

5. Environmental Analysis

5.11 POPULATION AND HOUSING

This section of the Draft Environmental Impact Report (DEIR) examines the potential for socioeconomic impacts of the Century Villages at Cabrillo Specific Plan (Specific Plan on the City of Long Beach, including changes in population, employment, and demand for housing, particularly housing cost/rent ranges defined as *affordable*.

5.11.1 Environmental Setting

5.11.1.1 REGULATORY BACKGROUND

Federal, state, and local laws, regulations, plans, and guidelines related to population and housing that are applicable to the Specific Plan are summarized below.

Federal

US Census

The United States Bureau of the Census publishes population, household, and employment data gathered through the decennial census, which provides a record of historical growth rates in Los Angeles County and the City. The most recent decennial census was in 2010, and these data are used, when available, for analysis in this section of this DEIR. Data from the 2000 Census were also used for historical reference in evaluating demographic trends.

State

California Planning and Zoning Law

California planning and zoning law requires each city and county to adopt a general plan for future growth (California Government Code (GOV) § 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. The State 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 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.

The State of California requires each city and county to 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 (GOV §§ 65580-65589).

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Housing Accountability Act

The Housing Accountability Act (HAA) was passed in 1982, empowering the State of California to limit the ability of local government to restrict the development of new housing. Specifically, the HAA prohibits a local agency from disapproving, or conditioning approval in a manner that renders infeasible, a housing development project for very low, low-, or moderate-income households or an emergency shelter unless the local agency makes specified written findings based on substantial evidence in the record. The HAA was strengthened by its amendment in 2017 under Assembly Bill 678 and Senate Bill 167, discussed below.

Amendment to the Housing Accountability Act

Assembly Bill 678 (AB 678) and Senate Bill 167 (SB 167), both passed in 2017, amends the HAA by increasing the documentation and standard of proof required for a local agency to legally defend its denial of housing development projects. The amendments under these bills require the findings of the local agency to instead be based on a preponderance of the evidence in the record. For example, if the local agency considers the housing development project to be inconsistent, not in compliance, or not in conformity with both the jurisdiction's zoning ordinance and general plan land use designation, the local agency is required to provide the applicant with written documentation identifying the provision or provisions, and an explanation of the reason or reasons it considers the housing development to be inconsistent, not in compliance, or not in conformity within specified time periods. If the local agency fails to provide this documentation, these bills provide that the housing development project would be deemed consistent, compliant, and in conformity with the applicable plan, program, policy, ordinance, standard, requirement, or other similar provision.

Housing Crisis Act

Senate Bill 330 (SB 330), or the Housing Crisis Act of 2019, was passed in October 2019 to address California's housing shortage by expediting the approval process for housing development of all types, particularly in urbanized areas. To address the crisis, this bill prohibits some local discretionary land use controls currently in place and generally requires cities to approve all housing developments that comply with current zoning codes and general plans. SB 330 requires that a housing development project only be subject to the ordinances, policies, and standards adopted and in effect when a preliminary application is submitted, notwithstanding the provisions of the HAA or any other law, subject to certain exceptions. The passage of SB 330 included amendments to the HAA, Planning and Zoning Law, and Permit Streamlining Act, setting new provisions statewide for housing development projects.

Regional

Southern California Association of Governments

The Southern California Association of Governments (SCAG) is a regional council of governments representing Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura counties, which encompass over 38,000 square miles. SCAG is the federally recognized metropolitan planning organization (MPO) for this region and a forum for addressing regional issues concerning transportation, the economy, community development, and the environment. SCAG is also the regional clearinghouse for projects requiring environmental documentation under federal and state law. In this role, SCAG reviews proposed

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development and infrastructure projects to analyze their impacts on regional planning programs. As the Southern California region's MPO, SCAG cooperates with the South Coast Air Quality Management District, the California Department of Transportation, and other agencies in preparing regional planning documents.

Regional Transportation Plan/Sustainable Community Strategy

SCAG has developed regional plans to achieve specific regional objectives. On September 3, 2020, SCAG adopted the 2020-2045 RTP/SCS (referred to as "Connect SoCal") and its associated Program EIR on September 3, 2020. Connect SoCal is a long-range visioning plan that builds upon and expands land use and transportation strategies established over several planning cycles to increase mobility options and achieve a more sustainable growth pattern (SCAG 2020a). A component of Connect SoCal is a set of growth forecasts that estimates employment, population, and housing growth (SCAG 2020b). These estimates are used by SCAG, transportation agencies, and local agencies to anticipate and plan for growth.

This long-range plan, which is a requirement of the state of California and the federal government, is updated by SCAG every four years as demographic, economic, and policy circumstances change. Project consistency analysis for goals outlined in Connect SoCal is provided below.

Local

Development of housing in the City is guided by the goals, objectives, and policies of the Long Beach General Plan Land Use and Housing Elements. The Long Beach General Plan Housing Element includes the following goals relating to housing:

- Goal 1: Provide Housing Assistance and Preserve Publicly Assisted Units
- Goal 2: Address the Unique Housing Needs of Special Needs Residents
- Goal 3: Retain and Improve the Quality of Existing Housing and Neighborhoods
- Goal 4: Provide Increased Opportunities for the Construction of High-Quality Housing
- Goal 5: Mitigate Government Constraints to Housing Investment and Affordability
- Goal 6: Provide Increased Opportunities for Home Ownership
- Goal 7: Ensure Fair and Equal Housing Opportunity

5.11.1.2 EXISTING CONDITIONS

US Census Data

The United States Bureau of the Census publishes population, household and employment data gathered through the decennial census. The most recent Census was conducted in 2010 ("2010 Census"). The American Community Survey (ACS) is a nationwide survey published by the United States Bureau of the Census designed to give communities more frequent overviews of how they are changing. The ACS

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eliminated the need for a decennial census long form in 2010. The ACS collects long form type information (e.g., employment, migration, educational attainment, veteran status, etc.) throughout the decade, publishing statistics yearly rather than only once every 10 years. The ACS produces demographic, social, housing, and economic statistics in the form of 1- and 5-year estimates based on population thresholds. The strength of the ACS is in estimating characteristic distributions. Tables 5.11-1 and 5.11-2 show historical population and housing trends, respectively, for the City and Los Angeles County.

Table 5.11-1 Historical Population Trends

Year	City of Long Beach		Los Angeles County	
	Population	Percent Change	Population	Percent Change
2010	461,823	--	9,758,256	--
2011	462,197	+0.08%	9,787,747	+0.30%
2012	463,589	+0.30%	9,840,024	+0.53%
2013	465,424	+0.40%	9,893,481	+0.54%
2014	468,594	+0.68%	9,974,203	+0.82%
2015	470,237	+0.35%	10,038,388	+0.64%
2016	469,793	-0.09%	10,057,155	+0.19%
2017	470,489	+0.15%	10,105,722	+0.48%
2018	468,883	-0.34%	10,098,052	-0.08%

Source: US Census Bureau 2018a.

Table 5.11-2 Historical Housing Trends

Year	City of Long Beach		Los Angeles County	
	Housing Units	Percent Change	Housing Units	Percent Change
2010	175,732	--	3,425,736	--
2011	176,188	+0.26%	3,437,584	+0.35%
2012	174,259	-1.09%	3,441,416	+0.11%
2013	175,755	+0.86%	3,452,901	+0.33%
2014	174,603	-0.66%	3,462,075	+0.27%
2015	174,742	+0.08%	3,476,718	+0.42%
2016	173,040	-0.97%	3,490,118	+0.39%
2017	173,741	+0.41%	3,506,903	+0.48%
2018	175,235	+0.86%	3,524,321	+0.50%

Source: US Census Bureau 2018b.

Table 5.11-3 shows the City's total workforce over 16 years by occupation and industry based on the City's 5-year estimates from 2014 to 2018. As shown in the table, the City had an employed civilian labor force of 227,972 persons. The three largest occupational categories between 2014 and 2018 include educational services, and health care and social assistance (22.57 percent); professional, scientific, and management, and administrative and waste management services (12.28 percent); and arts, entertainment, and recreation, and accommodation and food services (11.41 percent). These occupational categories comprise approximately 46 percent of the total work force in Long Beach.

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Table 5.11-3 City of Long Beach Employment Industry by Occupation

Industry / Occupation	Number	Percent
Agriculture, forestry, fishing and hunting, and mining	1,165	0.51%
Construction	11,547	5.07%
Manufacturing	22,412	9.83%
Wholesale Trade	6,809	2.99%
Retail Trade	22,163	9.72%
Transportation and warehousing, and utilities	17,847	7.83%
Information	5,667	2.49%
Finance and insurance, and real estate and rental and leasing	13,771	6.04%
Professional, scientific, and management, and administrative and waste management services	27,999	12.28%
Educational services, and health care and social assistance	51,450	22.57%
Arts, entertainment, and recreation, and accommodation and food services	26,002	11.41%
Other services, except public administration	11,803	5.18%
Public Administration	9,337	4.10%
TOTAL	227,972	100%

Source: US Census Bureau 2018c.

Southern California Association of Governments

Table 5.11-4 summarizes SCAG’s Connect SoCal growth projections to the year 2045 for both the City and Los Angeles County.

Table 5.11-4 SCAG Population, Households and Employment Projections

Jurisdiction	2016	2045	Increase	Percent Change
	Population			
City of Long Beach	470,900	489,600	18,700	4.0%
Los Angeles County	10,110,000	11,674,000	1,564,000	15.5%
	Households			
City of Long Beach	168,600	198,200	29,600	17.6%
Los Angeles County	3,319,000	4,119,000	800,000	24.1%
	Housing Units ¹			
City of Long Beach	177,030	208,110	31,080	17.6%
Los Angeles County	3,484,950	4,324,950	840,000	24.1%
	Employment			
City of Long Beach	155,900	185,400	29,500	18.9%
Los Angeles County	4,743,000	5,382,000	639,000	13.5%

Source: SCAG 2020.

¹ Housing units in SCAG projections are estimated based on number of households plus a healthy vacancy rate of 5 percent.

Jobs-Housing Ratio

The jobs-housing ratio is a general measure of the number of jobs as compared to housing in a defined geographic area, without regard to economic constraints or individual preferences. The jobs-housing ratio as

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well as the type of jobs versus the price of housing, has implications for mobility, air quality, and the distribution of tax revenues. A project's effect on the jobs-housing ratio is one indicator of how it will affect growth and quality of life in the project area. SCAG applies the jobs-housing ratio at the regional and subregional levels in order to analyze the fit between jobs, housing, and infrastructure. Though SCAG's regional planning efforts has been to improve this balance, jobs-housing goals and ratios are only advisory, and no jobs-housing ratios have been adopted in state, regional, or city policies. The American Planning Association (APA), an authoritative resource for community planning best practices, includes recommendations for assessing jobs-housing ratios, with a recommended target of 1.5 and a recommended range of 1.3 to 1.7 (Weltz 2003).

As shown in Table 5.11-5, the City is below the recommended jobs-housing ratio target of 1.5 and is anticipated to increase by 1.1 percent between 2016 and 2045. Los Angeles County overall is near the recommended range for the jobs-housing ratio but anticipated to decrease by 8.8% by the year 2045.

Table 5.11-5 Jobs-Housing Ratio

	2016	2045	Percent Change
City of Long Beach	0.88	0.89	1.1%
Los Angeles County	1.36	1.24	-8.8%

Based on values in Table 5.11-4. Calculated by Employment / Housing Units.

Regional Housing Needs Assessment (RHNA)

SCAG is the regional planning agency responsible for allocating RHNA to jurisdictions within its region. As shown in Table 5.11-6, the City's RHNA allocation for the 2014-2021 planning period is 7,048 housing units. According to the City's 2018 Annual Housing Element Progress Report, which reports the City's progress towards meeting its RHNA target, the City processed 132 very low-income housing units, 179 low-income housing units, 7 moderate-income housing units, and 1,712 above moderate-income housing units in 2018 (Tatum 2019).¹

Table 5.11-6 City of Long Beach Regional Housing Needs Assessment Allocation (2014-2021)

Income Category	Number of Units	Percent
Extremely Low Income (up to 30% of AMI)	886	12%
Very Low Income (31% to 50% of AMI)	887	13%
Low Income (51% to 80% of AMI)	1,066	15%
Moderate Income (81% to 120% of AMI)	1,170	17%
Above Moderate Income (more than 120% of AMI)	3,039	43%
TOTAL	7,048	100%

Source: City of Long Beach 2014.

Note: AMI = Area Median Income

¹ Includes housing units that are in the building entitlement phase, building permit phase, and certificate of occupancy phase.

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5.11.2 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 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).
- P-2 Displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere.

The Initial Study, included as Appendix A, establishes that impacts associated with the following thresholds would be less than significant:

- Threshold P-2

This impact will not be addressed in the following analysis.

5.11.3 Environmental Impacts

5.11.3.1 IMPACT ANALYSIS

The following impact analysis addresses the threshold of significance for which the Initial Study (Appendix A) disclosed potentially significant impacts. The applicable threshold is identified in brackets after the impact statement.

Impact 5.11-1: Implementation of the Specific Plan would not induce unplanned substantial population growth in in the City of Long Beach either directly or indirectly. [Threshold P-1]

Impact Analysis: The Specific Plan's potential impacts on population and housing during short-term construction and long-term building operation is analyzed below.

Construction

The Specific Plan would be developed in phases over a ten-year period with final buildout anticipated in 2033. Construction activities of individual development projects that would be accommodated by the Specific Plan would require contractors and laborers. It is anticipated that general construction labor would be available from the local and regional labor pool and would not result in substantial population growth because the construction workers would commute from their respective homes. Additionally, each construction phase (e.g. demolition, grading, pouring foundations, electrical etc.) requires different skills and specialties, which would be needed for the length of time of that phase. Therefore, the Specific Plan's construction phases would not result in a long-term increase in employment from short-term construction activities. Construction of additional housing for construction workers would not be necessary, and no additional infrastructure

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construction would be provided. Therefore, the Specific Plan would not directly or indirectly induce substantial population growth in the City during construction.

Operation

Direct Impacts

The Plan Area currently contains 865 dwelling units. The units are housed within a combination of one and two-story rehabilitated Naval housing and new one-, two-, three-, four- and five-story residential buildings, some of which are built over enclosed garages that are lined with ground floor functions including service providers and community spaces. The existing housing and support facility buildings provide transitional and permanent housing and support services to the homeless veterans and the homeless population in the City.

Implementation of the Specific Plan involves demolition of 235 existing dwelling units and construction of 750 new dwelling units, for a net increase of 515 dwelling units. At full buildout of the Specific Plan, the Plan Area would consist of a total of 1,380 dwelling units, as shown in Table 3-1, *Summary of Proposed Land Uses*, of Chapter 3, *Project Description*. For this analysis the net new dwelling units were used to determine the new residents in the Plan Area. Assuming an average household size of 2.8 residents per unit, consistent with the household size reported in the General Plan Housing Element, and assuming that all 515 net new dwelling units would generate new residents, the Specific Plan would generate 1,442 new residents in the City. Table 5.11-7 shows the Specific Plan's impact on the City's population and housing projections under existing (2018) and buildout (2033) conditions. This analysis is conservative because it uses the average household size for the City and the actual household size for this community would likely be less. Additionally, since the Plan Area currently operates as a residential community, it is anticipated that a portion of the new dwelling units would be occupied by existing residents of the Plan Area.

In addition, the Specific Plan would result in construction of 17,000 square feet of net new commercial and retail space, 15,000 square feet of education space, and 48,000 square feet of services/administration space, which results in a net increase of 17,000 square feet, 4,800 square feet, 40,750 square feet, respectively. The non-residential units are expected to generate approximately 267 employees.

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Table 5.11-7 Estimated Population and Housing Growth in Long Beach with Specific Plan Buildout

	Existing (2018) ¹	Buildout Year (2033) Without Specific Plan ²	Specific Plan (Net New development)	Existing (2018) Plus Specific Plan	Buildout Year (2033) Plus Specific Plan	SCAG Growth Projections (2045)
Population	468,883	480,572	1,442	470,325	482,014	489,600
Housing Units	175,235	193,106	515	175,750	193,621	208,110
Employment	159,307 ³	171,159	267 ⁴	159,574	171,426	185,400
Jobs-Housing Ratio	0.91	0.88	--	0.91	0.89	0.89

¹ Values are from Tables 5.11-1 and 5.11-2.

² These values are prorated from SCAG's demographic data contained in Table 5.11-4.

³ This value is prorated from SCAG's demographic data contained in Table 5.11-4.

⁴ 66,970 sf amenities*1 employee/588 sf = 114 employees
4,800 sf educational uses*1 employee/1,587 sf = 3 employees
17,000 sf commercial/retail uses*1 employee/383 sf = 44 employees
40,750 sf administrative and supportive services*1 employee/383 sf = 106 employees
Total employees = 267 employees

Based on Community Retail employee generation rate of 1 employee/383 square feet for the Specific Plan's commercial/retail and administration/services components; Neighborhood Retail rate of 1 employee/588 square feet for amenities; and the High School employee generation rate of 1 employee/1,587 square feet for educational uses (USGBC 2008). Calculations are based on the Specific Plan's net increase in floor area.

Under both existing and buildout conditions, the increase in population and housing under the Specific Plan would be within the anticipated growth projections for the City based on SCAG's growth projections (see Table 5.11-7, above).

As shown in Table 5.11-7, the City has a jobs-housing ratio of 0.91 (existing) and 0.89 (buildout), which is below the recommended jobs-housing ratio range of 1.3 to 1.7. As demonstrated in Table 5.11-7, these ratios are unchanged by implementation of the Specific Plan. Under SCAG's 2045 Projections, the City would have a jobs-housing ratio of 0.89. Development consistent with the Specific Plan would contribute to new residential units and non-residential floor area onsite resulting in a jobs-housing ratio of 0.91 under existing plus project conditions and 0.89 at project building, which is consistent with SCAG's projections of 0.89 in the year 2045. Therefore, the Specific Plan would contribute to the City reaching the recommended jobs-housing ratio range of 1.3 to 1.7. Additionally, the Specific Plan provides housing and services for homeless and homeless veteran populations and contributes to the City's overall housing and employment opportunities.

Implementation of the Specific Plan would result in a substantial and unplanned level of growth if estimated development would exceed local or regional population growth projections. Since the growth generated by the Specific Plan is within SCAG's Connect SoCal anticipated growth projections for the City through 2045, implementation of the Specific Plan would not result in substantial unplanned population growth.

Additionally, the Long Beach General Plan's 2019 Land Use Element Regional-Serving Facility PlaceType designation of the Plan Area applies to sites and areas in the City that serve a unique role, or population, that reaches beyond local concerns. The Century Villages at Cabrillo serves a unique role and population. The increase in housing units and population due to additional residential development in the Plan Area was considered and analyzed in the 2019 Final Recirculated EIR (SCH No. 2015051054) for the Long Beach General Plan's 2019 Land Use Element. As concluded in the 2019 Final Recirculated EIR, the increases in

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population and housing due to buildout (which included additional residential development in the Plan Area) of the 2019 Land Use Element compared to SCAG's regional forecasts would not result in a substantial adverse impact.

Furthermore, implementation of the Specific Plan would help carry out key goals of the Long Beach General Plan Housing Element by developing residential units that offer additional housing opportunities in the City for a unique population. Specifically, the Specific Plan would provide additional transitional and permanent housing and support services to the homeless veterans and the homeless population in the City. Some of the key goals that would be met include providing housing assistance and preserve publicly assisted units (Goal 1); addressing the unique housing needs of special needs residents (Goal 2); improving the quality of existing housing in the Plan Area (Goal 3); the provision of increased opportunities for the construction of high-quality housing (Goal 4); the provision of affordable housing (Goal 5); and the provision of fair and equal housing opportunity for a unique population.

Based on the City's 2018 Annual Housing Element Progress Report memorandum, which tracks the City's progress toward meeting its RHNA housing allocation, the City still needs 1,493 very low income dwelling units (includes both extremely low and very low); 1,018 low income dwelling units; 1,170 moderate-income dwelling units; and 1,486 above moderate-income dwelling units to meet its RHNA housing allocation (Long Beach 2019).² The Specific Plan's net increase of 515 dwelling units would contribute to the City's RHNA requirement. Therefore, implementation of the Specific Plan would help the City meet its current RHNA allocation, as allocated by SCAG. Impacts relating to direct population and housing growth are not anticipated to occur.

Indirect Impacts

The Century Villages at Cabrillo is an existing residential community that provides housing and supportive services for homeless veterans and the homeless population in the City. Implementation of the Specific Plan would expand and modernize existing facilities on-site, as well as allow for the construction of new residential units, amenities, education facilities, commercial/retail space, services and administration, and residential/other space for existing and future residents of the Plan Area. The increase in non-residential square footage would serve the residential population onsite. It is anticipated that the new job opportunities onsite would be filled by employees from the local and regional area and would not induce substantial unplanned population growth.

The Plan Area is fully developed and in a highly urbanized area of the City. As substantiated in Section 5.16, *Utilities and Service Systems*, adequate infrastructure and utilities are available to serve the Plan Area, and the Specific Plan would not require new infrastructure or extension of existing infrastructure that may indirectly induce population growth nearby. Therefore, impacts relating to indirect population and housing growth are not anticipated to occur.

² Based on permitted units (Table B of the 2018 Annual Housing Element Progress Report memorandum).

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5.11.4 Cumulative Impacts

The Specific Plan would conservatively provide 515 new homes in a housing-rich city. When combined with the related projects (see Appendix I, TIS, for the related projects list), there would be an increase of 645 residential units and 296,310 square feet of industrial uses (including stormwater treatment, related project #7). The related projects' industrial uses would generate approximately 640 jobs³, which when combined with the Specific Plan, results in 907 jobs. As shown in Table 5.11-8, the projected population, housing units, and employment growth generated by the Specific Plan and related projects would be within the anticipated growth for the City. Additionally, by adding housing and non-residential uses in the city, the combined projects would slightly increase the city's jobs-housing ratio from the "Without Project" conditions (see Table 5.11-8, *Cumulative Projects Population, Housing, and Employment Growth Trends in Long Beach*). Therefore, the Specific Plan and the related projects would slightly improve the city's jobs-housing balance. Impacts would be less than significant.

Table 5.11-8 Cumulative Projects Population, Housing, and Employment Growth Trends in Long Beach

	Existing (2018) ¹	Buildout Year (2033) Without Specific Plan ²	Specific Plan + Related Projects	Existing (2018) Plus Projects	Buildout Year (2033) Plus Projects	SCAG Growth Projections (2045)
Population	468,883	480,572	1,806	470,689	482,378	489,600
Housing Units	175,235	193,106	645	176,880	193,751	208,110
Employment	159,307 ³	171,159	907	160,214	172,066	185,400
Jobs-Housing Ratio	0.91	0.88	--	0.91	0.89	0.89

¹ Values are from Tables 5.11-1 and 5.11-2.

² These values are prorated from SCAG's demographic data contained in Table 5.11-4.

³ This value is prorated from SCAG's demographic data contained in Table 5.11-4.

5.11.5 Level of Significance Before Mitigation

Upon implementation of regulatory requirements, the following impact would be less than significant: 5.11-1.

5.11.6 Mitigation Measures

No mitigation measures are required.

5.11.7 Level of Significance After Mitigation

No significant impacts related to population and housing were identified; therefore, no significant and unavoidable adverse impacts would occur.

5.11.8 References

City of Long Beach. Development Services, Planning Bureau. 2014, January 7. 2013-2021 Housing Element.

³ Based on "General Light Industrial" employee generation rate of 1 employee/463 square feet (USGBC 2008).

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