

3.2 POPULATION, EMPLOYMENT, AND HOUSING

This section addresses the potential impacts of the proposed Phillip Road Project with respect to population, employment, and housing in the City of Roseville. Additional analysis of potential growth inducement caused by the project is presented in Section 5.1, "Growth-Inducing Impacts," of this Draft EIR.

No comment letters regarding population, employment, and housing were received in response to the notice of preparation (see Appendix A).

3.2.1 Regulatory Setting

FEDERAL

No federal plans, policies, regulations, or laws related to population, employment, and housing are applicable to the project.

STATE

State law requires each local government in California to adopt a comprehensive, long-term general plan for the physical development of its city or county, and the housing element is one of seven mandated elements of the general plan. Housing elements address the existing and projected housing needs of all economic segments of the community.

State law sets out a process for determining each local jurisdiction's fair share of regional housing needs (e.g., California Government Code section 65584). As a first step in the process, the California Department of Housing and Community Development assigns each regional council of governments a required number of new housing units for that region, including affordable housing. The council of governments (the Sacramento Area Council of Governments [SACOG] in the project area), in turn, allocates the region's share to cities and counties in the region. SACOG is discussed further below as a local agency.

LOCAL

City of Roseville 2035 General Plan

The City of Roseville 2035 General Plan (General Plan) establishes long-range development policies, provides a basis for judging whether private development proposals and public projects are in harmony with the policies, and guides public agencies and private developers in designing projects that are consistent with City policies.

The pace of development within Roseville is influenced by policies and implementing actions of the General Plan. In addition, outside factors influence development and growth within the City including global, national, state, and regional economic conditions; federal budget and regulatory actions; state budget allocations, relevant policy direction, and regulatory actions; perceptions about the quality of life in the region; and housing costs, demographic trends, and community character. While it is difficult to accurately predict the amount and pace of long-term development given the influence of outside factors, the City provides estimates for future development to guide goals and policies within the General Plan, which are shown in Table 3.2-1.

With buildout of the General Plan in 2035, Roseville is estimated to have a total population of approximately 198,000, with approximately 75,200 dwelling units, 60 million square feet of non-residential building square footage, and between 120,000 and 150,000 local jobs (City of Roseville 2020).

Table 3.2-1 Existing (2016) and Future Development in the City of Roseville

Development Factor	2016	2035
Dwelling Units	52,900	75,200
Population	135,800	198,000
Non-Residential Square Footage	33,000,000	60,000,000
Jobs	82,000	120,000 to 150,000
Jobs to Dwelling Units	1.55	1.6 to 2

Source: City of Roseville 2020.

The City of Roseville General Plan sets guidelines for managing land use change within Roseville (City of Roseville 2020). The Land Use Element contains policies that are intended to promote a beneficial jobs/housing balance. This balance is based on the number of residents that commute, the transportation mode used for that commute, and the commute distance and time required. The relationship between jobs and housing is affected by local employment opportunities, household incomes, housing prices, and non-residential lease rates and land costs. The following policies are applicable to the project:

Community Form: Jobs/Housing and Economic Development

- ▶ **Policy LU5.1** Implement a land use mix and pattern of development that provides linkages between residents' jobs and local employment-generating uses, facilitates a match between the number and type of local jobs and the local labor force, and maintains the fiscal viability of the City.
- ▶ **Policy LU5.6** Maintain land use patterns, intensities, and densities that ensure an adequate supply of land for office, commercial, industrial, and other employment-generating development.
- ▶ **Policy LU5.7** Support activities that attract employment uses to the City, as identified in the Economic Development Strategy.

Growth Management - General

- ▶ **Policy LU8.4** The City shall accommodate projected population and employment growth in areas where the appropriate level of public infrastructure and services are planned or will be made available concurrent with development.
- ▶ **Policy LU8.6** The City shall oppose urban density residential, commercial, or industrial development in unincorporated areas unless adequate public facilities and services can be provided and mechanisms to ensure their availability and provision are secured during the land use entitlement process. It is the City's preference that urban development occur within incorporated areas.

City of Roseville 2021 Housing Element

The City of Roseville 2021 General Plan Housing Element (Housing Element) identifies and analyzes existing and projected housing needs within Roseville to preserve, improve, and develop housing for all economic segments of the community (City of Roseville 2021). The Housing Element also includes goals for long-term development of housing in Roseville. There are no housing policies that are applicable to the project.

Regional Housing Needs

As stated above, SACOG prepares the Regional Housing Needs Plan (RHNP) for the Sacramento region to determine potential locations for future housing stock based on projected population growth, employment trends, and development suitability. The RHNP allocates to SACOG cities and counties their "fair share" of the region's projected housing needs. The City of Roseville's published Regional Housing Needs Allocations (RHNA) for the planning period (2021 through 2029) projected a need for the construction of an additional 12,066 housing units, allocated as follows: 3,855 very low-income units, 2,323 low-income units, 1,746 moderate income units, and 4,142 above moderate-income units (SACOG 2020: 4-11).

City of Roseville Economic Development Strategy

The City of Roseville Economic Development Strategy (Economic Development Strategy) is a five-year plan that outlines a framework for economic growth within Roseville (City of Roseville 2022). The Economic Development Strategy establishes goals and strategies for capturing and expanding business investment and focuses on partnerships, sharing resources, and building on competitive advantages. Specifically, goals and actions provided in the Development Environment strategic area aims to “increase or maintain resources dedicated to infrastructure that contributes to economic development and neighborhood quality,” and to “explore utility-specific economic development programs and solutions to support development and investment.”

3.2.2 Environmental Setting

POPULATION

Population and Population Growth

The project is located in the City of Roseville, which is the largest city within Placer County. The California Department of Finance (DOF) estimates the City’s current population to be 158,494 (DOF 2025). Table 3.2-2 illustrates the City’s increase in population over the past 20 years using data from the US Census. Between 2000 and 2010, the City’s population increased significantly (49 percent). Population growth continued to increase at a slower pace between 2010 and 2019, following the 2008 housing crisis during which time Roseville experienced a substantial slowdown in residential development. Between 2010 and 2019, the population continued to grow, but at a slower rate (19 percent). There continues to be a similar upward trend in population growth between 2019 and 2023 (12 percent).

While growth was slower between 2010 and 2023, Roseville has experienced a generally steady population growth in the past two decades, which can be attributed to a strong economy and development in the City’s specific plan areas (City of Roseville 2020). While the project site is not within a specific plan, immediately to the east is the Creekview Specific Plan area; to the south, along the southern edge of the project site, is the West Roseville Specific Plan area; and to the northeast is Amoruso Ranch Specific Plan area.

Table 3.2-2 City of Roseville Population Growth (2000-2023)

Year	Population
2000	80,092
2010	119,335
2019	141,492
2023	159,126
Population Growth	
Year	Population change (%)
2000 - 2010	49
2010 - 2019	19
2019 - 2023	12

Sources: US Census 2000, 2010, 2019, 2023.

Planned Population Density

Development in accordance with the General Plan would result in a population density that is expected to be distributed in a relatively even manner throughout the City’s planning area. With buildout of the General Plan, the population is estimated to notably rise, an increase of approximately 46 percent from previous pre-buildout estimates (City of Roseville 2020: II-23).

HOUSING

Housing Occupancy

Housing occupancy generally increased within Roseville from 2010 to 2023. As shown in Table 3.2-3, the number and percentage of occupied housing units increased in 2023 compared to 2010. As of 2023, the City had 1,939 vacant housing units.

Table 3.2-3 Housing Occupancy in the City of Roseville (2010-2023)

Household size	2010		2019		2023	
	Number	Percentage	Number	Percentage	Number	Percentage
Occupied housing units	44,079	91.2	53,093	94.0	61,142	96.8
Vacant housing units	4,253	8.8	3,401	6.0	1,939	3.2
Homeowner vacancy rate	3.7	—	0.0	—	0.7	—
Rental vacancy rate	9.4	—	6.7	—	5.5	—

Sources: US Census 2010, 2019, 2023.

Jobs/Housing Balance

The jobs/housing balance is defined as the ratio of the number of jobs to the number of housing units in an area. Jobs and housing are balanced when there are an equal number of employed residents and jobs in an area, with a ratio of approximately 1.0. The relationship between jobs and housing is affected by local employment opportunities, household incomes, housing prices, and non-residential lease rates and land costs. The Land Use Element of the General Plan also contains policies to guide the jobs/housing balance within the City, as described above. The jobs to dwelling units ratio is 1.55, which means there are 1.55 jobs for every housing unit, and is estimated to increase to 1.6 to 2.0 with buildout of the General Plan in 2035 (City of Roseville 2020).

EMPLOYMENT

Unemployment Rate

As shown in Table 3.2-4, the unemployment rate within Roseville decreased from 11.3 percent to 3.7 percent between 2010 and 2025. This unemployment pattern mirrored the state’s unemployment rate drop from 12.8 percent to 5.3 percent.

Table 3.2-4 Unemployment Rates in the City of Roseville and California (2010-2025)

Year	California			City of Roseville		
	2010	2019	2025	2010	2019	2025
Unemployment Rate (%)	12.8	5.1	5.3	11.3	3.4	3.7

Sources: US Census 2010, 2019; Bureau of Labor Statistics 2025; EDD 2025.

Employment by Industry

As shown in Table 3.2-5, the educational services, health care, and social assistance industry employed the most individuals (24.6 percent) within Roseville in 2023. The other main industries in the City include public administration (7.8 percent); retail trade (11.1 percent); finance and insurance, real estate, and rental and leasing (8.9 percent); and professional, scientific, management, and administrative and waste management services (11.9 percent).

Between 2010 and 2023, employment ratios remained fairly similar across industries even though the total workforce increased by 22,026 individuals. Professional, scientific, management, and administrative and waste management services jobs increased the most (6.1 percent) between 2010 and 2023; followed by public administration jobs (2.4 percent); and educational services, health care, and social assistance jobs (1 percent).

Table 3.2-5 Employment by Industry in the City of Roseville (2010-2023)

Industry	2010		2019		2023	
	Number	Percent	Number	Percent	Number	Percent
Agriculture, forestry, fishing and hunting, and mining	0	0.0	148	0.2	310	0.4
Construction	2,716	5.1	2,288	3.2	4,345	5.7
Manufacturing	3,690	6.9	4,333	6.1	4,935	6.5
Wholesale trade	1,131	2.1	2,459	3.5	1,654	2.2
Retail trade	7,109	13.2	8,570	12.1	8,385	11.1
Transportation and warehousing, and utilities	3,106	5.8	3,137	4.4	4,285	5.7
Information	1,589	3.0	1,286	1.8	2,323	3.1
Finance and insurance, real estate, and rental and leasing	5,932	11.0	7,986	11.2	6,778	8.9
Professional, scientific, management, and administrative and waste management services	6,180	5.8	9,246	13.0	9,027	11.9
Educational services, health care, and social assistance	12,702	23.6	16,617	23.4	18,674	24.6
Arts, entertainment, recreation, and accommodation and food services	3,938	7.3	4,974	7.0	5,427	7.2
Other services, except public administration	2,730	5.1	4,056	5.7	3,675	4.9
Public administration	2,914	5.4	5,950	8.4	5,945	7.8
Total workforce ¹	53,737	100	71,050	100	75,763	100

¹ The total workforce is composed of the civilian employed population 16 years and over.

Sources: US Census 2010, 2019, and 2023.

3.2.3 Environmental Impacts and Mitigation Measures

METHODOLOGY

The population, employment, and housing analysis relies on technical data from the 2000–2019 and 2023 Census, 2010–2019 American Community Survey (e.g., population, housing, growth rates, and income levels), 2025 Bureau of Labor Statistics, 2025 Employment Development Department, and the General Demographic Data Characteristics, as well as applicable elements and policies from the City of Roseville General Plan.

The analysis focuses on the population growth expected from buildout of the proposed project. As described in Chapter 2, "Project Description," the project's innovation and commercial uses are expected to generate 910–980 jobs and the project's residential component would provide housing for 1,550–1,650 residents at full buildout. Additionally, 75–125 temporary construction workers would be on-site throughout project construction.

THRESHOLDS OF SIGNIFICANCE

Thresholds of significance are based on Appendix G of the State CEQA Guidelines. The project would cause a significant impact related to population, employment, and housing if it would:

- ▶ induce substantial unplanned 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 people or homes, necessitating the construction of replacement housing elsewhere.

ISSUES NOT DISCUSSED FURTHER

The project would not remove any existing housing and would not displace any people or housing. The project would be located on approximately 241 acres of undeveloped grazing land owned by the City. No housing is present on the project site and, thus, none would be displaced with implementation of the project. Therefore, the project would not displace existing people or homes, requiring the construction of replacement housing elsewhere. This issue is not discussed further.

ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

Impact 3.2-1: Potential to Induce Substantial Unplanned Population Growth

The project involves the development of a mix of land uses that would generate new jobs and housing in Roseville, which could lead to direct population growth. The project's innovation and commercial uses are expected to generate 910–980 jobs and the project's residential component would provide housing for 1,550–1,650 residents. This population and employment growth has been planned for in the City of Roseville General Plan and the project would help fulfill the City's RHNA, which calls for the construction of 12,066 housing units over the 9-year planning period (2021 through 2029). To support this planned growth, the project would require the extension of existing infrastructure and development of new infrastructure; however, off-site infrastructure improvements would serve the project's access and utility requirements, and would not substantially create opportunities for other development in a way that could induce substantial population growth. For these reasons, the project would have a **less-than-significant** impact related to unplanned population growth.

The project involves the development of a mix of land uses that would generate new jobs and housing in Roseville, which could lead to direct population growth. Additionally, the project would generate temporary jobs during construction. This growth and its resulting impacts are described below.

Construction-Related Growth

As described in Chapter 2, "Project Description," project construction would be conducted over multiple phases of development. For any given phase, there would be a range of 75–125 construction workers for a given shift. As shown in Table 3.2-5, Roseville had 4,345 people employed in the construction industry as of 2023. This would be sufficient to meet the demand for 75–125 temporary construction workers that would be generated by the project. As shown in Table 3.2-3, the city's housing availability could absorb construction workers during project construction. Further, construction employees would likely include some commuters from other nearby communities outside Roseville, but within the region. Therefore, the project's anticipated construction labor force would be fulfilled by residents currently living in the region and would not result in substantial increased housing demand in the region. Furthermore, even if some construction workers from outside the region were employed at the project site, construction workers typically do not change residences when assigned to a new construction site, and substantial permanent relocation of these workers to the area is not anticipated. Therefore, the project would not be expected to generate a need for substantial additional housing in Roseville during construction. Because of these conditions, the project would not result in substantial unplanned population growth during construction.

Residential and Employment Growth

As discussed above, the project would be developed in phases, with full buildout anticipated in 2038. At buildout, the project would result in 664 new housing units, for a population growth of 1,550–1,650 residents. One of the primary objectives of the project is to build a comprehensively planned community with a mix of land uses and a range of residential densities to create a balanced community. Other related objectives include supporting the City of Roseville's desire to create a job-housing balance and providing high-quality employment generating uses in western Roseville; providing housing options in varying densities to respond to a range of market segments, including opportunities for affordable housing consistent with the City's General Plan; and providing a variety of housing options to help the City meet its RHNA obligations. Development of the project would help fulfill the City's RHNA, which calls for the construction of 12,066 housing units over the 9-year planning period (2021 through 2029) within the City (SACOG 2020: 4-11). Additionally, the project's multi-family units would be designated as affordable housing units.

With buildout of the General Plan in 2035, Roseville is estimated to have a total population of approximately 198,000, with approximately 75,200 dwelling units, 60 million square feet of non-residential building square footage, and between 120,000 and 150,000 local jobs (City of Roseville 2020). The project would include 664 new housing units, for a population growth of 1,550–1,650 residents. The project would also include 1,011,032 square feet (sf) of innovation center uses, 20,925 sf of medical offices, and 30,084 sf of retail uses. This would generate 910–980 jobs, including 825–875 innovation jobs, 30–45 medical office jobs, and 50–60 retail jobs (see Table 2-7 in Chapter 2, “Project Description”). The total increase of 664 housing units, 1,550–1,650 residents, and 910–980 jobs would be well within the population, housing, and employment projections of the General Plan.

Jobs and housing are balanced when there are an equal number of employed residents and jobs in an area, with a ratio of approximately 1.0. The project would generate more jobs than housing units (910–980 jobs and 664 housing units). This would result in a jobs-to-housing ratio of 1.37 to 1.47 for the project, making it jobs-rich. This is less than the 2016 jobs-to-housing ratio of 1.55 for the City as a whole, and also less than the City’s General Plan projection of 1.6 to 2.0 with buildout of the General Plan in 2035. This jobs-housing ratio would help balance the current land-use mix in the City, by providing more jobs than housing units.

The project would create additional permanent employment opportunities for residents of Roseville and surrounding areas, which would aid in improving the City’s job market. As of 2025, the unemployment rate in the City was 3.7 percent, which is significantly lower when compared to the unemployment rate of 11.3 percent in 2010 (Table 3.2-4). Within the City, there are 9,027 workers employed in the professional, scientific, management, and administrative and waste management services industry, which is the fastest growing and second largest industry in the City (Table 3.2-5). Additionally, there are 18,674 workers employed in the educational services, health care, and social assistance industry and 8,385 workers employed in the retail trade industry (Table 3.2-5). As noted above, the project would generate jobs for 910–980 workers, including 825–875 innovation workers, 30–45 medical office workers, and 50–60 retail workers (see Table 2-7 in Chapter 2, “Project Description”). This amounts to 9.1–9.6 percent of the total professional, scientific, management, and administrative and waste management services workers; 0.1–0.2 percent of the total educational services, health care, and social assistance workers; and 0.5–0.7 total retail trade workers employed in Roseville, as of 2023. It is anticipated that the project would likely draw largely from the local employment pool, including the unemployed.

As of 2023, the City had 1,939 vacant housing units, which is a vacancy rate of 3.2 percent (Table 3.2-3), indicating that there is not a substantial shortage in housing in Roseville. Three specific plan areas (the Creekview Specific Plan, the West Roseville Specific Plan, and the Amoruso Ranch Specific Plan) are each located near the project site. Immediately to the east of the project site is the Creekview Specific Plan area, which is planned to accommodate 2,011 residential units at buildout. To the south, along the southern edge of the project site, is the future extension of Blue Oaks Boulevard and the West Roseville Specific Plan area, which will include 9,496 residential units. To the northeast, south of West Sunset Boulevard and approximately 1.5 miles west of Fiddymont Road, is the Amoruso Ranch Specific Plan area, which will include 2,827 residential units. It is not possible at this time to predict the residential location of future employees of the project. It is possible that the jobs generated by the project could draw employees from outside of Roseville. However, given the existing number of workers within Roseville and the future buildout of the various specific plan areas within the City, the project would not contribute to substantial unplanned population growth.

Extension of Infrastructure

The project would require the extension of existing infrastructure and development of new infrastructure. Off-site improvements would include the extension of Blue Oaks Boulevard along the southern frontage of the project. Blue Oaks Boulevard would be constructed in phases, as described in Chapter 2, “Project Description.” Ultimately, Blue Oaks Boulevard will consist of six travel lanes, with bike lanes on each side, a median, curb and gutter, and detached sidewalk on both sides of the road. Extending and widening Blue Oaks Boulevard was identified as a capital improvement project in the City’s 2035 General Plan Update EIR. Improvements would also be made to Phillip Road along the western frontage of the project. Phillip Road would be constructed as an Industrial Street containing two drive lanes with curb and gutter, and a sidewalk along the east side of the road.

Water, recycled water, wastewater, stormwater, and electrical infrastructure would also be extended to support operation of the project. The project includes construction of an electrical substation to provide the additional 44

MW of power needed for the project. The infrastructure improvements would be sized to serve the project's transportation, circulation, and utility requirements, and would also be sized to serve the proposed Roseville Environmental Utilities Operations Center project (not yet approved, but is under consideration by the City). The off-site infrastructure improvements would not, however, support other future development. (Note: The proposed Roseville Environmental Utilities Operations Center is considered in the cumulative analysis in Chapter 4, "Cumulative Impacts.") Therefore, the project would not substantially create opportunities for other development in a way that could induce substantial population growth.

Summary

As described above, population growth by itself is not considered a significant environmental impact and direct impacts associated with development needed to accommodate increased population are evaluated in appropriate sections in this EIR (e.g., Section 3.3, "Traffic and Transportation"; Section 3.7, "Biological Resources"; Section 3.10, "Public Services"; Section 3.11, "Utilities and Service Systems"). The project's provision of housing and job opportunities would be consistent with General Plan Policies LU5.1, LU5.6, LU5.7, and LU8.4. For these reasons, the project would not directly or indirectly induce substantial unplanned population growth within the region; therefore, this impact would be **less than significant**.

Mitigation Measures

No mitigation is required.