

3.12 - Population and Housing

3.12.1 - Introduction

This section describes existing population and housing in the region, County, and project area as well as the relevant regulatory framework. This section also evaluates the possible impacts related to population and housing that could result from implementation of the project. Information included in this section is based on databases and reports maintained by the California Department of Finance (CDF), Association of Bay Area Governments (ABAG), and Contra Costa County. No public comments were received during the Environmental Impact Report (EIR) scoping period related to population and housing.

3.12.2 - Existing Conditions

Population

San Francisco Bay Area

The ABAG conducts long-term forecasts of population, households, and employment for the nine-county¹ San Francisco Bay Area (Bay Area) to project growth in the region. The Bay Area has experienced population growth over the past several decades, and that growth is expected to continue. The ABAG 2013 projection estimates that approximately 7,150,700 residents were living in the Bay Area in 2010. The ABAG projects that the Bay Area's population will grow by 9 percent each decade between 2010 and 2040, or approximately 716,120 new residents each decade.² Between 2010 and 2040, the ABAG projects that the region will grow 25 percent to a population of 9,522,300.³

Contra Costa County

In 2010, Contra Costa County had a population of 1,049,025.⁴ The CDF estimates that the total population of unincorporated Contra Costa County was 172,513 as of January 1, 2018.⁵ The CDF estimates that the County had an average household size of 2.88 persons per household and a total of 413,923 dwelling units as of January 1, 2018.

The CDF provides population projections for Contra Costa County in 1-year increments. Contra Costa County is projected to have a population of 1,166,670 in 2020 with a consistent growth rate of at least 1.01 percent each of the following years.⁶ Table 3.12-1 summarizes the County's historic and projected population growth between 1960 and 2040.

¹ The Bay Area is defined as the nine counties that make up the region: Sonoma, Marin, Napa, Solano, Contra Costa, Alameda, Santa Clara, San Mateo, and San Francisco.

² Association of Bay Area Governments (ABAG). 2013. Forecasts and Projections. Website: <http://abag.ca.gov/planning/research/forecasts.html>. Accessed February 12, 2019.

³ Association of Bay Area Governments (ABAG). Regional Forecast for Plan Bay Area 2040, at page 2. Website: https://abag.ca.gov/planning/research/memos/Regional_Forecast_for_Plan_Bay_Area_2040_F_030116.pdf. Accessed February 12, 2019.

⁴ California Department of Finance (CDF). 2018. Report E-5 Population Estimates for Cities, Counties, and the State. May.

⁵ California Department of Finance (CDF). 2018. Report E-1 Population Estimates for Cities, Counties, and the State. May.

⁶ California Department of Finance (CDF). 2018. Total Estimated and Projected Population for California and Counties: 2010 to 2060 1-year Increments. January.

Table 3.12-1: Contra Costa County Historic and Project Population Growth

Year	Population	Change From Previous (Percent)*
1960	413,200	—
1970	557,500	1.35
1980	658,500	1.18
1990	803,732	1.22
2000	948,816	1.18
2010	1,049,025	1.11
2020	1,178,639	1.12
2030	1,309,118	1.11
2040	1,420,595	1.09

Note:

* Calculated with available information provided by the California Department of Finance

Source: CDF 2018.

Project Site

The project site contains two existing residences. Using the average household size of 2.88 persons per household, the existing population on the project site is estimated to be 6 persons.

Housing

San Francisco Bay Area

Growth in the Bay Area’s housing supply slowed down between 2010 and 2014 compared with previous decades, likely in part because of the effects of the Great Recession. Specifically, the Bay Area added an average of 9,600 units per year between 2010 and 2014, compared with an average of 23,200 units per year between 2000 and 2010. During the 1990s, the Bay Area averaged an additional 18,700 units per year.⁷

The ABAG periodically develops Bay Area regional projections for population, households, and economic activity. These projections span four decades and also include forecasts of 25 years into the future. The ABAG calculates these projections based on a combination of economic relationships, policy development, and other factors. Based on ABAG projections for households from 2010 to 2040, the compound annual growth rate is 4.04 percent. This rate is calculated from the average growth rate of each 5-year period⁸ and forecasts the needed development of 822,600 new housing units between 2010 and 2040.⁹ The growth in housing construction would provide a total of approximately 3,607,000 housing units by 2040, implying an average rate of increase

⁷ Association of Bay Area Governments (ABAG). 2015. Executive Summary—State of the Region 2015: Economy, Population and Housing. Website: <http://reports.abag.ca.gov/sotr/2015/executive-summary.php>. Accessed November 16, 2018.

⁸ Association of Bay Area Governments (ABAG). 2013. Bay Area Regional Projections. Website: <https://abag.ca.gov/planning/research/forecasts.html>.

⁹ Association of Bay Area Governments (ABAG). Regional Forecast for Plan Bay Area 2040, at page 8. Website: https://abag.ca.gov/planning/research/memos/Regional_Forecast_for_Plan_Bay_Area_2040_F_030116.pdf. Accessed February 12, 2019.

between 17,000 and 37,000 units per year. According to the ABAG, the majority of forecasted new housing units would be to fill the needs of projected household growth within the region.

Contra Costa County

The CDF also provides historic housing growth estimates for unincorporated Contra Costa County. The County’s housing stock increased by 6 percent in the period between 1990 and 2015, growing at a compound annual growth rate of 0.25 percent. According to the most recent housing estimate for 2018, there are 63,975 dwelling units in unincorporated Contra Costa County.¹⁰ The County’s housing growth between 1990 and 2018 is summarized in Table 3.12-2.^{11,12}

Table 3.12-2: Contra Costa County Historic Housing Unit Growth

Year	Dwelling Units	Change from Previous (Percent)
1990	58,997	—
1995	63,294	7.3
2000	57,609	-9.0 ¹
2005	59,600	3.5
2010	62,401	4.1
2015	63,636	2.6
2018	63,975	0.5
Net Change	4,978	7.8

Note:
¹ The City of Oakley incorporated in 1999 resulting in a decline in housing units in the unincorporated County.
 Source: CDF 2018, 2012, 2007.

Project Site

The project site contains two existing dwelling units.

Affordable Housing

Contra Costa County

In July 2013, the ABAG projected regional housing needs in its Regional Housing Needs Plans for the San Francisco Bay Area: 2015-2023. According to the ABAG forecasts, unincorporated Contra Costa County’s projected housing need from 2015 to 2023 is 1,367 residential units, consisting of:

- 374 units within the very-low-income level (0–50 percent of area median income);
- 218 units within the low-income level (51–80 percent of area median income);
- 243 units within the moderate-income level (81–120 percent of area median income); and

¹⁰ California Department of Finance (CDF). 2018. Report E-5 Population and Housing Estimates for Cities, Counties, and the State. May.

¹¹ California Department of Finance (CDF). 2007. Report E-8 Historical Population and Housing Estimates for Cities, Counties, and the State, 1990–2000. August.

¹² California Department of Finance (CDF). 2012. Report E-8 Historical Population and Housing Estimates for Cities, Counties, and the State, 2000–2010. November.

- 532 units within the above-moderate-income level (more than 120 percent of area median income).¹³

Project Site

The project site does not currently contain affordable housing units.

Employment

San Francisco Bay Area

The Bay Area region has experienced a strong recovery since the 2007–2009 Great Recession, with job growth proceeding at a pace greater than that experienced by the State of California or the United States as a whole. By mid-2013, the Bay Area had regained all of the jobs lost during the Great Recession; however, if 2000 is used as the baseline year, the average rate of growth is much less and closer to zero since the peak of the dot-com boom era.¹⁴

More recent data indicates that almost half of the projected job growth from 2010 had already occurred as of 2015. The 2010 to 2015 strength reflects a combination of recovery from the depths of the 2007 to 2009 recession and a strong surge in economic activity related to the technology and social media sectors. In this projection, employment growth slightly outpaces the nation, with the Bay Area share of U.S. employment growing from 2.5 percent in 2010 (3,422,800) to 2.69 percent in 2015 (4,025,600) and to 2.76 percent in 2040 (4,698,400).¹⁵

Contra Costa County

In December 2018, the California Department of Employment Development estimated 561,700 employed persons and 17,200 unemployed persons for an unemployment rate of 3 percent within Contra Costa County.¹⁶ According to the U.S. Bureau of Labor Statistics, in December of 2018, the State of California has an unemployment rate of 4.2 percent.¹⁷

Project Site

The project site contains two dwelling units. There are no land uses, such as commercial or office space, on the project site that offer employment.

3.12.3 - Regulatory Setting

Federal

No federal plans, policies, regulations, or laws related to population and housing are applicable to the project.

¹³ Association of Bay Area Governments (ABAG). Final Regional Housing Need Allocation, 2015-2023. Website: https://abag.ca.gov/planning/housingneeds/pdfs/2015-2023_RHNA_Allocations.pdf, at page 21. Accessed February 12, 2019.

¹⁴ Association of Bay Area Governments (ABAG). 2015. Executive Summary—State of the Region 2015: Economy, Population and Housing. Website: <http://reports.abag.ca.gov/sotr/2015/executive-summary.php>. Accessed November 16, 2018.

¹⁵ Association of Bay Area Governments (ABAG). Regional Forecast for Plan Bay Area 2040, Fiscal Year 2016, Table 1. Website: https://abag.ca.gov/planning/research/memos/Regional_Forecast_for_Plan_Bay_Area_2040_F_030116.pdf. Accessed February 12, 2019.

¹⁶ California Department of Employment Development. 2019. Contra Costa County Profile. Website: <https://www.labormarketinfo.edd.ca.gov/cgi/databrowsing/localAreaProfileQSResults.asp?selectedarea=Contra+Costa+County&selectedindex=7&menuChoice=localAreaPro&state=true&geogArea=0604000013&countyName=>. Accessed February 12, 2019.

¹⁷ United States Bureau of Labor Statistics. 2019. Economy at a Glance. Website: <https://www.bls.gov/eag/eag.ca.htm>. Accessed February 12, 2019.

State Regulations

California Housing Element Law

The State Housing Element Law (Government Code Chapter 1143, Article 10.6, §§ 65580 and 65589) 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. The amount of housing that must be accounted for in a local housing element is determined through a process called the Regional Housing Needs Allocation (RHNA). In the RHNA process, the State gives each region a number representing the amount of housing needed, based on existing need and expected population growth.

At the State level, the California Department of Housing and Community Development (HCD) estimates the relative share of the State's anticipated population growth that would occur in each county in the State, based on CDF population projections and historic growth trends. Where there is a regional council of governments, as in the San Francisco Bay Area (in this case, the ABAG), the HCD provides the regional housing need 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 provides 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.

Each city and county must update its general plan housing element on a regular basis pursuant to the requirements of Government Code Section 65580, et seq. Among other things, the housing element must incorporate policies and identify potential sites that would accommodate a city's share of the regional housing need. Before adopting an update to its housing element, a city or county must submit the draft to the HCD for review. The HCD will advise the local jurisdiction whether its housing element complies with the provisions of California Housing Element Law. The regional councils of governments are required to assign regional housing shares to the cities and counties within their region on a similar schedule. At the beginning of each cycle, the HCD provides population projections to the regional councils of governments, who then allocate shares to their cities and counties. The shares of the regional need are allocated before the end of the cycle so that the cities and counties can amend their housing elements by the deadline.

Regional

Plan Bay Area and ABAG Regional Housing Needs Assessment

The Plan Bay Area, published by the Metropolitan Transportation Commission and the ABAG, is a long-range integrated transportation and land use/housing strategy through 2040 for the Bay Area. The Plan Bay Area functions as the sustainable communities' strategy mandated by Senate Bill 375. In July 2013, the ABAG projected regional housing needs in its Regional Housing Needs Plan for the San Francisco Bay Area: 2014–2022.

Acting in coordination with the HCD, the ABAG determines the Bay Area's regional housing need based on regional trends, projected job growth, and existing needs. Unincorporated Contra Costa County's fair share of the regional housing need allocation for an 8-year period (2015 to 2023) was calculated as 1,367 units, or about 171 units per year. The RHNA determination includes production targets addressing the housing needs of a range of household income categories. A total of about

592 units, or 43 percent of the RHNA target, must be affordable to households making up to 80 percent of the area’s median income.¹⁸ The U.S. Department of Housing and Urban Development (HUD) determines the annual area median income for the Oakland-Fremont Metropolitan Statistical Area, which includes Contra Costa County. In 2018, the area’s median income for a single-person household was almost \$58,100 and \$89,600 for a household of four people.¹⁹

Local

Contra Costa County General Plan

Land Use Element

Applicable policies found in the Contra Costa County General Plan Land Use Element include the following:

- **Policy 3-5:** New development within unincorporated areas of the County may be approved, providing growth management standards and criteria are met or can be assured of being met prior to the issuance of building permits in accordance with the growth management program.
- **Policy 3-6:** Development of all urban uses shall be coordinated with provision of essential community services or facilities including, but not limited to, roads, law enforcement and fire protection services, schools, parks, sanitary facilities, water and flood control.
- **Policy 3-7:** The location, timing and extent of growth shall be guided through capital improvements programming and financing (i.e., a capital improvement program, assessment districts, impact fees, and developer contributions) to prevent infrastructure, facility and service deficiencies.
- **Policy 3-8:** Infilling of already developed areas shall be encouraged. Proposals that would prematurely extend development into areas lacking requisite services, facilities and infrastructure shall be opposed. In accommodating new development, preference shall generally be given to vacant or under-used sites within urbanized areas, which have necessary utilities installed with available remaining capacity, before undeveloped suburban lands are utilized.
- **Policy 3-24:** Housing opportunities shall be improved through encouragement of distinct styles, desirable amenities, attractive design and enhancement of neighborhood identity.
- **Policy 3-25:** Innovation in site planning and design of housing developments shall be encouraged in order to upgrade quality and efficiency of residential living arrangements and to protect the surrounding environment.
- **Policy 3-28:** New residential development shall be accommodated only in areas where it will avoid creating severe unmitigated adverse impacts upon the environment and upon the existing community.

Housing Element

Applicable policies found in the Contra Costa County General Plan Housing Element include the following:

¹⁸ Association of Bay Area Governments (ABAG). 2013. Regional Housing Need Plan, San Francisco Bay Area 2015–2023. About the Regional Housing Needs Allocation. Website: https://abag.ca.gov/planning/housingneeds/pdfs/2015-23_RHNA_Plan.pdf. Accessed November 16, 2018.

¹⁹ United States Department of Housing and Urban Development (HUD). FY 2018 Income Limits Summary. Website: <https://www.huduser.gov/portal/datasets/il/il2018/2018summary.odn>. Accessed December 3, 2018.

- **Goal 6-1:** Maintain and improve the quality of the existing housing stock and residential neighborhoods in Contra Costa County.
- **Goal 6-3:** Increase the supply of housing with a priority on the development of affordable housing, including housing affordable to extremely low-income households.
- **Policy 6-3.1:** Support the development of additional affordable housing by nonprofit and for-profit developers through financial assistance and/or regulatory incentives such as density bonus or flexible development standards through planned unit development.
- **Policy 6-3.3:** Increase the supply of affordable housing and encourage the development of mixed-income housing through the Inclusionary Housing Ordinance.
- **Goal 6-6:** Provide adequate sites through appropriate land use and zoning designations to accommodate the County's share of regional housing needs.
- **Policy 6-6.1:** Maintain an up-to-date site inventory that details the amount, type, and size of vacant and underutilized parcels, and assist developers in identifying land suitable for residential development.

Contra Costa County Ordinance Code

Inclusionary Housing Ordinance

Chapter 822-4, Inclusionary Housing Ordinance, of the Contra Costa County Ordinance Code facilitates the development and availability of housing affordable to a broad range of households with varying income levels within the County. A residential development consisting of five to 125 for-sale units must develop and sell at least 15 percent of the for-sale units as inclusionary units. However, as an alternative to providing some or all of the inclusionary units required, an in-lieu fee may be paid pursuant to Contra Costa County Ordinance Code Section 822-4.404. The fee paid is established by the County's Department of Conservation and Development fee schedule as adopted by the Board of Supervisors.

3.12.4 - Impacts and Mitigation Measures

Significance Criteria

According to 2019 California Environmental Quality Act (CEQA) Guidelines Appendix G Environmental Checklist, to determine whether impacts to population and housing are significant environmental effects, the following questions are analyzed and evaluated. Would the project:

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

Approach to Analysis

Impacts related to population, housing, and employment were determined by analyzing existing and projected population, housing, and employment estimates provided by the CDF, ABAG, and the

Contra Costa County General Plan. The project's impacts were evaluated by determining their consistency with these projections, estimates, and the Contra Costa County General Plan.

Specific Thresholds of Significance

For purposes of this analysis, the following thresholds are used to evaluate the significance of population and housing impacts resulting from implementation of the project.

- Inducement of permanent or daytime population or employment growth in the Contra Costa County General Plan planning area that would exceed Contra Costa County or ABAG population projections for Contra Costa County.
- Displacement of existing housing or permanent population.

Impact Evaluation

Population Growth

Impact POP-1: **The project would not 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).**

Construction

Impacts related to inducement of population growth are limited to operational impacts. No respective construction impacts would occur.

Operation

Direct population growth is a result of developing residential units. The project includes an apartment building consisting of 21 studio apartments, 178 one-bedroom apartments, and 85 two-bedroom apartments, totaling 284 units, with an average unit size of 863 square feet. According to the CDF, unincorporated Contra Costa County has an average of 2.88 persons per household. Using this figure as a multiplier, the project would add 818 persons to the population of Contra Costa County. The CDF estimates that unincorporated Contra Costa County 2018 population to be 172,513 persons. The project's estimated increase in persons would represent an increase of less than 1 percent relative to the 2018 estimate. Thus, implementation of the project would not induce substantial direct population growth within unincorporated Contra Costa County.

Indirect population growth occurs when a project creates substantial employment opportunities, provides new infrastructure that can lead to additional growth, and/or removes barriers to growth. For example, a project could create thousands of jobs and attract a substantial amount people to the area. The project is within a suburban residential area and currently well-served by transportation and utility infrastructure. Once operational, the project is expected to employ five workers on-site daily for the maintenance and operation of the proposed apartment community. These employees would be expected to be drawn from the local labor force. Thus, implementation of the project would not induce substantial indirect population growth within unincorporated Contra Costa County.

Therefore, the project would not result in substantial population, housing, or employment growth in excess of that analyzed for Contra Costa County planning area and anticipated under local and

regional projections for Contra Costa County. This would represent a less-than-significant impact related to induced population growth.

Level of Significance

Less Than Significant

Population/Housing Displacement

Impact POP-2: **The project would not displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere.**

Construction

Impacts related to displacement of people or housing necessitating replacement housing are limited to operational impacts. No respective construction impacts would occur.

Operation

The project site currently contains two existing dwelling units and a third ancillary building. As part of the project, these existing structures would be removed, and a total of 284 new residential units (anticipated to house up to 818 new residents) would be added to the project site. Thus, while the project would displace two existing dwelling units, it would not necessitate the construction of replacement housing elsewhere not already anticipated in the Contra Costa County General Plan.

According to the CDF, unincorporated Contra Costa County has an average of 2.88 persons per household. Using this figure as a multiplier, the demolition of two existing residences would displace up to six persons. However, because of the provision of 284 new residential units, the project would not necessitate the construction of replacement housing elsewhere or not already anticipated in the Contra Costa County General Plan

Therefore, the project would not require the construction of replacement housing elsewhere due to the displacement of housing or people. This would represent a less-than-significant impact related to population and housing displacement.

Level of Significance

Less Than Significant

3.12.5 - Cumulative Impacts

Cumulative population and housing effects must be considered in relationship land use, plans, and policy considerations for development facilitated by the Contra Costa County General Plan. The relevant cumulative geographic context is the unincorporated area of Contra Costa County that includes projects identified in Table 3-1: Cumulative Projects (See Chapter 3.0, Environmental Analysis).

Population Growth

Cumulative projects listed in Table 3-1 in conjunction with the project would add population. The CDF estimates unincorporated Contra Costa County 2018 population to be 172,513 persons. The cumulative projects listed in Table 3-1 would total 703 residential units. Based on the CDF average

household size of 2.88 persons, the cumulative projects listed in Table 3-1 would increase persons by 2,025, in addition to the project's estimated increase of 818 persons for a total cumulative increase of 2,843 persons. This would represent a cumulative population increase of 1.6 percent relative to the 2018 estimate. This cumulative population is consistent with the Bay Area region population growth projections of ABAG, which projected a growth in housing construction that would provide a total of approximately 3,607,000 housing units by 2040.²⁰ ABAG has developed projections for the Bay Area region for four decades and prepares its projections based on a combination of economic relationships and policy factors.²¹ Furthermore, the project would construct affordable units as part of the project, which would contribute toward Contra Costa County's regional housing need allocation. As such, there would not be substantial direct population growth associated with implementation of the identified cumulative projects.

Cumulative projects listed in Table 3-1 in conjunction with the project are expected to generate employment opportunities, such as the office building, hotel, and auto dealership projects, that are expected to draw employees primarily from the local labor force. California Department of Employment Development estimates that Contra Costa County 2018 employment to be 561,700 employed persons. The cumulative projects' estimated increase in jobs would total 180 and would represent an increase of less than 1 percent relative to the 2018 estimate.²² These cumulative project employees would be expected to be drawn from the local labor force. As such, there would not be substantial indirect population growth associated with implementation of the identified cumulative projects.

Therefore, cumulative impacts related to population growth, both direct and indirect, would be considered less than significant.

Population/Housing Displacement

Cumulative projects listed in Table 3-1 in conjunction with the project would add residential units to the County. None of the listed projects substantially displaces housing units or people within the County. In fact, implementation of the cumulative projects would result in a net increase of housing in the County. The County further requires development that may impact housing to include affordable housing units or pay a related impact fee (see Regulatory Setting). Therefore, cumulative impacts associated with population and housing displacement would be less than significant.

Level of Cumulative Significance

Less Than Significant

²⁰ Association of Bay Area Governments (ABAG). Regional Forecast for Plan Bay Area 2040. Page 8. Website: https://abag.ca.gov/planning/research/memos/Regional_Forecast_for_Plan_Bay_Area_2040_F_030116.pdf. Accessed February 12, 2019.

²¹ *Ibid.*

²² Institute of Transportation Engineers (ITE) 2017. Trip Generation Manual 10th Edition. Website: <https://www.ite.org/tripgeneration/index.asp>