



## 4.14 POPULATION AND HOUSING

This section describes the existing population and housing characteristics in both the City of Banning (City) and the County of Riverside (County). This section is based on sources of demographic information provided by the Southern California Association of Governments (SCAG), the California Department of Finance (DOF), and the United States Census Bureau.

While development of the Mt. San Jacinto College (MSJC) Site is not anticipated at this time, a programmatic discussion of potential impacts to population and housing that may result from future development is provided in **Chapter 5.0** of this Environmental Impact Report (EIR).

### 4.14.1 Scoping Process

The City received nine comment letters during the public review period of the Notice of Preparation (NOP). For copies of the NOP comment letters, refer to **Appendix A** of this EIR. One comment letter included comments related to population and housing. No comments on population and housing were received during the Scoping Meeting that occurred on Thursday, February 18, 2021.

- The letter from SCAG dated March 3, 2021, provides background information to assist with a consistency analysis of the Development Site with the 2020–2045 Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS or Connect SoCal) plan. The SCAG letter also provides SCAG adopted forecasts for population, households, and employment within the City of Banning and the SCAG region. Finally, the letter recommends utilizing the Final Program Environmental Impact Report (Final PEIR) for the RTP/SCS for mitigation measure development guidance, as appropriate.

### 4.14.2 Methodology

City and County demographic data were used to describe the existing population and housing characteristics in the City and County. SCAG projections for these topics were identified for the existing conditions and Specific Plan buildout. City goals and policies regarding population and housing were used to evaluate potential direct and indirect impacts that could result from development of the Development Site.

### 4.14.3 Existing Environmental Setting

The Development Site is partly within the City of Banning and partly within unincorporated Riverside County within the Sphere of Influence (SOI) of the City. The Development Site consists of undeveloped vacant land. Therefore, the Development Site does not currently contain or support a population, nor does it generate employees.

#### 4.14.3.1 Households, Employment, and Population

SCAG, the regional planning agency for the six-county Southern California region that includes Los Angeles, Orange, Riverside, San Bernardino, Ventura, and Imperial Counties, is responsible for preparing a regional growth forecast in conjunction with its efforts to prepare an RTP/SCS for its regional planning area. SCAG's Connect SoCal, adopted in September 2020, is a Regional Transportation Plan/Sustainable Communities Strategy plan developed pursuant to Senate Bill (SB)



375 to assist in the State’s reduction of greenhouse gas emissions by considering land use allocation in its regional transportation plan. Connect SoCal thus builds upon and expands land use and transportation strategies to increase mobility options and achieve more sustainable growth patterns. The SCAG RTP/SCS Growth Forecast is meant to provide a common foundation for regional and local planning, policymaking, and infrastructure provision within the SCAG region. The City is characterized by urban areas, including single-family and multifamily residential uses and concentrations of retail, office, and industrial uses surrounded by land that has traditionally been utilized for farming, cattle grazing, and equestrian uses. The growth forecast for the City and County in the SCAG RTP/SCS Growth Forecast is provided below in **Table 4.14.A: 2020 SCAG Population, Housing, and Employment Forecasts (2016–2045)**. These projections are used as a reference point for discussing population and housing growth throughout this section.

**Table 4.14.A: 2020 SCAG Population, Housing, and Employment Forecasts (2016–2045)**

	2016	2045	2016–2045 Increase	% Change 2016–2045
<b>Total Population</b>				
City of Banning	31,000	41,500	10,500	33.9%
Riverside County	2,364,000	3,252,000	888,000	37.6%
<b>Total Households</b>				
City of Banning	10,900	16,100	5,200	47.7%
Riverside County	716,000	1,086,000	370,000	51.7%
<b>Total Employment</b>				
City of Banning	7,300	11,400	4,100	56.2%
Riverside County	743,000	1,103,000	360,000	48.5%

Source: Southern California Association of Governments (SCAG). 2020. *2020–2045 RTP/SCS Final Demographics and Growth Forecast*. Website: [https://scag.ca.gov/sites/main/files/file-attachments/0903connectsocial\\_demographics-and-growth-forecast.pdf?1606001579](https://scag.ca.gov/sites/main/files/file-attachments/0903connectsocial_demographics-and-growth-forecast.pdf?1606001579) (adopted September 3, 2020).

RTP/SCS = Regional Transportation Plan/Sustainable Communities Strategy

**Households** As shown in **Table 4.14.A**, the number of households<sup>1</sup> in the City is expected to increase by approximately 5,200, from 10,900 in 2016 to 16,100 in 2045, or an approximate increase of 47.7 percent between 2016 and 2045 (approximately 1.6 percent per year). Per SCAG’s forecast, total households in Riverside County are expected to increase by approximately 370,000, from 716,000 in 2016 to 1,086,000 in 2045, or an approximate increase of 51.7 percent between 2016 and 2045.

As noted above, the County was forecast to experience an approximately 51.7 percent (1.8 percent per year) increase in households between 2016 and 2045. By forecasting a greater percentage of household growth than population growth, the SCAG growth forecast projects a decrease in the average household size in both the City and the County in coming years.

**Employment.** Total employment in Riverside County is expected to increase by approximately 360,000, from 743,000 in 2016 to 1,103,000 in 2045, or an approximate increase of 48.5 percent

<sup>1</sup> The Southern California Association of Governments forecasts “households” rather than housing units. As defined by the United States Census Bureau, “households” are equivalent to occupied housing units.



between 2016 and 2045. This increase is commensurate with the population and housing increases discussed above.

In the City of Banning, total employment is expected to increase by approximately 4,100, from 7,300 in 2016 to 11,400 in 2045, or an approximate increase of 56.2 percent between 2016 and 2045. This increase is commensurate with the population and housing increases discussed above.

**Population.** The City of Banning’s population is expected to increase by approximately 10,500, from 31,000 in 2016 to 41,500 in 2045, or an approximate increase of 33.9 percent between 2016 and 2045, a 1.17 percent annualized increase.<sup>2</sup>

The population in Riverside County is expected to increase by approximately 888,000, from 2,364,000 in 2016 to 3,252,000 in 2045, or an approximate increase of 37.6 percent between 2016 and 2045. Riverside County is forecast to experience a higher population overall growth rate than the City at approximately 37.6 percent (approximately 1.30 percent annualized) between 2016 and 2045.

#### 4.14.3.2 Age Characteristics

A city’s age distribution often shapes its housing demand because different age groups prefer different types of housing. According to the City of Banning Housing Element, the City’s population is aging. **Table 4.14.B: Riverside County and City of Banning Age Characteristics (2015–2019)** provides a comparison of the City’s and County’s population by age group using data from the 2014–2018 American Community Survey (ACS) 5-year estimate. According to the ACS data, the City’s median age is 41.5 years.

**Table 4.14.B: Riverside County and City of Banning Age Characteristics (2015–2019)**

Age Group	Riverside County		City of Banning	
	Persons	Percentage	Persons	Percentage
Under 18 Years	614,149	25.5%	7,067	22.7%
18 to 24 Years	237,421	9.8%	2,651	8.5%
25 to 44 Years	643,198	26.6%	7,016	22.6%
45 to 64 Years	576,096	23.9%	5,812	18.7%
65 and Over	340,575	14.1%	8,526	27.4%
<b>Total</b>	<b>2,411,439</b>	<b>100%</b>	<b>31,072</b>	<b>100%</b>
<b>Median Age</b>	<b>35.6</b>		<b>41.5</b>	

Source: United States Census Bureau. 2015–2019 American Community Survey 2019 5-Year Estimate Table S0101, [https://data.census.gov/cedsci/table?q=S0101&g=0500000US06065\\_1600000US0603820&tid=ACST5Y2019.S0101&hidePreview=true](https://data.census.gov/cedsci/table?q=S0101&g=0500000US06065_1600000US0603820&tid=ACST5Y2019.S0101&hidePreview=true) (accessed August 3, 2021).

As shown in **Table 4.14.B**, the City and County have similar proportions of residents under the age of 18 (22.7 percent and 25.5 percent, respectively). The City has a lower percentage of residents between the ages of 18 and 24 years (8.5 percent and 9.8 percent, respectively) and the ages of 25

<sup>2</sup> According to the US Census estimates, the City’s population in July 2022 was 30,683. Therefore, the City’s actual population change between 2016 and 2022 (-1.0 percent) appears to run counter to the growth trend forecast by SCAG. See <https://www.census.gov/quickfacts/fact/table/banningcitycalifornia/PST045222> (accessed November 2023). The SCAG estimates have been appropriately used for forecast purposes.



and 44 (22.6 percent, compared to 26.6 percent for the County). The City also has a lower percentage of residents between the ages of 45 and 64 (18.7 percent, compared to 23.9 percent for the County). The City has a significantly higher percentage of residents older than age 65 than the County (27.4 percent, compared to 14.1 percent for the County).

#### 4.14.3.3 *Jobs/Housing Balance*

Pursuant to Government Code Section 65890.1, State land use patterns should be encouraged that balance the location of employment-generating uses with residential uses, so that employment-related commuting is minimized. According to the State of California General Plan Guidelines prepared by the Governor's Office of Planning and Research, a jobs-to-housing ratio of 1.5:1 is considered "balanced." The following describes the existing jobs-to-housing ratio for the County of Riverside through SCAG.

Traffic patterns on the major transportation routes indicate that Riverside County serves as a bedroom community that supplies a substantial portion of the labor pool for metropolitan areas in Los Angeles and Orange Counties. The jobs-to-housing ratio is used to evaluate a community's or county's employment and housing opportunity within its boundaries or jurisdiction. A jobs-to-housing ratio of 1.0 indicates balance between employment and housing opportunities without requiring a commute outside of the indicated jurisdiction. Below 1.0, the jurisdiction has more housing available than jobs. Above 1.0, the jurisdiction has more jobs than housing and residents would be forced to commute in from outside the area. The SCAG Connect SoCal Environmental Justice technical report indicates that Riverside County has a jobs-to-housing ratio of 0.88, indicating that the region is "housing rich, but jobs poor." The recently updated Connect SoCal document does not provide jobs-to-housing data for the City of Banning, however, previous evaluations indicated that the City of Banning followed similar trends as the County as a whole, with more housing available than employment opportunities within the City. The Development Project would provide additional employment opportunities, while not displacing or reducing housing opportunities with the dedication of the MSJC Site southeast of the Development Site for up to 1,146 residential units, as discussed below in **Section 4.14.5**.

#### 4.14.4 **Regulatory Setting**

##### 4.14.4.1 *Federal Regulations*

There are no federal regulations regarding population and housing applicable to the Development Project.

##### 4.14.4.2 *State Regulations*

**Government Code Section 66300 et seq.** Government Code Section 66300 et seq. has restrictions on implementing new development policies, standards, or conditions that may restrict housing developments, including any initiatives or referenda voted into law by the general populace. Under this law, among other things, cities and counties are restricted from implementing any new development policies, standards, or conditions that have any of the following effects unless modifications to the development standards, policies, and conditions to ensure no net loss in residential capacity as a result of project implementation are proposed:



- A change to the general plan land use designation, specific plan land use designation, or zoning that results in a less intensive use. Less intensive use means, for example: (i) reductions in height, density, or floor area ratio, (ii) new or increased open space or lot size requirements, (iii) new or increased setback requirements, minimum footage requirements, or maximum lot coverage limitations, and (iv) anything that would lessen the intensity of housing.
- A reduction of the intensity of land use within an existing general plan land use designation, specific plan land use designation, or zoning below what was allowed under the applicable land use designation and zoning ordinance in effect as of January 1, 2018.

**California Housing and Community Development Department.** 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 DOF population projections and historical growth trends. These figures are compiled by the 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 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, the California Government Code requires that housing elements 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 for 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.

#### 4.14.4.3 Regional Regulations

**SCAG.** SCAG provides regional population, housing, and employment information in its RTP/SCS documents. As discussed in **Section 4.14.3.1** above, Connect SoCal, SCAG’s RTP/SCS, builds upon and



expands land use and transportation strategies to increase mobility options and achieve more sustainable growth patterns. The SCAG RTP/SCS Growth Forecast is meant to provide a common foundation for regional and local planning, policymaking, and infrastructure provision within the SCAG region. These documents include population growth patterns regionally and in individual counties and cities within the SCAG region. This analysis also includes Working Age Resident Population (WARP)-job and WARP-housing ratios, which further evaluates the population, employment, and housing data available for the southern California region, including the City of Banning and the County of Riverside.

#### 4.14.4.4 Local Regulations

**City of Banning Housing Element.** California planning and zoning law requires each city and county to adopt a general plan for future growth (California Government Code § 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.

State of California housing element laws (California Government Code §§ 65580 to 65589) 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. The Housing Elements of each city or county are required to be updated every eight years. The City of Banning's 6<sup>th</sup> Housing Element was updated for the 2021–2029 period and adopted by the City Council in October 2021. The Housing Element indicates that, between 2010 and 2020, the population in the City of Banning increased from 29,603 to 31,125, or a 5.1 percent increase<sup>3</sup>. This is a lower increase than Riverside County as a whole, which saw a population increase of 11.5 percent over the same period. The Housing Element indicates that in the same period between 2010 and 2020, housing units in the City of Banning remained stagnant, only increasing by 0.1 percent. However, occupied housing units decreased by 7.3 percent, indicating that housing is widely available within the City of Banning. The Housing Element indicates that, as of 2019, the City had 9,761 employed residents. It should be noted that the SCAG Connect SoCal RTP/SCS forecasts are more current and are appropriately used to analyze changes in population and housing.

**Riverside County General Plan Housing Element.** The City of Banning's General Plan presents the same population data that the Riverside County General Plan does. This is because both documents utilize data provided by the California Department of Planning and Finance. The Housing Element indicates that, between 2010 and 2020, the population in the City of Banning increased from 29,603 to 31,125, or a 5.1 percent increase. This is a lower increase than Riverside County as a whole, which saw a population increase of 11.5 percent over the same period.

#### 4.14.5 Thresholds of Significance

The City has not established local California Environmental Quality Act (CEQA) significance thresholds as described in Section 15064.7 of the *CEQA Guidelines*. Therefore, significance determinations

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<sup>3</sup> The Housing Element forecasts are based on SCAG's Pre-Certified Local Housing Data 2020 and SCAG Local Profiles Report 2019. Where referenced, data for 2000 through 2018 were obtained from the California Department of Finance E-5 estimates, which were published in May 2018. The City has identified a July 2022 population based on <https://www.census.gov/quickfacts/fact/table/banningcitycalifornia/PST045222> (accessed November 2023).





utilized in this section are from Appendix G of the *CEQA Guidelines*. According to Appendix G of the *CEQA Guidelines*, the Development Project would result in a significant impact to population and housing if the Development Project or any Development Project-related component would:

**Threshold 4.14.1:** Induce substantial unplanned 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).

**Threshold 4.14.2:** Displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere.

#### 4.14.6 Impact Analysis

##### 4.14.6.1 Substantial Unplanned Population Growth

**Threshold 4.14.1:** *Would the Development Project induce substantial unplanned 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)?*

**Construction.** The Development Project would develop a vacant approximately 533.8-acre site with industrial uses, general commercial uses, and a 125-room hotel through implementation of a Specific Plan.

Implementation of the Development Project is anticipated to occur in three phases over the span of approximately 51 months. Many of the construction jobs for each phase would be temporary and would be specific to the variety of construction activities. The workforce would include a variety of construction trade workers, such as cement finishers, ironworkers, welders, carpenters, electricians, painters, grading workers, site prep workers, surveyors, and laborers. Generally, construction workers are only at a job site for the timeframe in which their specific skills are needed to complete that phase of construction. Although the Specific Plan uses would increase the number of employees at the Development Site during construction activities, it is expected that local and regional construction workers would be available to serve the construction needs of the site.

This can be reasonably determined based on the current (August 2023<sup>4</sup>) unemployment rates of 5.9 and 5.0 percent for the City and County, respectively. Construction workers would not be expected to relocate their households' places of residence as a consequence of working on the Development Project; therefore, construction would result in a **less than significant** impact associated with inducing substantial population growth or demand for housing through increased construction employment. No mitigation would be required.

**Operation.** As the Development Project would not include the development of residential units, buildout of the Development Project would not directly add to the existing residences or induce direct population growth in the City. Further, the development of the Development Site with commercial and industrial uses would not cause a loss of potential housing stock because the Development Site is

<sup>4</sup> Labor Market Information by California Geographic Areas, [Labor Force and Unemployment Rate for Cities and Census Designated Places \(ca.gov\)](https://www.dir.ca.gov/lmi/) (accessed August 19, 2023).



currently undeveloped and compliance with Government Code Section 66300 et seq. would mean there would be no net loss of residential capacity in the City.

While the proposed uses on the Development Site are anticipated to provide employment for up to 5,993 people at Specific Plan buildout,<sup>5,6</sup> as previously established in **Table 4.14-A**, total employment in the City is forecast to increase to 11,400 jobs in 2045 (or an approximate increase of 56.2 percent from 2016 conditions). The local economy has bounced back to pre-pandemic levels in terms of employment rate in both the City and County<sup>7</sup>; however, there is uncertainty regarding the pandemic's ongoing effect on the economy, as shifts in the workforce and supply chain disruptions have resulted in reduced business activity and related higher unemployment in the City than Riverside County as a whole. The previously cited unemployment rates suggest an available local and regional labor pool exists to fill the long-term employment opportunities offered by the Development Project and makes it unlikely that the Development Project's labor demand would need to draw substantial number of employees from outside the region to fill the employment opportunities resulting from implementation of the Development Project. Additionally, existing approved and planned residential development in the City, consistent with the residential forecasts detailed in **Table 4.14-A**, could sufficiently accommodate any new workers; therefore, the Development Project does not induce unplanned population growth.

The Project maintains existing housing stock by moving residential capacity from the Development Site to the MSJC Site, and the jobs created by the Development Project will serve to improve the jobs-housing balance by creating job opportunities in the City and nearby area; the Development Project will not increase population in the City. As the City has sufficient existing and planned housing for the anticipated employment growth and because a sufficient pool of potential employees is available in the City and region, the Development Project would not be expected to cause direct or indirect substantial unplanned population growth and impacts would be *less than significant*.

The infrastructure that would be constructed in connection with the Development Project is either already planned for by the City or needed for planned growth as described in the City's General Plan, Integrated Master Plan (IMP), Capital Improvement Program (CIP), and/or other City plans. The Development Project does not require off-site construction or extension of infrastructure that was not already considered and approved by the City. For example, while the Development Project includes the installation of a new internal circulation network, the roadway improvements constructed as part of the Development Project would result in build out of roads in a manner consistent with the City's existing General Plan Circulation Element and would not expand the scope or change the designations of those roadways beyond the City's already planned for improvements. Similarly, while the Development Project will underground certain existing utility lines along the perimeter of the Development Site it will not extend utility lines in areas other than the perimeter of the Development Site and only connects the Development Site with existing utility lines abutting the site. The installation of wet utility facilities (e.g., water, wastewater, recycled water) required for the

<sup>5</sup> 2017. Table E-5, *County of Riverside General Plan Appendix E-2 Socioeconomic Buildout Assumptions and Methodologies*, April. Website: <https://planning.rctlma.org/sites/g/files/aldnop416/files/migrated/Portals-14-genplan-general-plan-2017-appendices-appendix-e-2-april-2017.pdf> (accessed August 29, 2023).

<sup>6</sup> ITE Trip Generation Manual (10th Edition).

<sup>7</sup> Unemployment, 2020 rates: Riverside County. 10.1%, City of Banning, 12.7%; 2021 Rates: Riverside County 7.3%, City of Banning, 9.4%.





Development Project would connect to existing City systems pursuant to the future needs identified in the IMP<sup>8</sup> and developed pursuant to the City's CIP and would not extend infrastructure or promote growth (directly or indirectly) beyond that already accounted for by the City; therefore, impacts would be *less than significant*.

To comply with SB 330 requirements, the proposed Development Site would transfer the 1,146 residential units to an existing 49.2-acre site located in the City (to the east of the Development Site) that is owned by the Mt. San Jacinto Community College District (MSJCCD). As further analyzed in **Chapter 5.0** of this EIR, the residential unit transfer from the Development Site to the MSJC Site would result in no net loss of residential capacity in the City of Banning. As such, unaccounted for population growth due to this action would not occur.

**Level of Significance Prior to Mitigation:** Less Than Significant Impact.

**Regulatory Compliance Measures and Mitigation Measures:** No Regulatory Compliance Measures or Mitigation Measures are required.

**Level of Significance After Mitigation:** Less Than Significant Impact.

#### 4.14.6.2 *Displace Substantial Numbers of Existing People*

**Threshold 4.14.2: Would the Development Project displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere?**

In its existing condition, the Development Site is undeveloped land that is utilized for occasional cattle grazing. The Development Project would not displace any existing housing or populations at the Development Site. Therefore, there would be *no impact* related to the displacement of substantial numbers of existing people or housing. No mitigation is required.

**Level of Significance Prior to Mitigation:** No Impact.

**Regulatory Compliance Measures and Mitigation Measures:** No Regulatory Compliance Measures or Mitigation Measures are required.

**Level of Significance After Mitigation:** No Impact.

<sup>8</sup> The Integrated Master Plan (IMP) evaluates the performance and condition of the City's potable water, wastewater, and recycled water systems under existing and future conditions through year 2040. The IMP informs the City during the development and update(s) of its capital improvement plan (CIP) and identifies, plans, and develops the system of water, wastewater, and recycled water system facilities necessary to serve current customers and to support anticipated growth through the year 2040. The IMP can be accessed online at the following location: <http://www.ci.banning.ca.us/DocumentCenter/View/10541/2018-Integrated-Master-Plan>.



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