

## **6.0 GROWTH INDUCING IMPACTS**

### **6.1 DEFINITION OF GROWTH INDUCING IMPACTS**

Section 15126.2(d) of the California Environmental Quality Act (CEQA) Guidelines requires that an Environmental Impact Report (EIR) describe the potential growth inducing impacts of a proposed project. Specifically, Section 15126.2(d) states:

“Discuss the ways in which the proposed project could foster economic development or population growth, or the construction of additional housing, either directly or indirectly, in the surrounding environment...Also discuss the characteristics of some projects which may encourage and facilitate other activities that could substantially affect the environment, either individually or cumulatively. It must not be assumed that growth in any area is necessarily beneficial, detrimental or of little significance to the environment.”

Direct growth-inducing impacts are generally associated with providing urban services and extending infrastructure to an undeveloped area. Extending services and facilities to an individual site can reduce development constraints for other nearby areas and can serve to induce further development in the vicinity. Indirect or secondary growth-inducing impacts consist of growth induced in the region by the additional demands for housing, employment, and goods and services associated with population increase caused by or attracted to new development.

### **6.2 GROWTH INDUCING IMPACTS RELATED TO THE PROPOSED PROJECT**

#### **6.2.1 REMOVAL OF IMPEDIMENTS TO GROWTH**

The majority of the East Area 1 Expansion Area is in active agricultural production (297 acres). The remainder of the project site is comprised of natural areas, manufacturing (packinghouse) and urban uses (e.g., ranch residences, roads and associated infrastructure). Urban infrastructure<sup>1</sup> located on-site is limited to small diameter water and natural gas pipes, septic systems, residential electric and phone service systems. None of the on-site or off-site service systems are capable of and/or have been sized to support urban land use intensities envisioned by the City’s General Plan for the East Area 1 Expansion Area or proposed Specific Plan. Moreover, implementation of the proposed project would introduce substantial amounts of urban development (residential (1,500 residences), light industrial (150,000 square feet), commercial (285,000 square feet) and civic (375,800 square feet)) in an area that is almost exclusively agricultural in nature and use. It would also generate an additional 5,275 persons and 1,035 new jobs.<sup>2</sup>

Urban development of this nature and intensity would require constructing considerable on- and off-site urban infrastructure and would include new roadways (signalization and streetlights) and access points (bridge crossing at Santa Paula Creek/Santa Paula Street), sewer (conveyance, force main and lift station), domestic water (wells, conveyance and storage), recycled water (conveyance), storm drains (conveyance and detention/debris basins). It would also require public services such as solid waste collection and public safety. In particular, the analysis contained within this EIR (see Section 4.13 (Public Services) determined that the proposed project would require, among other things, a fire station; fire engine; additional firefighters; a police substation; police vehicles/equipment; sworn police officers; and additional public employees.

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<sup>1</sup> Urban infrastructure refers to roads and utilities (e.g., sewer, water, electricity, natural gas).

<sup>2</sup> Stanley R. Hoffman Associates, Inc. – East Area One Specific Plan Fiscal Analysis of Annexation City of Santa Paula, August 20, 2007.

Providing new and/or expanded on- and off-site urban infrastructure and public services will encourage and facilitate growth within areas immediately adjacent to the project site, since these services (which were previously not available or limited) would be readily accessible. In particular, development of the East Area 2 Expansion Area<sup>3</sup> could be accelerated since the proposed project would include the construction of wastewater conveyance facilities (lift station and force main) capable of accommodating the land use densities and intensities proposed in the City's General Plan for this area (see Section 4.15 and Appendix O (Domestic Sewer Report) of this EIR for a detailed discussion of infrastructure sizing related to East Area 2).<sup>4</sup> The proposed project's removal of impediments to growth would be growth-inducing and therefore, a significant impact.

## 6.2.2 ECONOMIC GROWTH

Employment characteristics based on U.S. Census are presented in Table 6.1-1. According to the 2000 U.S. Census, there were 11,213 persons 16 years and over in the City of Santa Paula labor force. As shown in Table 6.1-1, City residents are engaged in a variety of occupations, with the sales and office sector being the largest occupational category. According to the State of California Employment Development Department, Santa Paula has the second highest unemployment rate in the County (November 2006) at 6.8 percent, compared to a Countywide rate of 4.4 percent.

**TABLE 6-1  
SANTA PAULA EMPLOYMENT BY OCCUPATION**

<b>JOB CATEGORY</b>	<b>BOTH SEXES</b>	<b>MALES</b>	<b>FEMALE</b>
Management, professional, and related occupations	2,036	941	1,095
Service occupations	1,628	782	846
Sales and office occupations	3,098	1,003	2,095
Farming, fishing, and forestry occupations	1,291	1,139	152
Construction, extraction, and maintenance occupations	1,253	1,180	73
Production, transportation, and material moving occupations	1,907	1,492	415
<b>Total Employed Persons 16 Years and Over</b>	<b>11,213</b>	<b>6,537</b>	<b>4,676</b>

Source: 2000 Census.

According to the Southern California Association of Governments (SCAG), in 2000 there were approximately 7,918 jobs within the City of Santa Paula and approximately 8,186 jobs in 2005, which represents an increase of 3.4 percent from 2000.

Currently, the project site employs a total of three fulltime employees. Seasonal workers are also employed (generally one dozen) on an as needed basis. The packinghouse is currently inactive and does not have any fulltime employees.

<sup>3</sup> The City's General Plan proposes the following land uses for the East Area 2 Expansion Area: (1) 50 acres/highway commercial, 544,500 square feet, 0.25 floor area ratio (FAR); (2) 55 acres/light industrial/research & development, 718,740 square feet, 0.30 FAR; and (3) 31 acres/ industrial, 337,590 square feet, 0.25 FAR. Source: City of Santa Paula General Plan, Table LU-5 (1998).

<sup>4</sup> Note: The planning timeframe for the City's General Plan is 2020. The City's General Plan assumes that land uses envisioned for the East Area 2 Expansion Area (located adjacent to East Area 1) will be constructed within this timeframe. Given the proximity of East Area 2 to the proposed project and the fact that the current build out timeframe is assumed to be 2020, the *East Area 1 Domestic Sewer Report* (Hewitt-Zollars, April 2007) analysis evaluated land use assumptions proposed for both Expansion Areas. This was undertaken to ensure that proposed sewer lift station associated with East Area 1 would be compatible with future infrastructure sizing, treatment and capacity needs of East Area 2. Source: *East Area 1 Domestic Sewer Report* (Hewitt-Zollars, April 2007), Figure 6.

According to the 2000 U.S. Census, there were 348,338 persons 16 years and over in the County of Ventura labor force. As shown in Table 6.1-2, County residents are engaged in a variety of occupations, with the management, professional and related occupations sector being the largest occupational category.

**TABLE 6-2  
COUNTY OF VENTURA EMPLOYMENT BY OCCUPATION**

<b>JOB CATEGORY</b>	<b>BOTH SEXES</b>	<b>MALES</b>	<b>FEMALE</b>
Management, professional, and related occupations	127,157	68,785	58,372
Service occupations	46,762	22,597	24,165
Sales and office occupations	95,006	35,975	59,031
Farming, fishing, and forestry occupations	10,869	8,298	2,571
Construction, extraction, and maintenance occupations	28,589	27,546	1,043
Production, transportation, and material moving occupations	39,955	29,032	10,923
<b>Total Employed Persons 16 Years and Over</b>	<b>348,338</b>	<b>192,233</b>	<b>156,105</b>

Source: 2000 Census.

According to the SCAG, in 2000 there were approximately 337,247 jobs within the County of Ventura and approximately 346,770 jobs in 2005, which represents an increase of 2.8 percent from 2000.

Temporary short-term construction jobs would be created during the implementation of the proposed Specific Plan (anticipated to be constructed in four phases over a 10 year period). The number and type of jobs will fluctuate over time depending on the type and size of future development projects under construction on the Specific Plan site. However, the exact number of construction jobs cannot be estimated at this time.

The proposed Specific Plan is expected to result in the generation of approximately 1,035<sup>5</sup> jobs on-site. Currently, there is a lack of non-agricultural and private commercial jobs in the City. Nearly one-third of the employment workforce work for the City of Santa Paula, and over 7,000 residents commute to jobs located outside of the City.<sup>6</sup> The provision of these jobs will provide more job opportunities to City of Santa Paula residents and would be anticipated to result in economic expansion.

In addition to the direct on-site jobs generated by the proposed project, new residents and employees in the project would also be expected to generate additional employment due to household and employee expenditures for goods and services in the City and larger region. However, at this time it would be speculative to estimate the number and type of employees that might be supported by this additional spending.

Finally, new spending and employment generated by the project will produce secondary or multiplier effects as business benefiting from direct expenditures purchase goods and services in the City and larger region to support their business activity. Again, at this time it would be speculative to estimate the number and type of employees that might be supported by this additional spending.

Overall, the proposed project could induce (1) temporary construction employment during project buildout; (2) direct on-site employment in the proposed commercial and industrial development; and (3) direct and indirect off-site employment from new project household and employee spending in the

<sup>5</sup> Stanley R. Hoffman Associates, Inc. – East Area One Specific Plan Fiscal Analysis of Annexation City of Santa Paula, August 20, 2007.

<sup>6</sup> City of Santa Paula General Plan, 1998, page LU-10.

City and larger region. These effects would result in additional jobs and contribute to both local and regional economic activity. As noted in (see Section 6.2.3.1 below), these activities would assist the County of Ventura and the region as a whole, achieve its projected jobs/housing balance. Therefore, impacts associated with the economic growth are beneficial.

6.2.3 POPULATION AND HOUSING GROWTH

Santa Paula has experienced modest population growth over the past forty years in comparison to most other Ventura County cities. As of January 2000, Santa Paula was the fourth smallest city of the ten Ventura County cities. According to the State Department of Finance (DOF) it had an estimated population of approximately 27,255. However, the U.S. Census Bureau indicates that the City's 2000 population was 28,598 persons.<sup>7</sup>

According to the DOF, the City of Santa Paula's population as of January 2006 was 29,133, which represents an increase of 6.9 percent from 2000. No population estimates for the City's 2006 population are available from the U.S. Census Bureau.<sup>8</sup> The DOF also indicates that the City's persons per household as of January 2006 was 3.515 (rounded to 3.52), 0.441 higher than the County average. However, the U.S. Census Bureau estimated the City's 2000 household ratio at 3.49 persons.<sup>9</sup>

Housing and household characteristics based on DOF are presented in Table 6.1-3. According to the DOF, as of January 2006, the City of Santa Paula had 8,425 housing units, 5,769 of which (68%) were single-family homes.

TABLE 6-3  
SANTA PAULA HOUSING INFORMATION (JANUARY 2006)

TOTAL HOUSING UNITS	HOUSING UNITS						PERSONS PER HOUSEHOLD	
	SINGLE		MULTIPLE		MOBILE HOMES	OCCUPIED		% VACANT
	DETACHED	ATTACHED	2 TO 4	5 PLUS				
8,425	5,038	731	778	1,091	787	8,219	2.45	3.515

Source: State Department of Finance, 2006.

Currently, the project site contains agricultural uses and nine residential units which house existing ranch employees.

Implementation of the proposed project would result in the construction of 1,500 residential dwelling units and 100 assisted living units (which are considered commercial land uses). These dwelling units could accommodate a population of up to 5,275 people.<sup>10</sup> The addition of these new residents would increase the City's population to 34,408 people. This population increase represents an 18.1 percent increase over the existing population (2006).

<sup>7</sup> Source: U.S. Census Bureau, 2007: <http://quickfacts.census.gov/qfd/states/06/0670042.html> accessed August 30, 2007.

<sup>8</sup> Note: The U.S. Census Bureau indicates that the City's 2003 population was 28,879 persons. Source: U.S. Census Bureau, 2007: <http://quickfacts.census.gov/qfd/states/06/0670042.html> accessed August 30, 2007.

<sup>9</sup> Source: Ibid.

<sup>10</sup> Note: Population totals are based upon the following assumptions: 1,430 dwelling units times 3.52 persons per unit, 70 work/live units times 2.00 persons per unit, and 100 assisted living units times 1.0 persons per unit. Estimated average persons per household of 3.52 are based upon Department of Finance, January 1, 2006 estimates, except for Work/Live and Assisted Living.

According to the 2004 SCAG housing projections for 2020 (the proposed project's build-out date), there are 10,527 households that are projected for the City of Santa Paula and 303,596 for the County of Ventura. This is 2,102 dwelling units more than the 2006 DOF estimate for the City, and 33,009 dwelling units more for the County. The construction of 1,500 dwelling units will represent 76 percent of the housing growth between 2006 and 2020 for the City and five percent for the County. Although the proposed project is consistent with SCAG housing estimates, the project will account for the majority of housing growth in the City of Santa Paula between now and the build-out date.

The construction of residential land uses would directly contribute to population growth within an existing non-urbanized area. In addition, the proposed project could also indirectly induce additional population growth in adjacent areas due to the provision of urban infrastructure and services necessary to support the project. However, it should be noted that this growth has been planned for and considered in the City's General Plan and would occur within a proposed urban expansion area. Therefore, impacts associated with population and housing growth are less than significant.

### 6.2.3.1 Consistency with Regional Housing Needs Assessment and Jobs-Housing Balance

#### Regional Housing Needs Assessment

Government Code § 65844 requires the California Department of Housing and Community Development to provide its determination of the region's projected housing needs to the Southern California Association of Governments (SCAG). In turn, SCAG is responsible for allocating this projected need for its six county planning area. On July 12, 2007 the SCAG Regional Council adopted the Final Regional Housing Needs Assessment (RHNA) Plan for the planning period covering January 1, 2006 through June 30, 2014. The allocation for the City of Santa Paula is contained in Table 6.1-4.

**TABLE 6-4  
SCAG REGIONAL HOUSING NEED ALLOCATION PLAN  
FOR THE CITY OF SANTA PAULA**

CATEGORY	SCAG ALLOCATION	PERCENTAGE	BUILT OR APPROVED	REMAINING
Very low income households	453	20.2	109 <sup>1</sup>	344
Low income households	390	17.4	13	377
Moderate income households	462	20.6	40	422
Above moderate income households	936	41.8	10	926
Total	2,241	100	172	2,069

Source: Southern California Association of Governments (2007) and City of Santa Paula Planning Department (2007).

<sup>1</sup>Note: Total includes 75 very low income households and 32 extremely low income households.

As shown in Table 6.1.4, the City has a remaining shortfall of 2,069 residential units, per SCAG's RHNA Plan. Implementation of the proposed project would assist the City in meeting some of this shortfall, since housing for a variety of income categories would be available. In addition, the SPMC requires that the developer either provide inclusionary housing as required by the SPMC or develop an inclusionary housing plan for City approval. Preparation of an Inclusionary Housing Plan would provide greater detail concerning the exact number of affordable housing units provided by the proposed project. Based upon current valuation

assumptions prepared for the proposed project,<sup>11</sup> the residential product mix ranges from and estimated \$769,000 (single-family detached unit) to \$250,000 (work-live unit). Implementation of the proposed project would result in a beneficial impact related to the City's ability to meet its regional housing needs assessment requirements, per SCAG's RHNA.

### Jobs/Housing Balance

In 2001, SCAG prepared a report entitled *The New Economy and Jobs/Housing Balance in Southern California* (April 2001) ("Report"). The information and recommendations contained within the report were intended to "spur debates on how to better balance jobs with housing in the region." In addition, it was also prepared to "assist subregions and individual jurisdictions in the Southern California Association of Governments' (SCAG) region in their respective planning efforts to address the issue of jobs/housing balance."

SCAG defines the balance between jobs and housing as "a provision of an adequate supply of housing to house workers employed in a defined area (i.e., a community or subregion)." In addition, SCAG defines the jobs-housing balance as "an adequate provision of employment in a defined area that generates enough local workers to fill the housing supply." Within Ventura County the major employment centers are located along the State Route 101 freeway corridor or approximately 13 miles west of the East Area 1 project site. The analysis contained within the report indicates that Regional Statistical Area (RSA) in which the project site is located (RSA 2) is currently (1997 estimate) considered "housing rich." However, by 2025 RSA 2 is anticipated to become "jobs rich."

The current (1997) regional average ratio of jobs to households is 1.25 jobs per household (a household is defined as an occupied housing unit). Therefore, jobs/housing balance for this region can be defined as an area extending about 14 miles around an employment center with a ratio between jobs and household on the order of 1.0-1.29 jobs per household. This ratio is the current (1997) range of jobs/housing ratios for the middle 20 percent of the SCAG region. Job centers vary by size and are not evenly dispersed throughout the region, and congestion and average commute times also vary by location (and will change in the future). However the area or "commute shed" is defined, if it has a jobs to household ratio that significantly differs from the 1.0 to 1.29 standard, than it can be considered out of balance.

SCAG determined that the 1997 jobs to housing ratio for the City of Santa Paula was 0.9, while the ratio for the County was 1.26. Based upon the definitions contained above, the City's ratio was considered low, while the County's average was slightly above the region's average. Utilizing SCAG's ratio of 1.0 to 1.29 jobs per household, the project would need to generate from 1,500 to 1,935 jobs in order to be considered "in balance."<sup>12</sup> As noted in Section 4.16 (Population & Housing) of this EIR, the proposed project's non-residential land uses (i.e., 435,000 square feet of neighborhood commercial, light industrial and civic uses) is anticipated to generate a total of 1,035 jobs. Accordingly, the Project would not be "balanced," according to SCAG's methodology, and would result in a jobs shortfall ranging from 465 to 900 jobs.

However, it should be noted that the proposed project would be built in four phases, taking some ten (10) years to complete.<sup>13</sup> Although market conditions could affect the phasing and implementation schedule, it is anticipated that approximately 32 percent (140,000 square feet) of the total non-residential

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<sup>11</sup> Source: Stanley R. Hoffman Associates, Inc. – East Area One Specific Plan Fiscal Analysis of Annexation City of Santa Paula, August 20, 2007 (Table 2-8).

<sup>12</sup> Note: The total jobs required was based upon the following calculation: 1.0 and 1.29 jobs respectively, multiplied by 1,500 residential dwelling units planned for the proposed project.

<sup>13</sup> Note: Phase I of the proposed project is anticipated to be completed by 2010 while Phase IV would be completed by 2020.

land uses would be in place by year five of the preliminary phasing plan.<sup>14</sup> During this same five year period approximately 43 percent (650 dwelling units) of the total residential uses could be built. During the remaining five years of the project the outstanding balance of non-residential (295,000 square feet) and residential uses (850 dwelling units) would be constructed.<sup>15</sup>

This phased development approach is notable since it would coincide with the general timeframe identified by SCAG in which RSA 2 and Ventura County as a whole are anticipated to become “job rich” by 2025. The phased development would contribute to this overall beneficial trend. Moreover, it would allow for a gradual integration of the housing and employment created by the proposed project into the existing Ventura County employment centers. Additionally, the employment component would also be anticipated to reduce the overall jobs/housing balance for the City of Santa Paula specifically and RSA 2 generally, since some of those persons which currently commute outside of these areas may occupy jobs created by the project’s non-residential land uses. It is anticipated that the jobs shortfall which would result from the proposed project could reasonably be expected to be accommodated by the County’s existing or future employment centers, although some persons would likely continue to have to commute to “job rich” areas located within adjacent counties. Therefore, impacts associated with jobs/housing balance are less than significant.

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<sup>14</sup> Source: Stanley R. Hoffman Associates, Inc. – East Area One Specific Plan Fiscal Analysis of Annexation City of Santa Paula, August 20, 2007 (Table 2-3).

<sup>15</sup> Ibid.