

4.12 POPULATION AND HOUSING

This section of the Environmental Impact Report (EIR) describes the affected environment and regulatory setting for population and housing. It also identifies potential impacts on population and housing that would result from implementation of the proposed project. The following analysis of the potential environmental impacts related to population and housing is also derived from the following sources:

- Propel Vallejo 2040 General Plan.
- City of Vallejo Housing Element Update (2015-2023).
- Propel Vallejo 2040 General Plan EIR.
- Association of Bay Area Governments (ABAG) and Metropolitan Transportation Commission (MTC), Plan Bay Area.
- David Taussig & Associates, Economic Impact Analysis for Fairview at Northgate.

4.12.1 ENVIRONMENTAL SETTING

POPULATION

Solano County

Solano County has a current population of approximately 439,793 persons (DOF, 2018a). *Table 4.12-1: City of Vallejo Existing and Forecasted Population* shows population numbers for the County, City of Vallejo, and Bay Area as determined by the California Department of Finance (DOF) and ABAG. DOF estimates that the population of Solano County will increase to 511,600 by 2040. As identified in the table, the population in Solano County is forecasted to grow nearly 20 percent between 2015 and 2040. The Bay Area as a whole is expected to experience an approximate 25 percent growth in population.

Table 4.12-1: City of Vallejo and Solano County Existing and Forecasted Population

	2015	2018	2040	2015-2040 Percent Change
Bay Area	7,461,400	7,772,586	9,299,100	24.63%
Solano County	427,148	439,793	511,600	19.77%
City of Vallejo	117,844	119,252	131,800	11.84%

Source: DOF, 2018a; ABAG, 2013; City of Vallejo, 2017

City of Vallejo

As of January 2018, the City of Vallejo has a population of 119,544 (CDOF, 2019) persons representing approximately 27 percent of Solano County's population (DOF, 2018a). The population in Vallejo is expected to increase to 131,800 by 2040 (Table 4.12-1). The City would see a population increase of 12

percent between 2015 and 2040, while the County would experience a 20 percent increase over the same time period.

HOUSING

Solano County

As shown in *Table 4.12-2: Housing Units for City of Vallejo and Solano County*, the County has an estimated 158,786 housing units with an average of 2.88 persons per household (DOF, 2018b). As reported by the DOF, the vacancy rate is a measure of the availability of housing in a community. It also demonstrates how well the types of units available meet the market demand. A low vacancy rate suggests that households may have difficulty finding housing within their price range; a high supply of vacant units may indicate either the existence of a high number of desired units, or an oversupply of units. The vacancy rate for housing in Solano County is estimated to be 6.4 percent (DOF, 2018b).

City of Vallejo

According to the DOF, the City of Vallejo had approximately 44,725 housing units with an average of 2.88 persons per household in 2018 (DOF, 2018b). The vacancy rate of the City is higher than that of Solano County.

Table 4.12-2: Housing Units for City of Vallejo and Solano County

	2018	Persons per Household	Vacancy Rate
Bay Area	2,685,303	2.75	6.1%
Solano County	158,786	2.88	6.4%
City of Vallejo	44,725	2.88	8.7%

Source: DOF, 2018b; ABAG, 2013

The ABAG determines the regional housing needs allocation (RHNA) by income category for each community patterns, types and tenure of housing needs, and others. The City's allocation is shown in *Table 4.12-3: Regional Housing Needs Allocation 2014-2022 (Housing Units)*. The City is required to ensure that sufficient sites that are 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. The extremely low income and very low-income need are approximately 35 percent of the total RHNA allocation.

Table 4.12-3: Regional Housing Needs Allocation 2014-2022 (Housing Units)

	Very Low 0 to 50%	Low 51 to 80%	Moderate 81% to 120%	Above Moderate 120% or more	Total
City of Vallejo	283	178	211	690	1,362

Source: ABAG, 2014-2022 RHNA Plan

Note: According to the 2015-2013 City of Vallejo Housing Element, income levels are as follows: Very Low – up to \$29,186; Low - \$29,186 to \$46,697; Moderate - \$46,697 to \$70,045; Above Moderate - \$70,045 and above.

EMPLOYMENT

Jobs and Employed Residents

In ABAG's Projections 2013, the City of Vallejo's jobs growth projections are projected to line up with the County's jobs growth projections by approximately 26 percent. There were 34,230 jobs in the Vallejo as shown in *Table 4.12-4: City of Vallejo and Solano County – Jobs, 2015 and 2040*. The Bay Area jobs growth projection as a whole is expected to increase by approximately 23 percent. Table 4.12-4 shows the jobs projections for Vallejo, Solano County, and the Bay Area region.

Table 4.12-4: City of Vallejo and Solano County – Jobs, 2015 and 2040

	2015	2040	2015-2040 Percent Change
City of Vallejo	34,230	43,070	25.8
Solano County	143,130	179,910	25.8
Bay Area	3,669,990	4,505,230	22.8

Source: ABAG, 2013

Jobs-Housing Balance

The ratio of jobs to housing balance is calculated by dividing the number of jobs in the community by the number of households in the same area. This ratio demonstrates the balance of jobs and housing within a community. If the jobs-employed ratio is greater than 1.0, then more workers enter a community than residents leave a community each workday. If the jobs-employed ratio is less than 1.0, then more residents commute outside of a community than workers enter the community each day. In 2015, Vallejo's jobs/housing ratio was 0.83 (34,230 jobs/40,879 households). ABAG's Projections 2013 estimated that the Bay Area region as a whole had approximately 1.35 jobs per household in 2015. This demonstrates that the City has a smaller proportion of jobs per household than the region as a whole, indicating an imbalance of land uses in the City, such that a larger proportion of residents work outside of Vallejo (City of Vallejo, 2016). A jobs-employed resident imbalance can be problematic because it results in longer commutes as residents' travel to other more distant locales for employment.

Table 4.12-5: City of Vallejo and Solano County – Jobs and Employed Residents, 2015 shows the ratio of jobs to employed residents is 0.66 in the City of Vallejo. This is lower than the ratio of jobs to employed residents for Solano County.

Table 4.12-5: City of Vallejo and Solano County— Jobs and Employed Residents, 2015

	Jobs	Employed Residents (2015)	Ratio
City of Vallejo	34,230	52,120	0.66
Solano County	143,130	193,010	0.74

Source: ABAG, 2013

4.12.2 REGULATORY SETTING

FEDERAL

There are no federal regulations for population and housing that would be applicable to the proposed project.

STATE

Association of Bay Area Governments (ABAG) Projections 2013

ABAG is the official comprehensive regional planning agency for the San Francisco Bay area, which is composed of nine counties: Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, and Sonoma. ABAG produces growth forecasts on four-year cycles so that other regional agencies, including the Metropolitan Transportation Commission (MTC) and the Bay Area Air Quality Management District (BAAQMD), can use the forecast to make funding and regulatory decisions. ABAG projections are also the basis for the Regional Transportation Plan (RTP) and regional Ozone Attainment Plan. The general plans, zoning regulations, and growth management programs of local jurisdictions inform the ABAG projections. The ABAG projections are also developed to reflect the impact of “smart growth” policies and incentives that could be used to shift development patterns from historical trends toward a better jobs-housing balance, increased preservation of open space, and greater development and redevelopment in urban core and transit-accessible areas throughout the ABAG region.

In July 2017, ABAG and the MTC adopted Plan Bay Area 2040 and its associated EIR. This second regional housing and transportation plan is a long-range blueprint to guide transportation investments and land-use decisions through 2040, while meeting the requirements of Senate Bill (SB) 375, which calls on each of the State’s 18 metropolitan areas to develop a Sustainable Communities Strategy (SCS) to accommodate future population growth and reduce GHG emissions from cars and light trucks.

The Action Plan portion of Plan Bay Area 2040 also focuses on economic development, particularly improving transportation access to jobs, increasing middle-wage job creation and maintaining the region’s infrastructure. Another focus of the Action Plan is resilience in terms of enhancing climate protection and adaptation efforts, strengthening open space protections, creating healthy and safe communities, and protecting communities against natural hazards.

Regional Housing Needs Allocation

Regional Housing Need Allocation (RHNA) is the State-mandated process to identify the total number of housing units (by affordability level) that each jurisdiction must accommodate in its General Plan Housing Element. As part of this process, the California Department of Housing and Community Development (HCD) identifies statewide housing needs and assigns the County a share in a manner that is consistent with the development pattern included in the SCS of the 2014 RTP that was adopted in June 2014.

The RHNA for the 2015-2023 planning period is organized into housing needs for various income levels. Table 4.12-3 shows Vallejo's RHNA allocation. ABAG estimated the RHNA for Vallejo to be 1,362 units for the Housing Element 5th cycle.

California Housing Element Law

State law requires each city and county to adopt a general plan for future growth. 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, HCD estimates the relative share of California's projected population growth that could occur in each county in the State based on DOF population projections and historic growth trends. HCD oversees the process to ensure that the council of governments distribute its share of the State's projected housing need, also known as RHNA.

Each city and county must update its General Plan Housing Element on a regular basis. Among other things, including incorporating policies, the Housing Element must identify potential sites that could accommodate a city's share of the regional housing needs, its RHNA allocation. Before adopting an update to its Housing Element, the city or county must submit a draft to the HCD for review. HCD advises the local jurisdiction as to whether its Housing Element complies with the provisions of California Housing Element law (California Government Code Sections 65580–65589.8).

Plan Bay Area, Strategy for a Sustainable Region

Plan Bay Area, the region's SCS, was adopted on July 18, 2013. This strategy was based on a set of projections published as *Projections 2013*. The SCS sets a development pattern for the region, which, when integrated with the transportation network and other transportation measures and policies would reduce GHG emissions from transportation (excluding goods movement) beyond the per capita reduction targets identified by California Air Resources Board (CARB). Implementation of Plan Bay Area would achieve a 16 percent per capita reduction of GHG emissions by 2035 and a 10 percent per capita reduction by 2020 from 2005 conditions (ABAG, 2017).

LOCAL REGULATIONS

City of Vallejo 2015-2023 Housing Element

The City of Vallejo's General Plan Housing Element was adopted in May 2015 and certified by HCD. As mandated by State law, the Housing Element contains a Housing Needs Assessment that evaluates local conditions and needs regarding housing demand, supply, and affordability. The Housing Element includes a Housing Needs Assessment that indicates current and projected housing needs of across income categories and shows capacity with appropriately zoned land for its RHNA. Vallejo's RHNA target for the planning period January 31, 2015 to January 31, 2023 for each of the four household income groups is: very low-income (283 units), low-income (178 units), moderate-income (211 units), and above moderate-income (690 units). Through calendar year 2018, the City has produced 146 units (10.7 percent) toward its total RHNA of 1,362 units.

Based on the Housing Needs Assessment, Housing Element law requires that cities establish a set of Goals, Policies, and Objectives regarding housing in the local community and the programs and activities the city will implement to achieve its goals. The Housing Element contains goals, policies, and strategies to guide future residential development, as well as to preserve and enhance existing residential areas in Vallejo. Relevant policies related to population and housing in Vallejo are listed below.

Policy NBE-2.7	Jobs-Housing Balance. Match the levels of employment and housing opportunities locally.
Action NBA-2.7A	Update City regulations to ensure housing opportunities are in close proximity to employment centers and transit, including near the Ferry Terminal and Vallejo Transit Station.
Policy EET-1.13	Data and Information Systems. Invest in data and mapping capabilities to realize sustainable economic development and evaluate potential environmental impacts.
Action EET-1.13B	Partner with SolTrans and WETA to collect and analyze data that assist in making strategic land use and economic development decisions, including origin and destination studies, transit ridership projections, and supporting data to determine appropriate jobs-to-housing ratio and level of retail services.
Goal A	Facilitate production of housing to accommodate Vallejo’s fair share of the regional housing demand.
Policy A.1	The City of Vallejo strives to provide opportunities for the development of new housing adequate to meet its share of the increasing regional demand from households at all income levels.
Policy A.2	Convert vacant infill land and surplus, vacant nonresidential properties to housing and mixed-use where feasible, economically desirable, and compatible.
Policy B.1	The City of Vallejo strives to increase the range of housing opportunities for all residents, including those unable to afford market-rate housing within the community.
Goal F	Provide housing choice for Vallejo residents.
Policy G.1	The City of Vallejo will undertake a range of efforts to assist the private sector in maintaining and improving the condition of existing housing units and also to maintain and improve the living environments within the City's neighborhoods.
Policy H.3	Protect the character of the existing neighborhoods by preserving the existing lot sizes and requiring infill projects to be compatible with the existing neighborhoods.
Goal I	Promote energy efficiency.

Policy I.1 The City of Vallejo will promote energy efficiency in residential development within the City, including reduction of energy use through better design and construction in individual homes and also through energy-efficient urban design.

4.12.3 STANDARDS OF SIGNIFICANCE

The following criteria, included in Appendix G of the State CEQA Guidelines, will be used to determine the significance of potential population and housing impacts. Impacts to population and housing would be significant if the proposed project would:

- 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).
- Displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere.

4.12.4 PROJECT IMPACTS AND MITIGATION

Research was conducted on demographic and housing conditions using existing documents and other information sources. The potential impacts of the proposed project were evaluated by comparing the anticipated project effects on population and housing with existing conditions. In accordance with CEQA, the effects of a project are evaluated to determine if they would result in a significant adverse impact on the environment. Population and housing impacts are analyzed below according to topic discussion required by CEQA.

IMPACT POP-1	WOULD THE PROPOSED 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)?
	(LESS THAN SIGNIFICANT)

The proposed project would result in an increase in population associated with 178 single-family residences on a site identified in the City's Housing Element for residential development. The commercial component of the project proposes a commercial center with 179,688 sf of commercial building area on 21.8 acres similarly on a site identified in the City's general plan for commercial development. These commercial businesses are expected to generate 92 new jobs to the City. The existing Costco employs approximately 270 employees. Due to the proximate location, current employees of Costco are anticipated to work at the new site. The new site is larger, with 26,701 additional square feet and is anticipated to have 330 employees. This would be an increase of approximately 60 employees. The proposed commercial uses, excluding Costco, with 27,550 new square feet are anticipated to generate

approximately 32 new permanent employees. Taken in sum, the proposed project would result in approximately 92 new permanent jobs once construction is completed.

It should be noted that Costco's starting wage for its U.S. employees is \$14.50 an hour but based on the total number of U.S. employees, the average hourly wage is \$22.50 an hour. Costco's employees also have access to health insurance benefits, for which the company covers 90 percent of the annual costs (Seattle Times, 2018). While it is not possible to know the exact numbers, the salary and benefits package offered by Costco is anticipated to encourage local residents to apply for and accept positions with Costco. Other employees are anticipated to commute to the store from the surrounding areas and another group could relocate to the City for the job opportunity. The potential employees who would be relocated would slightly increase the demand for housing. The numbers related to employment are shown in *Table 4.12-6: Net Employment of Proposed Project*, below.¹

Table 4.12-6: Net Employment of Proposed Project

Category	Square Feet (sf)	Existing Employment	Anticipated Employment	Increased Employment
Costco	152,138	270 ¹	330 ¹	60
Other Commercial ²	27,550	0	32 ³	32
Total	179,688	309	--	92

Source: DTA, 2018

Notes:

¹ Information provided by Costco via personal communication.

² Other Commercial includes the proposed Commercial Center, which contains the 4 separate buildings.

³ Assumes 860 square feet per retail worker.

The project proposes 178 single-family detached units. According to the DOF, the average household has 2.88 persons per unit (DOF, 2018). Therefore, the proposed project is estimated to add 513 new residents. As shown in *Table 4.12-7: Additional Population Generated by Project*, 513 new residents represent a 0.43 percent increase in the City's 2018 population. This is a negligible increase to the City's population and would be well within the range of population growth forecasted by ABAG, which is 131,800 by 2040. Therefore, the proposed project's growth would be consistent with ABAG's projections for the City.

Table 4.12-7: Additional Population Generated by Project

Vallejo Current Population	Population Generated by Residential Project Component ¹	Percent of Total Population
119,252	513	0.43%

Source: DOF, 2018; ABAG, 2013

Note:

¹ Based on 2.88 people per unit from DOF Table E-5, 2018

As discussed above, the proposed project would provide 178 new housing units and result in direct population growth. In addition, it is anticipated that the proposed project would directly increase in

¹ While not a part of the project, the analysis in this EIR assumes that the existing Costco building will be re-occupied with a general commercial retail use as allowed under the current zoning. At a rate of 860 square feet per retail employee the existing building of approximately 125,000 square feet would result in 145 employees (125,000 square feet/860 square feet per employee = 145 employees)

employment opportunities and indirectly induce a small number of people to move into the city for the jobs and thereby increase the local population. However, this increase is anticipated to be incrementally small compared to the overall population in the City. In addition, the proposed project would generate new employment opportunities and would be consistent with the City's jobs and housing goals. The City of Vallejo Housing element notes that this balance is a high priority and the City Vallejo has a high proportion of older rental housing stock. The proposed project would provide 178 new homes toward the City's obligation of 1,362 units for the Housing Element cycle 2015-2023. In addition to the housing units, the proposed project would create 92 new jobs from the commercial uses. While the proposed project would result in more new residents than jobs, the proposed project would not substantially affect the City's jobs-housing balance. For these reasons, impacts associated with increased population growth in this regard would be less than significant and no mitigation measures are required.

IMPACT **WOULD THE PROPOSED PROJECT, DISPLACE SUBSTANTIAL NUMBERS OF**
POP-2 **EXISTING PEOPLE OR HOUSING, NECESSITATING THE CONSTRUCTION OF**
 REPLACEMENT HOUSING ELSEWHERE?
 (NO IMPACT)

The project site is currently vacant and undeveloped. The project site does not include any existing housing and therefore would not displace housing or people. Implementation of the proposed project would not displace any people, nor would it require the construction of replacement housing elsewhere. As a result, no impacts would occur.

4.12.5 CONCLUSION

Implementation of the proposed project would not induce substantial unplanned population growth because the proposed project includes a mixture of commercial and residential uses which are each consistent with and anticipated development in the City's general plan and housing element. The proposed project's growth would be consistent with ABAG's projections for the City. For these reasons, impacts associated with increased population growth would be less than significant and no mitigation measures are required. In addition, the proposed project would not displace substantial people or require construction of replacement housing because the project site is currently vacant.

4.12.6 CUMULATIVE IMPACTS

The project is consistent with the planned land uses in the City's Propel Vallejo 2040 General Plan and the population and employment projections in ABAG's Plan Bay Area. Impacts from cumulative growth are considered in the context of their consistency with regional planning efforts. The proposed project is expected to generate 513 total residents and a total of approximately 92 new jobs. Additionally, the re-use of the existing Costco building would result in approximately 145 new general commercial retail jobs which are anticipated to be filled by existing residents from the surrounding area. The proposed project would not require any replacement housing or displace any existing residents. The proposed project is

consistent with the General Plan which guides the development of housing and business opportunities in the City. No cumulative impacts related to displacement would occur.

The City of Vallejo is anticipated to have an approximate population of 131,800 by 2040. The proposed project represents less than one percent of this total (Table 4.12-1). ABAG projects that Solano County's population will increase from 427,300 people in 2015 to 511,600 people in 2040, and the nine-county Bay Area as a whole is projected to increase from 7,461,400 people to 9,299,100 people in the same period, an increase of over 1.8 million. Within this planning context in terms of both local and regional population growth, the increase created by the proposed project would not be cumulatively considerable. Further, the proposed project would not induce population growth that has not been planned and it would not result in an exceedance of ABAG projections for Vallejo. Therefore, the proposed project would not cause a cumulatively considerable impact on population and housing and no mitigation is required.

4.12.7 REFERENCES

- ABAG (Association of Bay Area Governments). 2013. *Association of Bay Area Governments Projections 2013*.
- ABAG. 2017. Plan Bay Area 2040. Available at: http://2040.planbayarea.org/sites/default/files/2017-07/Regional%20Forecast%20Supplemental%20%20Report_Final_7-2017_0.pdf. Accessed on February 5, 2019.
- City of Vallejo. 2016. *Propel Vallejo General Plan 2040 and Sonoma Boulevard Specific Plan Draft EIR*. Prepared by PlaceWorks. July 2016.
- City of Vallejo. 2017. *Propel Vallejo General Plan 2040*.
- City of Vallejo. 2015. *City of Vallejo General Plan 2030, 5th Cycle Housing Element Update (2015-2023)*.
- David Taussig & Associates, 2018. *Economic Impact Analysis for Fairview at Northgate*. Prepared by David Taussig & Associates. November 2, 2018.
- DOF (California Department of Finance). 2018a. Demographic Information. Reports and Research Papers. E-1 Cities, Counties and the State Population Estimates with Annual Percent Change – January 1, 2017 and 2018. Available at: <http://www.dof.ca.gov/Forecasting/Demographics/Estimates/E-1/>
- DOF. 2018b. Demographic Information. E-5 Population and Housing Estimates for Cities, Counties and the State, 2011-2018, with 2010 Benchmark. Available at: <http://www.dof.ca.gov/Forecasting/Demographics/Estimates/E-5/>
- Seattle Times, 2018. Costco Boosting hourly water for 130,000 U.S. Employees. Available: <https://www.seattletimes.com/business/retail/costco-employees-anticipate-benefits-news-with-quarterly-earnings-thursday/>. Accessed: November 18, 2019.

This Page Intentionally Left Blank