

## **4.10 POPULATION AND HOUSING**

This section provides information about existing population, housing, and employment characteristics of the County of Orange (County) and City of San Clemente, and addresses potential population and housing impacts that may be created by the proposed project. Sources of demographic statistics and projections that were consulted include agencies such as the United States Bureau of the Census (U.S. Census Bureau) and the Orange County Council of Governments (OCCOG).

### **4.10.1 Existing Environmental Setting**

The project site is located in southern Orange County, 3.5 miles northeast of the Pacific Ocean and 2 miles northwest of Marine Corps Base (MCB) Camp Pendleton, which is located in northern San Diego County. The proposed project alignment is located in unincorporated Orange County and the City of San Clemente. The City of San Juan Capistrano is located west of the project alignment. The project area extends from approximately 2,700 feet south of Ortega Highway (State Route 74 [SR-74]) in Orange County through the County's Prima Deshecha Landfill to Calle Saluda in the City of San Clemente, and includes Camino Del Rio from its existing terminus in the Forster Ranch community of San Clemente to the proposed Avenida La Pata (see Figure 3.1).

The project area demographics are examined in the context of existing and projected population for the County of Orange and the City of San Clemente.

#### **4.10.1.1 Orange County Projections (OCP)**

County jurisdictions and public agencies develop demographic estimates and projections to provide a common foundation for regional and local planning, policymaking, and infrastructure provision. County agencies have executed a Memorandum of Understanding (MOU) with OCCOG to contract with the Center for Demographic Research at California State University, Fullerton, to develop and periodically update demographic projections for the County.

County projections are updated every 3 to 5 years to incorporate General Plan Amendments and changes in land use policy at the jurisdiction level, as well as the effects of broader demographic and economic trends.

Orange County Projections 2006 (OCP-2006) were adopted in December 2006 by OCCOG and are used as a reference point for discussing population, housing, and employment growth throughout this Environmental Impact Report (EIR). The Center for Demographic Research collected the latest information on land use and policy changes within each local jurisdiction since OCP-2006 was prepared. This information was used to update population, housing, and employment projections based on land use plans and policies as of November 30, 2006, as well as land use adjustments expected in the immediate future.

OCCOG adopted OCP-2006 at the County and Regional Statistical Area levels. In addition, a distribution to jurisdictions is available for planning purposes. The OCP-2006 projections are built on the 2000 U.S. Census. OCP-2006 projections at the County and City level are provided in Table 4.10.1 and summarized below.

**Table 4.10.1: OCP-2006 Projections for Orange County and City of San Clemente, 2005–2035**

	2005	2010	2015	2020	2025	2030	2035
<b>Population</b>							
<b>County</b>	3,059,950	3,314,948	3,451,757	3,533,935	3,586,285	3,629,540	3,653,988
<b>San Clemente</b>	65,307	68,999	70,731	72,597	73,174	73,839	74,151
<b>Housing Units</b>							
<b>County</b>	1,014,331	1,073,751	1,106,607	1,122,905	1,136,564	1,144,314	1,151,587
<b>San Clemente</b>	24,094	24,568	24,960	25,408	25,508	25,628	25,733
<b>Employment (Jobs)</b>							
<b>County</b>	1,615,936	1,755,167	1,837,771	1,897,352	1,933,058	1,960,633	1,981,901
<b>San Clemente</b>	24,839	29,345	32,873	34,572	34,877	35,324	35,407

Source: OCP-2006, Orange County Council of Governments, 2006.  
OCP = Orange County Projections

#### 4.10.1.2 Population

According to the U.S. Census Bureau 2006–2008 American Community Survey, the entire County’s population is 2,985,995 and the City of San Clemente’s population is 62,114.<sup>1</sup> While Southern Orange County has experienced rapid growth in unincorporated areas and newly incorporated communities in the past decade, the pace of growth has slowed. Based on the County’s historic share of California’s and the region’s employment growth, migration and immigration trends, fertility rates, and local General Plans and zoning, OCP-2006 projects that the County’s population will grow by 339,040 residents, or an average of 13,562 people per year, between 2010 and 2035. The City of San Clemente is one of 33 cities in the County, and OCP-2006 projects that between 2010 and 2035 the City is expected to experience a total of 7.5 percent in population growth, or an average growth of 206 people per year.

#### 4.10.1.3 Housing

Existing and approved residential developments surrounding portions of the project alignment include Talega in San Clemente, Forster Ranch in San Clemente, and Whispering Hills in San Juan Capistrano. The following is a brief description of each development:

- The Talega Specific Plan area encompasses a total of 3,510 acres and is divided by the jurisdictional boundaries of the City of San Clemente and the County of Orange. Approximately 88 undeveloped lots are currently available for future residential development.
- The Forster Ranch Specific Plan area is located in the northwest portion of San Clemente and contains 1,982 acres bound by the City of San Juan Capistrano on the west and north and the Prima Deshecha Landfill (future Prima Deshecha Regional Park) on the north. Forster Ranch contains a variety of land uses, including approximately 345 multifamily units and approximately

<sup>1</sup> The 2006–2008 American Community Survey population estimate is different from OCP-2006 because the OCP-2006 estimates were built on the 2000 U.S. Census and the Census data have since been updated. The 2006–2008 American Community Survey data have been provided to include a more recent population estimate for both the County of Orange and the City of San Clemente.

1,520 single-family residential units. There are approximately 1,000 residential lots available for future development.

- The Whispering Hills residential development is located on the west side of Avenida La Pata, just north of the Prima Deshecha Landfill. The development includes construction of 155 single-family homes. All required entitlements for the Whispering Hills residential development have been approved, the site has been graded, and model home residential units are currently planned for construction in 2010.

According to the U.S. Census Bureau 2006–2008 American Community Survey, the County has a total of 1,029,310 housing units and the City of San Clemente has a total of 25,506 housing units.<sup>1</sup> OCP-2006 projects the County is expected to increase by 77,836 housing units, or an average of 3,113 units per year, between 2010 and 2035. OCP-2006 also projects the City of San Clemente will increase to 25,733 housing units by 2035.

#### **4.10.1.4 Employment**

OCP-2006 projects that the number of jobs in the County will increase from approximately 1.76 million jobs in 2010 to a little over 1.98 million jobs in 2035. Most of this employment growth (66 percent) would occur in four south Orange County Regional Statistical Areas, including C-43, South Coast, where the proposed project is located. Specifically, the employment growth projected in C-43 has been identified for employment centers in Aliso Viejo and adjacent to the San Joaquin Hills Transportation Corridor and Alicia Parkway and Moulton Parkway. Employment in the City of San Clemente is expected to increase by 6,062 jobs between 2010 and 2035 for a total of 35,407 jobs.

#### **4.10.1.5 Regional Housing Needs Assessment**

Local jurisdictions are required by State law (Government Code Section 65580 et seq.) to plan for their fair share of projected housing construction needs in their region. Housing unit construction goals are set by the State Department of Housing and Community Development (HCD) and allocated to cities through regional planning agencies such as the Southern California Association of Governments (SCAG). This is called the Regional Housing Needs Assessment (RHNA). Future housing need refers to the proportion of the region's future housing needs allocated to a community. Each jurisdiction's future housing need is calculated in terms of four factors: (1) the number of units needed to accommodate forecasted household growth; (2) the number of units needed to replace demolition due to attrition in the housing stock (i.e., fire damage, obsolescence, redevelopment, and conversion to nonhousing uses); (3) maintenance of an ideal vacancy rate for a well-functioning housing market; and (4) an adjustment to avoid an overconcentration of lower-income households in any one jurisdiction.

The RHNA prepared by SCAG defines the housing unit construction goals for the region. The County and City of San Clemente's fair share for the planning period between January 1, 2006, and June 30, 2014, the last adopted RHNA period, was established by SCAG at 7,978 units for unincorporated Orange County and 584 units for the City. The RHNA target number was based on projected household growth and the resultant need for construction of additional housing units allocated over a

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<sup>1</sup> U.S. Census Bureau 2006–2008 American Community Survey 3-Year Estimates.

5- to 7-year planning period (2006–2014). The unit share for both the County and the City of San Clemente was divided into the following income groups according to median family income:

	<b>Percent of Area Median Family Income</b>	<b>County or Orange (Unincorporated)</b>	<b>City of San Clemente</b>
Very Low Income	0–50%	1,777 units	126 units
Low Income	51–80%	1,445 units	103 units
Moderate Income	81–120%	1,597 units	116 units
Upper Income	> 120%	3,159 units	239 units

As documented in the Housing Element, the County is on target to meet its RHNA assignment for 2006–2014. In 2006–2007, a total of 235 Moderate and Upper Income units were completed. The County’s strategy for accommodating the remaining housing need (7,743 units) is a combination of approved projects, the Rancho Mission Viejo (RMV) Ranch Plan, and the Housing Opportunities Overlay Zone. These programs/land areas are projected to result in 5,809 Very Low and Low Income units and 14,701 Upper Income units. While a deficit of Moderate Income units would remain, the surplus of lower income units would satisfy the remaining RHNA needs.

The City of San Clemente is also on target to meet the RHNA assignment of 2006–2014. In 2006–2007, a total of 532 units were built contributing to the Moderate Income category need and satisfying the Upper Income category. The City of San Clemente has identified vacant land to meet the remaining Very Low and Low income categories. While a deficit of Moderate Income units would remain, similar to the County, the surplus of Lower Income units would satisfy the remaining RHNA needs.

## **4.10.2 Regulatory Setting**

### **4.10.2.1 Federal Policies and Regulations**

There are no known federal policies or regulations relating to housing and population that are applicable to the project.

### **4.10.2.2 State and Local Plans and Regulations**

**Regional Comprehensive Plan (RCP).** SCAG is the regional planning agency for a six-county region (Los Angeles, Orange, Riverside, San Bernardino, Ventura, and Imperial). Its mission is to develop long-range regional plans and strategies that provide for efficient movement of people, goods, and information, enhance economic growth and international trade, and improve the quality of life for the Southern California region. SCAG is responsible for developing demographic projections, including population, households, and employment, for the Southern California region.

The SCAG RCP assembles all of the planning and policy work produced by SCAG into a usable reference document for local planners, business people, and other individuals whose work affects the future built environment in Southern California. The RCP contains the region’s growth projections, which are based on county and local projections. RCP forecasts are then used in the formulation of regional plans addressing air quality, housing, transportation/circulation, and other infrastructure

issues. The RCP also contains a variety of goals and policies related to issues that affect the Southern California region. Outlined below are policies applicable to the proposed project that are intended to provide direction to achieve RCP's goal to improve the regional standard of living and quality of life while dealing with the anticipated regional population, housing, and employment growth.

- **Policy 3.12:** Encourage existing or proposed local jurisdictions' programs aimed at designing land uses which encourage the use of transit and thus reduce the need for roadway expansion, reduce the number of auto trips and vehicle miles traveled, and create opportunities for residents to walk and bike.
- **Policy 3.13:** Encourage local jurisdictions' plans that maximize the use of existing urbanized areas accessible to transit through infill and redevelopment.
- **Policy 3.14:** Support local plans to increase density of future development located at strategic points along the regional commuter rail, transit systems, and activity centers.
- **Policy 3.15:** Support local jurisdictions' strategies to establish mixed-use clusters and other transit-oriented developments around transit stations and along transit corridors.

**SCAG Compass Blueprint.** SCAG is working with local governments and subregions to develop a growth visioning process called Compass Blueprint, which will provide the voluntary framework to help local jurisdictions address growth management for the Southern California region. Driven by four key principles—mobility, livability, prosperity, and sustainability—the Compass Vision emphasizes the following strategies to better coordinate land use and transportation decision making:

- Focus growth in existing and emerging centers and along major transportation corridors.
- Create significant areas of mixed-use development and walkable communities.
- Target growth around existing and planned transit stations.
- Preserve existing open space and stable residential areas.

The purpose of the Compass Blueprint growth project is to encourage communities that balance employment, housing, and services to reduce vehicle trips and emissions, enhance livability, expand prosperity, and increase sustainability. SCAG's Compass Blueprint strategy is an advisory or voluntary plan to accommodate population growth in the SCAG region by altering current growth trends in a small fraction of the region. SCAG's Compass Blueprint program identifies the area where SR-74 and Interstate 5 (I-5) connect in the City of San Juan Capistrano, as well as downtown San Clemente, as the nearest opportunity areas to the proposed project.

**SCAG Compass Blueprint 2% Strategy.** The Compass Blueprint 2% Strategy provides a guideline for how and where the Growth Vision for Southern California's future is implemented. SCAG has identified Opportunity Areas, which account for only 2 percent of the land area in the region, where modest changes to current land use and transportation could be made. These changes address the region's most critical growth and development issues by improving mobility, livability, prosperity, and sustainability for local neighborhoods and their residents.

To increase mobility for all residents in the region, the Compass Blueprint 2% Strategy proposes the Growth Visioning Principles listed below.

- **GV P1.1:** Encourage transportation investments and land use decisions that are mutually supportive.
- **GV P1.2:** Locate new housing near existing jobs and new jobs near existing housing.
- **GV P1.3:** Encourage transit-oriented development.
- **GV P1.4:** Promote a variety of travel choices.

**Orange County Council of Governments.** OCCOG is a Joint Powers Authority (JPA) that includes the voluntary participation of local jurisdictions and special-purpose agencies in the County. One of OCCOG's core functions is to hold periodic meetings of city officials for the purpose of promoting government efficiency and information sharing on current issues affecting the County.

**Orange County Projections.** The OCP is a long-range forecast of the County's population, housing units, and employment. OCP growth projections are used in a variety of regional planning efforts, including the Regional Transportation Plan (RTP) and RHNA prepared by SCAG, the Air Quality Management Plan (AQMP) prepared by the South Coast Air Quality Management District (SCAQMD), and the Orange County Transportation Authority (OCTA) transportation model. OCP-2006 has been formally adopted by OCCOG at the County and subregional levels. OCP-2006 incorporates the latest land use, population, housing, and employment information provided by the County's local jurisdictions and their general plans, public agencies, and service providers as of November 2006. Therefore, OCP-2006 growth projections present the most updated demographic projections for all County cities and unincorporated areas from 2005 through 2035.

**County of Orange General Plan Housing Element.** The County of Orange General Plan Housing Element, adopted in December 2008, establishes policies, procedures, and incentives to address the housing supply for households currently living and expected to live in unincorporated Orange County. The Housing Element provides population, employment, and household characteristics for unincorporated Orange County, as well as the housing needs and programs to satisfy the RHNA assignment and the County's Six-Year Housing Action Plan for 2008–2014.

**City of San Clemente General Plan Draft Housing Element.** The City of San Clemente General Plan Draft Housing Element identifies the housing needs for the City for 2008–2014 and provides goals, policies, and programs to address them. The Housing Element for the City of San Clemente also identifies the available resources, constraints, and a Housing Action Plan to adequately address the housing need.

Please see Appendix N of this EIR for a summary of the project's General Plan consistency pursuant to California Environmental Quality Act (CEQA) Guidelines, California Code of Regulations (CCR) Section 15125(d).

### 4.10.3 Methodology

The effects of the proposed project are evaluated below to determine whether they will result in a significant adverse population and/or housing impact. Using demographic information provided by agencies such as SCAG, OCCOG, the State of California Department of Finance, the U.S. Census Bureau, and the City of San Clemente, this analysis compares existing population and housing characteristics and goals to the proposed project impacts and evaluates consistency with regional and local plans and objectives.

### 4.10.4 Thresholds of Significance

The impact significance criteria used for this analysis are based primarily on Appendix G of the CEQA Guidelines and the County of Orange *Local CEQA Procedures Manual* (2000). The project may be considered to have a significant effect related to recreation resources if implementation would result in one of more of the following:

- Threshold 4.10.1:** 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)?
- Threshold 4.10.2:** Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere?
- Threshold 4.10.3:** Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere?

### 4.10.5 Impacts and Mitigation

#### 4.10.5.1 No Impact

- Threshold 4.10.2:** Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere?
- Threshold 4.10.3:** Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere?

There is no existing or proposed temporary or permanent housing located within the project alignment. The roadway would be located within reserved right-of-way in the south and central segments, and improvements in the north segment would be along the existing La Pata Avenue. *Therefore the proposed project would not result in the displacement of existing housing or people that would necessitate the construction of replacement housing elsewhere. No mitigation is required.*

#### 4.10.5.2 Less than Significant Impacts

- Threshold 4.10.1:** 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)?

As indicated in Table 4.10.1, OCP-2006 projects that 3,451,757 people are expected to reside in the County by 2015 and 70,731 people are expected to reside in the City of San Clemente by 2015; project build out is expected to occur in 2015. Since the proposed project is a roadway gap closure and does not include a residential component, direct population growth caused by the project is not expected. However construction of the proposed project may employ people who choose to move to the County and/or City of San Clemente; however, any increases in population associated with employment resulting from project implementation would be nominal. Employment associated with project construction would occur from project start in 2012 and cease on project completion in 2015. Construction employment is not expected to induce substantial population growth. Approximately 9.5 jobs are generated for every \$1 million invested in transportation projects.<sup>1</sup> Therefore, approximately 735 jobs would be generated by the proposed project. This would be less than 1 percent of the County's and/or approximately 1 percent of the City of San Clemente's OCP-2006 projected population for 2010, respectively, and less than 1 percent of the County's and/or approximately 2.5 percent of the City of San Clemente's OCP-2006 projected employment for 2010, respectively.

The existing land use pattern for areas already developed in the vicinity of the proposed project are characterized by existing and approved residential developments in Whispering Hills, Talega, and Forster Ranch, and by the long-term operation of the Prima Deshecha Landfill. The future disposition of the existing undeveloped area in the vicinity of the project is largely determined by the Southern Subregion Natural Communities Conservation Plan (NCCP)/Habitat Conservation Plan (HCP). The Southern Subregion NCCP/HCP, along with the Master Streambed Alteration Agreement (MSAA) and the Special Area Management Plan (SAMP) as described in Section 4.6, Biological Resources, of this EIR, have all identified large-scale conservation areas to offset the impacts of planned development. The RMV Ranch Plan and the Prima Deshecha Landfill General Development Plan (GDP) have also focused on planned future development and landfill/infrastructure facilities within the resource preservation framework of the NCCP/HCP and the SAMP. These plans include provisions for infrastructure to support both existing development and planned development that is consistent with the NCCP/HCP, including the proposed project. As described in Section 4.6, all of these plans and the associated final CEQA documents have specifically contemplated the La Pata Avenue Gap Closure and Camino Del Rio Extension Project. In addition to providing for the proposed project, these plans set aside large amounts of conservation area that firmly determine the future development and open space pattern in South Orange County. The RMV Ranch Plan, approved by the County in November 2004, includes approved land use types and densities for the development areas identified in the NCCP/HCP. All other areas are committed to open space as part of the agreement with the resource agencies. Therefore, the roadway improvements included in the proposed project will not induce or influence planned development and open space conservation of these areas.

In summary, the project implements a long-planned gap closure in the County's existing circulation system. Also, as described in Section 4.1, Land Use, of this EIR, the proposed improvements to La Pata Avenue and Camino Del Rio are located in areas where the land uses are already largely committed. For example, the RMV Ranch Plan commits the area east of La Pata Avenue in the north segment to permanent open space, the central segment is committed to landfills and long-term redevelopment as a regional park, and the south segment transects areas committed to open space in

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<sup>1</sup> American Road and Transportation Builders Association (ARTBA).

the Talega and Forster Ranch Specific Plans. Therefore, the proposed roadway improvements will not induce development of these areas. Areas north and south of the proposed project limits are developed or committed to development per approved plans in the County and City of San Clemente, and are already served by existing transportation and utility infrastructure. Therefore, the project would not extend infrastructure to a previously undeveloped area. The project-generated employment (from construction) is not of a magnitude that would cause significant numbers of people to relocate to the area solely for the purpose of employment. *Based on these considerations, the proposed project would not induce population growth in the community that exceeds levels anticipated in plans adopted by the County or the City of San Clemente; therefore, impacts would be less than significant and no mitigation is required.*

#### **4.10.6 Cumulative Impacts**

The purpose of this section is to evaluate any additional incremental impact that the proposed project is likely to cause over and above the combined impacts of recently approved and proposed projects in the County and City of San Clemente. The impact area used to assess potential cumulative population and housing impacts is the unincorporated areas of the County of Orange and the City of San Clemente. A list of cumulative projects considered is provided in Section 4.1 of this EIR.

The proposed project does not include development of any residential uses. The project would implement a long-planned gap closure between the County and City of San Clemente that would improve circulation and meet future mobility demands. As discussed above, the proposed project would not result in adverse impacts to population, housing, and employment. Any employment generated by construction of the project would likely be accommodated by the existing labor pool in the County. The RMV Ranch Plan has the potential to result in population, housing, and employment growth; however, this project has been included in the County and City of San Clemente's growth projections. Other land development projects identified in Table 4.1.3, Cumulative Project List, are sufficiently small in scale that any resulting increase in population, housing, and employment would be well within current growth projections. Therefore, the proposed project's incremental contribution to population, housing, and employment is not cumulatively considerable. Cumulative population, housing, and employment impacts would be less than significant; therefore, no mitigation is required.

#### **4.10.7 Level of Significance After Mitigation**

The proposed project would not result in any significant population, housing, or employment impacts or contribute to a cumulatively significant population, housing, or employment impact. Project impacts related to population, housing, or employment would be less than significant.