

4.11 POPULATION, HOUSING, AND EMPLOYMENT

4.11.1 INTRODUCTION

This section analyzes the impacts of the Westside Community Planning Project on population, housing, and employment in the City of Ventura. Information from the 2010 US Census, California Department of Finance, and Southern California Association of Governments was used to prepare the following analysis.

4.11.2 ENVIRONMENTAL SETTING

a. Existing Population, Housing and Employment

Between 2000 and 2010, the population of the City of Ventura increased from 100,916 residents to 106,433 residents, an increase of 5,517 residents, or approximately 5.5 percent over a 10-year period.¹ The California Department of Finance (DOF) estimates the City's 2011 population at 107,124 residents.² The City's average household size was 2.6 residents in 2010,³ and is estimated at 2.65 residents for 2011.⁴

Between 2000 and 2010, the number of housing units in the City of Ventura increased from 39,803 to 42,795, an increase of 2,992 housing units, or approximately 7.5 percent over a 10-year period.⁵ The DOF estimates the City's 2011 housing supply at 48,230 units.⁶ DOF is currently revising its estimates of population and housing to reflect data from the 2010 US Census, and it is likely that the 2011 estimate will be revised down.

The Southern California Association of Governments (SCAG) adopted growth forecast provided in the 2008 Regional Transportation Plan (RTP) projects a 2010 employment population of 69,211 for the City of Ventura.

¹ Southern California Association of Governments, *Profile of the City of San Buenaventura*, (2011) 3.

² California Department of Finance, "E-5 City/County Population and Housing Estimates 2010–2011 with 2010 Census Benchmark" (2011).

³ Southern California Association of Governments, *Profile of the City of San Buenaventura*, (2011) 8.

⁴ California Department of Finance, "E-5 City/County Population and Housing Estimates 2010–2011 with 2010 Census Benchmark" (2011).

⁵ California Department of Finance, "E-5 City/County Population and Housing Estimates 2000–2010 with 2000 Benchmark" (2010).

⁶ California Department of Finance, "E-5 City/County Population and Housing Estimates 2010–2011 with 2010 Census Benchmark" (2011).

b. Project Area

As shown in **Table 3.0-6 in Section 3.0, Project Description**, existing development within the planning area consists of 4,184 dwelling units, 298,181 square feet of retail commercial, 8,332 square feet of office space, 1,056,977 square feet of industrial development, 422,658 square feet of institutional development, and 422,658 square feet of civic and religious uses. Based on the DOF's estimated 2011 household size of 2.65 residents per dwelling unit, the planning area would have an estimated population of 11,088 residents.

c. Regulatory Framework

Southern California Association of Governments

The Southern California of Governments (SCAG) is the metropolitan planning organization (MPO) for the Counties of Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura. As part of its responsibilities as MPO, SCAG prepares regional growth forecasts to facilitate the Regional Transportation Plan (RTP) and other regional planning efforts.

General Plan Housing Element

The City's 2008 Housing Element is provided in the City's *General Plan*. This element sets forth the City's goals and policies with respect to housing and establishes a comprehensive six-year program strategy for the 2008 to 2014 planning period. The Housing Element identifies strategies and programs that focus on (1) preserving and improving housing and neighborhoods, (2) providing adequate housing sites, (3) assisting in the provision of affordable housing, (4) removing governmental and other constraints to housing investment, and (5) promoting fair and equal housing opportunities.

The following goals and policies from the General Plan Housing Element would apply to the proposed project:

Goal 1 Maintain and improve the quality of existing housing and residential neighborhoods in Ventura.

Policy 1.1 Encourage citizen involvement in addressing the maintenance and improvement of the housing stock and neighborhood quality.

- Goal 2 Facilitate the provision of a range of housing types to meet the diverse needs of the community.
- Policy 2.1 Provide high quality housing for current and future residents at all income levels. Promote housing that is developed under modern sustainable community standards.
- Policy 2.2 Provide expanded housing opportunities for the City's workforce. Promote the City's affordable housing programs with employers in Ventura.
- Policy 2.5 Support the provision of quality rental housing with three or more bedrooms to accommodate large families, and encourage room additions in the existing housing stock to address household overcrowding.
- Policy 2.6 Support a variety of housing types to address the needs of agricultural workers, including affordable rentals, mobile home parks, single room occupancy hotels (SROs), and group housing for migrant laborers.
- Policy 2.7 Facilitate the provision of housing to address Ventura's growing senior population, including design that supports "aging in place," senior housing with supportive services, assisted living facilities, and second units.
- Policy 2.8 Encourage the provision of housing adaptable to the physically disabled through integration of universal design features in new development, and compliance with Title 24 of the California Health and Safety Code.
- Policy 2.11 Continue to implement the inclusionary housing ordinance as a means of integrating affordable units within new residential development: (1) Require affordable units to be provided on or off site, with allowance for payment of an in-lieu fee at the discretion of the City; (2) Evaluate the financial impact of inclusionary requirements on development, and assess incentive-based alternative strategies for provision of affordable housing.

- Policy 2.12 Facilitate the provision of second units as a means of providing affordable rental housing in existing neighborhoods. Ensure compatibility with the primary unit and surrounding neighborhood.
- Policy 2.13 Encourage the production of housing that meets the needs of all economic segments, including extremely low, lower, moderate, and above moderate-income households, to achieve a balanced community.
- Policy 2.14 Promote and facilitate non-traditional housing types and options, including co-housing, assisted living facilities, live-work spaces, transitional housing, emergency shelters, farm employee housing, and artist lofts.
- Goal 3 Provide adequate housing sites through appropriate land use and zoning designations to accommodate the City's share of the regional housing needs.
- Policy 3.2 Implement smart growth principles by providing incentives for quality infill projects that utilize existing infrastructure such as expediting permit processing.
- Policy 3.3 Encourage efficient utilization of the City's limited land resources by encouraging development at the upper end of the permitted Zoning Code/General Plan density.
- Policy 3.4 Utilize the Downtown Specific Plan and form-based codes as a tool to accommodate infill and mixed use development contextually.
- Policy 3.5 Explore residential reuse opportunities on obsolete commercial properties, such as older motels and underutilized historic structures.
- Policy 3.7 Identify opportunities for housing development or redevelopment that supports other community goals such as neighborhood improvement, recreation opportunities, and the preservation of sensitive lands and neighborhood character.
- Policy 3.8 Facilitate the development of mixed-use projects in appropriate commercial areas, including stand-alone residential developments

(horizontal mixed-use) and housing above ground floor commercial uses (vertical mixed-use).

- Policy 3.9 Promote higher density housing as part of mixed-use developments along parts of Thompson Boulevard and Main Street in Midtown Ventura, as well as other areas such as Westside, Downtown, and East Ventura.
- Policy 3.10 Promote mixed-use developments on the Westside of Ventura.
- Goal 4 Mitigate or remove any potential governmental constraints to housing production and affordability.
- Policy 4.5 Provide flexibility in development standards to accommodate new models and approaches to providing affordable housing, such as cohousing, live/work units and assisted living facilities.
- Goal 5 Promote equal opportunity for all residents to reside in the housing of their choice.
- Policy 5.3 Promote housing that meets the special needs of large families, elderly persons, agricultural workers, and the disabled.

4.11.3 IMPACT ANALYSIS

a. Thresholds of Significance

Based upon Appendix G of the *State CEQA Guidelines* under Section XIII, Population and Housing, the following significance thresholds are used to evaluate project impacts related to population and housing.

- PH-1 Would the project 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)?
- PH-2 Would the project displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere?
- PH-3 Would the project displace substantial numbers of people, necessitating the construction of replacement housing elsewhere?

b. Methodology

For the purposes of the following analysis, substantial population growth is defined as population growth that exceeds adopted population growth forecasts for the City. Regional growth forecasts prepared by SCAG for the adopted 2008 RTP were used to analyze the potential impact of population and employment growth under the proposed project.

c. Analysis, Mitigation Measures, and Residual Impacts

Chapter 12.2, Our Prosperous Community, of the Westside Community Plan identifies the following goals, policies, and actions pertaining to housing and employment:

- Goal Increase local shopping opportunities, diversify the local economy, and create job opportunities in the Westside areas.

- Goal Provide for a variety of Westside Community workforce and transitional housing opportunities.

- New Goal Encourage diverse and equitable neighborhoods that provide housing options for the full range of incomes, physical abilities, and ages.

- Policy 12 D Stimulate private investment for revitalization of underutilized parcels in the Westside Community Plan area.

- Action 12.2.1 Establish a redevelopment project area, in addition to identifying other federal, state and local funding sources for the Westside Community Planning project area to stimulate economic development and generate leverage funds for development opportunity sites in the area.

- Action 12.2.2 Stimulate investment in four catalyst sites for their redevelopment through available public and private financing at Rocklite and Ventura Avenue (Selby site); Kellogg and Ventura Avenue (Kellogg); along Olive at Stanley Avenue (Stanley/Olive); and portions of AERA and Ventura Unified School District parcels west of Ventura Avenue at Shell Road (School District/AERA) as follows:

Catalyst Site #1: Selby: 15 acres for mixed-use development with ground floor commercial and second or third story office above the ground floor. The eastern portion of the property could support high density residential to create a true mixed used development that would be a showcase for travelers as they exit the freeway at Stanley.

Catalyst Site #2: Industrial area south of Stanley Avenue, along Olive Street to be focus of economic development efforts to encourage green and high technology job recruitment to the City.

Catalyst Site #3: Kellogg: 2-acre site for live/work development oriented to artists' lofts, with neighborhood services. With its central location on the Avenue, urban plaza and park space fronting the Avenue is a community-desired component of this catalyst site. See graphic on page 21 for Illustrative example.

Catalyst Site #4: School District/AERA: portions of 90-acre site that includes 4-5 acre Avenue School site to be considered for mixed-use development to provide transition between industrial uses to the north and newer residential and commercial uses to the south.

Policy 12 E Support economic growth and the creation of high tech and green technology jobs through business retention, expansion, and formation.

Action: 12.2.3 Design and conduct a business-marketing program to publicize the key attributes of a Westside location to the business community.

Action 12.2.4 Collaborate with countywide, regional, and statewide economic development organizations to heighten awareness among targeted industries about the characteristics of business sites in the Westside. Action

- Action 12.2.5 Establish a strategic vision that outlines Ventura Avenue as the City's Green Business Corridor.
- Action 12.2.6 Form and fund an incentive program that targets businesses within desirable high-tech, green and creative industries to establish or relocate in the Westside Community.
- Policy 12 F Identify and designate Westside sites that are compatible with development opportunities for technology businesses and professional services firms to provide jobs.
- Action 12.2.7 Establish a cohesive strategy for redevelopment of former oil industrial areas along Stanley Avenue and Olive Street.
- Action 12.2.8 Expressly preserve underutilized sites on the Westside for job producing uses with respect to the whole community planning area.
- Action 12.2.9 Designate suitable locations and development standards for industrial and service commercial businesses in the Westside Community. Action implemented through Regulating Code designation.
- Action 12.2.10 Zone or maintain at least 96 acres for industrial and service commercial development, based on economic market analysis to inform the Plan. Action implemented through Regulating Code designation of Special District Industrial and Urban Center/Urban General.
- Action 12.2.11 Pursue funding for brownfield site assessment and remediation to facilitate reuse of obsolete industrial parcels in the Westside Community.
- Action 12.2.12 Locate sites or developments that could potentially house a green technology incubator and partner with other organizations for implementation.

- Action 12.2.13 Respect and preserve oil production, high value job base and maintain existing land use, but anticipate long-range industrial mixed-use development of the Avenue School site. (Catalyst 4)
- Policy 12 G Collaborate with workforce training agencies and services programs to ensure Westside local worker access to new jobs.
- Action 12.2.14 Coordinate with the California Employment Development Department, the County Human Services Agency, the Ventura Workforce Investment Board, Regional Occupation Program, and other workforce training agencies to provide well-tailored employment training programs to meet the needs of businesses locating in the Westside and resident workers seeking new employment opportunities.
- Policy 12 H Prioritize and promote expansion of local-serving retail and service businesses to improve shopping opportunities in the Westside Community.
- Action 12.2.15 Zone locations for local-serving retail commercial businesses. Action implemented through Regulating Code designation.
- Action 12.2.16 Zone suitable sites for future retail commercial development to serve growth in Westside market demand. Action implemented through Regulating Code designation.
- Policy 12 I Promote development of Westside housing opportunities commensurate with the incomes generated by local businesses, at both upper and lower income levels.
- Revised
Action 12.2.17 Encourage mixed use development to achieve a mix of housing types for a range of household income levels and options for seniors, families with children, and persons with disabilities in the community. Action implemented through Development Code.⁷

⁷ Revised by City Council action on June 6, 2011.

- Policy 12 J Encourage high quality, sustainable and green development project designs that reflect environmental quality and consideration of long-term benefit over short-term gain.
- Action 12.2.18 Expand the range of building and site design options that are permitted in order to further reduce the environmental footprint of new development in the community. Action implemented through Regulating Code.
- Action 12.2.19 Establish cost-effective private property design standards to provide visual buffers to screen industrial business operations from public right-of-ways. Action implemented through Regulating Code.
- Action 12.2.20 Identify funding or incentive programs to assist property owners in property improvements to screen industrial operations and reduce off-site visual impacts.
- Policy: 12 K: Establish flexible form-based standards conducive to successful mixed-use development that provides residential and business opportunities at all economic levels.
- Action 12.2.21 Allow commercial businesses to be located where they benefit from traffic flow and visibility in order to capture market support from outside the Westside Community. Action implemented through Regulating Code.
- Action 12.2.22 Allow for shared parking in mixed-use projects to reduce the overall costs of development and defray the cost to commercial development. Action implemented through Regulating Code.
- Action 12.2.23 Collocate residential housing types that are compatible with the noise, lighting, and traffic flows of business development in mixed use projects. Action implemented through Regulating Code.

PH-1 Would the project 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)? (Class III, Not Significant)

Analysis

The growth forecast for the land uses proposed in the Westside Community Planning Project area would add 1,415 new dwelling units in the planning area by 2025, or approximately 150 more dwelling units than projected by the 2025 General Plan. Based on the Department of Finance estimated 2011 household size of 2.65 residents per dwelling unit, this would add approximately 3,750 residents to the Westside Project Area; or approximately 400 more than predicted by the 2005 General Plan. Using the Department of Finance multiplier, this would result in an estimated 2025 Citywide population of 127,233. residents.

Table 4.11-1, Project Growth and 2025 Forecast, compares population and household increases forecast for the proposed project to growth forecast for the City through 2025.

**Table 4.11-1
Project Growth and 2025 Forecast**

	Existing (2011)	Existing Plus Project	2025 RTP Forecast
Population	107,124	127,233	127,032
Households	40,441	49,288	48,665

Sources: SCAG, Adopted 2008 RTP Growth Forecast, by City, (2008); California Department of Finance, "E-5 City/County Population and Housing Estimates 2010–2011 with 2010 Census Benchmark"

The proposed project would contribute toward an estimated citywide 2025 population of 127,233 residents and 49,288 households. Allowing for annual variance in the Department of Finance multiplier, and higher deviance from the household size estimated by SCAG for population per household, the proposed project would not substantially exceed the SCAG 2008 RTP population growth forecast for the City of 127,032 residents, but would exceed the SCAG 2008 forecast of 48,665 households in 2025.

The SCAG adopted growth forecast for the 2008 RTP projects a 2025 employment population of 80,017 Citywide. Growth forecasts for the land uses proposed in the Westside Community Planning Project include the development of 100,641 square feet of retail, 163,450 square feet of office, and 77,000 square feet of industrial land uses by 2025. According to a SCAG employment density report, buildout of these proposed land uses would result in approximately 1,035 employees based on regional average square

foot per employee factors for these land use types.⁸ This would result in an estimated 2025 Citywide employment population of 70,246. This is well within the SCAG 2008 RTP employment population projections for 2025.

Action 12.2.2 in the Westside Community Plan area identifies four key underutilized sites available for public and private investment to stimulate additional investment in this community. These are discussed in more detail in **Section 3.0, Project Description** and are shown in **Figure 3.0-5, Economic Catalyst Sites**. Should one or more of these sites be developed, they will increase the housing supply and employment opportunities in the City for improved jobs housing balance.

The General Plan and Westside Community Plan contain numerous other goals, policies, and actions supporting the creation of housing and employment opportunities within the planning area. The 2005 General Plan includes various policies that encourage mixed use and infill development and would be expected to reduce vehicle miles traveled (VMT) and associated air pollutant emissions compared to previous low density development within the City. Impacts related to population growth would therefore be less than significant (Class III, Not Significant).

Mitigation Measures

No mitigation measures are required

Residual Impacts

Impacts would be Class III, Not Significant.

PH-2 Would the project displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere? (Class III, Not Significant)

Analysis

The City of Ventura is proposing the Westside Community Planning Project to implement the City's General Plan by adopting the Westside Community Plan and the Westside Development Code. The Westside Community Plan provides direction on requirements and development standards for new development, policies, and actions to implement the Development Plan vision and goals, and the Westside Community Development Code regulates the types and intensities of development and land uses within the Westside Community Plan area. No specific development projects are proposed at this

⁸ Southern California Association of Governments, *Employment Density Study, Summary Report*, (2001). Prepared by The Natelson Company, Inc. in association with Terry A. Hayes Associates.

time or analyzed at the project level in this program EIR. Project-level review will be required for individual projects proposed within the Westside Community Plan area. Therefore, approval of the Westside Community Planning Project would not directly cause the construction or demolition of any existing housing. Development forecast to occur within the planning area through the 2025 planning horizon for the project would result in the redevelopment of existing residential and nonresidential properties within the planning area under the new form-based code provided by the project, which would allow for increased residential and nonresidential density within the planning area. As discussed previously, this would permit the construction of an estimated 1,415 new residential units within the planning area.

As individual properties are redeveloped, residents may be temporarily displaced. However, the project is forecast to result in a net increase in housing available in the planning area. These new dwelling units could be occupied by displaced residents, and would not require the construction of replacement housing elsewhere. Therefore, impacts related to the displacement of existing housing would be less than significant.

Mitigation Measures

No mitigation measures are required

Residual Impacts

Impacts would be Class III, Not Significant.

PH-3 Would the project displace substantial numbers of people, necessitating the construction of replacement housing elsewhere? (Class III, Not Significant)

Analysis

The Westside Community Plan would regulate land use and zoning designations for properties within the planning area and would not directly cause the displacement of residents in existing housing in the planning area. Development forecast to occur within the planning area through the 2025 planning horizon for the project would result in the redevelopment of existing residential and nonresidential properties within the planning area under the new form-based code provided by the project, which would allow for increased residential and nonresidential density within the planning area. As discussed previously, this would permit the development of an estimated 1,415 new residential units within the planning area.

As individual properties are redeveloped, residents may be temporarily displaced. However, the project is forecast to result in a net increase in housing available in the planning area. These new dwelling units could be occupied by displaced residents, and would not require the construction of replacement housing elsewhere. Therefore, impacts related to the displacement of residents would be less than significant (Class III, Not Significant).

Mitigation Measures

No mitigation measures are required

Residual Impacts

Impacts would be Class III, Not Significant.

d. Cumulative Impacts

Development under the Westside Community Planning Project is forecast to result in the construction of 150 more housing units than projected for the Westside Community Planning area in the 2005 Ventura General Plan. . The construction of these units would result in an additional population of 398 residents above the estimated citywide population of 126,968 residents by 2025,⁹ for a total citywide population of 127,233, generally consistent with the SCAG 2025 population forecast of 127,032 residents.

The proposed project would also exceed the General Plan projections for the Westside Planning area by 49,005 square feet of retail space and 54,450 square feet of office space. According to a SCAG employment density report, predicted development of these proposed land uses would result in approximately 860 employees based on regional average square foot per employee factors for these land use types.¹⁰ This would result in an estimated 2025 citywide employment population of 70,071. This is within the SCAG 2008 RTP employment population projections 80,017 for 2025. Therefore, cumulative impacts related to population growth would be less than significant (Class III, Not Significant) and the project's contribution to cumulative impacts would not be cumulatively considerable.

⁹ City of Ventura, *2005 General Plan Final Environmental Impact Report*, (2005) 4.15-6.

¹⁰ Southern California Association of Governments, *Employment Density Study, Summary Report*, (2001). Prepared by The Natelson Company, Inc. in association with Terry A. Hayes Associates.