5.13 POPULATION AND HOUSING

This section of the Draft Environmental Impact Report (DEIR) examines the potential for socioeconomic impacts of the proposed Southeast Area Specific Plan on the City of Long Beach, including changes in population, employment, and demand for housing, particularly housing defined as "affordable."

Analysis in this section is based, in part, on population, housing, and employment data from the following sources:

- **US Census.** The official United States Census is described in Article I, Section 2 of the Constitution of the United States. It calls for an actual enumeration of the people every 10 years, to be used for apportionment among the states of seats in the House of Representatives. The United States Census Bureau publishes population and household data gathered in the decennial census. This information provides a record of historical growth rates in Long Beach and Los Angeles County.

- **California Department of Finance.** The Department of Finance (DOF) prepares and administers California's annual budget. Other duties include estimating population demographics and enrollment projections. DOF's "Table E-5: City/County Population and Housing Estimates," reports on population and housing estimates for the state, counties, and cities, January 2011–2015, benchmarked to base year 2010.

- **Southern California Association of Governments.** Policies and programs adopted by SCAG to achieve regional objectives are expressed in its 2016 RTP/SCS.

5.13.1 Environmental Setting

5.13.1.1 REGULATORY SETTING

State

California Housing Element Law

California planning and zoning law requires each city and county to adopt a general plan for future growth (California Government Code Section 65300). This plan must include a housing element that identifies housing needs for all economic segments and provides opportunities for housing development to meet that need. At the state level, the Housing and Community Development Department (HCD) estimates the relative share of California's projected population growth that would occur in each county based on California DOF population projections and historical growth trends. These figures are compiled by HCD in a Regional Housing Needs Assessment (RHNA) for each region of California. Where there is a regional council of governments, the HCD provides the

5. Environmental Analysis
POPULATION AND HOUSING

RHNA to the council. The council then assigns a share of the regional housing need to each of its cities and counties. The process of assigning shares gives cities and counties the opportunity to comment on the proposed allocations. The HCD oversees the process to ensure that the council of governments distributes its share of the state's projected housing need.

State law recognizes the vital role local governments play in the supply and affordability of housing. To that end, California Government Code requires that the housing element achieve legislative goals to:

- Identify adequate sites to facilitate and encourage the development, maintenance, and improvement of housing for households of all economic levels, including persons with disabilities.

- Remove, as legally feasible and appropriate, governmental constraints to the production, maintenance, and improvement of housing for persons of all incomes, including those with disabilities.

- Assist in the development of adequate housing to meet the needs of low and moderate income households.

- Conserve and improve the condition of housing and neighborhoods, including existing affordable housing. Promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status, or disability.

- Preserve for lower income households the publicly assisted multifamily housing developments in each community.

The State of California Housing Element laws (Section 65580 to 65589 of the California Government Code) require that each city and county identify and analyze existing and projected housing needs within its jurisdiction and prepare goals, policies, and programs to further the development, improvement, and preservation of housing for all economic segments of the community, commensurate with local housing needs.

Regional

Southern California Association of Governments

The Southern California Association of Governments (SCAG) represents Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura Counties. It is a regional planning agency and serves as a forum for addressing regional issues concerning transportation, the economy, community development, and the environment.

Regional Transportation Plan/Sustainable Communities Strategy

SCAG is responsible for the development of the Regional Transportation Plan every four years and the Regional Transportation Improvement Plan every two years. SCAG uses regional transportation plans to focuses on the relationship between jobs and housing and how it impacts mobility, minimizes congestion, and protects quality of life.

On April 7, 2016, SCAG's Regional Council adopted the 2016-2040 Regional Transportation Plan/ Sustainable Communities Strategy (2016 RTP/SCS). This long-range visioning plan balances future mobility and housing needs with economic, environmental, and public health goals. The 2016 RTP/SCS includes a strong commitment to reduce emissions from transportation sources to comply with Senate Bill 375, improve public health, and meet the National Ambient Air Quality Standards. It balances the region's future mobility and housing needs with economic, environmental, and public health goals. The RTP/SCS is required by the state of California and the federal government and is updated by SCAG every four years as demographic, economic, and policy circumstances change. The 2016 RTP/SCS is a living, evolving blueprint for the region's future (SCAG 2016).

Local

City of Long Beach Housing Element

The 2013–2021 General Plan Housing Element was adopted by the City on January 7, 2014 and adopted by HCD on April 2, 2014. The Housing Element describes demographics and existing characteristics of the City's housing supply, identifies special needs for housing in the community, and discusses obstacles to meeting those needs. Perhaps most importantly, the Housing Element establishes goals, policies, and implementation programs that are designed to meet local housing needs and to comply with state mandates related to housing. For example, the City is required to demonstrate that it is capable of providing housing opportunities consistent with its RHNA allocation as identified by SCAG. For more information about the City's RHNA allocation for the 2013–2021 period, see Subsection 5.13.1.2 below. Table 5.13-4 shows a breakdown of the City's current RNHA allocation.

City of Long Beach Local Coastal Program

The City's Local Coastal Program (LCP) was adopted by the Long Beach City Council in February 1980. Consistent with the California Coastal Act, the plan sets ground rules for resource management and urban development in the City's portion of the coastal zone, which includes approximately 70 percent of the Project area. Among other topics, the LCP discusses affordable housing in the coastal zone. The LCP's "general housing policy" establishes that, since the City as a whole generally exceeds its fair share of the region's low and moderate coast housing units, construction of new affordable units in the City's coastal zone is not required. However, project

5. Environmental Analysis
POPULATION AND HOUSING

applicants in the coastal zone are responsible for replacing affordable housing units on a one-for-one basis when removal of existing affordable units is proposed.

5.13.1.2   EXISTING CONDITIONS

Population Trends

The population of the City of Long Beach and Los Angeles County (for comparison purposes) from the 2000 and 2010 US Census and the 2015 California DOF estimate are shown below in Table 5.13-1. Note that the population growth percentage in the City of Long Beach between 2000 and 2015, 2.4 percent, was substantially less than the corresponding growth rate for Los Angeles County (6.5 percent).

Table 5.13-1   City of Long Beach and Los Angeles County Population, 2000–2015

	U.S. Census		DOF Estimate		
	2000	2010	2015	Change, 2000–2015	Percent Change, 2000–2015
City of Long Beach	461,522	462,257	472,779	11,257	2.4%
Los Angeles County	9,519,338	9,818,605	10,136,559	617,221	6.5%
Sources: US Census 2000 and 2010; DOF 2015.					

Population Forecast

Taking into account a combination of recent and past trends, technical assumptions, and local or regional growth policies, SCAG is able to generate regional growth forecasts for counties and their cities. SCAG's growth forecast for 2020 and 2040 for the City of Long Beach and County of Los Angeles are shown below and compared to Census estimates for 2015 (the most recent year for which estimates are available) in Table 5.13-2.

Table 5.13-2   Population Forecast – City of Long Beach and Los Angeles County

	DOF Estimate	SCAG Projections			
	2015	2020	2040	Change, 2015–2040	Percent Change, 2015–2040
City of Long Beach	472,779	478,300	484,500	11,721	2.5%
Los Angeles County	10,136,559	10,326,200	11,514,800	1,378,241	13.6%
Source: DOF 2015; SCAG 2016.					

As shown in Table 3-2 of Chapter 3, *Project Description* of this DEIR, the existing population in the Project area is estimated to be 6,486 residents.

Housing

Housing unit type characteristics within the City of Long Beach and Los Angeles County are detailed below in Table 5.13-3.

Table 5.13-3   Housing Units – City of Long Beach and Los Angeles County

Housing Unit Type	City of Long Beach	Los Angeles County
Single-Family Detached	74,474	1,720,724
Single-Family Attached	10,123	229,493
Multi-Family	89,474	1,465,635
Mobile Homes	2,346	58,300
Total	176,417	3,474,152
Average Household Size	2.82	3.02
Vacancy Rate, Percent	7.1%	5.9%
Source: DOF 2015.		

Regional Housing Needs Assessment

The RHNA is mandated by state housing law as part of the periodic process of updating housing elements of local general plans. State law requires that housing elements identify RHNA targets set by California's HCD to encourage each jurisdiction in the state to provide its fair share of very low, low, moderate, and upper income housing. The RHNA does not promote growth, but provides a

5. Environmental Analysis
POPULATION AND HOUSING

long-term outline for housing within the context of local and regional trends and housing production goals.

SCAG determines total housing need for each community in southern California based on three general factors: 1) the number of housing units needed to accommodate future population and employment growth; 2) the number of additional units needed to allow for housing vacancies; and 3) the number of very low, low, moderate, and above moderate income households needed in the community. Additional factors used to determine the RHNA include tenure, the average rate of units needed to replace housing units demolished, and other factors.

The City of Long Beach's RHNA allocation for the 2014–2021 period is shown in Table 5.13-4. The City is required to ensure that sufficient sites planned and zoned for housing are available to accommodate its need and to implement proactive programs that facilitate and encourage the production of housing commensurate with its housing needs.

Table 5.13-4   City of Long Beach RHNA Allocation, 2014–2021

Household Income Category	Target (Units)
Extremely Low Income	886
Very Low Income	887
Low Income	1,066
Moderate Income	1,170
Above Moderate Income	3,039
Total	7,048
Source: City of Long Beach Housing Element 2013-2021, 2014.	

The housing sites inventory used by the City's Housing Element to demonstrate that the City can accommodate its 2014–2021 RHNA allocation identifies 31 housing sites in central and western Long Beach. The inventory does not identify sites in the Project area or surrounding vicinity.

Housing Forecast

SCAG forecasts the number of households in the City of Long Beach to increase by 25,400 units between 2012 and 2040, as shown below in Table 5.13-5. Household forecasts for the Los Angeles County are provided as a comparison.

Table 5.13-5   Households Forecast – City of Long Beach and Los Angeles County

	2012	2040	Change, 2008-2040	Percent Change, 2008-2040
City of Long Beach	163,800	175,500	11,700	7.1%
Los Angeles County	3,257,600	3,946,600	689,000	21.2%
Source: SCAG 2016.				

Per Table 3-2, the Project area has approximately 4,079 units. Residential development is located predominantly north of the Los Cerritos Channel with the exception of homes in the Marina Pacifica neighborhood. The Project area is made up of several residential neighborhoods, each distinctly different by housing type, site layout, relationship to the water, public accessibility, and age (see Figure 4-3, *Neighborhoods*).

Employment

Based on the US Census 2009-2013 American Community Survey 5-Year Estimates, there are 244,464 jobs in the City of Long Beach and 5,074,731 jobs in Los Angeles County.

The largest employers by number of employees in the City, in descending order are the Boeing Company, Long Beach Unified School District, City of Long Beach, California State University Long Beach, and Long Beach Memorial Medical Center (Long Beach 2014).

Employment Projections

SCAG employment projections for the City of Long Beach and Los Angeles County for 2020 and 2040 are shown below in Table 5.13-6.

Table 5.13-6   Employment Projections – City of Long Beach and Los Angeles County

	2012	2020	2040	Change, 2008-2040	Percent Change, 2008-2040
City of Long Beach	153,200	165,800	181,700	28,500	918.6%
Los Angeles County	4,246,600	4,662,500	5,225,800	979,200	23.1%
Source: SCAG 2016.					

5. Environmental Analysis
POPULATION AND HOUSING

Currently, there are approximately 3,555 workers within the Project area. Existing employment areas include the Bixby Plaza, the Marketplace, Marina Shores Shopping Center, Marina Pacifica Mall, and commercial and retail uses near Loynes Drive and Pacific Coast Highway.

Jobs-Housing Balance

The jobs-housing ratio is a general measure of the total number of jobs and housing units in a defined geographic area, without regard to economic constraints or individual preferences. The balance of jobs and housing in an area—in terms of the total number of jobs and housing units as well as the type of jobs versus the price of housing—has implications for mobility, air quality, and the distribution of tax revenues. The jobs/housing ratio is one indicator of the Project's effect on growth and quality of life in the Project area.

SCAG applies the jobs-housing ratio at the regional and subregional levels to analyze the fit between jobs, housing, and infrastructure. A major focus of SCAG's regional planning efforts has been to improve this balance. Jobs-housing goals and ratios are advisory only. No ideal jobs-housing ratio is adopted in state, regional, or city policies. The American Planning Association (APA) is an authoritative resource for community planning best practices, including recommendations for assessing jobs-housing ratios. Although the APA recognizes that an ideal jobs-housing ratio will vary from jurisdiction to jurisdiction, its recommended target for an appropriate jobs-housing ratio is 1.5, with a recommended range of 1.3 to 1.7 (Weltz 2003).

As shown in Table 5.13-7, the jobs-housing balance in Long Beach is forecast to decrease between 2012 and 2040, from 1.07 to 0.97 and would remain housing-rich. The jobs-housing balance in Los Angeles County is estimated to decrease slightly from 0.77 to 0.76 during the same period and become more housing-rich.

Table 5.13-7   Jobs-Housing Balance

	Year	Employment	Households	Jobs-Housing Ratio
City of Long Beach	2012	153,200	163,800	1.07
	2040	181,700	175,500	0.97
Los Angeles County	2012	4,246,600	3,257,600	0.77
	2040	5,225,800	3,946,600	0.76
Source: SCAG 2016.				

5.13.2 Thresholds of Significance

According to Appendix G of the CEQA Guidelines, a project would normally have a significant effect on the environment if the project would:

P-1   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).

P-2   Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere.

P-3   Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.

The Initial Study, included as Appendix A, substantiates that impacts associated with thresholds P-2 and P-3 would be less than significant. However, due to input received from members of the public, this DEIR has been prepared as a "full scope" EIR, where every environmental topic listed in Appendix G of the CEQA Guidelines is evaluated. Therefore, all the above thresholds are addressed in the following analysis.

5.13.3 Environmental Impacts

The following impact analysis addresses impacts related to population and housing. The applicable thresholds are identified in brackets after the impact statement.

Impact 5.13-1: Implementation of the proposed Project would introduce 8,648 additional residents into the Project area. [Threshold P-1]

Impact Analysis: The potential population, housing, and employment impacts resulting from the proposed Project are addressed below.

Conventional Zoning Area

Under the proposed Project, the nine-acre area outside the proposed Specific Plan would be extracted from the existing Southeast Area Development Improvement Plan (PD-1) zone and converted to conventional zoning (Single-Family Residential). Despite these zoning designation revisions that would be undertaken, no physical change (e.g., additional development intensity, redevelopment) would be expected to occur within this area and all existing uses (which include 39 units and 16,693 square feet of public use) would be expected to remain. Therefore, no population, housing or employment impacts would be anticipated to occur.

5. Environmental Analysis
POPULATION AND HOUSING

Southeast Area Specific Plan Area

Housing Growth

The Southeast Area Specific Plan would accommodate the development of up to 5,439 additional residential units within the Project area (and the City), as shown in Table 3-2, *Southeast Area Specific Plan Land Use Summary*. The majority of this increase in population would occur along the Pacific Coast Highway corridor where mixed uses would be allowed. Using an occupancy rate of 92.9 percent for the City of Long Beach, 5,439 additional residential units would generate approximately 5,053 additional households in the Project area (Census 2010).

Comparatively, the estimated growth in households due to buildout of the Specific Plan—5,053 households—would be within SCAG's forecast household increase for the City of Long Beach of 11,700 by 2040 (see Table 5.13-5) and represents 43.2 percent of the forecast household growth by 2040.

Additionally, the Specific Plan is consistent with the City's and SCAG goals to provide additional housing opportunities in Long Beach. The additional housing units (type and number of) permitted under the Specific Plan would also provide an opportunity to provide affordable housing units in Long Beach consistent with the goals and policies of the City's Housing Element (see analysis under Impact 5.13-3, below). For these reasons, project-related impacts related to housing growth would be less than significant.

Population Growth

Buildout under the Southeast Area Specific Plan would result in an increase of approximately 8,648 residents over existing conditions, as shown in Table 3-2, *Southeast Area Specific Plan Land Use Summary*. As discussed above, the majority of this increase in would occur along the Pacific Coast Highway corridor where mixed uses would be allowed. The estimated population growth due to buildout of the Specific Plan would be well within SCAG's forecast population growth from 2015 to 2040 for the City of Long Beach and represents only 73.8 percent of that 11,721 projected increase (see Table 5.13-2). Thus, project-generated population growth impacts would be less than significant.

Employment Growth

Buildout of the proposed Project would result in an increase of approximately 560 new jobs within the Specific Plan area (and the City). The forecast increase in employment is within SCAG's forecast employment net increase for the City of Long Beach from 2012 to 2040—28,500 jobs—and represents 2.0 percent of the forecast employment growth by 2040. Therefore, project-related employment growth impacts would not be significant.

Jobs-Housing Balance

Project impacts on the jobs-housing balance are estimated by comparing employment and household buildout statistics of the proposed Specific Plan to that of SCAG's 2040 projections. As shown in Table 5.13-8, at buildout of the proposed Specific Plan, the jobs-housing ratio for the City of Long Beach is estimated to be 0.99 or slightly greater than SCAG's projection of 0.97 for the City in 2040. This implies that the proposed Project would make the City nominally more jobs-rich, which would be consistent with the City's goal to provide both additional housing opportunities and additional job opportunities in Long Beach. Overall, the difference between SCAG's projected 2040 jobs-housing ratio for the City (0.97) and the ratio under the proposed Project (0.99) is negligible. Furthermore, a ratio of 0.99 is slightly more balanced. Therefore, impacts related to jobs-housing balance would be less than significant.

Table 5.13-8   Projected Jobs-Housing Balance

Year	Employment	Households	Jobs-Housing Ratio
SCAG 2040 Projection	181,700	175,500	0.97
Net increase due to proposed Project	560	5,053[1]	NA
SCAG 2040 Projection + Proposed Project	182,260	180,553	0.99

Source: SCAG 2016.

[1] The projected net increase in households (that is, occupied housing units) is the estimated net project-generated increase in housing units (5,439) multiplied by the housing occupancy rate in the City of Long Beach counted in the 2010 US Census, which was 92.9 percent.

Impact 5.13-2: Implementation of the proposed Project would not displace existing housing units or residents. [Thresholds P-2 and P-3]

Impact Analysis: The proposed Specific Plan changes land use designations and allows for development in the Project area. Although residential uses within the Project area may be redeveloped during implementation of the Specific Plan, adoption of the Specific Plan does not approve any specific development or redevelopment project. Accordingly, any displacement of housing units would be expected to be minimal and incremental in relation to the lifespan of the Specific Plan. Furthermore, buildout of the proposed Project would result in a net increase in dwelling units and residents, as described in Chapter 3, *Project Description*, of this DEIR. Therefore, the Project would not lead to the displacement of a substantial number of existing housing units or people. Impacts related to housing and population displacement would be less than significant.

5. Environmental Analysis
POPULATION AND HOUSING

Impact 5.13-3: **Implementation of the proposed Project would be consistent with the City's RHNA allocation and would offer opportunities for the construction of a wide range of housing types.**

Impact Analysis: As part of the City's mandate to demonstrate that it can accommodate its RHNA allocation for the period between 2014 and 2021, the City's Housing Element includes an inventory of housing sites suitable and available for the future construction of new housing units. These sites, along with housing projects that were entitled or proposed at the time the Housing Element was written, are used to show that the construction of 7,048 affordable units in Long Beach is feasible between 2014 and 2021. As described on Page 86 of the Housing Element, specific criteria were used to identify the housing sites, including an emphasis on groups of parcels where densities can exceed 30 units per acre. As shown in Figure 10 of the Housing Element, all 31 housing sites are located in the densely-populated central and western parts of the City; almost half are along or near Long Beach Boulevard, a corridor with a high level of transit access. None of the housing sites are located in or near the Project area. Therefore, the Project is not obligated to accommodate a specific number of affordable housing units or a precise share of the City's RNHA allocation.

However, the proposed Specific Plan would not preclude the construction of new affordable housing units in the Project area, should developers choose to pursue that type of development. Permitted uses, development standards, and design guidelines identified in the Specific Plan would allow and encourage a variety of dwelling unit types. For example, the required minimum unit size is 600 square feet and up to 15 percent of units in a project would be a minimum of 450 square feet if certain conditions are met (see Chapter 5, *Development Standards*, of the Specific Plan). Allowing smaller units provides developers a financial incentive to construct affordable housing units. For this reason, implementation of the Project would provide new opportunities for the construction of affordable housing. Impacts related to consistency with the City's RHNA allocation would be less than significant.

5.13.4 Cumulative Impacts

Inducement of Population Growth

Future development projects associated with buildout of the City's General Plan would include the development of residential and nonresidential uses in Long Beach; projections for net increases in population, housing, and employment in the City between existing conditions and 2035 are discussed above in Section 5.13.1, *Environmental Setting*. Growth under the proposed Project would only represent a small share of growth projected for the City. Therefore, the Project, in combination with buildout of the City's General Plan, would not be expected to exceed the population, housing, and employment growth projections for the City. Additionally, the City is predominantly built out. Therefore, other development projects within the City would mostly be associated with

redevelopment and/or reuse of existing structures rather than the type of development—large projects on large undeveloped parcels of land—that are typically constructed in a community experiencing substantial growth inducement. Further, redevelopment and reuse conforming to existing General Plan land use designations is forecast to decrease the jobs-housing ratio in the City slightly, from 1.07 in 2012 to 0.97 in 2040 (see Table 5.13-7). As a result, cumulative impacts related to inducement of population growth would be less than significant.

Displacement of Housing Units and Residents

As described above under Impact 5.13-2, implementation of the proposed Project would not directly displace housing units or residents. Furthermore, the surrounding vicinity and the City of Long Beach as a whole are generally built out, and there are no projects proposed at this time that would displace large numbers of housing units or residents. Therefore, implementation of cumulative development would not combine with the Southeast Area Specific Plan to result in cumulatively considerable impacts related to displacement. Cumulative impacts of the Project would be less than significant.

5.13.5 Existing Regulations

- California Housing Element Law: Government Code Section 65300
- SCAG 2016 RTP/SCS
- City of Long Beach Housing Element
- City of Long Beach LCP

5.13.6 Level of Significance Before Mitigation

Upon implementation of regulatory requirements, Impacts 5.13-1 through 5.13-3 would be less than significant.

5.13.7 Mitigation Measures

No significant project-level or cumulative impacts to population and housing were identified and no mitigation measures are necessary.

5.13.8 Level of Significance After Mitigation

No mitigation measures are required and impacts would remain less than significant.

5. Environmental Analysis
POPULATION AND HOUSING

5.13.9 References

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