

## 5. Environmental Analysis

### 5.11 POPULATION AND HOUSING

This section of the Draft Environmental Impact Report (DEIR) examines the potential for socioeconomic impacts of the proposed City of Hope Campus Plan on the City of Duarte and City of Irwindale, including changes in population, employment, and demand for housing, particularly housing cost/rent ranges defined as “affordable.”

The analysis in this section is based, in part, upon sources of information from the following agencies:

- *American FactFinder*, US Census, 2009-2013
- *City of Duarte Housing Element*, February 2014
- *City of Irwindale General Plan Section 3 Housing Element*, September 2013
- *Kyser Center for Economic Research of the Los Angeles County Economic Development Corporation*, San Gabriel Valley Economic Forecast and Regional Overview, May 2016
- *Table 2: E-5 City/County Population and Housing Estimates*, California Department of Finance, January 2016
- *The 2016–2040 Regional Transportation Plan/Sustainable Communities Strategy*, Southern California Association of Governments, April 2016

#### 5.11.1 Environmental Setting

##### 5.11.1.1 REGULATORY FRAMEWORK

California planning and zoning law requires each city and county to adopt a general plan for future growth (California Government Code § 65300). This plan must include a housing element that identifies housing needs for all economic segments and provides opportunities for housing development to meet that need. At the state level, the Housing and Community Development Department (HCD) estimates the relative share of California’s projected population growth in each county based on California Department of Finance (DOF) population projections and historical growth trends. These figures are compiled by HCD in a Regional Housing Needs Assessment (RHNA) for each region of California. Where there is a regional council of governments, HCD provides the RHNA to the council. Such is the case for the County of Los Angeles, which is a member of SCAG. The council, in this case SCAG, assigns a share of the regional housing need to each of its cities and counties. The process gives cities and counties the opportunity to comment on the proposed allocations. HCD oversees the process to ensure that the council of governments distributes its share of the state’s projected housing need.

State law recognizes the vital role that local governments play in the supply and affordability of housing. To that end, California Government Code requires that the housing element achieve legislative goals to:

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- Identify adequate sites to facilitate and encourage the development, maintenance, and improvement of housing for households of all economic levels, including persons with disabilities.
- Remove, as legally feasible and appropriate, governmental constraints to the production, maintenance, and improvement of housing for persons of all incomes, including those with disabilities.
- Assist in the development of adequate housing to meet the needs of low and moderate income households.
- Conserve and improve the condition of housing and neighborhoods, including existing affordable housing. Promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status, or disability.
- Preserve for lower income households the publicly assisted multifamily housing developments in each community.

California housing element laws (California Government Code §§ 65580–65589) require that each city and county identify and analyze existing and projected housing needs within its jurisdiction and prepare goals, policies, and programs to further the development, improvement, and preservation of housing for all economic segments of the community commensurate with local housing needs.

#### **Current and Future Housing Needs**

##### *City of Duarte Housing Element*

The 2014–2021 Housing Element was adopted by the City Council in February 2014. The City’s RHNA through 2021 is 337 units. The Housing Element identified entitled projects in progress, vacant residential sites, Gold Line Transit Oriented Development, second units, and a senior housing project as having the potential to provide 657 units. This is well above the RHNA.

Additionally, in May 2005, the City of Duarte adopted an Inclusionary Housing Ordinance to help create affordable housing in conjunction with new residential development projects and substantial residential building rehabilitation projects. The City also complies with California’s Density Bonus laws to incentivize the creation of deed-restricted affordable housing.

##### *City of Irwindale Housing Element*

The City of Irwindale RHNA for the 2013–2021 planning period is 15 housing units. In the adopted Housing Element, the City identified opportunities for 15 new units and 15 substantially rehabilitated units, satisfying state requirements.

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### Regional Planning

#### *Southern California Association of Governments*

SCAG is a council of governments representing Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura counties. SCAG is the federally recognized metropolitan planning organization for this region, which encompasses over 38,000 square miles. SCAG actions in the San Gabriel Valley subregion, including the cities of Duarte and Irwindale, are partially the result of recommendations and other input from the San Gabriel Valley Council of Governments (SGVCOG).

SCAG is responsible for the development of the regional transportation plan every four years and the regional transportation improvement plan every two years. SCAG uses regional transportation plans to focus on the relationship between jobs and housing and how it impacts mobility, minimizes congestion, and protects quality of life. Unique to the SCAG region is the option for subregions to create their own SCS. However, SGVCOG has chosen to rely on SCAG's 2016-2040 RTP/SCS. The 2016 RTP/SCS includes a strong commitment to reduce emissions from transportation sources to comply with Senate Bill 375, improve public health, and meet the National Ambient Air Quality Standards. It balances the region's future mobility and housing needs with economic, environmental, and public health goals (SCAG 2016a). The RTP/SCS is required by the state of California and the federal government and is updated by SCAG every four years as demographic, economic, and policy circumstances change.

#### 5.11.1.2 EXISTING CONDITIONS

##### Growth Projections

The entire City of Hope Campus Plan site is in the SGVCOG, a joint powers authority of 31 incorporated cities as well as several unincorporated communities and water districts. SGVCOG cities and communities are a subregion within SCAG, which provides forecasts of population, households, and employment for all member jurisdictions. Since the City of Hope Campus Plan includes 89.5 acres in the City of Duarte and 26.5 acres in the City of Irwindale, data and projections for both cities and the SGVCOG subregion are described below.

##### Population

As shown in the Table 5.11-1, the population of the City of Duarte was estimated as 21,500 in 2012, and is forecast to increase to 24,300 by 2040, an increase of 2,800 residents or 13 percent from 2012. The City of Irwindale's population is forecast to increase from 1,400 in 2012 to 2,000 by 2040, an increase of approximately 42 percent (SCAG 2016b).

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**Table 5.11-1 Adopted SCAG Existing Conditions and Forecasts**

Area	2012	2040	Change 2012-2040	Percent Increase 2012-2040
<b>Population</b>				
All SGVCOG Cities	1,508,000	1,693,500	185,500	12.3
Duarte	21,500	24,300	2,800	13.0
Irwindale	1,400	2,000	600	42.3
<b>Households (Housing Units)</b>				
SGVCOG Cities	460,000	535,900	75,900	16.5
Duarte	7,000	8,200	1,200	17.1
Irwindale	400	500	100	25.0
<b>Employment</b>				
SGVCOG Cities	678,900	808,300	129,400	19.1
Duarte	10,100	11,900	1,800	17.8
Irwindale	18,800	21,500	2,700	19.4
<b>Jobs/Housing Ratio</b>				
SGVCOG Cities	1.48	1.51	0.03	2.0
Duarte	1.44	1.45	0.01	0.7
Irwindale	47.00	43.00	-4.0	8.5

Source: SCAG 2016b.

The existing population in the Campus Plan area can be estimated by applying the 2016 DOF persons per household estimate (3.05 residents per household) to the number of homes (ten). Given these assumptions, there are an estimated 31 residents in the Campus Plan area.

### Households

The DOF tracks population, housing unit type, vacancy rates, and persons per household in cities and counties across the state. In 2016 the DOF reported that the average household size was 3.05 persons in Duarte and 3.76 persons in Irwindale. The average household size for all cities within SGVCOG was 3.24 persons per household.

There are ten existing housing units in the Campus Plan area providing shelter for ten households. All are located within the City of Duarte portion of the Project Site.

### Employment

Table 5.11-2 shows Duarte's workforce by occupation and industry. According to estimates calculated by the US Census for 2012 (selected for consistency with the SCAG RTP/SCS data), Duarte had 9,428 people age 16 years and over in the civilian workforce. The largest occupational category was "management, business, science, and arts occupations," which accounted for almost 34 percent of the civilian workforce. The most common industry for Duarte workers was "educational services, and health care and social assistance," comprising approximately 29 percent of all civilian workers.

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Potential annual income information was found in the California Employment Development Department Occupational Employment Statistics and Wages data tables. The mean annual wage of all “Healthcare Practitioners and Technical Occupations” in the Los Angeles-Long Beach-Glendale Metropolitan Statistical Area was \$94,003 in the first quarter of 2016. According to the City of Hope Campus Plan Parking Study prepared by Walker Parking Consultants in June 2016, approximately 729 of the total jobs would be for physicians (see Appendix J3 of this DEIR). Physicians reported earning a mean annual wage of \$228,443.

**Table 5.11-2 Existing Duarte Employment by Business Sector, 2012**

Occupation/Industry	Number	Percent
<b>Occupation</b>		
Management, business, science, and arts occupations	3,179	33.7%
Service occupations	1,862	19.7%
Sales and office occupations	2,435	25.8%
Natural resources, construction, and maintenance occupations	905	9.6%
Production, transportation, and material moving occupations	1,047	11.1%
<b>Total</b>	<b>9,428</b>	<b>100%</b>
<b>Industry</b>		
Agriculture, forestry, fishing and hunting, and mining	89	0.9%
Construction	695	7.4%
Manufacturing	864	9.2%
Wholesale trade	242	2.6%
Retail trade	1,244	13.2%
Transportation and warehousing, and utilities	550	5.8%
Information	150	1.6%
Finance and insurance, and real estate and rental and leasing	467	5.0%
Professional, scientific, and management, and administrative and waste management services	1,176	12.5%
Educational services, and health care and social assistance	2,712	28.8%
Arts, entertainment, and recreation, and accommodation and food services	498	5.3%
Other services, except public administration	434	4.6%
Public administration	307	3.3%
<b>Total</b>	<b>9,428</b>	<b>100%</b>

Source: US Census 2016.

Note: Employment figures count civilian employees only.

Table 5.11-3 shows Irwindale’s workforce by occupation and industry. The City of Irwindale had 652 employed civilian workers age 16 years and over in 2012 (see Table 5.11-3). The most common occupations were “management, business, science, and arts,” “service,” and “sales and office” jobs. The most common industry was “educational services, and health care and social services” with 20 percent of all reported fields.

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**Table 5.11-3 Existing Irwindale Employment by Business Sector, 2012**

Occupation/Industry	Number	Percent
<b>Occupation</b>		
Management, business, science, and arts occupations	168	25.8%
Service occupations	160	24.5%
Sales and office occupations	139	21.3%
Natural resources, construction, and maintenance occupations	63	9.7%
Production, transportation, and material moving occupations	122	18.7%
<b>Total</b>	<b>652</b>	<b>100%</b>
<b>Industry</b>		
Agriculture, forestry, fishing and hunting, and mining	7	1.1%
Construction	48	7.4%
Manufacturing	102	15.6%
Wholesale trade	37	5.7%
Retail trade	67	10.3%
Transportation and warehousing, and utilities	19	2.9%
Information	6	0.9%
Finance and insurance, and real estate and rental and leasing	37	5.7%
Professional, scientific, and management, and administrative and waste management services	24	3.7%
Educational services, and health care and social assistance	131	20.1%
Arts, entertainment, and recreation, and accommodation and food services	114	17.5%
Other services, except public administration	13	2.0%
Public administration	47	7.2%
<b>Total</b>	<b>652</b>	<b>100%</b>

Source: US Census 2016.

Note: Employment figures count civilian employees only.

According to the City of Hope Campus Plan Parking Study prepared by Walker Parking Consultants in June 2016, the City of Hope provided approximately 4,051 jobs (3,080 full-time employees, 553 part-time employees, and 418 physicians) at the campus in 2015 (Walker 2016; see Appendices J2 and J3). In addition, 1,311 contractors worked at the project site.

### Jobs/Housing Balance

The jobs/housing balance is a general measure of the total number of jobs and number of housing units in a defined geographic area, without regard to economic constraints or individual preferences. The jobs/housing ratio is one indicator of a project's effect on growth and quality of life in the project area. SCAG applies the jobs/housing ratio at the regional and subregional levels to analyze the fit between jobs, housing, and infrastructure. A major focus of SCAG's regional planning efforts has been to improve this balance. No ideal jobs/housing ratio has been adopted in state, regional, or local policies; jobs/housing goals and ratios are advisory only. SCAG applies the jobs/housing ratio at the regional and subregional level to analyze the fit between jobs, housing, and infrastructure (SCAG 2016a). The American Planning Association is an authoritative resource for community planning best practices, including recommendations for assessing

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jobs/housing ratios. Although the American Planning Association recognizes that an ideal jobs/housing ratio will vary from jurisdiction to jurisdiction, its recommended target for an appropriate jobs/housing ratio is 1.5, with a recommended range of 1.3 to 1.7 (Weltz 2003).

Based on SCAG RTP/SCS data, the City of Duarte jobs/housing balance was 1.44 in 2012 and is projected to be 1.45 in 2040. Per the range provided by the American Planning Association, the City of Duarte currently has and would have an ideal jobs/housing balance in the future. The same data set identified a 2012 jobs/housing balance of 47 for the City of Irwindale, which reflects the city's high percentage of industrial, business park, and commercial uses. SCAG forecasts indicate that the City of Irwindale will become more balanced by 2040, with a jobs/housing ratio of 43. The entire San Gabriel Valley jobs/housing balance is expected to remain ideal, changing from 1.48 in 2012 to 1.51 in 2040.

### 5.11.2 Thresholds of Significance

According to Appendix G of the CEQA Guidelines, a project would normally have a significant effect on the environment if the project would:

- P-1 Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure).
- P-2 Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere.
- P-3 Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere?

### 5.11.3 Environmental Impacts

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

#### Methodology

The potential impacts of the proposed project were evaluated relative to the following conditions and characteristics of the proposed Campus Plan area:

- Demographic conditions such as population, housing units, and the relationship between growth potentially associated with the proposed Campus Plan and overall subregional growth.
- Jobs and housing balance relationships within the general vicinity of the proposed Campus Plan as they relate to mass transit to reduce vehicle miles traveled from home to work and associated air quality considerations.

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- Socioeconomic profiles including employment by industry and potential income levels from jobs supported by the proposed Campus Plan. And any potential impacts on the supply of affordable housing in the vicinity of the proposed Campus Plan.

Population data, including patients, employees, contractors, physicians and residents were provided by City of Hope on June 17, 2016 and based on a parking study prepared by Walker Parking Consultants in June 2016 (Walker 2016; also see Appendix J2 of this DEIR).

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#### **Impact 5.11-1: Implementation of the Campus Plan could result in population growth in the project area. [Threshold P-1]**

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*Impact Analysis:* Implementation of the proposed Campus Plan would increase jobs in the Cities of Duarte and Irwindale, which would have the potential to increase demand for housing in the area. The project would result in approximately 1,038,500 gross square feet of net new development on the project site; 964,340 square feet within the City of Duarte and 74,160 square feet within the City of Irwindale.

The construction phase of individual development projects accommodated by the Campus Plan would generate temporary employment opportunities. Implementation of the proposed Campus Plan would generate short-term design, engineering, and construction jobs during project construction. Construction related jobs would not result in a significant population increase because they would be filled by workers in the region. Construction would occur intermittently over a period of 20 years. Construction would not result in a significant increase in population because the construction phase would be temporary and buildings would be developed as the market demands.

The increase in square footages and uses at the project site would increase employment at the project site, which has the potential to induce population growth in the area. The proposed Campus Plan would result in the creation of 1,530 new employees; an increase from 3,633 jobs<sup>1</sup> in 2015 to 5,163 jobs in 2035; the existing contractors are expected to remain the same at approximately 1,311. The proposed number of physicians are expected to increase by 311 from 418 to 729 (see Table 3-3). Therefore, the Campus Plan would result in the creation of 1,841 new jobs. The proposed Campus Plan includes new open space, hospitality (short-term stays for patients, their families, and City of Hope guests), inpatient (hospital), office, outpatient (clinic), research, and warehousing uses. This estimated 1,841 new jobs would be related to health care, administration, scientific research, academia, facilities maintenance, and hospitality.

According to the San Gabriel Valley 2016 Economic Forecast and Regional Overview by the Kyser Center for Economic Research (Kyser), health care services and professional and business services sectors accounted for 32 percent of all jobs in the San Gabriel Valley (18.3 percent and 13.4 percent, respectively). The proposed Campus Plan would provide health care and other skilled worker employment opportunities to residents in the project area as well as throughout the SGVCOG subregion,<sup>2</sup> reducing the existing unemployment rate. The US Census shows the civilian unemployment rate in the City of Duarte was 9.2 percent in 2012 and 11.2

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<sup>1</sup> Jobs includes full-time and part-time employees.

<sup>2</sup> Based on data obtained from the SCAG 2012 RTP Travel Demand Model, people who travel to work at City of Hope (Home-Based Work trips) average a distance of 16.1 miles (Appendix J1 of this DEIR).

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percent in 2015. The same datasets show that the unemployment rate in the City of Irwindale was 14.7 percent in 2012 and 16 percent in 2015.

“The San Gabriel Valley is home to many highly-educated workers.... The overall level of educational attainment in the San Gabriel Valley is slightly higher than that of Los Angeles County. For the valley as a whole, 78.2% of the population (25 years and older) has a high school diploma (or equivalent) and 30.4% has earned a Bachelor’s degree or higher” (Kyser 2016). The SGVCOG skilled labor force includes 122,500 health care services workers and 90,000 workers in professional and business services (Kyser 2016). As stated previously, this accounts for 32 percent of employment in the San Gabriel Valley. The increase in jobs on the campus would be drawn from this labor force.

However, even if the project increase in employees added equivalent population to the project site, added growth of 1,841 residents over buildout of the Campus Plan would be commensurate with the growth projections assumed for the cities of Duarte and Irwindale. As shown in the Table 5.11-1, in 2040 the number of residents in the City of Duarte is forecast to increase by 12,800 beyond 2012, or approximately 13 percent. The population of the City of Irwindale are forecast to increase by 600 by 2040, an increase of approximately 42 percent.

With the number of available employees and skilled workers in the project area, implementation of the Campus Plan is not expected to induce substantial population growth. The proposed project is also consistent with the City of Duarte and City of Irwindale Housing Elements. None of the Campus Plan area parcels are identified in either Housing Element as being needed to meet their respective Regional Housing Needs Allocations. Impacts due to increased population would be less than significant.

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### **Impact 5.11-2: Project implementation could result in the replacement of housing for other uses allowed within the Campus Plan. [Threshold P-2 and P-3]**

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*Impact Analysis:* The existing housing on the campus consists of four rental units on three lots along the east side of Cinco Robles Drive that are primarily rented by graduate students attending City of Hope’s Irell & Manella Graduate School of Biological Sciences. Following adoption of the proposed Campus Plan, these four units would be in the Residential Medical Flex District. This RMF District is intended to allow flexibility for the existing residential uses to continue to operate as campus housing or to transition to new uses over time, such as hospitality or open space.

These residential units are not currently planned to be demolished as a part of the project, but are planned to continue to be used for graduate student housing. The Campus Plan would provide flexibility to allow for the demolition of the units if desired in the future. In addition, seven existing homes that are not owned by City of Hope but are proposed for inclusion within the Campus Plan area on the east side of Cinco Robles Drive have the potential to change in land use over time as allowed under the RMF and Transition Medical districts. These existing homes also have the option to remain residential.

Therefore, although the proposed Campus Plan does not commit to removing any of these units in the RMF or TM with R2 Overlay districts, it does maintain the flexibility to potentially establish an alternate use at some point in the future. Therefore, implementation of the proposed Campus Plan could result in the

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redevelopment of up to 10 households in the City of Duarte. According to the DOF, the average persons per household size in Duarte is 3.05. Using this conservative assumption, 10 households would include 31 residents.

The DOF provides housing and population estimates for all cities and counties in California. The following is a list of housing vacancy rates in Duarte, Irwindale, and surrounding cities:

- Arcadia: 4.0 percent
- Azusa: 6.0 percent
- Baldwin Park: 6.4 percent
- Bradbury: 9.5 percent
- Covina: 3.9 percent
- Duarte: 2.7 percent
- Irwindale: 6.7 percent
- Monrovia: 5.3 percent

The 2016 vacancy rates in Duarte and Irwindale were 3 and 7 percent, respectively. Should the residential units eventually be converted to other uses, such as open space or parking, the 10 displaced households would be able to find alternate housing options within the communities of Duarte or Irwindale. There is also a moderate level of housing supply in several adjacent cities. Impacts are considered less than significant.

#### 5.11.4 Cumulative Impacts

##### Population, Housing and Employment

Cumulative population and housing impacts are assessed relative to the City of Duarte and Irwindale General Plan buildout assumptions and SCAG's 2016-2040 RTP/SCS population, housing, and employment projections. SCAG provides projections for net increases in population, housing, and employment in the cities of Duarte and Irwindale between 2012 and 2035 (see Table 5.11-1).

Cumulative buildout of the City of Duarte General Plan would allow up to 25,418 residents, 7,702 dwelling units, and 9,953,071 non-residential square feet (11,945 jobs) (Duarte 2016). Cumulative buildout statistics for the City of Irwindale are based on SCAG growth projections since the Irwindale General Plan does not contain buildout statistics—2,000 residents, 500 dwelling units, and 21,500 employees. Compared to each City's SCAG projections for population, housing and employment in 2035 (see Table 5.11-1), overall buildout of the two general plans would be within SCAG's projections, with the exception of Duarte's General Plan population and employment buildout which would exceed SCAG's projections (24,300 residents and 11,900 jobs) by 1,118 residents and 45 jobs. This represents a 4.6 and 0.4 percent increase above SCAG's projections for population and employment, respectively, which is a nominal increase above projected growth estimates.

The proposed Campus Plan would not directly result in an increase of population or housing, thus it also would not contribute to the cumulative increase in population or housing growth in Duarte and Irwindale.

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The proposed Campus Plan would, however, create 1,841 new jobs in the project area, which is 63 percent of the 4,500 additional jobs projected in the cities of Duarte and Irwindale between 2012 and 2040. City of Hope is the largest employer in the immediate area (~19 percent of the combined employment in Duarte and Irwindale) and expansion of City of Hope's facilities is a part of the General Plan growth projections for both cities. The increase in employment resulting from the Campus Plan would not exceed growth projections in either City. Further, and as discussed previously, the employees for these new jobs would be expected to be drawn from the existing employment pool in the region and would not result in associated population growth. Therefore, cumulative impacts related to employment growth would be less than significant.

#### **Jobs/Housing Balance**

The additional employment resulting from the project would increase the ratio of jobs to homes in the cities of Duarte and Irwindale. The SCAG RTP/SCS growth forecast projects that the City of Duarte jobs/housing balance will be 1.45 in 2040. With the proposed Campus Plan, the City of Duarte would increase its jobs/housing balance to 1.62. The desirable range provided by the American Planning Association is 1.3 to 1.7. Therefore, the City of Duarte would maintain an ideal jobs/housing balance in the future with the implementation of the proposed Campus Plan. SCAG forecasts indicate that without the proposed Campus Plan the City of Irwindale would have a jobs/housing ratio of 43.00. Implementation of the proposed Campus Plan could slightly increase jobs/housing balance in Irwindale to 43.84. The increases in jobs/housing ratio for both cities based on development of the proposed Campus Plan would be minimal. Further, the increases in the jobs/housing ratio for both cities based on the Campus Plan and cumulative development would not substantially deviate from SCAG forecasts. Therefore, cumulative impacts to the jobs/housing balance would be less than significant.

#### **5.11.5 Existing Regulations**

This analysis assumes compliance with all applicable laws. The following codes, rules, and regulations pertain to population and housing were described in detail in Sections 5.11.1.1 of this DEIR and are listed below.

##### **State**

- California Government Code Section 65300: Housing Element Law

##### **Regional**

- SCAG's 2016-2040 RTP/SCS

#### **5.11.6 Level of Significance Before Mitigation**

Upon implementation of regulatory requirements, the following impacts would be less than significant: 5.11-1, 5.11-2.

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#### 5.11.7 Mitigation Measures

Impacts are less than significant and no mitigation measures are necessary.

#### 5.11.8 Level of Significance After Mitigation

No significant unavoidable adverse impacts relating to population and housing would occur.

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