

Preliminary Draft
**Existing Conditions Report
I-15 Interregional Partnership**

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San Diego Association of Governments
Western Riverside Council of Governments

ABSTRACT

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ABSTRACT: Commuting from southwestern Riverside County to the San Diego region has increased over the past decade. This report discusses the reasons for this commute, which can average more than two hours per day, and its characteristics.

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Chapter 1
EXECUTIVE SUMMARY

Chapter 1

EXECUTIVE SUMMARY

The I-15 Interregional Partnership (I-15 IRP) is a voluntary compact between local elected officials representing the San Diego Association of Governments (SANDAG) and the Western Riverside Council of Governments (WRCOG). The Southern California Association of Governments (SCAG), Caltrans and other affected governmental agencies and non-governmental organizations also participate in the partnership. The I-15 IRP was formed in 2001 to address the imbalance of jobs and housing that has developed between the San Diego region and western Riverside County over the last five to ten years.

Centered on Interstate 15, this two-county commute corridor extends from central San Diego to the cities of Lake Elsinore, Perris and Hemet as shown in Figure 1. While employment in the central and northern areas of the City of San Diego is included in this report, the residential study area is centered along I-15 within 30 miles of the County boundary — from Lake Elsinore and Perris on the north to Escondido on the south. In this report, the larger area is referred to as the **Study Corridor**, and the smaller area as the **Study Area**.

The jobs-housing imbalance between the San Diego region and western Riverside County has developed because an adequate supply of relatively affordable housing has not been built to match the employment growth in the San Diego region, combined with relatively low cost and plentiful single-family housing developments in southwestern Riverside County. This trend appears to have increased significantly in recent years.

Jobs-housing balance is a condition that, when achieved, results in an adequate supply of housing (and therefore workers) being located within a reasonable commute distance of compatible employment opportunities. The benefits of jobs-housing balance include reducing demands on the highway system, improving air quality, and reducing the time spent commuting to and from work.

The primary goal of the I-15 IRP is to foster a more sustainable land use pattern providing appropriate employment closer to where people live in the study area and more affordable housing closer to employment in jobs-rich areas throughout the study corridor. By doing so, workers would have the option of living closer to work and the need for long distance interregional commuting would be reduced. In addition, the I-15 IRP also will be developing and promoting strategies that mitigate the impacts this jobs-housing imbalance is having on congestion along the I-15 Corridor.

The Partnership has developed a three-year work program and will culminate in a Jobs-Housing Balance Action and Implementation Plan and Evaluation Program. The project is primarily funded through a grant from the California Department of Housing and Community Development (HCD) as part of the State's Jobs-Housing Balance Grant Program, with matching in-kind services from WRCOG and SANDAG.

SIGNIFICANT FINDINGS

Based on data from the 2000 U.S. Census; an evaluation of land use, economic, and transportation data from both regions; and a telephone survey of western Riverside residents conducted for this study, the following major findings have been identified.

- 1. Greater housing availability and lower housing prices in southwestern Riverside County compared to the San Diego region are key factors in the growth of interregional commuting.**

Residential development in the San Diego region has not kept pace with demand. In the decade leading up to the year 2000, jobs in the San Diego region grew by 23 percent. During the same period, the number of housing units increased by less than 10 percent.

During August 2002, in southwestern Riverside County, where the majority of I-15 interregional commuters reside, the median price for new and existing homes was \$250,000; up 21 percent from the same month in 2001. In August 2002 the median sale price in the San Diego region was \$339,000, having increased 24 percent from August 2001. A major reason for this price differential is that land costs in Riverside County are substantially less than in the San Diego region.

In 2000 there were approximately 151,000 homes in southwestern Riverside County. The Western Riverside Council of Governments estimates that approximately 140,000 homes are currently in the pipeline to be built over the next few years in the same area. This would indicate that housing availability will not be a deterrent to those choosing to look in western Riverside County for a home.

- 2. The ability to own a single family detached home is very important to I-15 interregional commuters.**

Approximately 90 percent of interregional commuters live in a single family detached home and 80 percent own their home. This compares to 52 percent of households living in single family detached homes in the San Diego region, and 55 percent of households that are homeowners. Survey results show that just over 90 percent would prefer owning a single family detached home compared to an attached home such as a townhome or condo. This percentage decreases only slightly when a price differential is introduced, or even when the townhome is said to be 30 minutes closer to work with a commute of only 15 minutes.

While the strong desire to own a single family detached home is not unique to I-15 interregional commuters, it is a defining characteristic. Given recent trends in residential development and housing prices in the San Diego region, there is every reason to expect that there will continue to be a segment of the San Diego population willing to move to western Riverside County to take advantage of the more affordable and available single family detached housing.

See Figure 1 – Map of Study Area

However, based on a recent survey of San Diego County residents, a fairly even split (48 percent versus 42 percent) appears to occur between those who think development should occur in a spread out single family detached style of development versus a more compact style of development that includes townhomes, condos and apartments mixed in with shops and office space. This would indicate that a broader range of housing types is needed to serve the needs of all San Diego residents.

3. There are a growing number of interregional commuters, most of whom have moved from the San Diego region.

It is estimated that 29,000 residents of southwestern Riverside County commute into the San Diego region. Approximately half have been doing so for less than five years. Of those living in Riverside County less than 10 years, 60 percent moved there from the San Diego region.

4. I-15 interregional commuters are concentrated in the Temecula/Murrieta area and are traveling to employment destinations throughout the San Diego region.

Approximately 60 percent of the estimated 29,000 interregional commuters live in the cities of Temecula or Murrieta or the adjacent unincorporated area. Stated differently, one household in three in the Temecula/Murrieta area has at least one person commuting on I-15 into the San Diego region.

Over 40 percent of all I-15 interregional commuters travel to jobs in northern San Diego County, including Camp Pendleton, Carlsbad and Escondido. Other key employment destinations for interregional commuters include Sorrento Valley, Rancho Bernardo, Kearney Mesa and downtown San Diego (see Figure 2). On average, interregional commuters travel 52 miles to work, spending 60 minutes going to work and 72 minutes returning home from work.

5. I-15 interregional commuters are very satisfied living in western Riverside County.

There is a very high level of satisfaction with living in western Riverside County among I-15 interregional commuters, who indicated an even higher level of satisfaction than did residents who do not have to make the long commute. When comparing the two regions, twice as many I-15 interregional commuters felt western Riverside County is a better place to live than San Diego county than the reverse. When asked in a focus group setting, a number of western Riverside residents indicated that "small town feel" and "slower pace" were two important reasons they liked living there over neighboring counties.

This high level of satisfaction is reflected in the fact that only 63 percent had some interest in moving closer to work in San Diego county in the unlikely event they could get the same house for the same pay. The percentage with interest in moving closer to work goes down dramatically when the tradeoffs they would likely have to make in terms of housing type and cost are introduced.

There appears to be somewhat more interest in changing jobs to work closer to where they live. Seventy percent would be interested in changing jobs to work locally if they were paid the same. Almost one-third would be interested in working locally even with a 10 percent cut in pay.

6. A high percentage of interregional commuters drive alone.

Currently approximately 85 percent of I-15 interregional commuters regularly drive alone to work and 13 percent carpool. This compares to 76 percent and 12 percent for residents of the San Diego region.

Survey results indicated a general interest in carpooling and vanpooling among interregional commuters. Just under half stated they would be more likely to use carpool and vanpool services if a carpool lane was extended the length of I-15 within the San Diego region. There is currently private bus services provided between Temecula and San Diego employment centers during peak periods. Riverside Transit Agency has plans to provide bus service from the Temecula/Murrieta area to employment destinations in northern San Diego County in early 2003.

About 20 percent indicated that they are allowed to telecommute at least once per week. An equal percentage said their employer sponsors carpools and vanpools, with just under half (47 percent) stating they have some degree of flex-time.

7. I-15 peak period traffic congestion is severe south of SR 78.

Traffic on I-15 is reasonably free flow between the junction of I-15 and I-215 in the City of Murrieta and the City of Escondido. Congestion is off and on from just south of SR 78 down to Interstate 8 in the City of San Diego. Traffic is at level of service F (traffic volume exceeds capacity) at various points along this stretch of I-15 during peak periods. Because of the growth that has occurred in the Temecula/Murrieta area, freeway access is backed up as well during peak periods.

SANDAG forecasts for the year 2030 show conditions worsening north of Escondido particularly in the northbound direction. Level of service F is shown in both directions south of the county line. In western Riverside County, 2020 forecasts show traffic volumes increasing 90 percent along I-15 in the Temecula/Murrieta area and by 130 percent on I-215 just north of the junction with I-15. This significant increase in traffic is a reflection of the 70 percent increase in population forecasted between year 2000 and 2020.

8. I-15 interregional commuters when compared to other residents of western Riverside County:

- Are more likely to be employed in Hi-tech/Computers/Internet industries,
- Are more likely to be employed in occupations that require training and education, such as 'Manager/Administrator/Executive' and 'Technical Specialty/Technician',
- Earn more annual income, as a group, from their jobs,
- Have been at their jobs longer (greater job stability).

See Figure 2 – I-15 Commuter Destinations by Zip Code

ISSUES TO BE ADDRESSED IN THE STUDY

The I-15 Interregional Partnership will identify and prioritize issues related to jobs-housing balance, recommend strategies and model approaches to address the issues, and promote adoption of its recommendations into existing jurisdictional and agency plans and programs. Evaluation will occur on both a policy and a technical level. At this point, the following issues have been identified:

Commuting Patterns and Trends: One of the major purposes of the I-15 Interregional Partnership and this Existing Conditions Report is to define and document the evolving commuting pattern between the San Diego region and western Riverside County. Much of the discussion of inter-county commuting to date has been based on anecdotal information, not prepared in the context of overall travel. Initial data collection efforts coordinated through this study are designed to provide a clearer picture of evolving trends.

Three primary data sources will be used to better define and document interregional commuting: a random home telephone survey of western Riverside County residents, a mail-out survey of auto drivers crossing the County boundary, and the home-to-work travel information from the 2000 Census. The telephone survey information is summarized in Chapter 3 of this report. Information from the mail-out survey (being conducted by the Southern California Association of Governments) is scheduled to be available early next calendar year, and travel information from the Census will be available in August 2003.

Employment Growth Policies in Both Regions: To improve the jobs-housing balance between western Riverside County and the San Diego region additional employment opportunities need to be provided in western Riverside County.

Riverside County is currently a housing-rich and jobs-poor region. In order for the County to become more economically diverse and create jobs closer to home for local residents, it will need to continue to encourage commercial and industrial development to grow and/or relocate within its borders. Economic development not only provides jobs for local residents, it also contributes significantly to establishing the tax base necessary to provide new and/or improved infrastructure and public services to support development.

In western Riverside County, there is an active program to attract employment. In general, these programs look for clean industries and professional employers. Housing in the County is being developed at a variety of price ranges to accommodate employees and executives.

In the San Diego region, the San Diego Regional Economic Development Corporation (EDC) pursues programs to improve the business climate, retain and expand existing companies, and recruits new employers. Advocating for the construction of the widest possible price range of housing is one way that EDC works to improve the business climate.

SANDAG and individual jurisdictions also participate in economic development activities, with SANDAG's efforts directed primarily at increasing employment at existing companies, rather than attracting new companies to the region. In addition, SANDAG's Regional Economic Prosperity Strategy looks at ways the region can improve the business climate, educate and train the needed workforce, and improve our quality of life.

Housing Growth Policies in Both Regions: Concurrent with providing additional employment opportunities in western Riverside County to improve the jobs-housing balance, the San Diego region needs to provide additional housing opportunities.

Local jurisdictions in both areas prepare and maintain housing elements of their general plans that encourage the construction of a full range of housing types for people of all income levels. Despite the fact that the housing elements in the San Diego region have identified enough residential land for the next five to 10 years at a variety of density ranges, for the most part, only housing at the high (by for profit developers) and low (by nonprofit developers) cost extremes is being produced. Very little housing in the moderate cost range is being produced.

SANDAG established and has been working with the Regional Housing Task Force to help increase the supply of housing and address the affordability issue in the San Diego region. One of the major strategies for providing more housing in the San Diego region, while maintaining or improving our quality of life, is the implementation of smart growth plans and policies. SANDAG is calling for local jurisdictions to change their general plans and zoning ordinances to allow higher density and mixed use housing in smart growth areas, which include areas near transit service and major employment centers, and in community centers and downtown areas. At the same time, strategies for financing needed infrastructure for these areas are being developed. Much of this development is expected to occur through redevelopment or infill development, as opposed to the development of large areas of vacant land. Based on an alternatives analysis done as part of SANDAG's 2030 Regional Growth Forecast, the amount of interregional commuting between western Riverside County and the San Diego region is affected by the capacity for residential development contained in local general plans in the San Diego region. The forecast shows that increased implementation of smart growth policies in the San Diego region (i.e., the more housing units included in local general plans) results in fewer people who work in the San Diego region living in western Riverside County.

Other strategies that SANDAG is recommending that the region pursue include creating additional funding sources for affordable housing, removal of barriers to housing, and implementing an education program to counter NIMBYism and show good examples of smart growth housing. SANDAG also is preparing a Regional Comprehensive Plan in which strategies to solve the region's housing crisis and the financing of needed infrastructure will play a prominent role.

Riverside County is a major provider of housing in Southern California. Housing is less expensive and more available than in neighboring Orange and San Diego counties. As an increasing number of workers in San Diego and other adjacent counties seek housing options in Riverside County, more local residents may become priced out of the housing market given that wages are generally higher within these job-rich areas. The anticipated employment and population growth in Riverside County will likely compound the problem of local housing affordability, not only for lower income households but also for households with moderate and middle incomes.

Transportation Congestion: One significant bi-product of the increasing number of persons commuting to jobs in the San Diego region from Riverside County is increased congestion along I-15. This study will attempt to quantify the degree to which interregional commuters add to the congestion along this very busy corridor. The need to address I-15 congestion both in terms of mitigating existing impacts through transportation demand measures such as carpooling, vanpooling, flex-time, and teleworking, and in terms of land use policies to reduce the demand for long distance interregional commuting will be discussed. Strategies from this study will be

incorporated into the regional transportation plans of the two regions and into San Diego's Regional Comprehensive Plan.

PURPOSE OF REPORT

Document Existing Conditions: The Existing Conditions Report is the first milestone in the I-15 IRP work program. Its purpose is to present information about the land use characteristics and transportation facilities in the study corridor. Housing and employment opportunities and constraints to housing production and employment growth also are described. Maps and tables depict the current land uses and measure transportation demand in the study corridor as well as analyze the existing employment potential, housing demand, new housing production, planned transportation improvements and current transportation performance, and the relationship between housing availability and employment opportunities in the study corridor.

Define the Interregional Commuting Problem: Much of the discussion about interregional commuting has been based on limited observations. From these observations, we know that congestion on I-15 is growing and that some of the vehicles caught in that congestion come from Riverside County. This report is an initial attempt to quantify the interregional commute and explain the various reasons why it is made.

Document Current Programs to Resolve Issues: The interregional commute between Riverside County and the San Diego region is a relatively recent phenomenon. Nevertheless, a number of current programs address the causes and effects of this long-distance commute. These programs range from activities to attract employment to predominantly residential communities to housing programs in job-rich areas. This report identifies those existing programs.

Forecast Year 2020 Commute Conditions: Along with evaluating existing traffic conditions within the study corridor, future year forecast conditions will be discussed. The difficulty with this process is that data developed for this project have not been previously incorporated into the forecasting process and, as a result, data should be reviewed with that knowledge in mind.

Provide Information for Future Strategy Development: The information provided in the Existing Conditions Report will be used to help develop the strategies that will improve the jobs-housing balance between the two regions.

NEXT STEPS

Identify and Refine Strategies: All possible strategies to improve the balance of jobs and housing in the study corridor and reduce existing impacts on I-15 congestion will be evaluated in light of information brought out from this study. The I-15 IRP Technical Working Group, which includes staff representatives from local jurisdictions, economic development groups, transportation agencies and various other affected or interested agencies, will be part of the strategy development and evaluation process. Public input will also be solicited and will include focus groups to aid in assessing the potential success of a final set of recommended strategies.

Refine Study Work Program: In initiating the San Diego-Riverside study, the partners developed a three-year study work program based on an understanding of the long-distance commuting situation at the time. Based on the additional information presented in this report, the scope of the work program will be re-evaluated.

Chapter 2

ASSESSMENT OF JOBS-HOUSING BALANCE

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Jobs-housing balance examines the relationship between available housing and available jobs within a community, a relatively freestanding City or other geographically defined subregion. Defining this balance is not an easy task. Assuming a simple ratio of one job to one household would not recognize the prevalence of more than one worker in many households or the large percentage of retired persons in senior communities.

In addition, the jobs-housing balance should consider the cost and types of available housing, comparing them to the wage rates and types of jobs that are located in a community. Food processing or assembly type jobs are not a good match with estate housing areas.¹ To provide balance, the salaries of persons working in a community should be reflected in the cost of housing in the same community.

For the purpose of this study, the balance between jobs and housing in a metropolitan region is defined as a provision of an adequate supply of housing to house workers employed in a defined area, such as a community or subregion². Alternatively, a jobs-housing balance can be defined as an adequate provision of employment in a defined area that generates enough local workers to fill the housing supply³.

Long commutes to work are the most obvious symptom of an imbalance of jobs and housing. The distance that people commute to their jobs has been growing as our world becomes more industrial and urban. Two hundred years ago, the maximum trip to work, or commute, was defined by how far a worker could walk in a reasonable amount of time. Animal-powered transit services increased the distance that workers could commute; and with the advent of motor-powered vehicles it increased more. Fifty years ago, the privately owned automobile traveling on freeways significantly increased the length of the commute.

Based on a 2001 survey by the National Board of Realtors, the mean total amount of time spent commuting is 47 minutes per day — nearly 24 minutes each way. According to this national survey, only 18 percent of commuters spend more than 30 minutes going to work or coming home from it.

Half of the respondents to this survey indicated that they would rather commute to work in less than 30 minutes, even if it means living in a smaller home on a smaller piece of property. On the other hand, more than 40 percent of the respondents said they would commute more than 45 minutes each way for a larger home than they now occupy, on a larger piece of property. Clearly, the value people put on the time spent commuting can vary greatly between individuals.

The median commute time in the San Diego region has remained just under 30 minutes each way over the past 50 years, based on U.S. Census data. Because of highway improvements, the travel

time between Escondido and Temecula has probably decreased from the time that was required in the 1930s, even in today's traffic.

Until the past decade, Camp Pendleton to the north and the mountains to the east isolated San Diego from the rest of Southern California. As shown in Figure 3, the jobs-to-workers ratio approached the statewide ratio in San Diego County in the year 2000. The ratio grew to exceed the statewide ratio in Orange County.

During this same period, the ratio of jobs-to-workers declined in Los Angeles County, primarily because of the reduction in aerospace employment. In sharp contrast, Riverside has a significantly lower jobs-to-worker ratio, indicating a large number of workers commuting across the County line to work. In Riverside, Orange, and San Diego counties, employment grew faster than population.

In both Orange and San Diego counties, increased housing prices have made workers willing to drive longer distances over the foothills to less expensive, single-family homes in Riverside County. Similar commutes have developed between the San Francisco Bay area and the San Joaquin Valley as well as in metropolitan areas in most regions of the country.

DEFINING JOBS-HOUSING BALANCE

In this report, several similar measures are used. The most accurate depiction of balance is the number of jobs in an area compared with the number of resident workers. This number has been used only in Figure 3. Jobs per household is a comparison of jobs in an area compared with the occupied housing units. This is available for most areas historically. For future years, the ratio of jobs per housing unit has been used. This final ratio includes vacant housing units.

Based on the average jobs per household in San Diego in the year 2000, Communities approach a numerical balance when there are between 1.2 and 1.3 jobs for each household. This ratio accounts for civilian military employees, two-worker households and retired-worker households. It does not include uniformed military personnel or the self-employed.

Within the study area, the City of Temecula, by itself, nearly achieves a jobs-housing balance. However, when the larger community, including Temecula, Murrieta and nearly 10,000 households in the adjacent unincorporated areas is considered, there are only four jobs for every five households; a 30 percent deficit.

Similarly, the City of San Marcos has 1.6 jobs per household, because it has maintained a large portion of its land area for employment uses. When taken together with the adjacent cities of Vista and Escondido as well as adjacent unincorporated areas, this larger area has a reasonable balance of jobs and housing.

With the exception of Lakeview-Nueno, the communities to the north of Murrieta have a similar or lower ratio of jobs to households. Similarly, the unincorporated San Diego communities in the north I-15 area have fewer than 0.7 jobs per household. The ratio of jobs per household is shown on Table 1.

Ratio of Jobs to Workers by County, 1990 - 2001
(Normalized to State)

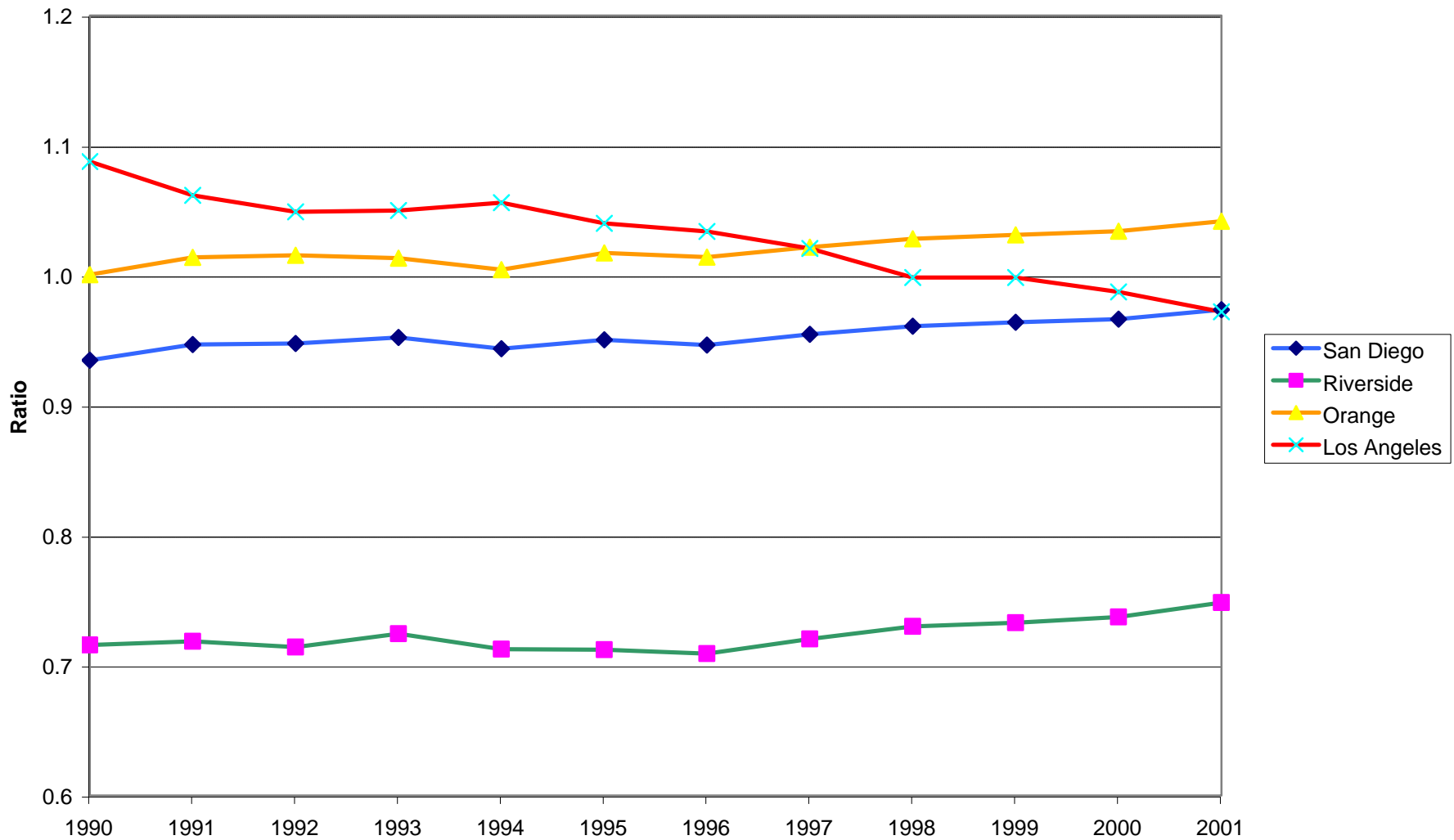


TABLE 1 - RESIDENT POPULATION

AREA	TOTAL POPULATION *	GROWTH 1990 - 2000 **	MEAN HH SIZE	MEDIAN AGE	PERCENT NON-WHITE	MEDIAN HH INCOME ***
SOUTHWEST RIVERSIDE CO.						
Temecula-Murrieta Area	131,642	112.0%	3.10	32.9	29.6%	
Murrieta	44,282	167.6%	3.08	34.4	28.2%	60,911
Temecula	57,716	113.0%	3.15	31.3	30.7%	59,516
Unincorporated	29,644	70.5%	3.02	34.5	29.8%	
Elsinore	80,626	48.0%	3.09	33.0	36.1%	41,884
Sun City / Menifee	39,376	42.6%	2.40	44.9	23.4%	29,814
Mead Valley	54,450	52.0%	3.74	26.4	76.5%	35,522
Harvest Valley / Winchester	12,692	23.4%	2.83	37.1	39.7%	
Lakeview / Nueno	8,844	27.4%	3.17	36.1	38.4%	
San Jacinto Valley	115,506	20.0%	2.47	40.3	32.1%	30,627
NORTH SAN DIEGO I-15 AREA						
Fallbrook (SRA 55)	43,952	17.7%	2.88	36.7	35.0%	
Rainbow (SRA 54)	7,097	56.5%	3.34	31.5	61.2%	
Pala/Valley Center (SRA 53)	18,777	16.5%	2.79	42.5	24.5%	
Vista (SRA 52)	95,740	19.1%	3.05	31.2	48.0%	42,594
San Marcos (SRA 51)	68,420	35.6%	2.85	34.3	41.6%	45,908
Escondido (SRA 50)	146,470	18.2%	3.02	32.0	45.7%	42,567
COMPARISON AREAS						
State of California	33,871,648	13.8%	2.87	33.3	53.3%	47,493
SCAG & SANDAG REGIONS	19,329,839	12.8%	2.96	33.1	58.8%	
Riverside/San Diego/Orange	7,205,509	18.8%	2.89	33.2	47.3%	
Riverside/San Diego	4,359,220	18.5%	2.82	33.1	46.4%	
Riverside County	1,545,387	32.0%	2.98	33.3	49.0%	42,887
Western Riverside COG Area	1,201,139	30.5%	3.07	32.2	47.8%	
Southwest Riverside County	443,136	51.0%	2.89	35.7	37.1%	
San Diego County	2,813,833	12.6%	2.73	33.2	45.0%	47,067
North San Diego I-15 Area	380,456	21.6%	2.97	33.1	43.5%	

Source: US Census Bureau

27-Sep-02

* 2000 Riverside SRAs' population figures, except Murrieta and Temecula which are census CDP/city figures, calculated based on census block centroids

** Growth 1990 - 2000 for Riverside SRAs, except for Temecula which is census CDP/city figure, is an approximation due to limits of the 1990 data

*** For SRAs, includes only figures from CDP/cities of Lake Elsinore, Sun City, Perris (Mead Valley) , San Jacinto, Vista, San Marcos and Escondido

In the forecasts made by SCAG and SANDAG for the year 2020, nearly all the existing jobs-housing imbalance is anticipated to be corrected in the study area. western Riverside County is expected to have a jobs-housing unit ratio of 1.14. Unlike households, the housing unit measure includes vacant units. San Diego County forecasts a ratio of 1.2. While southwestern Riverside County only has a ratio area of 0.9 jobs per housing unit, the Temecula-Murrieta area and the north San Diego I-15 area have ratios of approximately 1.15 jobs per housing unit.

Factors Leading to Imbalance

The continuing economic recovery of Southern California has brought problems and challenges along with its economic benefits. Jobs are now plentiful, but in many areas housing is scarce and housing prices and rents have soared. Highway congestion has increased substantially and commute times have lengthened as workers need to look farther from their workplace for a place to live.

With longer commutes, meeting strict air quality standards in the face of increased driving and congestion has become even more challenging. The problems result from a lack of new housing construction, especially near major job centers, and the inability of many workers to purchase the housing being produced.⁴

Jobs-housing imbalance is not just a result of households choosing to live far from their places of employment. A significant cause of the mismatch in California is also due to current state fiscal policies, the lack of state incentives and certain regulations that act as barriers to good land use practices. In addition, exclusionary policies preventing mixed use developments and a residential stock with varied affordability has been an important factor.⁵

Jobs-housing is further complicated by the “fiscalization of land use.” State tax law has created competition among cities for sales tax-generating commercial uses of land. Because of limitations on property tax revenues, cities place lower priority on accommodating residential development, and higher priority on sales tax generating uses. This has greatly contributed to a trend of housing production lagging job growth and population increases. In combination with community opposition to multifamily housing, a shortage of vacant land for housing in urban areas, and construction defect litigation problems, the fiscalization of land use makes it very difficult to implement strategies for promoting infill housing.⁶

Historically, the geographic imbalance between jobs and housing has been a problem that has been largely self-correcting. Jobs have moved from their original centers to housing-rich suburbs to take advantage of lower land and labor costs and provide shorter commute trips for their employees. The end result is the multi-centered urban fabric that characterizes Southern California today.⁷

Factors that work against achievement of a jobs-housing balance include the availability and cost of land for housing, commerce and industry; local land use policies and zoning codes; allowable density/intensity and the types of uses authorized; the permitting process; and growth-control measures, among others.

The high-tech and knowledge-based New Economy has been extremely important to the economic resurgence of the San Diego region. New Economy firms, particularly those dealing with Internet content, tend to be collaborative in nature and tend to concentrate in urban core locations. They

are relatively insensitive to traditional land and labor cost factors and locate in areas with a wide variety of cultural amenities so that they can compete for young, highly educated information workers that are keys to their success.

When housing is limited around high-tech nodes, these affluent knowledge workers displace low and moderate-income groups in a process of gentrification. It is very difficult to disperse New Economy companies to housing rich areas because of their tendency to coalesce and their high priority place on locating in culturally rich urban environments.⁸ Many service and blue-collar workers, along with moderate-income white-collar workers employed in and around high-tech nodes, are consequently forced to commute long distances from area where they can find affordable homes.⁹

Impacts of Imbalance

The built environment has direct and indirect effects on the natural environment. Urban form directly affects habitat, ecosystems, endangered species, and water quality through land consumption, habitat fragmentation, and replacement of natural cover with impervious surfaces.

Development patterns and practices also indirectly affect environmental quality since urban form influences the travel decisions that people make. Increasing numbers of long distance commuters generated by land use decisions will have serious impacts on transportation, our environment, and general quality of life.

Certain patterns of development encourage increased use of motor vehicles, which is associated with growth in emissions of air pollutants and the greenhouse gases that contribute to global climate change. Air pollution and climate change, in turn, can adversely affect water quality and habitat.¹⁰

Increasing numbers of long distance commuters generated by land use decisions will have serious impacts on transportation, our environment, and general quality of life. Public and private resources must be spent for congestion mitigation and improvements to regional transportation systems.

Increased air pollution, increased stress in commuting, decreased leisure time, and decreased time with family reduce the quality of life in an area where many residents must commute long distances by automobile. For many workers, a jobs-housing imbalance means that they can not choose to live near where they work.

Impacts on the quality of life of long-distance commuters and their families are the most difficult effects to assess. Commuting over two hours each day clearly reduces the time families can spend together on a work day, The long commute also reduces the ability of workers to participate in community- and other non-work activities.

Chapter 3
INTERREGIONAL COMMUTING

Chapter 3

INTERREGIONAL COMMUTING

KEY FINDINGS OF THE SOUTHWEST RIVERSIDE RESIDENT TELEPHONE SURVEY

The following sections address Riverside residents commuting to San Diego based on a 1,400-person residential telephone survey which was conducted during July and August of 2002. In a later report, this information will be supplemented with a License Plate Mail-back Survey of I-15 interregional commuters and Home-to- Work information from the 2000 U.S. Census. Based on an analysis of the survey data the consultant, Godbe Research & Analysis, offers the following key findings:

Basic Individual Commute Patterns

- Forty-nine percent of western Riverside adult residents are employed full-time, eight percent part-time, and five percent are self-employed.
- Eighty-four percent of those employed full-time, part-time or self-employed commute to work at least three days per week. An additional six percent work from home or telecommute.
- Among telecommuters, 75 percent work from home five or more days per week.
- Of those that commute to work, just over half (55%) commute to a city within Riverside County. Other counties include Orange (13%), Los Angeles (12%), San Diego (8%) and San Bernardino (7%).
- Almost 35 percent of adult residents in the Temecula, Murrieta and Winchester area who commute to work commute to San Diego County.
- Fifty-six percent of individuals who commute to Los Angeles, Orange, Ventura or another County aside from Riverside, San Diego, San Bernardino or Imperial stated that they travel on SR 91 when commuting.
- Fifty-percent of respondents who commute on SR 91 indicated that they use the 91 Express Lanes at least once per week.
- Over 92 percent of respondents who commute to San Diego County or Imperial County use I-15 when they commute.
- Just under one quarter (24%) of western Riverside residents who commute to San Diego or Imperial counties use FasTrak at least once per week.
- Overall, four percent of western Riverside adult residents qualified as an I-15 commuter, which means they commute to work in San Diego County or Imperial County using I-15 at least three days per week. (Almost all I-15 commuters commute to San Diego County as opposed to Imperial County).

- Within the Temecula, Murrieta and Winchester area, 24 percent of those surveyed qualified as an I-15 commuter.

Basic Household Commute Patterns

- Forty-two percent of households in western Riverside County have at least one member who commutes outside of the County for work.
- The Temecula, Murrieta and Winchester area has the highest percentage of interregional commuting households: 51 percent.
- Thirty-two percent of households in Temecula, Murrieta and Winchester contain at least one person who commutes to San Diego County for work.

School Commute Details

- A majority (55%) of students reported that they begin their commute to school between 7 AM and 8:30 AM.
- Approximately 75 percent of students commute less than 30 minutes to school.

Work Commute Details

- Almost 60 percent of commuters begin their commute prior to 7:30 AM.
- I-15 and SR 91 commuters begin their commute substantially earlier than other types of commuters.
- The average distance between home and work for I-15 commuters is 52 miles.
- The average time it takes to commute to work for I-15 commuters is 60 minutes.
- The average time it takes to commute back home from work for I-15 commuters is 71 minutes.
- Nearly 60 percent of commuters begin their commute back from work between 3 PM and 5:30 PM.
- Overall, 43 percent of I-15 commuters indicated that they spend much more time commuting than they would like to spend.
- Nearly 60 percent of I-15 commuters stated that their commute to and from work has gotten slower during the past year.
- Eighty-six percent of I-15 commuters drive alone as the primary or occasional method of commuting to work.
- Seventeen percent of I-15 commuters carpool as the primary or occasional method of commuting to work.
- Among those who drive alone to work, the average number of days per week they drive alone is 4.6.
- Among those who carpool as a primary or secondary method of commuting to work, the average number of days per week that they carpool is 3.9.

- When asked to indicate the City that they work in, I-15 commuters most often mentioned: the City of San Diego (40%), followed by Escondido (11%), Oceanside (8%) and Carlsbad (6%).

Employment Details

- When compared to the non-commuter group, I-15 commuters are more likely to be employed in Hi-tech/Computers/Internet and 'other' industries. A significant percentage (about 7%) of I-15 commuters are employed by the military.
- I-15 commuters are more likely than non-commuters to be employed in occupations that require training and education, such as 'Manager/Administrator/Executive' and 'Technical Specialty/Technician'.
- I-15 commuters, as a group, earn more annual income from their jobs than their non-commuting counterparts.
- Job stability is greater among I-15 commuters than their non-commuting counterparts.
- Twenty percent of I-15 commuters are allowed to telecommute at least once per week.
- Forty-seven percent of I-15 commuters are allowed to adjust their work schedule (flex-time).
- Twenty-one percent of I-15 commuters work for an employer that sponsors carpools, vanpools or other programs.

Living in Riverside County

- Almost 50 percent of I-15 commuters have lived in Riverside County for less than five years.
- Almost 65 percent of I-15 commuters who moved to Riverside County in the past 10 years stated that they did so, in large part, because the cost of living and housing was less expensive.
- Sixty percent of I-15 commuters who have lived in Riverside County less than 10 years moved to Riverside County from San Diego County.
- I-15 commuters are generally very satisfied with Riverside County as a place to live, and twice as many I-15 commuters feel that Riverside County is a better place to live than San Diego County than the reverse.

Selecting a Home

- When selecting their home, I-15 commuters indicated that affordability, safety of neighborhood, and overall look and feel of the home were the strongest factors in their decision.
- Over half (52%) of I-15 commuters did not consider homes near their place of work when they were searching for their current residence. The main reasons for not considering homes near their work were cost of housing and cost of living.

Trade-offs

- Fifty-eight percent of I-15 commuters indicated that they would be interested in applying for a job within a 15 minute drive of their current home even if it involved changing careers.

- Thirty-one percent of I-15 commuters indicated that they would be interested in applying for a job within a 15 minute drive of their current home even if it involved a 10 percent reduction in pay.
- Eighty-nine percent of I-15 commuters live in a single family, detached home.
- I-15 commuters generally expressed a strong preference for living in a single family, detached home.
- Although 63 percent of I-15 commuters who own a home in Riverside County would be interested in moving their residence to be within a 15 minute drive of their current employer if it involved a similar home at the same price, interest in moving declines substantially once trade-offs such as smaller home size or higher mortgages are introduced.
- I-15 commuters who rent their residence in Riverside County were more interested than their home-owning counterparts in making trade-offs to move their residence within a 15 minute drive of their current employer.
- A substantial percentage of I-15 commuters indicated that, if the services were available, they would be likely to 'regularly carpool to work' (60%), 'regularly use a vanpool service to commute to work if the vanpool group received a \$400 monthly incentive' (56%), and 'use a free service that would match them with a convenient carpool' (56%).
- Forty-eight percent of I-15 commuters stated that they would be at least somewhat more likely to carpool if a carpool lane were developed on I-15 that spanned the entire length of San Diego County.
- Nearly 60 percent of I-15 commuters stated that they would be likely to pay a toll to use the aforementioned carpool lane if it were also a FasTrak lane.

Attitudes about Priorities, Area and Commuting

- Like other western Riverside County residents, I-15 commuters expressed a strong preference for living in a single family home with a yard, although they were more likely than their counterparts to view having parks and open space around their home as important.
- I-15 commuters are much more likely than their non-commuting counterparts to agree that they do not have enough free time to enjoy their lives.
- The majority of I-15 commuters indicated that they are not interested in making sacrifices and trade-offs in order to live and work in the same area and thereby reduce their commute.

SURVEY ANALYSIS

This section examines the results of the survey on a question-by-question basis. Although this approach is quite useful for understanding the detailed responses to the survey, it is also important to 'see the forest through the trees'. In other words, to step back from the detail and examine how the answers to the survey, in combination, create a portrait of the jobs-housing imbalance, the decisions that residents make that contribute to the imbalance, and suggest possible opportunities for dealing with the imbalance and/or associated congestion. The following paragraphs attempt this type of summary, and are organized into four sections: Job/Housing Imbalance Profile, Behavioral/Attitudinal Causes of Imbalance, Effects of Imbalance, and Suggested Opportunities.

Jobs-Housing Imbalance Profile

The survey findings suggest that interregional commuting of western Riverside County residents to jobs in San Diego County is significant. Forty-two percent (or 146,359) of the 348,473 households (Census 2000) in western Riverside County contain at least one individual who commutes outside of the County for employment purposes. Commuting households are concentrated in certain areas within Riverside County, with more than half (51%) of households in the Temecula, Murrieta and Winchester area containing at least one inter-county commuter.

Although San Diego County is the destination of fewer commuters than Los Angeles County and Orange County, respectively, it nevertheless experiences a substantial number of western Riverside commuters. Approximately seven percent of all households in western Riverside County — or 23,696 households — contain at least one individual who commutes to San Diego County. Among all commuting households — not just those that include a San Diego County commuter — the average number of individuals per commuting household that commute to San Diego County is 0.198, although this average increases dramatically to 0.761 when the analysis is restricted to commuting households in the Temecula, Murrieta and Winchester area. Thus, the estimated number of individuals in western Riverside County who commute to San Diego County for work purposes is 28,979¹, of whom 16,557 live in the Temecula, Murrieta and Winchester area.²

Behavioral/Attitudinal Characteristics of Interregional Commuters

From a commuter behavior and opinion standpoint, housing affordability and housing preferences are the first two keys to understanding why people live in western Riverside County and commute to jobs in San Diego County. The survey results paint a convincing portrait that I-15 commuters' strong preference for a single-family detached home, coupled with the greater availability and affordability of this type of housing in western Riverside County, has tempted many former San Diego County residents to move to western Riverside County and endure the commute to their work place in San Diego County.

One of the more striking pair of statistics uncovered in the survey is that almost half (49%) of I-15 commuters have lived in western Riverside County less than 5 years, and 60 percent of I-15 commuters originally moved to western Riverside County from San Diego County! The dominant reason for the interregional migration is the availability and cost of the housing type that is preferred by approximately 90 percent of I-15 commuters: the single family, detached home. Based on the telephone survey, eighty percent of I-15 commuters own their own home, with nearly 90 percent living in a single family, detached home. This rate of home ownership is much higher than the comparable figure for San Diego County (55%), as is the percentage of those living in a single family, detached home (59% for San Diego County).³

When asked why they moved to Riverside County in an open-end question, 64 percent of I-15 commuters stated that they moved to Riverside County because of the lower cost of housing/ cost of

¹ This estimate is calculated as follows: 146,359 commuting households x 0.198 individuals per commuting household that commute to San Diego County.

² This estimate is calculated as follows: 21,757 commuting households in the Temecula, Murrieta and Winchester area x 0.761 individuals per commuting household that commute to San Diego County.

³ These figures are based on GRA's *San Diego Region Public Opinion Survey* conducted in 2002.

living in the area. Moreover, nearly half (45%) of I-15 commuters who moved to Riverside County did not consider homes near their employer in San Diego County, largely because of the greater cost of housing/cost of living near their employer.

Naturally, another key to understanding the cause of interregional commuting between Riverside County and San Diego County is related to employment options. During the focus groups, I-15 commuters complained almost in unison about the lack of comparable jobs available in Riverside County. They voiced the belief that either a job similar to theirs does not exist in Riverside County, or the pay rate is considerably lower in Riverside County. The employment related questions in the survey do support the notion that I-15 commuters are commuting to jobs that are somewhat different than those filled by their non-commuting counterparts. Although there are some differences in the industries of employment -- with I-15 commuters more likely than non-commuters to be employed in Hi-tech/Computers/Internet industries — the main difference is with respect to occupation. I-15 commuters are more likely than their non-commuting counterparts to be employed in occupations that require training and education.⁴ They also receive higher salaries, on average, than their non-commuting counterparts.

One of the more interesting findings, moreover, is that I-15 commuters exhibited greater job stability when compared to their non-commuting counterparts. The greater job stability, coupled with the finding that most I-15 commuters moved to western Riverside County within the past 10 years from San Diego County, indicates that many I-15 commuters moved to western Riverside County knowing full-well that they would be commuting to San Diego County for their job. In other words, the job came first, the move came second.

Effects of Imbalance

There are a number of ways to characterize the effects of the jobs-housing imbalance based on the survey results. For convenience, we have grouped them into two categories: transportation related effects and quality of life effects.

The most obvious symptom is traffic congestion, particularly on I-15. As noted previously, it is estimated that 28,979 individuals regularly commute to San Diego County from western Riverside County. Moreover, 60 percent of I-15 commuters leave for work at a time that places them in the peak commuting period in San Diego County.⁵ The distances traveled for I-15 commuters, and the length of time spent commuting, are considerable. As a group, I-15 commuters travel an average 52 miles between their residence and their commute destination. The average time spent on the commute to work is 60 minutes, whereas the return commute averages 11 minutes longer at 71 minutes. Although nearly 17 percent of I-15 commuters carpool as a primary or secondary commuting method, the vast majority (86%) reported that they drive alone as a primary or secondary commuting method.

The apparent increase in the number of I-15 commuters in recent years has, from the commuters' perspective, had a noticeable impact on traffic congestion. A clear majority of I-15 commuters indicated that their commute to work, as well as their commute back home, has become slower in

⁴ The exception to this pattern is the comparably high percentage (10%) of I-15 commuters who are employed by the military.

⁵ They begin their commute in Riverside County between 5:30 AM and 8:29 PM.

the past 12 months. The long commutes and traffic congestion, in turn, have a negative impact on I-15 commuters' quality of life. For example, 43 percent stated that the time they spend commuting is much more than they would like to spend. Most I-15 commuters also agreed that they do not have enough free time to enjoy their life, and they would enjoy life a lot more if they did not have to commute as far as they do now.

Opportunities

Among the strategies that deal with the jobs-housing imbalance and focus on existing I-15 commuters, the survey suggests that attempting to entice existing I-15 commuters back to San Diego County to be closer to their current employer would not be effective. The vast majority of I-15 commuters indicated that they were simply not prepared to make the trade-offs necessary to live near their current employer, and they also expressed a high level of satisfaction with living in Riverside County. On the other hand, developing more jobs in western Riverside County that are comparable to those currently filled by I-15 commuters is a strategy that the survey suggests could be effective in enticing a substantial number of I-15 commuters to work locally rather than commute. Seventy percent of I-15 commuters indicated that they would be interested in working locally if they could have a comparable job that paid the same as their current job. If the job involved a 10 percent pay reduction, 31 percent stated that they were still interested.

The survey also suggested several opportunities that deal directly with the primary symptom of the jobs-housing imbalance: traffic congestion on I-15. For example, 19 percent of I-15 commuters indicated that their employer allows them to telecommute at least once per week, 21 percent stated that their employer sponsors carpools, vanpools or other programs, and 47 percent indicated that they are allowed to adjust their work schedule (also known as flex-time). Only a small percentage of I-15 commuters are currently taking advantage of these opportunities in a way that reduces peak commute congestion. The regional concentration of I-15 commuters in the Temecula, Murrieta and Winchester area is certainly conducive to carpool, vanpool and other transit programs.

In addition to addressing the needs and preferences of existing I-15 commuters through short-term and long-term strategies, the challenge will be to address the needs and preferences of individuals in job rich areas who — in the coming months and years — will be deciding whether or not to live in western Riverside County and commute to San Diego County for employment. Indeed, if the results of this survey are predictive of the future I-15 commuter profile, the strategies will need to focus on current San Diego County residents who are employed in San Diego County and are interested in purchasing a single-family home. Providing these individuals with affordable housing options near their current employers is thus one key to keeping the jobs-housing imbalance from becoming even more pronounced in the future.

ROADWAY SYSTEM AND CONDITIONS

System Characteristics

Highway Components: Interstate 15 is the major highway facility in the study area, originating in central San Diego about 25 miles to the south of the City of Escondido. The Interstate Freeway continues north to the Cities of Corona, Barstow, Las Vegas and beyond. About 8 miles north of the

Riverside County boundary, I-215 branches to the northeast to serve the cities of Riverside and San Bernardino, rejoining with I-15 before the incline leading to the Cajon Pass. I-15 is an uncongested, 8-lane freeway north of Escondido.

Two-lane State Route 79 provides the only other highway connection between Riverside and San Diego Counties. Connecting to I-15 in Temecula, SR 79 extends north to Winchester and the City of Hemet. In San Diego, SR 79 extends southeast into the mountains and Desert. As shown on Figure 1, Mission Road in Fallbrook provides access to Camp Pendleton; SR 76 and the SR 78 freeway provide access west to employment areas in Carlsbad, Oceanside and San Marcos.

Transit Components: Publicly-operated transit service is not currently provided between Riverside and San Diego County. However, the Riverside Transit Agency (RTA) is proposing three peak-period commuter express trips to connect the Temecula/Murrieta area with employment centers in the San Diego region. It is expected that this service would begin in January 2003.¹¹

Friendship Transportation Service (FTS) operates for-profit transit from Temecula to San Diego with stops in Centre City San Diego, Rancho Bernardo, Kearny Mesa, and Mission Valley. FTS operates service only during the peak commuter periods.

Existing and Funded Projects: SANDAG has budgeted more than \$250 million for I-15 improvement projects over the next five years. This includes over \$200 million for the construction of Stage 1 on the Managed Lane (ML) facility extending north from the existing reversible HOV lanes. The existing HOV lanes currently terminate at SR 56. Engineering for the entire ML facility that extends from SR 52 south the MCAS Miramar to SR 78 is also funded.

The region has funded the construction of auxiliary freeway lanes for two south-bound segments of I-15 and a short north-bound lane addition in the corridor south of Escondido. In addition, the connection of the east and west segments of SR 56 is scheduled for completion in 2004. This freeway will provide a direct connection from I-15 to the Sorrento Mesa and University City employment centers. No major projects are programmed for I-15 north of Escondido.

The widening of a heavily congested segment of SR 76 near Vista is programmed over the next two years. SR 76 provides access for Riverside residents commuting to Oceanside and the major employment areas in MCB Camp Pendleton.¹²

Travel Volumes

Recent Travel Trends: Travel volumes for the major highway facilities in the study area are shown in Table 2. The number of trips on the study area's major highways grew significantly during the 1990s. Travel on I-15 at the County line increased by about 30,000 trips per day, approximately 50 percent in a decade. During the same period, population in the southwestern Riverside communities including Temecula and Murrieta, increased by over 70,000 persons; more than 100 percent. During the five-year period from 1996 to 2001, I-15 traffic volumes within the City of Temecula grew by 50 percent to approximately 155,000 daily trips.

**Table 2
AVERAGE WEEKDAY MOTOR VEHICLE TRIPS**

Highway Location	1990	2000
I-15 – Riverside/San Diego County Line	63,000	94,000
I-15 – north of SR 76	60,000	88,000
I-15 –south of SR 76	60,000	86,000
I-15 – north of SR 78	80,000	103,000
I-15 –south of SR 78	145,000	185,000 *
I-15 – Lake Hodges Bridge	172,000	225,000 *
I-15 – north of SR 56	166,000	227,000 *
I-15 –south of SR 56	165,000 *	234,000 *
SR 79 – Riverside/San Diego County Line	2,000	2,000
Mission Road, Fallbrook – west of I-15	15,000	16,000
SR 76 – west of I-15	14,000	15,000
SR 76 – east of I-15	6,000	6,000
SR 78 – west of I-15	119,000	149,000
SR 78 – east of I-15	69,000	77,000

*Includes vehicles in Managed Lanes/Carpool Lanes

Source: SANDAG Traffic Counting Program, 1990 & 2000

Congestion Levels on I-15 and Other Routes

Between Escondido and Temecula, I-15 currently operates at free flow conditions (LOS A-C). Through the City of Escondido the freeway approaches its capacity, becoming heavily congested at Lake Hodges. Currently, I-15 remains heavily congested as far south as MCAS Miramar, including about half of the area served by the reversible Managed Lanes. South of Miramar Road, both I-15 and the intersecting SR 163 freeway are near capacity.

The SR 78 freeway is also heavily congested for approximately five miles to the west of I-15. This route is used by Riverside residents to access jobs in the City of San Marcos, as well as the growing employment area along Palomar Airport Road in the Cities of Vista and Carlsbad. Between Escondido and Fallbrook, two-lane SR 76 is at capacity to the east and west of I-15.¹³

SANDAG forecasts for the year 2030 show conditions worsening north of Escondido particularly in the northbound direction. Level of service F is shown in both directions south of the county line. In western Riverside County, I-15 traffic is forecasted to be at level of service F north of the County line by the year 2015.

Chapter 4

POPULATION, HOUSING AND EMPLOYMENT: 1990, 2000, 2020

Chapter 4

POPULATION, HOUSING AND EMPLOYMENT: 1990, 2000, 2020

POPULATION: 1990-2000

In the year 2000, the population of San Diego and Riverside Counties totaled 4.3 million with nearly two-thirds of this total residing in San Diego County. Of the 1.5 million residents of Riverside County, about 80 percent live in the Western Riverside (WRCOG) area to the west of the mountains and desert. Within the WRCOG area, 440,000 persons live within 30 miles of the San Diego boundary on I-15. This Southwestern Riverside area includes the cities of Hemet, San Jacinto, Perris and Lake Elsinore. The distribution of population in the year 2000 is shown on Figure 4.

Within about 15 miles of the San Diego boundary on I-15, the Murrieta-Temecula area includes the cities of Murrieta and Temecula as well as the unincorporated areas. Over 130,000 persons lived in this area in the year 2000, as shown in Table 1 (Chapter 2).

In San Diego County, 380,000 persons live along I-15 within 30 miles of the northern county boundary. This area includes the cities of Vista, San Marcos and Escondido. Of the total, about 70,000 persons live in the unincorporated communities north of Escondido.

Population Growth

Over the last ten years of the last century, the population in the SCAG and SANDAG regions grew at a rate of about 13 percent, slightly less than the California population growth rate of 13.8 percent. Riverside County grew by more than 30 percent over the same period. Both of the cities of Murrieta and Temecula grew by more than 160 percent.

In the Northern I-15 corridor in San Diego County, population increased by just over 20 percent as shown in Table 1. About 80 percent of this growth was in or adjacent to the cities of Vista, San Marcos and Escondido.

Historically, the majority of San Diego's population growth came from migration, with significantly more people moving into the region than moving out. In the 1980's, two-thirds of San Diego's growth was due to net migration. With the economic recession and restructuring in the 1990's, only 15 percent of the region's growth was due to net migration.

Over the next 20 years, about one-third of the population growth is forecast to come from net migration. In a reversal of the historic trends prior to 1990, the great majority of the San Diego region's growth will come from natural increase — a surplus of births over deaths in the County.

Beyond the year 2020, nearly three-quarters of San Diego's growth is expected to come from natural increase.

Because of the higher growth rate in Riverside County during the 1990's, the percentage of growth from net migration is estimated to be much higher than that of San Diego. This trend is anticipated to continue through the year 2020. Specific data for the western and southwest Riverside areas will be provided.

Demographics

Ethnic Percentage: The percent of non white population (including Hispanic whites) in Southern California exceeds that of California. However, the non-white population in both San Diego and Riverside Counties is less than the statewide percentage as shown on Table 1.

While the California non-white percentage is more than 50 percent, the percentage for the Temecula-Murrieta area is less than 30 percent. In Riverside County, the only community within the study area that exceeds the State average is Mead Valley, which includes the longer-established City of Perris; in San Diego County, the only community is rural Rainbow. The lowest percent of non-whites is in Sun City/Menifee community plan area in Riverside County and the Pala/Valley Center area in San Diego County. This low percentage of ethnic population reflects these areas' more recent growth as retirement communities.

Age: These same two areas have the highest median age in the study area, about 10 years higher than the statewide, Southern California and County median age. While some high growth communities like Lake Elsinore and Temecula have a lower median age others, like Murrieta, do not. In general, the median age in Riverside County and in the Riverside portion of the study area is a year less than California and the rest of Southern California, including San Diego.

Household Size: To a large extent, mean household size reflects the ethnicity of an area and the age of its residents. In the State and Southern California, the mean size ranges from 2.73 persons per household in San Diego County to 2.96 in the greater Southern California area. Riverside County is slightly higher than that range; the mean household size in the rapidly growing areas is often over three persons per household. Areas with a high percentage of non-white population also have a high median household size; areas with a high median age have a smaller household size.

Household Income: Median household income from the 2000 census is currently available for counties, incorporated cities and some unincorporated communities, as noted on Table 2. The median in San Diego County is just over \$47,000, slightly less than the statewide median household income. The median in Riverside County is \$42,900, about 10 percent less.

While the median household income in the City of Lake Elsinore is near that of Riverside County, the median in both Murrieta and Temecula is 50 percent higher. High growth areas, particularly those with a large number of new single family homes, tend to have higher median household incomes.

EMPLOYMENT 1990-2000

Because of major differences between year-2000 Census data and the estimates produced by both SANDAG and SCAG for the same year, analysis of job information will wait for the availability of Census data concerning the distribution of employment due later this year. This information will include employment growth in the nineties, employment by sector and employment wage rates for geographic areas within the study area.

Employment in the San Diego Region in the year 2000 totaled 1.2 million jobs, as shown in Table 3. There were 374,000 jobs in western Riverside County, including 111,000 in the southwestern quadrant of the County and 33,000 in the Temecula-Murrieta area. As noted earlier in this chapter, it is estimated that nearly 30,000 workers commute from Riverside into San Diego County. These 30,000 interregional commuters are a significant number compared with employment in the I-15 Riverside County communities nearest to San Diego. However, these interregional commuters fill less than three percent of the jobs in San Diego County.

The year 2000 population in the study area totaled nearly 825,000 residents, with more than half living in Riverside County. The study area extends from Lake Elsinore and San Jacinito south to Escondido. In contrast, there were nearly 230,000 jobs in the same geographic area in the year 2000, with more than half of these jobs in San Diego County. As shown in the Jobs per Household column in Table 3, the entire study area has a jobs deficiency. The San Diego portion of the study area has an equal number of jobs and households; the Riverside portion has a much larger deficit with only three jobs for every four households. The distribution of jobs is shown on Figure 5.

At a regional level, employment in Riverside County grew by 45 percent during the 1990's. This rate is nearly double the employment growth rate of San Diego County and nearly triples the State growth rate. Employment in the northern I-15 area in San Diego County grew by over 30 percent. In both Riverside and San Diego, employment grew at significantly higher rates than population.

As noted in the discussion of household income, income information is available for counties, cities and some unincorporated communities. Mean earnings both San Diego and Riverside County was below that for all California residents. However, mean earnings for both the cities of Temecula and Murrieta exceed the statewide figure.

HOUSING 1990-2000

Housing in San Diego County and the San Diego portion of the study area grew at a rate of 10 percent over the 1990's, slightly higher than the statewide housing growth rate, as shown in Table 4. In contrast, Riverside County grew at a rate of 20 percent; southwest Riverside County grew at a rate of 30 percent. Again, the cities of Murrieta and Temecula grew at a rate of more than 75 percent over the ten years. The distribution of households is shown in Figure 6.

About two-thirds of the housing in the state is single-family, with the percentage lower in San Diego County and higher in Riverside County. In the new growth areas of Lake Elsinore, Murrieta and Temecula, the percentage of single family homes exceeds 70 percent. At the statewide and San Diego County levels, less than 60 percent of the households own their home. In Riverside County,

TABLE 3 - EMPLOYMENT AND HOUSEHOLDS (HH)

AREA	JOBS YEAR 2000 *	GROWTH 1990 - 2000 **	HOUSEHOLDS	JOBS/ HH	WORKERS/ HH ***	MEDIAN **** EARNINGS (MALE/FEMALE)	MEAN EARNINGS ***
SOUTHWEST RIVERSIDE CO.							
Temecula-Murrieta Area	32,653		42,100	0.78			
Murrieta	7,986		14,321	0.56	1.32	49,107 / 32,468	70,935
Temecula	20,823		18,367	1.13	1.37	47,113 / 31,608	64,851
Unincorporated	3,844		9,412	0.41			
Elsinore	15,337		26,003	0.59	1.29	41,692 / 26,555	53,011
Sun City / Menifee	7,784		16,226	0.48	0.47	41,174 / 29,036	42,708
Mead Valley	13,547		14,430	0.94	1.24	31,891 / 24,634	41,747
Harvest Valley / Winchester	4,217		4,473	0.94			
Lakeview / Nueno	3,528		2,776	1.27			
San Jacinto Valley	34,263		45,593	0.75	0.91	31,764 / 25,392	40,028
NORTH SAN DIEGO I-15 AREA							
Fallbrook (SRA 55)	10,491	13.1%	15,131	0.69			
Rainbow (SRA 54)	944	124.8%	2,094	0.45			
Pala/Valley Center (SRA 53)	3,593	47.1%	6,705	0.54			
Vista (SRA 52)	22,943	34.4%	30,594	0.75	1.32	32,936 / 25,812	52,573
San Marcos (SRA 51)	39,432	54.7%	23,903	1.65	1.35	36,297 / 27,015	57,217
Escondido (SRA 50)	51,434	17.6%	47,914	1.07	1.31	32,627 / 27,526	54,825
COMPARISON AREAS							
State of California	14,896,600	15.8%	11,502,870	1.30	1.41	40,627 / 31,722	64,725
SCAG & SANDAG REGIONS	8,036,400	9.6%	6,381,168	1.26	1.44		
Riverside/San Diego/Orange	3,068,200	23.8%	2,436,182	1.26	1.45		
Riverside/San Diego	1,671,700	28.7%	1,500,895	1.11	1.37		
Riverside County	466,500	45.0%	506,218	0.92	1.36	38,639 / 28,032	54,763
Western Riverside COG Area	374,139		386,842	0.97			
Southwest Riverside County	111,329		151,601	0.73			
San Diego County	1,205,200	23.3%	994,677	1.21	1.37	36,952 / 30,356	60,805
North San Diego I-15 Area	128,837	30.9%	126,341	1.02			

Source: EDD, WRCOG forecast, SANDAG Data Warehouse and US Census Bureau

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* Jobs does not include uniformed military and self-employed and Riverside SRAs' figures are WRCOG forecast with base year 1997

** 1990 Jobs data for Riverside CPAs is currently unavailable

*** For SRAs, includes only figures from CDP/cities of Lake Elsinore, Sun City, Perris (Mead Valley) , San Jacinto, Vista, San Marcos and Escondido

**** Full-time workers

ownership approaches 70 percent of households. Some Riverside County areas exceeded 80 percent home ownership.

Residents of Riverside County communities pay less for housing in comparison with their income than statewide and San Diego County residents. Median housing value in Riverside County is 3.4 times annual household income, compared with about 4.5 times annual household income in San Diego and at the statewide level. Other household economic factors are shown in Table 5, and will be expanded when more complete census information is available.

DEVELOPABLE LAND - 2000

Over half of the 900,000 acres in the study area is privately owned and available for development, as shown in Table 6. This includes most of the land in existing agricultural uses.

Residential Holding Capacity: The majority of this acreage is only available for agriculture and residential uses at very low densities –1 unit per acre or less. About 85,000 acres are available for apartments and single family subdivisions at suburban densities. At currently planned densities, over 250,000 new homes could be built in the two-county study area, three-quarters of them in Riverside County. It is estimated that 140,000 are currently in the housing “pipeline” in southwest Riverside County.

Employment Holding Capacity: In the San Diego portion of the study area, nearly 100,000 jobs could be accommodated on the land planned for commercial and other employment uses at current employment densities. In Riverside County, significantly more acreage is available for employment uses.

Redevelopment: In San Diego County, a relatively large percentage of both housing and employment growth will be accommodated within existing communities through redevelopment. While this will occur primarily in the older communities in the southwestern portion of the County, some of it will occur in other traditional center such as Oceanside and Escondido. Even lower density suburban areas like older industrial parks that developed within the last 30 to 50 years, some redevelopment will occur. Redevelopment acreage has not been determined.

TABLE 4 - HOUSING

AREA	RESIDENTIAL UNITS - 2000	INCREASE 1990-2000	% SINGLE FAMILY *	% OWNER OCCUPIED	MEDIAN VALUE *	MEDIAN VALUE / MEDIAN HH INCOME *
SOUTHWEST RIVERSIDE CO.						
Temecula-Murrieta Area	44,180	68.5%		78.1%		
Murrieta	14,922	76.2%	85.2%	79.7%	190,700	3.13
Temecula	19,170	76.6%	78.1%	73.4%	190,100	3.19
Unincorporated	10,088	46.1%		85.0%		
Elsinore	28,174	30.0%	72.8%	75.7%	144,800	3.46
Sun City / Menifee	17,566	27.1%	87.1%	82.6%	104,200	3.50
Mead Valley	15,841	28.4%	69.8%	68.6%	91,300	2.57
Harvest Valley / Winchester	4,968	13.2%		74.6%		
Lakeview / Nueno	3,020	18.2%		80.4%		
San Jacinto Valley	51,804	13.0%	59.8%	69.1%	96,900	3.16
NORTH SAN DIEGO I-15 AREA						
Fallbrook (SRA 55)	15,750	13.3%		65.5%		
Rainbow (SRA 54)	2,348	56.8%		74.3%		
Pala/Valley Center (SRA 53)	7,188	11.8%		80.0%		
Vista (SRA 52)	31,583	4.9%	55.8%	56.0%	201,600	4.73
San Marcos (SRA 51)	24,958	24.4%	55.3%	65.3%	206,400	4.50
Escondido (SRA 50)	49,284	5.0%	54.3%	54.8%	192,600	4.52
COMPARISON AREAS						
State of California	12,214,549	9.2%	64.0%	56.9%	211,500	4.45
SCAG & SANDAG REGIONS	6,762,188	7.7%	61.1%	54.9%		
Riverside/San Diego/Orange	2,594,307	13.6%	63.3%	60.5%		
Riverside/San Diego	1,624,823	13.6%	63.2%	60.0%		
Riverside County	584,674	20.8%	68.2%	68.9%	146,500	3.42
Western Riverside COG Area	413,238	20.1%		69.8%		
Southwest Riverside County	165,553	30.5%		74.5%		
San Diego County	1,040,149	9.9%	60.4%	55.4%	227,200	4.83
North San Diego I-15 Area	131,111	10.2%		62.1%		

Source: US Census Bureau

26-Sep-02

* For SRAs, includes only figures from CDP/cities of Lake Elsinore, Sun City, Perris (Mead Valley) , San Jacinto, Vista, San Marcos and Escondido.

TABLE 5 - YEAR 2000 HOUSEHOLD ECONOMIC FACTORS

AREA	HOUSEHOLDS	MEAN HH SIZE	MEDIAN HH INCOME *	MEDIAN HOURLY WAGE RATE **	WORKERS PER HH *	MEDIAN VALUE / MEDIAN INCOME *
SOUTHWEST RIVERSIDE AREA						
Murrieta/Temecula Area	42,100	3.10				
Murrieta	14,321	3.08	60,911		1.32	3.13
Temecula	18,367	3.15	59,516		1.37	3.19
Unincorporated	9,412	3.02				
Elsinore	26,003	3.09	41,884		1.29	3.46
Sun City / Menifee	16,226	2.40	29,814		0.47	3.50
Mead Valley	14,430	3.74	35,522		1.24	2.57
Harvest Valley / Winchester	4,473	2.83				
Lakeview / Nueno	2,776	3.17				
San Jacinto Valley	45,593	2.47	30,627		0.91	3.16
NORTH SAN DIEGO I-15 AREA						
Fallbrook (SRA 55)	15,131	2.88				
Rainbow (SRA 54)	2,094	3.34				
Pala/Valley Center (SRA 53)	6,705	2.79				
Vista (SRA 52)	30,594	3.05	42,594		1.32	4.73
San Marcos (SRA 51)	23,903	2.85	45,908		1.35	4.50
Escondido (SRA 50)	47,914	3.02	42,567		1.31	4.52
COMPARISON AREAS						
State of California	11,502,870	2.87	47,493	\$14.19	1.41	4.45
SCAG & SANDAG REGIONS						
Riverside/San Diego/Orange	2,436,182	2.89			1.45	
Riverside/San Diego	1,500,895	2.82			1.37	
Riverside County	506,218	2.98	42,887	\$12.47	1.36	3.42
Western Riverside COG Area	386,842	3.07				
Southwest Riverside Area	151,601	2.89				
San Diego County	994,677	2.73	47,067	\$13.52	1.37	4.83
North San Diego I-15 Area	126,341	2.97				

Source: US Census Bureau and EDD

16-Oct-02

* For SRAs, includes only figures from CDP/cities of Lake Elsinore, Sun City, Perris (Mead Valley) , San Jacinto, Vista, San Marcos and Escondido

** Only available at county and state levels and is for 2001

TABLE 6 - VACANT DEVELOPABLE LAND *

AREA	TOTAL ACRAGE	TOTAL LAND	VACANT RURAL	VACANT URBAN	VACANT COMMERCIAL	POTENTIAL DWELLINGS	POTENTIAL EMPLOYMENT
SOUTHWEST RIVERSIDE CO.							
Temecula-Murrieta Area	182,887	123,953	88,298	20,859	5,583	122,250	789,343
Murrieta	18,277	10,990	1,823	4,914	2,487	17,816	351,489
Temecula	16,694	7,170	3,250	2,830	1,266	18,743	153,026
Unincorporated	147,916	105,793	83,225	13,115	1,830	85,691	284,828
Elsinore	126,324	56,514	29,300	15,266	4,032	16,286	581,436
Sun City / Menifee	30,604	22,898	12,626	7,446	1,997	6,789	288,669
Mead Valley	39,790	28,216	10,190	7,182	6,554	7,214	1,036,670
Harvest Valley / Winchester	32,151	22,400	17,203	2,578	1,191	6,709	186,633
Lakeview / Nueno	27,748	23,822	16,818	4,126	1,045	8,661	165,931
San Jacinto Valley	92,565	70,597	46,720	15,678	2,674	24,650	304,311
NORTH SAN DIEGO I-15 AREA							
Fallbrook (SRA 55)	81,179	46,159	43,272	2,411	258	16,767	7,981
Rainbow (SRA 54)	61,638	31,480	31,135	259	20	2,842	951
Pala/Valley Center (SRA 53)	74,152	45,396	44,339	835	148	10,805	4,245
Vista (SRA 52)	26,071	12,032	8,996	2,274	688	8,688	22,863
San Marcos (SRA 51)	19,112	7,029	2,788	2,793	1,106	11,685	40,102
Escondido (SRA 50)	77,331	32,038	28,044	2,870	612	15,522	23,743
COMPARISON AREAS							
State of California							
SCAG & SANDAG REGIONS							
Riverside/San Diego/Orange							
Riverside/San Diego	7,397,447	4,082,987	3,358,821	294,113	91,188	1,061,876	10,965,145
Riverside County	4,669,837	3,441,027	2,795,518	248,377	67,200	609,498	10,218,744
Western Riverside COG Area	1,533,025	943,834	511,077	180,443	38,932	153,996	5,923,615
Southwest Riverside County	532,069	348,401	221,155	73,135	23,076	192,559	3,352,994
San Diego County	2,727,610	641,959	563,303	45,736	23,988	452,378	746,401
North San Diego I-15 Area	339,483	174,133	158,574	11,442	2,832	66,309	99,885

* in acres, including agricultural uses

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Riverside potential employment was derived using the median densities of Commercial, Office, and Industrial. The figure was then reduced by 20% to account for streets and parking lots.

PROJECTED GROWTH 2000-2020

Over the next 20 years, population in the I-15 study area will increase by approximately 60 percent to more than 1.3 million residents. Of this increase, 395,000 or about three out of four new residents will live in Riverside County, as shown on Table 7.

To accommodate this growth, the Temecula-Murrieta area will increase their housing stock by 45 percent; a rate similar to their population growth. This is an increase of approximately 20,000 housing units. During the same period, employment in this area will increase by more than 40,000 jobs – nearly three times the rate of increase for housing.

As a result, jobs and housing are forecast to be far more balanced in 20 years. While some of the unincorporated areas in Riverside County like Winchester and Lakeview have a very high rate of population growth, the number of new units projected in these areas is relatively small.

Forecast Travel Volumes

In preparing its draft Regional Transportation Plan for the year 2030, SANDAG has forecast population and employment growth in its region as well as the impact of its employment growth on Riverside County and other adjacent areas. This forecast indicates that some persons who work in western San Diego County will need to find housing in other areas. Because of the restrictions at the international border and the mountains and desert to the east of urban San Diego, western Riverside County is the most likely area to accommodate this external housing demand. Based on this residential population distribution, Table 8 shows the forecasted travel on Interstate 15 for the year 2030. Within the City of Temecula, I-15 daily traffic volumes are forecasted to exceed 190,000 by 2015.

Table 8
Interstate 15 Weekday Traffic Volumes

Highway Location	2000	2030
Riverside County Line	95,000	230,000
North of SR 76	90,000	215,000
North of SR 78	103,000	210,000
South of SR 78	185,000	280,000

Source: SANDAG Transportation Model, 2030 Mobility Emphasis RTP Alternative

TABLE 7 - POPULATION, HOUSING AND EMPLOYMENT (2000 - 2020)

AREA	POPULATION			HOUSING UNITS			EMPLOYMENT		
	2000	2020 *	GROWTH 2000 - 2020	2000	2020 *	GROWTH 2000 - 2020	2000 *	2020 *	GROWTH 2000 - 2020
SOUTHWEST RIVERSIDE CO.									
Temecula-Murrieta Area	131,642	194,250	47.6%	44,180	63,902	44.6%	32,449	75,490	132.6%
Murrieta	44,286	80,488	81.7%	14,922	26,470	77.4%	7,905	24,119	205.1%
Temecula	57,923	84,779	46.4%	19,170	26,726	39.4%	20,823	42,277	103.0%
Unincorporated	29,433	28,983	-1.5%	10,088	10,706	6.1%	3,721	9,094	144.4%
Elsinore	80,626	120,508	49.5%	28,174	38,976	38.3%	14,823	38,564	160.2%
Sun City / Menifee	39,376	75,501	91.7%	17,566	25,252	43.8%	7,721	16,686	116.1%
Mead Valley	54,450	110,718	103.3%	15,841	35,475	123.9%	13,544	36,402	168.8%
Harvest Valley / Winchester	12,692	37,089	192.2%	4,968	12,454	150.7%	4,208	9,469	125.0%
Lakeview / Nueno	8,844	28,113	217.9%	3,020	8,470	180.5%	3,451	7,063	104.7%
San Jacinto Valley	115,506	271,944	135.4%	51,804	87,958	69.8%	33,420	64,879	94.1%
NORTH SAN DIEGO I-15 AREA									
Fallbrook (SRA 55)	43,952	59,793	36.0%	15,748	21,174	34.5%	12,695	17,833	40.5%
Rainbow (SRA 54)	7,097	9,901	39.5%	2,348	3,177	35.3%	914	1,205	31.8%
Pala/Valley Center (SRA 53)	18,777	40,244	114.3%	7,188	14,643	103.7%	3,999	5,796	44.9%
Vista (SRA 52)	95,740	115,458	20.6%	31,583	40,312	27.6%	22,015	44,878	103.9%
San Marcos (SRA 51)	68,420	95,659	39.8%	24,958	34,806	39.5%	30,165	67,535	123.9%
Escondido (SRA 50)	146,470	180,442	23.2%	49,284	64,034	29.9%	49,881	70,969	42.3%
COMPARISON AREAS									
State of California									
SCAG & SANDAG REGIONS									
Riverside/San Diego/Orange									
Riverside/San Diego	4,359,220	6,354,574	45.8%	1,554,158	2,224,197	43.1%	1,694,016	2,645,865	56.2%
Riverside County	1,545,387	2,501,277	61.9%	584,674	819,966	40.2%	507,179	924,214	82.2%
Western Riverside COG Area	1,209,751	1,978,430	63.5%	413,238	637,494	54.3%	367,298	730,260	98.8%
Southwest Riverside County	443,136	838,123	89.1%	165,553	272,487	64.6%	109,616	248,553	126.7%
San Diego County	2,813,833	3,853,297	36.9%	1,040,149	1,404,231	35.0%	1,186,837	1,721,651	45.1%
North San Diego I-15 Area	380,456	501,497	31.8%	131,109	178,146	35.9%	119,669	208,216	74.0%

Source: US Census Bureau, SANDAG and WRCOG forecast with base year 1997

* Riverside forecast data has not been adjusted for the 2000 census

See Figure 4 – Population Distribution – Year 2000

See Figure 5 – Employment Distribution – Year 2000

See Figure 6 – Household Distribution – Year 2000

Chapter 5

CURRENT EFFORTS TO ADDRESS THE IMBALANCE

Chapter 5

CURRENT EFFORTS TO ADDRESS THE IMBALANCE

Local, regional and private agencies in both Riverside and San Diego Counties have programs designed to improve mobility and address the imbalance of jobs and housing. California has funding programs to promote job-housing balance as well.

STATE AND REGIONAL BALANCED COMMUNITY PROGRAMS

State Demonstration Grant Program

In July 2000, AB 2864 (Torlakson) established the state funded Inter-Regional Partnership program to improve the balance of jobs and housing in urbanized areas throughout California.

State Policy and Project Goals: In establishing the demonstration program, the State issued the following Policy Goals for Inter-regional Partnerships (IRP):

1. Encourage higher rates of housing construction in jobs-rich areas.
2. Encourage job development in close proximity to the current and future labor force.
3. Mitigate the negative impacts of jobs-housing imbalances.
4. Encourage integrated planning, incorporating housing, transportation, and the environment.
5. Encourage transit-oriented development.

In addition, the State has prepared the following IRP Project Goals for those projects that it funds:

1. Develop implementation plans to reduce jobs-housing imbalances.
2. Develop strategies and models to mitigate jobs-housing imbalances.
3. Encourage meaningful collaboration between local governments, regional and subregional planning organizations, private sector housing and business organizations, and public interest organizations and the general public.
4. Promote regional planning and collaboration among cities and counties.
5. Develop State and subregional geographic inventory of areas with jobs-housing imbalances.

IRP Jobs-Housing Balance Grants: The California Department of Housing and Community Development (HCD) appropriated funds to facilitate work between two or more councils of governments (COGs) or other interregional agencies to mitigate the causes and effects of inter-regional employment and housing imbalances. These projects would be carried out in partnership with the State and federal governments.

This one-time funding allocation will to be used to develop and implement plans that promote and accommodate housing development in areas rich in jobs and job-creation in predominantly

residential communities. Funded activities must be completed by June 20, 2004 and require a 25 percent local match. This San Diego-Western Riverside IRP is one of these projects.¹⁴

IRP Pilot Project: AB 2864 also funded an Inter-Regional Partnership State Pilot project, which builds on an Inter-regional Partnership begun in 1998 among the Association of Bay Area Governments, the San Joaquin Council of Governments, and the Stanislaus Council of Governments in the San Francisco Bay and the Central Valley areas. A primary element of the Pilot Project is the creation of Jobs-Housing Opportunity Zones in the IRP region. A range of incentives will be offered in each zone to encourage the appropriate development. As of July 2002, nine of a possible ten zones have been selected. To date, nearly all of these sites are job-development, not housing zones.

SOUTHERN CALIFORNIA REGION

The Southern California Association of Governments (SCAG) region is comprised of the counties of Los Angeles, Orange, San Bernardino, Riverside, Ventura, and Imperial. The region encompasses a population exceeding 15 million persons in an area of more than 38,000 square miles.¹⁵ The Southern California Association of Governments (SCAG) functions as the Metropolitan Planning Organization for the region. As such, SCAG is mandated by the federal government to research and draw up plans for transportation, growth management, hazardous waste management, and air quality.¹⁶

Several years ago SCAG attempted to develop a “growth policy forecast” that would move the six-county region towards a long range projection that increased jobs in housing rich areas, and vice-versa.¹⁷ That proposal was abandoned because of criticism that government should not try to dictate area land uses through policy. As part of their Regional Transportation Plan Update, SCAG is again addressing jobs-housing balance issues on a regional level.

Regional Transportation Plan: The Regional Transportation Plan (RTP) is a multi-modal, long-range planning document prepared by the Southern California Association of Governments (SCAG), in coordination with federal, state, and other regional, subregional, and local agencies in Southern California.

The RTP includes programs and policies for congestion management, transit, bicycles and pedestrians, roadways, freight, and finances. The RTP is prepared every three years and reflects the current future horizon based on a 20-year projection of needs. The RTP’s primary use is as a regional long-range plan for federally funded transportation projects. It also serves as a comprehensive, coordinated transportation plan for all governmental jurisdictions within the region. Each agency responsible for transportation, such as local cities, the County, and Caltrans, has different transportation implementation responsibilities under the RTP. The RTP relies on the plans and policies governing circulation and transportation in each County to identify the region’s future multi-modal transportation system.

Transportation Demand Management (TDM): TDM strives to manage the demand on the highway system by reducing the number of vehicles on the road. SCAG recommends increased outreach to the general public to increase awareness of and participation in the regional rideshare program.¹⁸

Vanpooling is considered one of the most cost-effective TDM strategies for long-distance commuters. SCAG is looking to formalize and expand the existing partnership among public and private sector stakeholders to improve delivery of vanpool services regionwide. The goal is to facilitate a regionally coordinated marketing strategy among the public and private sector that would enhance vanpool programs, increase rider ship and unify the current limited and fragmented outreach efforts.¹⁹ Similarly, carpooling can reduce demand and can utilize dedicated HOV lanes.

Telecommuting is the most popular program that an employer can offer employees to reduce vehicle trips yet it is one of the least frequently offered programs by employers. SCAG intends to pursue an aggressive education and public outreach program aimed at employers to promote the benefits of telecommuting and to provide recommendations on how to implement a telecommuting program at the worksite.²⁰

Park-and-ride facilities could play an important role in supporting commuter rail, heavy and light passenger rail transit, busway, HOV, express bus service and local bus systems. However, lack of dedicated resources for marketing, maintenance, and operations have adversely affected the available capacity and utilization of park and ride facilities within the SCAG region. SCAG plans to fully integrate park and ride facilities into existing transportation and planning and programming processes. SCAG is looking for the development of regionwide policies and programs pertaining to the operation, maintenance and expansion of park and ride facilities as well as regionally coordinated public outreach efforts and data management.²¹

Electronic workplaces and electronic commerce will continue to evolve with the revolution in communication and computing technology. SCAG is currently developing a number of efforts aimed at tracking e-commerce and assessing the issues and likely benefits of mobility and air quality based upon changes in travel behavior.²²

Integrated Land Use, Transportation and General Planning: SCAG has created the Growth Visioning for Sustaining a Livable Region Subcommittee to inform, engage and facilitate consensus on a vision and strategy for addressing the challenging consequences of anticipated growth in the region.²³ Growth Visioning is the current process instituted by SCAG to promote informed civic dialogue to help the region come together to address its shared challenge of creating a vision of future growth that promotes prosperity, social equity, and environmental sustainability.²⁴ A major target is to arrive at a common ground preferred growth vision, along with an associated growth forecast, in time to influence the next round of housing allocation and transportation plan decisions the region will face in 2004.²⁵ An even larger target is to marshal the vast resources of the region into long-term sustainability and livability based on a deliberate vision.²⁶ Growth Visioning serves consensus and cooperation among local governments, regional institutions, and the public.²⁷ There is clear evidence that people will be more likely to support what they help to create.²⁸ This is particularly true where there is vast difference in viewpoints and perceived implications – as is certainly the case with growth related issues.²⁹ There is no mandate to implement a vision, other than what is endorsed by the participants.³⁰

The three “Growth Strategies” under development and review by the Subcommittee are Smart Growth (Urban Form Scenarios), Livable Communities, and Jobs-Housing Balance.³¹

Smart Growth is well-planned, efficient development that channels projected population and employment growth into existing areas and designated growth corridors that are best suited to accommodate growth.³²

Livable Communities are neighborhood level strategies that encourage efficient growth patterns and promote alternatives to the automobile. Efforts focus on creating a mix of homes, shops, work places, parks, and civic institutions in communities and neighborhoods that are linked through pedestrian and bicycle facilities and are in proximity to transit routes. Livable Communities promote in-fill development to revitalize underutilized and vacant sites. Under the strategy of "livable communities," SCAG and other policy leaders are placing a growing emphasis on new land use and transportation policies that will accommodate future growth while addressing automobile traffic and air quality concerns. Because many impacts of the livable communities strategies are realized at a neighborhood or community scale, it is difficult to quantify benefits at a regional scale. To this end, SCAG is refining its regional modeling to address land use/transportation and air quality interactions as well as developing performance measures for livable communities.³³

SCAG is focusing its Jobs-Housing Balance efforts on coordinating with subregions and local governments to ensure that local plans are consistent with the regional growth forecast and assisting communities and subregions in accessing new Jobs-Housing incentive funds from the State Department of Housing and Community Development. Additionally, SCAG is looking into establishing incentives and performance indicators as well as implementing a legislative strategy.³⁴

As part of SCAG's Growth Visioning Program, Western Riverside Council of Governments (WRCOG) will have an opportunity to test SCAG's growth strategies during 2003. As one of fourteen subregions in the program, WRCOG will have the opportunity to create its own alternative growth scenarios as well. The WRCOG-SANDAG Interregional Partnership potentially provides an opportunity to test these strategies and alternative growth scenarios within a two-county framework.

WESTERN RIVERSIDE REGION

Riverside County's transportation system is composed of numerous state highways (both freeways and arterial highways), as well as numerous County and city routes. The transit system includes public transit systems, common bus carriers, AMTRAK (intercity rail service), MetroLink (commuter rail service), and other local agency transit and paratransit services. In addition, the County transportation system includes general aviation facilities, limited passenger air service within the County, freight rail service, bicycle facilities, and other services for non-motorized forms of transportation (multipurpose trails).

Increasing mobility is recognized as an important priority by all our local governments. The County and cities are working together to make sure that new development pays its fair share to accommodate added traffic. The Measure A half cent sales tax has funded improvements on numerous state highways and local roads, and an initiative is underway to extend the Measure A sales tax program. Metrolink, which is largely funded by Measure A, has been a great asset to Riverside County. Other transit services are being provided through transit agencies, primarily the Riverside Transit Agency.

In addition to the General Plan, the County of Riverside supports several transportation plans and programs that are necessary to manage current traffic demands in and plan for the County's future transportation needs.

Congestion Management Program: The Riverside Congestion Management Program (CMP) is updated every two years in accordance with Proposition 111. The CMP was established in the State of California to more directly link land use, transportation, and air quality and to prompt reasonable growth management programs that would more effectively utilize new and existing transportation funds, alleviate traffic congestion and related impacts, and improve air quality.

The Circulation Element describes how the future transportation system will function. This is important for congestion management, since deficiencies along the CMP system must be mitigated when they occur. The ability to address such deficiencies now, instead of when they occur, is critical. Understanding the reason for these deficiencies and identifying ways to reduce the impact of future growth and development along a critical CMP corridor will conserve scarce funding resources and help target those resources appropriately.

Transit Programs: The Riverside Transit Agency (RTA) operates fixed bus routes providing public transit service throughout a 2,500-square-mile area of western Riverside County. RTA's fixed routes have been designed to establish transportation connections between all cities and unincorporated communities in western Riverside County. RTA currently carries approximately 18,000 passengers per day. RTA also provides service to San Bernardino and Orange Counties. SunLine Transit Agency (SunLine) provides public interest transit services for the Coachella Valley and Yucca Valley areas.

The Transit Oasis Strategy is an initiative in transportation choices for western Riverside County. This document was endorsed by the Riverside County Transportation Commission in March 2002 as a framework for further development of the system. The system is designed to connect centers of activity in both the cities and unincorporated areas with express transit, either along Metrolink lines or along new express transit corridors. These new corridors include freeways with existing or proposed High Occupancy Vehicle (HOV) lanes.

This express transit system would be implemented gradually over time, as western Riverside County grows. It is conceived as a flexible, cost-effective system that can adapt to development as it occurs. Transit technologies have not been determined, but would likely consist of rubber-tired vehicles running on preferential lanes, in addition to the Metrolink portions of the systems.

Community and Environmental Transportation Acceptability Process (CETAP): A series of alternatives for new multi-modal transportation facilities are being evaluated as part of the CETAP planning process for two corridors within Riverside County: the Hemet to Corona/Lake Elsinore Corridor, and the Winchester to Temecula Corridor. Decisions identifying the alternatives to move forward in both corridors will be made later this year.

Economic Development Efforts in Riverside County

Riverside County Economic Development Agency: The County of Riverside markets their strategic location for business as a result of many incentive zones throughout the county, the diverse and accessible transportation network, and the high quality of life.³⁵ Specifically, Riverside

County has six redevelopment project areas throughout the county.³⁶ The Redevelopment Agency utilizes tax increment and bond proceeds to finance public improvements, business assistance and housing in accordance with California redevelopment law.³⁷ businesses located within the project areas may qualify for construction of public improvements, tax and fee assistance.³⁸ The redevelopment project areas offer a variety of opportunities for industrial, commercial, aviation, and residential development.³⁹ The county of Riverside's economic development agency offers a fast track program to assist qualified businesses with land-use and permit approvals, employee recruitment & training, a rapid response program to assist companies or individuals confronting career transitions, and environmental health and safety advisory services.⁴⁰

Temecula: In 1998, the City of Temecula commissioned an Economic Development Strategy.⁴¹ The result is an Economic Development Strategy that combines a low cost of doing business; site selection assistance; aggressive programs to attract, retain, and expand businesses; and strong workforce development; with the promise of a responsible growth management plan and a variety of quality of life attributes.⁴² Temecula markets itself as "the right place for business...the right place to live."⁴³ The City highlights its business-oriented local government and community⁴⁴ as well as its Fast Track Program that insures timely processing of qualified applicants⁴⁵. The City's website is a one-stop-shop providing links not only to regional economic development resources and housing assistance programs, but also to available land and industrial space.

Lake Elsinore: The City of Lake Elsinore focuses their economic development efforts on existing local businesses in an approach entitled "economic gardening." Rather than focusing economic development initiatives on recruiting outside businesses, the City has chosen to focus on nurturing existing local businesses. Local businesses are provided with connections to resources, information technology, and infrastructure. Specifically, the City provides resources for employee training and recruitment as well as planning and marketing; access to capital funding, media contacts, and industry clusters; and data analysis of customers, vendors, future clients, and competitors.⁴⁶

Southwest Riverside County Economic Alliance: The Southwest Riverside County Economic Alliance is a partnership among the County of Riverside, and the Cities of Lake Elsinore, Murrieta, and Temecula. They are working in partnership to aggressively promote the business development and economic opportunities of the region, its outstanding quality of life, strong industrial base and strategic access to Southern California business markets.⁴⁷

Valley Economic Development Corporation: The Valley Economic Development Corporation is a public/private partnership dedicated to building opportunity for business through business retention and attraction with specific emphasis on elevating the standard of living within the Cities of Hemet, San Jacinto and the surrounding unincorporated mid-county regions of Riverside County. Assistance is provided in the following areas: site location through a network of area real estate brokers and consultants, help with government permitting and approval process, providing information on and assistance with employment, training and labor.⁴⁸

Inland Empire Economic Development Partnership: The Inland Empire Economic Development Partnership is a clearinghouse for regional economic thinking, networking and action. Its Executive Committee, Board of Directors and Policy Council include presidents, CEOs, senior partners, owners and elected representatives of corporations, professional firms, entrepreneurial enterprises, colleges, universities, cities and counties. In order to coordinate efforts to advance the Inland Empire economy, this organization allows the members to network, coordinate joint business

recruitment, expansion and retention efforts; and consider economic policy issues and economic trends. The Partnership maintains an up to date database on buildings and sites available in the region.⁴⁹

Economic Development Corporation of Southwest Riverside County: The Economic Development Corporation of Southwest Riverside County is a dynamic taskforce of volunteer business and community leaders whose mission is to resolve the countless problems and needs of businesses in the southwest areas. Members include CEOs of local companies, manufacturers, financial and business professionals, economic development experts, government officials, and interested citizens. The EDC is committed to the region's long-term, sustainable economic health. Its goal is to help build an economic base that provides high-quality jobs and a desirable lifestyle for area residents.⁵⁰

University Research Park: The University of California, Riverside in partnership with the Riverside County Economic Development Agency and the City of Riverside have created the University Research Park. The Park will provide new and mid-sized technology-based companies with the competitive advantage necessary to succeed in today's markets. The focus within the Park is on companies in biotechnology, information technology, electronics, and environmental technology; linking the strengths of existing companies, the competitive resources within the City and County of Riverside, and the prestigious academic and research programs of the University of California, Riverside.⁵¹

Matching Commuters and Companies: Several internet sites exist to try to match local employer needs with local resources. Commuters are being alerted to this initiative through billboards, radio commercials, and mailings that accompany utility bills in new neighborhoods.⁵² The internet sites include:

- ietechjobs.com is a website directed to technicians, scientists, engineers, and professionals. It allows direct postings by both commuters and companies. The site will soon be available to thousands of graduates with technical majors from the Inland Empire's 16 universities.⁵³
- Rivcoeda.org is maintained by the Riverside County Economic Development Agency and directed at both commuters and firms in the County. Several thousand skilled workers now use the system.⁵⁴
- Is a telephone-based service. A phone-based program, an employer calls CallPoint with a labor need. CallPoint then attempts to locate a qualified candidate and conducts the initial screening and interviews. The employer will conduct the final interviews and hiring. CallPoint may also assist finding training for these employees.⁵⁵

Workforce Development: Riverside County Economic Development Agency has Workforce Development Centers located throughout the County. Its purpose is to provide human resource assistance in the recruitment, selection, and hiring processes including conducting job fairs and making available interview space. The Centers also offer information on training reimbursement and tax incentive programs as well as information on employment, training, and education.⁵⁶

Regional Occupation Programs (ROPs) provide industry-specific training for high school students and adults wishing to enter the workforce rather than attend college. Each program has an industry specific advisory group certifying that there is a demand for a specific skill set or skill

ladder. The ROPs have also shown the ability to react rapidly when a firm or group of firms has developed the need for specialized training of their own workers.⁵⁷

University Extension Programs offer specialized training to workers performing highly technical tasks as well as those working into management.⁵⁸

Policies and Issues Related to Development

The Riverside County Integrated Project (RCIP) is a three-part program that includes the General Plan, the Community and Environmental Transportation Acceptability Process (CETAP), and the Western Riverside County Multiple Species Habitat Conservation Plan (MSHCP). In this project, the County will simultaneously prepare environmental, transportation, housing and development guidelines for the first half of the twenty-first century. The following excerpts from the Integrated Plan provide examples of the constraints facing future development in areas of the region.

Efficient Use of Land: New growth patterns no longer reflect a pattern of random sprawl. In order to efficiently use land, growth must be focused into strategically located centers or into existing developed areas, thus minimizing development pressures on rural, agricultural, and open space areas. This will also help to preserve the unique rural character of the county and its rich open spaces. Grouped with this focused growth is the need to reorganize patterns of development in order to accommodate a range of uses, styles, and densities; is adaptive to transit; and is internally and externally networked to a multi-modal transportation system.⁵⁹

Open Space: We value the unusually rich and diverse natural environment with which we are blessed and are committed to maintaining sufficient areas of natural open space to afford the human experience of natural environments as well as sustaining the permanent viability of the unique landforms and ecosystems that define this environment. Poorly planned growth and development would threaten to eliminate or degrade this essential feature of the County. Preserved multi-purpose open space is viewed as a critical part of the County's system of public facilities and services required to improve the existing quality of life and accommodate new development. Strategies and incentives for voluntary preservation on private land are an integral part of the County's policy/regulatory system and are referred to nationwide as model approaches.⁶⁰

Habitat Preservation: Riverside County is known for its extraordinary environmental setting, which provides recreational, ecological, and scenic value. To address the issues of wildlife and habitat health and sustainability, the county has participated in the development of two multiple species habitat conservation plans (MSHCPS). These MSHCPS are intended to encompass the reserve areas and replace the implementation measures of the single-species habitat conservation plans formerly adopted by the county. These MSHCPS are stake-holder driven, comprehensive, and multi-jurisdictional, and focus on the conservation of both species and associated habitats, in order to address biological and ecological diversity conservation needs in Riverside County. These plans are two of several large multi-jurisdictional habitat-planning efforts within Southern California that have been developed under the overall goal of maintaining biological diversity within a rapidly urbanizing region. The MSHCPS will allow the county and other local jurisdictions the ability to manage local land use decisions and maintain economic development flexibility, while providing a coordinated reserve system and implementation program that will facilitate the preservation of biological diversity as well as maintain the region's quality of life.⁶¹

Land Use Policies in Riverside County

Riverside County's policy is to promote compact development in strategically located activity centers, along with infill opportunities within existing urban areas, in order to minimize development pressures on vacant land on the urban fringe. In a limited capacity, infill projects throughout will also contribute to the County's future housing stock. County policy recommends that growth be concentrated near or within existing urban and suburban areas to maintain the rural and open space character of Riverside County to the greatest extent possible. Under the newly updated General Plan land use designations, higher density residential areas are sited near employment nodes, commercial cores, and major transportation corridors, and in conjunction with resort, recreation and tourist areas.

With its proximity to surrounding counties, infrastructure capability, and available land, it is anticipated that the majority of growth will occur within the sphere of influence areas of incorporated cities, and in areas for which Specific Plans or tract maps have been prepared. These properties include vacant and undeveloped lands presently in the unincorporated County that are adjacent to, or within service hookup distance from public sewer, water and street systems.

Housing Trends

WRCOG received grant funding from SCAG to produce a "Case Study" evaluating the extent of the inroads that New Urbanism & Smart Growth have made in western Riverside County. The project, begun in 2001, surveyed the 14 jurisdictions in the subregion. The County of Riverside was excluded from the report because reliable data for unincorporated portions of Riverside County could not be acquired for most indicators.

The Case Study employed 13 specific indicators and a rating system to measure and assess the quantity and quality of on-going urban growth in this area. The results provide a valuable insight into the current state of housing policies in the WRCOG subregion.

Compact Residential Development: The compactness of residential development indicated either dense or more spread-out development patterns. Compact residential development occurs when at least 10 percent of residentially designated land is zoned for medium density (8 to 15 units per acre) and 10 percent is designated for higher density development (over 15 units per acre).

The Case Study found that 154,000 acres within the 14 cities in the subregion are zoned for residential uses, either developed or vacant. Of this, 11 percent is zoned for medium and higher density residential development. Three cities had 20 percent or more of their residential land zoned for medium and higher density development; seven cities had 8 percent or less.

For current development, the existing average residential density in the subregion is about 2.4 dwelling units per acre. Some jurisdictions prefer to maintain the characteristics of a more rural lifestyle with an equestrian emphasis, and as such, have low percentages of the residential land designated for medium to high densities. Some jurisdictions "under build" in higher density zones (develop projects that are of lower density than allowed), and because of this, will not achieve General Plan "build-out" densities.

As the subregion evolves, it will likely increase densities for residential uses in some areas, providing more opportunities for housing to lower income families, first-time homebuyers, the elderly and others on fixed incomes, single parent households, and people interested in alternative housing choices to the typical single-family subdivision.

Certain barriers to implementation face the subregion, however. They include difficulty in the entitlement process, more stringent multi-unit construction requirements, and reluctance on the part of financiers and developers to pursue higher density attached housing as a result of construction defect litigation. Continued “under building” and the public desire to maintain the “rural” characteristic of the community will also impact the ability to implement compact residential development.

Minimum Lot Size for Single-Family Residences: Small, compact lot patterns make more efficiently functioning communities. Jurisdictions that require at least a portion of a project’s single-family homes to be smaller lot sizes will see results in more compact development, less land consumption, and more efficient service by transit, utilities, and delivery operations.

The Case Study found permissible lot sizes among the cities ranged from 3,500 to 10,000 sq.ft., averaging at 6,000 sq.ft. Some WRCOG cities have adopted a Smart Growth-friendly Traditional Neighborhood Development zoning ordinance or overlay to allow for the creation of smaller single-family lot sizes in some areas.

Although few regulatory barriers to small lot subdivision exist in the WRCOG subregion, opposition is primarily based on the thinking that blames small lots for lowering property values.

Mixed Use Policies, Ordinances, & Incentives: Mixing urban land uses in close proximity allows people to live, work, shop, and enjoy recreational activities within walking distance, employing a compact environment that reduces dependency on cars to satisfy life’s basic, everyday needs. Development may be characterized as “mixed use” if it combines more than one use or purpose within a shared building or compact project area.

The Case Study found that of the 14 cities in the subregion, seven have no policies, ordinances, or incentives pertaining to mixed use while seven have supportive mixed use policies in their general plans. Three cities without General Plan policies will permit mixed use on a case-by-case basis. Three cities provide specific incentives for mixed-use development.

Although jurisdictions in the subregion are generally transitioning towards support for mixed-use in their zoning regulations, only a few representative projects have been proposed here. Interviews with planning officials indicated that most cities, generally, are waiting for developers to step forward and propose local mixed-use projects. Many entrenched barriers, both real and perceived, however, impede implementing mixed-use projects. As a result, the subregion continues to generally exhibit a development pattern that segregates land uses. Applying even the most lenient definitions, the number of active mixed-use projects in the subregion is probably between three and six. An equal number of projects are being proposed, according to surveys. Several more ambitious projects are in the conceptual stage, such as Specific Plans for portions of the cities of Lake Elsinore and Banning.

Infill Policies & Incentives: Infill development is the building of homes, businesses, and public facilities on unused land within existing urban areas. These sites maximize the use of existing infrastructure and are usually relatively close to employment and services. Residential infill is flexible in nature, encouraging a variety of designs such as second units, townhouses, bungalows, studios, and co-housing.

The Case Study found that of the 14 cities in the study, nine have policies, ordinances, or incentives pertaining to infill development in their General Plans. One jurisdiction provides specific incentives for infill development, if intended for housing projects.

Responses to the WRCOG questionnaire indicated an on-going transition in the subregion toward the support of infill. Reports from Planning departments in the WRCOG area suggest an increasing number of infill-related public counter inquiries and project submittals, in comparison to previous years. Nearly all redevelopment agencies are looking at ways to expand infill programs. Only a few representative projects, however, have been proposed.

Because infill issues are closely linked with those of mixed-use, they face many of the same barriers: social, economic, and attitudinal impediments; and financial, regulatory, and legislative barriers.

Housing Affordability: Affordable housing is typically considered to be that which can be purchased for 30 percent or less of the gross household income. This requires a wide range of housing types and prices to accommodate the various income levels in the subregion. A median priced home is one that is priced below half of the homes in the area, and above the other half.

Generally, the farther land is from urban centers, the less it costs, making it attractive to developers. This is currently the situation in western Riverside County, where housing attracts buyers living in less affordable areas in Southern California.

The Case Study found that most General Plans contain a goal regarding the provision of a variety of housing types that are affordable to all income levels in the jurisdiction. In communities where the median income is high, housing costs are also generally higher.

Although the percent of households able to purchase a home has declined throughout the state, the WRCOG subregion remains very affordable by Southern California standards. In a regional context, the Inland Empire remains very affordable, with 47 percent of all households able to purchase a median priced home. Statewide, housing affordability is 32 percent, while the national rate is 54 percent. The percentage of households that can afford the median priced home in the subregion's cities ranges from less than 30 percent to 64 percent for new homes, and 53 percent to 78 percent for existing homes.

Renting in the subregion is a way of life for almost 40 percent of the households. The percentage that can afford the median priced unit within the subregion, based on median household income, ranges from 66 percent to 82 percent of households. This indicated that while the affordability for median rents is high in the subregion, there remains a need for more housing for lower income households.

Barriers to providing more affordable housing to lower income households include lack of commitment by the state government to housing programs, federal programs, and policies that do

not meet the needs of California, local government preferences for commercial and other revenue generating development, construction defect litigation, and negative public perceptions.

Accessory Dwelling Units: Accessory dwelling units (ADUs) are small second-unit cottage or apartment residence sharing the same lot with the primary house. Offering affordable opportunities for independent living, these units increase density while maintaining the general character of single-family neighborhoods.

The Case Study found that all 14 cities in the subregion have policies and ordinances regulating accessory units. One city has a pro-active incentive program to establish ADUs. Five cities are supportive of ADUs, especially granny flats, subject to a few restrictions in their zoning codes. Several cities generally tend to discourage ADUs through zoning regulations.

Barriers to ADUs are typically rooted in the widespread misperceptions that second units tend to become a problem in the neighborhood due to substandard levels of workmanship and increased traffic and parking.⁶²

SAN DIEGO REGION

Transportation Programs

I-15 FasTrak™ Program: The Interstate 15 FasTrak Program allows solo drivers to pay a per trip fee to use the existing high occupancy vehicle (HOV) lanes located in the center median along eight miles of I-15 between Kearny Mesa and Rancho Penasquitos in the City of San Diego. Carpoolers use these HOV lanes for free.

FasTrak is a model for using existing transportation infrastructure more efficiently. Representatives from the California Department of Transportation, the Metropolitan Transit Development Board, the California Highway Patrol, state legislators, and SANDAG work together on this innovative commute solution. The program provides a faster commute for solo drivers, and the funds express buses along I-15. I-15 FasTrak goals:

- Use the excess capacity on the HOV Lanes.
- Improve transit and rideshare services along I-15.
- Test whether value pricing can relieve traffic congestion.

Interstate 15 is a heavily used highway in the San Diego region connecting several north inland communities with major employment centers to the south. Prior to 1996, there was excess capacity on the I-15 HOV lanes and rush hour congestion on the regular freeway lanes. There also was limited transit service in the corridor.

The program currently is fully funded by the fees collected (approximately \$1.8 million per year). The program is so successful that it is generating enough revenue to fund continued FasTrak operating costs as well as increased transit service in the I-15 corridor.

- California Senate Bill 313, signed in September 2001 by the Governor eliminates the sunset date for the program. This law allows SANDAG to continue value pricing on I-15 indefinitely.

- The number of daily carpools on the HOV lanes has increased from 7,700 to 13,400.
- Average daily traffic on the carpool lanes has increased from 9,400 to 17,800 vehicles per day.
- The violation rate has dropped from 15 percent to less than five percent. A portion of toll revenues is used to fund enforcement by the California Highway Patrol.
- A portion of the fees collected is used to fund the Inland Breeze bus service (Routes 980/990). The Route 980 operates express service between Rancho Bernardo and downtown San Diego in the peak direction. The Route 990 operates in the reverse commute direction from downtown San Diego to Rancho Bernardo with intermediate stops in Hillcrest, Fashion Valley, Kearny Mesa, Mira Mesa, and Carmel Mountain Ranch.
- I-15 commuters tell us the project is a success and cite benefits such as reduced travel time, reliability of on-time arrival, and improved safety.⁶³

I-15 Managed Lanes: This project will build on the success of the I-15 FasTrak program by creating a 20-mile “Managed Lanes” facility in the median of Interstate 15 between State Route 163 and State Route 78. When completed, it will feature a four-lane high occupancy vehicle (HOV) facility with a moveable barrier (similar to the moveable barriers on the San Diego-Coronado Bridge), multiple access points to the regular highway lanes, and direct access ramps for buses. A high frequency express bus system, known as Bus Rapid Transit (BRT) will be operated in these Managed Lanes.

South of Escondido, the average daily traffic on I-15 ranges from 155,000 to 313,000 vehicles,⁶⁴ with daily commute delays ranging from 30 to 45 minutes in the general purpose lanes. The I-15 FasTrak program successfully demonstrated that value pricing can be an effective tool for increasing use of an HOV facility while maintaining free-flow conditions on the facility. Total costs for the freeway improvements and transit elements of the I-15 Managed Lanes are estimated at \$700 million.

- The Managed Lanes will be constructed in three phases. The Middle Segment will be the first phase of the Managed Lanes to be constructed. It is scheduled to open to traffic in 2004.
- The moveable barrier allows for making up to three lanes available to drivers during rush hours in the peak direction.
- Carpools will enter and exit the Managed Lanes at seven access points along I-15.
- A Bus Rapid Transit system will operate in the Managed Lanes. Transit stations and park and ride lots will be located along I-15, and will be connected to the Managed Lanes via direct-access ramps. These direct-access ramps will allow both BRT buses and carpools to bypass freeway on-ramps.
- The SANDAG Board approved implementing electronic tolling on the Managed Lanes for solo commuters. The tolls will be charged on a per mile basis.

SANDAG and Caltrans have identified \$375 million so far for the complete construction of Segment 2 of the Managed Lanes. In addition, SANDAG has secured \$960,000 from the Federal Highway Administration to study the options for value pricing on the Managed Lanes.⁶⁵

I-15 Van Pool Program: The San Diego Association of Governments (SANDAG) manages RideLink, the carpool and vanpool-matching program for the San Diego region. RideLink’s Regional Vanpool

Program is designed to provide long distance commuters with an alternative to driving alone. SANDAG contracts with two vanpool vendors to provide the vehicles, maintenance, and insurance. In addition, SANDAG provides an on-going \$400 per van per month subsidy to assist drivers with the lease costs of the van.

As of August 2002, there were 215 vanpools in the program, carrying over 2,000 commuters. Of this total, 66 originated in Riverside County with an additional four originating in San Bernardino. Half of the Riverside county vans originate in Temecula, the highest origination number in the system, with an additional 16 originating in Murrieta. The top three destinations are Coronado/NASNI (38 vans), Carlsbad (21 vans), and Kearny Mesa (17 vans).

Currently, the average one-way distance for the vanpools is 57 miles. To encourage more commuters to participate in vanpooling, especially those commuting from the outlying residential communities of Southwest Riverside County and South Bay San Diego, the region will increase the vanpool marketing activities and explore opportunities to increase the incentives for riders.⁶⁶

A recent survey of vanpool passengers revealed that 72 percent of the participants drove alone to work before joining the program. The Riverside County Transportation Commission (RCTC) manages a similar program, but does not provide services for work trips in San Diego County.

Rideshare Matching Services: Because the western Riverside region does not offer carpool or vanpool matching programs for long distance commuters going into the San Diego region, persons from western Riverside County requesting interregional carpool or vanpool information are referred to SANDAG's RideLink Program.

The RideLink Program maintains a database of commuters who are interested in joining a carpool. RideLink processes approximately 300 total match list requests per month, with over ten percent of requests for carpool match lists coming from residents of western Riverside County. The specific number of carpools coming into the San Diego region from Riverside County has not been estimated.

I-15 Public Transit Services: The Metropolitan Transit Development Board (MTDB) serves as the policy setting and overall coordinating agency for public transportation in the Metropolitan San Diego area and the North County Transit District provides integrated public transit service within the North San Diego County area. Twelve bus routes operate along some portion of the I-15 corridor from the City of Escondido to various locations including downtown San Diego and Kearny Mesa.

There currently is no fixed route public transportation operated between western Riverside County and the San Diego region. However, the Riverside Transit Agency (RTA) is proposing three morning and three evening commuter express trips to connect the Temecula/Murrieta area with employment centers in the San Diego region. It is expected that this service would begin in January 2003.⁶⁷

I-15 Private Transit Services: Friendship Transportation Service (FTS) operates for-profit transit from Temecula to San Diego with stops in Centre City San Diego, Rancho Bernardo, Kearny Mesa, and Mission Valley. FTS operates peak period only commuter service and is also planning to extend their service to Sorrento Valley/Mesa, UTC/La Jolla, Torrey Pines/UCSD Business Districts, and Mission Gorge destinations in March 2003.

The San Diego region has seen an increase in the number of for-profit transit operators that provide niche services into and throughout the region. In addition to FTS, these operators include: Gray Lines, Cloud 9 Shuttle, El Camino Livery as well as two regional vanpool program operators: VPSI and Enterprise.

SANDAG Economic Prosperity Strategy

The recession that began in 1990 throughout this region turned out to be the worst recession in the last 50 years. This economic downturn was the most difficult manifestation of what many observers describe as a basic restructuring of the San Diego area's economy. This restructuring, which cost the region thousands of good jobs, will continue even as the economy recovers.

Fortunately, however, much has already been done to minimize the damage caused by the recession, and to take advantage of the opportunities it created. Numerous projects have been undertaken by both business and government to help the economy.

In response to the recession and restructuring of the local economy, many agencies and organizations throughout the region began to mobilize:

- The City of San Diego acquired \$5.7 million in defense conversion funds, in part to help fund the San Diego Regional Technology Alliance.
- The San Diego Regional Economic Development Corporation and the University of California San Diego's Connect program joined forces on workforce development issues.
- Elementary school districts and community colleges have started programs such as school-to-career, to prepare students for higher education or entry into the workforce.
- The San Diego Unified Port District recently spent \$237 million to expand the airport, the first expansion since 1979.
- The Greater San Diego Chamber of Commerce, World Trade Center and the San Diego Unified Port District have worked together to develop a trade-related legislative agenda.
- The cities and county, working as SANDAG, and Caltrans continue to improve our road linkages with the Los Angeles goods distribution system and with our major trading partner, Mexico.
- The San Diego County Water Authority is discussing an agreement with the Imperial Irrigation District that would substantially increase the local supply of water.
- Cities and county recycling programs have substantially increased local solid waste capacity.
- The region's fiber optic infrastructure was expanded by \$150 million in private capital improvements during the last two years.

Still, more needs to be done to facilitate the restructuring of the local economy. The SANDAG Economic Prosperity Strategy recommends a set of 10 action steps that should be taken, and identifies the most appropriate organizations and agencies to carry out the recommendations. These action steps are categorized into three areas:

◆ Leadership: Reaching Our Common Goals

1. Support the collaborative effort by organizations, agencies and other interests to carry out the required investments in human and physical infrastructure and public policy changes necessary to meet our economic restructuring challenges identified in the Strategy.
2. The cities, in cooperation with the County, should decide how, if, and when local general and community plans should be amended to accommodate the region's projected residential and employment growth. Special focus should be given to the needs of the cluster industries targeted in the Partnership for the New Century Economy, an effort spearheaded by the San Diego Regional Economic Development Corporation.
3. Expand our region's direct access to banking and venture capital resources. The region's economic development organizations should collaboratively identify capital resources and funding opportunities for our emerging industrial clusters.
4. Improve the business environment by reducing the costs imposed on business by government.
5. Continue our monitoring process that will result in the periodic evaluation of the region's economy.

◆ **People: Investing In Our Futures**

6. Provide for the establishment of a closer link between workforce requirements and educational programs.
7. Housing affordability needs to be redefined as an economic problem. Public policy should recognize that affordable housing is a fundamental determinant of a family's quality of life.
8. Local and state elected officials should continue to work collaboratively with our federal representatives to resolve the problem of on-site storage of hazardous waste.

◆ **Infrastructure: Building What We Need**

9. Promote public agency changes and investments that continue to diversify the region's sources of water and work with local, state, and federal officials and other interested parties on providing California with a competitive water market.
10. Improve the collaborative effort on the part of private sector organizations and government agencies that are jointly responsible for maintaining and improving the region's access to domestic and international markets.⁶⁸

San Diego Economic Development Programs

The County of San Diego has implemented an economic development policy that encourages orderly economic growth. In 1997, the Board of Supervisors approved the formation of the Regional Economic Task Force, a group of CEOs representing key industry clusters within the County, to make recommendations to the Board regarding policies and actions that will promote economic development and job growth for the region. The County's Office of Trade and Business Development also participated on the SANDAG Regional Economic Prosperity Strategy Advisory Committee.

Within the County, two enterprise zones (South Bay and Southeast/Barrio Logan) have been designated. Here businesses can receive State-issued tax credits for employee wages and equipment purchases, no-cost job referral services, State of California contract preferences, and State-issued sales leads and local permitting assistance. In 2001, the South Bay Enterprise Zone was expanded to 7,010 acres, including 6,433 acres in San Ysidro/Otay Mesa, 447 acres in Chula Vista, and 130 acres in San Diego. There has been one 1,900-acre site designated as a Foreign Trade Zone within the County.

San Diego Business Leaders and Political Leaders, in cooperation with the San Diego Economic Development Corporation, have organized a partnership of the private and public sectors dedicated to revitalizing the County's economy. These outreach efforts have resulted in helping companies representing 1,055 direct jobs being created or retained for fiscal year 1996. Team San Diego was created to initiate the creation of 15,000 primary sector jobs that will give rise to more than 25,000 secondary jobs within a five-year period. This will have an estimated economic impact of more than \$2.5 billion on the San Diego Region.

Economic Development organizations throughout the region are working closely together to attract companies from outside the region that are compatible with San Diego's employment and economic needs. With a current attraction database of 498 national and international companies, EDC has targeted the high-tech, biotech, and manufacturing industries with a five-year goal of creating 39,889 jobs for the San Diego Region.

The Office of Trade and Business Development has continued its aggressive efforts, on the part of San Diego County, to retain, expand, and attract business in the region's unincorporated area. By working in a coordinated effort with other economic development and business support agencies, the Office of Trade and Business Development acts as a liaison and representative to and for business.

Subregional Economic Development Councils (South County, East County, and North County) have organized to concentrate on economic development issues more specific to their areas. They act as an adjunct to the countywide efforts, yet focus on more regional specifics. For instance, South County has worked to create a High-Tech/Bio-Tech Zone and Border Environmental Commerce Zone; East County has funded and received grants to its Economic Survival Project and the Connectory.com Regional Buyer-Supplier Network. The Connectory.com is a business to business marketing and communication tool serving San Diego, Imperial County, and the Baja Region that brings the benefits of the Internet directly to underserved primary industry and

technology companies in San Diego and Imperial counties. The North County Economic Development Council, that began operations in August of 1998, has assisted in the creation of the North County Health Coalition.⁶⁹

Policies and Issues Related to Development in San Diego

The current housing crisis can be largely attributed to a housing shortage caused by a continuing decline in housing production, especially multi-family housing, during the 1990s. Home construction in San Diego has simply not been keeping pace with population growth. During the 1990s only about 94,000 new homes were built, an average of about 9,400 homes per year or 1 home for every 3.4 new residents.

This decrease in home construction was largely the result of the recession that occurred during the early 1990s. However, despite the region's economic recovery, home construction continues to lag. This is because of other factors that contributed to the decline, including: fiscal inequities, availability of capital, government regulations and development fees, NIMBYs, and construction defect litigation.

Fiscal Inequities: Because of state mandated shifts in how tax dollars are allocated, local governments have lost much of their control over tax revenues. To recoup some of the tax dollars, local governments have emphasized retail development that produces taxable sales rather than housing and other projects that may be more beneficial for local residents, the community, and the region.

As jurisdictions accommodate sales tax producing development, land uses that should be integrated into each community become concentrated in separate communities, creating an imbalance throughout our region and from community to community.

Availability of Capital: Although the capital for the development of single family homes is readily available and relatively stable, the situation is more difficult for multi-family housing. According to the San Diego County Apartment Association (September, 2002), the average cost to build a two-bedroom apartment in the region depending on unit per acre is as follows:

- 20 units per acre \$133,688
- 30 units per acre \$145,088
- 50 units per acre \$165,075
- 100 units per acre \$222,348
- 200 units per acre \$238,560

The figures above infer that rents need to start at \$1,500 and higher to make a project financially feasible. The 1986 Federal Reform Tax Act and subsequent changes in state law made investments in rental housing less profitable, thus reducing the capital available to build multi-family homes.

Government Regulations and Development Fees: The California Department of Housing and Community Development's report *Raising the Roof* suggests that regulatory effects — land use regulation, development fees, and growth management programs — may have influenced the decline in housing construction in part by changing the composition of the homebuilding industry.

The very large and well-capitalized homebuilders have learned to cope with the process, but many smaller and less-capitalized builders likely have been driven out. Although regulatory effects may have influenced the decline in housing, their exact impact is difficult to ascertain.

Not In My Backyard (NIMBY) Attitudes: Opposition by residents to new housing projects is another factor that contributed to the shortfall in housing stock. This has resulted in the lowering of densities for some projects and denial of others. In areas where redevelopment, infill, or second units could boost housing production and provide more affordable housing opportunities, citizens often object to projects because of a perception that increased density may have negative effects on their neighborhoods.

Construction Defect Litigation: Construction defect litigation has contributed to a dramatic decline in the creation of for-sale multi-family homes during the past ten years. According to MarketPoint Realty Advisors, only 2,000 condominiums were built in 2000 compared to 6,500 in 1990. However, State Senator John Burton, San Francisco, has introduced legislation that would reform construction defect laws. SB 800 gives home builders the right to repair problems, defines in law the standards of quality that home buyers can expect, and introduces alternatives to litigation that will reduce costs and solve problems more quickly. SB 800 is awaiting Governor Gray Davis' approval.

Current Housing-Related Policies and Programs in the San Diego Region

There are a number of efforts to increase the supply of housing in the San Diego region. These include policy initiatives that promote smart growth implementation by the local jurisdictions as well as programs directed at providing affordable housing opportunities throughout the region. There are four areas of action described in the Regional Growth Management Strategy.

Smart Growth Land Use Strategies: SANDAG is assisting the region's cities and the County in adopting General Plans and other policies that promote smart growth. These include the location of higher density residential and higher intensity employment uses near major transit corridors and transit stations. Higher densities are also recommended for the areas near existing town centers of suburban and rural communities. In many cases this means smaller lot single family homes as well as multiple family housing.

The County of San Diego as well as the cities of San Diego and Chula Vista are updating their General Plans using smart Growth ideas. The city of Oceanside is revising the land use near its proposed transit stations and other cities are considering similar action.

Funding Incentives for Housing and Smart Growth: Because federal housing aid programs have not kept pace with the demand for affordable housing, the San Diego region needs to develop programs to assure that those who work in the region have the opportunity to live in San Diego as well. Private industry and other organizations should contribute resources to assist in the financing of housing.

Additionally, SANDAG and local jurisdictions need to provide incentives to encourage smart growth. These incentives potentially include local density bonuses, streamlined processing and ensuring the provision of adequate public facilities in smart growth areas.

Remove Barriers to Housing: Housing developments that meet smart growth principles should be given every opportunity to be economically successful. Potential barriers to housing development such as government regulations and developer fees, development entitlement and permit processes, and construction defect litigation need to be evaluated and mitigated where possible. Where smart growth is desirable, funding should be provided to build adequate infrastructure including schools and roads.

A Housing Education Program: Widely publicizing good examples of smart growth will build a network of residents, business leaders and environmental advocates who support the concepts of smart growth. This network is essential for the approval and construction of a wide range of housing.

Housing Funding and Subsidy Programs

Several housing and rental programs exist in the San Diego region to help address some of the housing needs of low and moderate income residents in the region. The following sections summarize these programs.

San Diego Urban Community Development Block Grant Program: CDBG provides eligible metropolitan cities and urban counties (called "entitlement communities") with annual direct grants that they can use to revitalize neighborhoods, expand affordable housing and economic opportunities, and/or improve community facilities and services, principally to benefit low- and moderate-income persons.

Program objectives relating to housing:

1. Provide affordable, long-term housing opportunities for eligible, low and moderate income residents of the Urban County, with emphasis on low income residents.
2. Aid in the rehabilitation of the housing stock with preference to projects within designated Neighborhood Revitalization Areas.
3. Provide public services or facilities necessary for the direct support of housing or neighborhood revitalization activities.

Funds allocation toward the implementation of the following housing activities:

1. Affordable housing development
2. Residential rehabilitation
3. Public improvements
4. Public services

HOME Investment Partnerships Program: This program is a federal block grant providing for local flexibility to select housing projects to be financed, and encourages partnerships among government, non-profit and private sectors. A local match (25%) of non-federal funds must be provided for each project.

Funds will be allocated to implement the following activities directly, through local housing authorities, or non-profit organizations:

1. Housing acquisition/rehabilitation
2. Housing rehabilitation
3. Housing construction
4. Rental assistance
5. Homeownership assistance programs

Section 8 Housing Choice Vouchers (HCV): Established by HUD, this is a new program combines the Section 8 certificates and vouchers into one program. Housing choice vouchers allow very low-income families to choose and lease or purchase safe, decent, and affordable privately-owned rental housing.

Mortgage Credit Certificate Program (MCC): Under this program, first-time homebuyers are entitled to take a federal income tax credit of 15 percent of the annual interest paid on their mortgage loan. This credit reduces the amount of federal income taxes paid, resulting in an increase in the homebuyer's net earnings.

Down Payment and Closing Cost Assistance Program (DCCA): The County of San Diego offers low-interest deferred payment loans of up to \$10,000 for low-income first-time homebuyers. The loan funds may be used to pay down payment and closing costs on the purchase of a new or resale home.

Density Bonus Program: This program establishes provisions by which densities may be exceed those set by the General plan if the developer reserves some or all of the proposed units for various periods of time for families, seniors, and households with disabled persons.

Inclusionary Housing Program: Under inclusionary housing programs, developers are mandated to set aside a portion (usually about 10%) of the new homes they build for low- and moderate-income families. Since 1996, 25 new inclusionary housing programs have been established in California. In the San Diego region, the 12 jurisdictions that have adopted an inclusionary housing ordinance include the County and the Cities of: Carlsbad, Chula Vista, Coronado, Del Mar, Encinitas, Escondido, Oceanside, Poway, San Marcos, Solana Beach, and Vista. The City of San Diego recently passed an inclusionary housing program and is in the process of establishing an inclusionary housing ordinance.

Redevelopment: California Community Redevelopment Law was adopted in 1962 to provide cities and counties with the authority, scope and financial means to stimulate the mitigation of blighting conditions in urban areas. The law outlines procedures to determine what development, reconstruction and rehabilitation is needed and desirable. It also defines the financial tools, legal authority and citizen participation necessary to successfully implement adopted plans. The law is designed to promote an improved and safer neighborhood environment and a restoration of community pride. Redevelopment agencies are required to annually deposit 20 percent of a project area's tax increment monies into a low and moderate income housing fund and maintain a minimum percentage of low/moderate income housing while developing a broad range of housing types.

City of San Diego Housing Trust Fund: San Diego's Housing Trust Fund (HTF) is a permanent, annually renewable source of local funds to help meet the housing assistance needs of very low, low, and median-income households. The Housing Trust Fund's purposes are to:

1. Meet a portion of the affordable housing needs of households with lower incomes;
2. Support the Balanced Communities Policy;
3. Preserve affordable housing; and
4. Encourage private sector activities that advance these goals.

As of July 2001, over \$50 million has been invested (or re-invested) in San Diego communities, leading to the production of over 5,500 affordable units and funding an average of approximately 376 transitional housing beds annually. Funding is allocated for a three-year period among the various activities authorized by the HTF Ordinance. Recommendations regarding allocation of Housing Trust Fund resources take into consideration the requirements of the federal funding sources, the priorities of the City's Consolidated Plan, and the policy parameters set by the Housing Trust Fund Ordinance (O-17454; Municipal Code Sections 98.0500-98.0618).

ENDNOTES

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