

## 5. Environmental Analysis

### 5.13 POPULATION AND HOUSING

This section of the draft program environmental impact report (PEIR) examines the potential for socioeconomic impacts of the proposed Countywide Plan (Project) on unincorporated San Bernardino County including changes in population, employment, and demand for housing. According to Section 15382 of the CEQA Guidelines, “[a]n economic or social change by itself shall not be considered a significant impact on the environment.” Socioeconomic characteristics should be considered in an EIR only to the extent that they create adverse impacts on the physical environment.

A special focus in this section is the balance of employment and housing, which can affect other environmental issues, including air quality, greenhouse gas emissions, and traffic. Impacts in these topic areas are analyzed elsewhere in this PEIR.

#### 5.13.1 Environmental Setting

##### 5.13.1.1 REGULATORY BACKGROUND

###### State Housing Law

California planning and zoning law requires each city and county to adopt a general plan for future growth (CA Gov’t Code § 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 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 metropolitan planning organization (MPO) or regional council of government (COG), HCD provides the RHNA to the MPO or COG. Such is the case for the County of San Bernardino, which is a member of the MPO known as the Southern California Association of Governments (SCAG). The SCAG RHNA Subcommittee assigns a share of the regional housing need to each city and county within the SCAG region. The process gives cities and counties the opportunity to comment on the proposed allocations. HCD oversees the process to ensure that the MPOs and COGs distribute their share of the state’s projected housing need.

State law recognizes the vital role that 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.

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- 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.
- Preserve for lower income households the publicly assisted multifamily housing developments in each community.

California housing element laws (Gov't Code §§ 65580–65589) 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

SCAG is an MPO representing jurisdictions across 38,000 square miles in Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura counties. As the federally recognized MPO for this region, SCAG provides 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 development and infrastructure projects to analyze their impacts on regional planning programs. SCAG cooperates with agencies such as the South Coast Air Quality Management District and the California Department of Transportation in preparing regional planning documents. SCAG develops and maintains regional plans to achieve specific regional objectives.

On April 7, 2016, SCAG adopted the 2016–2040 Regional Transportation Plan/Sustainable Communities Strategy (2016–2040 RTP/SCS), a long-range visioning plan that balances future mobility and housing needs with economic, environmental, and public health goals (SCAG 2016a). This long-range plan, required by the state of California and the federal government, is updated by SCAG every four years as demographic, economic, and policy circumstances change. A component of the 2016–2040 RTP/SCS is a set of growth forecasts that estimates population, employment, and housing growth. These estimates are used by SCAG, transportation agencies, and local agencies to anticipate and plan for growth. The 2020 RTP/SCS is expected to be adopted in mid-2020. For more information regarding SCAG and the 2016–2040 RTP/SCS, see Section 5.10, *Land Use and Planning*, of this PEIR.

### County of San Bernardino 2013-2021 Housing Element

The 2013-2021 Housing Element was adopted by the Board of Supervisors in January 2014 and certified by HCD in March 2014. Consistent with state housing element law, the 2013-2021 Housing Element demonstrates that the County can accommodate its RHNA allocation for that planning period through residential development potential on vacant, unincorporated lands under County land use authority. The housing element also identifies goals, policies, and programs to address housing needs in unincorporated areas. The next comprehensive housing element update must be submitted to the state by October 2021 to address the 2021-2029 RHNA cycle.

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### 5.13.1.2 EXISTING CONDITIONS

#### Population

According to the 2016 American Community Survey, the population in San Bernardino County was 2,035,210, and 85.4 percent of residents lived in cities and towns. Only 14.6 percent of county residents lived in unincorporated areas. To illustrate the relatively small share of the county’s population that resides in the unincorporated areas, Table 5.13-1 shows the population and percentage of total population of the entire county by jurisdiction in both 2000 and 2016. The Countywide Plan only addresses unincorporated lands as it relates to increases in population and housing. Population and housing growth in incorporated jurisdictions have been and will continue to be governed and controlled by each incorporated jurisdiction’s general plan.

As shown in Table 5.13-1, the majority of the population resides in incorporated cities and towns, where the county population grew by 27.5 percent between 2000 and 2016. The population in unincorporated areas grew by 5.1 percent. Overall, the proportion of residents in unincorporated areas has decreased, from 17.1 percent in 2000 to 14.6 percent in 2016, likely as a result of annexations of unincorporated lands and continued growth inside cities and towns during that period. Second homes can result in a seasonal influx of part-time residents in some communities, especially those in the Mountain Region.

As explained in Chapter 3, for purposes of the Countywide Plan, the county can be divided into regions—Valley, Mountain, and Desert. The Desert region can be further divided into the North and East Deserts. When considering four distinct regions, the Valley region is the most populous, and the Mountain region is the least populous.

**Table 5.13-1 San Bernardino County Population by Region and Jurisdiction, 2000–2016**

Jurisdiction	2000		2016	
	Number	Percent of Total	Number	Percent of Total
<b>Valley</b>	<b>1,154,722</b>	<b>67.5</b>	<b>1,407,932</b>	<b>66.6</b>
Chino	67,168	3.9	83,670	4.0
Chino Hills	66,787	3.9	77,266	3.7
Colton	47,662	2.8	53,856	2.5
Fontana	128,929	7.5	205,228	9.7
Grand Terrace	11,626	0.7	12,393	0.6
Highland	44,605	2.6	54,490	2.6
Loma Linda	18,681	1.1	23,859	1.1
Montclair	33,049	1.9	38,294	1.8
Ontario	158,007	9.2	169,389	8.0
Rancho Cucamonga	127,743	7.5	173,309	8.2
Redlands	63,591	3.7	70,442	3.3
Rialto	91,873	5.4	102,418	4.8
San Bernardino	185,401	10.8	214,581	10.1
Upland	68,393	4.0	75,851	3.6
Yucaipa	41,207	2.4	52,886	2.5
<b>Mountain</b>	<b>5,438</b>	<b>0.3</b>	<b>5,149</b>	<b>0.2</b>
Big Bear Lake	5,438	0.3	5,149	0.2

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**Table 5.13-1 San Bernardino County Population by Region and Jurisdiction, 2000–2016**

Jurisdiction	2000		2016	
	Number	Percent of Total	Number	Percent of Total
<b>North Desert</b>	<b>224,929</b>	<b>13.2</b>	<b>346,133</b>	<b>16.4</b>
Adelanto	18,130	1.1	32,311	1.5
Apple Valley	54,239	3.2	71,455	3.4
Barstow	21,119	1.2	23,438	1.1
Hesperia	62,582	3.7	92,664	4.4
Needles	4,830	0.3	4,945	0.2
Victorville	64,029	3.7	121,320	5.7
<b>East Desert</b>	<b>31,629</b>	<b>1.9</b>	<b>47,210</b>	<b>2.2</b>
Twentynine Palms	14,764	0.9	25,848	1.2
Yucca Valley	16,865	1.0	21,362	1.0
<b>Incorporated</b>	<b>1,416,718</b>	<b>82.9</b>	<b>1,806,424</b>	<b>85.5</b>
<b>Unincorporated Total</b>	<b>292,716</b>	<b>17.1</b>	<b>307,698</b>	<b>14.6</b>
<b>Countywide Total</b>	<b>1,709,434</b>	<b>100</b>	<b>2,114,122</b>	<b>100</b>

Source: US Census Bureau; 2010 Census and 2016 ACS.

### Housing Types

According to the California Department of Finance as of 2016, 18.8 percent of San Bernardino County housing units are in unincorporated county areas (111,073 out of 506,601). Housing units are categorized by type in Table 5.13-2. In unincorporated areas, 93 percent of all housing units are single-family detached, including mobile homes. The high percentage of single-family detached housing units and mobile homes reflects the lower density rural and suburban character of unincorporated communities.

According to the US Census Bureau, unoccupied housing units are considered vacant. Vacancy status is determined by how the unit could be occupied, e.g., for rent, for sale, or for seasonal/vacation use. The highest vacancy rates in San Bernardino County are in the Mountain Region, where there are numerous second homes, seasonal rentals, and short-term rentals. Other unincorporated areas with significant vacancy rates, likely due to seasonal homes, include the Needles sphere of influence and Twentynine Palms sphere of influence in the Desert region. The East Desert Region also has a lot of short-term rentals.

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**Table 5.13-2 Existing Housing Unit Type, 2016**

Type	San Bernardino County		Unincorporated County	
	Number	Percentage	Number	Percentage
Mobile Home	43,770	6.1	13,297	10.0
Single-Family Detached	506,601	71.2	111,073	83.1
Single-Family Attached	24,887	3.5	2,926	2.2
Multifamily	136,523	19.2	6,326	4.7
<b>Total Housing Units</b>	<b>711,781</b>	<b>100</b>	<b>133,622</b>	<b>100</b>
<b>Vacancy Rate</b>	<b>11.7%</b>		<b>27.4%</b>	

Source: California Department of Finance, Table 2: E-5 City/County Population and Housing Estimates, 1/1/2016.

### Households

Households are defined as occupied housing units, and can be a person living alone, related people living together, or unrelated people living together. According to the 2016 American Community Survey (ACS), there were 620,587 households countywide, of which 95,226 were in unincorporated areas. According to the ACS, the average persons per household was 3.41 countywide and 3.23 when limited to unincorporated areas.

**Table 5.13-3 Households, 2016**

Region	San Bernardino County		Unincorporated County	
	Number	Percentage	Number	Percentage
Valley	438,248	70.6	31,413	33.0
Mountain	22,884	3.7	20,721	21.8
Desert	159,455	25.7	43,092	45.3
<b>Total Households</b>	<b>620,587</b>	<b>100</b>	<b>95,226</b>	<b>100</b>

Note: Baseline numbers reflect 2016 ACS data downloaded as block groups, distributed to blocks based on the same distribution pattern recorded in the 2010 census, which were assigned to area boundaries based on the centroid of the census block. This distribution by area was then checked against 2014 ACS numbers as well as the 2016 distribution published for applicable census-designated "Places." Numbers were manually adjusted to match the distribution for the 2016 census-designated places, or the 2014 ACS estimates as necessary.

### Employment

US Census Bureau Longitudinal Employer-Household Dynamics (LEHD) data shows there were 685,911 jobs in San Bernardino County in 2015, of which only 7.7 percent (52,938) were in the unincorporated county. This small percentage of jobs reflects the undeveloped and rural residential nature of many unincorporated areas, particularly in the Mountain and Desert regions. Employment in the Valley accounted for almost 60 percent of all jobs in the unincorporated areas. SCAG employment projections for San Bernardino County are described in Table 5.13-4.

### Jobs-Housing Balance

The jobs-housing balance 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 jobs-housing

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ratio is one indicator of a project's effect on growth and quality of life in the unincorporated county. 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 local policies; jobs-housing goals and ratios are advisory only. SCAG applies the jobs-housing ratio at the regional and sub-regional level to analyze the fit between jobs, housing, and infrastructure (SCAG 2016a). 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).

Much of San Bernardino County has been historically considered a "bedroom community," a housing-focused, relatively affordable place to live for those who work in Los Angeles or Orange counties. Over the last decades, however, more industry has moved to the Inland Empire, including San Bernardino County. The following existing regional jobs-housing balances are based on data from SCAG's 2016 RTP/SCS, the American Community Survey, and Longitudinal Employer-Household Dynamics:

- Incorporated and Unincorporated Valley: 0.98
- Incorporated and Unincorporated Mountain: 0.39
- Incorporated and Unincorporated North Desert: 0.36
- Incorporated and Unincorporated East Desert: 0.23

These housing-rich ratios reflect the County's history of suburban and rural residential development types. When only considering unincorporated areas, the jobs-housing balance is more housing-rich, as expected based on existing land use patterns dominated by open space and rural residential. When only considering unincorporated areas, the jobs-housing balance falls to 0.60 and the following breakdown by region:

- Unincorporated Valley: 0.92
- Unincorporated Mountain: 0.18
- Unincorporated North Desert: 0.29
- Unincorporated East Desert: 0.15

### SCAG Forecasts

SCAG developed growth forecasts as part of the regional planning process for the 2016 RTP/SCS. According to SCAG, the forecasts reflect "recent and past trends; key demographic and economic assumptions; and local, regional, state or national policies" (SCAG 16b). SCAG assumes 3.14 persons per household countywide. SCAG's forecast assumed a persons per household growth factor that is less than existing conditions and decreases over time. According to the 2016 ACS, the persons per household size in unincorporated San Bernardino County was 3.23 (3.41 countywide).

Although SCAG still expects the county's population to grow, it is expecting growth to occur in smaller households. Factors cited by SCAG include declining birth rates, increases in average age, and volatility of net migration throughout the region. However, unincorporated San Bernardino County differs from other places in the SCAG region because it provides housing opportunities that are relatively affordable in comparison to

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cities, incorporated towns, and surrounding counties. This affordability and proximity to job centers in other counties is known to attract families. An example of this difference is the relatively young median age in San Bernardino County of 32.7 years in comparison to 34.8 in Riverside County, 35.8 in Los Angeles County, and 37.3 in Orange County.

**Table 5.13-4 Adopted SCAG 2040 Growth Forecasts**

Topic and Area	2020	2040	Change 2020-2040	Percent Increase 2020-2040
<b>Population</b>				
San Bernardino County	2,197,400	2,637,400	440,000	20.0
Unincorporated County	304,300	344,100	39,800	13.1
<b>Households</b>				
San Bernardino County	687,100	854,300	167,200	24.3
Unincorporated County	99,900	111,300	11,400	11.4
<b>Employment</b>				
San Bernardino County	789,500	1,028,100	238,600	30.2
Unincorporated County	69,600	91,100	21,500	30.9
<b>Jobs/Housing Ratio</b>				
San Bernardino County	1.1	1.2	0.1	9.1
Unincorporated County	0.70	0.82	0.1	17.1

Source: SCAG 2016b.

### 5.13.2 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.

### 5.13.3 Regulatory Requirements and General Plan Policies

#### 5.13.3.1 REGULATORY REQUIREMENTS

- RR PH-1 The County shall enforce adherence with California Government Code Sections 65300 through 65589.7 pertaining to housing elements.

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### 5.13.3.2 POLICY PLAN

The proposed Countywide Plan Land Use Element policies are related to future residential development and population growth.

- Policy LU-1.1**      **Growth.** We support growth and development that is fiscally sustainable for the County. We accommodate growth in the unincorporated county when it benefits existing communities, provides a regional housing option for rural lifestyles, or supports the regional economy.
- Policy LU-2.7**      **Countywide jobs-housing balance.** We prioritize growth that furthers a countywide balance of jobs and housing to reduce vehicle miles traveled, increase job opportunities and household income, and improve quality of life. We also strive for growth that furthers a balance of jobs and housing in the North Desert region and the Valley region.
- Policy LU-2.8**      **Rural lifestyle in the Mountain/Desert regions.** We intend that new residential development in the unincorporated Mountain and Desert regions offer a lower intensity lifestyle that complements the suburban and urban densities in incorporated cities and towns to provide a range of lifestyle options. Master planned communities in unincorporated Mountain/Desert regions may provide a broader range of lifestyles and densities.
- Policy LU-2.9**      **Suburban lifestyles in the Valley region.** We intend that new residential development in the unincorporated Valley region offer a suburban lifestyle that is similar to that of adjacent cities.
- Policy LU-6.1**      **Residential amendments that increase density in the Desert and Mountain regions.** We discourage policy plan amendments that would permit new development on lots smaller than 2.5 acres in the Desert regions and lots smaller than one-half acre in the Mountain region. We approve general plan amendments that would increase residential density only if:
- The proposed change is determined to be compatible in accordance with policies LU-2.1, 2.2, 2.3, and 4.5.
  - Adequate infrastructure and services are available concurrently.
  - The increase in density would not degrade existing levels of service for fire protection, sheriff, water, or wastewater service in the area.
- Policy LU-6.2**      **Large residential development in the Desert and Mountain regions.** We require a specific plan or Planned Development process for proposed residential development in the:

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- North or East Desert regions: when the proposed development would include one or more lots that is 2.5 acres or smaller and the overall development would cover 40 or more acres.
- Mountain region: when the proposed development would include one or more lots that is 1 acre or smaller and the overall development would cover 40 or more acres.

The adopted 2013-2021 Housing Element demonstrates that the County can accommodate its RHNA allocation for that planning period through residential development potential on vacant, unincorporated lands under County land use authority. The next comprehensive housing element update will be a separate effort from the proposed Countywide Plan because of the 2021-2029 RHNA cycle, as determined by the State of California. The following adopted housing element policies are relevant to housing and population growth.

**Policy H-1.1**                    **Appropriate range of housing.** We encourage the production and location of a range of housing types, densities, and affordability levels in a manner that recognizes the unique characteristics, issues, and opportunities for each community.

**Policy H-1.2**                    **Concurrent infrastructure.** We support the integrated planning and provision of appropriate infrastructure (including water, sewer, and roadways) concurrent with and as a condition of residential development to create more livable communities.

**Policy H-1.3**                    **Quality multiple-family standards.** We enforce multiple-family residential development standards, amenity requirements, and other regulations to ensure the development of quality rental and homeownership opportunities for residents.

**Policy H-2.6**                    **Critical infrastructure.** We ensure the efficient provision of critical infrastructure needed to accompany residential development and the building of complete communities, and ensure that the costs are fairly apportioned to the development community.

### 5.13.4 Environmental Impacts

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

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**Impact 5.13-1: Implementation of the Countywide Plan would directly and indirectly result in population growth in unincorporated San Bernardino County. [Threshold P-1]**

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The Countywide Plan is designed to accommodate responsible population growth. The proposed land use element states that “when growth occurs, it should do so in a manner that is fiscally sustainable and context-sensitive. New development should be focused in areas where there is potable water, wastewater treatment, roadways, and public services....” The proposed Countywide Plan includes policies to promote the development of housing appropriate for rural and suburban areas served by adequate infrastructure and services.

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Development would result in population increases that are consistent with regional growth projections. The adopted housing element also contains policies promoting housing and population growth that reflects infrastructure realities in the unincorporated county. The Countywide Plan reflects regional and statewide efforts to coordinate housing, land use, transit, and infrastructure planning.

Implementation of the proposed Project would result in increases of approximately 15,365 housing units, 49,680 residents, almost 19.4 million square feet of nonresidential building space, and 12,546 jobs over approximately 20 years (Growth anticipated by buildout of the Countywide Plan is shown in Table 3-3, *Projected Growth in San Bernardino County, 2016 to 2040*, in Chapter 3, *Project Description*). The SCAG RTP/SCS growth projections for San Bernardino County are summarized in Table 5.13-4, above.

A comparison of SCAG and proposed Countywide Plan projections for unincorporated area growth is provided in Table 5.13-5. The table shows that the jobs-housing balance will become more balanced compared to 2016 conditions, but will remain housing-rich, reflecting the expansive, rural, and suburban nature of unincorporated areas with limited resources to support growth.

The Countywide Plan buildout is consistent with SCAG forecasts for households. However, the Countywide Plan buildout used larger household assumptions based on past and forecasted demand, with larger households more able to afford single-family detached products in unincorporated areas. As previously stated, SCAG's forecast assumes an average household size of 3.14, which is less than the current (2016) household size of 3.28, generating an increasing discrepancy between the growth forecasts of SCAG and the Countywide Plan over time.

For the unincorporated county, the Countywide Plan assumes less employment growth (12,546 jobs) compared to the 2016 RTP/SCS (38,163 jobs, after adjusting 2012 baseline to 2016 conditions). Conversations took place with SCAG in May 2017 to address the difference in employment projections. The Countywide Plan's employment projections were refined to reflect infrastructure constraints; retail, office, and industrial market demand analyses; and population distribution in unincorporated and incorporated county areas. SCAG staff indicated that the County's lower employment projections were more accurate and would be reflected in the 2020 RTP/SCS (2016c). County staff subsequently provided detailed projection figures to SCAG through the San Bernardino County Transportation Authority in 2018 as part of the 2020 RTP local input process.

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**Table 5.13-5 Comparison of SCAG and Countywide Plan Projections (Unincorporated)**

	Existing 2016 Conditions	SCAG Projections		Countywide Plan Buildout 2040 Horizon
		2020	2040	
Population	307,697	304,300	344,100	357,377
Households	95,226	99,900	111,300	110,029
Employment	52,937	69,600	91,100	65,483
Jobs-Housing Ratio	0.39	0.70	0.82	0.60

Source: 2016 SCAG RTP/SCS, US Census Bureau; 2015 Longitudinal Employer-Household Dynamics, 2016 American Community Survey.

1. Data downloaded as block groups, distributed to blocks based on the same distribution pattern recorded in the 2010 census, which were assigned to area boundaries based on the centroid of the census block. This distribution by area was then checked against 2014 ACS numbers as well as the 2016 distribution published for applicable census-designated "Places." Numbers were manually adjusted to match the distribution for the 2016 census-designated places, or the 2014 ACS estimates as necessary. (Generally, 2016 numbers for census-designated places were used unless the boundaries of the census-designated area by the same name were significantly different than the boundaries defined in the Countywide Plan. 2014 numbers were used when 2016 numbers showed a decrease in population, households, or housing units that did not reflect development trends over the 2-year period.)
2. Housing unit numbers were not included in the 2016 RTP/SCS. A household is an occupied housing unit.
3. Employment estimates are based on 2015 LEHD data, downloaded as census blocks, and assigned to Countywide Plan-defined areas based on the centroid of the census block for the unincorporated areas. The incorporated employment data was derived From LEHD "On the Map," <https://onthemap.ces.census.gov/> (accessed 10/12/2017)—Searched for City Name under 'places'; ran analysis on area for year 2015 capturing: 1) where workers are employed ("Work") in Home/Work Area, 2) "All Workers" in the Labor Market Segment of the Analysis Type, and 3) "All Jobs" in the Job Type category.

*Level of Significance Without Mitigation:* Impact 5.13-1 would be less than significant.

**Impact 5.13-2: Implementation of the Countywide Plan would not result in the displacement of people and/or housing. [Thresholds P-2 and P-3]**

Nearly all of the parcels, population centers, and neighborhoods throughout the unincorporated county are proposed for land use categories that are consistent with the underlying pattern of residential development and would not result in the displacement of people and/or housing. Some parcels within the Bloomington and Muscoy community planning areas (CPAs) would allow for higher intensity development, which could lead to the voluntary sale or development of the parcel by the existing property owner. Parcels with homes that are owner-occupied would retain control over any sale of the property and would thus only relocate voluntarily.

Those parcels that could potentially be developed into a more intense residential project or a non-residential project within the Bloomington and Muscoy CPAs include parcels that are not owner-occupied, are below 2 units per acre in density, and are potentially designated for residential densities greater than 2 units per acre or a commercial or industrial use. Only 176 parcels (63 in Muscoy and 113 in Bloomington) meet these criteria and represent only 2.7 percent of all parcels containing existing homes within these CPAs (and roughly 0.1 percent of all parcels in these CPAs).

Furthermore, there is no requirement that any of these parcels convert to a higher intensity or new land use due to the application of the Countywide Plan land use categories or policies. The County Development Code (Section 84.17, *Nonconforming Uses and Structures*) permits conforming and legal nonconforming residential uses to remain as currently developed for as long as desired by the property owner, and nonconforming properties can remain as currently developed for the entirety of the structure's normal life.

*Level of Significance Without Mitigation:* Impact 5.13-2 would be less than significant.

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#### 5.13.5 Cumulative Impacts

The Countywide Plan is consistent with SCAG's growth projections with a minor methodology discrepancy for persons per household. The Countywide Plan projects fewer housing units and fewer jobs than SCAG because the Countywide Plan reflects a detailed scenario model specific to unincorporated county lands. The Countywide Plan Land Use Element calls for fiscally responsible and sustainable development, recognizing the challenges in providing transportation, services, and other infrastructure and support systems for growth in remote or undeveloped areas. The Countywide Plan also reflects public participation favoring the retention of the existing lower density residential character of many communities. Furthermore, communications with SCAG (SCAG 2016c) indicate that the County's projections will be incorporated into the 2020 RTP/SCS.

Implementation of the Countywide Plan would result in a jobs-housing balance of 1.1 countywide in 2040, in line with SCAG's projection of 1.1 when considering housing units and 1.2 when considering households. Therefore, implementation of the Countywide Plan would not contribute to a significant cumulative population and housing impact.

#### 5.13.6 Level of Significance Before Mitigation

Impact 5.13-1 and 5.13-2 would be less than significant.

#### 5.13.7 Mitigation Measures

No mitigation measures are required.

#### 5.13.8 Level of Significance After Mitigation

No significant adverse impacts related to population and housing were identified.

#### 5.13.9 References

California Department of Finance. 2016, January 1. Table 2: E-5 City/County Population and Housing Estimates. <http://www.dof.ca.gov/Forecasting/Demographics/Estimates/E-5/>.

California Employment Development Department Labor Market Information Division. 2018, March 23. Riverside-San Bernardino-Ontario Metropolitan Statistical Area Industry & Labor Force. [http://www.labormarketinfo.edd.ca.gov/file/lfmonth/rive\\$pds.pdf](http://www.labormarketinfo.edd.ca.gov/file/lfmonth/rive$pds.pdf).

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Southern California Association of Governments (SCAG). 2016a, April 7. Final 2016–2040 Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS): A Plan for Mobility, Accessibility, Sustainability, and a High Quality of Life. <http://scagrtpscs.net/Pages/FINAL2016RTPSCS.aspx>.

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## 5. Environmental Analysis POPULATION AND HOUSING

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