

## **3.13 POPULATION AND HOUSING**

### **3.13.1 INTRODUCTION**

This section of the PEIR describes the socioeconomic conditions within the City of Lake Elsinore that were utilized in the preparation of the proposed Housing Element and analyzes potential impacts to population, housing and employment resulting from implementation of the proposed General Plan Update and Housing Element.

### **3.13.2 ENVIRONMENTAL SETTING**

The information contained in this Environmental Setting section includes information contained within the proposed Housing Element and information contained in the City of Lake Elsinore General Plan Background Reports (see Chapter 8 – Population and Housing). The General Plan Background Reports are attached as Appendix B to this PEIR.

## **POPULATION**

### **Population Trends**

The City of Lake Elsinore has experienced rapid population growth over the past two decades, as has most of Riverside County. Between 1990 and 2000, the population of the City grew approximately 58 percent, from 18,285 to 28,930 residents. The 58 percent increase is substantial, but is similar to other cities in Riverside County that have experienced increases in population due to the relative affordability of the area in comparison with Los Angeles and Orange Counties (see **Table 3.13-1, Population Growth: Lake Elsinore and Surrounding Cities - 1990-2007**). Since 2000, the cities of Murrieta and Temecula have experienced greater increases in population than Lake Elsinore, and Norco, Riverside, Corona, and Hemet have experienced less growth than Lake Elsinore.

State Department of Finance population estimates made since the 2000 Census report growth of approximately nine percent per year between 2000 and 2007. The Department of Finance's January 2007 population estimate for Lake Elsinore is 47,634 persons.



**Table 3.13-1, Population Growth: Lake Elsinore and Surrounding Cities - 1990-2007**

JURISDICTION	1990 <sup>1</sup>	2000 <sup>2</sup>	2007 <sup>3</sup>	% CHANGE 1990-2000	% CHANGE 2000-2007
Riverside	226,505	255,166	291,398	13%	14%
Corona	76,095	124,966	146,164	64%	17%
Temecula	27,099	57,716	97,935	113%	70%
Murrieta <sup>4</sup>	-	44,282	97,257	-	120%
Hemet	36,094	58,812	71,705	63%	22%
Lake Elsinore	18,285	28,930	47,634	58%	65%
Norco	23,302	24,157	27,361	3.7%	13%

Sources:  
 1. U.S. Census Bureau  
 2. California Department of Finance  
 3. California Department of Finance E-5 City/County Population and Housing Estimates  
 4. Murrieta incorporated in 1991, therefore did not have a 1990 Census population count

**Population Projections**

The Western Riverside Council of Governments (WRCOG) periodically publishes growth forecasts for the fourteen member jurisdictions, as well as unincorporated Riverside County within the sub-region. The most recent growth forecast (from 2006) projects a 2010 population in the City of 51,138, growing to 69,558 persons by 2020 and 85,376 by 2030 (see **Table 3.13-2, Projected Population in Lake Elsinore**).

**Table 3.13-2, Projected Population in Lake Elsinore**

YEAR	POPULATION	
	NUMBER	GROWTH FROM PREVIOUS YEAR
2000	28,930	-
2005	39,856	37.77%
2010	51,138	28.3%
2015	61,045	19.37%
2020	69,558	13.95%
2025	78,044	12.2%
2030	85,376	9.39%

Source: Western Riverside Council of Governments (WRCOG) 2006 Riverside County Projections

## HOUSEHOLD TRENDS AND CHARACTERISTICS

### Housing Trends

The U.S. Census Bureau defines a household to include all of the people who occupy a housing unit as their usual place of residence. A housing unit is a house, an apartment, a mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters, or if vacant, intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live separately from any other individuals in the building and which have direct access from outside the building or through a common hall.

According to the 2000 U.S. Census an average of 3.27 people lived in a Lake Elsinore household. This represents a 2 percent increase from the 3.2 average in January 1990. Not only did the average per household size rise, the total number of households rose as well, from 6,066 to 8,818, and further to 12,716 in 2005 (**Table 3.13-3, Housing Growth Trends**). Since 1990 the number of households has increased over 100 percent. The number of households increased significantly, most likely due to the relatively lower-priced homes in comparison with Los Angeles and Orange Counties. Lake Elsinore’s average household size is higher than that of Riverside County as a whole, which averaged 2.98 persons per household. This is most likely due to the high number of families living in the City. Over three-quarters of the households in Lake Elsinore consist of families.

**Table 3.13-3, Housing Growth Trends**

YEAR	HOUSEHOLDS	NUMERICAL CHANGE	PERCENT CHANGE
1990	6,066	-	-
2000	8,818	2,751	45%
2005	12,716	3,899	44%

Source: U.S. Census 1990 and 2000; City of Lake Elsinore 1998-2005 Housing Element; WRCOG Growth Projections and Estimates (2006)

Residential construction activities in the City increased at a rate of 36 percent (2,524 units) from 1990 to 2000. This exceeded the construction rate in Riverside County, which occurred at a rate of 21 percent (100,827 units). **Table 3.13-4, Housing Unit Growth**, compares the growth rate of Lake Elsinore to other cities in Riverside County, and to Riverside County itself.

**Table 3.13-4, Housing Unit Growth**

JURISDICTION	1990	2000	2006	PERCENT CHANGE 1990-2000	PERCENT CHANGE 2000-2006	PERCENT CHANGE 1990-2006
Corona	1,219	1,323	559	8.5%	-57.7%	-54.1%
Norco	131	147	7	12.2%	-95.2%	-94.7%
Lake Elsinore	274	275	1,407	0.4%	412%	414%
Murrieta	-	886	377	-	-62%	-
Temecula	72	1,386	607	1,825%	-56.2%	736%
Riverside County	15,362	15,025	24,765	2.2%	64.8%	61.2%

Source: HUD User Permits Information

**Housing Characteristics**

The data in **Table 3.13-5, Household Characteristics**, indicates that Lake Elsinore appears to be a stable, family-oriented community, with 78 percent of all households classified as families in 2000. The City has a higher number of family households than the County (74 percent), and much higher than the State (69 percent), and the nation (68 percent). This proportion has increased since 1990, when it was 73 percent.

**Table 3.13-5, Household Characteristics**

HOUSEHOLD TYPE	1990		2000		PERCENT CHANGE IN HOUSEHOLDS
	NUMBER	PERCENT	NUMBER	PERCENT	
Total Households	6,066	100%	8,818	100%	45%
Families	4,414	73%	6,874	78%	56%
Families with Own Children	2,848	47%	4,335	49%	52%
Non-Families	1,652	27%	1,943	22%	18%
Renter-Occupied	2,501	41%	3,086	35%	24%
Owner-Occupied	3,565	59%	5,732	65%	61%
Average Household Size	3.2		3.27		2.2%

Source: U.S. Census 1990 and 2000, City of Lake Elsinore 1998-2005 Housing Element

**Table 3.13-5** also shows that the large increase in Owner-Occupied households. While the number of Renter-Occupied household's increased 24 percent from 1990 to 2000, the number of households that are Owner-Occupied increased 61 percent.

The second largest increase in Households identified by **Table 3.13-5** is the 56 percent increase in family households, an increase of nearly 2,500. Non-family households also increased, but much less dramatically at a rate of 18 percent.

### **Household Size**

Household size and composition are often two interrelated factors. Communities with a large proportion of families with children tend to have a large average household size. In the City of Lake Elsinore, the proportion of families without children has decreased, while at the same time the average household size has increased since 1990. The increase in household size is consistent with the increased number of children identified in the 0-19 age group. The decrease in families without children may be due to the decrease in senior population, who tend not to have children in the household.

**Table 3.13-6, Household Size by Tenure**, compares household size by renter and owner between 1999 and 2000. Based upon this information, it appears the need for two and three bedroom units is still important as in both 1990 and 2000 the majority of households consisted of 2-4 people. In addition, there was a significant increase of owners that consisted of households with five or more members, making units of three or more bedrooms increasingly important to accommodate these households.

**Table 3.13-6, Household Size by Tenure**

PEOPLE PER HOUSEHOLD	1990		2000		RENTER PERCENT CHANGE	OWNER PERCENT CHANGE
	RENTER	OWNER	RENTER	OWNER		
1	616	648	648	741	5%	14%
2	547	1,070	576	1,649	5%	54%
3-4	835	1,328	1,113	2,020	33%	52%
5+	503	519	749	1,322	49%	155%
Total	2,501	3,565	3,086	5,732	24%	61%
Source: U.S. Census 1990 and 2000 (Summary File 3); City of Lake Elsinore 1998-2005 Housing Element						

### **Housing Projections**

The Western Riverside Council of Governments (WRCOG) periodically publishes growth forecasts for the fourteen member jurisdictions, as well as unincorporated Riverside County



within the sub-region. The most recent growth forecast (from 2006) projects 16,429 dwelling units in the City in 2010, growing to 22,792 housing units by 2020 and 28,704 by 2030 (see **Table 3.13-7, Projected Housing Growth in Lake Elsinore**).

**Table 3.13-7, Projected Housing Growth in Lake Elsinore**

YEAR	HOUSING UNITS	
	NUMBER	GROWTH FROM PREVIOUS YEAR
2000	9,505	-
2005	12,716	33.78%
2010	16,429	29.2%
2015	19,566	19.09%
2020	22,792	16.49%
2025	25,922	13.73%
2030	28,704	10.73%

Source: Western Riverside Council of Governments (WRCOG) 2006 Riverside County Projections

**Housing Types**

Lake Elsinore was developed as a community of single-family dwelling units and has primarily remained such. As shown in **Table 3.13-8, Housing Unit Types**, the percentage of multiple-family units being built in comparison to single-family units has steadily decreased since 1990. Of the 275 units of building permits that were issued in 2000, none of them were for multiple family housing structures. Between 2000 and 2007 only 636 multiple family units were built in the City in comparison to the 5,411 single family units built. Single-family structures now make up 79.1 percent of the City’s housing stock, with multi-family comprising nearly 15.9 percent and mobile homes and other housing filling out the remaining 5 percent.

**Table 3.13-8, Housing Unit Types**

HOUSING TYPE	1990		2000		2007		2000-2007 PERCENT CHANGE IN UNITS
	NUMBER OF UNITS	PERCENT OF TOTAL	NUMBER OF UNITS	PERCENT OF TOTAL	NUMBER OF UNITS	PERCENT OF TOTAL	
Single-Family Detached	3,673	52.6%	6,214	65.4%	9,881	63.4%	59%
Single-Family Attached	687	9.8%	707	7.4%	2,451	15.7%	247%
Total Single- Family	4,360	62.4%	6,921	72.8%	12,332	79.1%	78%
Multi-Family 2- 4 Units	583	8.4%	735	7.7%	728	4.7%	-0.9%
Multi-Family 5+ Units	1,071	15.3%	1,099	11.6%	1,742	11.2%	59%
Total Multi- Family	1,654	23.7%	1,834	19.3%	2,470	15.9%	35%
Mobile Homes, Trailer & Other	967	13.9%	751	7.9%	785	5%	4.5%
Total	6,981	100.0%	9,506	100.0%	15,587	100.0%	64%
Source: CA Department of Finance, 2000 and 2007, US Census 1990							

### Tenure

Housing tenure refers to whether a unit is occupied by its owner or by a renter. **Table 3.13-9, Tenure and Vacancy**, shows that the ratio of owners to renters in Lake Elsinore has slightly increased towards more owners in the City between 1990 and 2000. Nearly 65 percent of Lake Elsinore residents owned the home in which they lived in 2000. This speaks to the stability of the City’s residential neighborhoods. The City’s housing stock was developed with the intention of providing reasonably priced, detached single-family home ownership opportunities. This trend has continued from 1990, with the percentage of homeowners steadily increasing within the City over the past 15-20 years.



**Table 3.13-9, Tenure and Vacancy**

TENURE	1990		2000		PERCENT CHANGE
	NUMBER	PERCENT OF TOTAL OCCUPIED	NUMBER	PERCENT OF TOTAL OCCUPIED	
Total Occupied	6,066	100.0%	8,818	100.0%	45%
Owner Occupied	3,565	58.8%	5,699	64.6%	60%
Renter Occupied	2,501	41.2%	3,118	35.4%	25%
VACANCY RATE		1990	2000		
Rental		6.6%	2.5%		
Owner		2.9%	2.1%		
Overall Vacancy Rate		13.1%	7.2%		
Source: U.S. Census 1990 and 2000					

**Vacancy**

The vacancy rate indicates a relationship between supply and demand. Four percent is considered to be a healthy vacancy rate – one that permits sufficient choice among a variety of housing units – though a healthy rate can be as low as two percent for ownership units and as high as five to six percent for rental units. A limited vacancy rate is an indication that demand for housing is outpacing supply and usually results in higher housing costs, reducing housing opportunities for lower-income households.

The Department of Finance reported in 2007 that the City of Lake Elsinore had a vacancy rate of 8.12 percent, a slight increase from the 2000 vacancy rate but lower than the 1990 vacancy rate.

**INCOME AND EMPLOYMENT**

Household income is the most important although not the only factor affecting housing opportunity because it determines a household's ability to purchase or rent housing, and to balance housing costs with other necessities. Income levels can vary considerably among households, affecting preferences for tenure, location, and housing type. While higher-income households have more discretionary income to spend on housing, low- and moderate-income households have a more limited choice in the housing they can afford.

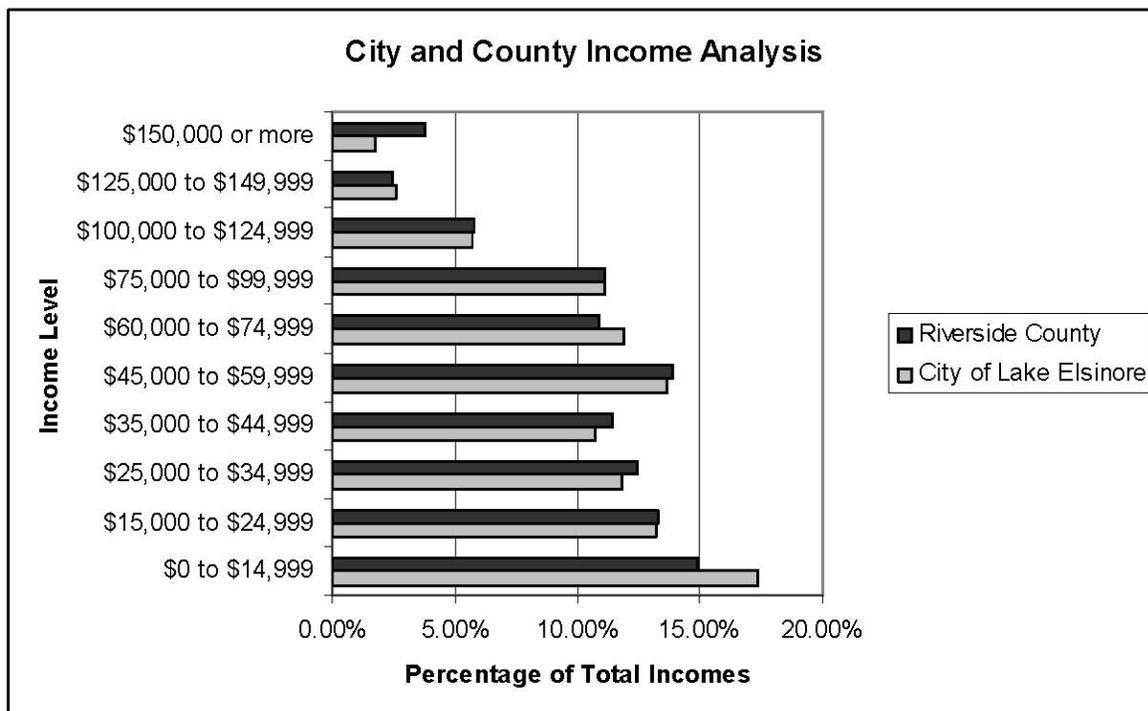
**Income Profile**

According to the Department of Housing and Urban Development (HUD), the median household income for Riverside County in 2000 was \$47,400. **Figure 3.13-1, Household Income Distribution, 2000**, shows that, in comparison with the County, Lake Elsinore has a larger proportion of the very poorest residents earning less than \$15,000 per year. Lake Elsinore’s middle class is comparable in size to the County. In the wealthiest categories where households are earning more than \$150,000 per year, the trend reverses from the lower income and the County has a much higher number of households in this category than Lake Elsinore.

For housing planning and funding purposes, the State Department of Housing and Community Development (HCD) uses five income categories to evaluate housing need based on the Area Median Income (AMI) for the County:

- Extremely Low-Income Households earn between 0 and 30 percent of AMI
- Very Low-Income Households earn between 31 and 50 percent of AMI
- Low-Income Households earn between 51 and 80 percent of AMI
- Moderate-Income Households earn between 81 and 120 percent of AMI
- Above Moderate-Income Households earn over 120 percent of AMI

**Figure 3.13-1, Household Income Distribution, 2000**



Source: U.S. Census 2000

The Comprehensive Housing Affordability Strategy (CHAS) special Census tabulations developed for HUD provide a specific breakdown of household income adjusted for family size. According to the 2000 CHAS, over 13 percent of the City's total households are classified as extremely low income (less than 30 percent of AMI), 11 percent are classified as very low income (approximately 31-50 percent of AMI), and nearly 17 percent are classified as low income (approximately 51-80 percent AMI). However, the majority of the City of Lake Elsinore households (59 percent) are classified as moderate income (greater than 80 percent of AMI) or greater.

Tenure is closely correlated with income, as those households with lower incomes usually cannot afford to buy a home (**Table 3.13-10, Household Income by Tenure**). Consistent with this fact, Extremely Low Income and Very Low Income renters in Lake Elsinore earned lower incomes overall, with 41 percent earning 50 percent or less of the median income for the County. As shown in **Figure 3.13-2, Household Income - Renter**, and **Figure 3.13-3, Household Income - Owner**, there is a major difference between renter and owner households, as the proportion of owners earning less than half the median income was only 16 percent.

**Table 3.13-10, Household Income by Tenure**

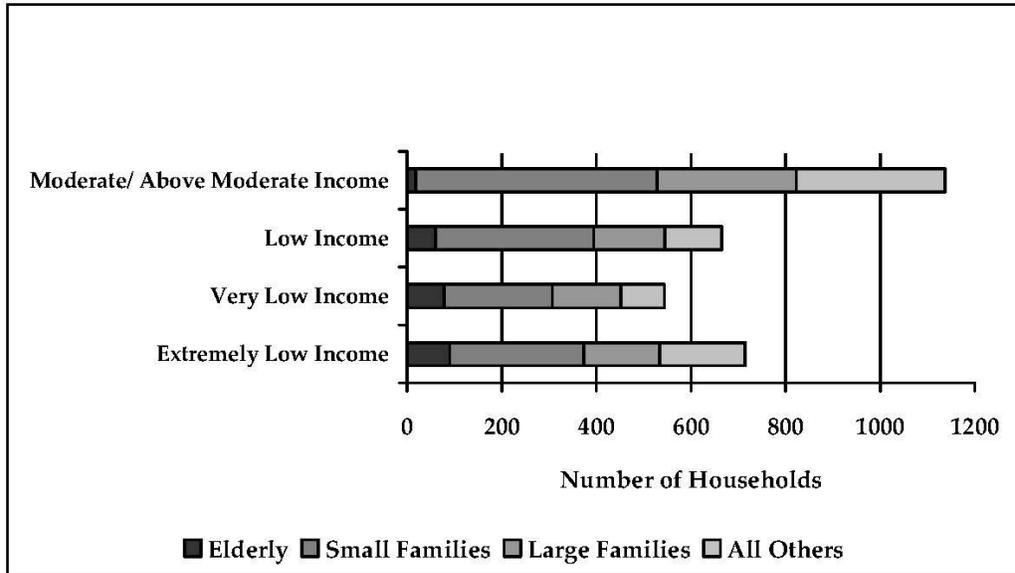
INCOME CATEGORY	TOTAL		RENTER		OWNER	
	NUMBER	PERCENT <sup>1</sup>	NUMBER	PERCENT	NUMBER	PERCENT
Extremely Low Income (30% or less)	1,146	13%	714	23%	432	8%
Very Low Income (>30% to 50%)	979	11%	544	18%	435	8%
Low Income (>50% to 80%)	1,478	17%	665	22%	813	14%
Moderate Income (>80%)	5,190	59%	1,137	37%	4,053	71%
Total <sup>1</sup>	8,793	100%	3,060	100%	5,733	100%

Source: State of Cities Data Systems: Comprehensive Housing Affordability Strategy (CHAS) Data, 2000

Notes:

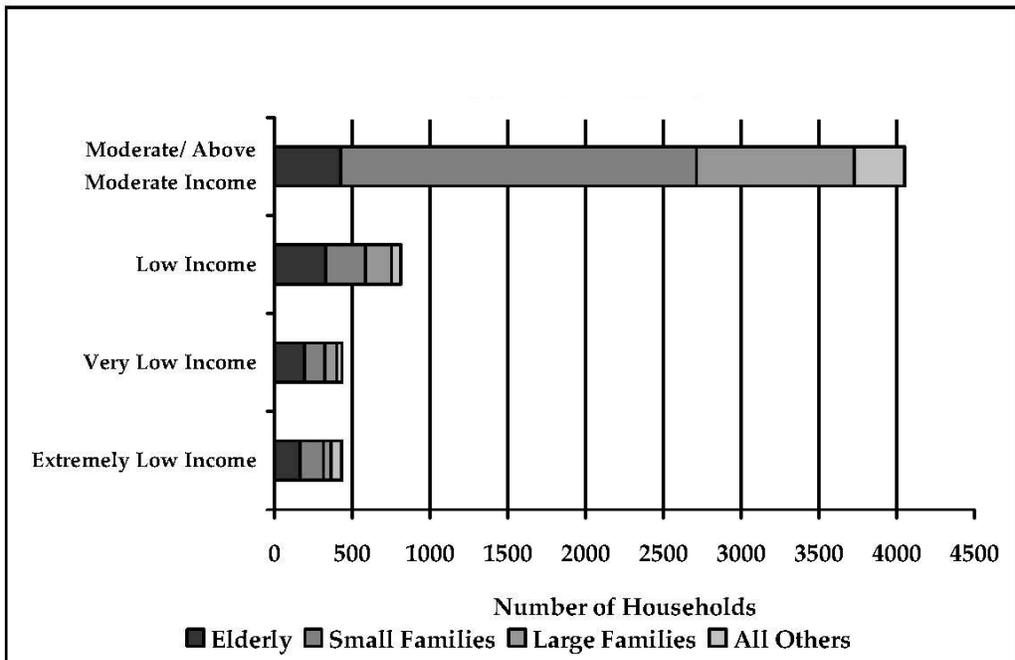
1. Percent reflects each income category's percent of the total units by tenure, i.e. 714 renters are within the Extremely Low Income Category, and therefore 23% of renters are within this category.
2. Numbers are rounded and therefore may not result in 100%
3. Income ranges are approximate percentages. Actual income limits for Riverside County are promulgated annually by HUD and published by California HCD.

Figure 3.13-2, Household Income - Renter



SOURCE: HUD CHAS DATA BOOK (BASED ON 2000 CENSUS)

Figure 3.13-3, Household Income - Owner



SOURCE: HUD CHAS DATA BOOK (BASED ON 2000 CENSUS)

**Employment Trends**

The City of Lake Elsinore has historically depended upon tourism for an employment base. However, the City has expanded the employment opportunities to include jobs within commercial and industrial businesses. Residents who work within Lake Elsinore are primarily employed in services positions, manufacturing businesses, construction, and retail trade. This is consistent with the major employers in the City of Lake Elsinore (see **Table 3.13-11, Major Employers**), which include the Lake Elsinore Outlet Center and Lake Elsinore Unified School District. In addition, the increase in the number of units constructed since 1990 also supports the large number of jobs within the construction industry (see **Table 3-13-12, Major Industries**).

**Table 3.13-11, Major Employers**

COMPANY		NUMBER OF EMPLOYEES	BUSINESS TYPE
Lake Elsinore Outlet Center		1,169	Retail Outlet Mall
Lake Elsinore Unified School District		1,060	School District
Costco		250	Retail
Wal-Mart		228	Retail
Pacific Clay		200	Manufacturing
Lowe’s		200	Retail
Home Depot		200	Retail
Target		200	Retail
Albertsons		195	Supermarket
Lake Elsinore Storm	Seasonal <sup>1</sup>	205	Professional Baseball Club
	Full-time	31	
Stater Bros. Markets		131	Supermarket
Lake Elsinore Resort/Casino		200	Restaurant/Casino
Labeda Wheels/Precision Sports		150	Manufacturing
Vons		145	Supermarket
Sizzler		100	Restaurant
Source: Lake Elsinore 2007 Comprehensive Annual Financial Report			

According to the United States Census 2000, there is an estimated 11,352 residents of Lake Elsinore with jobs. This number increased over 53.3 percent from 1990, when 7,407 residents

<sup>1</sup> Total seasonal employees include concession staff and players and coaches.

reported having jobs. The increase in the number of residents with jobs is consistent with the population increase in the City from 1990 to 2000, which was 57.9 percent.

**Table 3.13-12** shows the type of occupations held by Lake Elsinore residents. The majority of residents are employed within the manufacturing and retail trades, many of which are employed at the Lake Elsinore Retail Outlet. Educational, Health and Social services is the next highest category, with professional service jobs the sixth highest occupation.

**Table 3.13-12, Major Industries**

INDUSTRY DESCRIPTION	NUMBER OF EMPLOYEES	PERCENT
Manufacturing	1,899	16.7%
Retail Trade	1,657	14.6%
Educational, Health, and Social Services	1,574	13.9
Construction	1,415	12.5%
Arts, Entertainment, Recreation, Accommodation, and Food Services	981	8.6%
Professional, Scientific, & Technical Services	836	7.4 %
Other Services (except public administration)	721	6.4 %
Transportation and Warehousing, Utilities	636	5.6%
Wholesale Trade	493	4.3%
Finance, Insurance, Real Estate, and Rental and Leasing	469	4.1%
Public Administration	326	2.9%
Information	244	2.1%
Total	11,352	100%
Source: US Census Bureau 2000 Census		

### 3.13.3 REGULATORY SETTING

#### STATE

##### California State Planning Law

Section 65580 et seq. of the California Government Code contains the legislative mandate that all general plans contain a housing element. State law requires that the City's Housing Element consist of "an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, financial resources, and schedule program of

the preservation, improvement, and development of housing” (Section 65583). The Housing Element shall identify adequate sites for housing, including rental housing, factory-built housing, and mobile homes, and make adequate provision for the existing and projected needs of all economic segments of the community. State law requires housing elements to be updated every five years to reflect a community’s changing housing needs, unless otherwise extended by State legislation. The Government Code also requires that each draft Housing Element be reviewed by the California Department of Housing and Community Development and that the Department’s findings be incorporated prior to adoption, or that specified findings be made in response to the Department’s comments.

### **Regional Housing Needs Assessment**

The Regional Housing Needs Assessment (RHNA) is mandated by State Housing Law as part of the periodic process of updating local housing elements of the General Plan. The RHNA requires the applicable regional council of governments to determine the existing and projected regional housing needs for persons at all income levels. The regional councils of governments are also required to determine each jurisdiction’s share of the regional housing need. The RHNP, setting forth the allocation of the City of Lake Elsinore’s “fair share” of regional housing is the Southern California Association of Governments (SCAG). The most recently completed RHNA planning period is January 1, 2006 to June 30, 2014.

Lake Elsinore’ Regional Housing Needs Allocation (RHNA) for the 2008-2014 planning period has been determined by SCAG to be 5,590 housing units, including 1,311 units for very low income households, 921 units for low-income households, 1,041 units for moderate-income households, and 2,316 units for above moderate-income households. The RHNA is addressed in Section 6.4 of the proposed City of Lake Elsinore Housing Element.

## **LOCAL**

### **Southern California Association of Governments**

SCAG is a regional planning agency that functions as the Metropolitan Planning Organization for the counties of Orange, Riverside, Ventura, Los Angeles, San Bernardino, and Imperial. Researching and drawing up plans for transportation, growth management, hazardous waste, and air quality is mandated by the federal government and implemented by SCAG.

Under the Land Use & Environmental Planning Department of the Planning and Policy Department Group, SCAG is responsible for demographics, housing, and employment data. SCAG thus supports the federally mandated Regional Transportation Plan and state-mandated Regional Housing Needs Assessment.

Achieving a jobs/housing balance has been identified as a significant goal for SCAG. High-paying jobs are particularly needed in the Inland Empire and outlying areas, and affordable housing is needed throughout the region but more so in high-cost areas such as Orange and Los Angeles Counties.

### **Riverside County General Plan**

The Riverside County General Plan was adopted October 7, 2003. The General Plan covers the entire unincorporated portion of the County and is augmented by 19 detailed Area Plans that cover most of the County. The General Plan is intended as a blueprint for describing the vision and long-term growth strategy for the County. The Area Plans are intended as detailed plans that outline more focused opportunities within the various areas in the County.

### **City of Lake Elsinore General Plan and Housing Element**

The General Plan is a blueprint for the City's growth. The General Plan guides the pattern of development, including residential, commercial, and industrial uses. It plans for the growth of the City and is the mechanism by which the City's community character is preserved and enhanced. The Housing Element is one of the seven mandatory elements of the General Plan. Through its policies, procedures, and incentives, the updated Housing Element will provide an action-plan for maintaining and expanding the housing supply for all income levels in the City of Lake Elsinore. The proposed Lake Elsinore Housing Element is for the planning period of July 1, 2008 to June 30, 2014.

### **City of Lake Elsinore Zoning Code**

The City of Lake Elsinore Zoning Code (Title 17 of the Lake Elsinore Municipal Code) seeks to promote orderly growth and land use within the City's jurisdiction and to promote and protect the public health, safety, comfort, and general welfare. The Zoning Code divides the City into districts, or zones, and regulated land use activity in each district, specifying the permitted uses of land and buildings, density, bulk, and other regulations. The City of Lake Elsinore's Zoning Code also designates overlay zones for specific purposes.

### **City of Lake Elsinore Municipal Code (LEMC), Title 17, Chapter 17.58**

The purpose of Chapter 17.58 (Density Bonuses) of the LEMC is to satisfy the City's obligations under Government Code Section 65915 et seq. (the "State Density Bonus Law"), as amended from time to time. This chapter specifies the procedures for providing density bonuses and incentives to applicants who seek such density bonuses for housing development within, or for the donation of land for housing within, the City of Lake Elsinore. Interpretation of the requirements, definitions, and standards set forth in this chapter shall be construed so as not to be inconsistent with the State Density Bonus Law. The Density Bonus provisions allow developers of residential projects to apply for up to a 35 percent increase in the maximum residential density allowed (by the project site zoning and land use designation, subject to specified qualifications).

## **3.13.4 GENERAL PLAN GOALS AND POLICIES**

The City of Lake Elsinore General Plan Update addresses population, housing and employment. Chapter 2.0 (Community Form) and Chapter 4.0 (Resource Protection and Preservation) contain goals, policies and implementation programs that address these topics,

including those listed in **Table 3.13-13, General Plan Population-, Housing- and Employment-Related Goals, Policies and Implementation Programs**, apply to land use and planning issues. The proposed Housing Element contains goals, policies and programs that provide the framework for the City’s overall housing program. The proposed Housing Element goals and policies are listed in **Table 3.13-14, General Plan Housing Element Goals and Policies**.

**Table 3.13-13, General Plan Population-, Housing- and Employment-Related Goals, Policies and Implementation Programs**

<b>GENERAL PLAN GOALS, POLICIES AND IMPLEMENTATION PROGRAMS</b>	
<b>Chapter 2.0 - Community Form (Section 2.3 - Land Use)</b>	
Goal 1	Create a diverse and integrated balance of residential, commercial, industrial, recreational, public and open space land uses.
Policy 1.2	Encourage development of unified or clustered community-level and neighborhood-level commercial centers and discourage development of strip commercial uses.
Policy 1.3	Encourage the development of sit-down restaurant establishments where appropriate and discourage the proliferation of drive-through fast food establishments.
Policy 1.4	Encourage development of a mix of industrial uses including light industrial, clean manufacturing, technology, research and development, medium industrial, and extractive uses.
Policy 1.5	Encourage the development of large planned industrial and/or professional office parks on large parcels.
Policy 1.6	Encourage development of institutions including hospitals and educational campuses and facilities
Policy 1.8	Encourage a jobs/housing balance of one job for every 1.05 households by the year 2030.
Policy 1.9	Encourage rehabilitation and new construction to replace aging commercial facilities.
<b>Chapter 2.0 - Community Form (Section 2.5 - Growth Management)</b>	
Goal 7	Maintain orderly, efficient patterns of growth that enhance the quality of life for the residents of Lake Elsinore.
Policy 7.1	Encourage mixed-use developments to reduce public service costs and environmental impacts through compatible land use relationships, and efficient circulation and open space systems.
<u>Implementation Program</u>	As part of the project review and the CEQA processes, the City shall evaluate growth impacts from individual and cumulative projects to determine their effect on quality of life within the City.
<b>Chapter 4.0 - Resource Protection and Preservation (Section 4.9 - Sustainable Environment)</b>	
Goal 14	Reduce greenhouse gas emissions from all activities within the City boundaries to support the State’s efforts under AB-32 and to mitigate the impact of climate change on the City, State and world.

<b>GENERAL PLAN GOALS, POLICIES AND IMPLEMENTATION PROGRAMS</b>	
Policy 14.1	By 2020, the City will reduce greenhouse gas emissions from within its boundaries to 1990 levels consistent with AB 32.
Policy 14.2	Measures shall be established that aim to reduce emissions generated from City uses, community uses (community actions) and new development (City discretionary actions).
Policy 14.3	The City shall strive to increase public awareness of climate change and climate protection challenges.
Policy 14.4	The City will participate in the Sustainable Communities Strategy/Regional Blueprint Planning effort to ensure that local plans are consistent with the Regional Plan.
Implementation Program	The City shall prepare, adopt and implement a Climate Action Plan that provides a baseline greenhouse gas emissions inventory for municipal facilities and operations and community-wide activities, analyzes the cost and benefits of methodologies for reduction, and establishes measures to meet State-wide reduction goals.

**Table 3.13-14, General Plan Housing Element Goals and Policies**

<b>GENERAL PLAN GOALS, POLICIES AND IMPLEMENTATION PROGRAMS</b>	
<b>GOAL #1: To provide decent housing opportunities and a satisfying living environment for the residents of Lake Elsinore. □</b>	
Policy 1.1	Utilize the General Plan Land Use Element, Zoning Ordinance, and other land use controls to provide housing sites that can facilitate and encourage the development of a variety of housing consistent with the City's identified local needs and its regional housing responsibilities.
Policy 1.2	Encourage the infilling of vacant residential land and the recycling of underutilized residential land, particularly in Downtown.
Policy 1.3	Establish incentives and regulatory concessions to promote the development of housing for very low-, low- and moderate-income persons, and especially those with special needs in accordance with the City's Density Bonus Ordinance.
Policy 1.4	Promote development within specific plans that provide a variety of housing types and densities based on the suitability of the land, including the availability of infrastructure, the provision of adequate services and recognition of environmental constraints.
<b>GOAL #2: To conserve and improve the condition of the existing affordable housing stock.</b>	
Policy 2.1	Prevent the encroachment of incompatible commercial and industrial uses into residential neighborhoods.
Policy 2.2	Continue to provide proactive code enforcement activities to maintain and improve housing and neighborhood qualities.
Policy 2.3	Promote the City's repair/rehabilitation programs that provide financial and technical assistance to low- and moderate-income households for the repair and rehabilitation of housing with substandard or deteriorating conditions.



<b>GENERAL PLAN GOALS, POLICIES AND IMPLEMENTATION PROGRAMS</b>	
Policy 2.4	Facilitate the removal of housing units that pose serious health and safety hazards to residents and adjacent structures.
Policy 2.5	Ameliorate housing conditions that contribute to overcrowding.
<b>GOAL #3: To assist in the development of adequate housing to meet the needs of very low, low and moderate-income households, including large families, single parent households, the disabled, senior citizens and shelter for the homeless.</b>	
Policy 3.1	Pursue programs and funding sources designed to maintain and improve the affordability of existing housing units, and for the construction of new housing to very low-, low-, and moderate-income households.
Policy 3.2	Create collaborative partnerships with non-profit agencies and for-profit developers to maximize resources available for the provision of housing affordable to lower-income households. Support the efforts of non-profit organizations and private developers to obtain State and/or Federal funds for the construction/preservation of affordable housing for lower-income households.
Policy 3.3	Discourage the conversion of existing apartment units to condominiums where such conversion will diminish the supply of very low, low-, and moderate-income housing.
Policy 3.4	Promote construction of units consistent with the new construction needs identified in the Regional Housing Needs Assessment (RHNA).
Policy 3.5	Locate higher-density residential development in close proximity to public transportation, services and recreation.
Policy 3.6	Encourage the development of rental units with three or more bedrooms to provide affordable housing for large families.
Policy 3.7	Continue to support non-profit and for-profit organizations in their efforts to construct, acquire, and improve housing to accommodate households with lower and moderate incomes.
Policy 3.8	Provide access to emergency shelters with emergency support for City residents, including disadvantaged groups.
Policy 3.9	Promote use of the Density Bonus provisions of the Zoning Code as a way to integrate affordable housing into the community fabric.
<b>GOAL #4: To address, and where appropriate and legally possible, remove constraints to the maintenance, improvement and development of affordable housing.</b>	
Policy 4.1	Review and adjust as appropriate residential development standards, regulations, ordinances, departmental process procedures, and residential fees related to rehabilitation and construction that are determined to be a constraint on development of housing, particularly for lower- and moderate-income households and for persons with special needs.
Policy 4.2	Streamline the City’s development review process to minimize the indirect cost of time spent in this process, and where appropriate, reduce direct cost in fees of developing new affordable housing opportunities.
Policy 4.3	Monitor all regulations, ordinances, departmental processing procedures and fees

<b>GENERAL PLAN GOALS, POLICIES AND IMPLEMENTATION PROGRAMS</b>	
	related to the rehabilitation and/or construction of dwelling units to assess their impact on housing costs.
Policy 4.4	When feasible, consider reducing, subsidizing, or deferring development fees to facilitate the provision of affordable housing.
<b>GOAL #5: To provide increased opportunities for homeownership.</b>	
Policy 5.1	Pursue a variety of private, local, State and Federal assistance options to support development or purchase of housing within the income limits of lower-income households.
<b>GOAL #6: To promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color.</b>	
Policy 6.1	Promote fair housing practices throughout the community.
Policy 6.2	Prohibit practices that restrict housing choice by arbitrarily directing prospective buyers and renters to certain neighborhoods or types of housing.
Policy 6.3	Publicize fair housing programs and services offered to the community by the City and other agencies.
<b>GOAL #7: To encourage the incorporation of energy conservation features in the design of all new housing development and the installation of conservation devices in existing developments.</b>	
Policy 7.1	Promote development of public policies and regulations that achieve a high level of energy conservation in new and rehabilitated housing units.
Policy 7.2	Comply with all adopted Federal and State actions to promote energy conservation.
Policy 7.3	Promote the Sustainable Environment section in the Resource Protection and Preservation Element of the 2011 General Plan.

### 3.13.5 SIGNIFICANCE THRESHOLDS

The City of Lake Elsinore has not established local CEQA significance thresholds as described in Section 15064.7 of the State CEQA Guidelines. However, Appendix G of the State CEQA Guidelines indicates that impacts related to population and housing may be considered potentially significant if the project would:

- induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure).
- displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere.
- displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.



### 3.13.6 IMPACT ANALYSIS

**Threshold: Would the project induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure).**

*Analysis*

One of the purposes of the GPU is to ensure that the City of Lake Elsinore adequately plans for accommodates future growth. **Figure 2.0-4, Land Use Plan** and **Table 2.0-2, General Plan 2030 Land Use Summary**, show the planned level of development at General Plan Buildout. As part of the GPU, the City provides residential land use designations, which could lead to population growth. Other uses, such as commercial, industrial and public institutional land uses could indirectly lead to population growth by providing employment opportunities.

*Population Growth*

Based upon the proposed land uses shown in **Figure 2.0-4** and **Table 2.0-2**, buildout of the GPU would result in an increase in the number of housing units in the City from 12,190 in 2005 to 94,616 housing units in the City and its SOI at buildout (2030). The population would increase from approximately 38,185 in the City in 2005 to 318,856 in the City and its SOI in 2030.

As shown in **Table 3.13-15, Comparison of SCAG 2005 and General Buildout Projections**, general plan buildout projections for population, households and employment

**Table 3.13-15, Comparison of SCAG 2005 and General Buildout Projections**

	SCAG PROJECTIONS FOR CITY OF LAKE ELSINORE		GENERAL PLAN BUILDOUT PROJECTIONS	
	2005	2030	2005 (EXISTING)	2030
Population	39,856	85,376	38,185	318,856
Households	11,793	26,448	12,190	94,616
Employment	10,508	18,012	10,508*	118,792
Jobs-to-Housing Ratio	0.89	0.68	0.86	1.26
Sources: 2008 SCAG RTP and RCCDR, 2007 Progress Report				

*Employment Growth and Jobs-to-Housing Ratios*

The proposed Land Use Plan (**Figure 2.0-2**) provides for an estimated 19,420,687 square feet of commercial uses, 16,424,826 square feet of industrial uses and 9,344,617 square feet of public institutional uses. By GPU buildout in 2030, there would be an estimated 118,792 employees

working within the City and its SOI. The jobs-to-housing ratio based on the GPU would be 1.26, compared to 0.68 based on SCAG projections (Table 3.13-15). Comparisons with the Riverside County and regional SCAG population, household, employment and jobs-to-housing ratio projections are shown in Table 3.13-16, Local, County and Regional Jobs-Housing Ratios.

**Table 3.13-16, Local, County and Regional Jobs-Housing Ratios**

	Lake Elsinore SCAG		General Plan Buildout		Riverside County		SCAG Region <sup>1</sup>	
	2005	2030	2005 (Existing)	2030	2005	2030	2005	2030
Population	39,856	85,376	38,185	318,856	1,931,332	3,343,777	18,146,764	23,255,387
Households	11,793	26,448	12,190	94,616	612,341	1,097,950	5,687,196	7,449,484
Employment	10,508	18,012	10,508*	118,792	650,319	1,295,487	7,770,880	9,913,372
Jobs-to-Housing Ratio	0.89	0.68	0.86	1.26	1.06	1.18	1.37	1.33
Sources: 2008 SCAG RTP and RCCDR, 2007 Progress Report								
<sup>1</sup> Los Angeles, Orange, Riverside, San Bernardino, Ventura and Imperial Counties.								

The projected population is based on the land use categories and density assumptions included in the Land Use Plan. Though the projected population with buildout of both the incorporated and unincorporated portions of the GPU is 318,856, projected buildout for the incorporated area only is 209,756. This is in direct comparison with the adopted SCAG population forecast for 2030 of 85,376 in the incorporated area. The GPU population projections are considered consistent with the projections being considered by SCAG for several key reasons. First, the SCAG population forecast is not based upon buildout pursuant to the City’s General Plan, but rather on projected annual growth rates; second, the greater range set forth in the GPU allows for greater flexibility in providing affordable housing, a state mandated program; and, third, the GPU will require a jobs–housing balance that meets or exceeds the regional goals.

The proposed project establishes goals, policies and implementation programs that will reduce potential growth-related impacts. Compliance with these goals, policies and implementation programs and with federal, State and local regulatory requirements will assure that necessary services and infrastructure sufficient to serve the planned growth will be development over the projected buildout period of 20 years. Therefore, the proposed project will direct growth and development so that it occurs in a manner that is manageable for the City and avoids significant physical impacts that result from population growth.

The indirect impacts of the estimated population increase are discussed elsewhere in the PEIR. The following sections of the EIR programmatically address the impacts associated with population increases:

Section 3.13 – Population and Housing



Section 3.1 Land Use & Planning (including Agricultural Resources)	Section 3.9 Hydrology and Water Quality
Section 3.2 Cultural and Paleontological Resources	Section 3.10 Hazards and Hazardous Material
Section 3.3 Aesthetics	Section 3.11 Geology and Soils
Section 3.4 Transportation and Circulation	Section 3.12 Mineral Resources
Section 3.5 Noise	Section 3.13 Population and Housing
Section 3.6 Air Quality	Section 3.14 Public Services
Section 3.7 Greenhouse Gas Emissions	Section 3.15 Parks and Recreation
Section 3.8 Biological Resources	Section 3.16 Utilities and Service Systems

Please see the respective chapters for a discussion of environmental impacts related to specific environmental issues.

*Mitigation Measures*

No mitigation for direct impacts is required because the direct increase to population associated with the GPU is not considered an environmental impact.

Mitigation for indirect impacts of population growth is presented in the sections named above.

*Level of Significance*

Environmental impacts associated with population growth in the City and its SOI due to implementation of the proposed project are considered to be less than significant. The environmental effects of buildout of the proposed project related to specific environmental issues are addressed in the appropriate sections of this PEIR.

**Threshold: Would the project displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere.**

**Threshold: Would the project displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.**

*Analysis*

Approval of the proposed project would not result in the direct displacement of existing housing or people, since the proposed project will only result in the adoption of land use designations and associated goals, policies and implementation programs; rather than individual development projects.

Upon buildout of the proposed Land Use Plan, approximately 94,616 residential units will exist within the City and its SOI. Development of vacant land would not displace residential units or

persons; therefore, no impact would occur. However, redevelopment of existing developments has the potential to result in some displacement of housing or people. Without the exact location of new development, it is not possible to determine whether it will displace residential units or persons and any such analysis would be speculative. Individual development projects that implement the proposed Land Use Plan will be reviewed pursuant to CEQA and the GPU's goals, policies and implementation programs. In the event that there is a potential for the displacement of housing and people, as required by state and federal law, a relocation analysis must be prepared and adequate and appropriate compensation provided. Adherence to applicable County, state and/or federal regulations related to the provision of replacement housing would reduce potential impacts associated with this issue to a less-than-significant level.

#### *Mitigation Measures*

No mitigation is required.

#### *Level of Significance*

Impacts associated with the implementation of the proposed project relative to the displacement of a substantial number of persons or housing will be less than significant.

### **3.13.7 LEVEL OF SIGNIFICANCE AFTER MITIGATION**

Because population growth is not in and of itself a significant impact, no mitigation for direct impacts is required. The goals and policies of the GPU addressed in other sections of the PEIR would mitigate indirect impacts. However, as discussed in those sections of the PEIR, not all impacts would be mitigated to a less than significant level.

### **3.13.8 REFERENCES**

In addition to other reference documents, the following references were used in the preparation of this section of the EIR:

California Department of Housing and Community Development, *Housing Element Web Site*. (Available at <http://www.hcd.ca.gov/hpd/hrc/plan/he/>; accessed on August 18, 2011.)

California Governor's Office of Planning and Research, *General Plan Guidelines 2003*, October 2003. (Available at [www.opr.ca.gov/index.php?a=planning/publications.html](http://www.opr.ca.gov/index.php?a=planning/publications.html); accessed on July 8, 2011.)

City of Lake Elsinore, *Draft City of Lake Elsinore Housing Element*, July 2011. (Available at the City of Lake Elsinore, Community Development Department, Planning Division, 130 S. Main Street, Lake Elsinore, CA 92530)

### Section 3.13 – Population and Housing



City of Lake Elsinore, General Plan Background Reports, prepared by Mooney•Jones & Stokes, January 2006. (Appendix B)

Riverside Center for Demographic Research, Riverside County Progress Report 2007. (Available at <http://www.tlma.co.riverside.ca.us/rcd/content/progress2007.aspx>; accessed on August 18, 2011.)

Southern California Association of Governments, *Adopted 2008 RTP Growth Forecasts*. (Available at <http://www.scag.ca.gov/forecast/adoptedgrowth.htm>; accessed on August 22, 2011.)

Southern California Association of Governments, *Regional Housing Needs Assessment (RNHA) Fact Sheet*, 2009. (Available at <http://www.scag.ca.gov/housing/rhna/index.htm>; accessed on August 18, 2011.)