

## 4.2 POPULATION/HOUSING/EMPLOYMENT

This section of the Draft Environmental Impact Report (Draft EIR; DEIR) discusses current and projected population characteristics, housing, and employment conditions within the Pinole General Plan Update Planning Area and analyzes potential changes that would occur as a result of implementation of the proposed project.

This section utilizes population and housing estimates and projections primarily from the Association of Bay Area Governments (ABAG), which is responsible for making long-term forecasts of population, housing, and employment for the nine-county Bay Area. Although the California Department of Finance (DOF) also publishes demographic data for state planning and budgeting purposes, the City of Pinole considers ABAG projections to be more regionally accurate in that they present a realistic assessment of growth in the region, while recognizing trends in markets and demographics, as well as recognize local policies that promote more compact infill and transit-oriented development. However, it should be noted that where ABAG information was not available, this DEIR has referenced the most recent DOF demographic data. The Notice of Preparation for this DEIR was published on February 17, 2009. Therefore, consistent with Section 15152 of the California Environmental Quality Act (CEQA) Guidelines, the environmental conditions that existed on February 17, 2009, are considered the baseline physical conditions for the DEIR and, as the 2009 ABAG projections were not released until August of 2009, this DEIR utilizes the 2007 ABAG projections. In addition, the Bay Area Air Quality Management District (BAAQMD) and the Metropolitan Transportation Commission (MTC) utilize the 2007 ABAG projections for their plans and in utilizing the ABAG 2007 population projections this DEIR is also consistent with the BAAQMD and MTC plans.

### 4.2.1 EXISTING SETTING

#### REGIONAL SETTING

The City of Pinole is located in western Contra Costa County in the San Francisco Bay Area. According to ABAG, the Bay Area, consisting of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, and Sonoma counties, had a population of approximately 7,096,099 in 2005 and was projected to have a population of 7,412,500 in 2010 (MTC, 2007). ABAG projects that the Bay Area region will grow to a total population of 8,712,799 by the year 2030.

Contra Costa County is the Bay Area's third most populous county. In 2005, Contra Costa County contained just over 14 percent of the Bay Area's population, with approximately 1,023,400 people. ABAG estimates the population of Contra Costa County at 1,061,900 in 2010 and projects that the population will increase to 1,255,300 by 2030. **Table 4.2-1** shows ABAG's population estimates and growth projections for the Bay Area and Contra Costa County.

**TABLE 4.2-1  
ABAG POPULATION ESTIMATES AND PROJECTIONS  
FOR THE BAY AREA AND CONTRA COSTA COUNTY**

Year	Bay Area Region			Contra Costa County		
	Total Population	Numerical Change	Percentage Change	Total Population	Numerical Change	Percentage Change
2000	6,783,762	N/A	N/A	948,816	N/A	N/A
2005	7,096,099	312,337	4.6%	1,023,400	74,584	7.9%
2010	7,412,500	316,401	4.5%	1,061,900	38,500	3.8%

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Year	Bay Area Region			Contra Costa County		
	Total Population	Numerical Change	Percentage Change	Total Population	Numerical Change	Percentage Change
2020	<b>8,069,699</b>	657,199	8.9%	<b>1,157,000</b>	95,100	9.0%
2030	<b>8,712,799</b>	643,100	8.0%	<b>1,255,300</b>	98,300	8.5%

Source: MTC, 2007

### LOCAL SETTING

#### Population Trends

The City of Pinole has seen little change in population in the last five years at 2 percent total growth since 2005. Because there is little vacant land in the Planning Area, the city will experience similar slow growth in the coming decade. The most notable growth period in Pinole's history occurred between 1950 and 1970 when the population grew from 1,147 to 13,266 residents. This increase in growth represented a 1,056 percent increase in population in just 20 years. Since then, population growth in the city has been more moderate, increasing by 10 to 20 percent every decade. The City of Pinole's population changes since 2000 are summarized and compared to Contra Costa County's population changes in **Table 4.2-2**.

ABAG's projections for the city's future population growth are shown in **Table 4.2-3**. As shown, ABAG anticipates that the city (that portion within the city limits not including the unincorporated portions of the city's Sphere of Influence) will continue to have a slow rate of growth — averaging between 0.4 percent and 0.6 percent per year — with gradual tapering off through the year 2030. However, as evidenced by the slow growth associated with a recession, the growth numbers over time could be even lower than projected.

**TABLE 4.2-2  
POPULATION GROWTH ESTIMATES  
CITY OF PINOLE AND CONTRA COSTA COUNTY  
2000–2010**

Year	City of Pinole			Contra Costa County		
	Total Population	Numerical Change	Percentage Change	Total Population	Numerical Change	Percentage Change
2000	<b>19,039</b>	N/A	N/A	<b>948,816</b>	N/A	N/A
2005	<b>19,700</b>	661	3.4%	<b>1,023,400</b>	74,584	7.8%
2010	<b>20,100</b>	400	2%	<b>1,061,900</b>	38,500	3.7%

Source: ABAG, 2007

**TABLE 4.2-3  
ABAG POPULATION PROJECTIONS  
CITY OF PINOLE  
2015–2030**

Year	Population	Numerical Change	Percentage Change	Annual Percentage Change
2015	20,300	N/A	N/A	N/A
2020	20,700	400	2.0%	0.4%
2025	21,200	500	2.4%	0.5%
2030	21,800	600	2.8%	0.6%

Source: ABAG, 2007; Contra Costa LAFCo, 2008

**Housing Trends**

Number of Households

**Table 4.2-4** compares the number of households in the city versus the number of households in the county between 2000 and 2010 as estimated by ABAG. **Table 4.2-5** shows ABAG household projections for the city through 2030. According to the ABAG projections, the city will have a total of 8,060 households by 2030 (ABAG, 2007).

**TABLE 4.2-4  
NUMBER OF HOUSEHOLDS  
CITY OF PINOLE AND CONTRA COSTA COUNTY  
2000–2010**

Year	City of Pinole			Contra Costa County		
	Total Households	Numerical Change	Percentage Change	Total Households	Numerical Change	Percentage Change
2000	<b>6,743</b>	N/A	N/A	<b>344,129</b>	N/A	N/A
2005	<b>6,920</b>	177	2.6%	<b>368,310</b>	24,181	7%
2010	<b>7,200</b>	280	4%	<b>385,400</b>	17,090	4.6%

Source: ABAG, 2007

**TABLE 4.2-5  
HOUSEHOLD PROJECTIONS  
CITY OF PINOLE  
2015–2030**

Year	Households	Numerical Change	Percentage Change	Annual Percentage Change
2015	7,370	N/A	N/A	N/A
2020	7,550	180	2.4%	0.5%
2025	7,780	230	3.0%	0.6%
2030	8,060	280	3.6%	0.7%

Source: ABAG, 2007

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### Household Size

Household size refers to the number of persons in a household. According to ABAG estimates, the average household size in the city in 2010 was 2.89 persons per household. In the same year, Contra Costa County as a whole averaged 2.73 persons per household (ABAG, 2007).

### Housing Units

The majority of the existing housing stock in the City of Pinole consists of single-family detached units. The DOF estimates that in 2010, 73.5 percent of the 7,033 housing units in the city were single-family and detached. In that same year, there were 498 attached single-family housing units, 1,347 multi-family units, and 15 mobile homes in the city (DOF, 2010).

### Vacancy Rates

Vacancy rates establish the relationship between housing supply and demand. For example, if the demand for housing is greater than the supply, then the vacancy rate is low and the price of housing will most likely increase. According to the California Department of Housing and Community Development's (HCD) *Raising the Roof, California Housing Development Projections and Constraints, 1997–2020*, the desirable vacancy rate in a community is considered to be 5 percent (HCD, 2000). Generally, when the vacancy rate drops below 5 percent, the demand for housing exceeds the supply of housing. Subsequently, prospective buyers and renters may experience an increase in housing costs.

Between 2000 and 2009, the city's vacancy rate ranged between 1.22 and 1.24 percent. Of the 7,032 housing units in the city in 2009, 6,946 were occupied. This is the equivalent of a 1.22 percent vacancy rate, the second lowest in Contra Costa County (DOF, 2010).

### Housing Prices

Along with the national and California real estate markets, the prices of preexisting residential property in Pinole increased significantly between 2000 and 2006 but have fallen sharply since then. Between 2000 and 2003, the median price of detached, single-family housing units in the city increased 100 percent from \$195,000 to \$390,000. Between 2000 and 2006, the median value of single-family residences nearly tripled to \$554,000. Since 2006, the median price for housing in the city has dropped along with the broader California and national markets. The median sales price for single-family detached homes in the city during November 2009 through January 2010 was \$263,400, a 52 percent decline from the high of \$554,000 and a return to 2000 price levels (Trulia, 2010).

### **Employment Trends**

As shown in **Table 4.2-6**, ABAG projects the number of jobs in Pinole will increase from 5,840 in 2005 to 7,560 in 2030, a 29 percent increase (BAE, 2008). Even so, the rate of job growth in the city is expected to be slower than in the county or Bay Area, where the number of jobs is projected to increase by 56 percent and 52 percent, respectively, between 2005 and 2030. Again, these projections are affected by the largely built-out nature of the city, which constrains future development opportunities for employment-generating land uses.

In 2005, the health, education, and recreational services sector was the largest job provider in the City of Pinole General Plan Update Planning Area, providing 52 percent of jobs. The retail sector represented the second highest concentration of jobs (23 percent), followed by financial

and professional services (11 percent). ABAG projects that a similar distribution of jobs will continue each year through 2030 (BAE, 2008).

Jobs-to-Housing Ratio

A jobs-to-housing ratio is a tool used to gauge the relative balance of jobs and housing units within a community. One way to determine a jobs-to-housing ratio is to divide the number of jobs in an area by the number of households in that same area in order to estimate the number of jobs available per housing unit. While Contra Costa County and the Bay Area have historically maintained a jobs-to-housing ratio over one job per household, the City of Pinole has historically had an excess of housing units compared to available jobs. For example, the Bay Area had a jobs-to-housing ratio of 1.34 in 2005 and in that same year Contra Costa County had a jobs-to-housing ratio of 1.03. In contrast, the 2005 jobs-to-housing ratio in the city was 0.84. The 29 percent increase in jobs projected for the City of Pinole would shift the jobs-to-housing ratio to 0.94 by 2030 (ABAG, 2007). **Table 4.2-6** shows the projected improvement in the city’s jobs-to-housing ratio through 2030.

**TABLE 4.2-6  
CITY OF PINOLE JOBS PROJECTIONS**

Year	Jobs	Jobs-to-Housing Ratio
2015	6,500	0.88
2020	6,850	0.91
2025	7,210	0.93
2030	7,560	0.94

*Source: ABAG, 2007*

**4.2.2 REGULATORY FRAMEWORK**

FEDERAL

**Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970**

The Uniform Act, passed by Congress in 1970, is a federal law that establishes minimum standards for federally funded programs and projects that require the acquisition of real property (real estate) or displace persons from their homes, businesses, or farms. The Uniform Act’s protections and assistance apply to the acquisition, rehabilitation, or demolition of real property for federal or federally funded projects. 49 CFR Part 24 is the government-wide regulation that implements the act.

**Title 24 – Housing and Urban Development Part 42**

Displacement, Relocation Assistance, and Real Property Acquisition for HUD and HUD-Assisted Programs

Section 104(d) of the Housing and Community Development Act provides minimum requirements for federally funded programs or projects when units that are part of a community’s low-income housing supply are demolished or converted to a use other than low- or moderate-income dwellings.

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Section 104(d) requirements include:

- Replacement, on a one-for-one basis, of all occupied and vacant occupiable low- or moderate-income dwelling units that are demolished or converted to a use other than low- or moderate-income housing in connection with an activity assisted under the act; and
- Provision of certain relocation assistance to any lower-income person displaced as a direct result of the following activities in connection with federal assistance:
  - Demolition of any dwelling unit, or
  - Conversion of a low- or moderate-income dwelling unit to a use other than a low- or moderate-income residence.

Section 104(d) requirements are triggered by the use of HOME, Community Development Block Grant (CDBG), Section 108 Loan Guarantee, or Urban Development Action Grant (UDAG) funding in a project involving the demolition or conversion of low- or moderate-income housing.

STATE

### **California Relocation Statute – Government Code Section 7260**

The statute is a California law that establishes minimum standards for state-funded programs and projects that require the acquisition of real property (real estate) or displace persons from their homes, businesses, or farms. The statute's protections and assistance apply to the acquisition, rehabilitation, or demolition of real property for state-funded projects. The statute is intended for the benefit of displaced persons, to ensure that such persons receive fair and equitable treatment and do not suffer disproportionate injuries as the result of programs designed for the benefit of the public as a whole. Title 25, Division 1, Chapter 6 of the California Code of Regulations provides the regulatory guidelines to enforce the statute.

#### Title 25, Division 1, Chapter 6, Subchapter 1 – Relocation Assistance and Real Property Acquisition

This section of Title 25 provides guidelines to assist public entities in the development of regulations and procedures implementing Government Code Section 7260. The guidelines are designed to carry out the following policies of Section 7260:

- 1) To ensure that uniform, fair, and equitable treatment is afforded persons displaced from their homes, businesses, or farms as a result of the actions of a public entity in order that such persons shall not suffer disproportionate injury as a result of action taken for the benefit of the public as a whole; and
- 2) In the acquisition of real property by a public entity, to ensure consistent and fair treatment for owners of real property to be acquired, to encourage and expedite acquisition by agreement with owners of such property in order to avoid litigation and relieve congestion in courts, and to promote confidence in public land acquisition.

**Proposition 46**

In November 2002, the Housing and Emergency Shelter Trust Fund Act of 2002 was passed by the voters of California. Prop. 46 created a trust fund to provide shelters for battered women, clean and safe housing for low-income senior citizens, emergency shelters for homeless families with children, housing with social services for homeless and mentally ill persons, repairs/accessibility improvements to apartments for families and handicapped citizens, veterans homeownership assistance, and security improvements/repairs to existing emergency shelters. Funded by a bond issue of \$2.1 billion, Prop. 46 makes cities and counties eligible to receive specified funds and subjects expenditures to independent audit. Prop. 46 also appropriates money from the state general fund to repay bonds.

**Regional Housing Needs Allocation**

The Regional Housing Needs Allocation (RHNA) is a state-mandated process for determining how many housing units, including affordable units, each community must plan to accommodate. The California Department of Housing and Community Development (HCD) determines the total housing need for a region. As the Council of Governments for the nine Bay Area counties, ABAG is required by state law to distribute this housing need to local governments. Working with local governments, ABAG develops an allocation methodology for assigning units by income category to each city and county in the Bay Area. This allocation of need shows local governments the total number of housing units, by affordability, for which they must plan in their housing elements. The current planning period for the RHNA is 2007 to 2014. Allocations for each jurisdiction are published in the annual housing report (ABAG, 2010). The most recent of these is the *San Francisco Bay Area Housing Needs Plan, 2007–2014* (2008). The City of Pinole has prepared a draft Housing Element Update that has been reviewed by HCD and includes goals, policies, and actions to accommodate the latest RHNA for Pinole. The City anticipates taking action on its draft Housing Element Update and submitting an approved Housing Element to HCD in July of 2010 for certification. The City of Pinole's housing needs allocation for the 2007–2014 planning period is 323 total units: 83 (26 percent) affordable to very low-income households, 49 (15 percent) affordable to low-income households, 48 (15 percent) affordable to moderate-income households, and 143 (44 percent) affordable to above moderate-income households (ABAG, 2008).

**4.2.3 IMPACTS AND MITIGATION MEASURES**

STANDARDS OF SIGNIFICANCE

According to the CEQA Guidelines Section 15131(a), economic or social effects of a project are not treated as significant effects on the environment. If the proposed project were to cause physical changes as a result of economic or social changes, then the physical effects (such as the destruction of habitat resulting from housing construction to accommodate increased population) could be considered significant. A population and housing impact is considered significant if implementation of the project would:

- 1) Induce substantial growth or concentration of population in an area either directly or indirectly (e.g., through projects in an undeveloped area or extension of major infrastructure) that results in a physical effect on the environment.
- 2) Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere.

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

Growth inducement effects of the proposed project are specifically addressed in Section 7.0 of this DEIR.

As standards of significance 2 and 3 above both address the potential for construction of replacement housing as a result of the proposed project, these standards are addressed concurrently under Impact 4.2.2.

### METHODOLOGY

The following impact analysis was prepared using ABAG and California DOF data, as well as projected demographic and housing information contained in the City's draft 2010 Housing Element. When considering the potential impacts a project may have on the physical environment, the existing conditions must be compared to the expected outcome the project may produce and the potential environmental impacts such a change could cause. The projected increase in the City of Pinole General Plan Update Planning Area population and housing units would result in direct and indirect environmental effects such as noise, demand for services and utilities, visual degradation, traffic, and air quality. These impacts are discussed in the relevant chapters of this DEIR. The following is a discussion of the proposed project and the potential to induce substantial growth. Where appropriate, the discussion of each impact is separated into three discussion sections (i.e., the General Plan Update policy document and Land Use Map, the proposed Three Corridors Specific Plan, and the City's Zoning Code Update) for ease of analysis.

### PROJECT IMPACTS AND MITIGATION MEASURES

#### Population, Housing, and Employment Increases (Standard of Significance 1)

**Impact 4.2.1** Implementation of the proposed project (General Plan Update, Three Corridors Specific Plan, and Zoning Code Update) would result in slight population, housing, and employment increases within the Planning Area. This is considered a **less than significant** impact.

#### General Plan Update and Three Corridors Specific Plan

Land and development costs are high in Pinole due to the limited supply of vacant land. In addition, the high land cost, increasing cost of constructing new housing, site constraints, including site assembly difficulties, and allowable existing densities all work to inhibit housing opportunities. However, the proposed General Plan Update policy document and Land Use Map do accommodate some modification of existing land uses and encourage infill development that could increase population, housing, and employment in the city. An inventory of vacant lands in Pinole demonstrates that there are currently approximately 64.69 acres of vacant land zoned for residential development outside of the Three Corridors Specific Plan area, which is discussed below. Together, these sites have an estimated dwelling unit potential of 230 housing units and a potential population of 665 persons as shown in **Table 4.2-7**.

**TABLE 4.2-7  
VACANT SITES IN THE CITY OF PINOLE  
(OUTSIDE OF THE SPECIFIC PLAN)**

Land Use Designation	Vacant Acres	Maximum Dwelling Units Per Acre <sup>1</sup>	Development Potential <sup>2</sup>	
			Housing Units <sup>3</sup>	Population <sup>3</sup>
Rural	38.21	0.2	8	23
Low Density Residential	5.58	1	6	17
Medium Density Residential	0.65	20	13	38
Suburban Residential	20.25	10	203	587
<b>Totals</b>	<b>64.69</b>	<b>N/A</b>	<b>230</b>	<b>665</b>

*1 In order to present a "worst-case scenario," development potential is expressed as the total number of housing units and people that could be accommodated if the land were developed to the maximum potential allowed by land use designations. As each land use designation allows for a range of densities, the actual development density will likely be less than shown here.*

*2 Based on ABAG's 2007 estimate of 2.89 persons per household.*

*3 Numbers rounded.*

Primarily, the General Plan Update includes opportunities for some new development and redevelopment on the city's primary commercial corridors via the Three Corridors Specific Plan. The Three Corridors Specific Plan is intended to establish more housing choices and job opportunities within the city's commercial corridors. Due to the city's small supply of developable land, the updated General Plan and the Three Corridors Specific Plan direct the majority of the city's future growth to sites designated for mixed and multiple-family uses in the San Pablo Avenue, Pinole Valley Road, and Appian Way corridors. The Three Corridors Specific Plan also identifies opportunity sites for infill mixed-use development along the city's commercial corridors in close proximity to transit and other amenities.

The Specific Plan area contains approximately 300 acres of predominantly developed land. In order to accommodate the projected demand for development and invite further capital investment in the city, the Specific Plan would change land uses in order to replace single-use commercial zoning with various mixed-use zones, eliminate commercial floor area ratio (FAR) as a development constraint, increase opportunities for residential development, and increase residential density. If all of the residential properties within the Specific Plan area were to develop according to the proposed provisions of the land use and development standards contained in the Specific Plan, the city would be expected to experience increased development as indicated in **Table 4.2-8** below. As shown, implementation of the Specific Plan could result in an additional 1,077 housing units in the city by 2030. Based on ABAG's 2007 estimate of 2.89 persons per household, the Specific Plan could result in an additional 3,110 persons by 2030 (1,076 housing units x 2.89 persons per household).

**TABLE 4.2-8  
SPECIFIC PLAN RESIDENTIAL DEVELOPMENT PROJECTIONS**

Corridor	Residential (Units)	
	Existing	Projected
San Pablo Avenue	885	1,119
Pinole Valley Road	141	351
Appian Way	244	877

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Corridor	Residential (Units)	
	Existing	Projected
<b>Total</b>	<b>1,270</b>	<b>2,346</b>
Difference	1,076*	

\* Note: Differences in number are due to rounding errors

Source: City of Pinole, 2010

If the vacant land outside of the Specific Plan area and the land within the Specific Plan area realize their full potential, the total population of the city could increase from the current (2010) population of 20,100 to 23,875 (existing population of 20,100 + 665 persons in the General Plan Planning Area outside of the Specific Plan area + 3,110 persons within the Specific Plan area). The projected increase in the city's population and housing units could result in direct and indirect environmental effects (e.g., increased traffic, air quality impacts, noise impacts, and biological resource impacts). These impacts are addressed in the appropriate technical sections of this DEIR. Furthermore, directing growth toward infill and redevelopment sites in areas close to existing transit, retail, jobs, infrastructure, and other amenities would reduce the potential environmental impacts of growth in the city.

ABAG projections estimate that Pinole will have a population of 21,800 in 2030. Therefore, the city's projected population increase after implementation of the General Plan Update and Three Corridors Specific Plan would be 2,075, or roughly 9.5 percent more than the ABAG estimate. As these figures are purely the result of mathematical formulas and do not take into account physical constraints on development, the difference in projections is considered to be the worst-case scenario. With a population projection difference of less than 10 percent over a 20-year period, the City considers this impact to be **less than significant**. The physical environmental effects of this growth is addressed in the other technical sections of this Draft EIR.

The creation of additional jobs within the Three Corridors Specific Plan area is not expected to induce additional population growth within the city as there is currently a jobs-to-housing imbalance (see **Table 4.2-6**). A jobs-to-housing imbalance means that residents of the city commute out of the city to work. The creation of more jobs within the city would reduce the need for residents to commute, which could be an environmental benefit through reduction of vehicle miles travelled. This impact is considered **less than significant**.

### Zoning Code Update

Adoption of the updated General Plan would require amendments to the Zoning Code for consistency with the General Plan land use designations and various General Plan policies. The City therefore plans to update its Zoning Code as part of the proposed General Plan Update project. These updates would involve the deletion, addition, and modification of certain zoning districts and development standards in order to make the Zoning Code consistent with the updated General Plan (see Section 3.0, Project Description, for more details). These updates would not result in any development activities beyond those analyzed for the proposed GPU. Therefore, the Zoning Code Update would have an impact similar to that for the General Plan Update as discussed above.

### Proposed General Plan Policies and Action Items that Address Population, Housing, and Employment Increases

The proposed General Plan incorporates the following policies and action items that further minimize impacts associated with population, housing, and employment growth.

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- Policy LU.1.1 Increase land use diversity along the San Pablo Avenue, Pinole Valley Road and Appian Way corridors; reduce residential density on large land holdings designated for Rural land use; and maintain other land use designations for a variety of residential, commercial, light industrial, recreational, open space and public purposes which (1) protect environmental resources; (2) provide a mix of housing types, densities and tenure; (3) ensure that a variety of commercial and industrial goods, services and employment opportunities are available; and (4) offer a range of recreational and public facilities to meet the needs of residents.
- Policy LU.1.6 Establish required setback areas around sensitive resources or reduce development intensity on constrained sites to prevent development impacts.
- Policy LU.2.3 Annexation of areas outside the current city limits should be dependent on resident interest, the cost/revenue implications of specific annexation proposals and the ability to provide City services to the area.
- Action LU.2.3.1 Consider property annexation where it would:
- Encourage orderly growth and development through logical and timely boundary changes.
  - Promote long-term and efficient delivery of local services and the assignment of appropriate local political responsibility for those services.
  - Provide for the orderly implementation of the adopted Sphere of Influence.
  - Implement the adopted General Plan.
  - Result in boundaries that follow existing natural or man-made features such as streams, lakes, natural terrain, railroad tracks and roadways.
  - Ensure economically feasible provision of services with available revenues.
- Policy LU.4.3 Cluster development at higher densities to protect natural resources and address site development constraint issues, including archaeological sites, access, traffic, emergency services, water and sewer availability, creek and tree protection, steep slopes, potential geologic hazards, grading impacts, view protection and protection of open space resources. (See also Goal LU.8 below.)
- Policy LU.7.3 Continue to strive for a balance between the number of jobs in the Pinole Planning Area and the number of housing units available for workers by encouraging and supporting policies and programs, mixed-use projects which provide both housing and employment opportunities, and the development of affordable housing.
- Action LU.7.3.1 Utilize the Three Corridors Specific Plan to identify sites that are appropriate for higher-density residential development and create greater opportunities for the creation of new jobs within mixed-use developments.

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- Policy LU.7.4 Encourage affordable housing production by allowing mixed residential/commercial projects. Proposed mixed-use projects should:
- Provide commercial uses primarily for residents of the project in which the establishment is located and for adjacent residences.
  - Limit commercial uses to the ground floor of a multi-story residential building or to single-story buildings.
  - Limit commercial uses to those that are compatible with residential.
  - Regulate signs through a planned sign program.
  - Protect residential uses from the noise and traffic generated by commercial establishments with landscaping, open space and other design features.
  - Develop a parking management strategy that balances parking demand with the objective of encouraging public transportation and pedestrian/bicycle circulation to minimize vehicle trips. This may include on-site, off-site and shared parking to provide sufficient parking for residents, employees and customers within convenient walking distance of the destination.
  - Provide an adequate amount of open space for use by any residents of the project. Such open space area should be designed to provide a private area for residents.
  - Use sustainable, green building practices such as the use of solar power or swales to help with stormwater runoff.
- Policy LU.8.3 Encourage development that provides jobs and new housing opportunities primarily through reuse of the former Doctors Hospital site and revitalizing existing retail and service commercial development by allowing a mix of uses and higher building intensities at the Appian 80 Shopping Center and in the areas south of Interstate 80. The intent of this policy is to support the following objectives:
- Capitalize on Appian Way's proximity to Interstate 80 as a convenient regional shopping area by upgrading existing development over time and attracting increasingly desirable commercial service providers.
  - Improve vehicular and pedestrian circulation and safety over time in and around Pinole Junior High School, existing commercial areas, and at the Interstate 80 interchange.
  - Improve streetscape design over time that establishes a more attractive and unique identity for the corridor within the region.
- Policy GM.4.2 **Regional Jobs/Housing Balance.** Consistent with the Land Use and Economic Development Element of the Pinole General Plan, encourage reasonable opportunity for people to live and work within west Contra Costa County.

Action GM.4.2.1 **Housing Element Programs.** In accordance with the General Plan's Housing Element, provide housing opportunities in a variety of structure and tenure types for all economic sectors and compositions of households to maintain a jobs/housing balance as a method of potentially reducing commute trip lengths.

In addition, Three Corridors Specific Plan Land Use Policy 3 requires the Specific Plan to encourage affordable housing consistent with the General Plan and Land Use Policies 8 and 9 promote mixed use office in proximity to transit and smaller retail and office space to encourage opportunities for small business. These policies, as well as land uses and development standards identified throughout the Three Corridors Specific Plan, are intended to promote an intensity of development that is appropriate in Pinole.

The proposed General Plan Land Use Element policies and associated actions, as well as the Specific Plan standards and guidelines, discussed above generally promote infill and redevelopment and direct growth toward existing transit, jobs, retail, and infrastructure. The policies also encourage clustering development at higher densities. These policies make maximum use of existing infrastructure to accommodate population and job growth, which minimizes impacts to the environment. The projected population growth for the proposed project is generally consistent with the existing projections by ABAG, and the anticipated jobs will reduce the existing jobs-to-housing deficit. By creating more jobs within the city, the need for commuting for employment and services is reduced, which in turn reduces vehicle miles traveled and creates an environmental benefit. Overall, the impacts associated with population and housing are **less than significant**.

### Mitigation Measures

None required.

### **Displacement of a Substantial Number of Persons or Housing (Standard of Significance 2 and 3)**

**Impact 4.2.2** Subsequent land use activities associated with implementation of the proposed project (General Plan Update, Three Corridors Specific Plan, and Zoning Code Update) would not result in the displacement of substantial numbers of housing units and/or persons. This is considered a **less than significant** impact.

### General Plan Update

Implementation of the proposed project would not directly displace housing units or people. The proposed project does, however, change land use designations, which could allow for redevelopment activities that could convert existing residential land uses to nonresidential uses. In addition, the General Plan Update would allow for future growth that could require new infrastructure or improvements to existing infrastructure, thereby resulting in the removal of some housing units. State and federal law requires just compensation for persons required to relocate as a result of redevelopment projects carried out by a city, particularly resulting from any projects that use federal or state funding. Any private development that may occur would pay the market price for any land or housing acquired for the development. Therefore, although displacement of persons or housing may result, just compensation would offset any cost-related effects. Furthermore, the General Plan Update designates additional areas for residential development and must provide for areas to accommodate affordable housing as part of meeting the City's RHNA. General Plan Update policies, and the Land Use Map, seek to ensure

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adequate housing by providing a variety of housing choices suitable for all economic segments of the city. In order to plan for the remaining RHNA, Pinole will rezone at least the minimum number of acres necessary to allow for housing and/or increase the density of housing allowed at sites, particularly to allow for sites to meet the need for housing for very low- and low-income households, which must be zoned to accommodate at least 20 dwelling units per acre. The proposed General Plan Update, along with the Zoning Code Update and Specific Plan process, are partially intended to remove as many barriers as possible from potential housing development projects. As such, the General Plan Update is not expected to result in an overall reduction of housing units or displacement of substantial numbers of persons. Therefore, impacts related to a substantial displacement of housing units or people as a result of implementing the proposed General Plan Update are considered **less than significant**.

### Three Corridors Specific Plan

Implementation of the proposed Three Corridors Specific Plan would consist of the revitalization of the San Pablo Avenue, Pinole Valley Road, and Appian Way corridors, which could include redevelopment of various urban uses and new or expanded infrastructure that could displace existing housing units. However, as the Three Corridors Specific Plan implements the proposed General Plan, redevelopment and infrastructure activities in the corridors would not result in any impacts beyond those analyzed for the proposed General Plan Update. Furthermore, the Three Corridors Specific Plan is intended to establish more housing choices within the city's commercial corridors and would thus not be expected to result in an overall reduction of housing units or displacement of substantial numbers of persons. The Specific Plan land use designations are not intended to force conversion of existing development and uses along the corridors, but to allow redevelopment to occur over time as land values increase and market conditions evolve. Therefore, impacts related to a substantial displacement of housing units or people as a result of implementing the proposed Three Corridors Specific Plan are considered **less than significant**.

### Zoning Code Update

Adoption of the updated General Plan would require amendments to the Zoning Code for consistency with the General Plan land use designations and various General Plan policies. The City therefore plans to update its Zoning Code as part of the proposed General Plan Update project. These updates would involve the deletion, addition, and modification of certain zoning districts and development standards in order to make the Zoning Code consistent with the updated General Plan (see Section 3.0, Project Description, for more details). These updates would not result in any development activities beyond those analyzed for the proposed GPU. Therefore, the Zoning Code Update would have an impact similar to that for the General Plan Update as discussed above.

### Proposed General Plan Policies and Action Items that Address the Displacement of a Substantial Number of Persons or Housing

The proposed General Plan does not include any policies and/or action items that address the displacement of substantial numbers of persons or housing.

The proposed Three Corridors Specific Plan does not include any policies that specifically address the displacement of substantial numbers of persons or housing. However, Section 6.0, *Land Use and Development Standards*, of the Three Corridors Specific Plan identifies goals, policies and objectives to create new residential development within the City rather than displacing substantial numbers of persons or housing. Specifically, Land Use Policies 1 and 2 provide for a variety of housing types throughout the Specific Plan areas and promote

residential units over commercial while Land Use Policy 4 ensures the development of “Opportunity Sites” with high quality mixed use or high density housing.

Mitigation Measures

None required.

**4.2.4 CUMULATIVE SETTING, IMPACTS, AND MITIGATION MEASURES**

CUMULATIVE SETTING

Regionally, the City of Pinole is located within western Contra Costa County in the Bay Area of California. This cumulative setting includes Contra Costa County and the proposed and approved projects listed in **Table 4.0-1** of this DEIR. While the City of Pinole is almost built out and the General Plan Update planning horizon does not anticipate adding more than 3,775 persons and 1,306 housing units by the year 2030, growth may continue to occur in other parts of the Bay Area. Particularly, other jurisdictions in the ABAG region may continue to increase residential and employment projections beyond the year 2030. Development in the region, as identified in Section 4.0, would change the intensity of land uses in the region and would provide additional housing, employment, shopping, and recreational opportunities, which could result in significant environmental effects. The reader is referred to the other technical sections of the DEIR for a complete analysis of the anticipated cumulative environmental effects of anticipated regional growth in combination with the proposed project.

CUMULATIVE IMPACTS AND MITIGATION MEASURES

**Cumulative Population and Housing Increases**

**Impact 4.2.3** Implementation of the proposed project (General Plan Update, Three Corridors Specific Plan, and Zoning Code Update) would not result in substantial population, housing, and employment increases in Contra Costa County and the Bay Area. This is considered a **less than cumulatively considerable** impact.

As identified under Impact 4.2.1, the proposed General Plan Update and associated project components would result in a population of 23,875 after buildout of the General Plan Update and its associated project components. ABAG projects that the city will have a population of 21,800 in 2030. While population growth resulting from buildout of the city's vacant land and opportunity sites would exceed ABAG's regional growth projections, this differential is not significant and does not significantly affect the projections made by ABAG as part of the regional growth planning effort. ABAG estimates that the population of Contra Costa County will increase to 1,255,300 by 2030. If population in the city were to exceed ABAG projections by 2,075, this would represent an increase of less than 1 percent of the county's projected population. Therefore, the contribution of the proposed project to regional cumulative population and housing impacts is considered **less than cumulatively considerable**. The cumulative effects of this growth on the environment are addressed in the other technical sections of this Draft EIR.

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### Proposed General Plan Policies and Action Items that Address Cumulative Population and Housing Increases

The proposed General Plan incorporates the following policies and action items that further minimize impacts associated with population, housing, and employment growth. Since these policies and action items have been described in detail in prior impact discussions for this section, the following is limited to only listing the policy and action item numbers.

#### **Land Use Element**

Policy LU.1.1; Policy LU.1.6; Policy LU.2.3; Action LU.2.3.1; Policy LU.4.3; Policy LU.7.3; Action LU.7.3.1; Policy LU.7.4; Policy LU.8.3

#### **Growth Management Element**

Policy GM.4.2; Action GM.4.2.1

In addition, Land Use Policies 1, 2, 3, and 4 of the Three Corridors Specific Plan provide will further reduce this impact as discussed under Impacts 4.2.1 and 4.2.2. Furthermore, Chapter 17.32, *Affordable Housing Requirements*, of the Zoning Code Update contains specific regulations to implement the City's Housing Element and to ensure that adequate affordable housing is providing in the city.

Implementation of the General Plan Update and its associated project components would ensure that vacant lands and opportunity sites within the Planning Area are developed only when necessary to provide for growth within the Planning Area. Though this would in turn allow for an increase in population, housing units, and employment in the City of Pinole, this increase is less than 1 percent of projected county growth in 2030 and is not substantial enough to have significant cumulative impacts on the region's growth and population projections. Therefore, this impact is considered **less than cumulatively considerable**.

### Mitigation Measures

None required.

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