Commuting Patterns

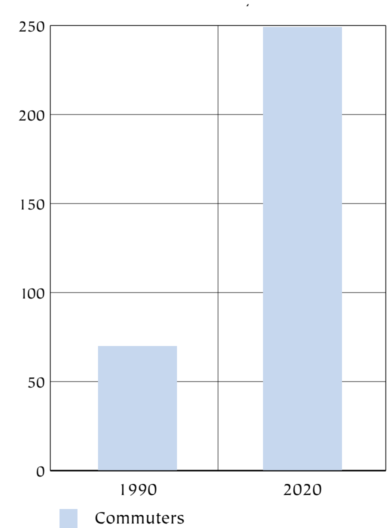
ABAG's forecast for household and employment growth considers commuting patterns as a function of residential and employment choices in its Projective Optimization Land Use Information System (POLIS) model. The model allocates households and employment by considering such factors as commuting flows by mode (automobile and transit) and incorporating several assumptions related to residential and employment choices. These interactions and assumptions are described fully in Appendix D, Overview of the *Projections* Modeling System.

The assumed additions or changes to transportation facilities and services were drawn from MTC's Regional Transportation Plan. The transportation network is incorporated at a regional level and does not include detailed information on local transportation changes and improvements. The highway and transit system assumptions are translated into estimates of peak period service levels by transportation facility mode. Level-of-service estimates are in turn translated into estimates of travel time between locations. These measures of accessibility become key factors in projecting housing as well as job locations.

In general, the effect of "commuting patterns" in the RHND process can be measured by comparing the differences between job growth and the availability of labor supply (households) within the region. As mentioned earlier, jurisdictions' employment growth far exceeds household growth that is available under existing residential land use policies. This is caused by local land use policies and development practices that focus on job producing uses without sufficient emphasis being placed on housing production. Thus, the necessary labor supply that is needed within the nine-county Bay Area region must be met by in-commuting workers.

According to MTC, many more Bay Area workers will live outside the Bay Area. San Joaquin and Sacramento counties both already contain major residential areas from which workers travel to large Bay Area employment centers such as the Silicon Valley and the Tri Valley cities which include San Ramon, Dublin and Pleasanton. In 1990, the average daily inter-regional vehicle miles traveled was 14,065. By 2020, this figure will grow to 30,201–an increase of 115 percent.

Figure 15. In-Commuting



Source: MTC Forecasts

Reducing the gap between employment and household growth may reduce the impacts associated with inter-regional commuting patterns. However, equal importance should also be placed upon the creation of jobs closer to residential areas. In part, the RHND allocations meet these goals by assigning more housing to jurisdictions that are planning increased employment growth, which creates more housing opportunities in areas close to job production. The RHND allocations also serve to reduce the impacts associated with increased housing market costs in areas of high employment growth, while providing an adequate labor supply to sustain the Bay Area's economy, and reduce the growth in long-distance commuting that affects air quality and other environmental resources.

Type and Tenure of Housing

State law requires that the type of housing (i.e., single- and multiple-family and mobile homes) and tenure of housing (i.e., owner and renter), be considered when making the RHND allocations. The Bay Area's regional housing market is very diverse, thus making it extremely difficult to develop factors that can be used to equitably allocate housing need among the jurisdictions in the region within the required timeframe given to ABAG to perform the RHND distribution. However, consideration of these factors is essential to planning for the distribution of housing that will meet the needs each jurisdiction's residents. Therefore, this criterion of State Housing Element Law is best presented in each jurisdiction's updated housing elements, reflecting the needs of the local housing market more accurately.

The most up to date information related to type of housing can be obtained from the state DOF Population and Housing estimates contained in the E-5 report. The latest and most complete information related to tenure of housing can be obtained from the 1990 Federal Census. While Census 2000 was recently completed, the data representing the detailed analysis for housing characteristics (Summary File 3) will not be available until the summer of 2002–well after the December 31, 2001, due date for updated housing elements to be submitted to HCD.

Special Needs Housing

State Housing Element Law requires that the housing needs of homeless people, seniors, disabled individuals, female-headed households and farmworker households be considered when preparing the RHND determinations for the region. ABAG does not maintain data that represents an accurate assessment of the special needs population for each jurisdiction in the region.

Due to the limited time and resources available to prepare the RHND responsibilities for each city and county in the region, it was not feasible to conduct a region wide study to assess the housing needs of this portion of the population. While data describing the characteristics of the special needs population does exist for several jurisdictions in the region, access to data representing the breadth of the region's special needs population is unfortunately, unavailable on a region-wide basis. Furthermore, the data sets that are available cannot be applied equally in a methodology that seeks to fairly distribute each jurisdiction's fair share housing needs responsibilities. Therefore, it is impractical to include the limited data that is available in the RHND methodology to determine the specific special needs housing responsibilities for each city and county in the region.

Each city and county in the region has access to data and resources that can be used to identify the housing opportunities for the special needs population in their respective jurisdictions. Therefore, the analysis of special needs housing is best represented in each jurisdiction's housing elements. For the purposes of this RHND process, the housing needs of the region's special needs population is considered a part of the total RHND allocation assignment determined by ABAG. Each city and county in the region must identify a portion of its total RHND allocation assignment to meet the demand for housing of persons with special needs.

To assist local governments with this task, ABAG has released a document entitled *Blueprint 2001 for Bay Area Housing*, which contains a comprehensive list of programs, strategies and case study examples of successful projects that can be implemented at the local level to address the special housing needs of certain groups. *Blueprint 2001* suggests possible sources of data on persons with special housing needs, which local governments can use to update its general plan housing elements.

Existing and Projected Housing Needs

State law requires ABAG to consider the existing and projected housing needs for each jurisdiction in the region. In past regional housing needs studies, ABAG designed a methodology that separated existing need from total projected need. This methodology determined existing need by identifying a regional vacancy rate goal and then compared this figure with each jurisdiction's existing vacancy rate. The difference in housing units needed to meet the identified regional goal vacancy rate are considered "*existing need*."

HCD's determination of the housing need considers existing vacancy rates when calculating total projected need for the region. HCD's total projected need for the region is 230,743 housing units. ABAG's *Projections 2000* forecast identifies the potential for 185,823 housing units to be added during the RHND timeframe. The difference between these numbers (44,920) represents the existing need for the region. In an effort to simplify the RHND methodology, ABAG considers existing need to be a part of the total projected need assigned to the region by HCD. Each city and county in the region must identify a portion of its total projected need as existing housing needs for its residents in the update of their respective General Plan Housing Elements.

Affordable Rental Housing At Risk of Conversion

According to State Housing Element Law, cities and counties should identify all federal, state, and local subsidized housing in the community, note when the subsidies expire, and determine the cost of replacing that housing. The updated Statewide Housing Plan, prepared by HCD, lists 576 projects with a total of 41,588 units as "At Risk" of being converted from affordable housing stock reserved for primarily low-income families, to market-rate housing.

The expiration of housing subsidies in the Bay Area is a major threat to the limited supply of affordable housing available to low-income families and individuals.

ABAG has released B*lueprint 2001 for Bay Area Housing*, which contains a comprehensive listing of programs and strategies that local governments can implement to ensure the continued availability of affordable housing in the region. In addition, recent changes in State Housing Element Law make it possible for local governments to receive up to 25 percent credit towards meeting its housing needs responsibilities through the implementation of strategies and programs that extend the life of "At Risk" affordable housing.

Consideration of Income Levels

State law requires that ABAG consider the need for housing across the breadth of income levels in the region. The law defines this as "…the share of the housing needs of persons at all income levels within the area significantly affected by the jurisdiction's general plan." The law further requires that the distribution of housing needs "…seek to avoid further impaction of localities with relatively high proportions of lower income households." State law does not however define a method for accomplishing this task.

The most widely used definitions of income categories are those used by HUD to determine eligibility for federal housing assistance. Section 6932 of Title 25 of the California Administrative Code sets forth the income limits used by HCD, which are primarily based upon the HUD income limits.

To determine each city and county's housing needs by income category, ABAG has used the HUD definitions of income categories, as defined below.

Income Categories

Very-low: Those households with income up to 50% of the county's area median income.

Low: Those households with income between 50 and 80% of the county's area median income.

Moderate: Those households with income between 80 and 120% of the county's area median income.

Above-moderate: Those households with income above 120% of the county's area median income.

ABAG used the 1989 income distribution of households for each city, county and the region, as reported by the 1990 Census. The income categories defined in Sections 6910-6932 of the California Administrative Code are used, in accordance with the interpretation of the California Attorney General's Opinion 87-206.

The 1990 Census reports a 1989 median household income for the region as $41,595. Therefore, a household with an income of $20,797 or less would be classified as very low. A household with an income from $20,798 to $33,276 would be classified as low income. A household with an income from $33,277 to $49,914 would be classified as moderate income. A household with an income greater than $49,914 would be classified as above moderate. These income limits were used to estimate the proportion of households in each jurisdiction in the Bay Area in the four income categories.

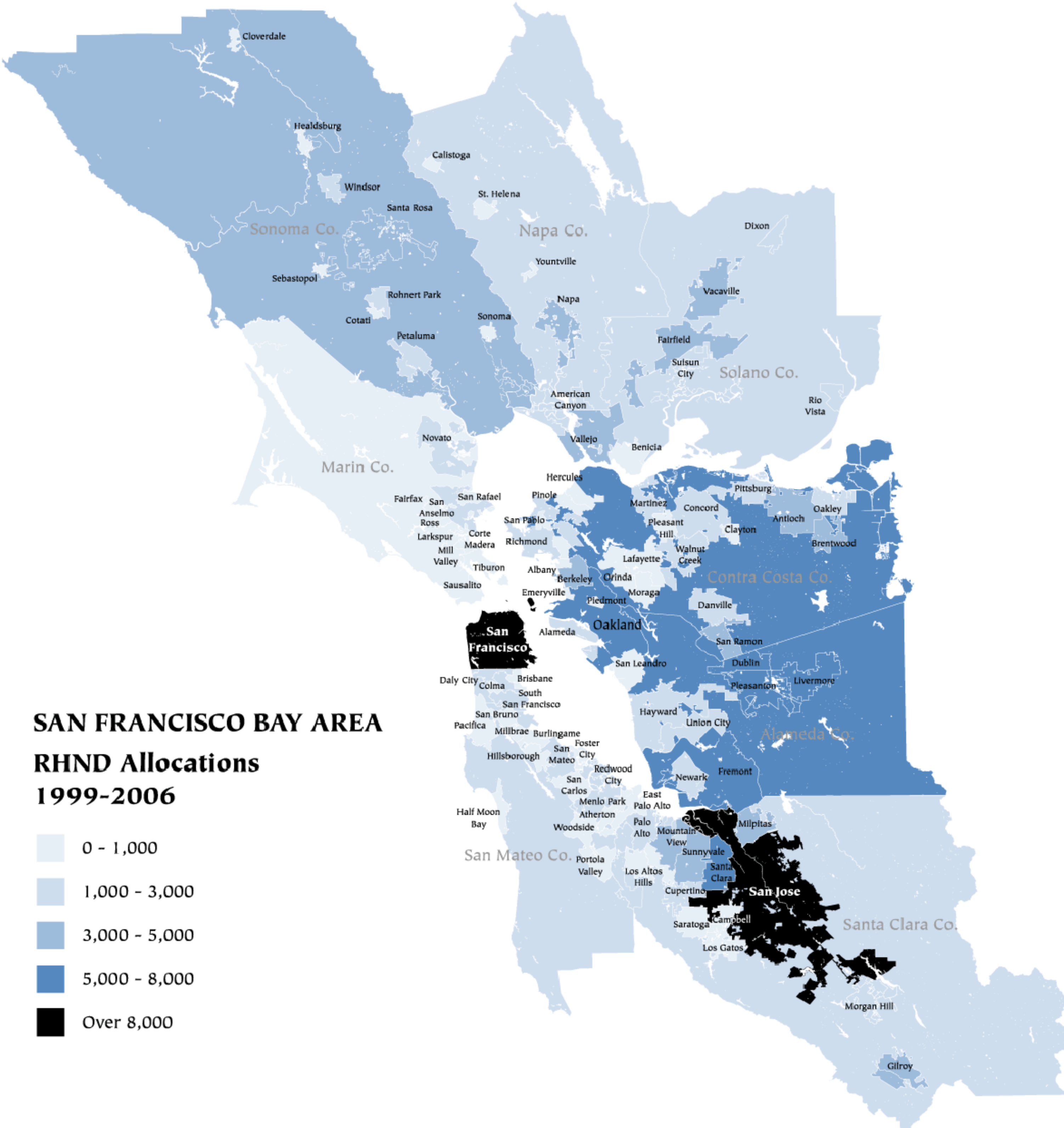
For the region, 20.5 percent of the households are very-low income, 10.9 percent are low income, 26.4 percent are moderate income, and 42.3 percent are above-moderate income. ABAG, in making its determinations of housing need, has shifted each jurisdiction's 1990 income percentages, as determined by the Census, 50 percent towards the regional averages. This method promotes an equitable distribution of housing opportunities for each income group within the Region. Furthermore, this method meets the goals of state law "…to seek to avoid further impaction" of existing localities with higher proportions of lower income households.

It is certainly true that over the past ten years, incomes in the region have risen substantially,. However, overall, most households in the region with an income that would place them in the above moderate income category still do not make enough money to afford the high housing cost's our region maintains.

The following pages illustrate the total 1999-2006 RHND allocations by income category for each city and county in the Bay Area.

This Page Intentionally Left Blank

Figure 16.



SAN FRANCISCO BAY AREA
RHND Allocations
1999-2006

- 0 - 1,000
- 1,000 - 3,000
- 3,000 - 5,000
- 5,000 - 8,000
- Over 8,000

Table 5.

RHND Allocations by Income Category

San Francisco Bay Area Region

Jurisidiction	RHND Allocation	Very Low	Low	Moderate	Above Moderate
ALAMEDA COUNTY	46,793	9,910	5,138	12,476	19,269
CONTRA COSTA COUNTY	34,710	6,481	3,741	8,551	15,937
MARIN COUNTY	6,515	1,241	618	1,726	2,930
NAPA COUNTY	7,063	1,434	1,019	1,775	2,835
SAN FRANCISCO CITY/COUNTY	20,372	5,244	2,126	5,639	7,363
SAN MATEO COUNTY	16,305	3,214	1,567	4,305	7,219
SANTA CLARA COUNTY	57,991	11,496	5,209	15,870	25,416
SOLANO COUNTY	18,681	3,697	2,638	4,761	7,585
SONOMA COUNTY	22,313	4,411	3,029	5,879	8,994
REGIONAL TOTAL	**230,743**	**47,128**	**25,085**	**60,982**	**97,548**

Table 6.

RHND Allocations by Income Category

Alameda County and Cities

Jurisidiction	RHND Allocation	Very Low	Low	Moderate	Above Moderate
ALAMEDA	2,162	443	265	611	843
ALBANY	277	64	33	77	103
BERKELEY	1,269	354	150	310	455
DUBLIN	5,436	796	531	1,441	2,668
EMERYVILLE	777	178	95	226	278
FREMONT	6,708	1,079	636	1,814	3,179
HAYWARD	2,835	625	344	834	1,032
LIVERMORE	5,107	875	482	1,403	2,347
NEWARK	1,250	205	111	347	587
OAKLAND	7,733	2,238	969	1,959	2,567
PIEDMONT	49	6	4	10	29
PLEASANTON	5,059	729	455	1,239	2,636
SAN LEANDRO	870	195	107	251	317
UNION CITY	1,951	338	189	559	865
UNINCORPORATED	5,310	1,785	767	1,395	1,363
Total	**46,793**	**9,910**	**5,138**	**12,476**	**19,269**

Table 7.

RHND Allocations by Income Category

Contra Costa County and Cities

Jurisidiction	RHND Allocation	Very Low	Low	Moderate	Above Moderate
ANTIOCH	4,459	921	509	1,156	1,873
BRENTWOOD	4,073	906	476	958	1,733
CLAYTON	446	55	33	84	274
CONCORD	2,319	453	273	606	987
DANVILLE	1,110	140	88	216	666
EL CERRITO	185	37	23	48	77
HERCULES	792	101	62	195	434
LAFAYETTE	194	30	17	42	105
MARTINEZ	1,341	248	139	341	613
MORAGA	214	32	17	45	120
OAKLEY	1,208	209	125	321	553
ORINDA	221	31	18	43	129
PINOLE	288	48	35	74	131
PITTSBURG	2,513	534	296	696	987
PLEASANT HILL	714	129	79	175	331
RICHMOND	2,603	471	273	625	1,234
SAN PABLO	494	147	69	123	155
SAN RAMON	4,447	599	372	984	2,492
WALNUT CREEK	1,653	289	195	418	751
UNINCORPORATED	5,436	1,101	642	1,401	2,292
Total	34,710	6,481	3,741	8,551	15,937

Table 8.

RHND Allocations by Income Category

Marin County and Cities

Jurisidiction	RHND Allocation	Very Low	Low	Moderate	Above Moderate
BELVEDERE	10	1	1	2	6
CORTE MADERA	179	29	17	46	87
FAIRFAX	64	12	7	19	26
LARKSPUR	303	56	29	85	133
MILL VALLEY	225	40	21	56	108
NOVATO	2,582	476	242	734	1,130
ROSS	21	3	2	5	11
SAN ANSELMO	149	32	13	39	65
SAN RAFAEL	2,090	445	207	562	876
SAUSALITO	207	36	17	50	104
TIBURON	164	26	14	32	92
UNINCORPORATED	521	85	48	96	292
Total	6,515	1,241	618	1,726	2,930

Table 9.

RHND Allocations by Income Category

Napa County and Cities

Jurisidiction	RHND Allocation	Very Low	Low	Moderate	Above Moderate
AMERICAN CANYON	1,323	230	181	353	559
CALISTOGA	173	44	31	41	57
NAPA	3,369	703	500	859	1,307
ST. HELENA	142	31	20	36	55
YOUNTVILLE	87	21	15	20	31
UNINCORPORATED	1,969	405	272	466	826
Total	7,063	1,434	1,019	1,775	2,835

Table 10.

RHND Allocations by Income Category

San Francisco City/ County

Jurisidiction	RHND Allocation	Very Low	Low	Moderate	Above Moderate
SAN FRANCISCO	**20,372**	**5,244**	**2,126**	**5,639**	**7,363**

Table 11.

RHND Allocations by Income Category

San Mateo County and Cities

Jurisidiction	RHND Allocation	Very Low	Low	Moderate	Above Moderate
ATHERTON	166	22	10	27	107
BELMONT	317	57	30	80	150
BRISBANE	426	107	43	112	164
BURLINGAME	565	110	56	157	242
COLMA	74	17	8	21	28
DALY CITY	1,391	282	139	392	578
EAST PALO ALTO	1,282	358	148	349	427
FOSTER CITY	690	96	53	166	375
HALF MOON BAY	458	86	42	104	226
HILLSBOROUGH	84	11	5	14	54
MENLO PARK	982	184	90	245	463
MILLBRAE	343	67	32	90	154
PACIFICA	666	120	60	181	305
PORTOLA VALLEY	82	13	5	13	51
REDWOOD CITY	2,544	534	256	660	1,094
SAN BRUNO	378	72	39	110	157
SAN CARLOS	368	65	32	89	182
SAN MATEO	2,437	479	239	673	1,046
SOUTH SAN FRANCISCO	1,331	277	131	360	563
WOODSIDE	41	5	3	8	25
UNINCORPORATED	1,680	252	146	454	828
Total	**16,305**	**3,214**	**1,567**	**4,305**	**7,219**

Table 12.

RHND Allocations by Income Category
Santa Clara County and Cities

Jurisidiction	RHND Allocation	Very Low	Low	Moderate	Above Moderate
CAMPBELL	777	165	77	214	321
CUPERTINO	2,720	412	198	644	1,466
GILROY	3,746	906	334	1,030	1,476
LOS ALTOS	261	38	20	56	147
LOS ALTOS HILLS	83	10	5	15	53
LOS GATOS	402	72	35	97	198
MILPITAS	4,348	698	351	1,146	2,153
MONTE SERENO	76	10	5	13	48
MORGAN HILL	2,484	455	228	615	1,186
MOUNTAIN VIEW	3,423	698	331	991	1,403
PALO ALTO	1,397	265	116	343	673
SAN JOSE	26,114	5,337	2,364	7,086	11,327
SANTA CLARA	6,339	1,294	590	1,786	2,669
SARATOGA	539	75	36	108	320
SUNNYVALE	3,836	736	361	1,075	1,664
UNINCORPORATED	1,446	325	158	651	312
Total	**57,991**	**11,496**	**5,209**	**15,870**	**25,416**

Table 13.

RHND Allocations by Income Category

Solano County and Cities

Jurisidiction	RHND Allocation	Very Low	Low	Moderate	Above Moderate
BENICIA	413	70	49	90	204
DIXON	1,464	268	237	379	580
FAIRFIELD	3,812	761	573	972	1,506
RIO VISTA	1,391	357	190	342	502
SUISUN CITY	1,004	191	123	256	434
VACAVILLE	4,636	860	629	1,172	1,975
VALLEJO	3,242	690	474	779	1,299
UNINCORPORATED	2,719	500	363	771	1,085
Total	**18,681**	**3,697**	**2,638**	**4,761**	**7,585**

Table 14.

RHND Allocations by Income Category

Sonoma County and Cities

Jurisidiction	RHND Allocation	Very Low	Low	Moderate	Above Moderate
CLOVERDALE	423	95	51	128	149
COTATI	567	113	63	166	225
HEALDSBURG	573	112	78	171	212
PETALUMA	1,144	206	124	312	502
ROHNERT PARK	2,124	401	270	597	856
SANTA ROSA	7,654	1,539	970	2,120	3,025
SEBASTOPOL	274	58	35	75	106
SONOMA	684	146	90	188	260
WINDSOR	2,071	430	232	559	850
UNINCORPORATED	6,799	1,311	1,116	1,563	2,809
Total	22,313	4,411	3,029	5,879	8,994