

4.12 POPULATION AND HOUSING

This chapter discusses population and housing in Vacaville and evaluates the potential impacts associated with the proposed General Plan and Energy and Conservation Action Strategy (ECAS). The following evaluation is based on both a quantitative and spatial analysis, and assesses population growth and the displacement of housing and people that would necessitate the construction of housing elsewhere. As noted in Chapter 3, Project Description, impacts are determined by comparing the proposed General Plan and ECAS to existing conditions, rather than to the existing General Plan. The following evaluation is based on a quantitative analysis and examines effects on population growth and whether people or existing housing will be displaced.

A. Regulatory Framework

This section summarizes key State, regional, and City regulations and policies pertaining to population and housing in Vacaville.

1. Regional Housing Needs Allocation

The California Department of Housing and Community Development (HCD) identifies the supply of housing necessary to meet the existing and projected growth in population and households in the State, and passes a portion along to each of the State's 38 Councils of Governments (COGs). As the local COG, the Association of Bay Area Governments (ABAG) receives a Regional Housing Needs Allocation (RHNA) from HCD that specifies the number of units, by affordability level, that need to be accommodated within the nine-county Bay Area during the Housing Element planning period, or cycle. ABAG is then responsible for calculating specific RHNAs for Vacaville and other jurisdictions, with input from the jurisdictions.

The RHNA for the City of Vacaville for the current 2007 to 2014 planning period includes a total of 2,901 units, and the Vacaville 2007-2014 Housing Element accommodates this need.¹

2. Association of Bay Area Governments Projections 2009

ABAG is the official comprehensive planning agency for the San Francisco Bay region, which is composed of the nine counties of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, and Sonoma, and contains 101 cities. ABAG produces growth forecasts, identified in documents entitled *Projections*, on four-year cycles so that other regional agen-

¹ City of Vacaville, 2010, *Vacaville 2007-2014 Housing Element*.

cies, including the Metropolitan Transportation Commission (MTC) and the Bay Area Air Quality Management District (BAAQMD) can use the forecast to make project funding and regulatory decisions. The next set of growth forecasts will be published in 2013.²

ABAG projections are the basis for the Regional Transportation Plan (RTP), Sustainable Communities Strategy (SCS), and the regional Ozone Attainment Plan. In this way, ABAG projections have practical consequences that shape growth and environmental quality. The General Plans, zoning regulations, and growth management programs of local jurisdictions influence the ABAG projections.

3. Vacaville 2007-2014 Housing Element

The most recent Vacaville Housing Element was adopted on April 27, 2010, and HCD has certified that it meets State requirements. The 2007-2014 Housing Element includes a housing needs assessment that identifies current and projected housing needs, as well as policies to accommodate housing development that will be affordable to a range of household types and income ranges. Policies related to population and housing in the city are listed in Table 4.12-1.

B. Existing Conditions

This section describes existing population and housing conditions in the City of Vacaville. California Department of Finance (DOF) data for 2011 presents the most up-to-date demographic profile available for Vacaville; however, regional planning initiatives, including RHNA, are based on ABAG's Projections 2009. Therefore, both these sets of population and housing data are described below. US Census data from 2010 is also presented where it provides additional detail.

1. Population

The US Census reports Solano County's population in 2010 as 413,344, a 4-percent increase from 2000.³ Between 2000 and 2010, the US Census reports that the population of Vacaville increased from 88,625 to 92,428 residents, although this includes the prison population in the California State Prison, Solano, and the California Medical Facility.⁴ As of 2011, DOF data,

² Hing Wong, ABAG. Personal communication with The Planning Center | DC&E, December 8, 2011.

³ U.S. Census Bureau American FactFinder, <http://factfinder2.census.gov/faces/nav/jsf/pages/index.xhtml>, accessed on January 12, 2012.

⁴ U.S. Census Bureau American FactFinder, <http://factfinder2.census.gov/aces/nav/jsf/pages/index.xhtml>, accessed on January 12, 2012.

TABLE 4.12-1 **HOUSING ELEMENT POLICIES RELEVANT TO POPULATION AND HOUSING**

Policy Number	Policy Content
H.1- G 1	Ensure a supply of housing of differing type, size, and affordability in order to meet Vacaville's housing needs for the current and future residents and workers within the community.
H.1- G 2	In conjunction with policies in the Land Use Element of the Vacaville General Plan, ensure that an adequate supply of developable land is available to meet Vacaville's housing need, particularly for affordable housing.
H.1- G 4	Ensure the development and availability of housing appropriate for special needs groups including young adults, young families, seniors, disabled and homeless.
H.1- G 6	Aggressively participate in all programs, State and federal, private and public, suitable for maintaining and increasing the supply of affordable housing.
H.1- I 3	Consider an amendment to the Land Use and Development Code to allow innovative and affordable housing within new single-family subdivisions. This could include provisions that allow duplexes to be built on the larger corner lots and secondary living units to be built in conjunction with new homes.
H.1- I 4	Consider implementation of a program to allow payment of development impact fees for new residential construction to be deferred and paid prior to the City's approval of occupancy.
H.1- I 15	Consider an amendment to the Land Use and Development Code and/or the Single Family Design Guidelines to include alternative development and design standards for small lot subdivisions, specifically for lots smaller than 5,000 square feet and for affordable housing developments.

combined with data from the California Department of Corrections, indicates that the population of Vacaville excluding the prison population is 85,500.⁵

As shown in Table 4.12-2, ABAG projects that Vacaville's population will grow to a total of 111,100 by 2035.⁶ This level of growth is consistent with the overall growth rate projected for Solano County.

2. Housing

a. Types of Housing Stock

In 2011, DOF estimated 33,020 housing units in Vacaville, which was approximately 21 percent of all units in Solano County (153,140 units).⁷ The 33,020 housing units in Vacaville represent

⁵ State of California, *Department of Finance, May 2011, E-5 Population and Housing Estimates for Cities, Counties, and the State, 2010-2011, with 2010 Benchmark*; State of California, Department of Corrections and Rehabilitation, Data Analysis Unit, January 10, 2011, *Weekly Report of Population as of midnight January 5, 2011*.

⁶ Association of Bay Area Governments (ABAG), 2009, *Projections and Priorities 2009: Building Momentum, Projections through 2035*.

⁷ State of California, *Department of Finance, 2011, E-5 Population and Housing Estimates for Cities, Counties, and the State, 2010-2011, with 2010 Benchmark*.

TABLE 4.12-2 **ABAG PROJECTIONS 2009 POPULATION, HOUSEHOLDS, AND EMPLOYMENT FORECASTS FOR VACAVILLE**

	2000	2005	2010	2035	Change 2010-2035	
					Difference	Percent
Population	88,625	96,300	99,700	111,100	11,400	11%
Households	28,105	31,250	32,170	36,720	4,550	14%
Jobs	25,660	29,240	28,380	42,110	13,730	48%

Source: ABAG, Projections and Priorities 2009: Building Momentum, Projections through 2035.

an approximate 15-percent increase over the 28,696 housing units reported in the 2000 Census.⁸ Vacaville’s average household size in 2011, at 2.74, was slightly lower than that of Solano County.⁹ According to DOF estimates, single-family detached units account for approximately 70 percent of Vacaville’s housing stock.¹⁰

b. Occupancy and Tenure

According to the 2010 Census, the homeowner vacancy rate in Vacaville was approximately 2.1 percent and the rental vacancy rate was approximately 6.8 percent, compared to 1.7 and 8.2 percent, respectively, for Solano County as a whole. Of the 31,092 occupied housing units in Vacaville in 2010, approximately 63.4 percent were owner occupied and 36.6 percent were renter occupied, compared to 62.5 percent and 37.5 percent, respectively, for Solano County as a whole.¹¹

c. Housing Costs and Affordability

Average sale prices in Solano County rose from 2002 to 2006 but then declined before stabilizing in 2010. The average sale price in Solano County was \$219,736 in 2010, a 58-percent decrease from the average sale price of \$522,021 in 2006.¹²

⁸ U.S. Census Bureau American FactFinder, <http://factfinder2.census.gov/faces/nav/jsf/pages/index.xhtml>, accessed on January 12, 2012.

⁹ State of California, Department of Finance, 2010, *E-5 Population and Housing Estimates for Cities, Counties, and the State, 2001-2010, with 2000 Benchmark*.

¹⁰ State of California, Department of Finance, 2010, *E-5 Population and Housing Estimates for Cities, Counties, and the State, 2001-2010, with 2000 Benchmark*.

¹¹ U.S. Census Bureau American FactFinder, <http://factfinder2.census.gov/faces/nav/jsf/pages/index.xhtml>, accessed on May 7, 2012.

¹² Solano County Economic Development Corporation, <http://www.solanocounty.com/SubApp/SolanoIndex/website/Sales.html>, accessed on May 7, 2012.

According to the 2010 Census, the average home value for owner-occupied housing units was \$256,000 in Vacaville in 2010, compared to the average home value of \$262,600 for Solano County as a whole. The average gross rent was \$1,384 in 2010, compared to \$1,201 for Solano County. For 32.6 percent of occupied rental units, the gross rent represented 35 percent or more of the household income, compared to 46 percent of units in Solano County.¹³

d. Future Housing Needs

ABAG's 2009 Projections for Vacaville are shown in Table 4.12-2. According to ABAG 2009 Projections, Vacaville's population is expected to grow from 99,700 in 2010 to 111,100 in 2035, an approximately 11.4 percent increase.¹⁴ By comparison, the population of Solano County is expected to grow by approximately 14.3 percent in the same time period. During the same period, the number of households in Vacaville is projected to grow by approximately 14.1 percent from 32,170 to 36,720 households.¹⁵ By comparison, Solano County households are projected to grow by approximately 15.6 percent from 2012 to 2035.¹⁶

As part of the regional SCS, which is discussed further in Chapter 4.10, Land Use and Planning, ABAG anticipates that it will revise its projections for future growth. In Vacaville, it is expected that the growth projections for 2035 will decrease from ABAG's 2009 Projections.¹⁷

As described above, the RHNA for the City of Vacaville for the current 2007 to 2014 planning period includes a total of 2,901 units.¹⁸

C. Standards of Significance

Implementation of the proposed General Plan and ECAS would have a significant impact related to population and housing if they would:

- ◆ 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).

¹³ U.S. Census Bureau American FactFinder, <http://factfinder2.census.gov/faces/nav/jsf/pages/index.xhtml>, accessed on May 7, 2012.

¹⁴ ABAG's population estimate of 99,700 in 2010 is high compared to other population estimates. For example, the 2010 US Census, which also includes the prison population, reports a population of 92,428.

¹⁵ ABAG's existing household size projection is also high compared to other estimates. In 2010, ABAG estimates a household size of 3.10. By comparison, the DOF estimated an average household size of 2.74 in 2010.

¹⁶ Association of Bay Area Governments, 2009, *Projections and Priorities 2009: Building Momentum, Projections through 2035*.

¹⁷ Robert Macaulay. Director of Planning, Solano Transportation Authority. Personal communication with Tyra Hays, City of Vacaville, December 9, 2010.

¹⁸ City of Vacaville, 2010, *Vacaville 2007-2014 Housing Element*.

- ◆ Displace substantial numbers of existing housing units, necessitating the construction of replacement housing elsewhere.
- ◆ Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.

D. Impact Discussion

This section discusses potential impacts of the proposed General Plan related to population and housing. Implementation of the proposed ECAS would have minimal population or housing impacts and is discussed, where relevant, in the sections below.

1. Project Impacts

The discussion of potential project impacts is organized by and responds to each of the potential impacts identified in the Standards of Significance.

- a. 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).

This Draft EIR considers the “reasonably foreseeable” effects of adopting the proposed General Plan, which would result from development allowed between the adoption of the document and its horizon year of 2035.

Based on the methodology described in Chapter 3, Project Description, and as shown in Table 4.12-3, the 2035 horizon-year projection includes the following:

- ◆ 9,680 new dwelling units
- ◆ 26,500 new residents
- ◆ 9,720 new jobs
- ◆ 1 million square feet of new commercial space (77 acres)
- ◆ 1.1 million square feet of new office space (84 acres)
- ◆ 2.1 million square feet of new industrial space (115 acres)

By comparison, ABAG projects the following:

- ◆ 4,550 new households
- ◆ 11,400 new residents
- ◆ 13,730 new jobs between 2010 and 2035

TABLE 4.12-3 2035 HORIZON-YEAR PROJECTIONS

	Existing Development (2011)	2035 Horizon-Year Growth Projection (2035 Minus Existing)	Total 2035 Horizon-Year Growth Projection
Dwelling Units	33,020 ^a	9,680	42,700
Residents	85,500 ^b	26,500 ^c	112,000
Commercial space (square feet)	8.6 million ^d	1 million	9.6 million ^d
Commercial space (developed acres)	660	79	739
Office space (square feet)	2 million ^d	1.1 million	3.1 million ^d
Office space (developed acres)	150	81	231
Industrial space (square feet)	11 million ^d	2.1 million	3.1 million ^d
Industrial space (developed acres)	630	118	748

^a State of California, Department of Finance, May 2011, *E-5 Population and Housing Estimates for Cities, Counties, and the State, 2010-2011, with 2010 Benchmark*.

^b Excludes prison population; from: State of California, Department of Finance, May 2011, *E-5 Population and Housing Estimates for Cities, Counties, and the State, 2010-2011, with 2010 Benchmark*; State of California, Department of Corrections and Rehabilitation, Data Analysis Unit, January 10, 2011, *Weekly Report of Population as of midnight January 5, 2011*.

^c Based on a persons per household rate of 2.74; from: State of California, Department of Finance, May 2010, *E-5 Population and Housing Estimates for Cities, Counties and the State, 2001-2010, with 2000 Benchmark*.

^d Existing non-residential square footage data is not available. However, a gross estimate is provided based on the developed acres and FAR assumptions of 0.3 for commercial and office uses and 0.4 for industrial uses. Therefore, the total non-residential square footage in 2035 is not based on actual data. All EIR modeling was conducted based on projected acres of development.

Source: The Planning Center | DC&E, 2012.

As noted in Section B.2.d, Future Housing Needs, these projections are likely to decrease as part of the SCS that is underway. Therefore, the amount of new development projected for 2035 under the proposed General Plan would exceed ABAG’s existing projections for new housing units and population. However, as noted in Section B.2.d, ABAG’s estimates for households and residents in 2010 is high compared to other 2010 estimates, such as the 2010 US Census and DOF data. Because of these high 2010 estimates, when considering the total amount of households and residents in 2035, the horizon-year projection for the proposed General Plan is similar to the ABAG projection. Specifically, in 2035, the proposed General Plan projects 42,700 units and 112,000 residents, while ABAG projects 36,720 households and 111,100 residents. Furthermore, as noted in Section B.2.d, ABAG’s household size projections are also high compared to other estimates. This may be from including the prison population. If the DOF household size estimate of 2.74 was applied to ABAG’s projected population in 2035 (111,100 residents), there would be 40,550 households in 2035, which is similar to the 2035 housing unit projection under the proposed General Plan.

The policies of the proposed General Plan state that development of new urban areas should be planned, and that new growth should only occur in areas served by utilities and public services. Specifically:

- ◆ Policy LU-P2.2 requires that specific plans be prepared for new areas brought into the city for development, and that they provide a coordinated plan for land use, public facilities, and public services.
- ◆ Policy LU-P3.2 directs the City to manage growth so that the quantity and quality of public services and utilities provided to existing businesses and residents will not drop below required levels of service because of new development.
- ◆ Policy LU-P3.4 directs the City to not approve new development unless there is infrastructure in place or planned to support the growth.
- ◆ Action LU-A3.1 directs the City to regularly update and maintain the City's Municipal Services Review and Comprehensive Annexation Plan to ensure that urbanization does not outpace the provision of public facilities within the Urban Growth Boundary (UGB).
- ◆ Action LU-A3.2 directs the City to monitor the rate of growth to ensure that it does not overburden the City's infrastructure and services and does not exceed the amounts analyzed in the General Plan EIR.
- ◆ Action LU-A3.3 directs the City to continue to monitor new development where infrastructure limits are being reached or exceeded so that linkages with necessary improvements can be established and funded.

In addition, the City of Vacaville maintains its Urban Growth Boundary (UGB) as a strategy to protect agricultural lands from conversion to non-agricultural use. Goal LU-5 in the proposed General Plan and associated policies outline the City's strategy to protect agricultural lands beyond the UGB. Policy LU-P5.4 outlines the central premise of the UGB, "so that urban development within the City's land use jurisdiction will be focused within the Urban Growth Boundary and the land outside the Urban Growth Boundary within the City's land use jurisdiction will be maintained primarily for agriculture, park, open space, public facility, and utility uses."

Furthermore, the proposed ECAS includes measures to support infill development, which would help to ensure that growth is well-planned.

As described above, the proposed General Plan and ECAS call for orderly, planned growth within the UGB and in areas already served, or planned to be served, by urban services. Implementation of proposed policies and measures would therefore guide growth in a manner that reduces the potential for indirect growth inducement. Nevertheless, because the amount of new

development projected in 2035 under the proposed General Plan would significantly exceed ABAG's existing and expected future 2035 projections, the impact would be *significant*.

Impact POP-1: The proposed General Plan would induce substantial population growth within the EIR Study Area.

In order to reduce the anticipated population growth by 2035 to an “insubstantial” level that would not exceed ABAG's current projections, the City would have to limit housing development opportunities to less than half of what this EIR projects. This could potentially drive up home prices in Vacaville by reducing housing options for Vacaville residents. In addition, much of the 2035 projection accounts for development that has already been approved by the City, including projects like the North Village Specific Plan and Lagoon Valley Specific Plan. In total, these approved projects account for approximately 4,900 new units in Vacaville, which alone would exceed ABAG's projections. Since the City cannot rescind existing development entitlements, it would be infeasible to reduce the development capacity in the city to ABAG's projections.

Furthermore, the City projected development needs in 2035 based on a careful review of past development trends, as explained in Chapter 3, Project Description. The proposed General Plan land use map represents a land use plan that the City believes is most appropriate to accommodate growth projected for 2035 and beyond. It is not feasible to mitigate population growth to a level that is less than “substantial;” therefore, this impact is considered *significant and unavoidable*.

b. Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere.

Overall, the proposed General Plan would allow an increase in the total number of housing units in Vacaville from 33,020 to 42,700 units, a 30-percent increase by 2035, the horizon year of the proposed General Plan. No substantial redevelopment projects are envisioned, and the majority of development proposed by the Draft General Plan would occur as residential and non-residential uses are developed on agricultural, vacant, or underutilized parcels. If redevelopment under the proposed General Plan occurs, there is the potential that it would displace existing residential units. However, all redevelopment of parcels would be voluntary in nature, and no housing units would be displaced without permission of the property owners.

In addition, the proposed General Plan includes policies that reduce impacts of development on existing housing units. Specifically, Policy LU-P1.3 directs the City to preserve the predominant single-family residential character of Vacaville while providing other housing opportunities, and Policy LU-P1.4 directs the City to protect established neighborhoods from incompatible uses.

Furthermore, as shown in Table 4.12-1, the City’s existing Housing Element includes additional policies that would help to prevent impacts related to the displacement of housing.

Because the proposed General Plan would allow a net increase of housing and would not envision substantial redevelopment projects, and because the proposed General Plan and existing Housing Element include policies that protect existing neighborhoods and housing, the impact related to housing displacement would be *less than significant*.

- c. Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.

As discussed in Section D.1.b of Project Impacts, implementation of the proposed General Plan is not expected to result in the displacement of a substantial number of housing units. By 2035, the horizon year of the proposed General Plan, the proposed General Plan would allow an increase in the total number of housing units in Vacaville from 33,020 to 42,700 units, a 30-percent increase. Furthermore, implementation of the proposed General Plan is projected to result in a net increase of 1 million square feet of commercial use (77 acres), 1.1 million square feet of office use (84 acres), and 2.1 million square feet of industrial use (115 acres), which may serve as places of employment within Vacaville.

As a result, the proposed General Plan is not expected to displace substantial numbers of people who either live, work or do both within Vacaville. Therefore, the proposed General Plan would have a *less-than-significant* impact regarding the displacement of people.

2. Cumulative Impacts

As described above, the proposed General Plan would not have significant impacts on the displacement of either housing or people, but it would “induce substantial population growth.” Although the proposed General Plan includes several policies to control and guide future growth in a well-planned manner, these policies would not be sufficient to mitigate the impact to a less-than-significant level. In combination with anticipated population growth in other parts of Solano County and the surrounding region, this substantial population increase would be considered a *significant* impact.

Impact POP-2: The proposed General Plan would induce substantial population growth within Vacaville and the region.

As described in Section D.1.a of Project Impacts, it is not feasible to mitigate population growth to a level that is less than “substantial,” and this impact is considered *significant and unavoidable*.

E. Full Buildout

The full buildout anticipated under the proposed General Plan would include significantly more development than the 2035 horizon-year development projection analyzed in Section D, Impact Discussion, in terms of both the amount and the extent of development. Therefore, the potential for impacts related to population and housing would increase. However, as discussed in Chapter 3, Project Description, it is extremely unlikely that full buildout would ever occur under the proposed General Plan. Therefore, an analysis of full buildout is not required by CEQA.

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