

4.10 POPULATION, HOUSING, AND EMPLOYMENT

The *FORA Reuse Plan Final Environmental Impact Report* (FORA FEIR) identified on a program level less than significant environmental impacts for population, employment, and housing as related to increase in population and employment, demand for community services to accommodate increased development, and increases in housing.

Site specific details and project-level information for the EGSP project was not known and not analyzed at the time of the FORA FEIR. New information between the time the FORA FEIR was certified and the release of the Notice of Preparation (NOP) for the currently proposed EGSP project includes changes in land use and land use intensities on the project site, development of a site plan, and regional changes to population, housing, and employment throughout Monterey County.

This section provides additional analysis of potential impacts not previously analyzed in the FORA FEIR. This section was prepared using updated regional population, employment, and housing conditions present at the time of the release of the NOP for the currently proposed EGSP project.

4.10.1 Environmental Setting

POPULATION

With the exception of the areas within or immediately surrounding the former Fort Ord (FFO) (Census Tracts 106.6 and 141.06 and the City of Marina), Monterey County has generally experienced an increase in population between 1990 and the present day. Beginning in 1991 with the closure of FFO, Census Tract 141.06 and the City of Marina experienced a decline in population due to the departure of 31,270 base occupants. Although the greater project area has seen an increase in population, those areas most affected by the closure of FFO have not yet regained pre-closure populations.

Due to an error regarding the location of the California State University–Monterey Bay (CSUMB) dormitories and military housing, census data collected for the 2000 census was incorrect. The U.S. Census Bureau released corrected census data figures on April 4, 2003, which are used in this DSEIR.

The population of Monterey County and the project area for the years 1990 through 2020 is shown in Table 4.10-1. As indicated by this data, the County is growing at approximately 1.5 percent per year, with the greatest growth occurring in the City of Salinas.

Table 4.10-1: Regional Population Trend 1990-2003

Area	1990 ¹	2000 ¹	2002 Estimate ²	2003 Estimate ²
Monterey County	349,437	390,391	396,438	402,440
City of Marina	26,436	19,163	19,600	19,650
City of Salinas	108,777	143,776	148,400	150,300
Census Tract 106.06	5,273 ³	4,403	— ⁴	— ⁴
Census Tract 141.06	(Did not exist)	8,322	— ⁴	— ⁴

¹ Source: U.S. Census Bureau, 1990, 2000.

² Source: California Department of Finance (2002, extrapolated from 2003 figures).

³ Formerly Census Tract 106.1.

⁴ No data available at this time.

According to the Association of Monterey Bay Area Governments (AMBAG), population and housing in Monterey County is projected at a slightly higher percentage increase than employment within the next two decades; thus, it is likely that the population growth trend will continue within the project area. According to the Transportation Agency for Monterey County (TAMC), Monterey County, as a whole, will experience a population increase of nearly 30 percent by the year 2020, partially attributable to the redevelopment of FFO.

HOUSING

The 2000 U.S. Census includes data on the number of both occupied and vacant housing units. The number of housing units has and continues to increase steadily in the County. This is particularly true in the fast growing City of Salinas, which has the highest absolute number of new housing units.

The U.S. Census data shows a large number of vacant housing units in the City of Marina. This high vacancy rate is due to the inclusion of FFO within the incorporated boundaries of the City of Marina. This inclusion results in the addition of 1,436 vacant residential units. Excluding those units, there are 7,101 units in the City of Marina, of which only 356 are vacant.¹

Similar to the data on population, housing data indicates a steady rise in the number of residential units in the County and in the project area. Between 1990 and 2000, residential units increased in the County by 8 percent for a total increase of 10,484 units. From 2000 to 2002, an additional 2,823 residential units were constructed. Recent real estate sales trends signify a high demand for housing in the area. Information received from the Monterey County Board of Realtors and consultation with local realtors indicate that prices continue to remain high, inventory is low, and houses are remaining on the market for short periods of time. In February 2004, only 19 homes in the City of Marina, 31 homes in the City of Seaside, and 224 homes in the City of Salinas were listed for sale.

EMPLOYMENT

Workforce and occupation data is available from the U.S. Census for Monterey County. Employment data within individual jurisdictions is available from AMBAG, the California Department of Finance, and the Employment Development Department (EDD).

Although the overall trend in Monterey County and the project area is that the work force and number of jobs is growing, the County remains an exporter of employees to other counties. According to the 2000 Census, the employed civilian labor force within the County increased approximately 12 percent, from 160,290 in 1990 to 179,645 in 2000. According to AMBAG's *Tools for Assessing Jobs-Housing Balance and Commute Patterns in the Monterey Bay Region* (May 2001), the number of jobs located in the County in 2000 was 185,794; however, civilian employment in the County during 2000 totaled only 179,645. Jobs defines the number of jobs available in the County, while civilian employment is defined as the number of people (non-military) that are employed within the County.

Since 2000, unemployment in the County has averaged 13.9 percent. Total employment as of December 2003 stood at: 169,100 jobs in Monterey County, including 10,530 jobs in the City of Marina, and 53,930 jobs in the City of Salinas. However, AMBAG projects that in the long-term, jobs will increase by the year 2020 to 241,479 in the County, to 13,036 in the City of Marina, and to 75,253 in the City of Salinas. This data is summarized in Table 4.10-2 below.

¹ Susan Helinski, City of Marina Housing Coordinator, pers. comm., Feb. 17, 2004.

Table 4.10-2: Workforce and Jobs by Jurisdiction

Area	Employed Civilian Labor Force			Jobs		
	1990 ¹	2000 ¹	2020 ²	1990 ¹	2000 ²	2020 ²
Monterey County	160,290	179,645	229,130	156,500	185,479	241,479
City of Marina	15,041	10,298	— ³	— ³	9,717	13,036
City of Salinas	52,630	62,476	— ³	— ³	59,013	75,253
¹ Source: U.S. Census Bureau, 1990, 2000. ² Source: AMBAG, 1999. ³ No data available at the city level.						

No one data source exists related to jobs in Monterey County. The types of jobs and occupations in the County are compiled by federal, state, and local agencies during different times. One data source is shown in Table 4.10-3, which identifies U.S. Census data for 1990 and 2000. Occupation industry types were reported differently in the two years, and the table identifies this with a dash.

Table 4.10-3: Employment by Industry-Type in Monterey County

Industry-Type	1990 ¹	2000 ¹
Agriculture, Forestry, Fishing, Hunting And Mining	20,893	20,298
Construction	8,633	10,443
Manufacturing	12,314	9,284
Wholesale Trade	5,963	9,781
Retail Trade	25,563	18,365
Business and Repair Service	6,824	— ²
Transportation, Warehousing, Utilities	4,176	5,341
Communications and Other Public Utilities	3,193	— ²
Information	— ²	3,743
Finance, Insurance, Real Estate, Rentals, and Leasing	8,589	8,116
Professional, Scientific, Management, Administrative, and Waste Management Services	— ²	14,674
Educational, Health and Social Services	21,543	29,891
Arts, Entertainment, Recreation, Accommodation and Food Services	2,195	16,965
Other Services	9,470	8,058
Public Administration	9,782	8,998
Total	146,885	163,987
¹ Employed civilian population 16 years and older. ² No data available. Source: U.S. Census Bureau, 2000.		

AMBAG projects that over the 20 years from 2000 to 2020, the greatest growth in employment will be in the service sector (61 percent), non-durable manufacturing (47 percent), and retail trade (46

percent). A good portion of these jobs will be created on the FFO. The *Fort Ord Reuse Plan* (Reuse Plan) (June 1997) envisions buildout of FFO to include 45,457 jobs, an increase of 27,230 more than the 18,227 jobs previously located on the base. The current Reuse Plan envisions 18,400 jobs by the year 2015.

JOBS-TO-HOUSING BALANCE

Jobs-to-housing ratios demonstrate to what degree a community is providing sufficient housing to meet the needs of a local work force or vice versa.

According to the adopted 1982 *Monterey County General Plan*, the availability of decent and affordably priced housing units in close proximity to jobs and services is essential for assuring a high quality of life. Achieving a jobs-to-housing balance reduces excessive commute distances, automobile related air pollution, and traffic congestion. Communities are generally considered to be in balance when the ratio of jobs-to-housing lies within the range of 0.75 to 1.25 (Sedway and Associates, 1992, as reported in the FORA FEIR, June 1997). This means that for every job there are 0.75 to 1.25 housing units.

A high ratio indicates there are excessive housing units and residents must commute *out* of the area, and a low ratio indicates that there are too many jobs and employees must commute *into* the area. Table 4.10-4 identifies the jobs-to-housing ratios in the County and in the cities of Salinas and Marina.

Table 4.10-4: Jobs-to-Housing Ratio Using Various Data

Area	2000			2002 (Estimated)			2020 (Projected)		
	Housing Units	Jobs	Ratio	Housing Units	Jobs	Ratio	Housing Units	Jobs	Ratio
County of Monterey*	142,180	185,479	0.77	148,286	169,100	0.88	174,590	241,479	0.72
City of Marina	7,457	9,717	0.77	7,535	10,530	0.72	12,097	13,036	0.93
City of Salinas	38,298	59,013	0.65	40,063	53,930	0.74	59,693	75,253	0.79
*Including cities within the County. Sources: U.S. Census Bureau, 2000; AMBAG, 1999; and EDD, 2004.									

AFFORDABLE HOUSING

Housing in Monterey County and the immediate area is expensive and, as indicated previously, prices remain high and continue to increase. The lowest priced housing in the area is \$255,000 for a 620 square foot home in the City of Marina. The range for housing prices in the County is between \$400,000 and \$600,000 (Monterey County Board of Realtors, April 2004). For a community with many workers employed within the lower paid agricultural and tourist industries, such prices keep housing out of reach for many residents.

According to the State Department of Housing and Community Development, a hardship occurs when any more than 25 percent of household income is paid for housing. According to the 2000 Census, 45 percent of owners and 58 percent of renters in Monterey County pay more than 25 percent of their household income for housing. Moreover, 25 percent of owners and 30 percent of renters pay more than 35 percent of their income for housing. According to the 2000 Census, the median household income in Monterey County is less than \$50,000 per year. At that level, 25 percent of

income enables a median income household to pay a mortgage of only about \$200,000 (\$1,074 per month, at 5 percent interest, over 30 years).

The County of Monterey has recognized the need for housing development that is financially accessible for persons of low or moderate incomes through their adoption of the Inclusionary Housing Ordinance.

The Monterey County Inclusionary Housing Ordinance establishes the following objectives:

- To meet the housing needs of all types of very low, low, and moderate-income groups in a manner that is economically feasible and consistent with their needs.
- To provide housing opportunities in all planning areas of the County for very low, low, and moderate income households.
- To provide housing opportunities for very low, low, and moderate income household members currently residing or working in Monterey County, on a priority basis.
- To continue a successful program which the County began in 1980.

4.10.2 Project Impacts and Mitigation Measures

THRESHOLDS OF SIGNIFICANCE

The EGSP project is considered to have a significant impact upon population, housing, and employment if it will:

- Induce substantial population growth in an area either directly or indirectly;
- Create an imbalance in the Jobs-to-Housing balance; or
- Contribute to an existing housing affordability problem.

METHODOLOGY

MBA reviewed existing population, housing, and employment statistics for Monterey County and surrounding cities (which were determined by their immediate proximity to the EGSP, access to essential local and regional transportation/circulation routes, and/or availability of employment, etc.) as tabulated by the U.S. Census Bureau, the California Department of Finance, the Central Coast Joint Data Committee, AMBAG, and the Labor Market Information Division (LMID) of the EDD. These statistics were calculated to determine the County and local area jobs-to-housing balance. Information on housing prices and housing affordability in the area was obtained through the Monterey County Board of Realtors. Other resources reviewed included AMBAG's *Tools for Assessing Jobs-Housing Balance and Commute Patterns in the Monterey Bay Region* (May 2001) and *Regional Housing Needs Assessment*, and the FORA FEIR (June 1997).

IMPACT ANALYSIS AND MITIGATION MEASURES

Population Generation

Impact 4.10-A **Implementation of the EGSP will directly induce population growth within the project area. (Less than Significant)**

Population projections for the project are based on projections contained within the Air Quality Management Plan for Monterey County, which assumes 2.95 persons per household. Therefore, the

1,470 units in the proposed project are expected to result in an additional 4,337 persons within the project area.

According to AMBAG, Monterey County is expected to experience a 39 percent growth increase between the planning years 2000 and 2020. AMBAG has projected that the population of Monterey County will be 527,069 in the year 2020, which equates to approximately 140,000 additional persons over the next sixteen years.² The projected population growth from the EGSP project is equal to 3.1 percent of that growth. Furthermore, the Reuse Plan anticipates an increase of 28,859 persons to replace the previous 31,270 residents of FFO. This Reuse Plan population includes the housing proposed at East Garrison. Therefore, the population generation from this project would be consistent with forecasted population projections and would not create a significant impact for the site, FFO, and the region as a whole.

Mitigation Measures

4.10-A-1 No mitigation measures are necessary.

Significance After Mitigation

Less than significant.

Housing Needs

Impact 4.10-B **Implementation of the EGSP will result in the development of 1,470 residential units on the project site. (Less than Significant)**

The County's *Housing Element* must assess housing needs, evaluate the current housing market in the County, and identify programs to meet those needs. The Housing Element includes a review of housing stock characteristics as well as housing cost, household incomes, special need households, availability of land and infrastructure and various other factors. Also included in this evaluation is the County's Regional Housing Needs Assessment as described by AMBAG. The *Regional Housing Needs Assessment* (October 2002) provides an estimate of the number of housing units that should be provided in the community to meet its share of new households in the region. In addition to this information, the Housing Element document must evaluate and review its past housing programs and consider this review in planning future housing strategies.

AMBAG's *Regional Housing Needs Assessment* provides a recommended allocation of housing to keep pace with forecasted population and employment growth. Based on this assessment, AMBAG forecasts a need of 41,082 units in the County between 2000 and 2020.³ This need assumed implementation of the Reuse Plan. The EGSP project, therefore, represents 3.57 percent of that forecasted increase. As part of the adopted Reuse Plan, the project is within AMBAG's forecasts and will aid in meeting the County's housing need over the next 20 years.

For the years of 2000 through 2008, AMBAG has allocated 2,511 new housing units for the unincorporated areas of Monterey County.⁴ This estimate was developed by AMBAG based on various factors including projected population, jobs/housing considerations, household growth, land availability, vacancy rates, and replacement housing needs. Implementation of the EGSP will assist the County in meeting the goals of the *Regional Housing Needs Assessment*.

² AMBAG, 2004. Available at <http://www.ambag.org/highlights/2004/2004%20AMBAG%20Forecast%20Summary%20-%20Monterey%20Co%205-4-04.pdf>

³ Ibid.

⁴ County of Monterey, October 2003. County of Monterey Housing Element 2002-2008.

Mitigation Measures

4.10-B-1 No mitigation measures are necessary.

Significance After Mitigation

Less than significant.

Jobs-to-Housing Balance

Impact 4.10-C Implementation of the EGSP will alter the jobs-to-housing balance through the addition of 1,470 dwelling units and 186,000 square feet of non-residential (i.e., commercial and retail) uses within the project site. (Less than Significant)

As shown in Table 4.10-4, the County and the surrounding cities currently have more jobs than housing. Therefore, employees of local companies must commute from outlying areas. This trend is expected to worsen within the County. However, improvement is expected, somewhat, in the cities of Marina and Salinas according to AMBAG forecasts. To assist in offsetting the impact of jobs lost as a result of the base closure, the Reuse Plan established a policy to maintain a local jobs-to-housing balance at FFO.

New housing at FFO is intended to first serve new jobs created by the implementation of the Reuse Plan. The greatest new employment concentration at FFO is related to the California State University–Monterey Bay Campus (CSUMB) and the University of California–Monterey Bay Education, Science, and Technology Center (UCMBEST) mixed-use district. The EGSP site is adjacent to the UCMBEST area and only two miles from the CSUMB campus. The new EGSP community has been designed in meeting the needs of those job centers.

In terms of job creation, the EGSP component of the Reuse Plan will include 186,000 square feet of non-residential (i.e., commercial and retail space) uses anticipated to support up to 380 jobs in the project area. The EGSP will also provide for 65 live/work units as part of the total housing units. Therefore, since the proposed project is providing a greater number of housing units, in comparison to jobs on the project site, implementation of the EGSP would not adversely affect the jobs-to-housing balance in the County and surrounding cities, which have a greater number of jobs than housing. Moreover, the development of housing under the EGSP, to serve the needs of CSUMB and UCMBEST, in addition to the 380 employees generated under the proposed project, will assist in maintaining a jobs-to-housing balance on the project site, in accordance with the Reuse Plan.

Mitigation Measures

4.10-C-1 No mitigation measures are necessary.

Significance After Mitigation

Less than significant.

Affordable Housing

Impact 4.10-D Implementation of the EGSP will include affordable housing units to serve very low to moderate income households. (Less than Significant)

Provisions in the EGSP project for very low and moderate income housing will assist in lessening the countywide problem of affordable housing. The project would reserve 20 percent of the units for very low income to moderate income families. Deed restrictions will be recorded to maintain the affordability of the designated units.

Section 18.40.070 of the Monterey County Code requires that, to satisfy the County's onsite inclusionary housing requirement, a residential development must construct inclusionary housing units in the amount equal to or greater than 20 percent of the total number of units approved for the residential development. Of the 1,470 residential units proposed on the EGSP site, 280 are deemed to be affordable. This would amount to 20 percent of the total number of units allocated for affordable housing. Therefore, the project would provide an adequate number of affordable housing units on the EGSP site, in accordance with the Monterey County Inclusionary Housing Ordinance.

Mitigation Measures

4.10-D-1 No mitigation measures are necessary.

Significance After Mitigation

Less than significant.