SCS includes system expansion projects such as new freeway lane miles and new transit track miles that have the potential to result in the loss of land currently used for residential and business purposes. In past regional transportation plans, SCAG has envisioned a system of truck-only lanes extending from the San Pedro Bay Ports to downtown Los Angeles along the I-710, connecting to an

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<sup>21</sup> Southern California Association of Governments. Accessed 1 November 2015. *5<sup>th</sup> Cycle Regional Housing Needs Assessment Final Allocation, 1/1/2014-10/1-2021*. Available at: <http://www.scag.ca.gov/Documents/5thCyclePFinalRHNAplan.pdf>

<sup>22</sup> Southern California Association of Governments. Accessed 1 November 2015. *RHNA & Housing*. Available at: [www.scag.ca.gov/programs/Pages/Housing.aspx](http://www.scag.ca.gov/programs/Pages/Housing.aspx)

<sup>23</sup> Southern California Association of Governments. 5 November 2015. *Item No. 1 Staff Report: 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (2016 RTP/SCS) – Proposed Major Components*. Available at: <http://www.scag.ca.gov/committees/CommitteeDocLibrary/jointRCPC110515fullagn.pdf>

east-west segment, and finally reaching the I-15 in San Bernardino County (the East-West Freight Corridor). Significant progress towards a regional freight corridor system has continued. As part of the 2016 RTP/SCS, SCAG includes a refined concept for the east-west corridor component of the system and connections to an initial segment of I-15.<sup>24</sup> After adoption of the 2016 RTP/SCS, it is anticipated that additional study of alignments will be conducted, including an alternatives analysis completed as part of a full environmental review at the subsequent project-level.

The East-West Freight Corridor would carry between 58,000 and 78,000 trucks per day.<sup>25</sup> These are trucks that would be removed from adjacent general-purpose lanes and local arterial roads. These facilities, depending on the alignment, potentially would traverse through lands currently used for residential and business purposes. The final alignment would likely be adjacent to or concurrent with existing alignments, so the adverse effects on displacing homes and businesses would be minimized. Additional goods movement projects included in the Plan such as grade separations also have the potential to displace homes or businesses as many of the areas where grade separations are proposed would be in developed urban areas.

Geographic information systems (GIS) was used to analyze where major freeway, rail, and transit projects, such as those described above, would intersect areas used for residential development and business uses. A 500-foot potential impact zone was drawn around the freeway, rail and transit projects in the 2016 RTP/SCS to compute the number of acres that could potentially be affected by the construction and operation of major transportation projects in the Plan. **Table 3.11.3-1, Land Uses Located within 500 Feet of the Plan's Major Transportation Projects**, in **Section 3.11, Land Use and Planning**, shows the current land uses that are located within 500 feet of either side of the Plan's major transportation projects.<sup>26</sup>

As indicated in **Table 3.11.3-1**, many types of land uses would be impacted by the Plan's transportation projects including residential. In total, the 2016 RTP/SCS includes approximately over 78,800 lane miles including freeways, toll roads, major and minor arterials, collectors, high-occupancy toll (HOT), and high-occupancy vehicle (HOV) lanes.<sup>27</sup> These additional transportation facilities could displace homes and businesses in the region, constituting a significant impact requiring the consideration of mitigation measures.

Additionally, as previously analyzed, land use strategies included in the 2016 RTP/SCS would have a potential to displace substantial amounts of existing housing, necessitating the construction or replacement housing elsewhere. While this PEIR analyzes land use impacts on the communities at a regional level, it is possible that certain communities may be affected by the growth and land use strategies associated with the 2016 RTP/SCS, as well as potential displacement of substantial amounts of existing housing and construction or replacement housing elsewhere. The Plan includes land use

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<sup>24</sup> Southern California Association of Governments. December 2015. *2016-2040 Regional Transportation Plan/Sustainable Communities Strategy*. Los Angeles, CA.

<sup>25</sup> Southern California Association of Governments. December 2015. *2016-2040 Regional Transportation Plan/Sustainable Communities Strategy: Goods Movement Appendix*. Los Angeles, CA.

<sup>26</sup> Major Transportation Projects include but are not limited to projects that involve ground disturbing activities and projects outside of existing rights-of-way such as projects that require new rights-of-way, adding traffic lanes, and grade separation.

<sup>27</sup> Southern California Association of Governments. December 2015. *2016-2040 Regional Transportation Plan/Sustainable Communities Strategy: Highways & Arterials Appendix*. Los Angeles, CA.

strategies that would target the region's growth in the next 25 years in HQTAs, existing suburban town centers, and more walkable, mixed-use communities. Supported by other public amenities and transit services, housing in these areas tends to command higher premiums and may be attractive to more affluent residents and unaffordable to current residents in these areas. Therefore, substantial amounts of existing housing for current residents in some communities in the region may be replaced. However, this analysis should be viewed together with the proposed land use strategies to accommodate 47 percent of the region's future household growth in HQTAs.<sup>28</sup>

As the region's population is increasingly using transit and showing more interest in living and working in areas with active transportation opportunities or other transit-rich neighborhood and communities, it is anticipated that changes could occur in existing communities. As such, the potential for "gentrification," or the displacement of lower-income residents, could occur if new development brings higher-income residents into a neighborhood. Neighborhood residents in areas of low income and/or enclaves of marginalized minorities may not benefit from planned transit investment, stations, and other amenities (e.g., walkways and bikeways) that come with this new neighborhood revitalization. More affluent and less diverse residents have the potential to displace them because new development near transit areas could be popular and unaffordable. Hence, the potential to either indirectly or directly induce substantial population growth and displace a community in such an area could occur.

Despite the proposed land use strategies that could influence more housing developments in urbanized areas, the Plan would have the potential to displace substantial amounts of existing housing, necessitating the construction or replacement housing elsewhere, requiring the consideration of mitigation measures.

### **IMPACT PHE-3: Potential to displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.**

#### ***Significant Impact***

As indicated in **Table 3.11.3-1** and discussed above, all types of land uses, including residential uses, would be affected by Plan projects, resulting in the potential to displace substantial numbers of people, necessitating the construction of replacement housing elsewhere, constituting a significant impact. Additional residential land uses would be affected by the growth associated with the 2016 RTP/SCS. Displacement of affordable housing in some areas in the region could occur, and this could have an impact on communities as these types of units may not be replaced by affordable housing in the same areas. Therefore, the Plan would have the potential to displace substantial numbers of people, necessitating the construction of replacement housing elsewhere, constituting a potentially significant impact requiring the consideration of mitigation measures.

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<sup>28</sup> Southern California Association of Governments. 5 November 2015. *Item No. 1 Staff Report: 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (2016 RTP/SCS) – Proposed Major Components*. Available at: <http://www.scag.ca.gov/committees/CommitteeDocLibrary/jointRCPC110515fullagn.pdf>

### 3.14.5 CUMULATIVE IMPACTS

**IMPACT PHE-1: Potential to induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure).**

***Significant Cumulative Impact***

Implementation of the transportation projects included in the 2016 RTP/SCS, when taken into consideration with related development and infrastructure projects within the SCAG region and surrounding areas, would have the potential to result in an increase in land use density and development over the next 25 years. When considered in combination with other land use changes and infrastructure development in the SCAG region and surrounding counties, the Plan would have the potential to influence substantial population growth in the SCAG region and in areas near the SCAG region, thus constituting a significant cumulative impact with regard to the potential for inducing substantial population growth in an area, either directly or indirectly.

**IMPACT PHE-2: Potential to displace substantial amounts of existing housing, necessitating the construction of replacement housing elsewhere.**

***Significant Cumulative Impact***

Although the 2016 RTP/SCS includes a set of regional land use strategies that are intended to guide future land development patterns to focus new growth in HQTAs, existing suburban town centers, and walkable mixed-use communities, population growth will take place regardless of whether the transportation projects included in the 2016 RTP/SCS are implemented. By 2040, the SCAG region is anticipated to add an additional 3.8 million people regardless of the 2016 RTP/SCS. Improved mobility and accessibility from implementation of the Plan's transportation investments and strategies, integrated with land use strategies, could result in a population increase in areas within and beyond the SCAG region. Therefore, the Plan would result in significant cumulative impacts with regard to the potential for inducing substantial population growth in an area, either directly or indirectly, requiring the consideration of mitigation measures.

**IMPACT PHE-3: Potential to displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.**

***Significant Cumulative Impact***

Implementation of the Plan would also have the potential to displace substantial amounts of existing housing and substantial numbers of people, necessitating the construction of replacement housing elsewhere, including outside the region. The construction of transportation projects that require the expansion of existing or designation of new ROWs have the potential, when considered in combination with other land use changes and infrastructure development in the SCAG region and surrounding counties, to result in the displacement of existing housing, necessitating the construction of

replacement housing. These factors may cause people to move outside the region for both housing and/or employment needs. As indicated in the **Table 3.11.3-1** and discussed above, all types of land uses, including residential uses, would be impacted by Plan projects. Therefore, the Plan would result in significant cumulative impacts with regard to the potential to displace substantial amounts of existing housing, necessitating the construction of replacement housing elsewhere, requiring the consideration of mitigation measures.

### **3.14.6 MITIGATION MEASURES**

Mitigation measures as they pertain to each CEQA question related to population, housing, and employment are described below. Mitigation measures are categorized into two categories: SCAG mitigation and project-level mitigation measures. SCAG mitigation measures shall be implemented by SCAG over the lifetime of the 2016 RTP/SCS. Project-level mitigation measures can and should be implemented by Lead Agencies for transportation and development projects, as applicable and feasible.

**IMPACT PHE-1: Potential to induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure).**

#### *SCAG Mitigation Measures*

SCAG has no control over the amount of growth the region would experience during the implementation of the 2016 RTP/SCS. The regional growth and land use change forecasted in the 2016 RTP/SCS would be implemented by local jurisdictions through local plans and individual development projects. The 2016 RTP/SCS has been developed to accommodate forecasted regional growth, and failing to do so would be inconsistent with the applicable federal and state requirements for RTPs. In addition, precluding growth would conflict with the requirements to provide sufficient housing for the region's population contained in SB 375. As discussed above, Government Code Section 65080(b)(2)(B)(ii) requires that the RTP/SCS must accommodate all the population of the region, including all economic segments of the population, over the course of the planning period of the regional transportation plan. In order to avoid impacts from inducing substantial population growth in an area either directly or indirectly, SCAG shall implement the following mitigation measures:

**MM-LU-1(a)(1) through MM-LU-1(a)(8).**

**MM-PHE-1(a)(1):** SCAG shall work with local agencies to encourage and assist in implementation of growth strategies to create an urban form designed to focus development in HQTAs in accordance with the policies, strategies, and investments contained in the 2016 RTP/SCS, enhancing mobility and reducing land consumption.

**MM-PHE-1(a)(2):** SCAG's Sustainability Program shall be used to coordinate and provide information and resources to local agencies relating to changes in land use to accommodate future population growth while maintaining the quality of life in the region.

#### *Project-Level Implementation Measures*

**MM-LU-1(b).**

**IMPACT PHE-2: Potential to displace substantial amounts of existing housing, necessitating the construction of replacement housing elsewhere.**

*SCAG Mitigation Measures*

**MM-PHE-2(a)(1):** SCAG's Sustainability Program shall be used to build consensus in the region relating to changes in land use to accommodate future population growth while maintaining the quality of life in the region.

**MM-PHE-2(a)(2):** SCAG shall work with neighboring planning agencies and MPOs to ensure that plans and strategies can accommodate future population growth beyond SCAG's borders.

*Project-Level Implementation Measures*

**MM-PHE-2(b).** Consistent with the provisions of Section 15091 of the State CEQA Guidelines, SCAG has identified mitigation measures capable of avoiding or reducing the significant effects related to displacement that are within the jurisdiction and responsibility of Lead Agencies. Where the Lead Agency has identified that a project has the potential for significant effects, the Lead Agency can and should consider mitigation measures to minimize the displacement of existing housing and people and to ensure compliance with local jurisdiction's housing elements of their general plans, as applicable and feasible. Such measures may include the following, or other comparable measures identified by the Lead Agency:

- Evaluate alternate route alignments and transportation facilities that minimize the displacement of homes and businesses. Use an iterative design and impact analysis where impacts to homes or businesses are involved to minimize the potential of impacts on housing and displacement of people.
- Prioritize the use existing ROWs, wherever feasible.
- Develop a construction schedule that minimizes potential neighborhood deterioration from protracted waiting periods between right-of-way acquisition and construction.

**IMPACT PHE-3: Potential to displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.**

*SCAG Mitigation Measures*

**MM-PHE-2(a)(1) and MM-PHE-2(a)(2).**

*Project-Level Implementation Measures*

**MM-PHE-2(b).**

### **3.14.7 LEVEL OF SIGNIFICANCE AFTER MITIGATION**

**IMPACT PHE-1: Potential to induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure).**

Implementation of mitigation measures **MM-LU-1(a)(1)** through **MM-LU-1(a)(8)**, **MM-PHE-1(a)(1)** and **MM-PHE-1(a)(2)**, and **MM-PHE-1(b)** would reduce impacts related to inducing substantial increases in population under the 2016 RTP/SCS. However, direct, indirect, and cumulative impacts would remain significant and unavoidable.

**IMPACT PHE-2: Potential to displace substantial amounts of existing housing, necessitating the construction of replacement housing elsewhere.**

Implementation of Mitigation Measures **MM PHE-2(a)(1)**, **MM PHE-2(a)(2)**, and **MM-PHE-2(b)** would reduce potential impacts related to the displacement of existing housing. However, not all of the projects included in the 2016 RTP/SCS would be constructed in existing ROWs. As a result, a substantial amount of existing housing would likely be displaced due to development associated with projects in the 2016 RTP/SCS. Therefore, direct, indirect, and cumulative impacts would remain significant and unavoidable.

**IMPACT PHE-3: Potential to displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.**

Implementation of Mitigation Measures **MM-PHE-2(a)(1)**, **MM-PHE-2(a)(2)**, and **MM-PHE-2(b)** would reduce potential impacts related to displacement of substantial numbers of people requiring the construction of replacement housing elsewhere. However, not all of the projects included in the 2016 RTP/SCS would be constructed in existing ROWs. A substantial number of people would likely be displaced due to development associated with projects in the 2016 RTP/SCS. Therefore, direct, indirect, and cumulative impact would remain significant and unavoidable.