

3.14 POPULATION AND HOUSING

This section of the 2024 PEIR describes the existing conditions related to population, housing, and employment within the SCAG region, sets forth the regulatory framework that addresses population and housing, and analyzes the significance of the potential population and housing impacts that could occur from development of Connect SoCal 2024. In addition, this 2024 PEIR provides regional-scale mitigation measures, as well as project-level mitigation measures that can and should be considered and implemented by lead agencies for subsequent, site-specific environmental review to reduce identified impacts as appropriate and feasible.

3.14.1 ENVIRONMENTAL SETTING

DEFINITIONS

Definitions of terms used in the regulatory framework, characterization of baseline conditions, and impact analysis for population, housing, and employment follow:

- *Employment*: Paid employment consists of full- and part-time employees, including salaried officers and executives of corporations, who were on the payroll in the pay period. Included are employees on sick leave, holidays, and vacations; not included are proprietors and partners of unincorporated businesses.
- *Household*: A household consists of all the people who occupy a housing unit. A household includes the related family members and all the unrelated people, if any, such as lodgers, foster children, wards, or employees who share the housing unit. A person living alone in a housing unit, or a group of unrelated people sharing a housing unit such as partners or roomers, is also counted as a household.
- *Householder*: The householder refers to the person (or one of the people) in whose name the housing unit is owned or rented (maintained) or, if there is no such person, any adult member, excluding roomers, boarders, or paid employees. If the house is owned or rented jointly the householder may be either party. The person designated as the householder is the "reference person" to whom the relationship of all other household members, if any, is recorded.
- *Housing*: As used in this analysis, housing is data available from the U.S. Census for the SCAG region for the period of 2000 through 2035. Housing is a general term used to describe multiple housing units.
- *Housing unit*: A house, an apartment or other group of rooms, or a single room are regarded as housing units when occupied or intended for occupancy as separate living quarters. Different jurisdictions have slightly different definitions of what constitutes a housing unit.
- *Population*: As used in this analysis, population is data available from the U.S. Census for the SCAG region for the period of 1900 through 2019, with population projections available from SCAG in 2023 for the projected population growth through 2050.
- *Regional Housing Needs Assessment (RHNA)*: As discussed in more detail in the Regulatory Background, the RHNA quantifies the existing and future housing need within each jurisdiction of the SCAG region based on household growth projections, access to transit, and access to jobs, with a consideration for disadvantaged communities. Communities then address this need through identifying adequate sites to accommodate their RHNA allocation in the housing elements of their General Plans.

EXISTING POPULATION, HOUSING, AND EMPLOYMENT

As noted in Chapter 1, *Introduction*, and Section 3.0, *Introduction to the Analysis*, of this 2024 PEIR, the discussion presented below regarding the environmental setting for this 2024 PEIR is generally focused on conditions and corresponding data from 2019, which is also the base year in the Plan, and reflects baseline conditions prior to the onset of the effects of the COVID 19 pandemic in early 2020. As such, in order to provide a reliable comparison and consistent evaluation of impacts of the Plan, a 2019 baseline condition is utilized in this section. Where appropriate, however, more recent data is provided and discussion of more recent conditions is presented for context.

POPULATION

The six-county SCAG region encompasses 38,000 square miles in area (almost 25 million acres) and is home to approximately 18.8 million people as of 2019, making it the largest and most diverse region in the U.S (U.S. Census Bureau 2023). Approximately six percent of the national population lives in the SCAG region, and for over half a century the region has been home to approximately half the population of California. At the turn of the 20th Century, the SCAG region comprised less than one percent of the U.S. population and less than 30 percent of the state population. By 1960, the region grew to represent nearly 5 percent of the national population (SCAG 2023a). Historically, population within the SCAG region was heavily influenced by net migration, or the difference between people coming into an area (immigrating) and the people leaving an area (emigrating) as opposed to the increase of births over deaths. However, since about 2000, net migration has slowed and has resulted in slower population growth across the SCAG region. The population growth within the SCAG region is similar to that of California and the U.S. as a whole.

As shown below in **Table 3.14-1, Population Growth in the SCAG Region (2000–2019 for Incorporated Cities and Unincorporated Areas)**, existing populations have increased in every county within the SCAG region from 2000 to 2019. However, while increasing in population, the SCAG region’s overall growth rate is slowing. The change is largely attributed to four key factors: (1) lower birth rates (fewer children), (2) lower immigration rates (fewer immigrants), (3) aging population (fewer at childbearing age), and (4) high housing costs (lack of housing) (SCAG 2023a).

TABLE 3.14-1 Population Growth in the SCAG Region (2000–2019 for Incorporated Cities and Unincorporated Areas)

COUNTY	POPULATION 2000 ¹	POPULATION 2010 ²	POPULATION 2019 ¹	GROWTH RATE 2000-2010	GROWTH RATE (2010-2019)
Imperial	142,000	175,000	181,000	0.226	0.037
Los Angeles	9,519,000	9,819,000	10,046,000	0.031	0.023
Orange	2,846,000	3,010,000	3,191,000	0.058	0.060
Riverside	1,545,000	2,190,000	2,386,000	0.417	0.093
San Bernardino	1,709,000	2,035,000	2,175,000	0.191	0.069
Ventura	753,000	823,000	846,000	0.093	0.028
SCAG Region	16,514,000	18,052,000	18,827,000	0.093	0.043

Sources: 1. SCAG 2023a
2. SCAG 2021a

Table Note: Numbers are rounded to the nearest thousand.

From the 1980s into the 2000s, the region was in a housing and economic boom, which led to increased immigration and household size, and a surge in population growth in all six SCAG counties. When the market slowed, beginning in 2006, growth slowed as well, and from the years 2010–2019, Imperial, Riverside, San Bernardino, and Ventura counties all showed a significant decrease in population growth, with Los Angeles County experiencing a modest decrease in population growth during that time period. During the same period, Orange County maintained a similar growth rate for the years 2010–2019 compared to the years 2000–2010. This is not surprising, as Orange County contains coastal areas and metropolitan cities, which makes the county an attractive destination regardless of job and housing creation.

HOUSING

As shown in **Table 3.14-2, Households in the SCAG Region**, there were approximately 6.2 million households in the SCAG region in 2019, an increase from 2010. More than half of the households in the region are located in Los Angeles County. Unfortunately, California, like many other places in the U.S., is experiencing a housing crisis. At a fundamental level, there is simply not enough housing for everyone who wants to live in the state.

TABLE 3.14-2 Households in the SCAG Region

COUNTY	NUMBER OF HOUSEHOLDS [2010] ¹	NUMBER OF HOUSEHOLDS [2019] ²
Imperial	49,000	52,000
Los Angeles	3,239,000	3,393,000
Orange	990,000	1,069,000
Riverside	686,000	744,000
San Bernardino	612,000	657,000
Ventura	267,000	278,000
SCAG	5,843,000	6,193,000

Sources: 1. SCAG 2021a
2. SCAG 2023a

Table Note: Numbers are rounded to the nearest thousand.

HOUSEHOLD INCOME

Median household income in the SCAG region in 2019 varied widely, from \$47,622 in Imperial County to \$90,234 in Orange County. The county with the second highest median income is Ventura County (\$88,131). Across the SCAG region, the average income was \$70,733. Homeownership rates also vary, from a low of 45.8 percent in Los Angeles County to a high of 66.3 percent in Riverside County. The average homeownership rate in the SCAG region is 58.5 percent (SCAG 2021a).

HOUSEHOLD SIZE

Household size in the SCAG region (incorporated cities) decreased between 2000 and 2019, from 3.00 persons per household to 2.99 persons per household, or a decrease of the equivalent of an average of 0.01 persons per household (**Table 3.14-3, Household Size in the SCAG Region [Persons]**). In descending order, Riverside, San Bernardino, and Imperial Counties' household size grew, while Ventura, Los Angeles, and Orange, Counties' household size declined between 2000 and 2019.

TABLE 3.14-3 Household Size in the SCAG Region (Persons)

COUNTY	2000 ¹	2019 ²	2000-2019 CHANGE
Imperial	3.32	3.34	0.02
Los Angeles	2.97	2.91	-0.06
Orange	2.99	1.29	-1.70
Riverside	2.99	3.17	0.18
San Bernardino	3.14	3.25	0.11
Ventura	3.04	3.00	-0.04
SCAG Region	3.01	2.99	-0.02

Sources: 1. IPUMS 2023

2. Connect SoCal 2024 base year, based on 2020 decennial Census PL-94 redistricting file and 2019 DOF E-5 estimates.

POVERTY

The U.S. Census Bureau reported 2.3 million people in the SCAG region were living in poverty in 2019, down from 2.9 million people in 2010 (**Table 3.14-4, Individual Poverty Rates in the SCAG Region [1990–2021]**) (U.S. Census Bureau 2019). The average poverty rate in the SCAG region has remained above the state and national averages since 1990. Imperial County has the highest poverty rate, followed by Los Angeles County, and San Bernardino County, which are above the state and national averages, and then Riverside County which has fallen below the state and national averages in recent years. Orange County and Ventura County consistently had poverty rates below state and national averages between 1990 and 2021.

TABLE 3.14-4 Individual Poverty Rates in the SCAG Region (1990–2021)

COUNTY	1990 POVERTY RATE ¹	2000 POVERTY RATE ²	2010 POVERTY RATE ³	2019 POVERTY RATE ⁴	2021 POVERTY RATE ⁵
Imperial	0.238	0.226	0.214	0.251	0.164
Los Angeles	0.151	0.179	0.175	0.134	0.142
Orange	0.085	0.103	0.122	0.094	0.099
Riverside	0.115	0.142	0.163	0.113	0.116
San Bernardino	0.127	0.158	0.180	0.133	0.132
Ventura	0.073	0.092	0.107	0.079	0.088
SCAG Region Average	0.132	0.157	0.163	0.123	0.128
State Average	0.125	0.142	0.158	0.118	0.123

Sources: 1. SCAG 2016

2. Decennial Census DP3 2000

3. U.S. Census Bureau 2019

4. U.S. Census bureau 2020, American Community Survey 1-year estimates, table B17001

5. U.S. Census bureau 2021, American Community Survey 1-year estimates, table S1701

Using U.S. Census Bureau American Community Survey Data, SCAG has identified underserved communities in the SCAG region. See Connect SoCal 2024 Equity Analysis Technical Report, for discussion and analysis of environmental justice communities relative to the Plan. Disadvantaged communities in the SCAG region include census tracts that have been identified by the California Environmental Protection Agency (CalEPA) as Disadvantaged Communities (DACs) based on the requirements set forth in SB 535, which seek to identify areas disproportionately burdened by and vulnerable to multiple sources of pollution. Environmental justice areas of concern include those areas where there are issues of public health, housing, impacts on racial and ethnic minority groups, and environmental impacts.

Note that while socioeconomic issues do not in and of themselves constitute physical environmental impacts, they do have the potential to lead to physical environmental impacts. For example, as gentrification occurs near urban job centers, increased housing costs could outpace income growth leading to households moving toward more affordable suburbs. This would increase commute times, resulting in increases in vehicle miles traveled and air pollution.

EMPLOYMENT

Throughout the SCAG region, jobs are frequently co-located along major transportation intersections and transportation corridors. **Map 3.14-1, Employment Density in the SCAG Region (2019)**, depicts the employment density across the region. Employment trends in Southern California have long followed a “boom and bust” cycle. Much of the 2000s saw a boom of housing development, particularly in the Inland Empire, only to be followed by a bust starting in 2008 which affected employment, particularly in the housing construction and service sectors. In 2019, there were approximately 9.0 million jobs in the SCAG region (**Table 3.14-5, 2019 Employment by County**). Based on available SCAG data (2019), the economy experienced a net increase in jobs, between 2000 and 2019, for every county in the SCAG region (**Table 3.14-6, Employment Growth from 2000 to 2019**). As of 2019, Riverside County saw the largest relative increase in job generation, growing by 62.9 percent (327,099 jobs), followed by San Bernardino with 46.1 percent growth (271,539 jobs). The largest increase in jobs overall occurred in Los Angeles County with 528,313 jobs and in Riverside County with 327,099 jobs. Overall, the SCAG region gained approximately 1,461,038 jobs (or 19.5 percent) between 2000 and 2019.

TABLE 3.14-5 2019 Employment by County

COUNTY	TOTAL COUNTY EMPLOYMENT
Imperial	69,000
Los Angeles	5,031,000
Orange	1,805,000
Riverside	847,000
San Bernardino	860,000
Ventura	363,000
SCAG Region	8,976,000

Source: SCAG 2023a

Table Note: Numbers are rounded to the nearest thousand.

TABLE 3.14-6 Employment Growth for 2000 to 2019

COUNTY	2000 (JOBS) ¹	2019 (JOBS) ²	2000-2019 GROWTH (JOBS)	PERCENT CHANGE (2000-2019)
Imperial	56,000	70,000	14,000	25.00%
Los Angeles	4,504,000	5,032,000	528,000	11.72%
Orange	1,522,000	1,806,000	284,000	18.66%
Riverside	520,000	847,000	327,000	62.88%
San Bernardino	589,000	860,000	271,000	46.01%
Ventura	325,000	363,000	38,000	11.69%
SCAG	7,516,000	8,978,000	1,462,000	19.45%

Sources: 1. CA EDD 2019, Wage and Salary employment plus self-employment, as processed by SCAG.
 2. Based on 2020 decennial Census PL-94 redistricting file and 2019 DOF E-5 estimates.

Table Note: Numbers are rounded to the nearest thousand.

UNEMPLOYMENT

Although unemployment rates declined between 2010 and 2019 for all counties in the SCAG region, rates of unemployment remain slightly above the national and state average (3.5 percent [Bureau of Labor Statistics, 2020] and 3.9 percent [CA EDD 2020], respectively) in Imperial and Los Angeles Counties **Table 3.14-7, Unemployment Rates**). In 2019, Imperial County had the highest unemployment rate in the SCAG region (20.7 percent), while Orange County had the lowest in the SCAG region (2.8 percent, below the national and state averages). In 2019, the average unemployment rate in the SCAG region was 6.6 percent.

TABLE 3.14-7 Unemployment Rates

COUNTY	2000 UNEMPLOYMENT RATE ¹	2010 UNEMPLOYMENT RATE ¹	2019 UNEMPLOYMENT RATE ²
Imperial	17.5%	29.9%	20.7%
Los Angeles	5.4%	12.6%	4.5%
Orange	3.5%	9.5%	2.8%
Riverside	5.4%	14.5%	4.2%
San Bernardino	4.8%	14.2%	3.9%
Ventura	4.5%	10.8%	3.6%
SCAG Region	6.8%	15.3%	6.6%
State Average	4.9%	12.4%	4.1%

Sources: 1. SCAG 2020
 2. CA EDD 2019

GROWTH FORECASTS

In order to develop growth forecasts, SCAG encourages and utilizes the participation and cooperation of all local government partners within the SCAG region. SCAG uses a bottom-up planning process by which all local governments are informed of the Connect SoCal 2024 planning process and have clear and adequate

opportunities to provide input. Growth forecasts and land use updates for development under the Plan have been developed through this bottom-up local input process (see **Table 3.14-8, Population Projections in the SCAG Region (2019, 2020, 2030, 2045, and 2050)**, **Table 3.14-9, Household Projections in the SCAG Region (2019, 2020, 2030, 2045, and 2050)**, and **Table 3.14-10, Employment Projections in the SCAG Region (2019, 2022, 2030, 2045, and 2050)**). For additional details on the SCAG growth forecast and how it was developed see Chapter 2, *Project Description*, and the Demographics & Growth Forecast Technical Report in the Plan. The forecasted change in housing and employment by local jurisdiction in the SCAG region between 2019 and 2050 is illustrated in **Map 3.14-2, Jurisdiction Household Growth 2019–2050**, and **Map 3.14-3, Jurisdiction Employment Growth 2019–2050**, respectively.

TABLE 3.14-8 Population Projections in the SCAG Region (2019, 2020, 2030, 2045, and 2050)

COUNTY NAME	POPULATION 2019	POPULATION 2020	POPULATION 2030	POPULATION 2045	POPULATION 2050	PERCENTAGE INCREASE 2019-2050
Imperial	181,000	180,000	193,000	207,000	210,000	16.0%
Los Angeles	10,046,000	10,018,000	10,214,000	10,760,000	10,767,000	7.2%
Orange	3,191,000	3,188,000	3,247,000	3,401,000	3,439,000	7.8%
Riverside	2,386,000	2,418,000	2,674,000	2,927,000	2,992,000	25.4%
San Bernardino	2,175,000	2,182,000	2,298,000	2,534,000	2,623,000	20.6%
Ventura	849,000	844,000	849,000	858,000	852,000	0.4%
SCAG Region	18,827,000	18,830,000	19,476,000	20,687,000	20,882,000	10.9%

Source: SCAG 2023a, Table 12: Region and county forecast of population, households, and employment

Table Note: Numbers are rounded to the nearest thousand.

TABLE 3.14-9 Household Projections in the SCAG Region (2019, 2020, 2030, 2045, and 2050)

COUNTY NAME	HOUSEHOLDS 2019	HOUSEHOLDS 2020	HOUSEHOLDS 2030	HOUSEHOLDS 2045	HOUSEHOLDS 2050	PERCENTAGE INCREASE 2019-2050
Imperial	52,000	52,000	61,000	70,000	72,000	38.5%
Los Angeles	3,393,000	3,423,000	3,784,000	4,117,000	4,139,000	22.0%
Orange	1,069,000	1,080,000	1,164,000	1,239,000	1,253,000	17.2%
Riverside	744,000	763,000	903,000	1,033,000	1,062,000	42.7%
San Bernardino	657,000	668,000	786,000	918,000	953,000	45.1%
Ventura	278,000	280,000	307,000	321,000	318,000	14.4%
SCAG Region	6,193,000	6,265,000	7,006,000	7,699,000	7,798,000	25.9%

Source: SCAG 2023a, Table 12: Region and county forecast of population, households, and employment

Table Note: Numbers are rounded to the nearest thousand.

TABLE 3.14-10 Employment Projections in the SCAG Region (2019, 2022, 2030, 2045, and 2050)

COUNTY NAME	EMPLOYMENT 2019	EMPLOYMENT 2022	EMPLOYMENT 2030	EMPLOYMENT 2045	EMPLOYMENT 2050	PERCENTAGE INCREASE 2019-2050
Imperial	69,000	70,000	78,000	88,000	91,000	31.9%
Los Angeles	5,031,000	4,942,000	5,277,000	5,525,000	5,433,000	8.0%
Orange	1,805,000	1,806,000	1,903,000	1,998,000	2,019,000	11.9%
Riverside	847,000	897,000	983,000	1,147,000	1,185,000	39.9%
San Bernardino	860,000	856,000	962,000	1,079,000	1,145,000	33.1%
Ventura	363,000	367,000	379,000	380,000	376,000	3.6%
SCAG Region	8,976,000	8,937,000	9,581,000	10,218,000	10,248,000	14.2%

Source: SCAG 2023a, Table 12: Region and county forecast of population, households, and employment

Table Note: Numbers are rounded to the nearest thousand.

3.14.2 REGULATORY FRAMEWORK

FEDERAL

FEDERAL UNIFORM ACT

The Federal Uniform Act (Uniform Relocation Assistance and Real Property Acquisition Policies Act; 42 U.S. Code [USC] 61), passed by Congress in 1970, is a federal law that establishes minimum standards for federally funded programs and projects that require the acquisition of real property (real estate) or displace persons from their homes, businesses, or farms. The Uniform Act’s protections and assistance apply to the acquisition, rehabilitation, or demolition of real property for federal or federally funded projects (United States Code 1971).

DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT ACT

The Department of Housing and Urban Development Act created the U.S. Department of Housing and Urban Development (HUD) as a Cabinet-level agency. HUD is responsible for national policy and programs that address housing needs in the U.S. HUD is responsible for enforcing fair housing laws. HUD plays a major role in supporting homeownership by underwriting homeownership for lower- and moderate-income families through its mortgage insurance programs (Federal Register 1965).

FIXING AMERICA’S SURFACE TRANSPORTATION ACT

The federal Fixing America’s Surface Transportation Act (Pub. L. No. 114-94) is discussed in detail in Section 3.17, *Transportation*.

FEDERAL PLANNING REGULATIONS, TITLE 23 CFR 450.322(E)

This federal regulation requires that in development of the regional transportation plan that the related local Metropolitan Planning Organization (MPO) validate data utilized in preparing other existing modal plans (such as transit providers long range plans) for providing input to the regional transportation plan. In updating the transportation plan, the MPO shall base the update on the latest available estimates and assumptions for

population, land use, travel, employment, congestion, and economic activity. The MPO shall approve transportation plan contents and supporting analyses produced by a transportation plan update (Electronic Code of Regulations 2016).

STATE

SB 375 – THE SUSTAINABLE COMMUNITIES AND CLIMATE PROTECTION ACT

A detailed discussion of the Sustainable Communities and Climate Protection Act of 2008 (SB 375, Chapter 728, Statutes of 2008) is provided in Section 3.8, *Greenhouse Gas Emissions*. As discussed in Section 3.8, SB 375 requires California MPOs to develop a Sustainable Communities Strategy (SCS) as part of its Regional Transportation Plan (RTP), with the purposes of identifying policies and strategies to reduce per capita passenger vehicle-generated GHG emissions. The SCS must identify the general location of land uses, residential densities, and building intensities within the region; identify areas within the region sufficient to house all the population of the region; identify areas within the region sufficient to house an eight-year projection of the regional housing need; identify a transportation network to service the regional transportation needs; gather and consider the best practically available scientific information regarding resources areas and farmland in the region; consider the state housing goals; set forth a forecasted regional development pattern; and allow the regional transportation plan to comply with the federal Clean Air Act of 1970 (CAA) (42 USC 7401 et seq.) (Government Code Section 65080(b)(F)(2)(B)). The SCS, when integrated with the transportation network, and other transportation measures and policies must reduce the GHG from automobiles and light duty trucks to achieve, if there is a reasonable way to do so, the GHG emission reduction targets approved by the California Air Resources Board (CARB).

SB 375 also imposes a number of new requirements on the regional housing needs process. Prior to SB 375, the regional transportation plan and regional housing needs processes were not required to be coordinated. SB 375 now synchronizes the schedules of the RHNA (as discussed in more detail below) and RTP processes every eight years. The RHNA also allocates housing units within the region consistent with the forecasted regional development pattern included in the SCS.

In addition, the intent of SB 375 is to streamline the CEQA review process for projects that reduce GHG emissions and that do not have the potential to result in previously unaddressed potentially significant environmental impacts. Generally, CEQA streamlining may apply if a project is consistent with the SCS. Lead agencies have the discretion to determine project consistency with the SCS.

HOUSING ELEMENT LAW

Enacted in 1969, Housing Element Law (Government Code Section 65580–65589.8) mandates that local governments adequately plan to meet the existing and projected housing needs of all economic segments of the community. The law acknowledges that in order for the private market to adequately address housing needs and demand, local governments must adopt land use plans and regulatory systems that provide opportunities for, and do not unduly constrain, housing development. As a result, housing policy in the State rests largely upon the effective implementation of local general plans and, in particular, local housing elements. Housing element law also requires HCD to review local housing elements for compliance with State law and to report its written findings to the local government.

REGIONAL HOUSING NEEDS ASSESSMENT

The California Legislature developed the RHNA process (Government Code Section 65580 et seq.) in 1977 to address the affordable housing shortage in California. The California Department of Housing and Community Development (HCD) in consultation with each council of governments determines each region's existing and projected housing need (Government Code Section 65584(b)). HCD must meet and consult with each council of governments, including SCAG, regarding the assumptions and methodology to be used by HCD to determine the region's housing need (Government Code Section 65584.01(b)). HCD's determination is based on population projections produced by the California Department of Finance (DOF) and regional population forecasts used in preparing regional transportation plans (Government Code Section 65584.01(a)).

In consultation with HCD, each council of governments must develop and adopt a methodology for distributing the regional housing determination to cities and counties, or jurisdictions within the region (Government Code Section 65584.04). The council of governments then adopts a final regional housing need plan that allocates a share of the regional housing need to each city and county (Government Code Section 65584(b)).

Local governments must address their allocated share of housing needs of all economic segments of the community through their housing elements (Government Code Sections 65580–65589.11). Local governments must adopt a housing element as part of their general plan. Unlike the rest of the general plan, where updates sometimes occur at intervals of 20 years or longer, under previous law the housing element was required to be updated as frequently as needed and no less than every five years. Under SB 375, this period (2008) was lengthened to eight years and timed so that the housing element period begins no less than 18 months after adoption of the regional transportation plan to encourage closer coordination between housing and transportation planning. SB 375 also changed the implementation schedule required in each housing element. Previous law required the housing element to contain a program which set forth a five-year schedule to implement the goals and objectives of the housing element. Because of SB 375, current law instead requires this schedule of actions to occur during the eight-year housing element planning period, and requires each action have a timetable for implementation.

The purpose of the housing element is to identify the community's housing needs, state the community's goals and objectives with regard to housing production, rehabilitation, and conservation to meet those needs. In addition, the housing element defines the related policies and programs that the community will implement in order to achieve the stated goals and objectives.

In prior cycles, factors such as household growth and household income distribution were the primary factors considered in determining a jurisdiction's RHNA allocation. For the 6th cycle RHNA, SCAG considered other factors in addition to household growth. These factors include transit accessibility, job accessibility, and indicators that influence a community's environmental, educational, and economic resource accessibility and whether a jurisdiction was considered disadvantaged through low access to these resources.

For the SCAG region, the 6th cycle RHNA covered the housing planning period between October 2021 and October 2029. Local jurisdictions were required to prepare and adopt their respective housing elements by October 2021. The RHNA does not necessarily encourage or promote growth, but rather allows communities to anticipate growth and address existing need, so that they can grow in ways that enhance quality of life, improve access to jobs, transportation and housing, and not adversely impact the environment (SCAG 2023c).

The region's 6th cycle RHNA distribution methodology consists of two measurements of housing need: (1) existing need and (2) future need. Together they form a jurisdiction's total RHNA allocation, which was further divided to determine the need for very-low-income, low-income, moderate-income, and above-moderate-income households.

Consistent with the state housing law, the primary objectives of the 6th cycle RHNA allocation plan are:

1. Increase the housing supply and mix of housing types, tenure, and affordability within each region in an equitable manner;
2. Promote infill development and socioeconomic equity, the projection of environmental and agricultural resources, and the encouragement of efficient development patterns;
3. Promote an improved interregional relationship between jobs and housing;
4. Allocate a lower proportion of housing need in income categories in jurisdictions that have a disproportionately high share in comparison to the county distribution; and
5. Affirmatively further fair housing

On March 4, 2021, SCAG's Regional Council adopted the 6th cycle Final RHNA Allocation Plan. The 6th cycle Final RHNA Allocation Plan was amended on July 1, 2021, to reflect a transfer of RHNA units from a county to a city in accordance with Government Code Section 65584.07. The 6th cycle Final RHNA Allocation Plan had a final RHNA determination of approximately 1.34 million total housing units among four income categories for SCAG to distribute among its jurisdictions for the planning period between October 2021 and October 2029. The emphasis of RHNA shifted substantially toward addressing existing need, whereas in prior cycles it had focused almost entirely on need due to anticipated population growth.

Since SCAG adoption of the RHNA allocation plan in 2021, local jurisdictions have been in the process of adopting housing elements. At the time of preliminary forecast development (April 2022) only 12 of the region's 197 jurisdictions had 6th cycle housing elements which had been adopted and certified by the state. While local jurisdictions were requested to consider housing element updates in their review of LDX growth data, only 87 had adopted and certified housing elements by January 2023, immediately after the deadline for LDX input. Additionally, some local jurisdictions may not be required to complete rezonings associated with housing element updates until October 2024, rendering data on newly available sites inherently incomplete (or unavailable) for the purposes of Connect SoCal 2024.

Nevertheless, the 6th cycle of RHNA has the potential to substantially increase the quantity of sites available for housing especially in jurisdictions with RHNA allocations in excess of their Connect SoCal 2020 household forecasts. As such, SCAG's preliminary growth forecast at the jurisdiction and neighborhood levels, released in May 2022, sought to reflect any capacity changes from the 6th cycle of RHNA as this is an adopted policy with a potential impact on household growth by 2050.

As discussed above, under Government Code Section 65080(b)(2)(B)(iii), the SCS element of Connect SoCal 2024 must identify areas within the region sufficient to house an eight-year projection of SCAG's regional housing need. SCAG's regional housing need for the 6th cycle RHNA as determined by HCD captures existing and projected need.

2022 SCOPING PLAN

As discussed in Section 3.8, *Greenhouse Gas Emissions*, of this PEIR, the California Air Resources Board (CARB) adopted the 2022 Scoping Plan for Achieving Carbon Neutrality (Scoping Plan) in December 2022 (see Section 3.8.2, *Regulatory Framework*, for a complete description of the 2022 Scoping Plan). The Scoping Plan provides an approach to achieve targets for carbon neutrality and reduce anthropogenic greenhouse gas (GHG) emissions by 85 percent below 1990 levels no later than 2045.

The Scoping Plan acknowledges the legacy of transportation and land use decision making that has resulted in marginalization of low-income communities and communities of color. Discriminatory land use, lending and real estate practices and policies resulted in the marginalization of households belonging to people of color, leading to lasting inequalities. In addition, decisions made regarding the building and expansion of transportation systems divided communities of color and primarily benefited white suburban commuters.

The 2022 Scoping Plan contains a discussion of housing cost and affordability to address these issues. Shifting the development patterns and transportation systems is critical to achieve sustainable and equitable communities. In addition, in order to ensure that households that would benefit most from living in more accessible areas are not displaced by new investments requires that State, regional, and local governments proactively anticipate and avoid potential unintended equity and social consequences, including gentrification and displacement of historically underserved and disadvantaged communities. The State encourages local jurisdictions to develop strategic anti-displacement and neighborhood stabilization plans. The Scoping Plan emphasizes providing housing for all sectors of the community.

Appendix D of the 2022 Scoping Plan notes that AB 32 directs that CARB:

... ensure that the greenhouse gas emission reduction rules, regulations, programs, mechanisms, and incentives under its jurisdiction, where applicable and to the extent feasible, direct public and private investment toward the most disadvantaged communities in California and provide an opportunity for small businesses, schools, affordable housing associations, and other community institutions to participate in and benefit from statewide efforts to reduce greenhouse gas emissions. (CARB. 2022)

Appendix E of the Scoping Plan provides guidance for Sustainable and Equitable Communities, and is directly targeted at providing guidance to MPOs in the preparation of RTP/SCS documents:

The 2022 Scoping Plan Update calls for reductions in GHG emissions from these sectors [residential and commercial development]. More sustainable and equitable development patterns and transportation choices will support these reductions.

...

Communities with shorter driving distances and more options for active travel produce benefits beyond the environment and equity, including reduced financial burden, better access to opportunities, and improved public health.

The 2022 Scoping Plan identifies four strategy areas as well as objectives and associated actions to achieve the Scoping Plan vision/targets:

1. Plan and invest in a sustainable transportation system.
2. Manage the use of the transportation system to advance climate and equity goals.

3. Shape the deployment of new mobility options.
4. Improve alignment of land use planning and development with climate and equity goals.

For each strategy area, Appendix E of the Scoping Plan identifies (i) a vision for the year 2045 that would be consistent with meeting California’s carbon neutrality goal while advancing equity; (ii) policy objectives that should be achieved to deliver the vision for that strategy area; and (iii) selected actions that should be taken as quickly as possible, especially by the State, to implement those policy objectives.

With respect to Strategy Area 4, Appendix E of the Scoping Plan indicates:

Achieving carbon neutrality no later than 2045 requires land use planning and development activities that are consistent with and advance State planning priorities by significantly augmenting growth in transportation-efficient, resource-rich, accessible, and inclusive communities for all Californians. This vision is aligned with the CTP 2050’s and University of California researchers’ latest modeling and analyses, which indicated that California would not meet its climate goals without future growth in population and employment happening primarily within the state’s most densely populated areas and improving the balance of housing, employment, shopping, and other key services within any given community. Although MPOs create SCSs that identify how each region may accommodate its growth in patterns that help meet GHG reduction targets set by CARB, these plans are not being fully implemented.

Objectives and associated actions are:

1. **Accelerate infill development in existing transportation-efficient places and deploy strategic resources to create more transportation-efficient locations.**

...

To increase investment in under-resourced communities and expand access to high-resource neighborhoods, the State should pursue a combination of the following actions: i) providing financial and educational tools, resources, and incentives; ii) streamlining review processes; iii) strengthening protections for natural and working lands; iv) facilitating collaboration with key partners; and v) providing and requiring anti-displacement protections for existing residents and businesses.

2. **Encourage alignment in land use, housing, transportation, and conservation planning in adopted regional plans (RTP/SCS and RHNA) and local plans (e.g., general plans, zoning, and local transportation plans).** *SCSs illustrate future land use and transportation changes that would lead to reductions in VMT and GHG emissions to meet the regional GHG emission reduction targets set by CARB. However, as noted earlier, SCS implementation is lagging significantly across the state. As detailed in the California Transportation Assessment Report (pursuant to AB 285 (Friedman, Chapter 605, Statutes of 2019)), MPOs, which develop the SCS plans, do not have adequate instruments to implement them and do not have the authority to ensure alignment of local land use decisions – as reflected in cities and counties’ general plans – with the SCSs. The goal of this objective is to strengthen regional plan implementation and funding and the ability of regional plans to achieve regional GHG targets. Advancing California regions’ visions for accelerating infill development and climate-smart housing production will require a collective discussion about establishing more coordinated MPO-local government relationships that lead to codifying those regional visions into land use plans and ordinances at the local level.*

Actions:

- *Establish a requirement that all local general plans demonstrate consistency with the assumptions and growth allocations in regional RTP/SCSs at least every 8 years consistent with existing RHNA and housing element update timelines.*
 - *Explore measures to ensure or require greater consistency and alignment between regional RHNA allocations, SCSs, and regional plans such as strategic planning that prioritizes green space and conservation and encourage greater integration of state housing and conservation policy priorities to minimize/prevent conflict.*
3. **Accelerate production of affordable housing in forms and locations that reduce VMT and affirmatively further fair housing policy objectives.**

Actions:

- *Further ease local regulatory and California Environmental Quality Act (CEQA) barriers to increasing density and affordable housing development, especially in transportation-efficient areas, and establish protections in the law against tactics to obstruct developments that advance State equity and climate goals.*

LOCAL PLANNING AND APPROVAL FOR EMERGENCY SHELTERS AND TRANSITIONAL AND SUPPORTIVE HOUSING – SENATE BILL 2

SB 2 (Chapter 633, Statutes of 2007) strengthens state housing element law (Government Code Section 65583) by ensuring that every jurisdiction identifies potential sites where new emergency shelters can be located without discretionary review by the local government. It also increases protections for providers seeking to open a new emergency shelter, transitional housing, or supportive housing development, by limiting the instances in which local governments can deny such developments.

CALIFORNIA RELOCATION ASSISTANCE ACT

The California Relocation Assistance Act (Government Code Section 7260 et seq.) establishes uniform policies to provide for the fair and equitable treatment of people displaced from their homes or businesses as a direct result of state and/or local government projects or programs. The California Relocation Assistance Act requires that comparable replacement housing be made available to displaced persons within a reasonable period of time prior to the displacement. Displaced persons or businesses are assured payment for their acquired property at fair market value. Relocation assistance in the form of advisory assistance and financial benefits would be provided at the local level. This includes aid in finding a new home location, payments to help cover moving costs, and additional payments for certain other costs.

SENATE BILL 535: CALIFORNIA GLOBAL WARMING SOLUTIONS ACT OF 2006: GREENHOUSE GAS REDUCTION FUND

SB 535 was signed into law by Governor Brown on September 30, 2012. This bill sets aside cap and trade revenues to mitigate climate change in disadvantaged communities. CalEPA is the responsible agency for identifying disadvantaged communities for potential investment. The California DOF must allocate 25 percent of the available moneys in the Greenhouse Gas Reduction Fund to projects that benefit disadvantaged communities and a minimum of 10 percent to projects located within disadvantaged communities.

HOMEOWNERS AND PRIVATE PROPERTY PROTECTION ACT

In 2008, California voters approved Proposition 99, the Homeowners and Private Property Protection Act, which amended the California Constitution so that local governments are prohibited from using eminent domain authority to acquire an owner-occupied residence for the purposes of conveying it to a private recipient, with limited exceptions. Proposition 99 applies only to owner-occupied residences but cities may still use eminent domain authority to convey multifamily and non-residential property to other private parties (Los Angeles Law Library 2008).

AFFORDABLE HOUSING AND HIGH ROAD JOBS ACT - AB 2011

AB 2011, the Affordable Housing and High Road Jobs Act, was signed in September 2022 and became effective on July 1, 2023. AB 2011 creates a CEQA-exempt, ministerial approval process for multi-family housing projects on sites within a zone in which office, retail or parking are the principally permitted use. AB 2011 contains different qualifying criteria depending on if the proposed housing project is 100 percent affordable or a mixed-income project. In order to qualify, construction workers must be paid prevailing wages. Other labor standards are applicable if the project is more than 50 units.

MIDDLE CLASS HOUSING ACT - SB 6

SB 6, the Middle Class Housing Act, was signed in September 2022 and became effective on July 1, 2023. Similar to AB 2011, SB 6 allows residential development on sites currently designated and zoned for office, retail or parking uses. Qualifying projects under SB 6, must be either all housing or a mixed-use development with at least 50 percent of the new construction dedicated to housing. Affordable housing is not required in order to qualify. The project must be located within an urbanized area or urban cluster with less than one-third of the site (or its immediate neighbors) dedicated to industrial uses. In addition, certain construction labor requirements must be met such as paying prevailing wages and utilizing skilled and trained workforce. SB 6 differs from AB 2011 in that it does not create a new approval process for such projects.

CALIFORNIA HOME ACT - SENATE BILL 9

SB 9 requires local agencies to allow housing development with no more than two primary units in a single-family zone, the subdivision of a parcel in a single-family zone into two parcels, or both with ministerial approval. Therefore, SB 9 facilitates the creation of up to four housing units in the lot area typically used for one single-family home. There are eligibility criteria that address environmental constraints, such as wetlands and wildfire risk, anti-displacement measures for renters and low-income households, and the protection of historic structures and districts.

HOUSING DEVELOPMENT - DENSITY - SENATE BILL 10

SB 10 became effective on January 1, 2022, and extends until January 1, 2029. SB 10 allows local agencies to adopt an ordinance to allow up to 10 dwelling units on any parcel, at a height specified in the jurisdiction's ordinance, if the parcel is located within a transit-rich area or on an urban infill site. In addition, up to two accessory dwelling units or junior accessory dwelling units that would not count towards the 10-unit threshold would be permitted on each parcel. SB 10 exempts the adoption of the ordinance from CEQA. However, the approval of a housing development would remain subject to CEQA if discretionary permits are required.

LOCAL

HOUSING ELEMENTS OF COUNTY AND CITY GENERAL PLANS

The most comprehensive and detailed land use planning, including that for population, housing, and employment in the SCAG region, is provided by city and county General Plans, which local governments are required by state law to prepare as a guide for future development. As noted above, state law mandates that local governments adequately plan to meet the existing and projected housing needs of all economic segments of the community as discussed above.

Housing Elements must be updated to reflect the most recent RHNA; 6th cycle housing elements were due to HCD October 15, 2021. Jurisdictions that did not have an adopted and compliant housing element by the October deadline became ineligible to apply for certain local funding opportunities. In accordance with SB 197, zoning must be updated to reflect the 6th cycle RHNA by October 2025. If zoning updates are not adopted on schedule, a community would not be eligible for major state funding sources for affordable housing construction (such as the Affordable Housing and Sustainable Communities grant, the Infill Infrastructure Grant, etc.), could have weakened controls over local zoning (known as the “Builder’s Remedy”), could face court-imposed fines and/or other court actions to bring the jurisdiction into compliance.

The housing element of a general plan illustrates strategies for future development and improvements to the area’s housing stock, with specific goals for the short-term (see **Table 3.14-11, Summary of Housing Goals by County in the SCAG Region**). The housing element often includes programs to improve neighborhoods, provide adequate housing sites, assist in the provision of affordable housing, and promote fair and equal housing opportunities. Housing policy in the state rests largely upon the effective implementation of local general plans and, in particular, local housing elements.

TABLE 3.14-11 Summary of Housing Goals by County in the SCAG Region

COUNTY	COUNTY AND CITY POLICIES AND ORDINANCES
Imperial ¹	<p>Goal 1: Ensure the availability of a variety of housing types for all income levels throughout the county.</p> <p>Goal 2: Encourage affordable housing developments by using all available funding sources, offering developer incentives, and allowing a wide range of housing types to serve the housing needs of the county’s labor force, special-needs groups, and families of all income levels.</p> <p>Goal 3: Continue to facilitate the provision of housing suited to persons with special housing needs.</p> <p>Goal 4: Facilitate the provision of fair housing opportunities for all residents of Imperial County.</p> <p>Goal 5: Encourage the improvement, rehabilitation, and revitalization/reinvestment of the county’s existing residential neighborhoods.</p> <p>Goal 6: Promote sustainable development by encouraging the inclusion of energy conservation features in new and existing housing stock.</p> <p>Goal 7: Encourage and facilitate the regional coordination of public agencies and business organizations to maximize public and private-sector resources that will support a vibrant community.</p> <p>Goal 8: Pursue actions to reduce regulatory constraints to housing that impede housing opportunities.</p>
Los Angeles ²	<p>Goal 1: A wide range of housing types in sufficient supply to meet the needs of current and future residents, particularly for persons with special needs, including but not limited to: extremely low, very low and low income households, seniors, persons with disabilities (including those with developmental disabilities), large households, female-headed households, people experiencing homelessness and at risk of homelessness, and farmworkers.</p> <p>Goal 2: Communities with equitable access to employment opportunities, community facilities and services, and amenities.</p>

COUNTY	COUNTY AND CITY POLICIES AND ORDINANCES
	<p>Goal 3: A housing supply that ranges broadly in costs to enable all households, regardless of income, to secure adequate housing.</p> <p>Goal 4: A comprehensive system of services and housing that prevents and ends homelessness.</p> <p>Goal 5: Opportunities for acutely low, extremely low, very low, low, and moderate income households and those with special needs to attain and maintain affordable and adequate housing.</p> <p>Goal 6: Neighborhoods with a stable supply of housing that is affordable to residents of all income levels and facilitates aging in place.</p> <p>Goal 7: Protection against residential displacement.</p> <p>Goal 8: Neighborhoods and housing environments that are livable, healthy, and safe for all residents.</p> <p>Goal 9: An adequate supply of housing preserved and maintained in sound condition.</p> <p>Goal 10: Accessibility to adequate housing for all persons without discrimination in accordance with state and federal fair housing laws.</p> <p>Goal 11: Alignment of housing production with state and local sustainability goals in order to protect natural resources, reduce greenhouse gas emissions, and foster climate resilience.</p> <p>Goal 12: Planning for and monitoring the long-term affordability of adequate housing.</p>
Orange ³	<p>Strategy 1: Ensure that the General Plan and Comprehensive Zoning Code identify and zone sufficient land at appropriate densities to accommodate the County’s share of regional housing needs.</p> <p>Strategy 2: Facilitate production of high-quality affordable housing for lower income and special needs households and permanent supportive housing including affordable housing opportunities for households with incomes less than 30% of area median income (AMI) through inclusionary housing, incentives, and financial assistance.</p> <p>Strategy 3: Conserve and improve the condition of the existing housing stock, especially affordable housing.</p> <p>Strategy 4: Work cooperatively with cities and LAFCO to facilitate the annexation and revitalization of urbanized Unincorporated islands.</p> <p>Strategy 5: Promote equal housing opportunities for all persons without discrimination on the basis of race, religion, ethnicity, sex, age, marital status, disability, or household composition through enforcement of fair housing laws.</p> <p>Strategy 6: Encourage the development of supportive housing for persons with disabilities, and protected classes, through the following actions.</p> <ul style="list-style-type: none"> • Conduct outreach and education on fair housing rights and of the process to make appropriate referrals for fair housing complaints. • Provide housing resources for prevention of homelessness and alternative housing for the homeless and disabled. • Address contributing factors to fair housing issues – including access to regional, economic, educational, and environmental opportunities. • Encourage the use of energy conservation features in residential construction, remodeling, and existing homes.
Riverside ⁴	<p>Goal 1: Facilitate new housing opportunities to meet the needs of existing and future unincorporated Riverside County residents in all income categories.</p> <p>Goal 2: Encourage construction of innovative housing types that are affordable and promote mixed-income neighborhoods.</p> <p>Goal 3: Encourage construction, maintenance, improvement, and preservation of safe, decent, and sound affordable housing in unincorporated Riverside County.</p> <p>Goal 4: Work towards meeting the housing needs of special groups of unincorporated County residents, including but not limited to a growing senior population, large families, female headed households, farmworkers, persons with disabilities, persons with developmental disabilities, and persons and households in need of emergency shelter.</p> <p>Goal 5: Promote affirmative further fair housing opportunities throughout the unincorporated County for all persons regardless of age, race, religion, color, religion, ancestry, national origin, sex, marital status, disability, familial status, or sexual orientation.</p>

COUNTY	COUNTY AND CITY POLICIES AND ORDINANCES
San Bernardino ⁵	<p>Goal H-1: A broad range of housing types in sufficient quantity, location, and affordability levels that meet the lifestyle needs of current and future residents, including those with special needs.</p> <p>Goal H-2: An efficient administrative process that recognizes the need for efficient and timely review of residential projects while also ensuring and valuing the need for quality design, environmental review, and planning.</p> <p>Goal H-3: Neighborhoods that protect the health, safety, and welfare of the community, and enhance public and private efforts in maintaining, reinvesting in, and upgrading the existing housing stock.</p> <p>Goal H-4: The development, maintenance, modernization, and preservation of affordable housing; and the provision of assistance, where feasible, for residents to rent or purchase adequate housing in San Bernardino County.</p> <p>Goal H-5: Equal housing opportunities for all persons regardless of race, age, religion, sex, marital status, disability status, ancestry, national origin, or color.</p>
Ventura ⁶	<p>Goal HE-1: Conserve and improve the existing housing stock within the unincorporated areas of Ventura County.</p> <p>Goal HE-2: Provide suitable sites for housing development that can accommodate a range of housing by type, size, location, price, and tenure to meet the requirements of the regional housing need allocation.</p> <p>Goal HE-3: Increase special needs housing opportunities and supportive services for lower income households, seniors, persons with disabilities, persons with mental illness, large families with children, female-headed households, and people who are experiencing homelessness.</p> <p>Goal HE-4: Continue to reduce and, where feasible and practical, remove County-imposed constraints that impede the development of affordable housing.</p> <p>Goal HE-5: Affirmatively further fair housing by taking meaningful actions that overcome patterns of segregation and foster inclusive communities.</p>

- Sources: 1. County of Imperial 2022.
 2. County of Los Angeles 2022.
 3. County of Orange 2023.
 4. County of Riverside 2021.
 5. County of San Bernardino 2022.
 6. County of Ventura 2021.

LOCAL COASTAL PROGRAMS

The Local Coastal Programs are local planning tools to monitor development and permitting in coastal areas. There are three counties and 26 cities within the SCAG region with coastlines that are mandated to prepare Local Coastal Programs as a result of the California Coastal Act of 1976 (Pub. Res. Code §30000 et seq.). The Local Coastal Programs prepared by these local jurisdictions may contain goals and policies related to housing type, location, and affordability (California Coastal Commission 2019).

LOCAL ORDINANCES ADDRESSING AFFORDABLE HOUSING

Several communities are taking action to require that affordable housing be incorporated into individual projects. For example, Measure JJJ and associated City of Los Angeles’s Transit Oriented Communities.

LOS ANGELES AFFORDABLE HOUSING AND LABOR STANDARDS INITIATIVE (MEASURE JJJ)

Measure JJJ, approved by Los Angeles voters on November 8, 2016, enacts an initiative to impose minimum affordable housing requirements, training standards, and labor and wage regulations on development projects

requiring zoning changes and amendments to the General Plan, including provisions to require that a certain percentage of labor come from local workers. Key provisions of Measure JJJ are as follows:

- All development projects that include 10 or more residential units and require changes to the General Plan or other zoning and construction rules (i.e., meet training, local hiring, and prevailing wage requirements) would be required to make a percentage of the units affordable to low-income and working residents, or pay a fee to fund affordable housing and enforce laws that protect renters. Developers would be required to make as much as 20 percent of the units in a project affordable for low-income and working renters. That number can be as high as 40 percent for homes that are for sale.
- Developers of any such residential projects would have to hire contractors who:
 - Are licensed according to city and state law;
 - Guarantee to offer at least 30 percent of work-hours to city residents, with 10 percent coming from those living within five miles of the project;
 - Pay standard wages for the area; and
 - Employ members of apprenticeship training programs and workers with real-world experience.
- No changes to Community Plans could be made without a guarantee that the changes would not “reduce the capacity for creation and preservation of affordable housing and access to local jobs.”
- Moreover, projects planned around public transit within a half mile of significant public transit stops would be encouraged through an incentive program that would apply only to projects that include affordable housing and require contractors to comply with the restrictions laid out in the second bullet above.
- No tax dollars to be used.

CITY OF LOS ANGELES TRANSIT-ORIENTED COMMUNITY (TOC) GUIDELINES

In compliance with Measure JJJ discussed above, the City released Transit Oriented Communities (TOC) guidelines effective September 22, 2017. The guidelines provide incentives for projects planned around public transit, within one-half mile of significant public transit stops that include units set aside for affordable housing within the development project. In order to be eligible for TOC incentives, projects must include specified levels of Extremely Low Income, Very Low income or Lower Income units. The guidelines outline four tiers of incentives, based on proximity to transit and type of transit (i.e., fixed rail, rapid bus). Incentive options include a density bonus, FAR increase, or parking reduction, with additional incentives such as additional height and reductions in open space, lot width, lot coverage, or yard requirements. Each tier has different requirements for income levels. The TOC Guidelines also provide for reduced parking requirements in each tier, with no parking required for eligible residential projects in Tier 4. In addition to Base incentives for density and FAR, the TOC Guidelines provide a menu of Additional Incentives including reductions for yards/setbacks, open space, minimum required lot widths, lot coverage and building heights (including transitional heights). The TOC Guidelines are in place for 10 years but may be extended for 5 additional years.

3.14.3 ENVIRONMENTAL IMPACTS

THRESHOLDS OF SIGNIFICANCE

For the purposes of this 2024 PEIR, SCAG has determined that implementation of Connect SoCal 2024 could result in significant impacts related to population and housing if the Plan would exceed the following significance criteria, in accordance with California Environmental Quality Act (CEQA) Guidelines Appendix G:

- Induce substantial unplanned population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure).
- Displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere.

METHODOLOGY

Chapter 2, *Project Description*, describes the Plan's vision, goals, policies, forecasted regional development pattern, policies and strategies, and individual transportation projects and investments. The Plan aims to increase mobility, promote sustainability, and improve the regional economy. Although land use development is anticipated to occur within the region even without the Plan, the Plan could influence growth, including distribution patterns. To address this, the 2024 PEIR includes an analysis on the implementation of policies and strategies as well as potential projects and evaluates how conditions in 2050 under the Plan would differ from existing conditions. The analysis of population and housing considered public comments received on the NOP and feedback and discussions at the various public and stakeholder outreach meetings.

The methodology for determining the significance of population and housing impacts compares the existing conditions (2019) to future (2050) conditions, as required in CEQA Section 15126.2(a).

The Plan includes policies, strategies, and investments that may influence population, housing and employment growth and distribution. Forecasted land use patterns are developed to accommodate growth projections by identifying distribution and anticipated land uses that may allow for well-planned growth. SCAG holds growth projection numbers constant at the county and regional level, meaning that as the distribution of population, housing and employment changes, the total numbers remain constant. In sum, the Plan includes a growth forecast, land use and transportation strategies, and projected land use patterns which are integrated with the transportation network and investments (see Chapter 2, *Project Description*). See Chapter 4, *Alternatives* for an evaluation of a range of feasible alternatives that consider the possibility of different growth patterns.

Although land use development would occur with or without the Plan, Connect SoCal 2024 has the potential to influence growth distribution patterns throughout the region, partially by encouraging new growth in Priority Development Areas (PDAs) and by minimizing growth in Green Region Resource Areas (GRRAs). The analysis in the 2024 PEIR addresses impacts of 1) transportation projects identified in the Plan, 2) implementation of land use and transportation policies and strategies and potential land use projects, and 3) the regional growth forecast that identifies one potential development pattern that implements the Plan.

Transportation projects in the Plan were reviewed to identify those that may involve right-of-way (ROW) acquisition and the potential for displacement of homes and businesses. These projects that might require acquisition of ROW were analyzed with a 500-foot distance with a geographic information system (GIS) to

generally identify locations within areas of residential land use that had the potential for large displacement of existing homes and businesses.

As discussed in Chapter 2, *Project Description*, and Section 3.0, *Introduction to the Analysis*, Connect SoCal 2024 includes Regional Planning Policies and Implementation Strategies, some of which will effectively reduce impacts in the various resource areas. Furthermore, compliance with all applicable laws and regulations (as set forth in the Regulatory Framework) would be reasonably expected to reduce impacts of the Plan. See CEQA Guidelines Section 15126.4(a)(1)(B). As discussed in Section 3.0, *Introduction to the Analysis*, where remaining potentially significant impacts are identified, SCAG mitigation measures are incorporated to reduce these impacts. If SCAG cannot mitigate impacts of the Plan to less than significant, project-level mitigation measures are identified which can and should be considered and implemented by lead agencies as applicable and feasible.

IMPACTS AND MITIGATION MEASURES

IMPACT POP-1 Induce substantial unplanned population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure).

Significant and Unavoidable Impact – Mitigation Required

As discussed in Chapter 2, *Project Description*, the Connect SoCal 2024 growth forecast takes into account the available 6th cycle RHNA housing element information for each jurisdiction. Other factors taken into account in the growth forecast for each jurisdiction include: available land capacity, information regarding entitled projects, and application of growth in order priority pursuant to the Regional Growth Vision (i.e., increase, but not maximize, growth in Priority Development Areas and minimize, but not preclude growth in Green Region Resource Areas).¹ In this way Connect SoCal 2024 identifies areas within the region sufficient to house the 6th cycle RHNA.

Implementation of the Plan would generally result in increased population densities in urban areas. As identified in Chapter 2, *Project Description*, the Plan generally encourages a compact development with a focus on infill development including redevelopment of existing urban and suburban areas. The Plan seeks to implement the 2022 Scoping Plan as well as SCAG's equity and inclusivity commitments mentioned above, and includes policies and strategies to reflect Scoping Plan objectives with respect to housing, in particular affordable housing. As discussed in Chapter 5, *Other CEQA Considerations*, of this PEIR, the Plan would accommodate planned population growth and would generally not induce growth.

¹ The Connect SoCal 2024 Regional Growth Forecast begins with an expert assessment of regional demographic and economic trends and uses a variety of data sources—including local land use plans—to assess where growth is most likely to occur within the region, emphasizing a balance between future employment, population, and households. SCAG's RTP/SCS growth forecasting process is also informed by the Regional Growth Vision and integrates input from local jurisdictions. As discussed above, SCAG's preliminary growth forecast at the jurisdiction and neighborhood levels, released on May 23rd, 2022, sought to reflect capacity changes from the 6th cycle of RHNA based on available housing elements and information from jurisdictions. SCAG used its best efforts to incorporate the RHNA, but the data is inherently incomplete because only 12 of 197 jurisdictions had certified housing elements, and some local jurisdictions may not be required to complete rezoning associated with housing elements until October 2024. However, it is expected that household growth over the Connect SoCal 2024 horizon will exceed the 6th cycle RHNA housing unit need.

Transportation policies included in the Plan such as transportation systems management and complete streets would support increased density in existing urban and suburban areas by facilitating travel in these areas. Transportation policies would not be expected to induce population growth as the policies are growth accommodating and generally are aimed at improving the existing transportation networks.

Transportation projects identified in the Plan, such as new and expanded light and heavy rail projects, have the potential to create demand for new development around transit stations. However, transit stations are generally located in areas that are already developed where growth is planned and desirable.

Generally, most jurisdictions have started planning for increased density in urban areas and the Plan builds on local input (and is not intended to result in re-designation of areas where such re-designation is not approved by the local jurisdiction). However, there remains the potential for the Plan's policies and strategies to influence population growth in areas where local general plans have not yet been updated to reflect such growth. Therefore, implementation of the Plan would have the potential to induce unplanned growth in some areas of the region resulting in a significant impact, requiring mitigation measures.

As discussed above and in Chapter 2, *Project Description*, the Plan's forecast regional development pattern provides for a projected population distribution that could occur in 2050. The total SCAG region population is expected to increase by approximately 1.3 million persons by 2050. The Regional Planning Policies and Implementation Strategies included in the Plan would encourage growth in PDAs and minimize growth in GRRAs. In 2019, 54 percent of total housing units were single-family units and 46 percent were multifamily units. The Plan projects that in 2050, 49 percent of new homes in the SCAG region will be single-family units and 51 percent multifamily units (SCAG 2023d).

In 2050, 22 percent of housing units are anticipated to be large-lot single-family units, 27 percent small-lot single-family units, 8 percent townhome units, and 43 percent multifamily units (SCAG 2023d). This projected housing mix would help the region accommodate the projected housing needs over the life of the Plan, especially housing at the lower income categories.

As mandated by State Housing Law as part of the periodic (every eight years) process of updating local housing elements of the General Plan, SCAG is responsible for the allocation of regional housing need to jurisdictions in the region. The most recent RHNA Allocation Plan, which covered the planning period from October 15, 2021, through October 15, 2029, and was adopted by SCAG's governing body, the Regional Council, on March 4, 2021, and amended on July 1, 2021 (SCAG 2021b). As discussed above, local jurisdictions are required to plan and zone to accommodate their respective RHNA allocation (housing units). Communities may use the RHNA in land use planning, prioritizing local resource allocation, and in deciding how to address identified existing and future housing needs resulting from population, employment, and household growth (SCAG 2023b). Local jurisdictions have until October 2024 to adopt updated zoning to accommodate their identified housing need.

Implementation of the Plan would accommodate 60.4 percent of the region's future population growth, 61.2 percent of the region's future housing units, and 64.8 percent of the future employment growth in PDAs (SCAG 2023d). This forecasted regional development pattern moves the region towards more compact, mixed-use development with a variety of housing types leading to more opportunities for walking and biking, more transit use, and shorter automobile trips. Additionally, the integrated transportation investments and land use policies in the Plan would encourage economic (jobs) and household growth in PDAs and could remove some obstacles to growth these areas; growth in GRRAs would be minimized. Improved accessibility and connectivity are anticipated to result from transportation investments in the Plan that could facilitate population and economic growth in

PDA. While growth is generally planned for and anticipated in PDAs, there remains the potential for to result in growth in some areas that are not yet fully planned for such growth (including areas where general plans are out of date). Therefore, implementation of the Plan would have a potential to influence and possibly indirectly induce unplanned growth in some areas of the SCAG region, and this impact is considered significant and mitigation measures are required.

MITIGATION MEASURES

SCAG MITIGATION MEASURES

See SMM-GEN-1, SMM-LU-3, SMM-TRA-1, and SMM-TRA-2.

- SMM-POP-1** SCAG shall continue to facilitate collaboration forums, such as through SCAG’s Housing Group, and host public outreach events in various formats that respond to issues that shape the housing crisis and share information on sustainable housing development and potential funding opportunities.
- SMM-POP-2** SCAG shall continue to produce a variety of demographic, economic, education, housing, public health, and transportation information to facilitate data exchange for local jurisdictions across the region, through existing web-based planning tools, such as [SCAG Regional Data Platform \(RDP\)](#). Local jurisdictions may utilize for a variety of planning and community outreach purposes including project and program planning and grant development.

LEVEL OF SIGNIFICANCE AFTER MITIGATION

As previously discussed, the Plan’s Regional Planning Policies and Implementation Strategies (see Chapter 2, *Project Description*, and Section 3.0, *Introduction to the Analysis*) and compliance with existing laws and regulations would reduce impacts, but given the regional scale of the analysis in this 2024 PEIR, it is not possible or feasible to determine if all impacts would be fully mitigated. Therefore, this 2024 PEIR identifies SCAG and project-level mitigation measures. At the project-level, lead agencies can and should consider the identified project-level mitigation measures during subsequent review of transportation and land use projects as appropriate and feasible. While the mitigation measures will reduce the impacts related to substantial direct or indirect unplanned population growth, due to the regional nature of the analysis, unknown site conditions and project-specific details, and SCAG’s lack of land use authority over individual projects, SCAG finds that the impact could be **significant and unavoidable** even with mitigation.

IMPACT POP-2 Displace substantial numbers of existing people or housing, necessitating the construction of replacement housing elsewhere.

Significant and Unavoidable Impact – Mitigation Required

Plan implementation, in particular the construction of transportation projects that require expansion of existing or designation of new ROWs, have the potential to result in the displacement of existing people and housing, necessitating the construction of replacement housing, thereby constituting a potentially significant impact. In general, transportation projects included in the Plan would attempt to use existing ROWs to the maximum extent feasible. However, the development of some highway, arterial, transit and rail projects included in the Plan could result in the disturbance and/or loss of residential and business uses. Connect SoCal 2024 includes system

expansion projects, such as new freeway lane miles and new transit track miles, which have the potential to result in the loss of land currently used for residential and business purposes. Additional goods movement projects included in the Plan, such as grade separations, also have the potential to displace homes or businesses, as many of the areas where grade separations are proposed would be in developed urban areas.

Displacement of housing was qualitatively assessed by considering the location of transportation projects in relation to surrounding land uses and community development. Highway and transit/rail extensions and interchange projects were assumed to have a higher potential to disrupt or divide existing communities since they would involve the creation of new roadways. Highway widening and other projects along established transportation rights-of-way were assumed to have a lower potential to divide or disrupt existing communities and neighborhoods.

In total, the Plan includes approximately 5,601 new lane miles including freeways, toll roads, major and minor arterials, collectors, high-occupancy toll (HOT), and high-occupancy vehicle (HOV) lanes (SCAG 2023e). These transportation facilities could displace homes and businesses in the region, constituting a significant impact requiring the consideration of mitigation measures.

Implementation of the Plan would also encourage infill development and would facilitate increasing the housing supply at all income levels. As noted above, redevelopment has the potential to displace existing housing, which could necessitate the construction of replacement housing elsewhere. Supported by other public amenities and transit services, housing in some urban and suburban areas can command higher premiums that may be attractive to more affluent residents and unaffordable to current residents in these areas. This phenomenon contributes to gentrification and displacement (SCAG 2023b) that has occurred in parts of Los Angeles in recent years, including Downtown Los Angeles, Hollywood, Venice, Echo Park, and Koreatown. Plan policies could cause some existing housing in the region to be displaced and replaced with higher-density, and sometimes higher-cost housing, particularly within TPAs and other areas within urban cores. As discussed in Impact POP-1, above, the proposed land use patterns are anticipated to accommodate the majority of the region's future household growth in PDAs (SCAG 2023d). The Plan includes policies and strategies to prioritize affordable travel options and produce and preserve diverse housing types to improve affordability, accessibility, and opportunities for all households. The Plan indicates, "jurisdictions are encouraged to actively acknowledge and plan for potential impacts including displacement for both residents and small businesses."

As local governments seek to provide the region's population with housing and jobs in areas with active transportation opportunities, transit amenities, or other transportation options, it is anticipated that changes would occur in existing communities. As such, the potential for "gentrification," or a form of neighborhood change where neighborhoods of initially lower socioeconomic status become of higher socioeconomic status, and displacement could occur. Without policy intervention, residents of color and people with lower incomes are at a higher risk of being pushed out by rising prices or altered neighborhood character, and thus would not benefit from planned transit investment, stations, and other amenities (e.g., walkways and bikeways) that come with this new neighborhood revitalization.

In urban areas, redevelopment often has the potential to displace affordable housing and can disproportionately affect people of color, particularly Black and Indigenous populations. SCAG adopted Resolution No. 20-623-2 affirming its commitment to advancing justice, equity, diversity, and inclusion throughout Southern California, and adopted a Racial Equity Early Action Plan.² SCAG incorporates equity and diversity considerations into affirmatively

² See https://scag.ca.gov/sites/main/files/file-attachments/reeap_final.pdf?1620325603.

furthering fair housing through the RHNA process and the REAP program³ as well as the Inclusive Economic Recovery Strategy⁴ (part of SCAG's Racial Equity Early Action Plan). Through the 2022 Scoping Plan and as reflected in the Plan, the state and SCAG recognize that systematic housing undersupply leads to poor social outcomes; thus, encouraging increasing housing production is a direct and actionable way to achieve equity, diversity, and inclusion goals.

Despite Plan policies to address displacement, the potential to directly or indirectly induce substantial population growth, especially in PDAs, and displace a community in such an area could occur.

Concerns about indirect displacement of people have been raised regionwide, even where no changes to land use designations or zoning are planned. The rising cost of housing is currently a concern throughout much of the SCAG region and is reflective of the shortage of housing and stagnant incomes. In 2012, 57.0 percent of SCAG region renters spent more than 30 percent of their income on housing. By 2019, this figure dropped to 53.4 percent but climbed back to 55.0 percent by 2021. Severe cost-burden, defined as households that spend at least 50 percent of their income on housing, represented 30.8 percent of all renters and decreased to 29.8 percent in 2021. As a percentage of severe cost burden households to all cost-burden households, the figure increased from 54 percent to 54.2 percent. While a small increase, there are variations among SCAG counties. In Imperial County, the ratio of severely cost-burden households dropped by 13 percent and in San Bernardino County, the ratio dropped by 3.9 percent. However, in Orange County, the ratio of severely cost-burden households of overall paying renters increased by 2.4 percent (SCAG 2023b).

As population growth continues to outpace the production of housing units, the existing supply of housing is in higher demand which leads to higher rents/prices. This occurrence may result in displacement of renters and the need for people to move from their present location to an area further from their jobs. However, there is no substantial evidence that there is a reasonable method to predict how many people may potentially be displaced over the Plan horizon. Additionally, there is no industry standard methodology available to forecast transportation, air, noise, or other impacts associated with people who relocate as result of pricing pressures. In addition, as discussed in the Regulatory Framework above, the State and local jurisdictions are moving aggressively to plan and zone for new housing which should provide capacity to allow housing to become more available and less costly.

Local jurisdictions are evaluating and implementing various approaches to help relieve pressures on housing supply (e.g., Affordable Housing Linkage Fee, Accessory Dwelling Units Ordinance, Unapproved Dwelling Unit Ordinance, etc.). As properties are redeveloped, there could be temporary displacement of housing units due to the separation of time between removal and replacement of housing. This impact would be temporary, is expected to be spread over the timeframe of the Plan, and would be offset by overall increases in housing development under the Plan.

Displacement of low-income renters is a concern, but it is generally considered a social and economic impact, which is not an impact analyzed under CEQA unless it results in an indirect physical impact.⁵ An impact from displacement and/or gentrification is only an impact under CEQA if it results in a physical impact to the environment. As identified in Appendix G, those physical impacts could include construction of new housing,

³ See https://scag.ca.gov/sites/main/files/file-attachments/2991_reapfactsheet_r7.pdf.

⁴ See <https://scag.ca.gov/iers>.

⁵ *Porterville Citizens for Responsible Hillside Dev. v City of Porterville* (2007) 157 CA4th 885, 903 (claimed impact of new homes on existing home values is economic impact).

transportation, or other impacts related to people driving longer distances. As noted above, there is currently no methodology for estimating the number of people who would relocate or identifying where they would relocate to.

In conclusion, despite the proposed land use policies and strategies that encourage more housing development in PDAs, the Plan would have the potential to displace existing housing, which could regionwide be substantial, necessitating the construction or replacement of housing elsewhere. Therefore, this impact is considered significant and mitigation measures are required.

MITIGATION MEASURES

SCAG MITIGATION MEASURE

See **SMM-GEN-1** and **SMM POP-1** through **SMM POP-2**.

PROJECT-LEVEL MITIGATION MEASURE

PMM-POP-1 In accordance with provisions of Sections 15091(a)(2) and 15126.4(a)(1)(B) of the CEQA Guidelines, a lead agency for a project can and should consider mitigation measures to reduce the displacement of existing housing, as applicable and feasible. Such measures may include the following or other comparable measures identified by the lead agency:

- a) Evaluate alternate route alignments and transportation facilities that minimize the displacement of homes and businesses. Use an iterative design and impact analysis where impacts to homes or businesses are involved to minimize the potential of impacts on housing and displacement of people.
- b) Prioritize the use existing ROWs, wherever feasible.
- c) Develop a construction schedule that minimizes potential neighborhood deterioration from protracted waiting periods between ROW acquisition and construction.
- d) Review capacities of available urban infrastructure and augment capacities as needed to accommodate demand in locations where growth is desirable to the local lead agency and encouraged by the SCS (primarily TPAs, where applicable).
- e) When General Plans and other local land use regulations are amended or updated, use the most recent growth projections and RHNA allocation plan.

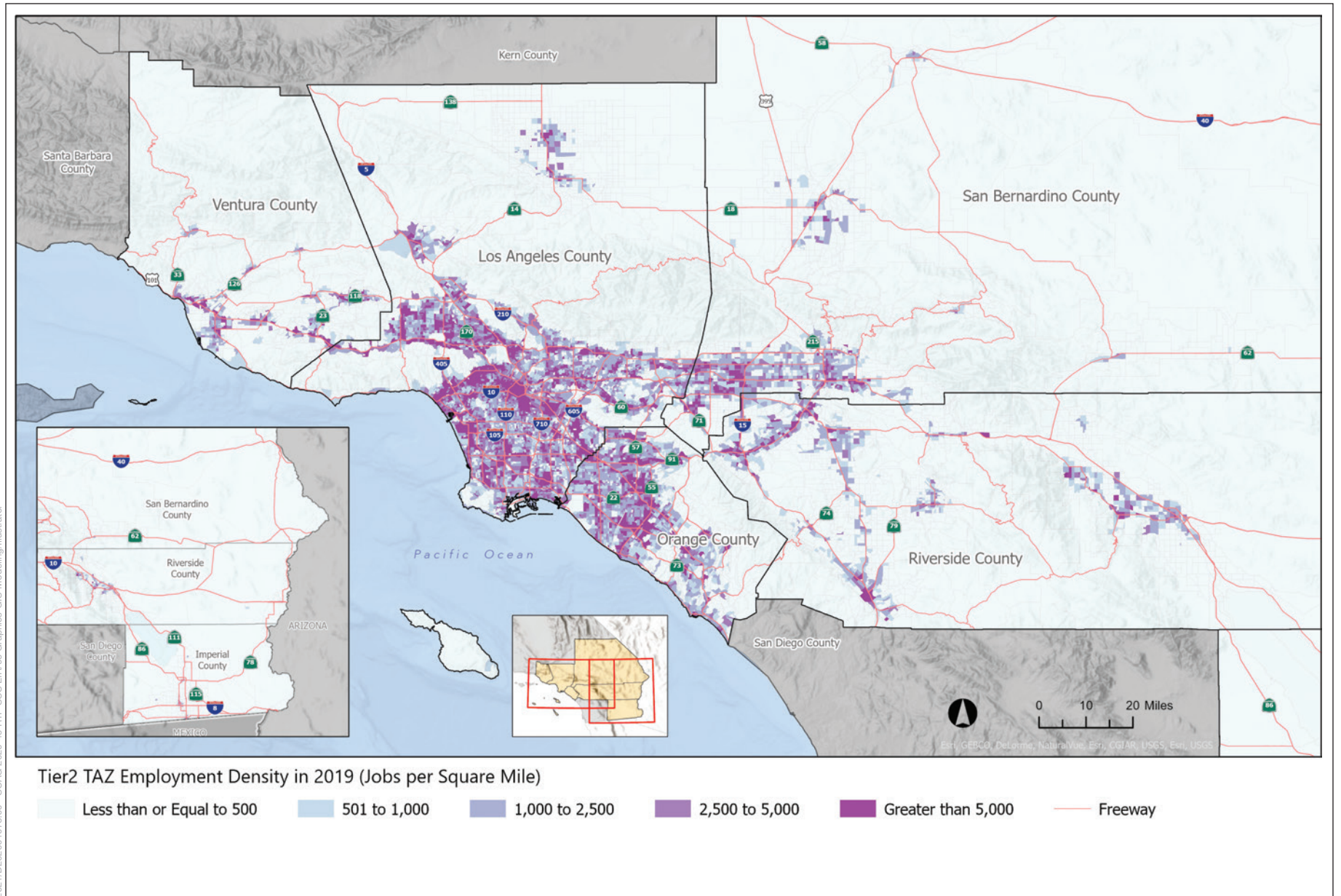
LEVEL OF SIGNIFICANCE AFTER MITIGATION

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authority over individual projects, SCAG finds that the impact could be **significant and unavoidable** even with mitigation.

CUMULATIVE IMPACTS

Connect SoCal 2024 is a regional-scale Plan comprised of policies and strategies, a regional growth forecast and land use pattern, and individual projects and investments. At this regional-scale, a cumulative or related project to the Plan is another regional-scale plan (such as Air Quality Management Plans within the region) and similar regional plans for adjacent regions. Because the Plan, in and of itself, would result in significant adverse environmental impacts with respect to inducing substantial unplanned population growth and displacement of substantial number of existing people or housing, these impacts would add to the environmental impacts of other cumulative or related projects. Mitigation measures that reduce the Plan's impacts would similarly reduce the Plan's contribution to cumulative impacts.



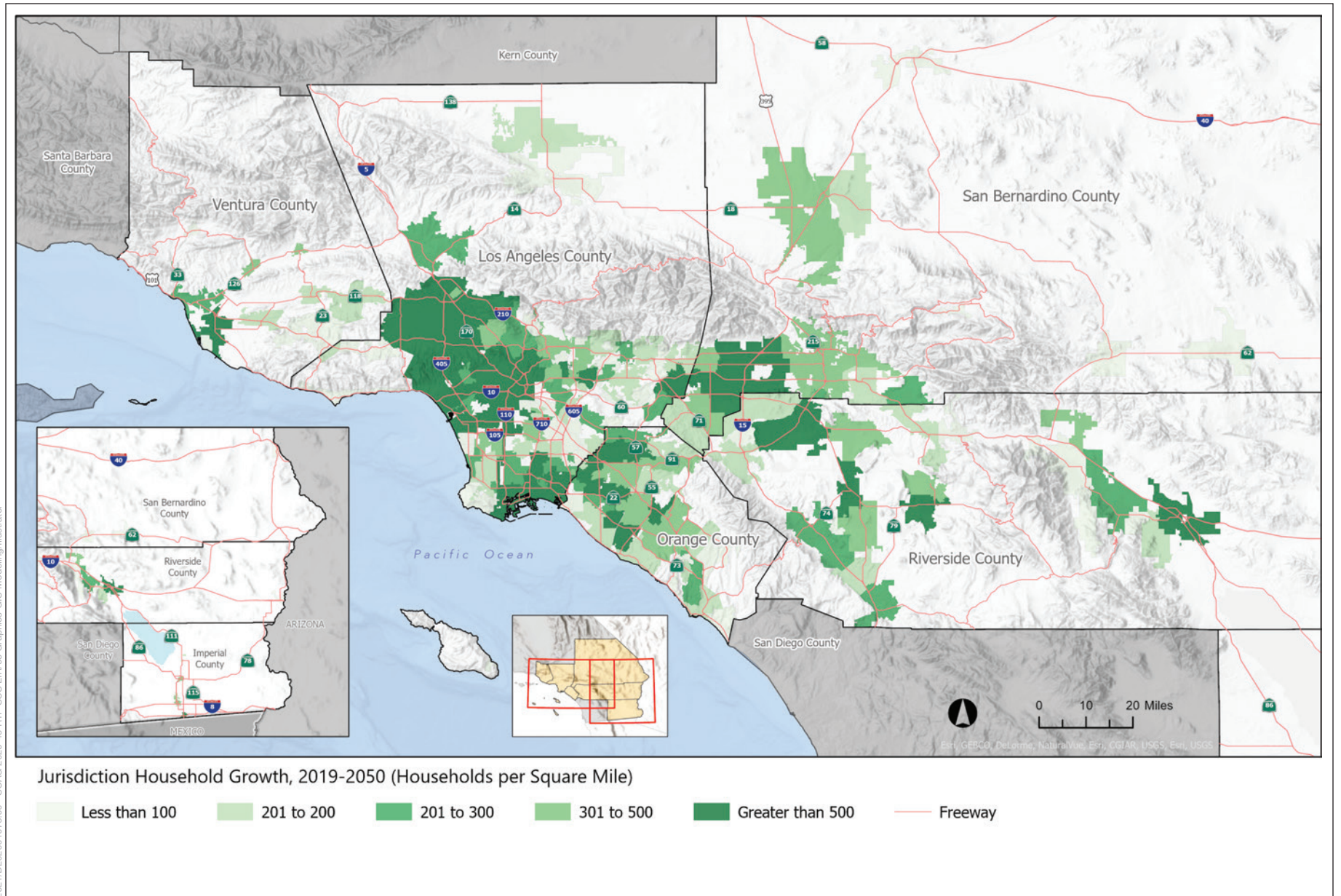
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SOURCE: SCAG, 2022

Connect SoCal 2024 PEIR

Map 3.14-1
Employment Density in the SCAG Region (2019)





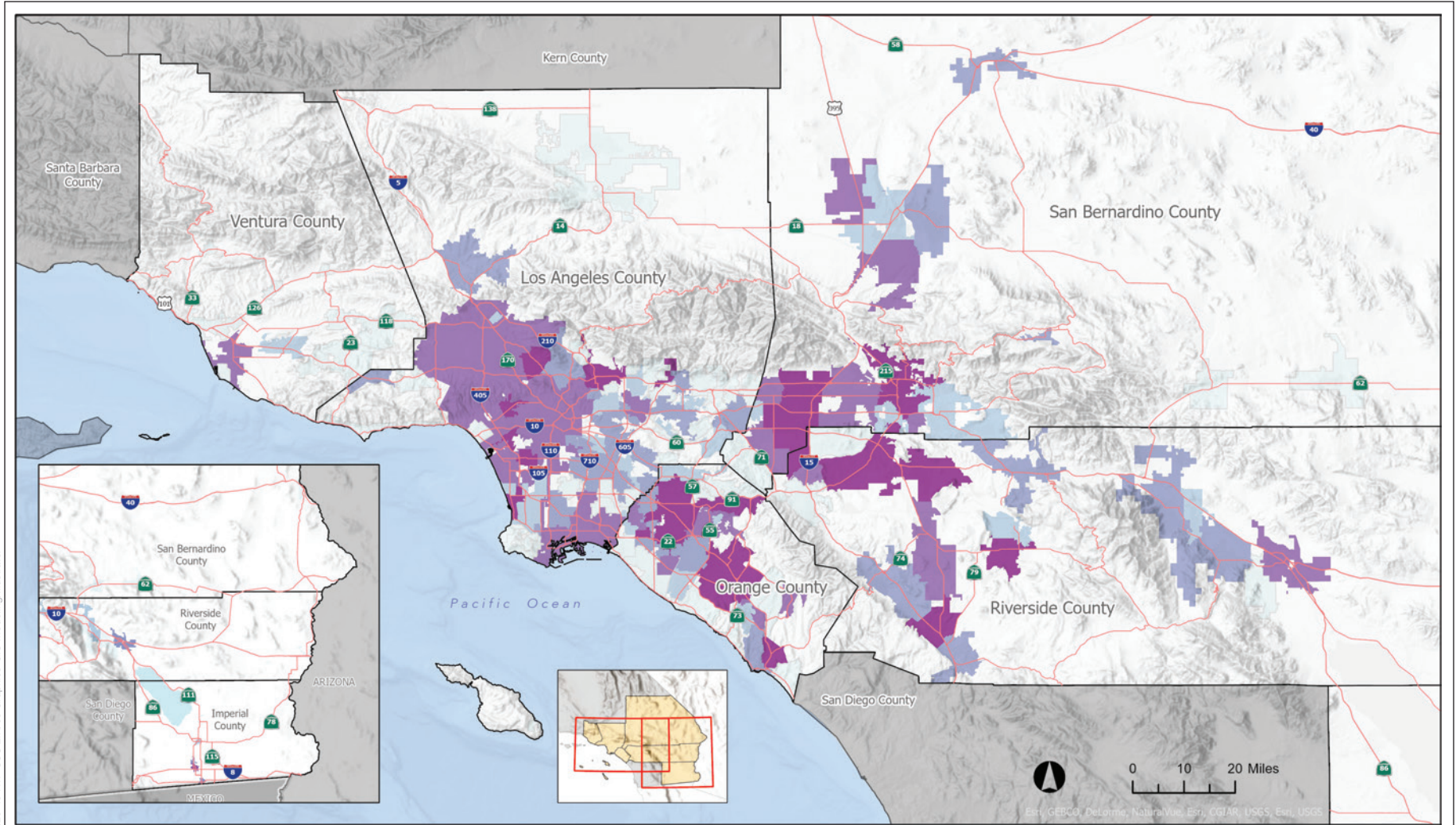
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SOURCE: SCAG, 2022

Connect SoCal 2024 PEIR

Map 3.14-2
Jurisdiction Household Growth 2019-2050





Jurisdiction Employment Growth, 2019-2050 (Jobs per Square Mile)



2021/D/2020010178.00 - SCAG 2020-45 RTP - SCS EIR/05 Graphics-GIS-Modeling/Illustrator

SOURCE: SCAG, 2022

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Map 3.14-3
Jurisdiction Employment Growth 2019-2050



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