

4.12 POPULATION AND HOUSING

This section of the EIR analyzes the potential environmental effects on population and housing from implementation of the proposed project. Data for this section were taken from U.S. Department of Commerce (Census Bureau), SCAG's 2017 Profile of the City, and the Glendale General Plan Housing Element. Full reference-list entries for all cited materials are provided in Section 4.12.5 (References).

4.12.1 Environmental Setting

■ Existing Conditions

Population

As mentioned in Section 4.9 (Land use and Planning), the City is within the planning jurisdiction of SCAG, which is the nation's largest MPO representing six counties (Los Angeles, Ventura, Orange, San Bernardino, Riverside, and Imperial), 69 districts, 191 cities, and approximately 19 million residents (SCAG 2017b). As shown in Table 4.12-1, SCAG estimates that the population within the SCAG region will grow by approximately 21 percent by 2040 to an estimated 22.1 million people; Glendale is projected to grow by approximately 11 percent to an estimated 214,000 by 2040 (SCAG 2016a).

The City's Planning Division provides housing data specific to the proposed SGCP area. Population within the proposed SGCP area is estimated by multiplying the number of existing dwelling units within the proposed SGCP area by the average number of people per household (2.7 people per household, per SCAG's 2017 Profile of the City). This is equivalent to 102,338 people in the proposed SGCP area¹ in 2015. As shown in Table 4.12-1, the population in the proposed SGCP area is projected to grow approximately 6.8 percent by 2040, to 109,323 under the existing Glendale General Plan.

Housing

As indicated in Table 4.12-1, current SCAG growth forecasts estimate 81,100 dwelling units within Glendale by 2040. The predicted increase of dwelling units over the period 2012 to 2040 is 12 percent. The proposed SGCP area currently accounts for nearly half the dwelling units within Glendale. The City estimates 37,903 dwelling units within the proposed SGCP area in 2015 (Glendale 2017). The City projects 40,490 dwelling units within the proposed SGCP area by 2040, a growth rate of approximately 6.8 percent over that time (Glendale 2017).

SCAG's 2014 Regional Housing Needs Assessment (RHNA), which covers the planning period from January 1, 2014 to June 30, 2021, identifies that over the planning period, an additional 2,017 dwelling units are needed within the City (Glendale 2014).

Employment

SCAG estimates there are currently 7,920,602 jobs within the SCAG region. According to SCAG's 2017 Profile of the City, total jobs within the City is 115,125; an increase of 17.6 percent from 2007 (SCAG 2017a). In 2015, there was an estimated 46,511 employees within the proposed SCGP area (Glendale 2017).

¹ As provided by the City of Glendale: 37,903 dwelling units within the proposed SGCP area x 2.7 = 102,338.

Table 4.12-1 Census and Projected Growth Forecasts

	2012	2020	2035	2040	Change in Growth (2012-2040)	Percent Change in Growth (2012-2040)
SCAG region⁽¹⁾						
Population	18,322,000	19,395,000	21,486,000	22,138,000	3,816,000	20.8%
Dwelling Units	5,885,000	6,415,000	7,172,000	7,412,000	1,527,000	25.9%
Employment (no. of jobs)	7,440,000	8,507,000	9,572,000	9,872,000	2,432,000	32.7%
City of Glendale⁽²⁾						
Population	193,200	200,100	209,000	214,000	20,800	10.8%
Dwelling Units	72,400	75,200	79,000	81,100	8,700	12.0%
Employment (no. of jobs)	111,300	119,800	124,200	127,000	15,700	14.1%
		2015	General Plan Buildout (2040)		Change in Growth (2015-2040)	Percent Change in Growth (2015- 2040)
SGCP area⁽³⁾						
Population		102,338 ⁽¹⁾	109,323 ⁽²⁾		6,985	6.8%
Dwelling Units		37,903 ⁽³⁾	40,490 ⁽³⁾		2,587	6.8%
Employees		46,511 ⁽³⁾	54,651 ⁽³⁾		8,140	17.5%

⁽¹⁾ Calculated as: 37,903 dwelling units x SCAG's 2.7 average persons per household = 102,338

⁽²⁾ Calculated as: 40,490 dwelling units x SCAG's 2.7 average persons per household = 109,323

⁽³⁾ As provided by the City of Glendale Planning Division
Sources: ^(a)SCAG 2016a; ^(b)SCAG 2016b; ^(c)Glendale 2017

4.12.2 Regulatory Framework

■ Federal

Civil Rights Act of 1968 (Fair Housing Act)

Title VI of the Civil Rights Act prohibits discrimination on the basis of race, color or national origin in programs receiving federal financial assistance.

Title VIII of the Act prohibits discrimination in the sale, rental, and financing of dwellings based on race, color, religion, sex or national origin. Additionally, the Act contains design and construction accessibility provisions for certain new multifamily dwellings for individuals with disabilities.

Rehabilitation Act of 1973

Section 504 of the Rehabilitation Act states that individuals with disability shall not be excluded from the participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving federal financial assistance.

Housing and Community Development Act of 1974

Section 109 of Title I of the Housing and Community Development Act of 1974 provides that no person in the United States shall be denied the benefits of, be excluded from participation in, or be subjected to discrimination under any program or activity funded in whole or in part with federal financial assistance on the ground of race, color, national origin, religion or sex.

Americans with Disabilities Act of 1990

Title II of the Americans with Disabilities Act prohibits discrimination on the basis of disability in all services, programs, and activities provided to the public by State and local governments, except public transportation services. HUD enforces Title II when it relates to State and local public housing, housing assistance, and housing referrals.

Architectural Barriers Act of 1968

The Architectural Barriers Act requires that facilities designed, built, altered, or leased with funds supplied by the United States Federal Government be accessible to the public. The law applies to federal buildings, including post offices, social security offices, federal courthouses and prisons, and national parks. It also covers non-federal facilities, such as public housing units and mass transit systems, built or altered with federal grants or loans.

Age Discrimination Act of 1975

The Age Discrimination Act of 1975 prohibits discrimination on the basis of age in programs and activities receiving federal financial assistance.

Education Amendments Act of 1972

Title IX of the Education Amendments Act prohibits discrimination on the basis of sex in education programs or activities that receive federal financial assistance.

Executive Order 11063

Executive Order 11063 prohibits discrimination in the sale, leasing rental, or other disposition of properties and related facilities owned or operated by the federal government or provided with federal funds.

Executive Order 11246

Executive Order 11246, as amended, bans discrimination in federal employment because of race, color, religion, sex, or national origin.

Executive Order 12892

Executive Order 12892 requires federal agencies to affirmatively further fair housing in their programs and activities, and provides that the Secretary of HUD will be responsible for coordinating the effort. This Executive Order also establishes the President's Fair Housing Council, which is chaired by the Secretary of HUD.

Executive Order 12898

Executive Order 12898 requires that each federal agency conduct its program, policies, and activities that substantially affect human health or the environment in a manner that does not exclude persons based on race, color or national origin.

Executive Order 13166

Executive Order 13166 eliminates, to the extent possible, limited English proficiency as a barrier to full and meaningful participation by beneficiaries in all federally-assisted and federally-conducted programs and activities.

Executive Order 13217

Executive Order 13217 requires federal agencies to evaluate their policies and programs to determine if any can be revised or modified to improve the availability of community-based living arrangements for persons with disabilities.

■ **State**

California Planning and Zoning Law

The legal framework in which California cities and counties exercise local planning and land use functions is provided in the California Planning and Zoning Law (Government Code Sections 65000 through 66499.58). Under State planning law, each city and county must adopt a comprehensive, long-term general plan. State law gives cities and counties wide latitude in how a jurisdiction may create a general plan, but there are fundamental requirements that must be met. These requirements include the inclusion of seven mandatory elements described in the Government Code. Each of the elements must contain text and descriptions setting forth objectives, principles, standards, policies, and plan proposals; diagrams and maps that incorporate data and analysis; and mitigation measures.

State Housing Element Law

Pursuant to Section 65580 of the Government Code, a Housing Element of a General Plan must contain local commitments to:

- Provide sites with appropriate zoning and development standards and with services and facilities to accommodate the jurisdiction's RHNA for each income level. The RHNA is the only population and/or housing requirement that applies to the General Plan Update.
- Assist in the development of adequate housing to meet the needs of lower and moderate income households.
- Address, and where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing, including housing for all income levels and housing for persons with disabilities.
- Conserve and improve the condition of the existing affordable housing stock.
- Promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status or disability.
- Preserve assisted housing developments for lower income households.

State Housing Element law mandates specific topics and issues that must be addressed in the Housing Element and requires that adequate opportunity for participation be solicited from all economic segments of the community towards preparation of the Housing Element. Specifically, the jurisdiction must reach out to lower and moderate income persons and persons with special needs. Preparation of the Housing Element must also be coordinated with other local jurisdictions within the regional housing market area. The Housing Element for Glendale is required to be updated every eight years.

■ Regional

Southern California Association of Governments

SCAG is responsible for regional planning and reporting functions in order to measure progress toward achieving regional planning goals and objectives and prepares a series of documents to facilitate this. These documents include the RCP, the Southern California Compass Growth Vision, the RHNA, the RTP/SCS, and the annual State of the Region reports. Furthermore, SCAG produces population and housing projections, as well as other socioeconomic forecasts. Consistency with the growth forecast at the subregional level is one criterion that SCAG uses in exercising its federal mandate to review “regionally significant” development projects for conformity with regional plans.

Regional Housing Needs Allocation

RHNA is mandated by the State of California (California Government Code Section 65584) for regions to address housing issues and needs based on future growth projections for the area. The RHNA is developed by SCAG and allocates to cities and counties their “fair share” of the region’s projected housing needs based on household income groupings over the planning period for the housing elements of each jurisdiction. Cities and counties must develop and adopt their housing elements to address how they will meet their allocations.

Regional Comprehensive Plan

The RCP, prepared by SCAG, ties together SCAG’s role in transportation, land use, and air quality planning and further promotes environmental policies that help to “green” the region. Additionally, the RCP recommends key roles and responsibilities for public and private sector stakeholders and invites them to implement reasonable policies that are within their control, such as through General Plan updates, municipal code amendments, design guidelines, incentive programs, and other actions.

Regional Transportation Plan/Sustainable Communities Strategy

SCAG’s RTP/SCS provides a blueprint for improving quality of life for residents. It has an emphasis on transit and active transportation to allow residents to lead a healthier, more active lifestyle, creating jobs and improving environmental health outcomes. The RTP/SCS also aims to preserve what makes the region special, including stable and successful neighborhoods and the array of open spaces for future generations to enjoy. The RTP/SCS also provides growth forecasting and population statistics and incorporates SCAG’s Compass Growth Vision, adopted in 2004, which encourages better relationships between housing, transportation, and employment.

■ Local

Glendale General Plan

The following Glendale General Plan policies, goals and objectives located in the Housing Element are applicable to population and housing.

Housing Element

- **Goal 1:** A City with a wide range of housing types to meet the needs of current and future residents.
 - **Policy 1.1:** Provide a variety of residential development opportunities in the City through the zoning of sufficient land with a range of densities.

- **Policy 1.2:** Assure that affordable housing is dispersed throughout the City while recognizing the potential for the integration of market rate and affordable units within individual projects.
- **Policy 1.3:** Provide higher density residential development in close proximity to public transportation, services and recreation.
- **Policy 1.4:** Continue to promote residential/mixed-use development, including live and work units in appropriate locations.
- **Policy 1.5:** Encourage the development of residential units in the downtown area and along appropriate commercial corridors.
- **Policy 1.6:** Continue to monitor local, state and federal regulations, ordinances, departmental processing procedures and fees related to their impact on housing costs.
- **Policy 1.7:** The City shall explore the feasibility of establishing additional housing trust funds as a means of developing additional affordable housing.
- **Policy 1.8:** The City shall continue to promote the consolidation of small lots for residential development through the lot width density bonus program.
- **Policy 1.9:** Encourage flexibility in the Zoning Ordinance to promote a wide range of housing types.
- **Goal 2:** A City with high quality residential neighborhoods that are attractive and well designed.
 - **Policy 2.2:** Retain the quality and prominent characteristics of existing neighborhoods while improving those in need of change through neighborhood and community planning. Monitor the effects of growth and change.
 - **Policy 2.3:** Continue to utilize the City’s code enforcement program to bring substandard units into compliance with City codes and to improve overall housing conditions in Glendale.
 - **Policy 2.4:** Continue existing multi-family residential rehabilitation programs which provide financial and technical assistance to property owners providing affordable units to low income households.
- **Goal 4:** A City with housing services that address groups with special housing needs.
 - **Policy 4.2:** Promote the development of extremely low, very low, low, and moderate income housing by allowing developers density bonuses or other financial incentives for providing units for low and moderate income residents. The unit mix and location of affordable housing units in density bonus projects must be approved by the City and included in an affordable housing agreement.
 - **Policy 4.4:** Amend the Zoning Ordinance as appropriate to facilitate the development of housing for special needs groups and individuals, such as locating housing and populations near appropriate services.
 - **Policy 4.10:** Encourage the development of childcare facilities coincident with new housing development, and consider the use of incentives.
- **Goal 5:** A City with equal housing opportunities for all persons.
 - **Policy 5.1:** Promote nondiscrimination of housing by implementing the recommendations of Glendale’s Fair Housing Analysis of Impediments to Housing Choice Plan and regularly update the Plan.

- **Goal 6:** A City with housing that is livable and sustainable.
 - **Policy 6.1:** Guide and plan for resources to accommodate future housing needs to prevent overcrowding and over-utilization of existing community resources.
 - **Policy 6.2:** Identify neighborhoods to facilitate community planning that maintain or improve their character and quality.

4.12.3 Project Impacts and Mitigation

■ Analytic Method

Population and housing impacts were analyzed by comparing the anticipated population growth due to development of the proposed project to SCAG projections for the City and region.

■ Thresholds of Significance

The following thresholds of significance are based on the 2017 State CEQA Guidelines Appendix G. For purposes of this EIR, implementation of the proposed project may have a significant adverse impact on population/housing if it would do any of the following:

- 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); or
- Displace substantial numbers of existing housing and/or people, necessitating the construction of replacement housing elsewhere.

■ Less Than Significant Impacts

Threshold	Would the project displace substantial numbers of existing housing and/or people, necessitating the construction of replacement housing elsewhere?
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Impact 4.12-1 Implementation of the proposed project would not displace substantial numbers of existing housing nor people, necessitating the construction of replacement housing elsewhere. This would be a *less than significant* impact.

One of the main objectives of the proposed SGCP is to facilitate growth through transformative transit-oriented and mixed-use development in corridors, centers, and gateways, including Pacific Avenue Gateway, Pacific Edison Center, East Broadway, East Colorado Gateway, South Central Avenue, the Glendale Community College Garfield Campus area, Tropic, and area freeways and railroad ROWs. Since the proposed SGCP would allow for up to 10,337 new dwelling units to the existing (as of 2015) 37,903 dwelling units within the proposed SGCP area, development of land uses allowable under the proposed SGCP would not displace substantial numbers of existing housing nor people, but instead enable the accommodation of housing and people into the proposed SGCP area. Furthermore, future projects proposed under the proposed SGCP would have to undergo project-specific environmental review and would require approval by the City. Since the proposed SGCP would not involve direct development, this impact is considered less than significant and no mitigation is required.

■ Significant and Unavoidable Impacts

Threshold	Would the project 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)?
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Impact 4.12-2 Implementation of the proposed project would induce substantial population growth in an area, either directly or indirectly. As no mitigation is available, this would be a *significant and unavoidable* impact.

Although implementation of the proposed SGCP does not involve direct development, it allows for an increase of up to 10,337 new dwelling units in the proposed SGCP area. In order to assess whether a project would directly or indirectly induce a substantial population increase or housing growth, an evaluation is reached on whether the project-related growth could be accommodated within applicable population and housing projections.

As shown in Table 4.12-2, the buildout of the proposed SGCP would result in an increase of 10,337 dwelling units within the proposed SGCP. This growth exceeds SCAGs forecasted growth of 8,700 dwelling units for the entire City. An increase of 10,337 dwelling units would result in a population increase of approximately 27,910 people within the proposed SGCP area; the increase is calculated using SCAG’s 2017 Profile of the City 2.7 average persons per household. SCAG projects an increase in population of 20,800 residents within the City by 2040 (Table 4.12-1); therefore, the growth associated with the proposed SGCP exceeds the projected growth for the entire City by 7,110 people. Implementation of the proposed SGCP would result in a population increase of 20,925 beyond the existing Glendale General Plan for the proposed SGCP area. As shown in Table 4.12-2, the growth associated with the proposed SGCP is beyond the allowable growth under the existing Glendale General Plan.

Table 4.12-2 Proposed SGCP Growth Forecasts

	2015	Existing General Plan Buildout (2040)	Proposed SGCP Buildout (2040)	Change in Growth (2015-2040)		Percent Change in Growth (2015- 2040)	
				Existing General Plan Buildout (2040)	Proposed SGCP Buildout (2040)	Existing General Plan Buildout (2040)	Proposed SGCP Buildout (2040)
SGCP area							
Population	102,338	109,323 ⁽¹⁾	130,248 ⁽²⁾	6,985	27,910	6.8%	27.3%
Dwelling units	37,903	40,490 ⁽³⁾	48,240 ⁽³⁾	2,587	10,337	6.8%	27.3%
Employees	46,511	54,651 ⁽³⁾	57,747 ⁽³⁾	8,140	11,236	17.5%	24.2%

(1) Calculated as: 40,490 dwelling units x SCAG’s 2.7 average persons per household = 109,323

(2) Calculated as: 48,240 dwelling units x SCAG’s 2.7 average persons per household = 130,248

(3) As provided by the City of Glendale Planning Division

Sources: Glendale 2017

It should be noted, growth associated with the proposed SGCP could occur beyond the 2040 buildout used in this analysis and by SCAG for planning purposes. The development of land uses allowable under the proposed SGCP would induce population growth within the proposed SGCP area, which is considered a potentially significant impact.

In terms of employees, as indicated in Table 4.12-2, the proposed SGCP would lead to an additional 11,236 employees (57,747 in total), which is a 24.2 percent increase on the number of employees (as of 2015) in the proposed SGCP area. It is estimated that without the project, the number of employees in the proposed SGCP area would be 54,651, which is a 17.5 percent increase on the number of employees (as of 2015) in the proposed SGCP area.

While the additional population allowed under the proposed SGCP would exceed SCAG's projections, one of the proposed project's main objectives (see Project Description Section 3.2, Objective 12 of this EIR) is to meet or exceed the RHNA allocation. Section 4.8 of the Glendale General Plan Housing Element identifies a need for 2,017 dwelling units over the period 2014-2021. The policies listed in the Housing Element and listed above in Section 4.12.2, Regulatory Framework, promote the development of housing for all income levels and seek to accommodate growth based on community needs. Relevant policies include Policies 1.1 through 1.9, 2.2 through 2.4, 4.2, 4.4, 4.10, 5.1, 6.1, and 6.2. In addition to the Housing Element and associated policies, the Glendale Long Range Planning Public Input Findings (2006) identified "retention, new development, and rehabilitation of affordable housing" as its highest priority within the housing topic area. Increasing population growth and new residential development within the City has thus been a priority for a considerable amount of time. The proposed SGCP in conjunction with the DSP aims to ensure responsible growth in the Downtown area (Policy 1.5) and provide incentives for a range of housing developments (Policy 1.1) near transportation hubs, services, and recreation facilities (Policy 1.3). The increase in dwelling units and subsequent population increase within the City is aligned with the vision for South Glendale, and the proposed development seeks to enable the projected growth in the proposed SGCP area. Policy 6.1 aims to "accommodate future housing needs to prevent overcrowding and over-utilization of existing community resources." Implementation of the proposed SGCP would enable better connections between lower income housing and transportation and service areas, and consequently facilitate better connections with employment centers.

The proposed project would include an amendment to the Glendale General Plan to incorporate the proposed SGCP and slight modification to the DSP boundaries, and an amendment to Zoning Ordinance and Zoning Map (see also Housing Element, Policy 1.9) to apply zoning consistent with the proposed SGCP; some or all of which could be approved concurrently with the proposed SGCP at the discretion of the City Council. This would allow for the increase in population and dwelling units to be consistent with all local planning documents within the City. The proposed SGCP would thus guide future growth and include a framework for land use and development to prevent unanticipated or inappropriate population growth within the proposed SGCP area.

The impact associated with induced population growth is partly reduced due to the City's role in approving discretionary projects. However, this is a programmatic analysis and impacts are addressed under the assumed buildout year of 2040. The proposed SGCP, as noted above, would directly and indirectly result in the inducement of substantial population growth within the proposed SGCP area, and there is no feasible mitigation to reduce the impact; therefore, this impact is considered significant and unavoidable.

■ Mitigation Measures

There are no feasible mitigation measures that would reduce the impacts associated with induced population growth.

■ Level of Significance After Mitigation

The proposed SGCP would result in significant and unavoidable impacts associated with induced population growth.

4.12.4 Cumulative Impacts

Threshold	Would the project displace substantial numbers of existing housing and/or people, necessitating the construction of replacement housing elsewhere?
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Regional cumulative projects, such as the development of 180 mixed use units at 515 West Broadway in Glendale, the 218 live/work units at 1100 East 5th Street in Los Angeles, and the 154 residential units and retail ground floor at 103 East Verdugo Avenue in Burbank, would create additional residential and commercial units to accommodate and service future population growth. In general, cumulative projects in the region would result in a net increase in housing stock and allow for population growth. Therefore, implementation of the proposed SGCP was determined to result in less than significant impacts associated with displacement of people or housing and cumulative impacts are less than significant.

Threshold	Would the project 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)?
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The cumulative geographic context for direct or indirect population growth through extension of roads or other infrastructure consists of the projects listed in the cumulative list (see Section 3.8 Cumulative Development Scenario in this EIR). Regional SCAG population forecasts project a population increase of approximately 21 percent by 2040. The region will require a net increase in available housing to accommodate future growth. Additionally, development of housing will require expansion and improvement of existing infrastructure to service the increased population; however, the growth anticipated by SCAG does not include growth proposed by cumulative projects that require a General Plan Amendment. Regional cumulative projects, such as the development of 28 multi-family units at 2612 Honolulu Avenue in Glendale, 172 live-work units at 676 South Mateo Street in Los Angeles, and 261 apartments at 315 N. First Street in Burbank, would allow for additional growth beyond what is accounted for in the SCAG projections. Therefore, cumulative projects would result in a significant and unavoidable impact associated with direct or indirect population growth. The proposed project would increase housing opportunities in the City, inducing direct population growth of approximately 10,337 new dwelling units citywide, which is a larger population than the SCAG forecast. There would also be indirect impacts such as through employment growth.

Implementation of the proposed project was determined to result in significant and unavoidable impacts associated with direct or indirect population growth. The proposed SGCP, in combination with cumulative projects, would result in population growth beyond what is accounted for in 2040 SCAG projections; therefore, the proposed project's contribution to direct and indirect population would be cumulatively considerable, and cumulative impacts are potentially significant and unavoidable.

4.12.5 References

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