

5. Environmental Analysis

5.10 POPULATION AND HOUSING

This section of the Draft Environmental Impact Report (DEIR) examines the potential for socioeconomic impacts of the proposed CollegeTown Specific Plan project on the City of Fullerton, including changes in population, employment, and demand for housing, with a particular emphasis on jobs/housing relationships in the vicinity of the proposed project and on affordable housing.

5.10.1 Environmental Setting

5.10.1.1 REGULATORY BACKGROUND

State Regulations

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 Department of Finance (CDF) 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 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.

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- 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 Planning

Southern California Association of Governments

The Southern California Association of Governments (SCAG) is a council of governments representing Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura counties. SCAG is the federally recognized metropolitan planning organization (MPO) for this region, which encompasses over 38,000 square miles.

Regional Transportation Plan/Sustainable Communities Strategy

On April 4, 2012, SCAG adopted the 2012–2035 RTP/SCS. SCAG has placed a greater emphasis than ever on sustainability and integrated planning, and the RTP/SCS vision encompasses three principles that collectively work as the key to the region's future: mobility, economy, and sustainability. The 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 provides a blueprint for improving quality of life for residents by providing more choices for where they will live, work, and play and how they will move around (SCAG 2012a).

5.10.1.2 EXISTING SETTING

The proposed project site's demographics are best examined in the context of existing and projected population for Orange County and the City of Fullerton. Where available, information for the Fullerton Regional Statistical Area (RSA), a subregion of Orange County that includes Fullerton, La Habra, and parts of Brea, is also provided. Information on population, housing, and employment for the county, RSA, and City are outlined below.

Population Trends

Table 5.10-1 shows population and housing data collected by the U.S. Census Bureau during the last two decennial censuses.

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Table 5.10-1 Census Data for Orange County and the City of Fullerton, 2000–2010

	2000	2010	Change, 2000–2010	
			Total	Percent
Orange County				
Population	2,846,289	3,010,232	163,943	5.8%
Dwelling Units	969,484	1,048,907	79,423	8.2%
City of Fullerton				
Population	126,003	135,161	9,158	7.3%
Dwelling Units	44,771	47,869	3,098	6.9%

Source: U.S. Census 2013.

As shown in Table 5.10-1, Orange County’s population grew 5.8 percent between 2000 and 2010, and Fullerton’s grew at a slightly faster 7.3 percent. For the same time period, the reverse was true for housing growth; the number of Orange County’s housing units grew 8.2 percent, and Fullerton’s housing stock grew at a slightly lower rate of 6.9 percent. One component of the difference between these rates is likely family size. Although housing growth was slower in Fullerton than in Orange County as a whole, the average number of people per household in Fullerton is higher.

Population Forecasts

Population forecasts for the City of Fullerton, Fullerton RSA, and Orange County as a whole are listed in Table 5.10-2. These forecasts are based on projections prepared by the Center for Demographic Research (CDR) at California State University, Fullerton, which were adopted by the Orange County Council of Governments (OCCOG) as part of the Orange County SCS and then incorporated into the SCAG RTP/SCS.

Table 5.10-2 Projections for the Fullerton RSA, Orange County and the City of Fullerton, 2010–2030

	2010	2020	2030	Change, 2010–2030	
				Total	Percent
Orange County					
Population	3,019,356	3,266,107	3,410,773	391,417	13.0%
Dwelling Units	1,050,330	1,105,238	1,160,556	110,226	10.5%
Employment	1,490,296	1,625,805	1,738,032	247,736	16.6%
Fullerton RSA					
Population	223,281	237,467	256,244	32,963	14.8%
Dwelling Units	77,887	80,236	87,101	9,214	11.8%
Employment	115,929	120,926	145,351	29,422	25.4%
City of Fullerton					
Population	135,359	145,492	162,850	17,358	12.8%
Dwelling Units	47,913	49,876	56,287	8,374	17.5%
Employment	62,548	63,416	87,843	25,295	40.4%

Source: CDR 2012.

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As shown in Table 5.10-2, Fullerton’s population is forecast to increase 12.8 percent between 2010 and 2030, for a population of 162,850 in 2030. Orange County is forecast to grow at a similar rate of 13.0 percent. Housing and employment are both forecast to grow faster in Fullerton than in Orange County between 2010 and 2030. In 2030, employment-generating land uses in Fullerton are anticipated to provide 25,295 jobs in 2030, a 40.4 percent increase from 2010.

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 Department of Housing and Community Development 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 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 Fullerton’s RHNA allocation for the 2014–2021 period was approved in 2012 and is shown in Table 5.10-3. 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 5.10-3 City of Fullerton RHNA Allocation, 2014–2021

Household Income Category	Target (units)
Very-Low Income	411
Low Income	299
Moderate Income	337
Above-Moderate Income	794
Total	1,841

Source: SCAG 2012b.

Jobs-Housing Balance

The jobs-housing ratio is a general measure of the total number of jobs and number of 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

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revenues. The jobs-housing ratio is one indicator of a 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. No ideal jobs-housing ratio has been adopted in state, regional, or city policies; jobs-housing goals and ratios are advisory only. SCAG applies the jobs-housing ratio at the regional and subregional level as a tool for analyzing the fit between jobs, housing, and infrastructure. 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).

The existing and forecast jobs-housing balances for Fullerton, the Fullerton RSA, and Orange County are shown in Table 5.10-4. As shown, the jobs-housing balance in Fullerton in 2010 was 1.31, indicating a healthy balance of jobs and housing. This balance is forecast to increase to 1.56 by 2030, becoming jobs-rich. Orange County is also shown as having a healthy jobs-housing balance of 1.42 in 2010. By 2030, the county is expected to see an increase to 1.50, that is, slightly more jobs-rich. The Fullerton RSA is the most jobs-rich, with a jobs-housing balance of 1.49 in 2010 and a projected jobs-housing balance of 1.67 in 2030.

Table 5.10-4 Jobs-Housing Balance

	2010	2020	2030
Orange County			
Dwelling Units	1,050,330	1,105,238	1,160,556
Employment	1,490,296	1,625,805	1,738,032
Jobs-Housing Balance	1.42	1.47	1.50
Fullerton RSA			
Dwelling Units	77,887	80,236	87,101
Employment	115,929	120,926	145,351
Jobs-Housing Balance	1.49	1.51	1.67
City of Fullerton			
Dwelling Units	47,913	49,876	56,287
Employment	62,548	63,416	87,843
Jobs-Housing Balance	1.31	1.27	1.56

Source: CDR 2012.

Existing Onsite Housing and Employment

Housing

Existing residential development on the project site consists of seven multifamily residential complexes totaling approximately 940 dwelling units. These include the College Terrace, Nutwood East, Nutwood West, The Pointe and Watertown apartment complexes, and the Alpha and Omega residence halls on the Hope

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International University (HIU) campus. As shown in Table 3-1, the project site is estimated to currently house a population of approximately 1,817 people, most of whom are students.

Employment

The project site currently includes several employment-generating land uses. Existing commercial development consists of three neighborhood commercial centers totaling 234,512 square feet. Existing office development consists of three office business parks totaling 164,247 square feet. Existing institutional uses include the HIU main campus and CSUF buildings containing academic and administrative uses, totaling 302,618 square feet. As shown in Table 3-1, these nonresidential land uses are estimated to currently provide approximately 1,437 jobs.

5.10.2 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?

5.10.3 Environmental Impacts

The following impact analysis addresses thresholds of significance for which the Initial Study disclosed potentially significant impacts. The applicable thresholds are identified in brackets after the impact statement.

Impact 5.10-1: Implementation of the CollegeTown Specific Plan would directly result in population growth on the project site. [Threshold P-1]

Impact Analysis: Buildout of the proposed Specific Plan would result in a net increase of 3,400 units and 12,071 additional residents on the project site. Buildout would also result in up to 670,523 square feet of nonresidential uses (commercial, office, and institutional). These uses would employ 1,663 more people than currently employed on the project site, employment growth that would indirectly induce population growth. Therefore, the CollegeTown Specific Plan would both directly and indirectly induce population growth on the project site and in Fullerton.

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Population Growth Impacts

As shown in Table 5.10-5, new dwelling units are proposed for six of the seven planning areas in the Specific Plan area. Under the Specific Plan, all six of these planning areas would feature residential mixed-use development. Although residential-only development is allowed on the project site, residential development that is integrated with other uses (ground-floor retail, service commercial, and office uses) is encouraged.

Table 5.10-5 Projected Housing and Population Growth at Project Buildout

Planning Area	Maximum Units Permitted	Estimated Population at Buildout ¹
1	1,195	3,824
2	240	768
3	490	1,568
4	—	—
5	1,175	3,760
6	730	2,336
7	510	1,632
Total Proposed	4,340	13,888
Total Existing ²	940	1,817
Net Increase	3,400	12,071

¹ To estimate population at buildout, a factor of beds per unit was used in lieu of the average population per household, given the expectation that the majority of housing within CollegeTown will be occupied by students. Based upon the existing range of beds per unit in the area, it is assumed that standard rental units average 3 beds per unit and student housing averages 3.4 beds per unit. Therefore, population is calculated based on an average factor of 3.2 beds per unit, assuming one person per bed.

² The estimated population was calculated based on the existing number of beds (1,817), assuming one person per bed.

The proposed project is consistent with City and SCAG goals to provide additional housing opportunities in Fullerton. The growth proposed under the CollegeTown Specific Plan is consistent with Policy P17.10 of The Fullerton Plan, which plainly states the City’s commitment to provide housing options for students attending higher education in Fullerton:

P17.10: Housing to Support Educational Facilities. Support policies, projects and programs that facilitate efforts by educational institutions and the private sector to develop an adequate supply of housing for faculty and staff of all schools, as well as adequate housing for college and university students.

The Fullerton Plan also identifies 12 geographic focus areas in the City where concentrated changes are anticipated and encouraged through “community-led planning processes.” The Education focus area (Focus Area J), which includes a majority of the project site, is envisioned as a dynamic neighborhood that will include “higher density multi-family housing, along with supporting retail and service facilities” and will involve “adding student and faculty housing” (Fullerton 2012a). Although consistency between The Fullerton Plan’s vision for the Education focus area and the proposed project is largely a matter of land use and urban design, The Fullerton Plan’s vision demonstrates that housing and population growth is anticipated on the project site. Although the proposed project would directly induce growth in the City, this growth would be consistent with the City’s well-documented intention to house additional students near the cluster of higher

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education institutions in eastern Fullerton. Furthermore, additional housing units allowed under the proposed Specific Plan would provide a substantial opportunity to provide affordable housing units consistent with the City’s Housing Element.

Employment Growth Impacts

The proposed project would generate short-term design, engineering, and construction jobs during project construction and long-term jobs during operation. As shown in Table 5.10-6, commercial, office, and institutional uses are anticipated to generate 3,103 jobs at Specific Plan buildout, an increase of 1,666 over existing conditions.

Table 5.10-6 Projected Employment Growth at Project Buildout

Planning Area	Maximum Nonresidential Square Feet Permitted				Estimated Employees at Buildout ¹
	Commercial	Office	Institutional	Total	
1	–	92,600	–	92,600	309
2	6,150	–	268,500	274,650	284
3	61,900	78,500	207,900	348,300	625
4	88,100	250,650	–	338,750	1,056
5	39,800	–	–	39,800	100
6	119,000	40,100	–	159,100	432
7	118,700	–	–	118,700	297
Total Proposed	433,650	461,850	476,400	1,371,900	3,103
Total Existing	234,512	164,247	302,618	701,377	1,437
Net Increase	199,138	297,603	173,782	670,523	1,666

¹ Based on 400 square feet per employee for commercial uses, 300 square feet per employee for office uses, and 1,000 square feet per employee for institutional uses.

Jobs-Housing Balance

In addition to the population, housing, and employment numbers analyzed in the previous subsections, jobs-housing balance is another indicator of a project’s effect on growth and quality of life in the project area. The proposed project would alter the relationship between jobs and housing at the project, city, subregional, and county levels.

Buildout of the CollegeTown Specific Plan would increase employment on the project site to 3,103 workers (an increase of 1,666). The commercial component of the proposed project—199,138 square feet of additional neighborhood-serving commercial uses—would primarily serve the needs of the project residents, but would also serve the surrounding business uses and residents’ demands. With the provision of 3,400 residential units pursuant to implementation of the proposed project, the forecast jobs-housing ratio for the City in year 2030 would be reduced from 1.56 to 1.50.

In comparison to the Orange County jobs-housing ratio, the City is jobs-rich because of the higher number of jobs compared to dwelling units. Therefore, even with the slight reduction in the City’s jobs-housing ratio due to project development, the City would continue to be jobs-rich. Despite the reduction, the City’s jobs-

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housing ratio would still represent a healthy balance of housing opportunities and job opportunities. Therefore, impacts related to population growth would be less than significant.

Impact 5.10-2: Implementation of the CollegeTown Specific Plan would temporarily displace people and housing but would result in a net increase in dwelling units at project buildout. [Thresholds P-2 and P-3]

Impact Analysis: As shown in Figure 3-3, *Aerial Photograph*, the project site includes seven multifamily residential complexes. Implementation of the proposed Specific Plan would permit the demolition and redevelopment of existing uses, including five apartment complexes and two HIU residential halls. Therefore, project-related development activities would displace existing housing units and their residents. However, this displacement would be incremental, and there would be an overall net increase in dwelling units at project buildout.

The proposed Specific Plan is designed to be a long-term planning document that will provide comprehensive direction for the development of the project site over a period of 15 or more years. It does not propose the immediate redevelopment of the entire project site, where all existing dwelling units would be displaced at one time. Existing residential complexes on the project site are owned by multiple landowners, so it is unlikely that the larger existing apartment complexes would be redeveloped concurrently. Under the probable scenario, only a portion of the site's dwelling units would be displaced at one time, likely over a 12- to 18-month period during which units on a particular parcel are demolished and replaced.

Because existing dwelling units on the project site are almost exclusively used as student housing for the two adjacent universities, replacement of dwelling units under implementation of the proposed Specific Plan would generally only affect short-term residents. Displaced residents would mostly be students who would have other housing options, including CSUF's Student Housing Phase III, which opened in 2011 and houses 1,900 students (CSUF 2011), and the privately owned University House apartment complex, which opened in 2013 and houses approximately 1,200 students adjacent to the project site. These options for displaced students would be augmented by new dwelling units built on the project site. Because all planning areas of the project site are proposed to experience net increases in dwelling units, redevelopment during early phases of project implementation would make available new units for students displaced during later phases.

In conclusion, although implementation of the CollegeTown Specific Plan would temporarily displace people and housing on the project site, this impact would be temporary and incremental over a period of approximately 15 years. Furthermore, buildout of the proposed project would result in an overall net increase in dwelling units. Therefore, impacts related to displacement of people and housing would be less than significant.

5.10.4 Cumulative Impacts

The geographic area for cumulative analysis of population and housing is the City of Fullerton and the Fullerton RSA, as defined by CDR (CDR 2012). Population and employment growth in the City is anticipated by The Fullerton Plan. Future population and employment growth in the Fullerton RSA is projected by CDR.

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Population and Housing Growth

For the period between 2010 and The Fullerton Plan buildout, the Final EIR for The Fullerton Plan anticipates that the City will grow by approximately 10,183 dwelling units and 29,989 residents (Fullerton 2012b). The Education focus area, which includes most of the project site, is anticipated to grow by 1,234 dwelling units and 3,634 residents during the same period. The Chapman Corridor focus area, which includes the portion of the project site south of Chapman Avenue, is anticipated to grow by 292 dwelling units and 860 residents. Although housing and population estimates associated with buildout of the proposed project (3,400 additional dwelling units and 12,071 additional residents) would exceed projections for the two focus areas, they would improve the overall jobs-housing balance in the City and Fullerton RSA. In 2030, CDR forecasts that the Fullerton RSA will contain 87,101 housing units and 145,351 jobs (CDR 2012). This represents a jobs-housing ratio of 1.67, indicating that the RSA, like the City, will be jobs-rich in 2030. If CDR's projections for future housing and employment are combined with the 3,400 additional housing units and 1,666 additional jobs provided by the proposed project, the RSA would have a slightly more balanced jobs-housing ratio of 1.62. Therefore, although the proposed project would contribute to a cumulative impact to population growth, it would create an overall net benefit in the City and RSA. No adverse cumulative impact would occur.

Furthermore, because the project site is in a built-out portion of the City with a need for additional student housing, the project would have a positive cumulative effect with or without additional residential development built in the vicinity of the project site. Since the proposed project is an infill project, it would not extend infrastructure that would further induce population growth, and therefore would not combine with other related projects to contribute to an adverse cumulative impact with respect to population growth. Therefore, cumulative impacts to population growth would be less than significant.

Employment Growth

For the period between 2010 and The Fullerton Plan buildout, the Final EIR for The Fullerton Plan anticipates that employment in the City will grow by approximately 24,032 jobs (Fullerton 2012b). Buildout of the Education focus area is anticipated to generate 3,703 jobs and the Chapman Corridor focus area is anticipated to generate 1,231 jobs. Employment growth resulting from buildout of the proposed project would therefore be well under total employment growth projections for the area of Fullerton that contains the project site. A difference of 3,268 jobs between The Fullerton Plan's employment projection for the Education and Chapman Corridor focus areas and the employment growth projection for the proposed project would accommodate substantial employment growth elsewhere in the focus areas beyond that generated on the project site. Additionally, since the proposed project is an infill project, it would not extend infrastructure that would further induce growth of nonresidential land uses, and therefore would not combine with other related projects to contribute to a cumulative impact with respect to employment growth. Therefore, the project's direct inducement of employment growth would not result in significant cumulative impacts.

5.10.5 Existing Regulations and Standard Conditions

There are no regulations or standard conditions related to population and housing.

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5.10.6 Level of Significance Before Mitigation

Upon implementation of regulatory requirements and standard conditions of approval, impacts to population and housing would be less than significant.

5.10.7 Mitigation Measures

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

5.10.8 Level of Significance After Mitigation

Impacts would be less than significant, and no significant and unavoidable impact would occur.

5.10.9 References

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