

## **Chapter III.**

# **COMMUNITY DEVELOPMENT**

## **LAND USE ELEMENT**

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### **PURPOSE**

The Land Use Element represents the long-term vision of the community for development. Of all the General Plan elements, it receives the greatest attention. The Land Use Element establishes the types and quantities of land available within the City, its sphere of influence, and the planning area. In conjunction with the Circulation Element, it guides the physical development of the City. The Land Use Element defines land use designations, provides statistics regarding vacant and developed lands within these designations, and discusses strategies for the future development of the City. Finally, goals, policies and programs set parameters for decision-makers, staff and the development community.

### **BACKGROUND**

Government Code Section 65300 et. seq. is the guiding law for the Land Use Element. This section of the law requires that all cities establish land use plans which assign residential, commercial, industrial and other land use designations to properties within the jurisdiction. The Land Use Element addresses the broadest issues in the General Plan, and is the most inter-related with other General Plan elements.

This element is most closely associated with the Circulation Element, whose streets and trails must be designed to accommodate the mix of land uses established in the General Plan. The generation of traffic by the various land uses has a direct impact on the sizing and location of roadways, as well as affecting related General Plan issues, such as noise and air quality.

Land use is also critical to the Economic Development Element, insofar as the potential for commercial and industrial development is tied to the appropriate and sufficient supply of land for these developments. This Land Use Element has been developed to support the Economic Development Element by assigning a wide range of land uses in a logical manner throughout the community.

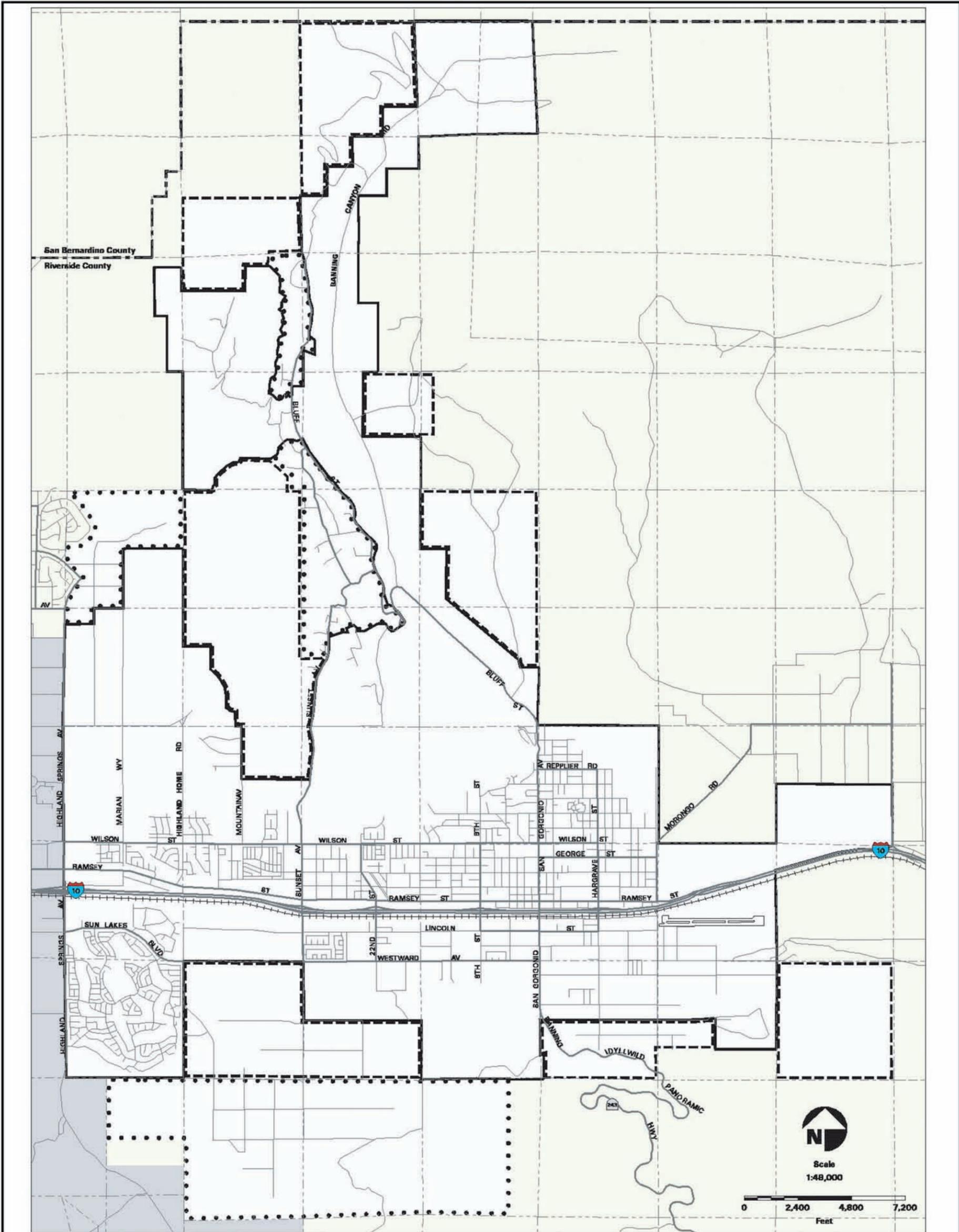
Ultimately, the Land Use Element's most important task is to maintain and improve the residents' quality of life. In developing the land use map and the goals, policies and programs included in this Element, great care has been taken to assure compatibility between land uses, to provide for future jobs and commercial opportunities, and to preserve open spaces for the enjoyment of the entire community.

### **The City, its Sphere of Influence, and its Planning Area**

In developing this General Plan, the City has analyzed issues and assigned land uses to lands within its corporate boundary, its legal sphere of influence (sphere), and a planning area which is outside the City and sphere, but which represents a logical extension of the City in the long term. Lands within each of these categories are shown on the General Plan Study Area Boundaries

Map, Exhibit III-1. The City comprises a total of 14,823 acres, extending easterly from Highland Springs Avenue to Fields Road, and from the San Bernardino County line on the north to Bobcat Road on the south. The City's Sphere of Influence includes eight separate areas on the north and south ends of the City, totaling 5,436 acres. Lands included in the Planning Area occur adjacent to the north, northwest and southern portions of the City, and total 3,296 acres.

The analysis leading to this Land Use Element included review of the City's previous General Plan, and the current General Plans of the County of Riverside and the Morongo Band of Mission Indians (for lands outside the City's limits). The influence of development in Beaumont has also been considered. The General Plan Advisory Committee has considered existing land use, visions for the future, and physical constraints, in developing the land use map and goals, policies and programs included in this Element. The goals, policies and programs address both general land use principles applicable throughout the planning area, and specific issues associated with each land use type in the City.



- Banning City Limits
- - - Banning Sphere of Influence
- • • Banning Planning Areas
- - - County Line
- - - Township - Range - Section
- Major Roads
- Minor Roads
- ++++ Railroads
- City of Beaumont

## City of Banning General Plan



Map Prepared on: February 11, 2004

## **General Plan Land Use Designations**

The following Land Use Designations are included in the Land Use Map for the General Plan, as shown on Exhibit III-2. Each designation is defined below. Specific land uses are detailed in the Zoning Ordinance. Abbreviations for each land use designation are provided in brackets.

### **Open Space-Resources (OS-R)**

Lands for the preservation of water, biological, visual, ridgelines, or other resources, and for flooding, geotechnical or other hazards are included in this category. Electrical transmission line easements, natural gas or fuel transmission line easements preserved as open space through the development process are also included. Non-motorized vehicle trails, roads and passive parks may be appropriate within this designation.

### **Open Space- Parks (OS-Pa)**

Allows public and private parks and recreational facilities, including golf courses, tot lots, dog parks, neighborhood, community and regional parks, sports fields, and passive parks.

### **Open Space- Public (OS-Pu)**

Lands owned by the County, the state of California, United States or Tribal entities, which are preserved as natural open space are included in this land use category.

### **Open Space- Hillside Preservation**

Lands, whether in private or public ownership, which are preserved as open space, including ridgelines. Uses such as trails, wildlife viewing areas, ranger stations, roads and passive parks may be appropriate.

### **Ranch/Agriculture Residential (RAR) (1 du/10 acres)**

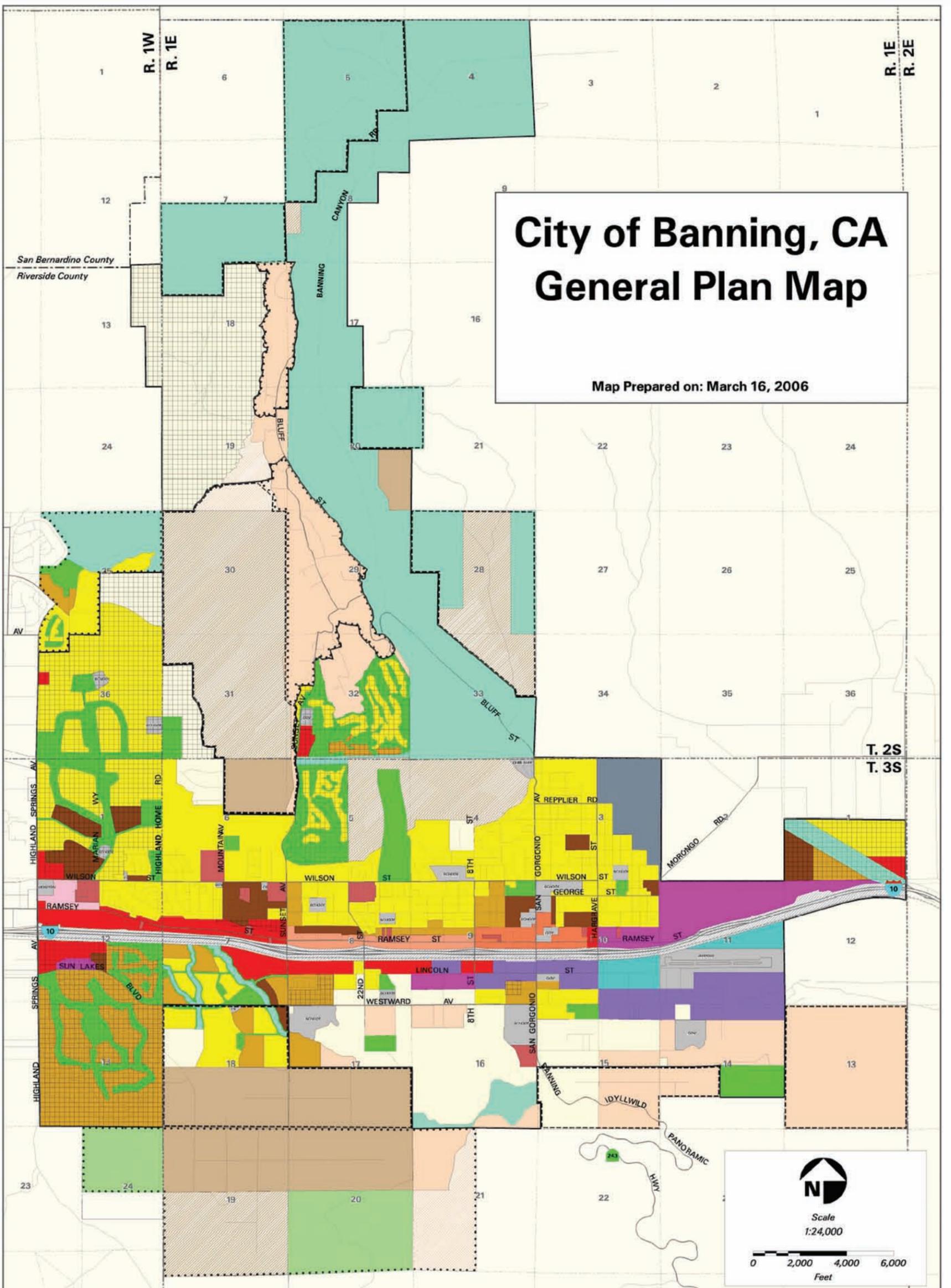
Allows detached single-family homes on lots of at least ten acres. Also permitted are agricultural and ranching activities, animal keeping (both personal use and commercial), and animal-keeping or agricultural related commercial enterprises, such as feed stores, commercial stables and similar uses, and home occupations. May be appropriate for bed & breakfast and similar uses, with the approval of a conditional use permit. If Ranch/Agriculture Residential – Hillside density transfers are applied to a Ranch/Agriculture Residential parcel, the maximum density shall be one dwelling unit per 5 acres.

### **Ranch/Agriculture Residential – Hillside (RAR-H) (1 du/10 acres)**

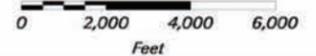
Assigned to lands in the foothills. Portions of the site exceeding 25% slope as well as the ridgelines are to be preserved as open space, but density may be transferred to developable areas. If a density transfer is applied, the maximum density for the developable lands shall be one dwelling unit per 5 acres.

# City of Banning, CA General Plan Map

Map Prepared on: March 16, 2006



Scale  
1:24,000



<ul style="list-style-type: none"> <li>Banning City Limits</li> <li>Banning Sphere of Influence</li> <li>Banning Planning Areas</li> <li>County Line</li> <li>Township/Range Lines</li> <li>Section Line</li> <li>Major Roads</li> <li>Minor Roads</li> <li>Railroads</li> </ul>	<ul style="list-style-type: none"> <li>Ranch/Agriculture (10 ac min.)</li> <li>Ranch/Agriculture - Hillside (10 ac min.)</li> <li>Rural Residential (0-1 du/ac)</li> <li>Rural Residential - Hillside (0-1 du/ac)</li> <li>Very Low Density Residential (0-2 du/ac)</li> <li>Low Density Residential (0-5 du/ac)</li> </ul>	<p><b>LEGEND</b></p> <ul style="list-style-type: none"> <li>Medium Density Residential (0-10 du/ac)</li> <li>High Density Residential (11-18 du/ac)</li> <li>Mobile Home Parks</li> <li>General Commercial</li> <li>Downtown Commercial</li> <li>Highway Serving Commercial</li> </ul>	<ul style="list-style-type: none"> <li>Professional Office</li> <li>Business Park</li> <li>Industrial</li> <li>Airport Industrial</li> <li>Industrial Mineral Resources</li> <li>Public Facilities</li> </ul>	<ul style="list-style-type: none"> <li>Public Facilities - RR/Interstate</li> <li>Open Space - Resources</li> <li>Open Space - Parks</li> <li>Open Space - Public</li> <li>Open Space - Hillside Preservation</li> <li>Specific Plan Areas</li> </ul>	<p><b>Riverside County Vicinity Map</b></p>	
<p><b>NOTE:</b> 1. This map represents the best available information and is intended for general planning purposes only. 2. The data shown on this map was collected and re-compiled from the following sources: City of Banning, California City of Beaumont, California County of Riverside Morongo Band of Mission Indians Southern California Association of Governments Thomas Bros. Maps</p>					<p><b>TERRA NOVA</b> Planning &amp; Research, Inc.</p>	

**Rural Residential (RR) (0-1 du/acre)**

Allows detached single family homes on lots of at least one acre. Also permitted are agricultural and ranching activities, animal keeping (both personal use and commercial) and home occupations. May be appropriate for bed & breakfast and similar uses, with the approval of a conditional use permit. May also be appropriate for animal-keeping or agricultural related commercial enterprises, such as feed stores, commercial stables and similar uses with approval of a conditional use permit.

**Rural Residential – Hillside (RR-H) (0-1 du/acre)**

Assigned to lands in the foothills. Portions of the site exceeding 25% slope as well as the ridgelines are to be preserved as open space, but density may be transferred to developable areas. All other RR provisions apply. If a density transfer is applied, the maximum density allowable is 2 units to the acre, and the standards of the Very Low Density Residential designation will be applied.

**Very Low Density Residential (VLDR) (0-2 du/acre)**

Allows detached single-family homes at a density of up to 2 units per acre. Home occupations are permitted. May be appropriate for bed & breakfast and similar uses. Animal keeping is permitted according to Zoning restrictions.

**Low Density Residential (LDR) (0-5 du/acre)**

Allows the development of attached and detached single family homes, in traditional subdivisions and planned communities. The clustering of condominiums and townhomes may be appropriate with the provision of common area amenities and open space, when a Specific Plan is prepared. Home occupations are permitted. Bed & breakfasts and similar uses may be appropriate with the approval of a conditional use permit.

**Medium Density Residential (MDR) (0-10 du/acre)**

Allows the development of attached and detached single family homes, in traditional subdivisions and planned communities. Also allows condominiums and townhomes, garden apartments and duplexes, with the provision of common area amenities and open space. The clustering of condominiums and townhomes may be appropriate with the provision of common area amenities and open space. Home occupations are permitted. Bed & breakfasts and similar uses may be appropriate with the approval of a conditional use permit. May also be appropriate for convenience retail commercial (“corner store” type development such as convenience stores, grocery or green grocer, video rental, drug stores, sit down restaurants, coffee shops or coffee bars or similar uses), less than 5,000 square feet in total square footage, with approval of a conditional use permit.

**High Density Residential (HDR) (11-18 du/acre)**

Allows condominiums and townhomes, as well as apartments with the provision of common area amenities and open space. Duplex and multi-plex development is the most prevalent type of development in this designation. The clustering of condominiums and townhomes may be appropriate with the provision of common area amenities and open space. Mobile home parks and subdivisions may also be appropriate, with the approval of a conditional use permit. Home occupations are permitted.

**Mobile Home Park (MHP)**

The designation applies to existing mobile home parks or subdivisions within the City. Only mobile parks and subdivisions are permitted. Home occupations are permitted.

**Downtown Commercial (DC)**

Small scale commercial retail and office uses, services, restaurants, entertainment retail are the primary uses in this designation. Auto related uses proposed after adoption of this General Plan will be prohibited. All existing auto uses in existence as of the adoption of this General Plan will be permitted until such time as the use in a particular location ceases operation for a period of six months. Mixed Use, residential land uses in combination with commercial businesses, are also encouraged. Guesthouses, bed & breakfasts, hotels and motels are also appropriate in this designation.

**General Commercial (GC)**

Allows food and drug stores; home improvement; auto sales, leasing, service and repair; department and general retail outlets; merchandise leasing; neighborhood serving retail and services; restaurants; entertainment uses; gas stations; general offices (secondary to retail); mixed uses; and financial institutions. All existing uses in existence as of the adoption of this General Plan will be permitted until such time as the use in a particular location ceases operation for a period of six months.

**Highway Serving Commercial (HC)**

Allows restaurants (fast food and sit down), hotels and motels, auto related retail, repair and services, including gas stations, convenience stores and similar uses serving the I-10 traveler.

**Professional Office (PO)**

Allows professional offices and social services, financial institutions with only ancillary retail, and mixed uses.

**Industrial (I)**

Includes industrial parks and freestanding industrial users. Examples include light and medium intensity manufacturing operations, warehousing and distribution, mini-storage, and associated offices. Commercial recreation facilities are also appropriate. Auto storage and repair is also allowed. Ancillary retail may also be appropriate.

**Business Park (BP)**

Light industrial manufacturing and office/warehouse buildings are appropriate in this designation. Restaurants and retail uses ancillary to a primary use, and professional offices are

also appropriate. Commercial development, such as large-scale retail (club stores, home improvement, etc.) and mixed-use project may also be permitted, subject to a conditional use permit.

**Industrial-Mineral Resources (I-MR)**

Allows surface mining operations on lands designated by the City or the state as having significant potential for mineral resources. All the requirements of the State Department of Mining and Geology shall apply.

**Airport Industrial (AI)**

Land uses must be focused on airport-related and transportation-related functions, including machining, manufacturing, warehousing, flight schools, restaurants and office uses. Aircraft maintenance, repair and catering services are also appropriate.

**Public Facilities-Airport (PF-A)**

Land uses are specifically related to airport operations: administration offices, hangars, tie-downs, runways, restaurants and flight schools. Ancillary retail and service business relating to the airport are appropriate.

**Public Facilities- Government (PF-G)**

City Hall, Police Department, Community Center, libraries and similar governmental buildings.

**Public Facilities- Fire Station (PF-F)**

**Public Facilities- Schools (PF-S)**

Public and private schools at all levels, including colleges.

**Public Facilities- Hospital (PF-H)**

**Public Facilities – Railroad and Interstate (PF-R)**

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**Specific Plans**

The Specific Plan is an important tool in the coordinated development of larger parcels, or of projects which propose a variety of land uses. They shall include design standards and guidelines, infrastructure plans and implementation measures to ensure the coordinated, orderly development of a project. Government Code provides the standards and guidelines for the content of Specific Plans. Specific Plans can also be combined with environmental documentation, and result in a Specific Plan/Environmental Impact Report.

In Banning, Specific Plans have previously been considered a land use designation. With adoption of this General Plan, this is no longer the case. Existing approved Specific Plans are shown on the land use map with their approved land use plan, and the Specific Plan overlay.

With adoption of this General Plan, Specific Plans are required for projects which propose more than one type of residential land use, commercial land uses and/or industrial land uses, or a combination of these, within one project site. Specific Plans are also required when a project is

proposed within an area previously undeveloped, where infrastructure master planning will be required (water, sewer, flood control or roadways), and when the project will be phased. Once a new Specific Plan is approved by the City Council, the Land Use Map will be amended to place the Specific Plan overlay on that area.

### **Buildout Statistical Analysis**

The General Plan area consists of 14,823.1 acres within the City limits, 5,436.2 acres within the Sphere of Influence, and 3,295.7 acres within the planning area, for a total land area of 23,555 acres. This acreage has been assigned land use designations which result in the land use statistical summary depicted in Table III-1, below.

**Table III-1  
General Plan Buildout Summary**

Land Use Designation	City Limits			Sphere of Influence			Planning Area			Grand Total Acres
	Acres Dev.	Acres Vacant	Acres Total	Acres Dev.	Acres Vacant	Acres Total	Acres Dev.	Acres Vacant	Acres Total	
Ranch/Agriculture (1 du/10 ac.)		77.7	77.7	74.0	724.7	798.7	29.6	631.6	661.2	1,537.5
Ranch/Agriculture - Hillside (1 du/10 ac.)	121.8	351.5	473.3	16.7	1,536.4	1,553.1	18.7	421.1	439.8	2,466.2
Rural Residential (0-1 du/ac.)	124.5	471.4	595.9	8.6	902.0	910.6	199.5	639.9	839.4	2,345.9
Rural Residential – Hillside (0-1 du/ac.)		56.2	56.2		78.5	78.5		269.3	269.3	404.0
Very Low Density Residential (0-2 du/ac.)	230.3	1,916.6	2,146.9	21.6	198.8	220.4				2,367.3
Low Density Residential (0-5 du/ac.)	1,299.9	1,847.5	3,147.4	0.2	166.8	167.0	2.4	129.7	132.1	3,446.6
Medium Density Residential (0-10 du/ac.)	656.1	362.6	1,018.7		49.4	49.4	0.2	29.5	29.7	1,097.9
High Density Residential (11-18 du/ac.)	156.5	213.4	369.9	0.1	9.5	9.6				379.5
Mobile Home Park	116.4	14.0	130.4							130.4
General Commercial	203.8	252.1	455.9							455.9
Highway Serving Commercial	103.0	7.3	110.3							110.3
Downtown Commercial	86.0	11.3	97.3							97.3
Professional Office	23.0	18.6	41.6							41.6
Business Park	91.6	292.1	383.7							383.7
Industrial	146.7	274.1	420.8							420.8
Airport Industrial	41.6	94.2	135.8							135.8
Industrial-Mineral Resources	188.5	27.7	216.2							216.2
Open Space - Hillside Preservation							0.2	647.1	647.3	647.3
Open Space - Park	246.6	877.5	1,224.1	0.0	21.7	21.7	29.8	15.8	45.6	1,291.4
Open Space - Resources	122.7	2,658.3	2,781.0	25.0	1,599.4	1,624.4	1.2	230.0	231.2	4,636.6
Public Facilities - Airport	72.3	72.1	144.4							144.4
Public Facilities - Cemetery	12.9	2.5	15.4							15.4
Public Facilities - Fire Station	3.5	0.1	3.6		2.9	2.9				6.4
Public Facilities - Government	24.3	39.7	64.0							64.0
Public Facilities - Hospital	10.6	0.3	10.8							10.8
Public Facilities - RR/Interstate	419.3	48.9	468.2							468.2
Public Facilities - School	137.9	95.7	233.6							233.6
<b>Grand Total</b>	<b>4,739.9</b>	<b>10,083.3</b>	<b>14,823.2</b>	<b>146.2</b>	<b>5,290.0</b>	<b>5,436.2</b>	<b>281.7</b>	<b>3,013.9</b>	<b>3,295.0</b>	<b>23,555.0</b>

**Existing Residential Development**

Existing residential development in the City can be characterized geographically. Traditionally, larger lots, often including animal keeping, have been developed south of the Interstate 10/Railroad corridor. In recent years, the Sun Lakes Country Club project, located south of the Interstate and east of Highland Springs Avenue, was developed to include a golf course and a variety of lot sizes. Sun Lakes has developed at a greater density than had previously been experienced on the south side of the City.

On the north side of the Interstate, single family residential land uses have developed northerly of the Ramsey Street commercial corridor, in lot sizes ranging from 7,000 to 15,000 or more square feet. Multi-family residential development has occurred, both in apartments and in mobile

home parks, along Wilson Street, immediately north of Ramsey Street, and between San Geronio and Hathaway, north and south of the Interstate corridor.

The divergent neighborhoods in the City require special attention in the planning of the City's buildout. The development opportunities of the various areas of the City available for residential units are discussed further below.

### **Existing Commercial Development**

Commercial development in the City has focused entirely on the Ramsey Street corridor in the past. Extensions of the corridor have occurred on the east side of Highland Springs Avenue, from Sun Lakes Boulevard to Wilson Street, and in the Downtown area, between 4<sup>th</sup> Street and Alessandro. The development of commercial land in the City has been smaller in scale, due primarily to lot configuration (which is shallow in a north-south direction in many areas), existing parking requirements, and multiple small lot ownerships, which have made consolidated projects more difficult.

The Downtown area has developed with its own character, and represents a special development type in the City. Many of the buildings in this area are the oldest commercial structures in the City, and the scale of the area makes it conducive to pedestrian circulation. The development potential of the Downtown area is discussed further below.

### **Existing Industrial Development**

Industrial development in the City has historically been divided into airport-related uses, and traditional industrial land uses. The airport-related land uses are primarily centered on the City's airport property, and on lands immediately adjacent to it. Industrial land uses, ranging from storage to heavy manufacturing, occur on both sides of Lincoln Street, generally east of 16<sup>th</sup> Street.

The City has attracted a number of manufacturing businesses, and has thus created a core of job-generating land uses which continue to be an important part of the community. Future industrial development opportunities are discussed further below.

### **Redevelopment Project Area**

The City's Redevelopment Project Area encompasses approximately 3,000 acres, and includes all of the Ramsey Street corridor (please see Exhibit III-3, in the Economic Development Element). Lands within the Redevelopment Project Area include all land use designations, and a full range of existing land uses. The tax increment revenue received by the City, as well as bond issuance and other funding mechanisms available to the Redevelopment Agency, enable the financing of a number of projects to promote and enhance economic development and affordable housing. The City has developed a number of programs in this regard, enumerated and described in the Economic Development Element.

## **FUTURE DIRECTIONS**

Land use in the future will consist of two distinct types of development. The City is currently seeing the preparation of Specific Plans for large tracts of land, which will result in the

development of master planned communities in the western half of the City. Areas in the south eastern portion of the City will likely also develop through master planning. In the northern portion of the City, where larger land holdings are fewer and the majority of development has occurred, infill development (the development of existing lots or the assemblage of several existing lots to create a project area) will continue.

The City has an opportunity for development and redevelopment of the Ramsey Street corridor for mixed-use/commercial development in conjunction with programs available through the Redevelopment Agency. Commercial and industrial development will also be focused on the north side of Lincoln Street, adjacent to the Interstate 10 and railroad rights of way.

This General Plan also includes areas designated for open spaces, to ensure the preservation and enhancement of hillsides, ridgelines, resource areas and park lands, particularly on the north and south boundaries of the planning area.

The following pages provide goals, policies and programs on a categorical basis. First, City-wide land use principles are listed. These are followed by individual analysis and goals, policies and programs for residential, commercial, industrial, open space and public land use categories.

## **CITY-WIDE GOALS, POLICIES AND PROGRAMS**

### **Goal**

A balanced, well planned community including businesses which provides a functional pattern of land uses and enhances the quality of life for all Banning residents.

### **Policy 1**

The City maintain a land use map which assures a balance of residential, commercial, industrial open space and public lands.

### **Program 1.A**

The city shall annually monitor the remaining capacity of all General Plan land use categories and recommend changes to the City Council as needed.

**Responsible Agency:** Planning Department, Planning Commission

**Schedule:** 2005-2006, Annually thereafter

### **Program 1.B**

The City's Zoning Ordinance shall directly correspond to General Plan land use designations, and shall be kept consistent with the General Plan.

**Responsible Agency:** Planning Department, Planning Commission, City Council

**Schedule:** 2005-2006, Annually thereafter

### **Policy 2**

The Planning, Public Works and Economic Development staffs shall be closely coordinated, to assure efficient and cost effective processing of applications.

**Program 2.A**

The City shall develop a Fast Track application process for projects which enhance the City's economic development. Procedures and timelines shall be provided to qualifying project applicants in writing.

**Responsible Agency:** Planning Department, Public Works, Economic Development staff, Redevelopment Agency, City Manager's Office

**Schedule:** 2005-2006

**Policy 3**

Development in all land use categories shall be of the highest quality.

**Program 3.A**

The Zoning Ordinance shall include design standards and guidelines which assist the development community in developing high quality projects.

**Responsible Agency:** Planning Department, Planning Commission, City Council

**Schedule:** 2005-2006

**Policy 4**

Specific Plans shall be required for projects proposing one or more of the following:

- a. More than one residential land use designation;
- b. A combination of residential, recreational, commercial and/or industrial land use designation; or
- c. Extension of infrastructure (water, sewer and roadways) into an area where these do not exist.

**Policy 5**

All land use proposals shall be consistent with the goals, policies and programs of this General Plan, and with the Zoning Ordinance.

**Policy 6**

The City shall implement a program for Art in Public Places.

**Program 6.A**

An Art in Public Places Ordinance shall be prepared and incorporated into the Municipal Code.

**Responsible Agency:** Community Services Department, Planning Department, Planning Commission, City Council.

**Schedule:** 2005-2006

**RESIDENTIAL LAND USE**

The vast majority of the City's residential developed lands are single family homes on lots ranging from 7,000 to 15,000 square feet, particularly on the north side of the City. South of Interstate 10, and with the exception of the Sun Lakes Specific Plan, lot sizes are considerably larger, and often have included either animal keeping or farming activities.

Lands available for residential development generally fall into two types: infill development on the north side of the City, and larger holdings, most of which will require coordinated development efforts, on the south side of the City. Table-2, below, provides information on vacant and developed residential lands in the City, the Sphere of Influence, and the planning area.

**Table III-2  
Residential Buildout Statistical Summary**

Designation	City Limits				Sphere of Influence				Planning Area				Grand Total Units	Grand Total Acres
	Acres Total	Exist. Units	Future Units	Total Units	Acres Total	Exist. Units	Future Units	Total Units	Acres Total	Exist. Units	Future Units	Total Units		
Ranch/Agriculture (1 du/10 ac.)	77.7		8	8	798.7		72	72	661.2		63	63	143	1,537.6
Ranch/Agriculture - Hillside (1 du/10 ac.)	473.3		35	35	1,553.1		154	154	439.8		42	42	231	2,466.2
Rural Residential (0-1 du/ac.)	595.9		471	471	910.6		902	902	839.4		640	640	2,013	2,345.9
Rural Residential – Hillside (0-1 du/ac.)	56.2		84	84	78.5		79	79	269.3		269	269	432	404.0
Very Low Density Residential (0-2 du/ac.)	2,146.9	8,227	2,875	11,102	220.4	352	298	650	0.0	204	0	204	11,956	2,367.3
Low Density Residential (0-5 du/ac.)	3,147.4		6,928	6,928	167.0		626	626	132.1		486	486	8,040	3,446.5
Medium Density Residential (0-10 du/ac.)	1,018.7		2,720	2,720	49.4		371	371	29.7		221	221	3,311	1,097.8
High Density Residential (11-18 du/ac.)	369.9	1,021	2,881	3,902	9.7		129	129	0.0		0	0	4,031	379.6
Mobile Home Park	130.4	1,156	189	1,345									1,345	130.4
<b>Residential Total</b>	<b>8,016.4</b>	<b>10,404</b>	<b>16,191</b>	<b>26,595</b>	<b>3,787</b>	<b>352</b>	<b>2,630</b>	<b>2,982</b>	<b>2,372</b>		<b>1,722</b>	<b>1,926</b>	<b>31,503</b>	<b>14,175</b>

Note: Future units calculated at 75% of maximum density except in Ranch/Agriculture, Ranch/Agriculture-Hillside, Rural Residential and Rural Residential- Hillside.

**Buildout Population**

Based on the table above, the City’s buildout population is estimated to total 67,697, the Sphere of Influence’s will total 7,622, and the planning area’s will total 4,907<sup>1</sup>. Total population at buildout for the entire General Plan area is therefore estimated to be 80,226.

**Neighborhood Identity**

Through the development of this General Plan, the variety and diversity of neighborhoods in the City has been clearly identified. These areas are bound together by tangible and intangible similarities, including age of housing, lifestyle and geographic isolation. The City wishes to support and enhance these neighborhoods, and preserve the quality of life they represent to their residents.

<sup>1</sup> Assumes 2003 populations of 25,600, 784, and 430 for the City, Sphere of Influence and planning area, respectively; and a household size of 2.6 persons. Does not include potential residential population in the Downtown Commercial land use designation.

### **Master Planned Communities**

Existing and proposed Specific Plans in the City, including the Sun Lakes project, the Loma Linda property Specific Plan, the Deutsch Specific Plan, and the Sunset Crossroads Specific Plan create their own internal neighborhood identities, and are likely to evolve as such as they are developed. New projects which may be proposed through the Specific Plan process are likely to also develop into neighborhoods with their own identities.

### **Development Opportunities for the Future**

The General Plan process has resulted in a strong sense in the City of high quality, livable community. The quality of life of all residents, and their ability to find the type of housing which fits their lifestyle is important and must be preserved and enhanced. Four areas of focus are described below.

#### Downtown Commercial

The area bounded by 8<sup>th</sup> Street to the west, Hargrave to the east, the Interstate 10 corridor to the south, and Nicolet on the north has been designated as the Downtown Commercial area. This is the traditional “center of town,” and included City Hall, small scale retail shops, the City’s movie theatre, and older residential areas. In May 2004, the City conducted a design charette to develop ideas on the character of this area. The resulting document provides the City with ideas on how this area can be enhanced and redeveloped. Of particular interest in this process is the concept of intensifying the land uses in this area. This may include live-work buildings, where residential units are located either above or behind a retail studio or shop; downstairs commercial businesses with upstairs apartments or condominiums; high density residential development within easy walking distance of the commercial shops on Ramsey; and the enhancement of pedestrian and non-motorized travel, including enhanced sidewalks, shaded sitting areas and community plazas.

#### Neighborhood Plans

As described above, there are a number of existing and distinct neighborhoods in the City. In order to preserve and enhance their character, policy and programs have been developed below which allow for the preparation of neighborhood plans which will establish design standards and guidelines for each of these neighborhoods. In developing the General Plan, several of the City-wide standards discussed, including the need for sidewalks and trails, the preservation of street trees, and the character of local streetscapes, have been discussed. As these discussions developed, it has become clear that each of these neighborhoods should have the opportunity to develop a community-driven neighborhood plan which sets design parameters. These parameters may be implemented by new development, or may require retrofitting by the neighborhood or City, depending on whether the improvements are proposed in areas currently vacant or on developed property.

#### A Livable City

Land subdivisions in the City have been traditional in their design. The City’s requirements have provided for standard lots, 60 foot wide local streets, and minimal site design. As the remainder of the City develops, it is important to the residents of this community that proposed subdivisions provide high quality, creative design which will lead to a livable City. The Circulation Element includes provisions for local street design which allows for creativity and variety, as well as traffic calming tools. The Zoning Ordinance includes design standards and guidelines which

encourage clustered housing, interior trails and parks in residential tracts, and other design tools which will encourage creative site design. The General Plan includes policies for the preservation of street trees and the development of a trail system, and the provision of sidewalks for safe pedestrian travel. All these concepts, when implemented, should lead the City to a more livable, and ultimately higher quality of life.

#### Density Transfers to Preserve Hillside

In order to assure that the City's hillsides are preserved to the greatest extent possible, hillside designations have been provided in the General Plan (please see land use designation definitions, above) for the Ranch/Agriculture and Rural Residential designations. The intent of these designations is to allow the development of flat areas within a property at a greater density, if hillside areas are preserved. In the case of the Ranch/Agriculture designation, maximum density can be increased from 1 unit per 10 acres to 1 unit per 5 acres with a density transfer. In the case of the Rural Residential designation, the density transfer can result in an increase from 1 unit per acre to 2 units per acre.

## **RESIDENTIAL GOALS, POLICIES AND PROGRAMS**

### **Goal 1**

Preserve and enhance the City's neighborhoods.

### **Goal 2**

A broad range of housing types to fill the needs of the City's current and future residents.

### **Policy 1**

The land use map shall provide a range of housing densities while considering land use compatibility with non-residential land uses.

### **Policy 2**

Projects adjacent to existing neighborhoods shall be carefully reviewed to assure that neighborhood character is protected.

### **Policy 3**

Density transfers resulting in a 50% increase in density shall be permitted in the Residential/Agriculture-Hillside and Rural Residential-Hillside land use designations.

### **Policy 4**

The City's Zoning Ordinance shall include design standards and guidelines which encourage high quality residential development.

### **Program 4.A**

Design standards and guidelines shall be included in all residential zoning categories.

**Responsible Agency:** Planning Department, Planning Commission, City Council

**Schedule:** 2005-2006

**Policy 5**

The City shall complete Specific Neighborhood Plans when requested by the neighborhood.

**Program 5.A**

Develop and implement an outreach program and outline of parameters for Neighborhood Plans.

**Responsible Agency:** Planning Department, Planning Commission, City Council

**Schedule:** 2006-2007; As requested by neighborhoods

**Policy 6**

The Zoning Ordinance shall include principles, standards and guidelines which allow for creative and flexible design of residential projects, including clustered housing, narrowed local streets, trails, parks and plazas.

**Policy 7**

The Zoning Ordinance shall include principles, standards and guidelines which provide for high quality, high density mixed use residential development, in the Downtown Commercial zoning designation.

**Policy 8**

The City will participate in a Community Plan for the Banning Bench with Riverside County and the Banning Bench Community of Interest. Specific development proposals will continue to be processed during its preparation.

**Program 8.A**

Negotiate with the Banning Bench Community of Interest as part of the Master Plan for either inclusion in the City's Sphere of Influence or annexation.

**Responsible Agency:** City Council, Community of Interest

**Schedule:** 2005-2006

## COMMERCIAL AND INDUSTRIAL LAND USES

The City’s commercial development has traditionally been focused on the Ramsey Street corridor. In more recent times, commercial development has also occurred on the east side of Highland Springs Avenue. The General Plan does not change this development pattern, but does add to it, by providing additional commercial opportunities along the north side of Lincoln Street, between Sunset Avenue and 8<sup>th</sup> Street. The General Plan provides four land use designations appropriate for commercial development: General Commercial, Highway Serving Commercial, Downtown Commercial and Professional Office.

The General Commercial and Highway Serving Commercial designations allow the broadest range of commercial retail opportunities. The Highway Serving Commercial designation is geared more toward the Interstate 10 traveler, with a focus on restaurants, tourist uses, and auto service uses. The Professional Office designation is designed to provide space for professional and social service land uses, and providing a convenient and accessible location for businesses which do not generate sales tax. As discussed above, the Downtown Commercial designation is the City’s specialty retail and mixed use area, and is envisioned to redevelop to encourage tourism, pedestrian access and a sense of community.

Commercial lands designated in the General Plan have the potential to generate 6,757,082 square feet of retail and office space in the City, as shown in Table III-3, below.

<b>Table III-3 Commercial and Industrial Buildout Statistical Summary</b>				
<b>Designation</b>	<b>City Limits</b>			<b>Total Potential S.F.<sup>1</sup></b>
	<b>Acres Dev.</b>	<b>Acres Vacant</b>	<b>Acres Total</b>	
General Commercial	203.8	252.1	455.9	4,368,981
Highway Serving Commercial	103.0	7.3	110.3	1,057,027
Downtown Commercial <sup>2</sup>	86.0	11.3	97.3	932,445
Professional Office	23.0	18.6	41.6	398,629
<b>Subtotal Commercial</b>	<b>415.8</b>	<b>289.3</b>	<b>705.1</b>	<b>6,757,082</b>
Business Park	91.6	292.1	383.7	4,178,493
Industrial	146.7	274.1	420.8	4,582,512
Airport Industrial	41.6	94.2	135.8	1,478,321
Industrial-Mineral Resources	188.5	27.7	216.2	N/A
<b>Subtotal Industrial</b>	<b>468.4</b>	<b>688.1</b>	<b>1,156.5</b>	<b>10,239,326</b>
<b>Grand Total Commercial &amp; Industrial</b>	<b>884.2</b>	<b>977.4</b>	<b>1,861.2</b>	<b>16,996,408</b>

Industrial development in the City has traditionally occurred on the north side of Lincoln, and surrounding the City’s airport. The area of industrially designated land has been reduced in this General Plan, particularly west of 8<sup>th</sup> Street on the north side of Lincoln. There are four land use categories which allow industrial development, including Business Park, Industrial, Industrial – Mineral Resources, and Airport Industrial. The Business Park designation allows a mix of commercial and light industrial land uses, and provides a transitional designation from

commercial to industrial land uses. The Industrial designation allows the broadest range of users, and preserves the existing industrial businesses in the City. The Industrial – Mineral Resources designation is assigned to the existing Robertson sand and gravel facility, and is intended to specifically regulate mining operations. The Airport Industrial category acknowledges the importance of the City’s airport, and provides for land uses related to and compatible with that facility.

Industrial development has been an important source of jobs in the City, and the City continues to attract industrial land uses, primarily due to the limited industrial lands available in the Pass region. As development pressures continue to intensify in the Inland Empire to the west of the City, industrial development will continue to seek locations in Banning.

The industrial designations have the potential to generate 10,239,326 square feet of industrial space at buildout of the General Plan.

## **COMMERCIAL AND INDUSTRIAL GOALS, POLICIES AND PROGRAMS**

### **Commercial Goal**

Complementary commercial uses which meet the needs of the City’s residents, increase the City’s revenues, and provide a range of employment opportunities.

### **Industrial Goal**

A balanced mix of non-polluting industrial land uses which provide local jobs for the City’s residents.

### **Policy 1**

The land use map shall include sufficient commercial lands to provide a broad range of products and services to the City and region, while carefully considering compatibility with adjacent residential lands.

### **Policy 2**

In coordination with the Economic Development Element, the City shall maintain market information, including information on the City’s identified service needs, potential sites, Fast Track System and provide information on those sites to the development community.

### **Program 2.A**

Develop and maintain an inventory of potential commercial sites, including lands which may require consolidation, and demographic information for use by the Economic Development staff in attracting new businesses to the City.

**Responsible Agency:** Economic Development staff, Planning Department, City Manager’s Office

**Schedule:** 2005-2006

**Program 2.B**

The Redevelopment Agency shall consider land purchases which allow for the consolidation of smaller, under-utilized commercial sites into larger and more useable parcels, to be marketed to the development community.

**Responsible Agency:** Redevelopment Agency

**Schedule:** Ongoing as lands are identified

**Policy 3**

The Zoning Ordinance shall include principles, design standards and guidelines which encourage the development of high quality commercial projects.

**Policy 4**

The Zoning Ordinance shall include principles, design standards and guidelines, based on the Downtown Design Charette, which provide for high quality, pedestrian oriented retail development in the Downtown Commercial zoning designation.

**Policy 5**

The City shall coordinate with the Banning Unified, the Beaumont Unified School Districts and the Mount San Jacinto Community College to provide vocational education to support commercial and industrial businesses in the City and surrounding areas.

**Policy 6**

The City shall develop and implement a community identification program, including monument signage, directional signs, etc. which provide attractive entry statements for the City, and which direct visitors to local points of interest.

**Policy 7**

The land use map shall include sufficient industrial lands for manufacturing, warehousing and distribution, while carefully considering compatibility with adjacent lands.

**Policy 8**

Industrial lands shall be located on major roadways with good access to Interstate 10, to assure that potential traffic impacts associated with tractor-trailers are minimized.

**Policy 9**

The Redevelopment Agency will consider purchases of residential properties occurring in the industrial land use designations when they are put up for sale.

**Program 9.A**

Establish contacts in the real estate community to be notified of residential properties for sale in the industrial areas, and consider purchases when appropriate.

**Responsible Agency:** Redevelopment Agency

**Schedule:** Ongoing as properties become available

**Policy 10**

The Zoning Ordinance shall include principles, design standards and guidelines which encourage the development of high quality industrial projects.

**Policy 11**

Industrial campuses and master planned projects are encouraged.

**Policy 12**

The City shall coordinate with developers and the Railroad to secure railroad spurs.

**Policy 13**

The City shall adequately regulate sand and gravel operations to assure that their impacts to surrounding development is minimized.

**Program 13.A**

The City shall establish a formal relationship with the County Geologist or other qualified agency to monitor mineral resource operations under the State Mining and Reclamation Act (SMARA).

**Responsible Agency:** Planning Department, Riverside County Geologist

**Schedule:** 2005-2006

**PUBLIC FACILITIES LAND USES**

Land uses for public facilities include such governmental functions as City offices and facilities and fire stations, and the airport. Others include schools, the hospital, and libraries. The land use plan identifies public facilities if they are currently owned by a public entity, or proposed for dedication to a public entity in a Specific Plan. In the future, as additional facilities are acquired, the General Plan land use map will be amended to reflect these acquisitions.

**Table III-4  
Public Facilities Buildout Statistical Summary**

Designation	City Limits			Sphere of Influence			Grand Total Acres
	Acres Dev.	Acres Vacant	Acres Total	Acres Dev.	Acres Vacant	Acres Total	
Public Facilities - Airport	72.3	72.1	144.4				144.4
Public Facilities - Cemetery	12.9	2.5	15.4				15.4
Public Facilities - Fire Station	3.6	0.0	3.6	0.0	2.9	2.9	6.4
Public Facilities - Government	23.46	39.7	63.16				63.16
Public Facilities - Library	0.84	0.00	0.84				0.84
Public Facilities - Hospital	10.6	0.3	10.8				10.8
Public Facilities - Railroad/Interstate	419.4	48.9	468.3				468.3
Public Facilities - School	137.9	95.7	233.6				233.6
<b>Grand Total Public Facilities</b>	<b>681.0</b>	<b>259.2</b>	<b>940.2</b>	<b>0.0</b>	<b>2.9</b>	<b>2.9</b>	<b>943.1</b>

Table III-4 identifies 940.2 acres within the City limits and about 2.9 acres within the City's sphere-of-influence for public facilities. No public facilities designations occur in the planning area. The largest area under this category is the Interstate 10/Railroad corridor.

As the City grows, it is essential that the need for public facilities be identified and planned. Many of these facilities are not under the control of the City (schools and fire stations, for example). However, the maintenance of the City's existing relationships with the school districts, the County fire department and other agencies is critical in assuring that sufficient land is made available for the future development of public facilities in the City, the Sphere of Influence and the planning area.

## **PUBLIC FACILITIES GOAL, POLICIES AND PROGRAMS**

### **Goal**

Sufficient and appropriately located public facilities to serve the needs of the City's residents, businesses and visitors.

### **Policy 1**

The City shall take a leadership role with all providers of public services in the community to assure they provide adequate and quality levels of service based on future demands.

### **Program 1.A**

The City shall take a leadership role with the various public and private providers responsible for schools, fire, health and other providers.

**Responsible Agency:** Planning Department, City Manager's Office, City Council, Fire Department, Banning and Beaumont Unified School Districts, County of Riverside, San Geronio Memorial Hospital

**Schedule:** Quarterly

### **Policy 2**

The City shall review projects, particularly those which propose master planned communities, to assure that public facilities are provided to meet the needs of the project and the surrounding area.

### **Program 2.A**

The City shall, where appropriate, regulate the location of public facilities through conditions of approval.

**Responsible Agency:** Planning Department, Public Works Department, Planning Commission, City Council

**Schedule:** Ongoing

## **OPEN SPACE LAND USES**

The land use map includes four types of Open Space designations, which total 4,005.1 acres in the City, 1,646.1 acres in the Sphere of Influence, and 924.1 acres in the planning area. Altogether, this General Plan provides 6,575.3 acres of open space, including lands preserved for natural resources, such as water and geological hazard; lands preserved for hillside preservation; and lands preserved for recreation. Under the Open Space – Parks category, the lands include City parks, both existing and proposed, and golf courses, also both existing and proposed.

**Table III-5  
Open Space Buildout Statistical Summary**

Designation	City Limits			Sphere of Influence			Planning Area			Grand Total Acres
	Acres Dev.	Acres Vacant	Acres Total	Acres Dev.	Acres Vacant	Acres Total	Acres Dev.	Acres Vacant	Acres Total	
Open Space - Hillside Preservation							0.2	647.1	647.3	647.3
Open Space - Park	346.6	877.5	1,224.1	0.0	21.7	21.7	29.8	15.8	45.6	1,291.4
Open Space - Resources	122.7	2,658.3	2,781.0	25.0	1,599.4	1,624.4	1.2	230.0	231.2	4,636.6
<b>Grand Total Open Space</b>	<b>469.3</b>	<b>3,535.8</b>	<b>4,005.1</b>	<b>25.0</b>	<b>1,621.1</b>	<b>1,646.1</b>	<b>31.2</b>	<b>892.9</b>	<b>924.1</b>	<b>6,575.3</b>

As with the Public Facilities land use designations, lands designated under this category are those owned by private or public entities for that purpose. As additional lands are secured for Open Space, whether private or public, the General Plan land use map will require amendment to reflect these acquisitions. The continued expansion of Open Space lands will continue to provide the City’s residents and visitors with valuable enhancements to quality of life. Please also refer to the Open Space and Conservation Element for policies and programs relating to these land uses.

**OPEN SPACE AND CONSERVATION GOALS, POLICIES AND PROGRAMS**

**Goal**

The conservation and management of open space areas to provide recreational opportunities and protect important resources in perpetuity.

**Policy 1**

Lands preserved through conservation easements, acquired by private or public agencies, or dedicated for open space shall be designated for the appropriate Open Space land use category on the land use map as they are preserved.

**Program 1 A**

Review development proposals adjacent to designated open space lands and assure that land uses are compatible, and buffers provided when necessary.

**Responsible Agency:** Planning Department, Public Works Department

**Schedule:** Ongoing

**Policy 2**

The City shall proactively coordinate with private and public agencies so that lands available for conservation are dedicated appropriately to assure their management in perpetuity.

**Program 2.A**

The City shall coordinate with land owners and private and public agencies to the greatest extent possible to assure that lands proposed for open space either through donation or purchase are conveyed to the appropriate management agency.

**Responsible Agency:** Planning Department, City Manager’s Office, County of Riverside, State and Federal Agencies, Land Conservation Agencies

**Schedule:** Ongoing

**Policy 3**

The City of Banning shall protect the peaks and ridgelines within the City, and encourage coordination with adjacent jurisdictions to protect the peaks and ridgelines within the City's area of influence, to protect the historic visual quality of the hillside areas and natural features of the Pass area.

**Program 3.A**

The City shall investigate and implement actions and regulations that facilitate hillside development that is compatible with the natural characteristics of the terrain while protecting the significant view sheds, and natural hillside features such as topography, natural drainage, vegetation, wildlife habitats, movement corridors etc.

**Responsible Agency:** City Council, City Manager's Office, Planning Department, Public Works Department, City of Beaumont, County of Riverside, Morongo Band of Mission Indians

**Schedule:** 2005-2006, Ongoing

# **ECONOMIC DEVELOPMENT ELEMENT**

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## **PURPOSE**

The purpose of the Economic and Fiscal Element is to describe the economic foundations, characteristics and trends of the City of Banning. The element explores the health of the local economy and the relationship between City government and its responsibilities, such as establishing and enforcing land use policies and regulating new development. The element is also intended to examine the City's potential economic opportunities and constraints, and set forth a series of goals, policies, and programs that will help create a viable, well-balanced economy.

## **BACKGROUND**

The overall health of the City's economy is a product of the complex interrelationships between the City's and region's physical and economic environment. In this regard, the Economic and Fiscal Element is related, to some degree, to all other General Plan elements. The issues addressed in other General Plan elements are largely centered around the protection of human life and property from environmental hazards, the provision of adequate public services and facilities, and the enhancement of natural and cultural resources, all of which directly impact the City's ability to retain and attract businesses and residents, who support the local economy. The Economic and Fiscal Element has the strongest relationship with the Land Use Element, which determines the distribution of land uses by type, location, intensity, and extent of use, and therefore impacts the City's long-term economic prosperity.

This element has an especially strong and direct relationship with the Land Use Element. Government Code Section 65030.2, which provides the statutory reference for this relationships, states that "land use decisions shall be made with the full knowledge of their economic and fiscal implications, giving consideration to short-term costs and benefits, and their relationship to long-term environmental impacts as well as long-term costs and benefits." This Element also examines issues set forth in Government Code Sections 65863.6 and 66412.3, which requires cities and counties to balance the available fiscal and environmental resources against local housing and public service needs.

### **Banning as Part of the Pass**

In formulating appropriate fiscal and economic development goals, policies and programs, it is essential to understand the City's role in the regional economy. Growth in the Pass, not only in Banning, will continue to have a strong influence on the City's economy. The Pass region has experienced consistent population growth over the past decade. Total population in the region has grown by approximately 27.3 percent, from 75,255 in 1990 to 103,551 in 2003. Assessed valuation among incorporated cities in the region has also grown consistently since 1993, even

during periods when assessed valuation in Riverside County has decreased or remained the same. In 2003, assessed valuation in Pass cities grew 11 percent, as compared with 10 percent in Riverside County.

## DEMOGRAPHIC CHARACTERISTICS

In order to understand the City's future needs, it is important to first understand the City's demographic composition, and the changes that have occurred in that composition in the last several years. The following section provides statistical data regarding the residents of Banning. Unless otherwise indicated, estimates of data for year 2003 are for the entire planning area, including City limits, SOI and all planning areas. For U.S. Census years 1980, 1990 and 2000, data is only for Banning City limits and does not include SOI or planning area lands.

### Population

Riverside County experienced rapid growth during the 1980s, like much of southern California. During the economic recession of the early 1990s, population growth slowed somewhat. However, it has continued to grow rapidly since then. U.S. Census data indicates that the County population increased from 663,166 residents in 1980, to 1,170,413 residents in 1990, to 1,545,387 residents in 2000. The San Geronio Pass area has also experienced relatively rapid growth. Based on data prepared for the City by Economics and Politics, Inc, the combined population of the four incorporated Pass cities of Banning, Beaumont, Calimesa and Yucaipa, and unincorporated areas of Cherry Valley and Cabazon was 75,255 residents in 1990. By 2000, total population was 103,551, representing a 37.6 percent increase over ten years.

Population growth in the City of Banning was less than that of the Pass Region during this period. Based on U.S. Census data, the City's population grew from 20,574 residents in 1990 to 23,487 residents in 2000, an increase of approximately 14.2 percent. The City's 2003 population (City limits only) is estimated by the California Department of Finance at 25,600 residents. This represents a 9.0 percent increase over the four-year period.

*Sphere of Influence:* Lands in the City's Sphere of Influence (SOI) include portions of the San Bernardino National Forest, as well as an approximately one-quarter section of land owned by the Morongo Band of Mission Indians. SOI lands are shown on Exhibit III-1, (Banning General Plan Study Area Boundaries). Year 2000 Census data indicates that the population within the City's SOI was 762 residents. Year 2003 estimates show population in the City's SOI at 784 residents, and projects population growth to 824 residents in Year 2008.

*Planning Area:* Lands within the City's planning area, separate from the City's SOI and occurring outside the City limits, are also shown on Exhibit III-1. Year 2000 Census data indicates there were 360 residents in the Planning Area. Year 2003 estimates for this area is 430 residents, and 454 residents in Year 2008.

Based on these data, therefore, Year 2000 population for the entire General Plan study area was estimated at 24,609 residents. Population estimates for Year 2003 indicate 26,814 residents, with projected population in Year 2008 of 28,640 residents. This represents an approximately 16.3 percent rate of growth over the eight-year period. Given short-term growth in the City (2004

DOF data indicates that the City’s population is already approaching the estimated 2008 projection), these estimates are expected to be conservative. The Southern California Association of Governments estimates that the City’s population will reach 34,658 in 2010, and 42,027 in 2020.

Age Distribution

According to the 1990 Census, the median age of Banning residents was 36.8. By 2000, it had increased to 39.9. Year 2003 estimates prepared by Claritas, Inc. indicate that the median age for Banning residents within the City limits is 40.9. This is older than the median age for Riverside County residents, which based on Year 2000 Census data, was 33.1 years

For residents in the SOI, for Year 2003, the median age is 40.6. The Year 2003 median age for the Planning Area is 52.5 years.

Table III-6, below, shows the estimated City age distribution for year 2003. These distributions reflect an average derived from these data for the City limits, SOI and planning areas. They indicate that adults ages 65-74 comprise the largest segment (14.07 percent) of the City’s population, and that the second largest segment is comprised of adults ages 35-44. It is important to note that 35.5 percent of the City’s population is 55 or older, while 25.3 percent is under 18.

**Table III-6  
Age Distribution, 2003**

<b>Age Range</b>	<b>No. of Residents</b>	<b>% of Population</b>
Under 5 years	1,700	6.52%
5-9 years	1,837	7.04%
10-14 years	1,958	7.51%
15- 17 years	1,092	4.19%
18-20 years	991	3.80%
21-24 years	1,285	4.93%
25-34 years	2,549	9.77%
35-44 years	2,802	10.74%
45-49 years	1,394	5.34%
50-54 years	1,227	4.70%
55-59 years	1,045	4.01%
60-64 years	1,228	4.71%
65-74 years	3,670	14.07%
75-84 years	2,657	10.19%
85+ years	654	2.51%

Source: Prepared for Terra Nova Planning & Research, Inc. by Claritas, Inc., April 2004.

Household Size

A “household” includes all people who occupy a housing unit. The City’s average household size does not account for those living in group housing, such as convalescent care or nursing homes. Residents living in group housing account for only approximately 3.63 percent of the total population. Household size represents an average number of persons living in a dwelling

unit. In 2000 there were a total of 8,707 households within Banning’s corporate limits. Based on Year 2003 population estimates, the number of households increased to 10,404. The City’s average household size in 2003 was estimated at 2.23.

Median Household Income

Median Household income in Banning was \$28,467 in 1990, and has grown to an estimated \$36,514 in 2003. As shown in the table below, households in Banning exhibit a range of incomes. The largest percentage of Banning households (18.30 percent) have incomes between \$50,000 and \$74,999. However, households with incomes between \$15,000 and \$24,999 account for the second highest segment, at 17.78 percent. The median household income in Year 2003 for the entire General Plan Planning Area is estimated at \$42,656.

**Table III-7  
Household Income Distribution, 2003**

<b>Income Range</b>	<b>No. of Households</b>	<b>% of Households</b>
Income Less than \$15,000	1,679	17.46%
Income \$15,000 - \$24,999	1,710	17.78%
Income \$25,000 - \$34,999	1,370	14.24%
Income \$35,000 - \$49,999	1,599	16.62%
Income \$50,000 - \$74,999	1,760	18.30%
Income \$75,000 - \$99,999	784	8.15%
Income \$100,000 - \$149,999	515	5.35%
Income \$150,000 - \$249,999	161	1.67%
Income \$250,000 - \$499,999	36	0.37%
Income \$500,000 and more	4	0.04%

Source: prepared for Terra Nova Planning & Research, Inc. by Claritas, Inc.

Employment Characteristics

Employment characteristics in Banning are consistent with regional trends. In 2003, approximately 41.1 percent of City residents 16 years and older were employed in the labor force; 32.5 percent of these worked in sales and office occupations, and approximately 20.3 percent were employed in service occupations. Production, transportation and material moving also represented a strong economic sector. The largest employers in Banning are listed in Table III-8.

**Table III-8  
Top Employers in Banning, 2000**

<b>Income Range</b>	<b>No. of Employees</b>
Deutsch Company	750
Banning Unified School District	500
San Gorgonio Memorial Hospital	312
City of Banning	186
Green Thumb Produce	150
Pacific Window Company	125

**Source:** City of Banning Redevelopment Workshop, February 19, 2004.

Housing Market

The City offers a variety of affordable residential products, at competitive prices that are typically lower than those found in Riverside County overall. According to the Inland Empire Quarterly Economic Report, the median home price in the City during the first quarter of 2001 was \$87,300 for existing homes, and \$153,500 for new homes. During the second quarter of 2003, the median sales price for existing homes in Banning was \$145,000, and \$201,500 for new homes. This compares with \$232,727 and \$285,000 for existing and new homes in Riverside County for the same period. The City's median price for existing homes is lower than those of the neighboring Pass cities of Beaumont and Calimesa. For new homes, the City's median home price exceeds the median new home price in Beaumont, but remains lower than for new home prices in Calimesa.

The City's housing stock increased from 8,194 units in 1990 to 9,724 units in 2000. This represents a 10-year increase of approximately 22.6 percent. As shown in the following table, the majority of new structures are single-family, which is typical of a low-density, suburban community. As shown below, single family development continues to be the primary housing unit type in the City.

**Table III-9  
Housing Characteristics in Banning, 1990 vs. 2000**

<b>Housing Type</b>	<b>1990</b>		<b>2000</b>		<b>2003</b>	
	<b>No. Units</b>	<b>% of Total</b>	<b>No. Units</b>	<b>% of Total</b>	<b>No. Units</b>	<b>% of Total</b>
Single-Family, Detached	5,417	65.9%	6,832	70.2%	7,499	72.1%
Single-Family, Attached	596	7.3%	726	7.5%	728	7.0%
Multi-Family, 2-4 units	514	6.3%	425	4.4%	426	4.1%
Multi-Family, 5+ Units	513	6.3%	468	4.8%	599	5.8%
Mobile homes	1,154	14.1%	1,138	11.7%	1,156	11.1%
<b>Total</b>	<b>8,194</b>		<b>9,724</b>		<b>10,404</b>	

Source: 1990 Census; 2000 Census, 2003 Department of Finance

## **CURRENT ECONOMIC CONDITIONS**

### **Commercial Development**

Commercial development is a critical component in most communities, as the sale of goods and services can generate significant sales tax revenue and employment opportunities. Much of the City's commercial development is located immediately north and south I-10, and includes freeway-oriented commercial development. It also includes the City's core Downtown area, which is primarily located along Ramsey Street east of 8<sup>th</sup> Street and west of Hargrave. A cluster of fast-food restaurants located along Ramsey Street near 22<sup>nd</sup> Street have formed the core of freeway-oriented commercial development. General commercial land uses occur west of this area, with a focus on vehicle sales and service, while neighborhood commercial development occurs along the City's western border, on the east side of Highland Springs.

Revitalization efforts in the City's downtown have also afforded the City with opportunities to further capitalize on potential development opportunities. In addition to the City's Redevelopment Agency efforts, local business owners formed the Core Area Businesses and Merchants (CABAM) association in 2004, as a subcommittee of the Chamber of Commerce. Monthly meetings focus on topics of interest to local businesses and are designed to spur growth and development. Several local businesses are collaborating in a "business incubator," comprised primarily of home improvement/home fashion businesses located in rehabilitated buildings along Ramsey Street east of Hargrave Street.

While the City's proximity to the Railroad represents a potential resource for future business development, discussed under Industrial Development, below, it also constitutes a constraint to commercial activities, primarily in the Downtown core area. As noted in the Circulation Element, there are currently six railroad crossings in the City, of which four are at grade and two are grade separated. Local facilities carry approximately 60 trains a day, which average approximately 7,000 feet in length. Travelers accessing commercial development south of I-10 at the intersections with at-grade crossings may experience delays that have the potential to discourage utilization of those commercial areas.

An Economic Development Strategy prepared for the City in 1999 (see further discussion, below) presented several findings based on research conducted during its preparation. Among the findings were that the City's tax revenues have not kept pace with its need for services. It also found that the City owns several significant but under-utilized assets, including the Banning Municipal Airport, the Banning Water Canyon, and undeveloped Smith Creek Park lands. Along with the significant vehicle traffic along I-10 through the City, the City's proximity to the Outlet mall and the Morongo Band of Mission Indians gaming facility provide the City with unique economic development opportunities. These will be further discussed below.

### **Industrial Development**

Industrial development can bring stable and generally higher paying jobs to a community and can induce development in a variety of secondary or supporting industries. Several factors may determine the success of industrial development. These include site accessibility, the availability of utilities, labor force quality, and the public policy environment as it pertains to industrial

growth. In the Pass region, industrial development has benefited from proximity to U.S. Interstate 10 and the railroad. The City of Beaumont has successfully developed a 6,000 foot railroad siding for use by Lowes' Home Improvement as a regional distribution center. The siding is located on an approximately 40-acre site near the junction of I-10 and State Route 60. The improved siding can accommodate loading and unloading of center beam and flat rail cars on each side.

An analysis of land use designations indicates that Banning has allocated sufficient acreage to accommodate future industrial development. Within the General Plan planning area, lands designated for industrial uses are located east of Hathaway on the north side of Ramsey; around the Airport; and south of the railroad right of way, between Hathaway and 8<sup>th</sup> Street. Future industrial users at these locations may benefit from potential access to lines of the Railroad.

### **Taxable Sales and Sales Tax Revenues**

The table below describes taxable sales trends in the City from 1998 through 2002, as recorded by the California Board of Equalization. Data shown are for taxable sales in the City's corporate limits. As shown in the table, taxable sales in the City have generally increased over the five-year period, with the exception of year 2001. Retail sales for service stations and auto dealers/supplies during the fourth quarter of that year may reflect some repercussions from the events of September 11. Sales rebounded in 2002. Over the five-year period, taxable sales increased approximately 17.3 percent. Strongest markets included Eating/Drinking Places, which increased sales 83.2 percent over the period; Food Stores, with a 42.2 percent increase; Home Furnishings/Appliances, which increased 38.8 percent, and Building Materials/Farm Implements, which increased 31.2 percent. Service Stations decreased 6.8 percent over the five-year period. This is consistent with the number of retail sales generators in this segment, which decreased from 12 in 1998 to 7 in 2002. Other Retail Stores and All Other Outlets showed modest decreases of less than 2 percent. The number of retail sales generators in the All Other Retail Outlets segment decreased from 243 to 213 from 2001 to 2002. Total retail generators in the City increased from 401 in 1998 to 426 in 2002.

**Table III-10  
Taxable Sales in Banning, 1998 - 2002**

<b>Type of Business</b>	<b>Taxable Transactions (\$000)</b>				
	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>
Retail Stores					
Apparel	#	#	#	700	801
General Merchandise	19,348	22,533	24,563	27,246	27,511
Food Stores	6,673	6,952	7,772	9,745	12,227
Eating/Drinking Places	17,978	18,775	20,113	22,177	24,957
Home Furnishings/Appliances	1,005	1,264	1,747	1,132	1,319
Bldg. Materials/Farm Implements	407	485	406	399	423
Auto Dealers/Supplies	47,786	54,718	66,731	55,304	54,839
Service Stations	22,192	22,453	27,097	25,358	20,680
Other Retail Stores	11,108#	10,123#	10,178#	10,276	10,962
All Other Outlets	29,595	39,183	34,037	25,424	29,497
<b>Total All Outlets</b>	<b>156,092</b>	<b>176,486</b>	<b>192,644</b>	<b>177,761</b>	<b>183,216</b>

# - Sales omitted because their publication would result in the disclosure of confidential information.

Source: "Taxable Sales in California (Sales & Use Tax)," During 1998-2002, California State Board of Equalization.

The latest sales tax data, provided by the City, indicate that sales tax revenues to the City during 2003 were \$1,871,593, which would indicate that total taxable sales in the City rose to about \$187,160,000 in 2003.

### **Retail Sales Potential**

The following table describes the spending potential of Banning residents and is intended to help identify which retail market niches would best serve the City population. The analysis takes into account such factors as City population, number of households, median income, annual population growth, and annual household growth. The data indicate that the largest existing expenditure categories are Grocery/Drug, Transportation Expenses, Food/Alcohol Away from Home, and Apparel/Footwear. The table also provides 5-year expenditure projections. These data are for the entire planning area.

**Table III-11**  
**2003 Annual Expenditure Potential for General Plan Area Residents**

<b>Expenditure Category</b>	<b>Year 2003 Expenditure Totals (\$000s)</b>	<b>Year 2008 Expenditure Total (\$000s)</b>	<b>Year 2003 Expenditure Per Household</b>
Apparel/Footwear	\$26,011	\$32,144	\$2,809
Personal Care Items	\$23,323	\$31,819	\$2,518
Health Care	\$26,651	\$40,562	\$2,878
Food at Home	\$47,925	\$57,362	\$5,175
Alcohol	\$12,343	\$15,300	\$1,333
Food Away From Home	\$36,676	\$47,054	\$3,960
Furnishings & Appliances	\$18,131	\$22,436	\$1,958
Household Service, Repairs & Utilities	\$16,713	\$20,640	\$1,805
Transportation Expenses	\$49,041	\$61,209	\$5,296
Entertainment	\$34,764	\$46,123	\$3,754
Miscellaneous	\$24,124	\$31,366	\$2,605
<b>2003 Total</b>	<b>\$315,702</b>	<b>\$406,015</b>	<b>\$34,090</b>

The table above indicates that for 2003 total sales potential of City residents was estimated at \$315,702,000. However, according to the City, actual taxable sales in Banning in 2003 were about \$187,160,000. The difference (\$128,542,000) represents the approximate retail sales potential of City residents that is not being spent within the City limits. Although it is unlikely that in any community all the retail sales needs of the entire population can be met, the data suggest a significant retail leakage from Banning to other communities. When this table is compared to the previous table, "Taxable Sales in Banning," categories where significant leakage are clear, and include food stores, apparel and general merchandise stores.

### **Tourism and Traveler Revenues**

The City is located along U.S. I-10 and in proximity to the desert resorts of the Coachella Valley. Completion of the freeway in 1963 substantially reduced the City's ability to attract business from traffic en route to the Coachella Valley. The City offers limited accommodations for overnight travelers. There are fewer than 10 hotels/motels in Banning, all of which are small, locally-owned motels or national motel chains such as Motel 6, Super 8 Motel, and Travelodge. There are no high end or destination-type resort hotels in the City.

The following provides five-year historical data showing transient occupancy tax revenues the City has received since 1999, and includes revenue projects for the current (2004/05) fiscal year. As shown in the table, the City's revenues from this source increased significantly from FY 2000/01 to FY 2001/02, approximately 21.9 percent, but decreased by nearly the same percentage in FY 2002/03. The City's 2004 budgeted TOT revenues represent an increase of approximately 14.8 percent from FY 2003/04. Annually, TOT revenues have represented less than 1.5 percent of total revenues to the City during this period.

**Table III-12  
Transient Occupancy Tax Revenue Trends**

<b>Fiscal Year</b>	<b>TOT Revenue</b>
1999/00	\$137,218
2000/01	\$150,433
2001/02	\$192,737
2002/03	\$151,007
2003/04	\$139,399
2004/05	\$160,000 <sup>1</sup>

<sup>1</sup>Budgeted amount FY 2004/05  
Source: City of Banning Finance Department.

In addition to the direct revenue generated by transient occupancy taxes, tourists may also be expected to patronize local restaurants, shops, and recreational/cultural attractions. These expenditures translate into increased sales tax revenues for the City and increased earnings for the local labor force, much of which is ultimately funneled back into the local economy.

As noted below, a 23-story, 310-room resort hotel structure was constructed on the Morongo Band of Mission Indians reservation within 5 miles of the City, and opened in 2004. The hotel is part of the Morongo Casino, Resort & Spa complex being developed by the Morongo Indians. The destination-style resort will include, in addition to the existing casino, a nightclub, spa, ballrooms, convention facilities, and retail space. The Tribe estimates that this development will generate in excess of \$2.8 billion in new jobs and economic benefits to the Inland Empire region over five years.

This complex may be expected to benefit the City, along with other jurisdictions in the region, given its proximity, and potential for travelers to the resort to patronize local businesses. However, it is unclear whether the construction of the Morongo resort hotel will saturate the local hotel market, or whether development of this regional tourist destination will create a synergistic opportunity for the City to attract mid-level hotel chains. The City should consider conducting market research to explore this latter possibility and increase TOT as a potential revenue source, as well as identifying other opportunities to capitalize on its proximity to this regional revenue generator.

**New Construction Trends**

New construction data provided by the City for 2004 indicates that through April 2004, 172 new single-family residential permits have been issued, with total valuation of \$19,306,450. A total of 5 commercial and industrial permits have been issued during this same period, with a total valuation of \$1,811,741. Single-family building permit valuations have increased nearly 200 percent, from about \$21,188,118 in 2000, to \$63,477,032 in 2003. Multi-family residential has been limited, resulting in only 166 new units over the period.

The “Commercial” category described in the table below includes both commercial and industrial development. New industrial development has been relatively limited, with a total of 4 permits issued through 2003. Total valuation of these industrial permits is \$439,808. However,

as shown below, for the first four months of 2004, 2 industrial permits have been issued, with a total valuation of \$1,374,822.

Commercial development through 2003 was an important contributor to the City economy, resulting in 125 permits with total valuation of \$20,092,533. For the first four months of 2004, 9 commercial permits have been issued. Total valuation of commercial permits to date in 2004 is \$1,915,591.

**Table III-13  
New Construction Trends In Banning, 2000 – 2003**

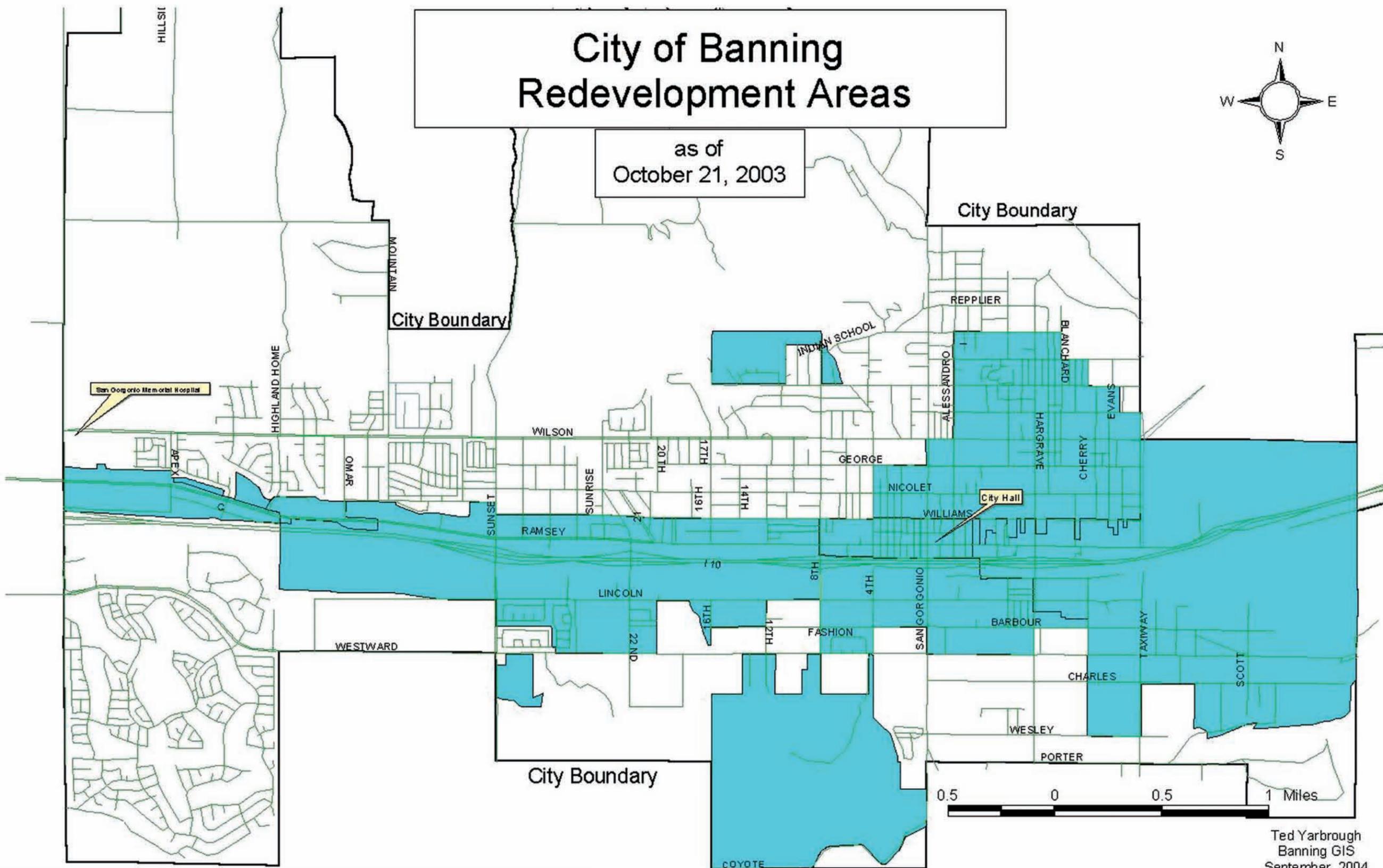
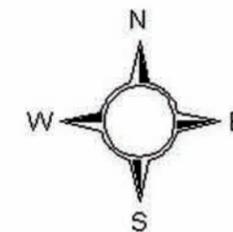
<b>Calendar Year/Type of Construction</b>	<b>No. of Permits</b>	<b>Total Valuation</b>
<b>2000</b>		
Single-Family Residential	422	\$22,404,928
Multi-Family Residential	0	\$0
Commercial*	33	\$5,767,820
<b>2001</b>		
Single-Family Residential	609	\$40,038,749
Multi-Family Residential	0	\$0
Commercial*	33	\$2,503,981
<b>2002</b>		
Single-Family Residential	696	\$53,733,154
Multi-Family Residential	3	\$12,191,897
Commercial*	35	\$1,508,872
<b>2003</b>		
Single-Family Residential	897	\$65,795,401
Multi-Family Residential	0	\$0
Commercial*	24	\$10,311,860
*Includes both commercial and industrial development. Source: City of Banning Building & Safety Department.		

### **Redevelopment Project Area and Planning**

In 2002 the City adopted an amendment to the Redevelopment Plan that combined the Midway and Downtown Project Areas, extended all time limits for the Redevelopment Agency and doubled the size of the redevelopment areas from approximately 1,500 acres to approximately 3,000 acres. In 2003 the City restructured the redevelopment agency debt and issued new bonds, which netted the City approximately \$8 million for economic development projects and \$2.2 million for housing. The City has identified approximately \$28 million in redevelopment projects. Exhibit III-3 identifies the City of Banning redevelopment areas.

# City of Banning Redevelopment Areas

as of  
October 21, 2003



Ted Yarbrough  
Banning GIS  
September, 2004

Through its Redevelopment Agency, the City has adopted a five-year implementation plan for the redevelopment project area, in accordance with AB 1290 (CCRL Section 33490). This legislation required that redevelopment activities include an implementation plan to address the blight that justified adoption of the redevelopment plan. The plan addresses low and moderate income housing requirements, and establishes goals and objectives to eliminate blight remaining in the project areas.

The Agency has sought community participation in the development of its implementation plan, and will continue to do so. The 2004-2009 plan includes community-driven programs associated with incentive programs for business attraction and retention; property acquisition and consolidation; eminent domain; grade separations at railroad crossings; infrastructure improvements and parking lot improvements in the commercial areas of the City. The implementation plan will continue to be used by the Redevelopment Agency in implementing economic development projects in the City.

### **Economic Development Strategy**

In 1999, and subsequent to the adoption of the Initial Implementation Plan, the City adopted the City of Banning Economic Development Strategy. The Strategy focused on establishing stakeholders to function both independently and collaboratively to accomplish the nine identified economic development strategies. Redevelopment project areas shown in the Redevelopment implementation plan included most of the land upon which formed the basis for City implementation of the economic development strategies. Strategies included:

- enhancing the City as a team leader of a broad community-based implementation team; improving the fiscal position of the City redevelopment agency;
- improving municipal code, regulatory practices and business assistance processes;
- capitalizing on City owned assets;
- cooperating with business and property owners, working with outside agencies;
- coordinating with the Morongo Band of Mission Indians and the Cabazon community;
- attracting visitors and tourists;
- marketing Banning to local businesses and residents.

As previously noted, the Economic Development Strategy prepared for the City in 1999 provided findings regarding the City's overall economic development based on review of applicable documents and data, and interviews with City staff, key business leaders, elected officials, and others with knowledge regarding Banning's economic picture. It also reviewed information regarding 6, 10 and 20-mile trade area demographics, housing statistics, and consumer spending patterns.

Among the findings of the Strategy report were that the City's tax revenues have not kept pace with its need for services. It indicated that the City owns several significant but under-utilized assets, including the Banning Municipal Airport, the Banning Water Canyon, and undeveloped Smith Creek Park lands. Additionally, it found that the City is located in a trade area with unique economic development opportunities. These included not only residents and businesses within the Pass Area, but also included three "non-typical" trade areas that increase the City's potentially reachable market. These were the substantial traffic traveling through the community

on U.S. I-10, which ranges from 98,000 trips to 110,000 trips per day along various segments of I-10 in the planning area; the visitors to the Morongo Mission Indian Band Gaming facility; and visitors to the Outlet mall.

### **Economic Development Opportunities in the City**

As noted in the Economic Development Strategy, the City owns assets with economic development potential. These included the Banning Municipal Airport's Banning Water Canyon and undeveloped Smith Creek Park lands.

#### Banning Municipal Airport

The city owned Banning Municipal Airport is a General Aviation Airport located on approximately 295 acres of land at 200 South Hathaway, on the eastern border to the City, adjacent to the Railroad and US Interstate 10. It currently (2004) has 65 T-hangars, four full hangars, and 32 parking tie-downs owned by the City, located primarily on the south side of the runway. Construction of additional hangars is current under investigation. There are 11 privately owned hangars on the northwest section of the field. The City recently completed an approximately \$750,000 resurfacing of the runway and taxiway with the help of Federal Aviation Administration (FAA) funding. The runway is 5,200 feet long by 150 feet wide, one of the longer and wider General Aviation runways in the Inland Empire. To satisfy the FAA required Runway Protection Zone of 1,000 feet beyond each end of the runway, the City has ownership of about 1,800 feet on the west end of the runway, and the Morongo Band of Mission Indians has, on several occasions, assured the City of protecting this area that extends into their property on the east. They have also expressed an interest in the future development of the airport and supporting infrastructure.

The airport can handle single engine and any twin engine aircraft up to 12,500 pounds landing weight. Current operation is as an uncontrolled airport, with advisory UNICOM, CTAF radio communications from 8 a.m. to 5 p.m. daily. Fueling service is also available during those hours, currently only 100LL gasoline. The runway has pilot controlled (PCL) Medium Intensity Runway Lights (MRL) and, on runway 26 (approach from the east), Vertical Angle Slope Indicator (VASI) lights.

Lands surrounding the airport have potential for industrial development. These lands are owned by private parties, the City, Riverside County and the Morongo Band of Mission Indians. The City has also conferred with the Tribe regarding potential joint venture opportunities for commercial/industrial development on these lands. The pending Mopar Drag City development has the potential to limit future airport and airport related industrial development.

#### Railroad

Rail service facilities through the Pass area, and the City of Banning, can carry approximately 60 trains per day, most of which are freight. Trains average approximately 7,000 feet in length and generally travel up to 60 miles per hour (mph) in the planning area. Currently there are four at-grade railroad crossings in the City. These occur at Hargrave Street, San Gorgonio Avenue, 22<sup>nd</sup> Street, and Sunset Avenue. Grade separated crossings occur at 8th Street and Highland Springs Avenue.

The railroad facilities represent both a constraint and an opportunity for the City. As previously stated, the lack of grade separation at four of the City's six rail crossings physically divides the community, and has likely lowered development potential for lands in the south side of the City in the past. Management of this constraint will continue to be a challenge as the City builds out.

Conversely, the location of the railroad can provide important benefits to industrial and quasi-industrial development. Construction of drill spurs is possible to provide rail access to adjoining passenger or industrial uses. Sidings, switches, and additional track linkage would also be required to provide this access.

### Smith Creek Park

The City owns an approximately 150-acre undeveloped park site located at the eastern terminus of Porter Road, north and south of Smith Creek. While currently (2004) there is no timetable set for development of this site, a master plan has been designed that will include both passive and active space. The master plan provides for equestrian facilities, including trails, stables, trailer parking, grandstand, a riding ring, storage pen, and locker facilities. The master plan also proposes a fishing lake, dock, swimming lagoon with water slides, a community center, and picnic and RV camping facilities. Other facilities shown on the plan include an amphitheater, tennis courts, clubhouse, driving range and swimming pool, as well as a commercial retail center including restaurants and a hotel. Physical constraints to development of this park site include Smith Creek, which runs generally easterly through the property. Development of the park would require construction of all-weather crossings on Smith Creek. Funding for development of this facility has not yet been identified.

Development of the Park has potential to increase events and attendance of the annual Stagecoach Days festival, which is held each fall. Currently this event, which features a rodeo, is held at Dysart Park, an approximately 20-acre facility. Average annual attendance is approximately 7,000-10,000, of which approximately 70 percent are residents of the Pass region. Annual net revenues average approximately \$30,000. Should Smith Creek Park be developed as planned, the additional space and facilities have potential to result in up to a tripling of Stagecoach Days revenues. Development of the Park also has potential to attract equestrian events throughout the year, as well as providing facilities for other revenue-generating equestrian and other activities.

### **Other Opportunities**

#### Mount San Jacinto College

Currently Mount San Jacinto College offers classes in rented facilities in the City. The College has purchased a 48-acre site located south of I-10 at Sunset Avenue and Westward Avenue in Banning. While construction of the new campus is not expected to begin for five to seven years, the College's expanded presence in the City may provide increased potential for economic development partnerships geared towards labor market development and job training. In addition, the College's facilities may, when constructed, provide opportunities for joint uses that can attract and host revenue-generating activities such as conferences and special events.

### Mopar Drag City

Mopar Drag City is a privately-owned drag racing facility currently being developed on an approximately 60-acre site located on Barbour Street near the Banning Municipal Airport. These facilities will feature a quarter-mile track and will be sanctioned by the National Hot Rod Association. The project developer has estimated that local economic impact from the course could be as much as \$35 million, based on an approximately 100-mile radius multiplier. Therefore, local impacts are likely to be less. Nonetheless, the project has potential to attract related high-performance industries as well as event visitors.

### **Economic Benefits from Development Outside the City**

The Morongo Band of Mission Indians reservation is located east of the City. The Morongo Casino is located on the reservation north of I-10 near Cabazon. The Tribe is currently (2004) constructing a 23-story hotel on lands adjacent to the Casino, which will include approximately 310 rooms. A second hotel tower is also proposed.

The Outlet mall is located east of the City in unincorporated Cabazon. There are 130 stores in the mall. The city receives a portion of sales tax collected by Riverside County from outlet mall sales. The City's 2003-2004 budget estimates revenues of approximately \$260,000, or approximately 2.57 percent of the General Fund, from this source.

### **FUTURE DIRECTIONS**

The City has initiated a number of efforts in the past several years aimed at increasing its economic viability in the region. It has implemented and expanded its revitalization plan for areas identified as blighted. Through its Economic Development Strategy, it has identified key economic trends and issues and has implemented strategies to address these issues and plan for future economic growth. The redevelopment agency is actively seeking to leverage available bond monies to attract business and industry that will increase property values and generate property and sales tax revenues for the City.

The information presented above leads to several potential areas where opportunities may be realized:

1. Increases in commercial development to eliminate some of the retail sales leakage currently occurring in the City.
2. Capitalizing on the Municipal Airport to attract tourism and business to the City.
3. Improving Smith Creek Park to increase tourism and sales tax generation in the City.
4. Developing synergistic relationships with the Morongo Hotel/Casino complex.
5. Developing synergies with Mount San Jacinto College.

The City should continue to work with citizen-initiated organizations such as CABAM, and to invite input and involvement from business and civic leaders to envision and facilitate the City's growth and attract new businesses to the community.

Competition among cities for state and federal funding for economic development and redevelopment projects is likely to continue for some time, given existing and projected budget shortfalls and depending on the overall economic climate. Nonetheless, the City must continue to identify and leverage these funding sources. It should also seek out potential partnerships with public, quasi-public and private entities for joint funding opportunities, to improve its economic stability and improve the quality of life in the community.

The City should continue to expand and enhance its relationship with the Morongo Band of Mission Indians, to identify opportunities for economic partnerships with the Tribe. This may include, but should not be limited to, potential expansion and enhancement of airport facilities as a means of attracting tourism and business to the community. It should also explore possibilities of joint funding to finance rail separation at existing at-grade crossings, as well as investigating development of rail access to benefit existing and future industrial development. Finally, it should capitalize on its existing strengths, which include natural and scenic resources and parklands, and identify public and private funding sources to develop and maintain Smith Creek Park for potential revenue-generating activities.

## **GOALS, POLICIES, AND PROGRAMS**

### **Goal**

A balanced, broadly-based economy that provides a full range of economic and employment opportunities, while maintaining high standards of development and environmental protection.

### **Policy 1**

General Plan land use designations and allocations will facilitate a broad range of residential, commercial, industrial and institutional development opportunities.

### **Program 1.A**

The city shall annually monitor the remaining capacity of all General Plan land use categories to assure that a variety of economic development opportunities are available.

**Responsible Agency:** Planning Department, Redevelopment Agency

**Schedule:** 2005-2006, Annually thereafter

### **Program 1.B**

All proposals for new development or redevelopment shall be evaluated to assure that these uses complement, support and are compatible with the City's core economic assets.

**Responsible Agency:** Planning Department, Redevelopment Agency, Finance Department, City Council

**Schedule:** Continuous

### **Policy 2**

The City shall take a proactive role in the retention of existing businesses and the recruitment of new businesses, particularly those that generate and broaden employment opportunities, increase discretionary incomes, and contribute to City General Fund revenues.

**Program 2.A**

Work closely with Mount San Jacinto College throughout their planning process to assist in its efficient and timely development, implement educational programs geared to job creation and retention, and to coordinate synergistic development opportunities.

**Responsible Agency:** Redevelopment Agency, Mount San Jacinto College

**Schedule:** 2005-2006, Ongoing

**Program 2.B**

Aggressively pursue retail commercial developments which reduce the current retail sales leakage.

**Responsible Agency:** Redevelopment Agency, Chamber of Commerce

**Schedule:** Ongoing

**Program 2.C**

Continue to maximize the role of the Chamber of Commerce, City web site and other mechanisms that promote and enhance the City's business climate.

**Responsible Agency:** Redevelopment Agency, Chamber of Commerce

**Schedule:** Ongoing

**Policy 3**

Encourage and promote infill development in orderly and logical development patterns that decrease the costs, and increase the efficiency of new utilities, infrastructure, and public services.

**Program 3.A**

The City shall maintain a package of economic incentive programs that benefit developers of infill projects.

**Responsible Agency:** Redevelopment Agency, Finance Department

**Schedule:** 2005-2006

**Program 3.B**

The City shall contribute to the financing of tertiary treatment facilities as an economic development tool.

**Responsible Agency:** Redevelopment Agency

**Schedule:** 2006-2007

**Program 3.C**

Use the Downtown Charette as a guideline for the Downtown Commercial area, for the development of high quality, pedestrian oriented retail locations.

**Responsible Agency:** Planning Department, Redevelopment Agency, Planning Commission, City Council

**Schedule:** 2005-2007, Ongoing

**Policy 4**

Attract a greater number of commercial retail businesses to the Downtown Core area to develop a safe, vital and consumer-friendly downtown shopping area.

**Program 4.A**

Provisions for the Downtown Commercial Zoning District shall encourage specialty retail uses, live-work uses, and other uses which support and expand the pedestrian and tourist-related shopping experience.

**Responsible Agency:** Planning Department, Planning Commission, City Council

**Schedule:** 2005-2006

**Program 4.B**

The City shall coordinate with public, private and business organizations to explore grant funding to provide funds for rehabilitation and increased code enforcement in the Downtown Core area.

**Responsible Agency:** Redevelopment Agency, Chamber of Commerce, City Council

**Schedule:** 2005-2006; Continuous

**Program 4.C**

The City shall work with CABAM and other citizen groups with an interest in development of the Downtown core area, to identify grant monies, private development interests and business synergies to build on existing revitalization activities in this area.

**Responsible Agency:** Redevelopment Agency, CABAM, development community

**Schedule:** 2005-2006; Continuous

**Policy 5**

Explore opportunities with private entities to fund Smith Creek Park as a viable recreation area.

**Program 5.A**

Update the Smith Creek Park master plan and actively market this development opportunity among private entities that could fund development and provide for future maintenance of the park and improvements.

**Responsible Agency:** Community Services Department, Redevelopment Agency, City Council, development community

**Schedule:** 2006-2007

**Policy 6**

Encourage and facilitate highway-serving commercial development at appropriate Interstate-10 interchanges within the City limits.

**Program 6.A**

Proactively work with CalTrans to improve on- and off-ramp landscaping and improvements to provide more attractive gateways to the City.

**Responsible Agency:** Planning Department, Redevelopment Agency, CalTrans

**Schedule:** 2005-2006; Ongoing

**Program 6.B**

Preserve highway commercial land use designations at interchange locations, and encourage the location of high quality freeway-serving businesses.

**Responsible Agency:** Planning Department, Redevelopment Agency

**Schedule:** 2005-2006; Ongoing

**Program 6.C**

Code compliance on gateway streets and properties adjacent to Interstate 10 shall be strictly enforced.

**Responsible Agency:** Code Enforcement

**Schedule:** Ongoing

**Policy 7**

Explore joint funding opportunities for the improvement of existing at-grade rail crossings, and investigate necessary infrastructure and funding to extend rail access to lands designated for industrial development.

**Program 7.A**

Consult with representatives of the Railroad, state and federal legislators, and appropriate state agencies to apply for available funding for these improvements.

**Responsible Agency:** Redevelopment Agency, Public Works Department, Railroad, City Council

**Schedule:** 2005-2006; Ongoing

**Policy 8**

In order to maintain existing economic activities and attract new commercial and industrial development, the City shall assure the provision of adequate utilities, infrastructure, and other capital facilities.

**Policy 9**

All development interests, including residential, commercial and industrial project proponents, shall be responsible for their fair share of on-site and off-site improvements required to support their development proposals. Such improvements may include, but are not limited to, street construction and signalization, grade separation, utility extension, drainage facilities, and parks.

**Program 9.A**

The Community Redevelopment Agency shall consider requests for assistance from project developers for the development of infrastructure and compare them to the economic benefit of the proposed project.

**Responsible Agency:** Redevelopment Agency

**Schedule:** 2005-2006; Ongoing

**Program 9.B**

Proactively work with the Riverside County Transportation Commission in putting Banning projects on the highest priority within the Transportation Uniform Mitigation Fee (TUMF) program.

**Responsible Agency:** City Manager's Office, City Engineer, City Council

**Schedule:** Ongoing

**Policy 10**

Continue to cultivate cooperative relationships with the Morongo Band of Mission Indians and Bureau of Indian Affairs, particularly regarding development of Indian lands within and adjacent to the planning area, and development and enhancement of community facilities that provide joint benefit to the Tribe and the City.

**Policy 11**

The City will have a comprehensive tourism plan.

**Program 11.A**

Encourage and promote special events and activities which strengthen the City's image and attractiveness to residents, visitors, and businesses.

**Responsible Agency:** City Council, Redevelopment Agency, Chamber of Commerce, Morongo Band of Mission Indians, Inland Empire Tourism Council, Banning and Beaumont Unified School Districts, ECOPAC

**Schedule:** 2005-2006

**Program 11.B**

The City shall conduct market research on tourism approaches, target the tourism markets of interest, and create tourism plan goals and an implementation strategy.

**Responsible Agency:** City Redevelopment Agency, Chamber of Commerce, Inland Empire Tourism Council, ECOPAC

**Schedule:** 2006-2007

## **CIRCULATION ELEMENT**

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### **PURPOSE**

The purpose of the Circulation Element is to provide goals, policies, programs and standards that correlate the City's transportation system with the types, intensities and locations of land uses within the City. It addresses those segments of the local transportation system that interface with and serve as extensions of the regional system connecting the City of Banning with the broader Pass Region and other communities in Southern California. The Circulation Element also serves as the blueprint for future land use policy decisions and social and economic development efforts.

### **BACKGROUND**

Due to its close interrelatedness, the Circulation Element is an outgrowth of City and regional land use planning. In addition to its effects on the physical, social and economic environment of the City, the Circulation Element also has a direct relationship with the Housing, Open Space, Noise and Air Quality elements. Being integrally tied to the Land Use Element, the Circulation Element is predictably influenced by the types, intensities and distribution of land uses within the community and surrounding area.

Local and regional air quality issues are closely related to the efficiency of the local and regional transportation system. As the City of Banning and the Pass Region continue to grow, vehicle miles will increase, and travel speeds will be reduced, resulting in higher emissions per mile traveled. The policies and programs established by the Circulation Element can play an important role in maintaining and enhancing the flow of traffic and preserving air quality in the community.

The Circulation Element has been developed to serve as a comprehensive transportation management strategy, incorporating analysis of existing conditions within the City, as well as projected future development based on the buildout of the General Plan Land Use Map (see Land Use Element). It sets forth specific goals, policies and programs, which are based upon an engineering and computer modeling analysis of existing and projected future traffic conditions. Future traffic conditions have been forecasted utilizing the Pass Area Model (PAM), anticipated buildout land use patterns and intensities, projected regional growth expected to impact City streets and roadways, and a wide range of socioeconomic data and assumptions.

In addition to vehicular traffic, other modes of transportation important to the City are included in the Circulation Element: air traffic and the Banning Municipal Airport; rail traffic; public transportation; and alternative transportation.

California Government Code sets forth the information and data analysis requirements of the Circulation Element. Government Code Section 65302(b) requires that the element describe

major thoroughfares and that their planned development be closely coordinated with the Land Use Element of the General Plan.

It is also required that the Circulation Element include development or improvement standards that are responsive to changes in demand for capacity created by implementation of the Plan. Government Code Sections 65103 (f) and 65080, et seq., require that the City coordinate Circulation Element provisions with applicable regional and state transportation plans. In the Banning General Plan Planning Area, the following agencies are responsible for preparing these transportation plans: County of Riverside, Morongo Band of Mission Indians, Southern California Association of Governments (SCAG) and California Department of Transportation (CalTrans). The state is also required to coordinate its planning efforts with those of local jurisdictions (§65080(a)), with the federal government being under a similar mandate (§134, Title 23 of the U.S. Code).

### **Indicators Of Roadway Efficiency**

The efficient movement of vehicular and non-vehicular traffic on local and regional roadways is critical to the normal day-to-day functioning of a community. Consequences resulting from obstructions in traffic flow may include economic loss due to delays in transporting goods, increased psychological stress for the traveling public, and increased risk for motor vehicle accidents. The efficiency of a particular roadway can be determined by assessing the roadway's capacity, level-of-service, and average daily traffic volume, each of which is described below.

#### Level-of-Service

Roadway capacity is defined as the number of vehicles that may pass over a section of roadway in a given time period under prevailing conditions. Roadway capacity is most restricted by intersection design and operation. The capacity of a roadway and the degree to which that capacity is being utilized is typically described as the roadway's "Level-of-Service" (LOS). Level-of-Service is a qualitative measure of the efficiency of traffic flow and is defined by alphabetical connotations, ranging from "A" through "F," that characterize roadway operating conditions.

LOS A represents an optimum or free-flowing condition, and LOS F indicates extremely slow speeds and system failure. Levels-of-Service are represented as volume-to-capacity (V/C) ratios, or vehicle demand divided by roadway capacity. V/C ratios smaller than 1.00 imply better operational characteristics and levels-of-service. V/C ratios that exceed 1.00 imply worse operating conditions and LOS F, where traffic demand exceeds roadway capacity. The table below defines the various LOS classifications.

**Table III-14**

<b>Roadway Level Of Service Description</b>	
<b>Level of Service</b>	<b>Quality of Traffic Flow</b>
A	Primarily free-flow operations at average travel speeds usually about 90 percent of the free-flow speed for the arterial classification. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream. Stopped delay at signalised intersections is minimal.
B	Reasonably unimpeded operations at average travel speeds usually about 70% of the free-flow speed of the arterial classification. Ability to maneuver within the traffic stream is only slightly restricted. Stopped delays are not bothersome, and drivers generally are not subject to appreciable tension.
C	Traffic operations are stable. However, mid-block maneuverability may be more restricted than in LOS B. Longer queues, adverse signal coordination, or both may contribute to lower average travel speeds of about 50% of the average free-flow speed for the arterial classification. Motorists will experience some appreciable tension while driving.
D	Borders on a range where small increases in flow may cause substantial increases in approach delay and decreases in arterial speed. LOS D may be due to adverse signal progression, inappropriate signal timing, high volumes, or some combination of these factors. Average travel speeds are about 40% of the free-flow speed. For planning purposes, this level-of-service is the lowest that is considered acceptable.
E	Characterized by significant approach delays and average travel speeds of one-third or less of the free-flow speed. Typically caused by some combination of adverse progression, high signal density (more than two signalised intersections per mile), high volumes, extensive queuing, delays at critical intersections, and/or inappropriate signal timing.
F	Arterial flow at extremely slow speeds, below one-third to one-fourth of the free-flow speed. Intersection congestion is likely at critical signalised intersections, with high approach delays and extensive queuing. Adverse progression is frequently a contributor to this condition.

Source: p. 11-4, Highway Capacity Manual, Special Report 209, Transportation Research Board, 1994.

Traffic engineers and transportation planners are involved in on-going efforts to strike a balance between providing ideal roadway operating conditions and controlling the costs of infrastructure and right-of-way needed to assure those conditions. For General Plan purposes, LOS C is assumed to be the “acceptable” level-of-service for all General Plan roadways within the City, and LOS D at Freeway interchanges. CalTrans’ policy for State Highway 243 and Interstate 10 is that LOS D will be maintained.

Typically, capacity can be increased by adding travel or turning lanes, constructing raised medians, alternative means of transportation, and/or restricting vehicle access to a roadway. By reducing the number of vehicle conflict points, traffic flow on a roadway can be substantially improved, avoiding the loss of capacity caused by disruptions to traffic flow resulting from vehicles entering or leaving the roadway (see Section III-B-3, Draft General Plan EIR for more information about mitigating traffic impacts).

### **Average Daily Traffic Volumes**

Average Daily Trips (ADT) is the total number of vehicles that travel a defined segment of roadway over a twenty-four hour period. ADT is a useful benchmark number for determining various roadway configurations and design aspects. The peak hour ADT, which is the highest volume of traffic to pass over a segment of roadway during an hour period, is also a useful means of determining a roadway's capacity and level-of-service. Traffic counts at intersections can provide an even more detailed picture of existing and future operating conditions at intersections.

Roadways are generally classified in a hierarchical manner, according to the number of vehicle lanes provided. Table III-15, below, lists the various roadway types/cross-sections found in the planning area and the maximum daily traffic volumes each type of roadway can accommodate at various levels-of-service. For example, for a Major Highway to operate at LOS C, it should accommodate no more than 30,400 vehicle trips per day, with a design capacity of 24,000 vehicle trips per day. These roadway capacities are “rule-of-thumb” estimates, which may vary depending upon site-specific factors, such as the number and configurations of intersections, roadway grades, sight distance, percentage of truck and bus traffic, and degree of access control.

**Table III-15  
Level-of-Service Volumes/Capacity Values  
For Various Roadway Classifications**

Classification	Roadway Width (Ft.)	Number of Lanes	Maximum Two-Way Average Daily Traffic Volume Level of Service		
			C	D	E
Collector	60	2	12,800	14,400	16,000
Secondary Highway	80	4	24,000	27,000	30,000
Major Highway	100	4	30,400	34,200	38,000
Major Highway	110	4	30,400	34,200	38,000
Major Highway	134	6	47,200	53,100	59,000

<sup>c</sup> Source: City of Banning General Plan Update Traffic Study 2004

## CURRENT CONDITIONS

The City of Banning and other communities in the Pass Region form a continuous and interconnected suburban development pattern, tied together by U.S. Interstate-10 and a network of arterial roadways. A variety of physical influences and constraints, including the geography of the City and the region, and the existing roadway network, affect traffic flows and the impacts of development on local roadways. The existing roadway network is further described in the General Plan EIR and its traffic study.

### Major Regional Roadways

Two major regional roadways provide primary access to the City: State Highway 243 and U.S. Interstate-10. U.S. Interstate-10 connects the Los Angeles region with Arizona and other cities and states to the east. State Highway 243 connects Banning and U.S. I-10 to the mountain community of Idyllwild, State Route 79, and the San Bernardino National Forest.

### U.S. Interstate-10

U.S. Interstate-10 is the major transportation route through the City of Banning. It is a critical part of the local road network, moving people and goods into and through the Pass region. Where it passes through the City, it is an eight-lane divided freeway. U.S. I-10 disrupts the internal circulation of the City as it bisects the City into distinct north and south communities. Currently, there are six access points to the City from I-10, via interchanges at the following streets (from east to west):

- Fields Road
- Ramsey Street
- Hargrave Street
- 8<sup>th</sup> Street
- 22<sup>nd</sup> Street
- Sunset Avenue
- Highland Springs Avenue

The eastern portion of the Highland Springs Avenue interchange is in the City limits; the western portion is in the City of Beaumont.

Although CalTrans is responsible for development and maintenance of this facility, I-10 has been designated as a component of the Riverside County Congestion Management Plan (CMP) System.

### **State Highway 243**

The designated State Highway begins on 8th Street south of I-10 and runs south to Lincoln Street. It continues east on Lincoln Street to San Geronio Avenue to the City limits, where it becomes the Banning-Idyllwild Panoramic Highway. State Highway 243 is designated a State Scenic Highway from the Banning City limits to State Route 74, 28.2 miles south, near the community of Idyllwild.

### **Major Local Roadways**

The City has facilitated the construction and maintenance of a variety of major roadways of local importance. These roadways have been built along a north-south grid that interconnects with major arterials, some of which also pass through adjacent jurisdictions, primarily to the west.

A variety of traffic data was collected to evaluate existing traffic conditions in the planning area, including traffic counts and estimations from studies conducted for the cities of Banning and Beaumont, CalTrans, and special site-specific traffic studies conducted for development projects in the planning area.

As defined in the City's existing (1994) Circulation Element, the street system is projected to include the following roadways. It is important to note that the 1994 Circulation Element did not use the street classification system used in much of Riverside County today.

### Major Highways

The General Plan defines Major Highways, or arterial streets, as those primarily for through traffic with limited access. These roadways are planned for 4 to 6 lanes in width at buildout. Arterials should connect residential, shopping, employment and recreational activities, but should not encroach upon neighborhoods. Roadways designated as arterial streets in the adopted General Plan include:

- Highland Springs Avenue - North and South of U.S. Interstate-10
- Highland Home Road -Cherry Valley Boulevard to southerly City limits
- Sunset Avenue - Gilman Avenue to Interstate 10

- 8<sup>th</sup> Street – Ramsey Street to State Route 243
- San Gorgonio – Lincoln to State Route 243
- Hathaway Street – Ramsey Street to Morongo Road
- 18<sup>th</sup> Street – Highland Springs Avenue to Highland Home Road
- Wilson Street – Highland Springs Avenue to Hathaway
- Ramsey Street – Highland Springs Avenue to Hathaway
- Sun lakes Boulevard – Highland Springs Avenue to Highland Home Road
- Lincoln Street – Highland Home Road to Hathaway

### Secondary Highways

Secondary Highways are those that primarily receive traffic from arterials and distribute the movement within residential, commercial and industrial land use designations. These streets are planned for 4 lanes. The 1994 General Plan designates the following roadways as Secondary Highways:

- Sunset Avenue – Interstate 10 to Porter
- 8<sup>th</sup> Street - Wilson Street to Ramsey Street
- 4<sup>th</sup> Street – Wilson Street to Ramsey Street
- San Gorgonio Avenue - Wilson Street to Lincoln Street
- Hargrave Street – Wilson Street to Porter Road
- Cottonwood Road (North - South) – North of Ramsey to Porter Road
- Fields Road
- Porter Road – Sunset Avenue to Cottonwood Road (North - South)

### Collector Streets

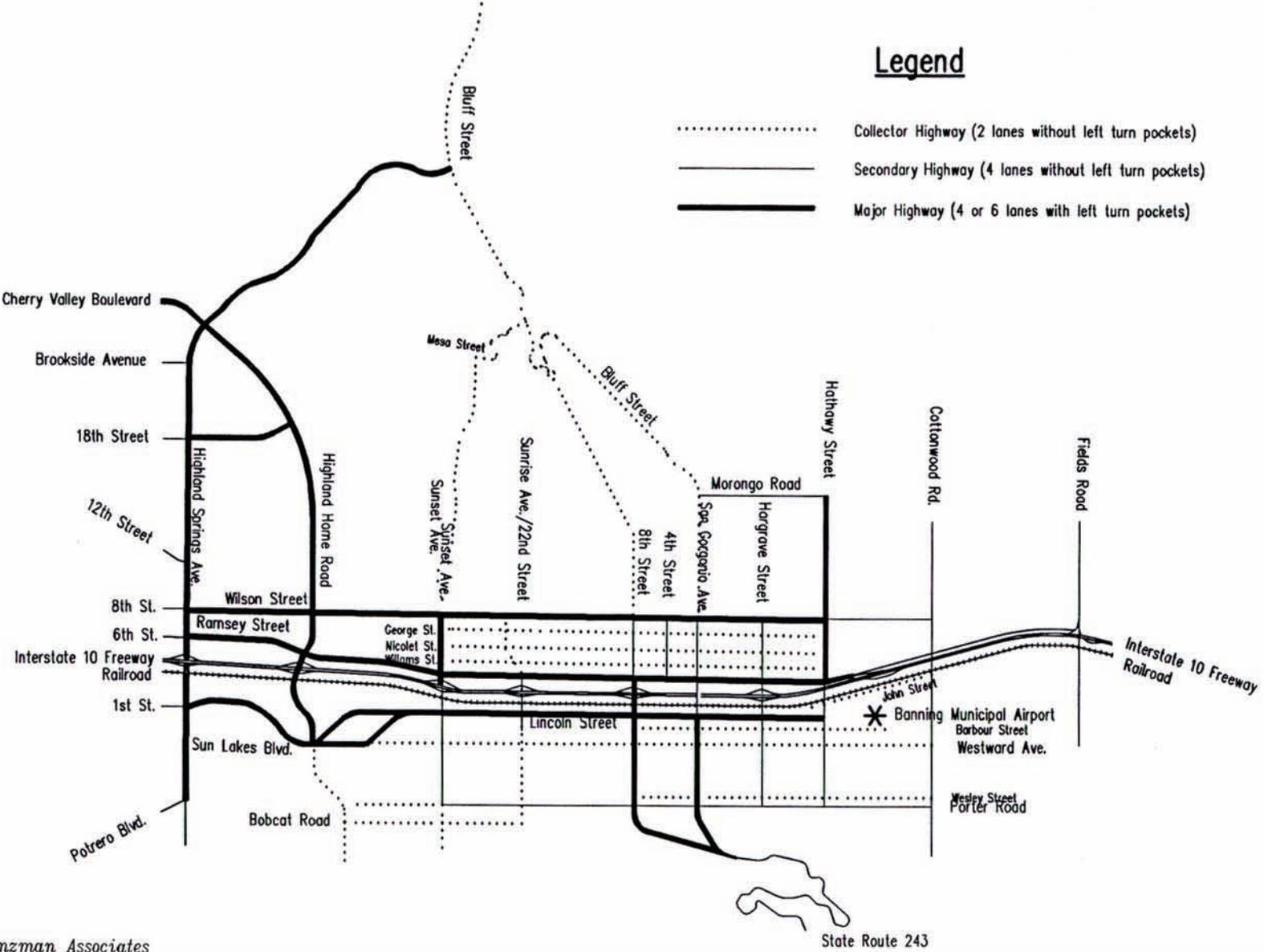
Finally, the General Plan identifies Collector streets. Collectors are planned as 2 lane roads. The 1994 General Plan Collector streets are:

- Highland Home Road – Westward Avenue to southern City limits
- Sunset Avenue – Wilson Street to Bluff Street
- Bluff Street – Northern City limits to San Gorgonio Avenue
- 22<sup>nd</sup> Street – Lincoln Street to Bobcat Road
- 8<sup>th</sup> Street – Bluff Street to Wilson Street
- San Gorgonio Avenue – Morongo Road to Wilson Street
- George Street – Sunset Avenue to Hathaway Street
- Nicolet Street - Sunset Avenue to Hathaway Street
- Williams Street - Sunset Avenue to Hathaway Street
- Westward Avenue - Sunset Avenue to Cottonwood Road (North - South)
- Barbour Street – 8<sup>th</sup> Street to Airport
- Wesley Street – 8<sup>th</sup> Street to Cottonwood Road (North - South)
- Porter Road – Highland Home Road to Sunset Avenue
- Bobcat Road – Highland Home Road to 22<sup>nd</sup> Street

The existing General Plan arterials are shown on Exhibit III-4, Existing General Plan Street System.

**Legend**

- ..... Collector Highway (2 lanes without left turn pockets)
- Secondary Highway (4 lanes without left turn pockets)
- Major Highway (4 or 6 lanes with left turn pockets)



Source: Kunzman Associates



## **TRAFFIC AND CIRCULATION PLANNING FOR GENERAL PLAN BUILDOUT**

In integral part of the General Plan is the City's roadway system. In order to assure that traffic is efficiently transported through the City in the future, a traffic study and associated model were prepared to analyze the impacts of the land use map on the City's street system. This traffic model identified deficiencies in the City's network of roadways, and led the City's traffic consultant to a series of recommendations for future improvements to assure the smooth flow of traffic. The traffic analysis summarized below is described fully in the General Plan EIR, and included in its entirety as an appendix to that document.

The traffic model utilized for this General Plan was a TRANPLAN model, which is utilized throughout the County for transportation planning. Since Banning is part of the Pass region, it was important to standardize the traffic analysis to conform to regional standards.

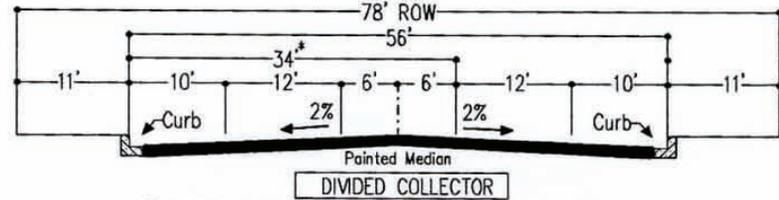
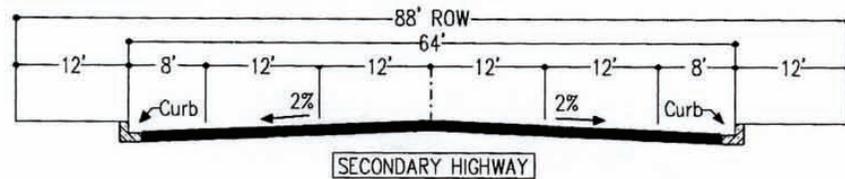
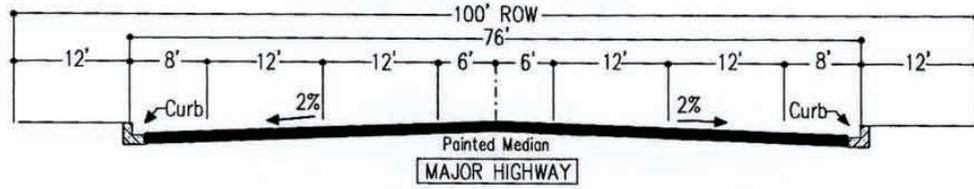
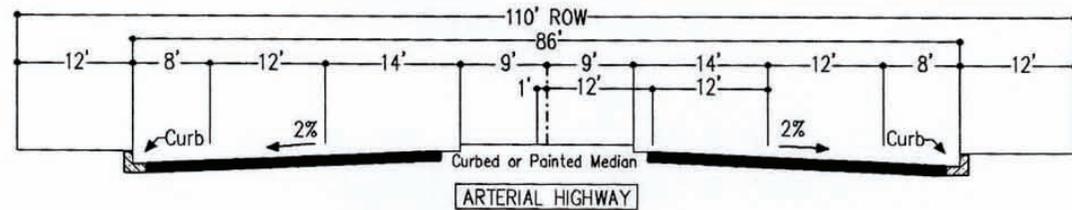
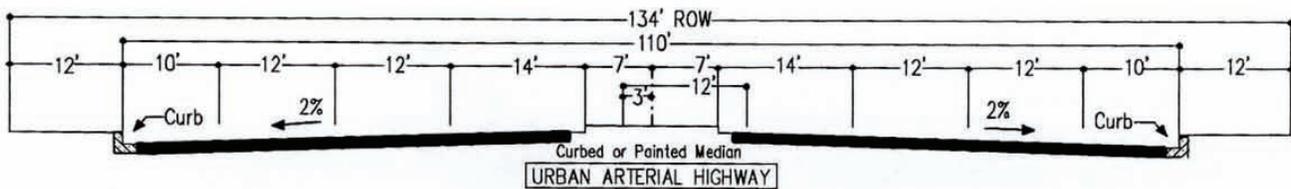
The traffic model divided the City into Traffic Analysis Zones (TAZs), which contained data on the land use in that zone, and the traffic which that land use would generate. It is important to note that some land uses are producers of traffic, while others are attractors for traffic. For example, residential land uses *produce* traffic, while retail commercial land uses *attract* traffic. Once the traffic model TAZs were assigned and their land use trip generation calculated, the trips were distributed on the roadway system.

The traffic modeling considered two issues: street segment impacts, and intersection impacts. Street segments were analyzed for average daily trips (ADT), while intersection impacts were analyzed for morning and evening peak hours (the hour in the morning or evening when the highest concentration of trips occurs, primarily controlled by commuter trips). A total of 23 intersections were analyzed.

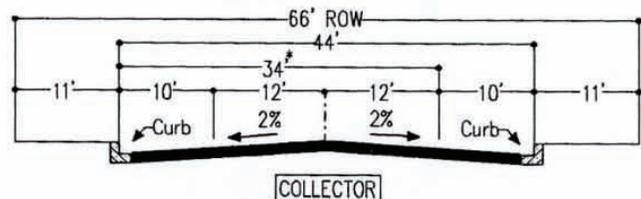
This led to conclusions on the needed size of streets, the areas where the street system would not function properly, and the types of improvements that would be necessary to make the street system work properly.

### **Street Cross Sections**

As previously stated, the 1994 Circulation Element street classification system is not consistent with the street classification system used in Riverside County. Because of the interconnectedness of roadways, and the City's location as one of a chain of cities in the County, the street cross sections described in this Circulation Element have been made consistent with County standards (see Exhibit III-5). In this way, the City can better integrate into regional transportation programs and plans, including the Transportation Uniform Mitigation Fee program and state and federal programs in the future. The new street classifications result in the following standards:



\*Part-width street section for an interior commercial or industrial street.



\*Part-width street section for all collector streets—34' improvements on 48' R/W.

Source: Kunzman Associates

Collector: 66 feet of right of way, with a 44-foot street section from curb to curb. This represents two lanes of traffic, with parking lanes on each side, and a parkway on each side.

Divided Collector: 78 feet of right of way, with a 66-foot street section from curb to curb. This represents two travel lanes, with parking lanes on each side, a center median, and a parkway on each side.

Secondary Highway: 88 feet of right of way, with a 64-foot street section from curb to curb. This represents four travel lanes, with parking lanes on each side, and a parkway on each side.

Major Highway: 100 feet of right of way, with a 76-foot street section from curb to curb. This represents four travel lanes, with parking lanes on each side, a center median, and a parkway on each side.

Arterial Highway: 110 feet of right of way, with an 86-foot street section from curb to curb. This represents four travel lanes, with parking lanes on each side, a center median, and a parkway on each side.

Urban Arterial Highway: 134 feet of right of way, with a 110-foot street section from curb to curb. This represents six travel lanes, with parking lanes on each side, a center median, and a parkway on each side.

Local Streets (those streets not shown on the General Plan Recommended Street System): 60 feet of right of way, with a 40-foot street section from curb to curb. This represents two travel lanes, with parking lanes on each side, and a parkway on each side. Local street standards may vary as described in the Policies and Programs of this Element.

**Future Traffic Volumes**

The traffic model was used to estimate the number of trips which would be generated on the City's principal roadways. These estimates, and the current (2004) trips on these roadways are shown in Table III-16, below.

**Table III-16  
Existing Conditions Summary  
for Major Roadways in the Planning Area**

<b>Roadway Link</b>	<b>Existing ADT</b>	<b>General Plan Buildout (ADT)</b>
<b>8<sup>th</sup> Street</b>		
N of Wilson St.	7,494	7,494
S of Wilson St.	10,513	10,513
N of Ramsey	16,320	16,320
S of Ramsey	23,321	34,566
N of I-10 WB Ramps	21,232	34,566
S of I-10 WB Ramps	16,561	28,612
N of I-10 EB Ramps	17,261	28,612
S of I-10 EB Ramps	12,097	24,740
N of Lincoln	12,016	23,042
S of Lincoln	4,315	8,452
<b>Hargrave St.</b>		
N of Ramsey	10,823	19,930
S of Ramsey	15,046	43,562
N of I-10 WB Ramps	14,564	43,562
S of I-10 WB Ramps	10,433	34,038
N of I-10 EB Ramps	10,214	34,038
S of I-10 EB Ramps	5,325	39,082
N of Lincoln	5,325	36,487
S of Lincoln	3,214	36,487
<b>Lincoln St.</b>		
W of Hargrave	2,797	25,914
E of Hargrave	2,513	25,478
E. of 22 <sup>nd</sup> St.	2,300	
W. of 22 <sup>nd</sup> St.	1,700	
W of Sunset	--	25,290
E of Sunset	3,018	29,416
W of 8 <sup>th</sup>	3,730	30,458
E of 8 <sup>th</sup>	5,516	35,531
<b>Ramsey St.</b>		
W of Hargrave	9,009	9,009
E of Hargrave	9,423	22,418
W of 8 <sup>th</sup>	23,011	23,011
E of 8 <sup>th</sup>	22,460	26,294
W of Sunset Avenue	16,378	25,650
E of Sunset Avenue	16,435	24,430
W of Highland Home	12,544	32,083
E of Highland Home	12,303	25,238

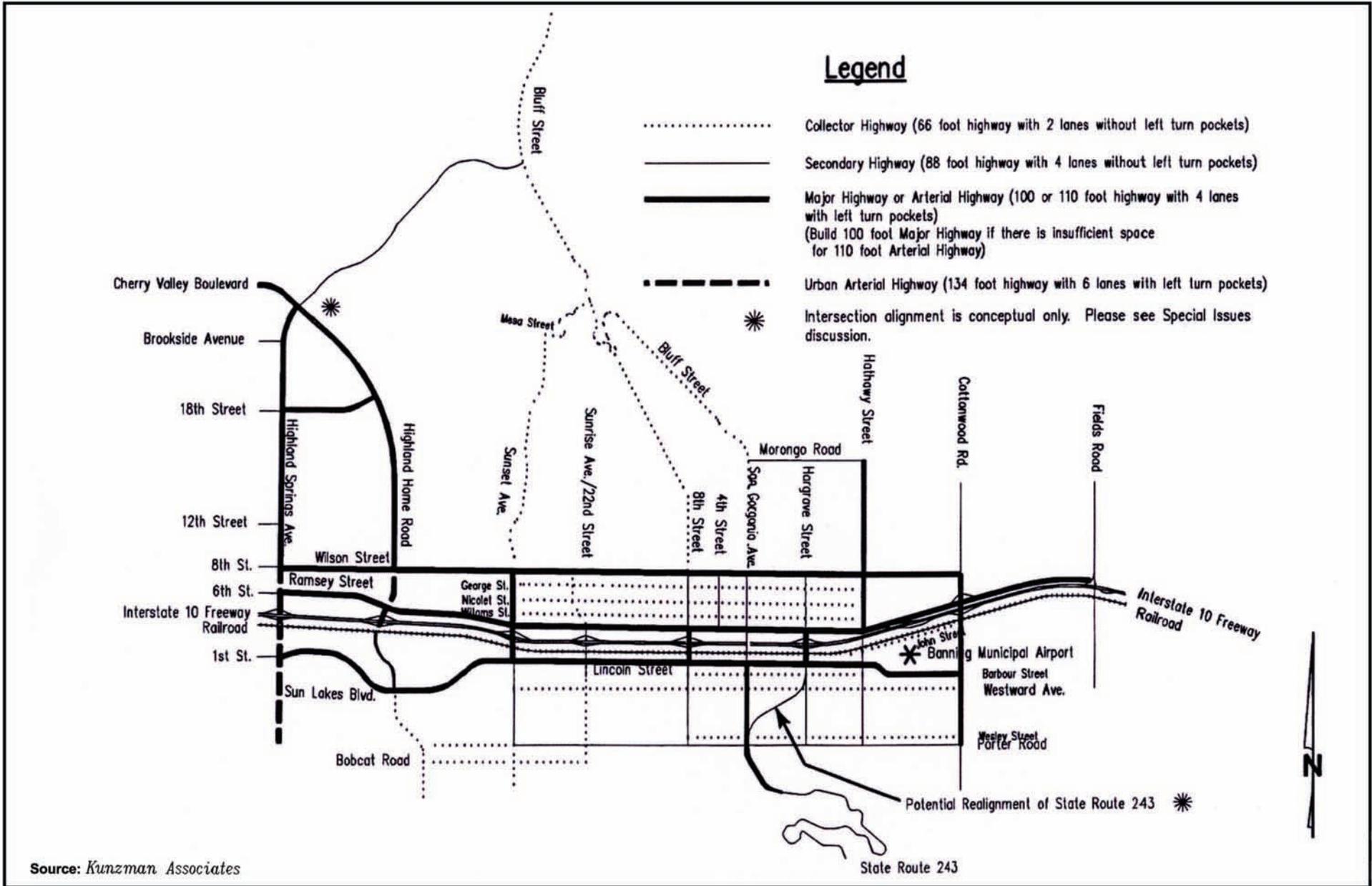
W of Highland Springs Ave.	22,082	23,862
E of Highland Springs Ave.	19,201	28,398
<b>Wilson St.</b>		
W. of Sunset Ave.	12,303	28,211
E. of Sunset Ave.	10,915	22,350
E of 8 <sup>th</sup>	8,631	20,298
W. of Highland Springs Ave.	6,427	12,489
E. of Highland Springs Ave.	12,544	25,318
<b>Sunset Ave.</b>		
N of Wilson	677	22,452
S of Wilson	7,345	19,637
N of Ramsey	14,782	29,603
S of Ramsey	16,171	34,204
N of I-10 WB Ramps	16,022	34,204
S of I-10 WB Ramps	11,190	29,346
N of I-10 EB Ramps	11,454	29,346
S of I-10 EB Ramps	3,896	36,375
N of Lincoln	3,896	29,284
S of Lincoln	2,984	10,696
<b>Highland Springs Ave.</b>		
N of Wilson	8,633	40,378
S of Wilson	15,804	36,691
N of Ramsey	19,740	43,593
S of Ramsey	31,930	50,565
N of I-10 WB Ramps	31,930	50,565
S of I-10 WB Ramps	28,600	49,384
N of I-10 EB Ramps	28,635	45,062
S of I-10 EB Ramps	24,503	42,362
N of Sun Lakes	24,503	25,210
S of Sun Lakes	3,600	25,648
<b>Sun Lakes Blvd./First St.</b>		
W of Highland Springs	--	20,214
<b>Highland Home Rd.</b>		
N of Wilson	--	31,332
S of Wilson	--	29,575
N of I-10 WB Ramps	--	39,045
S of I-10 WB Ramps	--	24,283
N of I-10 EB Ramps	--	24,283
S of I-10 EB Ramps	--	12,242
<b>Fields Road</b>		
N of I-10 WB Ramps	3,994	15,736
S of I-10 WB Ramps	10,490	15,736
<b>Interstate 10 WB Ramps</b>		
W of Highland Springs	10,983	13,372
E of Highland Springs	5,715	14,710
W of Highland Home	--	11,475
W of Sunset	3,982	15,832
W of 8 <sup>th</sup>	8,734	16,982
E of Sunset	2,869	7,158

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E of 8 <sup>th</sup>	2,709	10,511
W of Hargrave	6,450	24,614
E of Hargrave	2,066	10,847
W of Fields	57	13,138
E of Fields	11,397	11,397
<b>Interstate 10 EB Ramps</b>		
W of Highland Springs	10,972	12,951
E of Highland Springs	--	8,304
W of Highland Home	--	9,622
W of Sunset	4,832	20,859
E of Sunset	2,995	6,034
W of 8 <sup>th</sup>	7,758	15,873
E of 8 <sup>th</sup>	2,525	9,006
W of Hargrave	5,153	24,451
E of Hargrave	2,582	14,725

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Based on the trips generated on the roadway, recommendations have been made on the street classifications for these streets, as shown in the following Table. The roadway classifications are also depicted on Exhibit III-6, Proposed General Plan Street System.



Source: Kunzman Associates



**Table III-17  
Buildout Roadway Classifications**

<b>Roadway Classification</b>	<b>Roadway</b>
<u>Urban Arterial Highway</u> (6 lanes with left turn pockets)	Highland Springs from Cherry Valley to Potrero Blvd.
<u>Major or Arterial Highway</u> (4 lanes with left turn pockets)	Highland Home from Cherry Valley Blvd. To Sun Lakes Blvd.  Highland Springs from Cherry Valley Blvd. to Wilson Street  Hathaway from Morongo St. to I-10  Sunset from Wilson to Lincoln  8 <sup>th</sup> Street from Ramsey to Lincoln  San Gorgonio from Lincoln to south City Limit  Hargrave from Ramsey to Lincoln  Cottonwood (North – South) from Ramsey to Porter  Wilson from Highland Springs to Cottonwood (North – South)  Ramsey from Highland Springs to Fields Rd.  Sun Lakes/Lincoln from Highland Springs to Cottonwood (North – South)
<u>Secondary Highway</u> (4 lanes without left turn pockets)	Porter from Sunset to Cottonwood (North – South)  Sunset from Wilson to Mesa  Sunset from Lincoln to Porter  22 <sup>nd</sup> Street from Ramsey to south of Lincoln  8 <sup>th</sup> Street from Wilson to Ramsey  8 <sup>th</sup> Street from Lincoln to Porter  4 <sup>th</sup> Street from Wilson to Ramsey  San Gorgonio from Wilson to Lincoln  Hargrave from Wilson to Porter  Hathaway from Ramsey to Porter  Cottonwood (North – South) from Ramsey northward  Cottonwood (North – South) from Porter southward  Fields Road from end to end

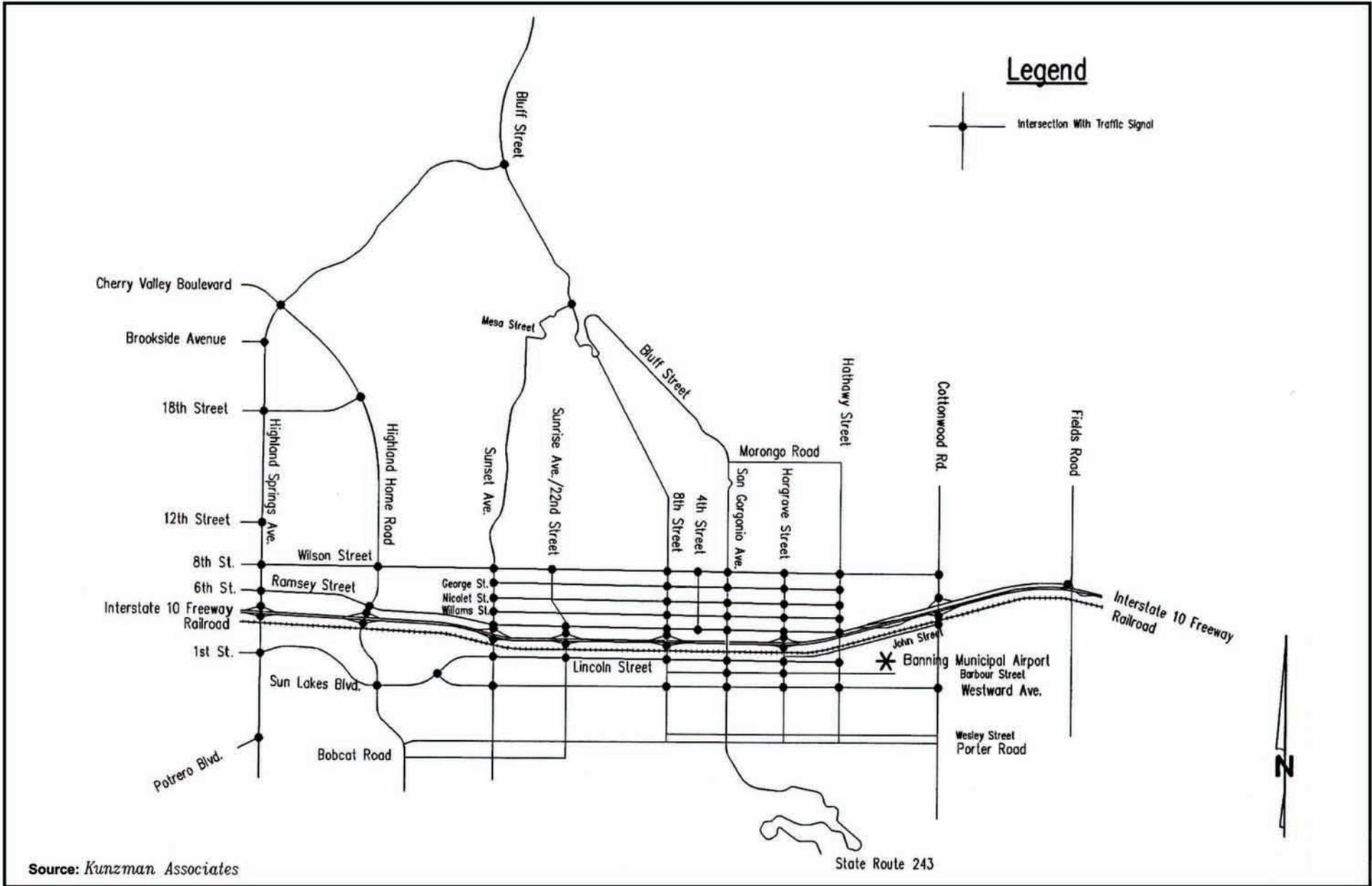
### **Intersection Analysis**

Intersections are the most impacted component of the traffic system. If there are delays, they will occur at intersections, rather than in roadway segments, simply because traffic signals and stop signs increase delays, whereas roadway segments are always “green lights.” The City has strived for a level of service (LOS) of C at intersections. This standard, although desirable, is generally unattainable in most of southern California, especially during peak hours.

A total of 23 intersections in the City were analyzed to determine whether they would operate at LOS C during peak hours. The analysis found that all street intersections would operate at LOS C, except Highland Springs at Ramsey, Sunset at Ramsey and 8<sup>th</sup> Street at Ramsey, which would each operate at LOS D. At freeway ramp intersections, a LOS D condition would occur at General Plan buildout, except at 8<sup>th</sup> Street at I-10 westbound, which would operate at LOS E; and 8<sup>th</sup> Street at I-10 eastbound, Hargrave at I-10 westbound, and Hargrave at I-10 eastbound, which will operate at LOS F. In order to improve the level of service at these locations, additional interchanges with Interstate 10 are required, as discussed under “Special Issues,” below.

### **Traffic Signals**

An analysis of the needed traffic signals for General Plan buildout was also conducted. The locations of traffic signal warrants at buildout are depicted on Exhibit III-7.



**All Weather Crossings**

All weather crossings include bridges and culverted streets that allow natural drainages to flow under the roadway during major storms. All weather crossings in the City are described in the following Table.

**Table III-18  
Buildout Bridges**

<b>Location</b>	<b>Needed Improvement</b>
Sunset Ave. at Pershing Channel	1 Bridge
8 <sup>th</sup> Street at Montgomery Creek	1 Bridge
Wilson Street at Smith Creek	1 Bridge
Sun Lakes Boulevard at Smith Creek	1 Bridge
Westward Avenue at Pershing Channel	1 Bridge
Wesley Street at Smith Creek	1 Bridge
Porter Road at Smith Creek	1 Bridge
Porter Road at Pershing Channel, and in two locations at Montgomery Creek	3 Bridges
Ramsey Street at Smith Creek and Pershing Channel	2 Bridges
Lincoln Avenue at east fork of Smith Creek, at west fork of Smith Creek, at Pershing Channel and at Montgomery Creek	4 Bridges

These facilities are needed both to allow the smooth flow of traffic in these areas, and to assure public safety in emergency situations. Construction of these facilities is particularly critical to the development of the south side of the City.

**Transportation Demand Management**

The continued urbanization and growth of the Pass Region will necessitate transportation demand and systems management to preserve and increase available roadway capacity. Transportation Demand Management (TDM) requires the development and implementation of policies, plans and programs that result in the use of a wider range of transportation alternatives, including public transit and bicycles.

TDM can include alternative travel modes, such as carpooling, van pooling and mass transit. In addition, employee flex-time work schedules that reduce peak hour travel and associated traffic congestion may also be considered. The Riverside County Transportation Commission (RCTC), in response to state mandates, has prepared a regional Congestion Management Program. This program required the City of Banning and other cities to prepared TDM ordinances or risk the loss of federal transportation funds. The City has adopted a TDM ordinance.

**Traffic Calming**

Traffic calming is a useful tool available to the City to slow traffic in residential neighborhoods, and discourage shortcuts through these neighborhoods. The advantages of traffic calming must always be balanced, however, with the requirements of emergency vehicles.

Traffic calming can include such design features as curvilinear streets, speed humps and raised intersections, traffic circles or roundabouts, stop signs on through streets, and narrowed intersections. Using these design features improves safety by slowing traffic to 30 miles per hour or less. The restriction or blocking of turning movements can also be used effectively in traffic calming, particularly to reduce cut-through, or short cut traffic in neighborhoods.

## **ALTERNATIVE TRANSPORTATION**

### **Pedestrian, Equestrian, Bicycle and Golf Cart Circulation**

The General Plan and associated documents support planning that allows and enhances access to commercial services and places of employment and recreation without the essential use of motorized vehicles. In this regard, master planning sidewalks, bike lanes, off-street trails and golf cart routes is especially important along major roadways in the community.

#### Pedestrian and Equestrian Trails and Bike Paths

The City's adopted Parks and Recreation Master Plan includes a proposed trails system that would provide access from parks, city streets, and the surrounding community via urban, foothill and wash/hill trails. Two short, minimally developed urban trail segments currently exist in the City and are associated with the proposed trail system. The City has also approved, or is currently reviewing, several equestrian trails within and adjacent to private subdivisions.

There are currently no bikeways within the planning area. Several Class II and III bikeways have been proposed along City streets. However, development of a network of bikeways is constrained by the existing condition of street right-of-ways. Future bike routes should be planned to provide safe routes for intra-City bicycle traffic and should be clearly marked and striped. Where possible, they should be designed as one-way bike routes, which flow in the same direction as adjacent automobile traffic. Combination sidewalks/bikeways require an eight-foot width. These multi-use lanes will also serve as links to recreational facilities throughout the community. Policies and programs specifically addressing the need for trails and bicycle lanes are included in the Parks and Recreation Element.

#### Sidewalks

Within some portions of the City, sidewalks are non-existent or discontinuous, limiting their usefulness as safe alternatives to vehicle travel. As previously noted, rights-of-way along City roadways are inconsistent, limiting the potential for bikeway development. When considering future development, pedestrian and bicycle accommodation and safety should be given emphasis equal to that currently given to automobile access. This is particular true of collector and arterial roadways, where more traffic increases the hazards to pedestrians.

Another area where sidewalks are an important asset is in the historic Downtown of the City (between the I-10 right of way and Williams, and between 8<sup>th</sup> Street and Alessandro). Pedestrian access in this area is a function of economic development for this area, and should be considered in all future development and redevelopment plans.

Conversely, sidewalks on local, neighborhood roadways may not be necessary, particularly in established neighborhoods where roadways have been developed to their ultimate right-of-way,

and the addition of sidewalks would impact front yards and affect the character of the neighborhood.

Finally, sidewalks in proximity to schools provide children with a safe route to school. They are not currently available at all City schools.

#### Golf Cart Facilities

Golf cart use on public rights of way is controlled by state regulations, and provides a convenient, low impact alternative to access convenient commercial development, as well as parks and public services. Golf carts to be used on the public golf cart routes must meet specific physical requirements set forth in the City golf cart plan, must be certified as “road ready” by the City and carry an appropriate permit sticker. Golf cart operators must carry a valid California Driver’s license, have proof of insurance, be equipped with seatbelts and appropriate child safety equipment, and be properly maintained. In order to implement a golf cart route system, the City is required to prepare and adopt a Golf Cart Plan and associated implementing ordinances.

Currently there are no existing golf cart facilities in the planning area, outside of private golf development in the Sun Lakes Country Club. Issues related to development of golf cart facilities are similar to those for trail and bikeway development, in that existing facilities that would accommodate development of cart paths do not exist or are discontinuous in some areas.

### **Public Transportation**

#### Banning Transit Services

Currently (2004) the Banning Municipal Transit System provides fixed route bus service along three routes, two of which are in Banning and one east to Cabazon. There are five City-owned vehicles, three of which are in revenue service and two of which are in reserve. All are powered by compressed natural gas (CNG), and are equipped with bicycle racks. All are ADA compliant, with wheelchair lifts and tie-down stations.

The transit system also operates a Dial-A-Ride service that provides elderly and disabled persons in Banning with curb-to-curb transit services. In addition, Dial-A-Ride is the ADA complementary para-transit provider for the City's fixed route bus service. The Dial-A-Ride program operates two vehicles in revenue service, and one in reserve, all gasoline powered. All Dial-A-Ride vehicles are ADA compliant, with wheelchair lifts and tie-down stations.

In May 2002, the Banning City Council approved the final Pass Area Transit Plan. The Transit Plan establishes the Pass Transit System, which consists of two independent transit systems, the Banning Municipal Transit System and the Beaumont Municipal Transit System. The Plan provides for a coordinated service area including the cities of Banning and Beaumont, the unincorporated areas of Cabazon and Cherry Valley, and the commercial area of the Morongo Band of Mission Indians Reservation. The Plan provides fixed route and dial-a-ride services.

The transit-needs study conducted for the Plan identified service related issues associated with the existing transit systems. It also identified areas not addressed in the Transit Plan requiring additional study or resources. These needs will be addressed in future transit plans, and include

service for non-traditional work shifts in the region, students, elimination of one-way loops to reduce ride time on local routes, adjusting route schedules to provide timed transfers between routes, relocation of transfer points and development of a transit center.

Regional bus service is provided by the Riverside Transit Agency (RTA), which provides services to Hemet/San Jacinto (Route 31), Moreno Valley (Route 35), and Calimesa/Redlands (Route 36), from the bus stop at Kmart on Highland Springs.

### Railroad

Rail service facilities through the Pass area, and the City of Banning, can carry approximately 60 trains per day, most of which are freight. Regional freight transfer facilities are located in West Colton. Local facilities carry approximately 60 trains per day, most of which are freight. Trains average approximately 7,000 feet in length and generally travel up to 60 miles per hour (mph) in the planning area. UPRR is expanding rail facilities between Los Angeles and Houston, Texas to facilitate increases in rail traffic. Rail lines in the planning area are designated Centralized Track Control (CTC).

There are currently no passenger services available in Banning, although a passenger rail station did operate in the past.

There are currently (2004) four at-grade railroad crossings in the City. These occur at Hargrave Street, San Gorgonio Avenue, 22<sup>nd</sup> Street, and Sunset Avenue. Grade separated crossings occur at 8th Street and Highland Springs Avenue. The City should explore federal, state, City and UPRR cost sharing arrangements for grade separation of at-grade crossings in conjunction with the California Public Utilities Commission.

Construction of drill spurs is possible to provide rail access to adjoining passenger or industrial uses. Sidings, switches, and additional track linkage would also be required to provide this access. Additional costs would also be associated with any special engineering requirements and potential engineering constraints.

### Banning Municipal Airport

The Banning Municipal Airport is classified by the National Plan of Integrated Airport Systems (NPIAS) as a General Aviation airport. The airport includes 65 hangars and 32 tie downs, with a 5,200 foot runway.

The airport is capable of accommodating most private single-engine and corporate jet aircraft, as well as helicopters. It averages approximately 10 to 15 takeoffs and landings daily and about 12,000 operations per year. Air traffic is primarily comprised of private, two-engine fixed-wing aircraft. There is no control tower at the airport, so all operations operate under Visual Flight Rules (VFR). Unicom service is provided from 8 a.m. to 5 p.m., every day. Fueling service is also available.

An approximately \$750,000 improvement asphalt overlay project is planned, and will be funded from Federal Aviation Administration grant monies.

### **Major Utility Corridors**

Major corridors and easements for the transport of natural gas, electricity, communications, domestic water and sewage, and storm drainage are also important components of the Circulation Element. Generally, the need for utility corridors is met through the provision of easements in or adjacent to City streets and along common lot lines.

A major electric corridor occurs immediately south of the Banning Bench. The right of way for the two 220 kV transmission lines in this area is approximately 500 feet in width. Additional 115 kV transmission lines occur in the southern end of the City, and along the San Bernardino Mountains.

Two major high-pressure natural gas pipelines traverse the City, and transport natural gas far beyond the City's boundaries. A 30 inch line occurs under Lincoln Street through the City. Another 30-inch pipeline transects the City in a northwesterly direction from Hargrave and Wilson to Highland Springs Avenue. Two crude oil (16") or petroleum (12") lines occur on the south side of the City, from the airport southwesterly to Wesley, then westerly to the western City limits. Please see Exhibit V-11, Natural Gas and Fuel Lines.

Future land use planning, including the development of subdivisions and the processing of development applications, will require coordination between the City, developers, utility companies, and other service providers to assure the availability and provision of easements and rights of way for the extension of roads, utility lines, and public services.

## **FUTURE DIRECTIONS**

### **Special Issues**

In the development of the traffic study for this General Plan, six issues were identified which required particular attention. These are individually described below.

#### State Route 243

The City's 1994 Circulation Element included a connection from 8<sup>th</sup> Street to State Route (SR) 243. This connection does not currently (2004) exist, but was proposed as a future roadway. 8<sup>th</sup> Street from Interstate 10 to SR 243 was required to be a Major Highway. The current connection between I-10 and SR 243 is south on 8<sup>th</sup> Street from I-10 to Lincoln, east on Lincoln to San Gorgonio, and south on San Gorgonio to SR 243. Current volumes on SR 243 are approximately 4,000 vehicles per day. At buildout, it is expected that SR 243 will carry approximately 8,000 trips per day. The buildout trips, although double the current trips generated by SR 243, will not impact the City's street system, and can be absorbed on the streets currently used to make this connection, as described above. It was therefore determined that 8<sup>th</sup> Street south of I-10 was required to be a Secondary Highway, not a Major Highway, at buildout of the General Plan, and that the connection to SR 243 was not required for traffic flow.

A direct connection from a State Highway to an Interstate Highway is always preferred by CalTrans. In consultation with CalTrans (California Department of Transportation), the City has considered alternative alignments for SR 243, which are included in the General Plan traffic

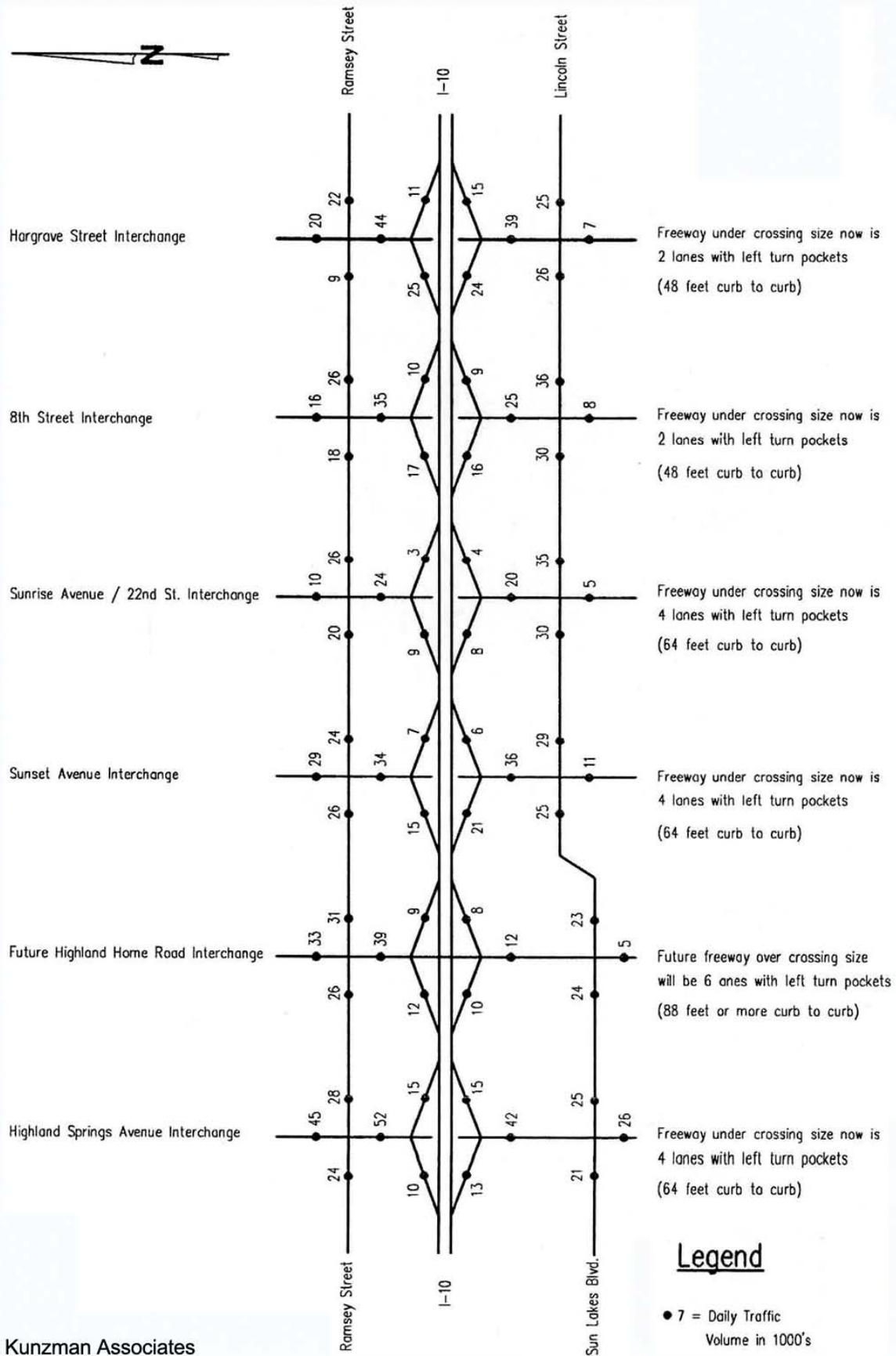
study. Should CalTrans or the City wish to change the current on-street connection to a direct connection, a potential alignment has been depicted on Exhibit III-6, Proposed General Plan Street System. However, since the impacts to the City's streets from SR 243 traffic is not considered to significantly impact City roadways, realignment should be considered a low priority.

#### Additional Freeway Interchange Capacity

The traffic analysis for this General Plan showed unacceptable levels of service during the peak hour at several I-10 ramp intersections, as discussed above. Exhibit III-8 shows the estimated volumes of traffic at interchanges at buildout of this General Plan. The study considered the potential of expanding existing interchange capacity, however, right of way is severely constrained, the under-crossings existing at 8<sup>th</sup> Street and Hargrave are undersized and would be extremely costly to widen.

As a result, the City will require two additional freeway interchanges: one at Highland Home Road on the west end of the City, and one at Cottonwood Road (North - South) on the east end of the City. The Highland Home interchange, which has been shown as a future interchange in the 1994 Circulation Element, will alleviate congestion at Highland Springs and Sunset interchanges. The added interchange at Cottonwood will alleviate congestion at 8<sup>th</sup> Street and Hargrave interchanges.

CalTrans plans to widen I-10 in the future, by adding one lane in each direction. Given the costs associated with this widening, and the cost of the interchanges, a coordinated construction program of widening and interchange additions would likely be most cost effective.



Source: Kunzman Associates

#### Highland Home Road/Cherry Valley Boulevard/Brookside/18<sup>th</sup> Street/Highland Springs

The General Plan roadway system has shown Highland Home connecting to Cherry Valley Boulevard in the City of Beaumont. The extension of Highland Home however, could connect to the west at Brookside Avenue in Beaumont. Further, Highland Springs is planned to extend to the northeast to Bluff Street, to provide access to the Black Bench area, and a second connection from the Banning Bench to the City. This connection could also be made through the extension of 18<sup>th</sup> Street to the northeast.

In all cases, traffic flow will not be significantly affected, insofar as traffic volumes on these streets in this area are not expected to be high. The Recommended General Plan Street System shows these streets in their currently envisioned configuration. However, as development occurs and the feasibility of the extensions is considered, flexibility is included in this General Plan to allow changes to the street system in the future.

#### At Grade Railroad Crossings

The City has two grade separated railroad crossings at streets with I-10 interchanges. The other four existing or planned interchanges must also be improved to include grade separations, in order to maintain acceptable levels of service. A grade separation is included in the Transportation Uniform Mitigation Fee (TUMF) program for the Sunset Avenue interchange. The others are not in the TUMF program.

The City will need to aggressively pursue grade separations for the railroad tracks at all interchanges. This should include the preparation of feasibility studies, the securing of all available funding, and the cooperation of the development community. Although construction of these facilities may not occur in the near term, the planning must be initiated immediately, in order for the City to be able to implement the construction in the future.

#### Lincoln Street and Westward avenue west of Sunset Avenue

The 1994 Circulation Element included the extension of both Lincoln and Westward from Highland Home to Sunset. Both these roadways occur currently east of Sunset. West of Highland Home, only one roadway, Sun Lakes Boulevard, currently occurs. The traffic study for this General Plan considered the traffic volumes generated south of I-10 on Sunset, and the potential volumes for Lincoln and Westward east of Sunset. The study found that Westward will have sufficiently low volumes so as to require a 2 lane collector east of Sunset. Lincoln is projected as a Major Highway from Highland Home easterly, as is Sun Lakes Boulevard. Traffic volumes will result in LOS C or better for both Lincoln and Westward in this area. Therefore, the elimination of Westward west of Sunset will not have a negative effect on east-west traffic south of I-10.

#### Level of Service Policy

The City has in the past enforced a LOS C policy for City streets, except at freeway interchanges, where a LOS D is considered acceptable. The traffic study for this General Plan found that the City will be able to maintain LOS C on most City streets, except Ramsey. In order to maintain LOS C on Ramsey Street, additional travel lanes would be required at its intersection with Highland Springs, Sunset, 8<sup>th</sup> Street and Hargrave. Some of these lanes would need to be on

Ramsey, some on the cross street. Without the additional lanes, intersections along Ramsey will operate at LOS D at General Plan buildout. As described at the beginning of this Element, LOS D does not represent a significant degradation in traffic flow. When balancing the need for an efficient traffic system and the widening of streets to accommodate peak hour traffic, it appears that a lowering of the City's requirement for Ramsey Street from LOS C to LOS D will not result in a significant negative effect.

#### Alternative Transportation

As cited above, existing rights-of-way on City streets are not adequate to allow for development of non-motorized transportation. The City has generally been able to secure right-of-way from new development as it occurs to provide full-width mid-block roadway improvements, but the process can be time consuming and costly.

New development should be required to provide separate paths for bicycles and/or equestrians, pedestrians and golf carts to assure safety and avoid conflicts. Equestrian trails should be included in projects developed south of the railroad right-of-way, as well as a connection to the San Bernardino and San Jacinto mountains.

Bicycle and golf cart parking facilities should be integrated into the design of commercial office and public land uses. Connectivity should also be a primary goal of residential design and should emphasize easy accessibility within and between neighborhood and commercial services to maximize the opportunities for pedestrian, bicycle, equestrian and golf cart access by short and direct trips. This planning focus will also help to shorten vehicle trips for residents who must use their automobiles.

Public transport out of the City is limited, particularly into the Inland Empire communities to the west. As development occurs in the City, and increased pressure is brought to provide service and lower vehicular trips on a regional level, additional public transportation will become necessary.

## **GOALS, POLICIES, AND PROGRAMS**

### **Goal**

A safe and efficient transportation system.

### **Policy 1**

The City's Recommended General Plan Street System shall be strictly implemented.

### **Program 1.A**

Street rights of way shall be 134 feet for Urban Arterial Highways, 110 feet for Arterial Highways, 100 feet for Major Highways, 88 feet for Secondary Highways, 78 feet for Divided Collectors, 66 feet for Collectors, and 60 feet for Local Streets. Local street standards can be amended as described in Policy 2.

**Responsible Agency:** Planning Department, Public Works Department, Planning Commission, City Council

**Schedule:** 2005-2006, Ongoing

### **Program 1.B**

The City's Public Works roadway standards shall be amended to match the standards contained in this General Plan.

**Responsible Agency:** Public Works Department

**Schedule:** 2005-2006

### **Program 1.C**

Minimum lane width for all City streets shall be designed at 12 feet.

### **Policy 2**

Local streets shall be scaled to encourage neighborhood interaction, pedestrian safety and reduced speeds.

### **Program 2.A**

The design of new local streets can vary from the City's standard of 60 foot right-of-way, 40 foot paved width, under the following conditions:

1. The minimum travel lane width shall be 12 feet.
2. Parking shall be provided on at least one side of any public street. Parking lanes shall be a minimum of 8 feet in width.
3. Parking may be eliminated on private streets, if provisions are made in Conditions, Covenants and Restrictions (CC&R's) for enforcement by the Homeowners' Association.
4. Landscaped traffic circles, chokers, and center islands are encouraged, but must meet the requirements of the Fire Department.
5. The minimum parkway width shall be 10 feet.
6. Linear sidewalks are discouraged. Meandering sidewalks, which provide landscaping and street trees adjacent to the curb, shall be included in local street design.

The design of local streets varying from the City's standard, shall be included in the Tentative Tract Map application, and shall be reviewed by the Planning Commission and approved by the City Council.

**Responsible Agency:** Planning Department, Public Works Department, Planning Commission, City Council

**Schedule:** 2005-2006, Ongoing

### **Program 2.B**

Existing local streets will be inventoried, and a master plan of potential improvements designed to improve their aesthetic and safety, including landscaped medians, sidewalks and traffic calming devices, shall be developed, cost engineered, and implemented.

**Responsible Agencies:** Public Works Department, Planning Commission, City Council

**Schedule:** 2006-2007, Ongoing

### **Policy 3**

The City shall establish and maintain a 5-Year Capital Improvement Program for streets.

### **Program 3.A**

The Public Works Department shall establish a Capital Improvement Program for 5 years, and update it annually.

**Responsible Agency:** Public Works Department

**Schedule:** 2006-2007

### **Policy 4**

Proactively participate in regional transportation planning.

### **Program 4.A**

Maintain active relationships with the City of Beaumont, the County of Riverside, the Western Riverside County Council of Governments, the California Department of Transportation and the Morongo Band of Mission Indians to share information and promote comprehensive transportation planning in the region.

**Responsible Agency:** Public Works Department, City Manager's Office, City Council, City of Beaumont, County of Riverside, WRCOG, CalTrans, Tribe

**Schedule:** 2005-2006

### **Program 4.B**

Aggressively pursue Banning projects in the Transportation Uniform Mitigation Fee (TUMF) program, particularly the addition of projects to the TUMF project list, including grade separated road crossings.

**Responsible Agency:** Public Works Department

**Schedule:** 2005-2006

**Program 4.C**

Aggressively pursue the design and development of interchanges at Highland Home Road and Cottonwood Road (North - South), including all sources of funding, and the coordination of I-10 widening with their installation.

**Responsible Agency:** Public Works Department, City Manager's Office, City Council, CalTrans, Railroad

**Schedule:** 2005-2006

**Policy 5**

Consider amendments to the Highland Home/Highland Springs/18<sup>th</sup> Street/Brookside street configurations based on public safety, design feasibility and area needs.

**Policy 6**

The City shall maintain peak hour Level of Service C or better on all local intersections, except those on Ramsey Street and at I-10 interchanges, where Level of Service D or better shall be maintained.

**Program 6.A**

Periodically review current traffic volumes and the actual pattern of development to coordinate, program and, as necessary, revise road improvements.

**Policy 7**

New development proposals shall pay their fair share for the improvement of street within and surrounding their projects on which they have an impact, including roadways, bridges, grade separations and traffic signals.

**Policy 8**

Traffic calming devices shall be integrated into all City streets to the greatest extent possible and all new streets shall be designed to achieve desired speeds.

**Policy 9**

Street trees within the City right of way shall be preserved, unless a danger to the public health and safety or if the tree is diseased.

**Program 9.A**

Sidewalks in areas with street trees shall be designed to "wrap around" the tree if they are added to an existing neighborhood.

**Responsible Agency:** Public Works Department

**Schedule:** Ongoing

**Policy 10**

Sidewalks shall be provided on all roadways 66 feet wide or wider. In Rural Residential land use designation pathways shall be provided.

**Program 10.A**

The Public Works Department shall prepare an inventory of discontinuous sidewalks on all qualifying roadways, and fund individual projects through the Capital Improvement Program annually.

**Responsible Agency:** Public Works Department, City Council

**Schedule:** Inventory in 2006-2007, Annually thereafter

**Program 10.B**

All new development proposals located adjacent to qualifying roadways shall be required to install curb, gutter and sidewalk concurrent with construction.

**Responsible Agency:** Public Works Department, Planning Department

**Schedule:** Ongoing

**Program 10.C**

The City shall develop procedures to address neighborhood sidewalk needs as they are requested by that neighborhood.

**Responsible Agency:** Public Works Department

**Schedule:** 2005-2006, Ongoing

**Program 10.D**

Work with the School District to develop safe routes to school.

**Responsible Agency:** Public Works Department

**Schedule:** 2005-2006, Ongoing

**Policy 11**

Sidewalks or other pedestrian walkways shall be required on all streets within all new subdivisions.

**Policy 12**

In the absence of a vehicular grade separation, the City shall aggressively pursue a grade separated pedestrian access across San Gorgonio, to assure that high school students do not have to cross the railroad tracks on their way to and from school.

**Policy 13**

Pedestrian access in the Downtown Commercial designation shall be preserved and enhanced.

**Program 13.A**

All development and redevelopment proposals for the Downtown area shall include enhanced sidewalk, pedestrian walkway, lighting and landscaping designs and assure connections to existing and planned sidewalks.

**Responsible Agency:** Public Works Department, Planning Department

**Schedule:** As development proposals are presented

**Policy 14**

The City shall aggressively pursue the construction of all weather crossings over General Plan roadways.

**Program 14.A**

The Public Works Department shall prioritize the need for bridges listed in this Element, develop preliminary cost estimates, identify and pursue sources of funding, including developer funding, for each facility.

**Responsible Agency:** Public Works Department, City Council

**Schedule:** 2005-2006, Annually thereafter

**Program 14.B**

All new development proposals shall pay their fair share of bridge construction needed to serve their project.

**Responsible Agency:** Public Works Department, Planning Department

**Schedule:** Ongoing

**Policy 15**

The City shall develop a Golf Cart Plan compliant with state requirements.

**Program 15.A**

The City shall develop a golf cart plan and associated ordinances and other required implementation programs.

**Responsible Agency:** Public Works Department, City Council

**Schedule:** 2006-2007

**Policy 16**

Golf cart paths and facilities shall be funded, to the greatest extent possible, by new development.

**Program 16.A**

The routing and facilities required in the Golf Cart Plan shall be incorporated into the Development Impact Fee when the Plan is adopted.

**Responsible Agency:** Public Works Department

**Schedule:** 2006-2007

**Program 16.B**

Golf cart facilities shall be incorporated into new project plans located on golf cart routes.

**Responsible Agency:** Planning Department, Public Works Department, Planning Commission, City Council

**Schedule:** 2005-2006, Ongoing

**Policy 17**

Encourage the expansion of an integrated Pass transit system.

**Program 17.A**

The City will explore the potential for either bus or rail connection to the Metrolink transit system.

**Responsible Agency:** City Manager's Office, Community Services Department

**Schedule:** 2006-2007, Ongoing

**Policy 18**

The City shall review its transit service to major regional attractions, and intra-City recreational locations in future planning efforts, based on need.

**Policy 19**

Bus pullouts shall be designed into all new projects on arterial roadways, to allow buses to leave the flow of traffic and reduce congestion.

**Program 19.A**

Bus pullouts will be retrofitted on built-out streets, wherever possible.

**Responsible Agency:** Public Works Department, City Council

**Schedule:** 2006-2007, Ongoing

**Policy 20**

Promote the location of a passenger rail station for long distance and commuter rail service.

**Policy 21**

Update the Airport Master Plan every five years to meet the needs of the general aviation, business and tourism segments of the community.

**Program 21.A**

Land use designation decisions within the area of influence of the airport shall be specifically reviewed to assure compatibility.

**Responsible Agency:** Planning Commission, City Council

**Schedule:** Ongoing

**Program 21.B**

Work with the Chamber of Commerce, the Morongo Band of Mission Indians, and other interested parties to provide services which meet the needs of passenger and freight transport.

**Responsible Agency:** Airport Management, Economic Development staff, Chamber of Commerce, Morongo Band of Mission Indians, City Council

**Schedule:** Ongoing

**Policy 22**

Maintain an accurate mapping of all utility corridors.

**Program 22.A**

The Building Department shall inventory and map transmission utility easements on the Land Use Map (including electric, fiber optics, natural gas and petroleum).

**Responsible Agency:** Building Department, Planning Department

**Schedule:** Inventory in 2005-2006, Annually thereafter

**Policy 23**

The City shall purchase and/or replace its fleet of vehicles with alternate fuel vehicles when available to the greatest extent possible, and shall encourage other agencies to do the same.

**Policy 24**

Public alleys throughout the City shall be maintained to be useful and safe at all times.

**Program 24.A**

The City shall create a downtown alley master plan and where appropriate pave, light and otherwise improve alleys.

**Responsible Agency:** Public Works Department

**Schedule:** Ongoing

**Program 24.B**

The Public Works Department shall inventory all public alleys, determine which are necessary, and vacate those that are not.

**Responsible Agency:** Public Works Department, City Council

**Schedule:** 2006-2007

**Policy 25**

The City shall develop and implement plans for a coordinated and connected bicycle lane network in the community that allows for safe use of bicycles on City streets.

**Program 25.A**

The City shall inventory all streets for potential Class I, Class II and Class III bikeways, and shall program their installation in its Capital Improvement Program.

**Responsible Agency:** Planning Department; Engineering Division; Public Works Department; Planning Commission; City Council

**Schedule:** 2005-2006.

**Program 25.B**

Class I bikeways and sidewalks should be installed on both sides of Wilson Street, Ramsey Street, and Lincoln Street, and other major streets where sufficient right-of-way is available.

**Responsible Agency:** Engineering Division; Public Works Department

**Schedule:** 2005-2006, Ongoing

**Program 25.C**

Class II bikeways and sidewalks should be designated on all existing arterial streets that have sufficient width to safely accommodate bicycle travel lanes.

**Responsible Agency:** Planning Department; Engineering Division; Public Works Department

**Schedule:** 2005-2006.

**Program 25.D**

The City should designate Class III bikeways only where Class I and Class II facilities are not feasible.

**Responsible Agency:** Planning Department; Public Works Department

**Schedule:** Continuous.

**Policy 26**

The City should continue to work with the Morongo Band of Mission Indians and neighboring cities and communities to create a regional bicycle and trail network.

**Policy 27**

The City shall provide for a comprehensive, interconnected recreational trails system suitable for bicycles, equestrians and/or pedestrians.

**Program 27.A**

Evaluate the practicality of utilizing flood control channels for multi-use trails, where flooding and safety issues can be accommodated, and negotiate inter-agency agreements for this purpose.

**Responsible Agency:** Planning Department

**Schedule:** 2005-2006.

**Program 27.B**

Evaluate the practicality of developing a multi-use trails system along the Banning Bench adjacent to and extending into San Bernardino National Forest lands, where environmental and safety issues can be accommodated, and negotiate inter-agency agreements with the U.S. Forest Service for this purpose.

**Responsible Agency:** Planning Department, U.S. Forest Service/San Bernardino National Forest

**Schedule:** 2005-2006.

**Program 27.C**

Establish a multi-purpose trail between Dysart Park and Smith Creek Park, suitable for equestrian, bicycle and pedestrian use.

**Responsible Agency:** Community Services Department; Public Works Department; Parks and Recreation Advisory Committee

**Schedule:** 2005-2006, ongoing as development occurs

**Policy 28**

Motorized vehicles shall be prohibited on City trails.

**Program 28.A**

The City shall develop a non-motorized trail system and associated ordinances and other required implementation programs.

**Responsible Agency:** Public Works Department, Planning Commission, City Council

**Schedule:** 2006-2007

**Program 28.B**

The non-motorized trail system shall be funded, to the greatest extent possible, by new development.

**Responsible Agency:** Public Works Department

**Schedule:** 2006-2007

**Program 28.C**

The routing and facilities required in the non-motorized trail system Plan shall be incorporated into the Development Impact Fee when the Plan is adopted.

**Responsible Agency:** Public Works Department

**Schedule:** 2006-2007

## **PARKS AND RECREATION ELEMENT**

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### **PURPOSE**

The Parks and Recreation Element is intended to plan and provide for a diverse and integrated parks and recreation system, which creates important and passive recreational amenities that reflect and are responsive to the needs and standards of the City. It includes an inventory of existing parks, trails and recreational amenities, as well as an assessment of other suitable lands to be incorporated into the system.

This Element also includes a section on bikeways and trails, which have the potential to serve as an essential component of the park and recreation system within the City, and an additional amenity for its residents. The development of a cohesive system of bikeways and trails can enhance the quality of life and add to recreational opportunities.

Further, this Element provides implementation strategies and describes potential funding sources for constructing future parks and trails facilities. The goals, policies and programs set forth in this Element help to plan for and provide sufficient parkland and recreational space that reflects and is responsive to the needs of the City.

### **BACKGROUND**

The Parks and Recreation Element is directly related to the Land Use Element of the General Plan. It also has connections to the Open Space and Conservation Element with regard to trail usage in open space corridors and mountain environments, and the benefits of natural areas as viable components of open space lands.

Parks and recreational facilities also play an important role in attracting new residents and tourists, a key to economic growth, and provide a direct link to the Economic Development Element. It is also related to the Noise and Circulation Elements in its use of natural buffers, trails and open space to enhance the natural resources of the community.

Government Code 65560 requires that the General Plan include discussion of areas particularly suited for parks and recreational purposes, including areas with links between major recreation and open space reservations, trails, and scenic highways. Section 65561 states that the preservation of park land is necessary not only for the maintenance of the economy of the state, but also for the assurance of the continued availability of land for the enjoyment of scenic beauty and recreation. Government Code Sections 66477 and 66479 enable local governments to require park site dedications, or fees in lieu of dedication, based upon existing and projected local population and General Plans land use designations. Recreation uses are included in the description of land use elements in Section 65302(a). Trail designations are also required as part of Section 5076 of the Public Resources Code.

## **PARKS**

Parks and recreational facilities serve many important functions within a community. Parklands primarily provide recreational opportunities, and also transcend simple recreational uses. They contribute to the community's quality of life by transforming and enhancing urban areas. Through appropriate use of landscaping and structural design, parks create a soothing contrast to high-density development. They provide active and passive recreational opportunities, with access to planned and maintained open space, recreational facilities and organized sports areas. These functions allow people to have direct contact with the natural and man-made environments. Parks also provide a community gathering place for social activities, thus contributing to the community's sense of place.

Park design should incorporate elements such as diverse activities and uses, access and linkage, comfort and image, and sociability. As a public place, a good park should be connected to the community with the right combination of physical amenities that attract people and make it a central place in the neighborhood. A park should also be visible within the community, and easily accessible, linked to main areas within a community, so that it will be used more frequently. The details within the park should welcome people and include design amenities that offer shade, a comfortable place to sit, and a pleasant and attractive environment. These attributes of a good park should serve as the foundation for the City's parks planning.

Open space lands in the community differ to some degree from parklands in improvements and use, but are important enhancements to City recreation facilities. These are also discussed in the Open Space and Conservation Element.

### **Parks Classifications**

#### *Tot Lots, Mini Parks, Pocket Parks and Plazas*

Mini parks or pocket parks are 0.5 to three acres in size, and are typically used for limited, isolated or unique purposes. They are generally very popular in new housing developments and are sometimes called "tot lots" or "sitting parks." Facilities vary depending on the location and function of the park, but generally they are not designed for structured or organized play. In addition to the traditional residential setting, mini parks may be situated in office, business or commercial centers, and utilized as a space for rest, relaxation and socializing. They may also be located inside a neighborhood, within or in close proximity to apartment complexes, townhouse developments, senior housing or other development that requires recreational space. Currently (2004) there is one mini-park within the planning area. The needs assessment prepared for the Parks Master Plan identified the need for acquisition of parkland for development of additional pocket parks in the City.

#### *Neighborhood Parks*

Neighborhood parks remain the basic unit of the park system. They are intended to provide for the active and passive recreation needs of nearby residents, serving as a social focus of the neighborhood. Neighborhood parks are generally located within walking and bicycle distance of residences. Park facilities are usually oriented toward the recreational needs of children, but may

also include volleyball courts, half-size basketball courts, and picnic and play areas that serve all age groups. Restrooms or off-street parking are also usually available.

The typical size of neighborhood parks ranges from about five to ten acres, and is dependent on available land and the size and relationship of the neighborhood to be served. Neighborhood parks are an important feature within a community, and should be designed to provide for a wide range of leisure and recreational activities. The design of neighborhood parks must carefully consider their physical proximity to adjacent homes, while avoiding adverse impacts to surrounding lands from noise, traffic or lights. They should be located on public streets to facilitate convenient access, and designed to address the full range of safety and security issues. In particular, they should serve as a focal point within a neighborhood, attracting nearby residents and visitors for social activity, special events and to help develop a sense of community.

#### *School Parks*

This classification consists of parks or playgrounds built adjacent to but separate from educational facilities that may serve either a neighborhood or a larger area. Parks on school grounds are usually equivalent to neighborhood parks (as described above), but may also include sports fields for soccer or baseball. Establishing a joint-use agreement with the school district will help the City meet its demand for parklands.

#### *Community Parks*

Community parks provide active and passive recreation opportunities on a larger scale than neighborhood parks. The desirable size for community parks ranges from 20 to 50 acres, and they are designed to serve an area within a three to five-mile radius. Community parks serve all ages. Facilities may include low-intensity or passive recreational opportunities, lighted fields, tennis and sports courts, swimming pools and areas or buildings for community festivals and civic events, as well as for organized indoor sport and athletic competitions. Generally, restrooms and off-street parking are provided. While community parks serve larger areas of the City than do neighborhood parks, they often also fulfill a neighborhood function.

#### *Regional Parks*

Regional parks are usually at least 50 acres in size and serve the entire City or region. While regional parks can provide for varying intensities of recreational activity, a portion of the park is generally maintained in a natural setting for passive recreation use or preservation of the environment. Facilities within regional parks are similar to those in community parks, often on a larger scale, or including active or organized recreational activities that would not fit in a community park. Regional parks may also include natural resource areas that provide passive recreational opportunities in a more natural environment. This distinguishes natural resource areas that are essentially open space conservation areas, where “use” is incidental to their conservation and protection.

#### *Special Use Park Lands*

Special use lands are most often linked to special events or types of activities, and can vary greatly in size and amenities. These lands can include fair grounds, public riding stables and

facilities, skate parks or similar recreational facilities whose function is very specific. These types of parks can also be combined with other parks, and occupy a portion of a larger park area.

### **Park and Recreational Service Providers**

Parks and recreation services within the City of Banning are provided by the City Community Services Department. The Community Services Department provides guidance for recreational facilities and programs. The Department operates a variety of programs, including activities for children and youth, adult sports, and classes geared towards the general public, many of which are offered at the Banning Community Center and City parks (see further discussion, below). Aquatic activities and facilities are offered at the Banning Municipal pool. The Department also provides services and programs to senior citizens through the Banning Senior Center.

The Riverside County Regional Park and Open Space District also provides recreational facilities and services at County owned parks facilities in the planning area. These are discussed further, below.

While schools are not recreational providers, they can help to provide park facilities for public uses in a community. Joint-use facilities enable the public to utilize a school's existing space and equipment for passive and active recreation.

### **Existing Park Facilities**

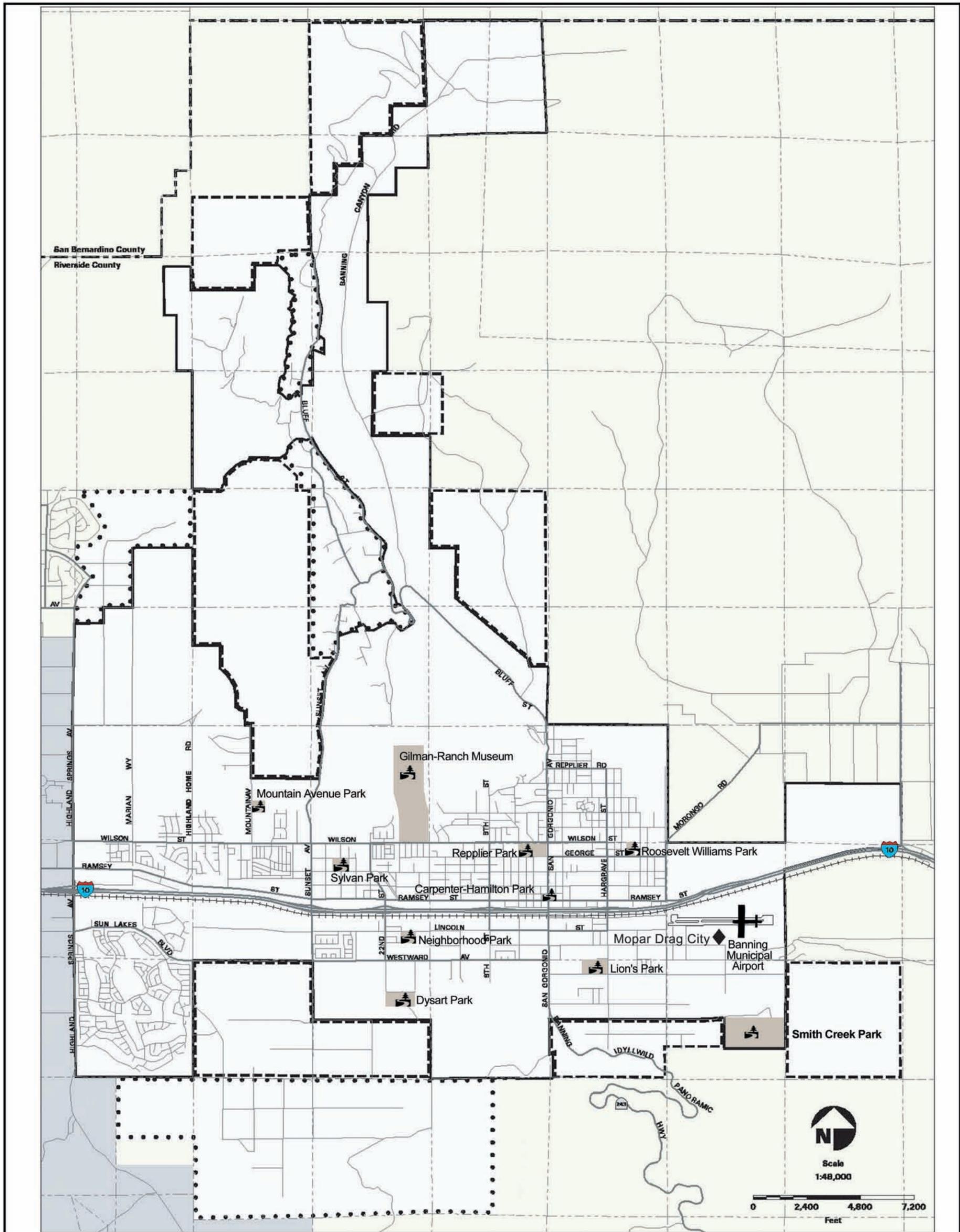
There are currently eleven parks within the City and its planning area. The following table lists each park, its classification, size and ownership status, and the amenities it offers.

**Table III-19  
City of Banning Parks Inventory**

<b>Park Facility Name</b>	<b>Parkland Classification</b>	<b>Acreage</b>	<b>Owner/Administrator</b>	<b>Amenities</b>
<b>Existing Facilities</b>				
Repplier	Neighborhood	13.6±	City	1,2,5,7,9,10,12,14,16,18,19,20,22,24
Sylvan	Neighborhood	7.8±	City	3,6,7,12,14,16,18,19
Roosevelt Williams (formerly Pass Valley)	Neighborhood	5.5±	City	3,7,9,12,14,16,18,19,21
Lions	Neighborhood	16.7± <sup>∞</sup>	City	1,12,13,14,16,18,19
Carpenter-Hamilton	Mini	0.20±	City	17
Dysart	Community	20±	City	7,8,9,10,12,15,18
Gilman-Ranch Museum	Regional	126	County	11
Deutch	Private	5	Deutch Co.	2,7,14
<b>Future Facilities</b>				
Mountain Avenue	Mini	3.1±	City	3,7,14,16,19
Unnamed	Neighborhood	7.5±	City	--
Smith Creek	Regional	150±	City	3,5,7,8,9,10,12,13,14,15,16,18,19,20,21,22,23,25,26,27
1=BASEBALL	8=EQUESTRIAN	15=CAMPING	22=SWIMMING	
2=SOFTBALL	9=COMMUNITY BLDG.	16=BARBEQUE GRILLS	23=FISHING	
3=BASKETBALL	10=SPECIAL EVENTS FAC	17=BENCHES/FOUNTAIN	24=SKATEBOARDS	
4=FOOTBALL	11=HISTORICAL./ INTERP.	18=PARKING	25= DRIVING RANGE	
5=TENNIS	12= RESTROOMS	19=PLAYGROUND	26=RESTAURANT	
6=TEE BALL	13=CONCESSION	20=AMPHITHEATRE	27=COMMERCIAL/HOTEL	
7=OPEN GRASS/TURF	14=PICNIC AREA	21=HIKING /JOGGING TRAILS		

<sup>∞</sup>Of the 16.7± acres of lands at Lions Park, 9.1 are developed and 7.46 are undeveloped. The total "existing" acreage includes all 16.7± acres.

Exhibit III-9 shows the location of existing and proposed parks in the planning area.



Banning City Limits	Railroads	Public Parks
Banning Sphere of Influence	City of Beaumont	Proposed Parks
Banning Planning Areas		Public Recreation
County Line		
Township - Range - Section		
Major Roads		
Minor Roads		

## City of Banning General Plan

Parks and Recreation



Map Prepared on: February 11, 2004

## Existing City-Owned Parks

### *Replier Park*

Replier Park is located at 4<sup>th</sup> and George Streets. The 13.6± acre site contains passive and active recreation areas. Facilities include a playground and swings, a softball field, two tennis courts, a picnic shelter, picnic and barbecue areas, an outdoor amphitheater, passive turf areas and parking. The Park is home to the non-profit Playhouse Bowl Association summer concert series. It also features several community buildings, including the Boy Scout house, Girl Scout house, and the Laura May Stewart building. Park facilities may be rented for private and public functions.

The Banning Community Center and Banning Senior Center are also located at this site. The Banning Senior Center offers a wide variety of leisure and social services to senior citizens. In addition to Community Services Department offices, the Community Center includes the following recreational, sports and community facilities: gym/community room, basketball court, meeting rooms, and commercial-grade kitchen facilities. Full and part-time staff administer instructional classes, youth basketball, summer day camps, and after school programs. Community members may use the gym.

Replier Park is also the site of the Banning Municipal Pool Complex. The current facilities are being replaced with an activity pool with water slide and play features, office, snack bar and locker room facilities. The pool is utilized by Banning and Beaumont high school swim teams, the Pass Sting Rays Swim team, and is used for other community events throughout the year.

The City also plans to construct a skate park at this site. The facility will include approximately 10,000 feet of skating surface for skateboard and rollerblade use. Design and construction document preparation fees are being funded by Parkland Development Fees. In February 2004, the Morongo Band of Mission Indians contributed approximately 50 percent of construction costs towards completion of the skate park. Park users may be charged membership and use fees.

### *Sylvan Park*

Sylvan Park is located between Nicolet Street and West George Street, east of Sylvan Avenue. The 7.8± acre site includes passive and active facilities, including a tee ball field, a playground, a picnic shelter, picnic areas with barbecues, restrooms, two basketball courts, open space, and parking. Facilities may be rented for private and public functions.

### *Roosevelt Williams Park (formerly Pass Valley Park)*

Roosevelt Williams Park is located at George Street east of Blanchard Street. It encompasses 5.5± acres of passive and active recreational areas, including the 1,400 square foot Roosevelt Williams Recreation Center, a jogging path, a playground, a picnic shelter, picnic areas with barbecues, two and one-half basketball courts, open space, restrooms, and parking. Facilities may be rented for private and public functions.

### *Lions Park*

Lions Park is located at the northwest corner of Hargrave and Charles Streets. The park totals 16.7± acres, of which 9.1± acres are developed and 7.46± acres are undeveloped. Developed

areas provide for active recreation. The park serves as home to Banning Youth Baseball, Junior All-American Football practice field, and some Banning high school baseball/softball team practices. Facilities include concessions, two little league fields, one regulation baseball field, a youth and tot playground, picnic tables with barbecue grills, restrooms, and parking lots. Facilities may be rented for private and public functions.

#### *Carpenter-Hamilton Park*

Carpenter-Hamilton Park is a 0.20± acre mini-park located at the corner of Ramsey Street and San Gorgonio Avenue. It is a passive recreation facility with a fountain, benches, and landscaped areas.

#### *Dysart Park*

Dysart Park, at 2101 W. Victory Avenue, is a 20± acre active recreation facility with special events and equestrian facilities. The park currently serves as home for the annual Stagecoach Days Carnival and Rodeo event. Facilities include a lighted competition arena, warm-up arena, two-story announcers booth, a modular administrative building, modular restrooms, and vendors' pads with electrical hook ups. The park also includes turfed open space, as well as limited lighting, a graded parking area, and is the RV camping site for the city's park system.

### **Future City-Owned Parks**

#### *Mountain Avenue Park (working name)*

This currently undeveloped 3.1± acre park site is located at Mountain Avenue and Cypress Street. The park is currently being constructed and will include passive and active recreation areas, such as playground and swings, two half-court basketball courts, picnic and barbecue areas, and turfed open space areas. It is expected to be complete before the end of 2004.

#### *Neighborhood Park*

This unnamed neighborhood park site is located along the south side of Lincoln Street west of 22<sup>nd</sup> Street, and will be adjacent to a future Banning Unified School District school. No timetable has been set for development of this 7.5± acre site, however, it is expected to include both active and passive recreational facilities.

#### *Smith Creek Park*

The 150± acre Smith Creek Park site is located at the eastern terminus of Porter Road, north and south of Smith Creek. Currently (2004) there is no timetable set for development of this site. However, a master plan has been designed that will include both passive and active space. If developed according to the existing plan, the park will include equestrian facilities, including trails, stables, trailer parking, grandstand, a riding ring, storage pen, and locker facilities. Other areas of the site will feature a fishing lake, dock, swimming lagoon with water slides, a community center, and picnic and RV camping facilities. An amphitheater, tennis courts, clubhouse, driving range and swimming pool will also be constructed, according to the plan, as well as a commercial retail center including restaurants and a hotel. A community park complex will feature playgrounds, basketball and tennis courts, picnic areas, shade structures, and pathways.

### **Additional Facilities**

The San Bernardino National Forest includes lands in the San Jacinto and Santa Rosa Mountains in and near the planning area. A biologically diverse resource, the Forest provides for recreational opportunities such as hiking, horseback riding, hunting, fishing, and mountain biking. Visitors to the Forest during winter months may also snow ski, snowboard and snowmobile during winter months.

In addition to the facilities listed above, there are other public and private recreation opportunities in the planning area. These include:

#### Public Facilities

The County of Riverside Regional Park & Open Space District operates an interpretive historical museum in Banning. The Gilman Ranch and Museum is located at Wilson and 16<sup>th</sup> Street, and consists of 126 acres encompassing a wagon museum, blacksmith shop and other historical buildings. The County provides educational and interpretive programs of life in the time period that the Gilman Ranch operated.

#### Private Facilities

*Deutch Park* is privately owned and administered by the Deutch Company. The approximately 5-acre park is located on Barbour Street east of Hathaway Street. It includes picnic areas, a softball field, and turf/open space. It is open to Deutch Company employees. While it is made available to outside parties for private functions on a limited basis, it is generally not open to the public.

*Mopar Drag City* is a quarter-mile drag racing facility under construction near the Banning Municipal Airport on Barbour Street. Privately owned, the approximately 60-acre Mopar Drag City racing facilities will be sanctioned by the National Hot Rod Association. It will feature state-of-the-art timing systems.

#### *Morongo Band of Mission Indians Community Center*

The Morongo Band of Mission Indians Community Center opened in February 2004 and is located at 13000 Fields Road. The Tribe offers after school programs to tribal children five days a week, with additional programs on Saturdays. Recreational facilities on-site include basketball courts, weightlifting, indoor soccer, tether balls, pool tables, games and a playroom. The Center plans to provide arts and crafts and cooking and baking classes, and will sponsor a drum and drill team. Programs and services are available only to members of the Tribe or their descendents.

### **Parks Planning and the Parks Master Plan**

A fundamental component to parks planning is to assess the needs of the community. A local needs analysis should take into account the particular demographic characteristics of the City's residents and visitors, and should be adjusted for any opportunities or limitations that exist or may occur in the future. The main objective is to identify areas where parks are needed and to develop definitive standards and policies for meeting the desired conditions.

The City of Banning's Parks and Recreation Master Plan was prepared in 1990. It included needs assessment based on the City's 1990 population and demographics, and projected growth over a five-year period. Recreation service areas were identified. In addition to the park unit

classifications described above, the Master Plan identified a need for one additional category, Special Events facilities. Dysart Park, described above, provides special events facilities for equestrian events.

The Quimby Act (Government Code Section 66477) allows local governments to adopt an ordinance to require the dedication of land or payment of fees for park and recreational purposes. The dedication of lands and payments of in-lieu fees are specifically directed toward the provision of park and recreation areas, and are applied as a condition of approval of a tentative tract or parcel map. In addition to single-family home subdivisions, the City can also consider in-lieu fees for additional parks in non-subdivision related development such as apartment complexes. The Quimby Act further states that the amount of land dedicated, or fees paid, is to be based on residential densities resulting from approval of a tentative subdivision map or residential development plan. Quimby Act fees can be used for the purchase of land, but may not be used for improvements or maintenance of parks. Although the City had a Quimby Ordinance in place at one time, it has since been repealed. A Parkland Development Fee is currently imposed on development projects in the City. However, the Quimby Act allows only for the purchase of lands to be used for parks, and can be implemented separately from a Parkland Development Fee.

The City’s Parks Master Plan establishes a population/acreage ratio standard for parkland within the planning area of 5 acres per thousand. The City’s population, based on California Department of Finance 2003 estimates, is 25,500. Using the City’s standard of 5 acres of parkland per thousand population, the City currently needs a total of 128± acres of parks. It currently owns approximately 64 acres of developed parks, and approximately 161 acres of undeveloped parklands. At buildout utilizing this recommended standard, with a total population of 70,101, the City will need 351 acres of parkland in the current City limits, 35 acres in the current sphere of influence, and 25 acres in the current planning area, for a total of 411 acres.

The Plan provides standards for recreation service areas for distribution, size and service radii for neighborhood, community, mini and special parks, and for play fields. These standards are adapted from sources that include the Urban Land Institute, NRPA Standards, and American Society of Landscape Architects for facility and space standards.

**Table III-20  
Standards for Recreational Service Areas**

<b>Type of Park Area</b>	<b>Acres/1,000 Population</b>	<b>Ideal Site Minimum Size</b>	<b>Size/ Radius of Area Served</b>
Playgrounds	1.5	4 ac/2ac	0.5 miles
Neighborhood	2.5	10 ac/5 ac	0.5 miles
Play Fields	1.5	15 ac/ 10 ac	1.5 miles
Community Parks	3.5	100 ac/40 ac	3.0 miles
Special Parks	3.0	150 ac/10 ac.	10.0 miles

Source: Table II-8, City of Banning Parks & Recreation Master Plan

## **Land Acquisition and Funding Mechanisms**

In addition to the Quimby Act, there is legislation to help cities acquire and preserve areas for recreational use. Although funding for the acquisition of additional parkland can be difficult for many cities, there are statewide programs to help facilitate parkland financing. The following discussion provides a summary of these options.

*Development Impact Fees* – apply only to new development and may only be assessed for new capital costs related to the new development where a defined beneficiary relationship to cost can be established. Within these limitations, Park Facility fees may be established for all land uses under the premise that residents, workers, shoppers and tourists use City Parks.

*Development Agreements* – are contracts between the City and a developer that outline in detail the responsibilities of each party, resulting in a commitment to the developer of vested rights to subdivide and develop. With development agreements, the developer is assured the right to develop in exchange for negotiated exactions, which can include parks or park fees.

The above funding mechanisms are private development project-specific and stem directly from project development. Other funding sources stem from individual proposed projects. They include:

- Mello Roos Districts
- Benefit Assessment Districts
- General Obligation Bonds
- Adopt-A-Park
- Special Tax Revenues & Redevelopment Agency Funding

### Park Development and Funding Mechanisms

Funding for development of parklands the City has already acquired is also available through federal and state programs and legislation. Following is a brief discussion of some these programs.

*Land and Water Conservation Fund Grants* is a federal program to provide assistance to states and local jurisdictions in preparation of Statewide Comprehensive Outdoor Recreation Plans (SCORPs) and acquisition and development of outdoor recreation areas and facilities for the general public. Grant funds may be used for development of outdoor recreation projects and support facilities. Funds are allocated to states and may be used for statewide planning. Funds allocated to California are administered by the State Liaison Officer (SLO), who is the Director of the State Department of Parks and Recreation. Application for these grants is made through the California Department of Parks and Recreation, Office of Grants and Local Services.

*Community Development Block Grants (CDBG)* is a federal program for the development of viable urban communities. Cities develop their own programs and funding priorities. Projects for which funds may be used include, but are not limited to, acquisition, rehabilitation or construction of certain public works facilities and improvements, economic development, and certain public services, with some restrictions

*Urban Park and Recreation Recovery Program* matching grant funds (50 percent federal/50 percent local) are for the development of local park and recreation system recovery plans. Rehabilitation grant funds (70 percent federal/30 percent local) are for the purpose of rebuilding, remodeling, or expanding existing facilities. Innovation grants are matching grants (70 percent federal/30 percent local) to cover costs of personnel, facilities, equipment, supplies or services designed to demonstrate innovative and cost effective ways to enhance park and recreation opportunities at the neighborhood level.

In addition to these federal programs, the State of California has also enacted legislation to assist local jurisdictions with acquisition and development of parklands. These include:

*The Urban Park Act of 2001* – to finance the acquisition and development of parks, recreation areas, and facilities in neighborhoods currently least served by park and recreation providers.

*California Clean Water, Clean Air, Safe Neighborhood Parks, and Coastal Protection Act (Proposition 40)* – this legislation funds the following Resources Bonds to fund park improvements and enhance recreational programs:

- State Urban Parks and Healthy Communities Program
- Youth Soccer and Recreation Development Program

## **TRAILS, PATHS & BIKEWAYS**

Bikeways, trails and pathways are an important recreational and community resource. A complete network of bikeways and pathways within an urban environment helps to reduce the reliance on cars, and contribute to a healthier city. By situating bikeways and pedestrian pathways in central locations, communities can create an entire network of alternative transportation, enabling residents and visitors to walk or bike to any destination. Biking and pedestrian access helps to promote a sense of community by encouraging people to interact and enjoy the amenities within the City.

Hiking trails provide access to areas within a natural setting, and an escape from the noise and stress of the urban environment. Hiking allows people to take pleasure in, and gain appreciation for, an area's natural resources and open space lands. It also provides a rejuvenating and energizing experience that is mentally, emotionally, physically and spiritually rewarding. A local trails system creates a recreational setting that offers many benefits to the community.

### **Bikeways**

Bicycle facilities are identified in I, II, or III classifications.



The Class I bikeway is a bicycle path that is completely separated from a roadway or highway, and is often in the form of a combined pedestrian and bicycle pathway.



Class II bikeways are signed and striped bicycle lanes within the paved section of the street. Class II bicycle ways provide a restricted right-of-way, with through travel by motorists or pedestrians prohibited, but with cross flows of pedestrian and motor traffic permitted.



Class III bikeways are designated but unmarked bike routes that are located on the street amidst vehicular traffic.

There are currently no bikeways within the planning area. Several Class II and III bikeways have been proposed along City streets. However, development of a network of bikeways is constrained by the existing condition of street right-of-ways. This issue is further addressed in the Traffic and Circulation Element.

### **Hiking Trails**

Hiking trails are another valuable recreational resource that offers many benefits to the community. A trails system creates a recreational setting that offers opportunities to explore open space, learn about wildlife habitats and other natural systems, and to escape the regular routine of urban life. In the planning area, the most hiking trails are located in the outlying areas in the hills and mountains that surround the region. The beauty of these open spaces entices residents and visitors to experience their scenery on foot. Outside of parklands, trails and associated open space are not to be counted as community park acreage.

The open space areas within the planning area that maintain hiking trails and facilities include the San Bernardino National Forest and the San Jacinto Mountains. Other than trails that occur in the San Bernardino National Forest, there are limited hiking trails in the planning area. A short

urban trail segment occurs in the City's southern area near Sunset Avenue and Westward Avenue. Another section occurs between Aspen and Mountain Avenues north of US-Interstate 10. These segments constitute minimally developed portions of a proposed trail system shown in the City's Parks and Recreation Master Plan. The system as proposed would provide access from parks, city streets, and the surrounding community via urban, foothill and wash/hill trails.

Several unmapped equestrian trails occur in the vicinity of the Smith Creek park site. Further, several equestrian trails are proposed within private subdivisions that have been approved for development, or are currently being reviewed.

Two regional trails are also planned or proposed through portions of the northern and eastern planning area, in conjunction with the Western Riverside County Multiple-Species Habitat Conservation Plan (MSHCP). The MSHCP is further discussed below.

#### Trail System Costs

The costs to develop a trail system can be significant when considering land or right-of-way acquisition, trail construction and continuing operation and maintenance. Therefore, it is important to secure the use of appropriate and cost-free easements from public and private landowners whenever possible. Taking into consideration construction costs alone, the average costs, based on the estimations of open space agencies in California and the United States are \$50,000 to \$80,000 for a paved trail, and \$6,000 to \$15,000 per mile for an unpaved trail. These costs include the construction of directly related facilities that may be required for a given trail, including signage, parking lots, bridges and wash crossings, landscaping, fencing and rest stations. Costs of land acquisition can vary significantly depending on the value of lands for other uses.

#### Funding Programs and Mechanisms

A variety of funding mechanisms and other methods are available to secure rights of way, and to construct and maintain these facilities. These include but are not limited to developer impact fees, dedication of easements and rights-of-way, monies from the Local Transportation Fund, Adopt-A-Trail programs, donated labor and materials, and granted conservation easements.

### **FUTURE DIRECTIONS**

Currently the City of Banning has approximately 64 acres of developed parklands, and 160 acres of lands that are undeveloped or are currently being developed for parks. The total 224 acres of parklands currently owned by the City is sufficient to satisfy its current standard of 5 acres of parkland per 1,000 population. The City should focus on identifying and pursuing funding sources for the development of parklands it currently owns. Development of Smith Creek Park should be a priority, as it would provide the City and region enhanced recreational facilities, but also provide for economic development opportunities.

The City's park system has largely developed around the core of residential and commercial development, which has primarily occurred along US Interstate-10. As the City's northern planning area continues to develop, the City should explore the acquisition of lands, or joint use

of existing facilities, to promote the development of parks in areas of the City where parklands do not currently exist.

The City should also focus on creating bikeways and pedestrian pathways along the City's arterial streets. An extensive biking and pedestrian network will provide a much-needed recreational facility for the City and the region. The network should be linked to important locations within the community to decrease the dependence on vehicles and to create a more healthy and livable City.

## **GOALS, POLICIES, AND PROGRAMS**

### **Goal 1**

A high quality public park system with adequate land and facilities to provide recreational facilities and activities for the City's residents.

### **Goal 2**

A comprehensive bikeway, trail and walking path system that connects homes to work places, commercial venues and recreational facilities, and which enhances the safety and enjoyment of cyclists, equestrians and pedestrians.

### **Policy 1**

Update the Master Parks and Recreation Plan so as to assure adequate parklands and facilities that meet the immediate and future needs of the community, and is complementary to the natural environment.

### **Program 1.A**

Update the City's parks master plan to address the proposed and anticipated parks and recreational facilities to be developed within the City.

**Responsible Agency:** Community Services Department, Public Works Department, Parks and Recreation Advisory Committee, Planning Commission

**Schedule:** 2005-2006, then every five years

### **Program 1.B**

The parks master plan shall maintain a standard of 5 acres of parkland per 1,000 residents.

**Responsible Agency:** Community Services Department, Parks and Recreation Advisory Committee

**Schedule:** Ongoing

### **Program 1.C**

Include dog parks, tennis courts and golf facilities in Parks Master Planning updates.

**Responsible Agency:** Community Services Department, Parks and Recreation Advisory Committee

**Schedule:** Ongoing

## **Policy 2**

The City will distribute parks and recreation facilities in a manner that is convenient to City neighborhoods and balanced within population concentrations.

### **Program 2.A**

The location and design of neighborhood parks shall consider neighborhood suggestions and input regarding facility needs, vehicular and pedestrian access, noise and lighting impacts, and public safety.

**Responsible Agency:** Community Services Department; Public Works Department; Parks and Recreation Advisory Committee.

**Schedule:** Ongoing.

### **Program 2.B**

City staff shall identify and prioritize park development projects based upon need, land availability, neighborhood suggestions and funding, and shall encourage the planting of trees as in parks and open spaces.

**Responsible Agency:** Community Services Department; Public Works Department; Parks and Recreation Advisory Committee

**Schedule:** Ongoing.

### **Program 2.C**

Investigate and identify the broad range of sources of financing and operating revenue, including Development Impact Fees, Mello Roos special districts, public/private ventures, state and federal grant opportunities, developer fees and inter-agency joint use agreements to supplement revenues collected for parks and recreation purposes.

**Responsible Agency:** City Manager's Office; Parks and Recreation Division; Community Services Department; Banning and Beaumont Unified School Districts

**Schedule:** Ongoing

### **Program 2.D**

Investigate and identify sources of development financing and revenue, including charitable organizations, state and federal grant opportunities to supplement revenues collected for development of parks and recreation facilities and programs.

**Responsible Agency:** City Manager's Office; Parks and Recreation Division; Community Services Department

**Schedule:** Ongoing

### **Program 2.E**

The City will consider the implementation of a Quimby Ordinance for the purchase of park lands for new developments as they occur.

**Responsible Agency:** Parks and Recreation Division; Community Services Department, City Council

**Schedule:** 2005-2006

### **Policy 3**

Require developers of new residential projects to provide on-site recreational and/or open space facilities in addition to City-wide park requirements.

#### **Program 3.A**

Encourage the planting of trees in parks and open spaces.

**Responsible Agency:** Community Services Department

**Schedule:** Ongoing

#### **Program 3.B**

Recreation facilities within projects will be maintained by the residents within the project either through a homeowners' association, assessment district or community facilities district.

**Responsible Agency:** Community Services Department

**Schedule:** Ongoing

### **Policy 4**

Encourage the development of recreational programs and activities that serve all population segments, including children, the elderly and the disabled.

#### **Program 4.A**

Develop a community education program for the City's parks and recreation facilities which focuses on the sense of community which parks and recreation facilities can foster.

**Responsible Agency:** Parks and Recreation Division; Community Services Department

**Schedule:** 2005-2006, Annually

#### **Program 4.B**

Develop advertising and publicity programs for recreational programs and events to encourage participation.

**Responsible Agency:** Community Services Department; Public Works Department; Parks and Recreation Advisory Committee

**Schedule:** Annually

#### **Program 4.C**

Develop and distribute educational materials relating to the planting and maintenance of drought tolerant landscaping on private property.

**Responsible Agency:** Community Services Department; Public Works Department; Parks and Recreation Advisory Committee

**Schedule:** 2006-2007

### **Policy 5**

The City shall consider alternative methods of providing park and recreational amenities to meet future population demands.

**Program 5.A**

Support the development of private recreational ventures that will serve the general population.

**Responsible Agency:** Planning Department; Community Services Department; Economic Development Department

**Schedule:** Ongoing

**Program 5.B**

Develop a program by which the City can accept parkland gifts and dedications that would be beneficial to the community.

**Responsible Agency:** City Attorney; Planning Department; City Council

**Schedule:** 2005-2006

**Program 5.C**

Develop a program that establishes public participation in tree or landscaping planting efforts to commemorate special civic occasions.

**Responsible Agency:** Community Services Department; Public Works Department; Parks and Recreation Advisory Committee

**Schedule:** 2006-2007

**Policy 6**

The City shall develop and implement plans for a coordinated and connected bicycle lane network in the community that allows for safe use of bicycles on City streets.

**Program 6.A**

The City shall inventory all streets for potential Class I, Class II and Class III bikeways, and shall program their installation in its Capital Improvement Program.

**Responsible Agency:** Planning Department; Engineering Division; Public Works Department; Planning Commission; City Council

**Schedule:** 2005-2006.

**Program 6.B**

Class I bikeways and sidewalks should be installed on both sides of Wilson Street, Ramsey Street, and Lincoln Street, and other major streets where sufficient right-of-way is available.

**Responsible Agency:** Engineering Division; Public Works Department

**Schedule:** 2005-2006, Ongoing

**Program 6.C**

Class II bikeways and sidewalks should be designated on all existing arterial streets that have sufficient width to safely accommodate bicycle travel lanes.

**Responsible Agency:** Planning Department; Engineering Division; Public Works Department

**Schedule:** 2005-2006.

**Program 6.D**

The City should designate Class III bikeways only where Class I and Class II facilities are not feasible.

**Responsible Agency:** Planning Department; Public Works Department

**Schedule:** Continuous.

**Policy 7**

The City should continue to work with the Morongo Band of Mission Indians and neighboring cities and communities to create a regional bicycle and trail network.

**Policy 8**

The City shall provide for a comprehensive, interconnected recreational trails system suitable for bicycles, equestrians and/or pedestrians.

**Program 8.A**

Evaluate the practicality of utilizing flood control channels for multi-use trails, where flooding and safety issues can be accommodated, and negotiate inter-agency agreements for this purpose.

**Responsible Agency:** Planning Department

**Schedule:** 2005-2006.

**Program 8.B**

Evaluate the practicality of developing a multi-use trails system along the Banning Bench adjacent to and extending into San Bernardino National Forest lands, where environmental and safety issues can be accommodated, and negotiate inter-agency agreements with the U.S. Forest Service for this purpose.

**Responsible Agency:** Planning Department, U.S. Forest Service/San Bernardino National Forest

**Schedule:** 2005-2006.

**Program 8.C**

Establish a multi-purpose trail between Dysart Park and Smith Creek Park, suitable for equestrian, bicycle and pedestrian use.

**Responsible Agency:** Community Services Department; Public Works Department; Parks and Recreation Advisory Committee

**Schedule:** 2005-2006, ongoing as development occurs

**Policy 9**

Motorized vehicles shall be prohibited on City trails.

**Program 9.A**

The City shall develop a non-motorized trail system and associated ordinances and other required implementation programs.

**Responsible Agency:** Public Works Department, Planning Commission, City Council

**Schedule:** 2006-2007

**Program 9.B**

The non-motorized trail system shall be funded, to the greatest extent possible, by new development.

**Responsible Agency:** Public Works Department

**Schedule:** 2006-2007

**Program 9.C**

The routing and facilities required in the non-motorized trail system Plan shall be incorporated into the Development Impact Fee when the Plan is adopted.

**Responsible Agency:** Public Works Department

**Schedule:** 2006-2007

# HOUSING ELEMENT

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## INTRODUCTION

The Housing Element of the General Plan is a comprehensive statement by the City of Banning of its current and future housing needs and proposed actions to facilitate the provision of housing to meet those needs at all income levels. The policies contained in this Element are an expression of the statewide housing goal of "attaining decent housing and a suitable living environment for every California family," as well as a reflection of the unique concerns of the community. The purpose of the Housing Element is to establish specific goals, policies and objectives relative to the provision of housing, and to adopt an action plan toward this end. In addition, the Element identifies and analyzes housing needs, and resources and constraints to meeting these needs.

The Banning Housing Element is based on four strategic goals: 1) creating housing opportunities for current and future residents, 2) neighborhood preservation and improvement of the housing stock, 3) environmental sensitivity and compatibility of new development, and 4) equal housing opportunity. One of the City's highest priorities is to improve the large number of older housing units in the City's that are substandard. Much of the City's available housing funding will be directed to programs that address this need. At the same time, Banning recognizes the need for additional housing affordable to low- and moderate-income households as the population grows and to accommodate existing residents who do not have suitable, affordable housing.

In accordance with State law, the Housing Element is to be consistent and compatible with other General Plan Elements. Additionally, Housing Elements are to provide clear policy and direction for making decisions pertaining to zoning, subdivision approval, housing allocations, and capital improvements. State law (Government Code Sections 65580 through 65589) mandates the contents of the housing element. By law, the Housing Element must contain:

- An assessment of housing needs and an inventory of resources and constraints relevant to meeting those needs;
- A statement of the community's goals, quantified objectives, and policies relevant to the maintenance, improvement and development of housing; and
- A program that sets forth a five-year schedule of actions that the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the Housing Element.
- The housing program must also identify adequate residential sites available for a variety of housing types for all income levels; assist in developing adequate housing to meet the needs of low- and moderate-income households; address governmental constraints to housing maintenance, improvement, and development; conserve and improve the condition of the existing affordable housing stock; and promote housing opportunities for all persons.

## EVALUATION OF PRIOR HOUSING ELEMENT

The City of Banning has had many difficulties in implementing its housing program goals throughout the last ten years. These difficulties can be greatly attributed to staffing shortages. The community development department was lacking the staff needed to realize the housing program goals and the Redevelopment Agency did not have a specific person assigned until January 2000. The City has been catching up in the last year and has made strong head way in starting to implement several programs as noted below. The Redevelopment Agency has implemented several programs and is diligently working within the community. Unfortunately, the Redevelopment Agency relied heavily on the Banning Partners for a Revitalized Community (BPRC) to implement many of the programs listed in the Housing Element. Since the BPRC has been inactive for the last year, many programs have been discontinued. The Agency is looking to other non-profit organizations to implement the programs.

For each program, the program text is reproduced below, along with the text of the program goal. The evaluation of each program follows that statement of program goals.

### **1. Neighborhood Reinvestment Corporation/Banning Partners for a Revitalized Community:**

The Neighborhood Reinvestment Corporation (NRC) is a nonprofit corporation authorized by congress to encourage neighborhood revitalization for the benefit of current residents. The NRC assists residents of neighborhoods in which the housing stock is deteriorating, and where there is a substantial degree of homeownership, to form Neighborhood Housing Services Programs (NHS). Each NHS is a locally initiated and funded private non-profit corporation governed by a working partnership of residents, business leaders, and government representatives. The NRC provides a \$30,000 grant to each NHS developing and maintaining the NHS. A small NHS staff operates from an office located in the neighborhood and provides a variety of housing services including rehabilitation counseling; construction monitoring; financial counseling; community involvement.

**Program Goals:** The goals of the BPRC in relation to housing will be two fold: to facilitate the rehabilitation of substandard structures, and to provide financial and technical assistance in the development of affordable housing. Based on the magnitude of deteriorated housing in the central/eastern portion of the City, the BPRC has indicated that housing rehabilitation is a high priority (new construction goals are discussed under program 14-NON Profit Construction). Low interest deferred loans will be offered to low and moderate income households, with a maximum loan amount of \$30,000. The specific terms of the loans will be based on the property owner's ability to pay. Low income overcrowded households, and households with a handicapped resident(s) will be specifically targeted for rehabilitation assistance. In addition, the BPRC helps tenants with their first month's rent. While the organization had not yet adopted a specific work program, for purposes of the Housing Element, the goal will be to rehabilitate 10 dwelling units on an annual basis, beginning in 1991. To the extent additional monies become available, a greater number of units will be able to be rehabilitated.

**Program Evaluation:** In 1995, a Roof Loan Program was established. It was primarily funded by BPRC and partially supplemented with a \$500 grant from the Redevelopment Agency. Eligible participants had to live within the City limits and have low or moderate incomes. In 1996 the

Redevelopment Agency did not have available funds for the program and it was discontinued. There are no accurate records of the number of homes assisted under this program.

There is not a need to reestablish this program because it is included in the newly created Exterior Rehabilitation Assistance Program. This program is more encompassing and is explained more completely in Program Evaluation number two.

**2. Home Improvement Program:** The Riverside County Community Development Department administers a Home Improvement Program to provide loans to eligible lower income families for necessary home repair and rehabilitation work, including room additions to alleviate overcrowding. The Program provides low interest loans, deferred payment loans, and loans for mobile-home repair. Cooperating cities transfer Community Development Block Grant (CDBG) funds, and any other targeted funding, to the County for implementation of home Improvement Programs in their jurisdiction. The County will tailor rehabilitation programs to meet the specific needs of cooperating cities.

**Program Goals:** The City of Banning receives approximately \$400,000 in CDBG funding on an annual basis. Based on the extent of housing deterioration present in Banning, the Housing Element recommends the City enter into a cooperative agreement with the County for implementation of the Home Improvement Program by the end of 1991. Banning should then commit to directing a portion of its CDBG monies toward the Home Improvement Program, with an annual assistance goal of 10 households.

**Program Evaluation:** The Redevelopment Agency established a Housing Exterior Rehabilitation Assistance Program (ERA) to assist low and moderate-income households in upgrading the exterior of their homes. Eligible applicants have household incomes 80% or less of the Riverside County median. The Program provides up to \$7,500 per property for improvements, such as new roofs, paint and yard clean up. Under this program, the homeowner is required to reside in the home for seven years. Should the homeowner not occupy the property for a contiguous thirty-day period in one calendar year, the funds originally granted shall be returned to the Redevelopment Agency. During the last year, one house has been completed, twelve are in process, and twelve more are on the waiting list. The Agency will continue the ERA Program through its Five-Year Implementation Plan for the Downtown and Midway Redevelopment Project Areas.

**3. Senior Home Repair Program:** In addition to the Home Improvement Program, the County of Riverside also administers a senior home repair program. This program provides grants of up to \$500 to low-income senior citizens for minor home maintenance needs. The grant covers the cost of materials; labor is provided free of charge.

**Program Goals:** The City of Banning will continue to cooperate with the County of Riverside for programs implementation, and contribute financially to the program. Based on the significant number of senior citizen households.

**Program Evaluation:** Currently it provides up to \$500 to low/moderate income seniors for repair of identified health and safety concerns in their residence. In 1995 the program committed and expended \$63,107. Those funds assisted 212 very-low income and 16 low-income seniors. In

1996 the Program was discontinued due to lack of available funds. Senior home repair needs can be accommodated under the ERA program, but the overall funding level may exceed the demand.

**4. Rental Rehabilitation Program:** In addition to the CDBG funded rehabilitation programs for single-family homes, the County also operates a separately funded Rental Rehabilitation Program to encourage rehabilitation of substandard apartment buildings or single-family homes used as rental. Through the Rental Rehab Program, the County offers up to 50% deferred loan to pay towards the total cost of a rehabilitation project, with the balance financed through a 6% interest rate loan. To qualify for a Rental Rehab subsidy, more than 70% of the building's tenants must be low or moderate income.

**Program Goals:** This program can provide needed rehabilitation assistance to rental properties in Banning's older neighborhoods. In order to expand its usage, the City should contribute CDBG and/or redevelopment set aside funds as needed to assist property owners in obtaining funding for 50 percent matching fund requirement. The goal of this program is to achieve rehabilitation of five units annually.

**Program Evaluation:** The availability of funding to Banning under the County's Rental Rehab Program (now called the "Multi-Family Rehab Program") was discontinued for an unknown reason. Attempts to contact the Riverside County Economic Development Agency to determine the reasons for discontinuing funding under this program have not been successful. Because the rehabilitation of substandard multi-family housing will be an on-going need in Banning, the City will include the Multi-Family Rehab Program among the menu of funding options that it will seek to implement the updated Housing Element if the City determines that it can qualify for this source of County funding.

**5. Code Enforcement:** The objective of the City's code enforcement program is to bring substandard housing units into compliance with City codes. Potential code violations are identified based on complaints reported to the City, and often through property maintenance inspections. If the structure appears unsound, a City building official will schedule a meeting to inspect the residence and prepare a written notice as to any existing deficiencies. The property owner is given a reasonable time frame in which to respond, and is given extra time if progress is demonstrated.

**Program Goals:** The City will continue its sensitive enforcement of residential Building codes, and will expand the program to inform property owners in violation of City codes of any rehabilitation assistance he/she may be eligible for in correcting code violations.

**Program Evaluation:** While the City notifies residents of non-compliance with the Building codes, they have not expanded the program to include information of possible rehabilitation assistance. The City has been understaffed and unable to train available staff to know the County assistance programs. If residents specifically ask about assistance, they are referred directly to the County.

**6. Purchase of Abandoned Homes:** In order to upgrade and revitalize blighted neighborhoods and deteriorated residential units, the City of Banning Redevelopment Agency will purchase abandoned homes and provide necessary rehabilitation.

**Program Goals:** Assist in the rehabilitation of 3-5 units per year.

**Program Evaluation:** In 1995, the Redevelopment Agency worked with Banning Partners for a Revitalized Community (BPRC) and Apollo Construction in developing a HOME Grant Application. The application proposed to purchase, rehabilitate and then sell abandoned and/or troubled single family properties to first time homebuyers. The concept of the Program was to purchase homes using HOME Program funds and then rehabilitate them using a portion of Agency dollars. The Program application was approved and was active for a two-year period. In 1995, the Program committed \$61,866 and expended \$10,110. During that year, they purchased two homes, rehabilitated one home and sold it to a family with children, and was in the process of completing another. Unfortunately, however, the Program was not as busy in 1997 because of a restructuring of BPRC and change in the partnership involving Apollo Construction. No new units were rehabilitated in that year. Because of the currently dormant BPRC, this program has been discontinued.

Although this particular program is no longer available, the Redevelopment Agency purchased four homes in 2000 through a HUD program. This is a key program that has great potential for saving and rehabilitating existing housing stock for affordable housing needs. The Agency is attempting to partner with either the local chapter of National Habitat for Humanity or another non-profit organization to work together in restoring these homes.

**7. Land Use Element/Zoning Ordinance:** Planning and Regulatory actions to achieve adequate housing sites offering a range of housing types and styles include the Land Use Element of the General Plan and the Zoning Ordinance. A variety of residential types is provided for in Banning ranging from one to 24 dwelling units per acre, with higher densities achievable through density bonus provisions. The residential development capacity under the Banning Land Use Plan is adequate to meet the City's share of regional housing needs, which have been identified as 3,518 dwelling units though July 1994.

**Program Evaluation:** Between 1990 and 2000, 1,573 dwelling units were approved by building permit in Banning. Of these units:

- 1,330 (85%) were single-family detached homes at densities between 0.5 and 6 dwelling units per acre (typical densities of 4 – 5 units/acre). Typical prices for these homes (high \$90,000s to mid \$100,000s) were affordable to households earning 80% or more of the Riverside County median income.
- 142 were housing units in two-unit structures (primarily duplexes) that are estimated to be affordable to households earning 65% or more of the Riverside County median income (based on recent rents for these types of units).
- 92 were housing units in structures of five units or more (rental apartments) that were estimated to be affordable to households earning 50% or more of the Riverside County median income.
- 9 dwelling units were mobilehomes that were estimated to be affordable to households earning 50% or more of the Riverside County median income.
- There are ample opportunities for development of various types of residential housing within the City on vacant and unimproved sites.

**8. Site Suitability Criteria:** Low and moderate-income housing development should be located on sites, which are not only physically adequate but also suitable for such development. These aims can be facilitated by having a set of “site suitability criteria” by which to judge the merits of potential project sites. These criteria will provide a yardstick for the City to identify and evaluate potential sites for low and moderate cost housing. Criteria for affordable housing could be implemented through the City’s Zoning Ordinance.

In establishing its own criteria, the City should consider those already set forth by other jurisdictions, including the State and Federal governments. Criteria for grading the suitability of sites may include the following:

- Services available to the Site (e.g., public transportation essential shopping facilities, education facilities, etc.)
- Neighborhood Characteristics (e.g., adjacent land uses, proximity to employment opportunities, environmental consideration, noise levels, etc.).
- Physical Aspects of the Site (e.g., topography, off-site improvements, etc.).

The City will develop its own criteria for incorporation into the Zoning Ordinance. The City’s intent in adopting and implementing the criteria is not to be more restrictive than other levels of government.

**Program Evaluation:** While the City did not incorporate specific criteria into the Zoning Ordinance regarding site suitability of affordable housing projects, there are general procedures available within the Design Review Article. These general procedures seem to have been sufficient in aiding the City to evaluate appropriate sites.

**9. Sites for Homeless Shelters/Transitional Housing:** The City of Banning has an estimated homeless population of up to ten persons at any given time. Based on Banning’s location astride a major interstate highway, combined with the railway, which runs through the City, Banning receives a number of individuals and families who become stranded as a result of transportation difficulties. While the City contributes to a local coalition of churches (HELP) to assist in providing services to area homeless persons, including motel vouchers, there remains an unmet need for emergency shelter in the community.

Housing Element policy calls for the City to continue to coordinate with local social service providers, such as local churches, to address the needs of the homeless. In addition, the City will amend its Zoning Ordinance to permit the development of transitional housing in multi-family residential zones in locations close to services, and to permit emergency shelters in commercial and industrial zones, subject to Conditional Use Permit. These Zoning Ordinances revisions will be made by the close of 1991.

**Program Evaluation:** Although the City did not amend its Zoning Ordinance to permit homeless shelters or transitional housing in multi-family residential zones, the City has continued with its motel vouchers program. There is insufficient data available to appropriately evaluate the success of this program. However, it is known that eight individuals and three families used motel

vouchers between 1994-1995, three individuals used them between 1995-1996, and seven used them between 1996-1997.

**10. Section 8 Rental Assistance Payment/Housing Vouchers:** The Section 8 rental assistance program extends rental subsidies to low-income families and elderly which spend more than 30 percent of their income on rent. The subsidy represents the difference between the excess of 30 percent of the monthly income and the actual rent. The vouchers program is similar to Section 8 Program, although participants receive housing. Unlike in the certificate program, participants are permitted to rent units beyond the federally determined fair market rent in an area, provided the tenant pays the extra rent increment. Rental assistance not only addresses housing affordability, but also overcrowding by allowing families, which may be “coupling up” to afford their own housing.

**Program Goals:** It is impossible to know how many additional housing vouchers the City will actually receive from HUD. However, based on previous allocation levels, the City’s goal will be to secure an additional five rental subsidies annually. The City can facilitate use of Section 8 program in jurisdiction by encouraging apartment owners to list available rental units with the County Housing Authority for potential occupancy by tenants receiving Section 8 certificates.

**Program Evaluation:** The Redevelopment Agency has continually worked with the Riverside County Housing Authority in administering Section 8 assistance. The City has no control over the administration of this program and can only use it as a resource in which to refer residents. It is unknown how many families the County have supported, however, Westview Terrace, a 75-unit multi-family complex, currently participates in HUD's Section 8 program. Currently, the Housing Authority reports 286 families waiting for Section 8 vouchers. There are currently 70 vouchers issued to the residents of Banning, the Countywide waiting list for people to receive vouchers is about 22,000, it is unknown how many of them are from the Banning area.

**11. Density Bonus:** Pursuant to State density bonus law, if a developer allocates at least 20% of the units in a housing project to lower income households, 10% for very low income households, or at least 50% for “qualifying residents” (e.g. senior citizens), the City must either a) grant a density bonus of 25%, along with one additional regulatory concession to ensure that the housing development will be produced at a reduced cost, or b) provide other incentives of equivalent financial value based upon the land cost per dwelling unit. Regulatory concessions may include such items as reduction in fees, modified development standards, e.g. parking or allowances for mixed use on a residential property. The developer shall agree to, and the City shall ensure, the continued affordability of all lower income density bonus units for a minimum 30-year period.

**Program Goals:** The goal of this program is to adopt and implement the “Density Bonuses and Other Incentives for Lower Income and Senior Housing” ordinance by the end of 1991.

**Program Evaluation:** Although the ordinance was adopted in November 1991, no developer has taken advantage of this program. Due to the real estate market in the last 10 years, there is not a demand for dense development. The current low land prices allow ample opportunities for housing development. The preferred housing type is a large-lot single-family unit, not dense multi-family homes. In addition to the current market, developers are reluctant to use the program because they are unwilling to ensure the continued affordability of the bonus units.

**12. Mortgage Revenue Bond Financing:** The County of Riverside has established two revenue bond housing programs to increase the supply of affordable housing in the County- the Multi-Family Revenue Bond Program and the Single Family Residential Mortgage Revenue Bond Program. Under these programs, tax-exempt bonds are issued to provide funds for construction and mortgage loans to encourage developers to provide both rental and for-sale housing which is affordable to lower income families and individuals.

The Multi-Family Bond Program is designed to make financing available to Developers for the construction of multi-family residential rental units in the County. In order to receive financing through the bond program, developers must reserve for 10 years, 20 percent of the units for rental by families income in Riverside County. In addition, for recent projects, half of the lower income units must be reserved for occupancy on a priority basis for tenants who generally earn 50 percent or less of the median income. Projects financed after the passage of the 1986 Tax Reform Act must commit their 20% designated units for a period of 15 years.

The Single Family Residential Mortgage Revenue Bond Program is designed to provide mortgage loans to first-time homebuyers whose incomes do not exceed maximum Federal limits. Buyers must also intend to live in the homes as their principal residence. Mortgage loans offered under the bond program generally have lower interest rates than conventional loans. Loans are made available for attached and detached single-family residences primarily in eligible developments at various locations throughout the County.

**Programs Goals:** Bonds provide a cost-effective mechanism the City can utilize to promote affordable ownership and/or rental opportunities. The City's participation in bond financing can be limited to sponsoring programs and funding administrative costs. A future goal of one bond-funded housing projects has been established for the five-year period of this Housing Element.

**Program Evaluation:** The Redevelopment Agency authorized Mortgage Revenue Bonds to provide low-interest mortgages for homebuyers in the City's Sun Lakes Development located in The Highland Springs Redevelopment Project Area in 1997. The mortgage program was terminated shortly thereafter because of the inactivity of the Highland Springs Redevelopment Project Area.

**13. Mortgage Credit Certificate Program:** The County of Riverside has initiated a mortgage credit certificate program for first time homebuyers. Through the program, qualifying households receive a 20% credit on their annual home mortgage interest payments over the life of the mortgage.

**Program Goals:** The City of Banning should maintain its cooperative agreement with the County for the mortgage credit certificate program and should assist the County in advertising the program through distribution of program brochures to local realtors and residential sales offices.

**Program Evaluation:** The City has maintained its cooperative agreement with the County and has advertised the program by distributing pamphlets in appropriate sites throughout the city. The County has not issued any certificates within the last two years, but continues to initiate yearly public meetings within the City to inform residents of available programs.

**14. Shared Housing:** Many seniors who would prefer to live independently resort to institutionalized living arrangements because of security problems, loneliness, or an inability to live entirely independently. The shared housing programs operated by the County assists low income individuals 18 years of age and older in locating roommates to share existing housing in the community; the majority of the program’s applicants are senior citizens. Services offered include information and referral, outreach, client counseling, placement and follow-up.

**Program Goals:** The City of Banning should assist the County in advertising the shared housing program through placement of program brochures in key locales throughout the community. The quantified objective of this program is to achieve 10 roommate matches on an annual basis in Banning.

**Program Evaluation:** The Redevelopment Agency does not have any brochures regarding the County’s services and needs to acquire some for distribution. The City has not maintained records regarding the number of matches achieved under this program. Because this program requires a relatively modest effort to address an important need in the community, the City has decided to continue this program. A higher level of achievement could result with increasing marketing and public awareness of the program.

**15. Nonprofit Construction:** A non-profit housing corporation works to develop, conserve and promote affordable housing, either owner or renter-occupied. Particularly in relation to senior citizens housing (such as HUD Section 202 projects), the non-profit is often a local religious organization interested in developing affordable housing. The non-profit is often involved with what is called “assisted housing”, where some type of government assistance (such as Section 8) is provided to the individual household to keep rents affordable.

**Program Goals:** The BPRC will help meet the City’s goals for additional affordable housing by implementing or assisting with the implementation of new construction projects. The City will facilitate the creation of affordable housing in two regards: a) through continued financial support of the BPRC; and b) through development standards, and density increases. Given this City assistance, the BPRC has established an annual new construction goal of six units affordable to low income households, and ten units affordable to moderate income households.

**Program Evaluation:** The BPRC is not currently active and this program has not been utilized. No other non-profit or for-profit developers have expressed interest in constructing affordable housing units. In place of constructing new housing, the Redevelopment Agency has looked to other means to create affordable housing units. HUD repossessed four dilapidated homes in 2000 that had not sold on the market and sold them to the City. The homes need major improvements and the City is looking to partner with a non-profit organization to make the necessary repairs. Once rehabilitated, the homes will be available to low-income families.

**16. Assisted Affordable Housing Development:** The City’s Redevelopment Agency will work with non-profit and for profit developers to assist in the construction of low and moderate income housing.

**Program Goals:** To assist in the construction of 10-20 low to moderate income housing units per year.

**Program Evaluation:** The Homebuyers Assistance Program was eliminated in 1995 because of reductions in funds in the agency tax increment allocations and the priority of other Programs. Although the Program was eliminated, a Five-Year Implementation Plan (1999-2004) for the Downtown and Midway Redevelopment Project Areas has been adopted. A portion of the Plan calls for a cooperative effort between the Redevelopment Agency and a local chapter of Habitat for Humanity. The Redevelopment Agency will explore opportunities to construct affordable housing with the non-profit housing developer.

**17. Zoning Ordinance:** The City of Banning had developed a comprehensive Zoning Ordinance to implement its General Plan. The following regulations in the City's Municipal Code facilitate the conservation and development of affordable housing:

- Provisions for specific plans which provide for flexibility in density and mix of land uses
- Provisions for manufactured housing and mobile home development in single-family zones
- Provisions for second units on single-family lots
- Provisions for reduced parking requirements for senior citizens housing projects
- Provisions for residential uses in the downtown commercial district.

**Program Goals:** While many development regulations have a positive effect on affordable housing, some regulations do add to the cost of development. The goal of this program is to amend the Banning Municipal Code as necessary to consolidate and simplify, and ensure City standards are not excessive.

**Program Evaluation:** Ordinance 811, An Ordinance of The City of Banning establishing a Specific Plan Development Zone for Implementing Approved Specific Plans was adopted on November 8, 1982.

Provisions for manufactured housing and mobile home development in single-family zones have been in place since 1983.

Secondary Units were included in the Zoning Ordinance in 1993. They are allowed, pursuant to a conditional use permit, in the R-1, R-1-70, R-2, and R-3 zones. These units are zoned for use only by the family members of the property owners, and are not available for rent by the general public. It is important to note that although these units are not intended to address the affordable rental housing needs, they actually have a potential to do so. Family members may utilize the additional unit for a living space when they otherwise would have been forced to look for housing elsewhere, increasing the demand for affordable housing. Although secondary units have been conditionally permitted since 1993, there have been no requests to build them.

In 1998, the Zoning Ordinance was amended to include subsidized senior housing parking provisions. The parking provisions apply to any rental housing development constructed with assistance from federal or state housing subsidy programs for lower income senior citizens. The parking requirements were reduced from 2 to 1.25 covered parking spaces per unit, provided that the remaining .75 space is landscaped or developed as a recreational area.

The Downtown Commercial Zone District was amended in 1996 to include provisions for two specific types of residential uses within this area, pursuant to a conditional use permit. The two types of uses are single-family structures (when attached to a commercial building and used for the living quarters of the owner, manager, or operator of the adjoining commercial use) and multiple family dwelling complexes.

**18. Efficient Processing:** The evaluation and review process required by the City procedures contributes to the cost of housing costs incurred by developers are ultimately reflected in the unit's selling price. In order to minimize project holding costs, jurisdictions should streamline their review procedures to the greatest extent possible and without compromising adequate review.

**Program Goals:** In light of the magnitude of development applications received by the City, project review times cannot realistically be further reduced. The Housing Element does however recommend the City establish priority review processing for affordable housing projects.

**Program Evaluation:** The City has not adopted specific procedures giving priority review processing for affordable housing projects. However, the City is considering specific actions in the updated Housing Element for priority permit processing.

**19. Development Fees:** Various fees and assessments are charged by the City to cover the costs of processing permits and providing services and facilities. While almost all these fees are assessed on a pro rata share system, they often contribute to the cost of housing and constrain the development of lower priced units. Certain fees could be waived or subsidized by the City for the provision of lower income and senior citizens housing.

**Program Goals:** The goal of this program is to review City fees to see if waiver or subsidy by the City may be beneficial for the provision of affordable and senior citizens housing. Based on the outcome of this review, the City may adopt an ordinance establishing a modified fee schedule for affordable and senior citizen projects.

**Program Evaluation:** The City has reviewed its fees and although they have not adopted an ordinance modifying the fee schedule for affordable and senior citizen projects, opportunities to lessen fees are available through the Redevelopment Agency. The City's fees are considerably lower than other comparable cities within the County. One option available to the City is to potentially utilize Redevelopment Agency set-aside fees to help pay for development fees.

**20. Equal Housing Opportunity Services:** The County of Riverside established the New Horizons' Fair Housing Program which provides a broad range of services such as: education on fair housing laws, referrals to public agencies on discrimination matters, coordination of training work shops, and publishing a newsletter on fair housing activities. The activities also include news and rental agencies. The Fair Housing Division provides assistance to the housing industry in voluntary affirmative marketing programs, shows, and conventions. The establishment of a Fair Housing Program with goals, and objectives and the participation of other responsible agencies of the County, attains implementation of various strategies, to increase availability of housing to low and moderate-income families and individuals through advocacy and non-discriminatory policies.

**Program Goals:** The County's Fair Housing Program will expand its present structure to incorporate the Community Housing Resource Board (CHRB) program component. The CHRB is designed to work with the real estate and building industry to implement and monitor the activities of the National Voluntary Affirmative Marketing Agreement (VAMA), in the areas of rental, sales, advertising, training and recruitment. The qualification of program achievement can only be measured through the settlement of disputes and the prevention of resident dislocation, loss of occupied units, and stabilized vacancy factors as a result of the efforts of the Fair Housing Program.

**Program Evaluation:** The Redevelopment Agency incorporates equal opportunities for housing into their services within the city. If there are complaints or legal owner-tenant questions, residents are referred to The Fair Housing Council of Riverside County. The Council is a non-profit organization who provides comprehensive services addressing and promoting fair housing, including those services formerly provided by the CHRB. According the Riverside Housing Authority during the 1999-2000 fiscal year, residents of Banning filed three Housing Discrimination Complains and an estimated 120 Landlord Tenant complaints. The City believes that the Council is the most effective agency to provide fair housing and mediation services and should continue to refer complaints to the Council.

## Quantified Objectives

One of the requirements of state law (California Government Code, Section 65583[b]) is that the Housing Element contains quantified objectives for the maintenance, preservation, improvement, and development of housing. State law recognizes that the total housing needs identified by a community may exceed available resources and the community's ability to satisfy this need. Under these circumstances, the quantified objectives need not be identical to the total housing needs. The quantified objectives shall establish the maximum number of housing units by income category that can be constructed, rehabilitated, and conserved over a five-year time period, however. Because the SCAG Regional Housing Needs Assessment Plan covers a 7½-year period, the objectives for designating sites new construction cover the period January 1, 1998 to June 30, 2005. The objectives for preservation and conservation cover the period July 1, 2000 to June 30, 2005.

**Table III-21**  
**Quantified Objectives Matrix, 1998 - 2005**

	<b>Very Low- Income</b>	<b>Low- Income</b>	<b>Moderate- Income</b>	<b>Above Moderate- Income</b>	<b>Total</b>
Designate Sites to Meet the RHNA New Construction Need at a Minimum	481	289	405	605	1,780
Anticipated Units to Be Constructed (Assisted & Market Rate)	50	200	405	604	1,259
Housing Units to be Preserved*	75	50	N/A	N/A	125
Housing Units to be Conserved**	0	0	N/A	N/A	0

\*No quantified objective has been established for moderate- or above moderate-income households—the City assumes such households will be able to maintain their homes with private funds.

\*\*No rental housing units have been identified as being at-risk during the planning period.

## **Consistency with other General Plan Elements**

State law requires the Housing Element contain a statement of “the means by which consistency will be achieved with other general plan elements and community goals” (California Government Code, Section 65583[c][6][B]). There are two aspects of this analysis: 1) an identification of other General Plan goals, policies, and programs that could affect implementation of the Housing Element or that could be affected by the implementation of the Housing Element, and 2) an identification of actions to ensure consistency between the Housing Element and affected parts of other General Plan elements.

The City will ensure consistency between the Housing Element and other General Plan policies through the following actions in the Housing Element:

- Maintain the current pattern of residential development, primarily single-family, with an emphasis on protecting single-family neighborhoods.
- Accommodate other housing types in appropriate areas through multifamily zoning, allowance of manufactured housing in single-family zones (including mobilehome parks), multifamily housing in transitional zones (between commercial and single-family) and along arterial streets, second units, and mixed-use structures in downtown commercial areas.
- Implement minimum standards for lot size and residential design that permit flexibility but ensure compatibility with surrounding residential uses.
- Preserve the existing housing stock by permitting and assisting rehabilitation and reconstruction of dwelling units.

## **Public Participation**

As part of the Housing Element update process, the Banning Planning Department and Redevelopment Agency conducted a public outreach process that consisted of public notices posted in accessible locations, published notices in the local press, information distributed to individuals and organizations community wide, a public workshop, and public hearings. The City made efforts to include all segments of the community in the public outreach process by contacting known organizations with an interest in housing issues, notifying individuals in the community who have expressed an interest in housing issues, broadcasting public proceedings on the local cable access television station, and distributing notices and documents to public institutions that are accessible throughout the City. All public proceedings were conducted at City Hall, which is accessible to individuals with handicaps.

Specific public events related to the Housing Element included:

- A citywide public workshop to discuss findings, key issues, and proposed policies, conducted at Banning City Hall on September 28, 2000.
- A Planning Commission public hearing on the draft Housing Element, conducted at Banning City Hall on November 7, 2000.

- A City Council public hearing on the draft Housing Element, conducted at Banning City Hall on December 12, 2000.
- A City Council public hearing on the final Housing Element, conducted at Banning City Hall on April 24, 2001.

## HOUSING NEEDS ASSESSMENT

### Population Characteristics

#### Population Trends

Banning's population increased by nearly half (47 percent) between 1980 and 1990, from 14,020 to 20,570. Between 1990 and January 1, 2000, the City's population grew by just over two percent annually (26 percent total), to 26,000. Although rapid by southern California standards, Banning's population growth was still below the Riverside Countywide rate of 67 percent during the 1980s. Banning's population is still growing, but only two percent annually. Annual population growth should remain at this more modest level through build-out. Table III-22 compares the City's population in 1980, 1990, and 2000.

**Table III-22**  
**Banning Population Growth**

1980	1990	2000
14,020	20,570	26,000

Sources: 1990 U.S. Census Bureau; California Department of Finance, Reports E-4 and E-5.

Since 1990, the number of households in Banning has increased more slowly than the population—about 19 percent from 7,431 to 8,845, compared to the 26 percent population growth; this suggests that the average household size has increased over the past decade. By 2005, the number of households is expected to increase by another 14 percent, to 11,097 (Southern California Association of Governments [SCAG] Regional Growth Forecast 2000). According to the U.S. Census Bureau, the average household size in 1990 was 2.72, compared to 2.90 estimated by the California Department of Finance in 2000.

#### Ethnicity

The City's population in 1990 was primarily non-Hispanic White (60 percent), with comparatively small percentages of other races and ethnicities, except for persons of Hispanic origin (22%). The City's ethnic composition in 1990 was representative of the countywide population distribution.

However, 2000 estimates by National Decision Systems (Claritas) suggest that the percentage of non-Hispanic Whites and persons of Hispanic origin have increased slightly in Banning since 1990, while other racial/ethnic categories have decreased (Table III-23 below). If accurate, this estimate suggests that demographic trends, such as predominantly non-Hispanic White seniors and working families moving to Banning, combined with population growth among Hispanic families, have changed the composition of the City over the past ten years. However, complete information on the City's racial and ethnic characteristics from the 2000 U.S. Census will probably not be available until 2002.

**Table III-23  
Population by Ethnicity**

	<b>1990 Total</b>	<b>Percent</b>	<b>1999 Total</b>	<b>Percent</b>
White (Non-Hispanic)	12,271	60%	16,073	66.4%
Black	1,938	9%	608	2.5%
Native American	298	1%	*	*
Asian or Pacific Islander	1,444	7%	804	3.3%
Other race	41	<1%	607	2.5%
Hispanic origin	4,578	22%	6,111	25.2%
<b>Total</b>	<b>20,570</b>	<b>100%</b>	<b>24,203</b>	<b>100%</b>

\*According to Claritas, Native American is classified under "other races".

Sources: Claritas 1999 Estimates; 1990 Census Bureau Data.

Substantial racial and ethnic differences between the city, county, and state populations are outlined below.

The percentage of persons of Hispanic origin countywide is over twice that in the City. Over one-third of county residents described themselves as being of Hispanic origin at the time of the 1990 U.S. Census.

The percentage of persons describing themselves, as "Black" countywide was nearly three times the citywide percentage. Statewide, the percentage of Blacks in 1990 was over four times the citywide percentage.

A much higher percentage of residents both countywide and statewide described their racial background as "Other" than did those in the City.

### **Age of Population**

No one age group dominated the local Banning population after reviewing the 1990 U.S. Census and the Claritas 1999 estimates, but children ages 5 through 19 and those age 65 and older comprised the most significant population groups. By comparison, the County had higher percentages of young adults between the ages of 20 and 39 and lower percentages of adults over age 65.

The 1999 estimate shows that the population distribution is about the same as in 1990, with some gains made by the 30-39 and 40-54 age groups, and small declines for the 5-19 and 65 and older age groups. If accurate, the 1999 age group estimate suggests that population growth and turnover (births, deaths, and net migration) have kept the City's age distribution relatively stable, with slightly fewer children and a slightly higher percentage of households with middle-aged adults. (Note: The 1999 Claritas age estimate appears to conflict with the Department of Finance estimate showing an increase in the average household size.)

**Table III-24  
Age Distribution in Banning (1990 and 1999)**

	<b>1990</b>	<b>1999</b>
under 5	8%	8%
age 5 - 19	23%	21%
age 20 - 29	12%	12%
age 30 - 39	12%	13%
age 40 - 54	14%	17%
age 55 -64	10%	9%
age 65+	21%	20%

Sources: Claritas 1999 Estimates; 1990 U.S. Census Bureau

### **Gender**

With the exception of elderly single women, the City of Banning has a roughly equal distribution of males (49 percent) and females (51 percent). U.S. Census Data (1990) revealed that there were nearly twice as many elderly females over age 75 (1043) as elderly males (668). Fifty-seven percent of the population age 65 and older were women and 61 percent of the population age 75 and older were women. There were higher numbers of boys and young male adults than there were girls and young female adults, but not to a significant degree. The substantially higher percentage of older women than men is typical of most communities due to the longer average life span of women. A relatively even gender mix is expected in a community where there are no large, single-gender institutions that could skew population characteristics. Banning has a relatively low group quarters population representing less than two percent of the population.

### **Household Type and Composition**

Household composition is typically evaluated by comparing such factors as household size, the percentage of family households (two or more related persons), the percentage of families with children, the number of single parent households, and the age of householders.

Of the 7,431 households in 1990, Table III-25 shows that the highest percentage of households in the City of Banning were two-person households (37 percent), similar to that of the County at 34 percent. Banning has a higher percentage of one- and two-person households, but a smaller percentage of households in every other category (except seven or more persons). A larger percentage of households countywide consist of families with children than in Banning. Since 1990, Banning's demographics have been significantly influenced by the development of Sun Lakes, a senior community. This development explains, in part, the larger percentage of older adults and the smaller number of households in the three- to six-person range than is found countywide.

**Table III-25  
Number of Persons in Household**

	<b>City</b>	<b>County</b>
1 Person	24%	20%
2 Persons	37%	33%
3 Persons	13%	16%
4 Persons	12%	15%
5 Persons	7%	9%
6 Persons	4%	4%
7+ Persons	5%	3%

Source: 1990 Census Bureau Data.

In the majority of communities, most households consist of families (related individuals). To obtain further insight about community characteristics, it is important to understand the composition of these families (presence of children marital status, etc.). Nearly three-fourths of households in Banning and Riverside County were family households in 1990 (72 percent and 74 percent respectively). The 1990 U.S. Census reported that nearly one-quarter (22 percent) of all households in the City were married-couple households, a lower percentage than countywide (Tables III- & III- ). Family households in the County had a slightly higher percentage of stepchildren than in the City. About 23 percent of households with children were female-headed households with no spouse, while six percent were male-headed households with no spouse. The high percentage of single mothers is of concern, because this population group tends to have significantly lower incomes, higher poverty rates, and more supportive services needs than the population at-large.

**Table III-26**  
**Household Composition by Type (1990)**

Household Type	Number of Households		% of People	
	City	County	City	County
<b>In Family Households</b>				
Householder	5,328	298,517	26%	26%
Spouse	4,323	245,444	21%	21%
Born to and Adopted Children	6,164	347,095	30%	30%
Step children	294	23,955	1%	2%
Grandchildren	477	20,954	2%	2%
Other relatives	757	48,678	4%	4%
Non-relatives	469	27,942	2%	2%
<b>In Non-Family Households</b>				
Male Householder living alone	649	32,891	3%	3%
Male Householder not living alone	177	14,347	1%	1%
Female Householder living alone	1,115	49,169	5%	4%
Female Householder not living alone	92	7,502	<1%	1%
Non-relatives	387	29,454	2%	3%
<b>In Group Quarters</b>				
Institutionalized persons	258	16,274	1%	1%
Other persons in group quarters	80	8,191	<1%	1%

Source: 1990 U.S Census Bureau data.

According to the 1990 Census (Table III-27) about 22 percent of households in the City had children under the age of 18, compared to about 30 percent countywide. Over half of all households and nearly three-fourths of households with children were married-couple households in 1990.

**Table III-27**  
**Household Composition (1990)**

	City	County
Couples w/Children	22%	30%
Single Parent - Males	2%	2%
Single Parent - Females	7%	6%
Families w/No Children	42%	37%
Non-Family Householder	28%	26%

Source: 1990 U.S Census Bureau

Among the other differences between the City and countywide populations in 1990 were:

- a lower percentage of married couple families with children in the City (about one-fourth of all households compared to about one-third countywide);
- a higher percentage of family households without children in the City (42 percent in the City compared to 37 percent countywide); and

- a higher percentage of non-family households (28 percent in the City compared to 26 percent countywide).

### **Household Income**

Households can also be characterized by their levels of income. Four income categories are typically used for comparative purposes that are based on a percentage of the county median income and adjusted for household size. These categories are referred to as “very low-income,” “low-income,” “moderate-income,” and “above moderate-income.” The median income on which these four categories are based represents the mid-point at which half of the households earn more and half earn less. In a normally distributed population (that is, one not skewed to either end of the income scale), approximately 40 percent of the population will have incomes within the very low- and low-income ranges, about 20 percent within the moderate-income range, and about 40 percent in the above moderate-income range.

Households in the very low-income category earn 50 percent or less of the Riverside County median income. Low-income households earn between 50 percent and 80 percent of the county median income. Moderate-income households earn between 80 percent and 120 percent of the county median income. Above moderate-income households earn more than 120 percent of the county median income.

Historically, Banning has been home to a high concentration of very low- and low-income households. A comparison of incomes in Banning versus countywide in 1990 and 2000 shows that this historical trend has continued to the present day. An analysis of households by income level reveals that over half (57 percent) of households in the City were in the very-low and low-income categories in 1990. This is a substantially higher percentage than the countywide level of 41 percent. Conversely, only 43 percent of Banning households had moderate or above-moderate incomes in 1990 (less than 10 percent earned between \$60,000 and \$100,000). City and County income in 1989 is shown in Table III-28.

The median household income in the County in 1989 for all households was \$33,081, compared to \$22,514 in the City of Banning, a 47 percent difference (1990 U.S. Census Bureau). The U.S. Department of Housing and Urban Development (HUD) lists the 1999 median county income for Riverside as \$47,200, while Claritas estimates the 1999 City median income at \$25,811.

**Table III-28  
City and County Income Rates (1989)**

<b>Income</b>	<b>Percent</b>
<\$5K	6%
\$5K - \$15K	26%
\$15K - \$25K	22%
\$25K - \$35K	16%
\$35K - \$50K	15%
\$50K - \$75K	12%
\$75K - \$100K	2%
\$100 - \$150K	1%
>\$150K	0%

Source: 1990 Census Bureau Data, rounded to the nearest \$100.

HUD's countywide median income estimate for 2000 is \$47,400, a slight increase from its 1999 estimate. No comparable income estimate is available for the City of Banning.

Although the presence of senior homeowners in Sun Lakes has had a influence on city incomes (most tend to fall in the moderate-income range), their presence, by itself, has not been sufficient to overcome the more rapid growth in incomes countywide. Many communities in Riverside County have experienced an influx of working families with moderate- to high-paying jobs in Orange and Los Angeles counties. Banning has been influenced primarily by the availability of lower-paying jobs in the resort, service, retail, and gaming industries of the Coachella valley.

**Table III-29  
Banning Households by Income (1990)**

	<b>City</b>	<b>County</b>
Very Low Income	38	25
Low Income	19	16
Moderate Income	19	18
Above Moderate Income	24	41

Source: 1990 Census Bureau Data.

### **Poverty**

According to the 1990 U.S. Census, approximately 20 percent of Banning's population was below the poverty level. The City has a higher percentage of people below the poverty level than either the County (12 percent) or State (13 percent). Groups most likely to have poverty level incomes in substantially higher proportions than the population as a whole are families with children (particularly single mothers) and the elderly. The poverty level is defined each year by the federal government as a dollar amount representing a subsistence level of income. The poverty level is adjusted for household size and composition.

Approximately 45 percent of people below the poverty level in the City were age 18 to 64, and 46 percent were children age 17 and younger. The majority of these children were school age (between

ages five and 17). Female householders represent 62 percent of all families below the poverty level. Female householders with children age 17 and younger represent 58 percent of all families below the poverty level. Eight percent of all impoverished persons were age 65 or older, and most (77 percent) were White. The poverty rates for each age group do not correlate with the percent of each age group within the total population. Compared to the total population, a higher percentage of families with children (especially single mothers) and elderly were below the poverty level, while a lower percentage of adults are below the poverty level.

The poverty rates in Table III-30 show disparities between specific groups within the community. The elderly, single mothers, and children all had higher poverty rates than the comparative population and overall poverty rates for the City as a whole. Comparison by race also shows disparities among some minority groups, specifically Blacks, Native Americans, and Hispanics who had higher poverty rates than Whites, Asians, or Others, and the City as a whole.

**Table III-30  
Poverty Rates (1990)**

<b>Group</b>	<b>Above Level</b>	<b>Poverty Level</b>	<b>Poverty Rate</b>
Elderly	3,821	298	8%
Non-Elderly	12,971	3,108	24%
Single Mothers	1,655	1,214	73%
Non-Single Mothers	15,137	3,406	23%
Children	4,227	1,537	36%
Adults	8,744	1,571	18%
Black	1,224	740	60%
Asian/Pacific Islander	887	630	71%
Hispanic*	3,550	964	27%
Native American	317	74	23%
Other	1,956	510	26%
White	12,408	1,452	12%
<b>Total Population</b>	<b>16,792</b>	<b>3,406</b>	<b>20%</b>

Source: 1990 Census Bureau Data.

\*Note: People of Hispanic origin are also included in the analysis of other ethnic and racial groups. Therefore, the analysis of the other ethnic and racial groups includes the Hispanic population.

## **EMPLOYMENT TRENDS**

### **Area Employment Profile**

The local economy is based largely on agriculture, food processing, retail trade, and miscellaneous manufacturing. Banning is part of a larger regional employment market that includes resorts and gaming casinos in the Coachella Valley. A substantial amount of the population in Banning commutes to jobs in nearby cities within this larger regional market, such as Redlands, Hemet and the Palm Springs desert area.

Employment in the local area, and jobs held by the majority of Banning residents, skew heavily to lower-paid retail, services, and semi-skilled manufacturing jobs. The three largest employers in the

Banning Community Area employ more residents (nearly 3,100) than the other 18 largest employers combined (about 2,700). Table III-31 shows that most jobs provided by the area's largest employers are in lower-paying private sector industries.

**Table III-32**

**Table III-31**

**Primary Manufacturing Employers in Banning Community Area\***

<b>Employer</b>	<b>Employees</b>
Deutsch	600
Dura Plastic Products, Inc.	200
Skat-Trak, Inc.	115
Perfection Planting	110
Pacific Window	90
DBC West	60
Beaumont Juice	57
American Linen	55
Orco Block	25

**Primary Non-Manufacturing Employment in Banning Community Area\***

Desert Hills Premium Outlets	1,500
Casino Morongo	950
Beaumont Unified School District	422
Banning Unified School District	454
San Gorgonio Hospital	255
Childhelp USA	191
City of Banning	186
County of Riverside	180
State of California	120
City of Beaumont	57
Beaumont-Cherry Valley	16
City of Calimesa	8

Source: Community Economic Profile for Banning. Prepared in Conjunction with the City of Banning and the Banning Chamber of Commerce.

Area consists of Banning, Beaumont, Calimesa, Cherry Valley, and Cabazon (the San Gorgonio Pass Census Division)

While job growth and employment opportunities will continue to expand in the region, most local public agencies involved in economic development do not expect a significant change in the type of employment between 2000 and 2005. For the period covered by this Housing Element, therefore, the majority of jobs available locally and in the region will continue to be in moderate- to lower-paying industries.

**Unemployment**

According to the California Employment Development Department (EDD), the City of Banning has an 11.1 percent unemployment rate as of August 2000, (1,140 persons of a total labor force of 9,930 people). The unemployment rate for the City is higher than the countywide rate of 7.2 percent. In

1990, the City had a slightly lower unemployment rate of 10.8 percent, compared to the County's unemployment rate of 7.0 percent the same year. Therefore, employment rates have remained fairly stable in the City and County over the past decade, and will likely continue to do so in the future.

## **SPECIAL NEEDS**

Special housing needs arise due to physical, economic, social, or cultural characteristics or conditions that are present in a substantial percentage of the local population. These characteristics or conditions distinguish individuals from the general population and lead to housing or supportive services need that are not (or cannot) be met by the private market acting alone. Examples of special housing needs include accessibility for the mobility impaired, transitional housing for those leaving a homeless environment, and housing specifically designed for the physical and social needs of older adults.

Characteristics such as age or physical limitations may be present in a large portion of the population. It is important for the community to accommodate a variety of housing types to serve such special needs groups. For example, handicap accessible housing or units that are designed to aid the physical limitations of the elderly may be needed in a community with a large populations of this age group. Conversely, a community may have a large population of, low-income families that need adequately sized housing at a low cost. Affordability issues are also important to groups such as female-headed households, college students, farm workers, or military personnel. The types of special needs groups will be evaluate in order to address the special housing needs.

### **Elderly**

As is the case in many well-established suburbs, the numbers and percentages of the elderly population is growing. Table III-32 lists the population figures by age of those residents over the age of 55 and over the age of 65 during a 10-year period. Table III-33 shows that the percentage of elderly in the overall population of Banning is increasing. According to the 1990 Census, 21 percent of the 1990 population was over 65 (4,363) and 11 percent were over 55 (2,063).

**Table III-32**  
**Pattern of Aging in the Banning Population**

	<b>1980</b>	<b>1990</b>	<b>Percent Change</b>
Total Population	14,020	20,570	32%
Population 55+	1,461 (10%)	2,063 (11%)	29%
Population 65+	2,713 (19%)	4,363 (21%)	38%

Source: 1980-1990 U.S. Census Bureau.

Seven hundred and sixty-six persons over the age of 65 were receiving public assistance in 1989. Older adults tend to have a lower poverty rate in most communities (young families with children, especially single mothers, usually have the highest poverty rate). In 1990, the incidence of poverty was lower among the population over 65 years of age (7 percent) than it was for the population between the ages of 18 and 64 (19 percent).

Tenure is important when analyzing the needs of seniors. Senior householders occupy 2,178 owner occupied houses and 504 renter occupied houses. The percentage of seniors 65 and over living in

owner-occupied housing was 81 percent according to the 1990 U.S. Census, compared to 65 percent of the owner population at large. Since many seniors live on fixed incomes and inhabit aged housing stock that may need rehabilitation, the City should provide rehabilitation programs for existing units, as well as the creation of affordable senior housing units.

One common special need among the “frail” elderly is for care facilities that combine meal, medical, and daily living assistance in a residential environment. There are five State Department of Social Services licensed elderly care facilities and one facility that currently has a pending license (CA Department of Social Services Community Care Licensing.). Banning Villa (capacity 45), Golden Meadows (capacity 49), Golden View Guest Home, which specializes in Alzheimer and Dementia patients (capacity 30), Shepherd Watch Elderly Care Home (capacity 4), Villa La Roe (capacity 22) and Mountainside Home for Elders (pending license) (capacity 6).

Most of the other care facilities available to the elderly of Banning are located in the near by city of Beaumont. Sunset Haven Health Center is a skilled nursing facility in Beaumont with a capacity of 58 people they (currently have 45 people). Beaumont Care and Palm Grove are both security gated care facility for Alzheimer and Dementia patients. The capacity for Beaumont Care is 86, they currently have 71 patients in residence, and the capacity for Palm Grove is 57, they currently have 53 patients.

Sun Lakes is a senior living community in Banning. The community is comprised of condominiums townhomes, duplexes and single-family homes. There is one 18-hole PGA golf course, and one 9-hole executive course that is currently being expanded into another 18-hole golf course, swimming pools, tennis courts, and other amenities associated within the community. They are developing the 2nd 9 hole golf course. Currently the Sun Lakes Community has a very low vacancy rate and there are currently no rentals available. The going prices for single family homes in Sun Lakes community is between \$125,000-\$300,000, with most homes selling in the mid- to high-\$100,000s. The price for a condominium, townhome, or duplex ranges between \$80,000-\$174,000. All of the housing in close proximity to the golf course is relatively more expensive. There are currently 2,700 housing units completed with 700 more units projected over the next five years.

### **Large Families**

Low- and moderate-income large families can have difficulty securing adequate housing because they cannot afford houses with enough bedrooms to meet their space needs. In Banning, few large families earning less than 80 percent of the median income would be able to find houses of three or more bedrooms affordable to purchase. Most very low-income, large families may have difficulty renting three or more bedroom affordable homes. According to the 1990 Census there were 1,091 households of five or more persons. Of the large household, 1,082 are large families and the remaining 9 are non-family households. Large households occupied approximately ten percent of owner-occupied units and twenty-four percent of renter-occupied units.

The median household size is currently 2.9 people per household as of January 1, 2000. At the time of the 1990 Census the number of persons per family was 3.19 and median household size was 2.7 people, with the largest number of households having only two persons (2,696 out of 7,431). The next largest group was one-person households (1,764 out of 7,431).

The City contains more housing units with two bedrooms (46 percent) than any other number of units. The large family percentage rate of renters (56 percent) is higher than that of owners, (44 percent). This might be an indication that there may not be enough lower cost owner housing units affordable to low-income large families.

**Table III-33  
Tenure by Persons in Occupied Units**

<b>Number of Persons in Household</b>	<b>Owner Occupied</b>	<b>Renter Occupied</b>
5	260	269
6	111	159
7+	124	194
<b>Total</b>	<b>495</b>	<b>622</b>

Source: 1990 Census Bureau Data

### **Individuals with Disabilities**

Approximately 7 percent of the City’s non-institutionalized residents have physical conditions that affect their ability to live independently in conventional residential settings. These individuals have mobility impairments, self-care limitations, or other conditions that may require special housing accommodations or financial assistance. Individuals with such disabilities can have a number of special needs that distinguish them from the population at large.

- Individuals with mobility difficulties (such as those confined to wheelchairs) may require special accommodations or modifications to their homes to allow for continued independent living. Such modifications are often called “handicapped access.”
- Individuals with self-care limitations (which can include persons with mobility difficulties) may require residential environments that include in-home or on-site support services, ranging from congregate to convalescent care. Support services can include medical therapy, daily living assistance, congregate dining, and related services.
- Individuals with developmental disabilities and other physical and mental conditions that prevent them from functioning independently may require assisted care or group home environments.
- Individuals with disabilities may require financial assistance to meet their housing needs because a high percentage are low-income due to their often-limited earning potential. In addition, their special housing and supportive service needs place additional financial burdens on individuals with disabilities, making daily living more costly than non-disabled persons living in conventional housing.

Some people with mobility and/or self-care limitations are able to live with their families to assist in meeting housing and daily living needs. A segment of the disabled population, particularly low-income and retired individuals, may not have the financial capacity to pay for needed accommodations or modifications to their homes. Even those able to pay for special housing accommodations may find them unavailable in the City.

Disabled persons often require special housing features to accommodate physical limitations. Some disabled persons may have financial difficulty due to the cost of having their special needs met or

because of difficulty in finding appropriate employment. Although the California Administrative Code Title 24 requires all public buildings be accessible to the public through architectural standards such as ramps, large doors, and restroom modifications to enable handicap access, not all available housing units have these features. According to 1990 Census data, there were approximately 1,345 non-institutionalized disabled persons over age 16 in Banning.

According to the 1990 U.S. Census, Table III-35 shows that 664, or 6 percent, of persons between the ages of 16 and 64 had mobility and/or self-care limitations.

Many persons with disabilities can benefit from a residential environment that provides supportive services in a group setting. The State Department of Social Services provides a program called Community Access. This program provides disabled residents of Banning training for jobs and transportation to and from support groups and to social and economic services throughout the community.

**Table III-34**  
**Mobility and Self-care Limitation Status of**  
**Civilian Non-Institutionalized Persons**

<b>Disability</b>	<b>City</b>	<b>Percent</b>	<b>County</b>	<b>Percent</b>
<b>16 to 64 Years</b>				
Mobility Limitation Only	163	2%	8,430	1%
Self-care Limitation Only	233	2%	18,796	3%
Mobility and Self-care Limitation	268	2%	6,802	1%
No Mobility or Self-care Limitation	12,228	94%	661,195	95%
<b>65 to 74 Years</b>				
Mobility Limitation Only	164	6%	3,516	4%
Self-care Limitation Only	65	3%	3,382	4%
Mobility and Self-care Limitation	80	3%	3,092	3%
No Mobility or Self-care Limitation	2,314	88%	82,009	89%
<b>75 Years and Over</b>				
Mobility Limitation Only	126	9%	5,794	10%
Self-care Limitation Only	75	5%	2,379	4%
Mobility and Self-care Limitation	171	11%	6,207	11%
No Mobility or Self-care Limitation	1,124	75%	43,305	75%

Source: 1990 Census Bureau Data

**Families with Female Heads of Household**

Most female-headed households are either single elderly women or single mothers. Traditionally, these two groups have been considered special needs groups because their incomes tend to be lower, making it difficult to obtain affordable housing, or because they have specific physical needs related to housing (such as child care or assisted living support). Single mothers in particular tend to have difficulty in obtaining suitable affordable housing. Such households also have a greater need for

housing with convenient access to child-care facilities, public transportation, and other public facilities and services. In addition, single mothers, often face discrimination in obtaining rental housing due to their income levels, sources of incomes (often public assistance and/or child support), and the presence of children—even though such discrimination is illegal.

Of the 7,431 households in the City, 2,177 are female-headed households of which 930 (17 percent) are female-headed family households. In addition, 1,247 people living in female-headed, non-family households, of which, 1,132 were women living alone.

According to the 1990 U.S. Census, 356 (6 percent) of the City's female-headed households are classified as living below the poverty level. It may be assumed that most of these households are overpaying for housing (i.e. more than 30 percent of their income), or are experiencing other unmet housing needs. As a result of poverty, female heads of households often spend more on immediate needs such as food, clothing, transportation, and medical care, than on home maintenance, which results in living units falling into disrepair.

### **Farm Workers**

According to the 1990 Census, 170 persons (3 percent) were employed in farming, forestry, and fishing occupations out of a total labor force of 6,501 in Banning. These individuals are permanent resident of the community. The EDD includes farm workers, nursery workers; delivery truck drivers for produce and flower, horticulturists, landscapers, tree trimmers, and lawn gardeners in this category. Generally housing programs geared to low-income large families can address the needs of the farm worker population. There are no migrant farm labor camps in or near Banning, nor is there significant agricultural activity in the City's planning area of the type that would attract a substantial number of migrant farm workers.

### **Homeless**

Homelessness is caused by a number of social and economic factors, including a breakdown of traditional social relationships, unemployment, shortage of low-income housing, and the deinstitutionalization of the mentally ill. A homeless person lacks consistent and adequate shelter. Homeless persons can be considered resident (those remaining in an area year-round), or transient. Emergency and transitional shelters can help to address the needs of the homeless. Emergency shelters provide a short-term solution to homelessness and involve limited supplemental services. In contrast, transitional shelters are directed towards removing the basis for homelessness. Shelter is provided for an extended period, and is combined with other social services and counseling to assist in the transition to self-sufficiency.

The nature of the homeless population makes exact counting difficult. The 1990 U.S. Census found no "visible" persons living on the streets and no people in homeless shelters. However, Census counts are not generally accepted as an accurate reflection of homelessness. Because the homeless move around and are not always visible on the street it is difficult to get an accurate count of homeless persons in a community. There is no one agency that comprehensively tracks homelessness and homeless individuals. Even the Banning Police Department can provide only anecdotal evidence about homelessness in the City.

None of the groups contacted could provide a reliable region-wide estimate of homelessness beyond a general description of the clients each serves. However, discussions with social service organizations, the Police Department, and others dealing with emergency housing and the homeless on a daily basis believe that there might be a need for additional homeless and supportive services for the entire region (based on present capacity and funding of these organizations in relation to current and projected demand). Banning's location astride a major transcontinental interstate highway means that travelers without financial means sometimes become temporarily stranded and need assistance. The City's large number of lower-income residents also increases the likelihood that some of these individuals will become temporarily homeless at some point in their lives. Banning also has a large number of social service agencies with local clients who have a higher potential for homelessness than the population at large.

### **Agencies Offering Public Assistance to Homeless and Other Special Needs Groups**

Family Connection is a program funded by the State Department of Social Services; this nonprofit organization operates most of the special needs programs in the city. Family Connection is in charge of The Salvation Army Family Services, TEMPO, (a teen mentoring program), Red Cross, training people for disaster assistance and Mental Health Programs such as Community Access. The Salvation Army also has a Healthy Families Program to provide medical insurance for families who qualify for it. Through Family Connection, people can get a list of Shelters available throughout Riverside County.

Many of the programs that provide, food, health care, training, and supportive social services are available to all individuals who lack financial resources. A large percentage of the clientele for these programs are homeless or threatened with homelessness, so representatives of these programs can often provide the most accurate information about homelessness in the area.

The Salvation Army Family Services in Banning offers a Food Program for people who do not have enough money to buy food. The program offers people and families food for three days. Flyers are posted throughout the City to advertise this program, but many individuals find out about the programs "walk-ins" to the Salvation Army inquiring about assistance. The Salvation Army also has a housing program that is currently under-funded (and non-operational) and the organization is currently low on donations. Salvation Army is waiting for a FEMA grant to re-start the Housing program. The Housing Program is for emergency housing purposes. If a person or family can't pay its rent due to the loss of a job, then the Salvation Army can assist with the cost of a motel for a week or two, or provide the first month's rent until client is financially stable and can move back into conventional housing.

Set Free Christian Ranch in Cabazon, is a facility for homeless, abused, or lost people. There are two facilities; a Men's Ranch and a Women and Children's Facility. Currently there are 80 men at the ranch and approximately 20 women and children at the Facility. No one is turned away but there is a 60-day commitment to stay. The facility provides spiritual healing through daily activities and work programs.

The County of Riverside provides 2 public service agencies in Banning, Cal Works/Gain and Temporary Assistance & Medi-Cal the Temporary Assistance and Medical. The Cal Works Gain Program helps unemployed people back into the work force. The program provides job listings

education programs for people to learn skills, interview preparation and transportation to the actual interviews. The Temporary Assistance & Medi-Cal Program gives special facilities to families in need. Families that qualify can receive cash aid, Medi-Cal, and Food Stamps.

Because homeless services are provided through decentralized, independent organizations that have their own record-keeping and operating procedures, there is no comprehensive survey of the number of homeless individuals and families or the number of homeless who cannot be accommodated by existing shelter programs. Based on contacts with organizations providing homeless services in Banning, however, the following conclusions were reached:

- Under normal conditions, existing shelter facilities and programs are adequate to meet the needs of Banning residents who become homeless.
- Periodically, existing homeless services and shelters are stretched to their limits because of unexpected demand by individual or families passing through the City or an unexpectedly high number of social service clients who temporarily become homeless.
- Facilities devoted specifically to the needs of homeless youth are in short supply in the region, and existing agencies in Banning cannot always meet the needs of such homeless individuals.

As a result, there may be a need for periodic or seasonal homeless shelter space and supportive services to meet unanticipated high demands among single adults, families, and youth. The exact number of shelter beds or spaces required under these periodic conditions is difficult to predict given the variable nature of homelessness in Banning. The City may need to examine its current zoning policies to determine if permanent or temporary homeless shelters and supportive service facilities can be adequately accommodated under existing regulations.

## **BANNING HOUSING PROFILE**

According to the California Department of Finance, approximately 1,007 housing units were vacant in 2000, a vacancy rate of 10.22 percent. Over two-thirds of the City's housing units were single family detached homes (68 percent), followed by mobile homes (12 percent), multiple units of five or more (7 percent), multiple units of two to four (7 percent) and single-family attached units (6 percent). By comparison, the countywide vacancy rate was 16.97 percent. The proportion of different types of housing countywide remained constant between 1990 and 2000—61 percent single detached houses, 14 percent multiples of five or more units, thirteen percent mobile homes, seven percent single attached houses and five percent multiples of two to four units. Countywide, there are a substantially higher percentage of housing units in multifamily buildings of five or more units.

Annual changes in the housing stock varied considerably, with some years resulting in a majority of single-family units and other years resulting in a majority of larger multi-family complexes. Table III-35 shows the annual changes in the housing stock between January 1990 and January 2000 as determined by the California Department of Finance.

**Table III-35**  
**Housing Estimates for the City of Banning (1990 through 2000)**

Year	Housing Units								Persons Per Household
	Total	Single Detached	Attached	Multiple 2 to 4	5 +	Mobile Homes	Occupied	% Vacant	
1990	8,279	5,418	596	514	597	1,154	7,432	10.23	2.720
1991	8,838	5,792	596	586	706	1,158	7,934	10.23	2.740
1992	8,942	5,897	596	581	706	1,162	8,027	10.23	2.767
1993	9,058	6,001	596	586	713	1,162	8,131	10.23	2.783
1994	9,167	6,087	596	618	703	1,163	8,229	10.23	2.798
1995	9,295	6,181	596	652	703	1,163	8,344	10.23	2.784
1996	9,348	6,232	596	654	703	1,163	8,392	10.23	2.801
1997	9,470	6,352	596	656	703	1,163	8,502	10.22	2.811
1998	9,569	6,459	596	656	695	1,163	8,591	10.22	2.855
1999	9,683	6,573	596	656	695	1,163	8,693	10.22	2.883
2000	9,852	6,748	596	656	689	1,163	8,845	10.22	2.898

Source: California Department of Finance, 1990-2000 City/County Population and Housing Estimates, 1990-2000.

**Table III-36**  
**Housing Estimates for the County of Riverside (1990 through 2000)**

Year	Housing Units								Persons Per Household
	Total	Single Detached	Attached	Multiple 2 to 4	5 +	Mobile Homes	Occupied	% Vacant	
1990	483,847	274,685	38,282	25,758	70,561	74,561	402,067	16.90	2.849
1991	500,979	287,734	38,714	26,192	72,788	75,551	416,918	16.78	2.872
1992	513,069	295,264	38,935	26,558	76,032	76,280	426,974	16.78	2.911
1993	522,832	301,945	39,095	26,963	77,991	76,838	435,099	16.78	2.937
1994	530,767	308,703	39,486	27,089	78,078	77,411	441,648	16.79	2.955
1995	538,273	315,320	39,671	27,198	78,290	77,794	448,066	16.76	2.959
1996	544,983	321,679	39,671	27,386	78,453	77,794	453,493	16.79	2.979
1997	552,061	328,195	39,951	27,411	78,771	77,733	458,021	17.03	2.992
1998	559,543	335,082	39,974	27,452	79,165	77,870	464,224	17.04	3.038
1999	569,287	344,415	39,872	27,463	79,667	77,870	473,016	16.91	3.068
2000	582,419	355,756	39,890	27,483	81,396	77,894	483,580	16.97	3.086

Source: California Department of Finance, 1990-2000 City/County Population and Housing Estimates, 1990-2000.

### Annual Growth of Housing Stock

Table III-37 summarizes building permit activity in Banning over the past seven years. The majority of housing units built in this period are privately owned single dwelling units. Building activity has remained steady between 1993 and the present, with slight variations from year to year. Limited data is available for fiscal year 2000, and therefore, totals for that year represent only a portion of the building activity that occurred.

**Table III-37**  
**Permit Activity Summary**

<b>Year</b>	<b>Number of Permits New Single Family Dwellings</b>	<b>Total Valuation of Permits for the Year</b>
<b>1993</b>	150	\$23,683,802
<b>1994</b>	116	\$18,601,940
<b>1995</b>	135	\$19,437,959
<b>1996</b>	155	\$21,195,048
<b>1997</b>	157	\$21,429,985
<b>1998</b>	139	\$19,882,222
<b>1999</b>	148	\$24,124,562
<b>2000</b>	56	\$13,513,218
<b>Total</b>	<b>1,056</b>	<b>\$161,868,735</b>

Source: City of Banning, 1993-2000

### Housing Occupancy and Tenure

Of the 8,278 year-round dwelling units reported by the Census Bureau in 1990, 7,431 units (90 percent) were occupied and 847 units (10 percent) were vacant. Most of the vacant units were for sale, as shown in Table III-38. In 1990, more housing units were owner occupied (4,864 or 65 percent) than renter occupied (2,567 or 35 percent). By comparison, the tenure of occupied housing units in the County are relatively similar, 67 percent owner-occupied units and 33 percent renter occupied units.

**Table III-38**  
**Type of Vacant Units in Banning (1990)**

<b>Unit</b>	<b>Number of Units in City</b>	<b>Number of Units in County</b>	<b>Percent of City Vacant Units</b>	<b>Percent of County Vacant Units</b>
For Rent	155	14,495	18%	18%
For Sale Only	171	14,067	20%	17%
Rented or Sold, Unoccupied	257	6058	30%	7%
Seasonal Use	114	35683	14%	44%
For Migrant Workers	0	153	0%	<1%
Other Vacant	150	11,324	18%	14%

Source: 1990 Census Bureau Data.

Ownership rates listed in Table III-40 reveal that, with the exception of Whites, rental rates in all the ethnic groups were higher or equal to the owners. This suggests that there might be some difficulty becoming homeowners due to the relatively lower income levels in the city.

**Table III-39  
Tenure by Race and Hispanic Origin (1990)**

	City	Percent	County	Percent
<b>Owner Occupied Units</b>				
White	3,855	79%	214,118	48%
Black	317	7%	9,570	2%
Native American	39	1%	1,630	<1%
Asian/Pacific Islander	43	1%	6,548	1%
Others	11	<1%	243	<1%
Hispanic Origin	599	12%	210,767	48%
<b>Renter Occupied Units</b>				
White	1,437	56%	83,582	64%
Black	299	12%	9,090	7%
Native American	40	2%	1,172	<1%
Asian/Pacific Islander	183	7%	3,358	2%
Others	14	<1%	216	<1%
Hispanic Origin	594	23%	33,773	26%

Source: 1990 U.S. Census Bureau Data.

Ownership rates listed in Table III-40 reveal that Whites had the highest percentage (73 percent) of homeownership while Asian/Pacific Islander's had the highest percentage of rental rates (81 percent). All of the other races had relatively even rates between ownership and rentals.

**Table III-40  
Homeownership Rates**

	Owners	Renters	Ownership Rate	Rental Rate
White	3,855	1,437	73%	27%
Black	317	299	51%	49%
Native American	39	40	49%	51%
Asian/Pacific Islander	43	183	19%	81%
Other	11	14	44%	56%
Hispanic Origin	599	594	50%	50%

Source: 1990 U.S. Census Bureau.

Table III-41 gives an analysis of 1990 U.S. Census data on "tenure by age" in Banning revealed adults age 65 to 74 own the highest percentage of homes, while younger adults ages 25 to 34 tended to rent.

**Table III-41  
Tenure by Age of Householder (1990)**

<b>Age</b>	<b>City</b>	<b>Percent</b>	<b>County</b>	<b>Percent</b>
<b>Owner Occupied Units</b>				
15 to 24	57	1%	4,099	1%
25 to 34	425	9%	47,566	17%
35 to 44	677	14%	58,709	22%
45 to 54	561	12%	41,981	16%
55 to 64	966	20%	40,474	15%
65 to 74	1,382	28%	46,751	17%
75 and over	796	16%	31,296	12%
<b>Renter Occupied Units</b>				
15 to 24	202	8%	17,214	13%
25 to 34	783	30%	43,934	34%
35 to 44	557	23%	27,878	21%
45 to 54	334	13%	14,369	11%
55 to 64	187	7%	9,717	7%
65 to 74	293	11%	9,519	7%
75 and over	211	8%	8,560	7%

Source: 1990 U.S. Census Bureau Data.

### **Age and Condition of Housing Stock**

The age and condition of the housing stock provide additional measures of housing adequacy and availability in many communities. Although age does not always correlate with substandard housing conditions, neighborhoods with a preponderance of homes more than 40 years old are more likely than newer neighborhoods to have a concentration of housing problems related to deferred maintenance, inadequate landscaping care, outdated utilities or interior amenities, and a need for housing rehabilitation. According to estimates made by the Building Department 15 percent of the housing stock is in need of repair and 5 percent of the housing stock needs to be demolished and replaced.

### **Age of the Housing Stock**

The year a structure was built can, be an indicator of the current condition of the housing unit. Housing units built before 1940 may be old, but may not necessarily be in a rundown condition. In contrast, newer homes may already be rundown due to abuse or general inadequacies. Table III-42 shows that the highest percentages of housing units in the City were built during the 1980s (1968 represents the median year structures were built). Poor housing conditions do not necessarily correlate with the age of housing units. Rather, poor housing conditions result from a lack of maintenance and home repairs, which is a problem that can afflict all housing units regardless of age.

**Table III-42**  
**Age of Housing Units**

	<b>Number of Units</b>	<b>Percentage</b>
1939 or earlier	570	7%
1940 to 1949	881	11%
1950 to 1959	1,481	18%
1960 to 1969	1,459	17%
1970 to 1979	1,433	17%
1980 to March 1990	2,454	30%
<b>Total</b>	<b>8,278</b>	<b>100%</b>

Source: 1990 Census Bureau Data.

The number of bedrooms within a housing unit can also characterize the housing stock in a community, as shown in Table III-43. Consistent with the City’s image as primarily a single-family community, the overwhelming majority of homes in the City (46 percent) had 2 bedrooms. The second largest group had 3 bedrooms. Two-bedroom dwelling units had the highest number and highest percentage of vacant units in 1990. Among larger homes one could find vacant units in 1990.

**Table III-43**  
**Number of Bedrooms Per Housing Unit**

	<b>Total Units</b>	<b>Percentage</b>	<b>Vacant Units</b>	<b>Percentage</b>
No Bedrooms	255	3%	33	4%
1 Bedroom	1205	14%	92	11%
2 Bedroom	3763	46%	495	58%
3 Bedroom	2581	31%	200	24%
4 Bedroom	395	5%	27	3%
5+ Bedroom	79	1%	0	0%

Source: 1990 Census Bureau Data.

### **Overcrowding**

Overcrowding typically results when either: 1) the housing costs of available housing with a sufficient number of bedrooms for larger families exceeds the family’s ability to afford such housing, or 2) unrelated individuals (such as students or low-wage single adult workers) share dwelling units due to high housing costs. This can lead to overcrowded situations if the housing unit is not large enough to accommodate all of the people effectively. In general, overcrowding is a measure of the ability of existing housing to adequately accommodate residents and can result in deterioration of the quality of life within a community.

Banning had a relatively high incidence of overcrowding in 1990—892 households (12 percent) were overcrowded. Overcrowding occurred both in owner-occupied and rental housing units. There were 625 overcrowded rental units (24 percent of all rental units) and 267 overcrowded owner-occupied units (5 percent of all owner-occupied units). The extent of overcrowding is consistent with rising average household sizes and the number of large families, many of whom are low-

income. Nearly 70 percent of the housing units in the City had between four and six rooms as shown on Table III-44.

**Table III-44**  
**Rooms per Housing Unit (1990)**

1 Room	152
2 Rooms	556
3 Rooms	791
4 Rooms	1744
5 Rooms	2496
6 Rooms	1534
7 Rooms	655
8 Rooms	257
9+ Rooms	93

Source: 1990 U.S. Census Bureau.

The 1990 Census defines overcrowding as 1.01 or more persons per room, and extreme overcrowding as more than 1.5 persons per room. Since data in relation to overcrowding have not been broken down into housing type by number of rooms, type of household, or by household income, overcrowding must be evaluated in terms of other factors such as cultural expectations, size of rooms, availability and type of common areas or open space, and the age and relationship of persons in the unit. Table III-45 and III-46 summarize the overcrowding status in the City. Nine percent of the City's occupied housing units were overcrowded, compared to 8 percent of the County's occupied units.

**Table III-45**  
**Persons Per Room in All Occupied Housing Units**

Persons	City	Percent	County	Percent
0.50 or less	4,446	60%	234,646	58%
0.51 to 1.00	2,093	28%	126,920	32%
1.01 to 1.50	423	6%	20,187	5%
1.51 to 2.00	235	3%	11,514	3%
2.01 or more	234	3%	8,801	2%

Source: 1990 Census Bureau Data

**Table III-46  
Overcrowded Housing**

<b>Number of Persons per Room</b>	<b>Rental Units</b>	<b>Percent of Total Occupied Rental Units</b>	<b>Owner Units</b>	<b>Percent of Total Occupied Owner Units</b>
<b>City</b>				
1.01 to 1.50	277	11%	146	3%
1.51 or more	348	14%	121	3%
<b>Total</b>	<b>625</b>	<b>25%</b>	<b>267</b>	<b>6%</b>
<b>County</b>				
1.01 to 1.50	10,583	8%	9,604	3%
1.51 or more	13,512	10%	6,803	2%
<b>Total</b>	<b>24,095</b>	<b>18%</b>	<b>16,407</b>	<b>5%</b>

Source: 1990 U.S. Census Bureau

### Housing Costs

Rental housing costs in Banning are considered lower than those of the surrounding cities of Yucaipa and Hemet. In a conversation with a local realtor in Banning, he noted that he did not have any available listing for single-family housing and the constant availability of them is very slim. Single-family houses that become available on the market are rented within the first day of their listing. Average rental rate for two bedroom houses is between \$650-\$700, three bedroom houses have an average rental rate of \$800-\$900 and four bedroom rental rates are between \$950-\$1000.

Koby Faith Realtor specializes in Residential and Commercial Land. Single Family Lot price ranges from \$30,000 up to \$600,000. Lot sizes start from 7,200 square feet on up. Commercial Lot prices range from 70,000 to 900,000, depending on the size of the lot. There are fewer properties than there are buyers.

Coldwell Banker's had 40 single-family units for sale as of September 11, 2000. There were 19 two-bedroom houses with price ranges from \$39,900 to \$795,000, 18 three-bedroom houses for sale from \$74,900 to \$795,000 (higher prices are usually a result of larger lots) and 3 four or more bedroom houses from \$114,900 to \$249,000. They had 27 vacant property units. Their prices varied from \$12,000 for \$40,946 sq ft. for a single-family lot to \$699,000 for 42,000 sq ft. for a commercial lot. The median land price was about \$59,900 for a 39,204 sq ft single-family lot.

According to the City of Banning, sales prices of existing homes range from \$70,000 to \$250,000 for a three or four bedroom unit. Three and four bedroom house rentals range from \$800 to \$1,000 per month. One and two-bedroom apartments rental range from \$275 to \$535 per month. Executive level homes are also available in the San Gorgonio Pass. In Banning, there are 11 hotels and motels, with 285 rooms. Table III-47 shows Banning's rental rates for apartments.

**Table III-47  
Rental Rates in Banning (2000)**

<b>Name/Type</b>	<b>1 Bed</b>	<b>2 Bed</b>	<b>3 Bed</b>	<b>4 bed</b>
Apartments				
Lamplighter		\$470	\$490	
West view Terrace*	\$628	\$716	\$888	\$967
Windscape Village	\$390	\$450		
Banning Trailer Park and Motel**	\$300-350			

Source: Lamplighter, West view Terrace, Windscape Village and Banning Trailer Park and Motel.

\* West View Terrace is Section 8 Housing; the rental price depends on the person's income. The prices listed for this section are as of 9/8/00.

\*\* Banning Trailer Park and Motel has monthly rental apartment.

There are 15 mobile home parks in the city with 1,007 spaces. There are 2,769 spaces located within the Banning community area. Some of the mobile home parks offer discounts to residents living there over a certain number of years. The majority of the mobile homes offer double wide and triple wide housing, there are some singlewide units but in some parks they are no longer allowed. The City's mobile homes are regularly maintained and are said to be in good to excellent condition.

**Table III-48  
Mobile Home Park Space Rental Rates**

<b>Name</b>	<b>Total</b>	<b>Average Monthly Rent</b>
Banning Trailer Park and Motel	62	\$179 a month
Linda Vista Mobile Home Park	143	\$319-\$365
Mountain Air Mobile Home	131	Not Available
Banning Estates	200	\$75,000-\$85,000 (To Buy Only)
Mountain Springs	200	\$35,000-\$45,000 (To Lease Only)

Source: Banning Trailer Park and Motel, Linda Vista Mobile Homes Park, Mountain Air Mobile Home Estates, Banning Estates, and Mountain Spring.

Table III-49 list prices of homes sold within the last year. The listing comes from the LA Times Newspaper. There were a total of 572 homes and 70 condominiums for sale with the highest percentage of homes being two and three bedroom, single-family units.

**Table III-49  
Home Prices in Banning (1999-2000)**

<b>Bedrooms</b>	<b>Units</b>	<b>Median</b>	<b>Average</b>	<b>Range</b>	<b>% of Total</b>
<b>Single Family Homes</b>					
1	17	\$25,000	\$42,500	\$13,000 to \$127,000	3%
2	281	\$65,750	\$114,151	\$1,000 to \$1,273,000	44%
3	243	\$92,500	\$119,599	\$8,000 to \$279,000	38%
4	28	\$87,500	\$95,875	\$30,000 to \$240,000	4%
5+	3	\$110,000	\$110,666	\$35,000 to \$187,000	1%
<b>Total</b>	<b>--</b>	<b>572</b>	<b>--</b>	<b>\$13,000 to \$187,000</b>	<b>90%</b>
<b>Multi-Family Homes/Condominiums</b>					
1	16	\$8,500	\$10,281	\$2,000 to \$30,000	2%
2	54	\$91,000	\$94,454	\$8,000 to \$174,500	8%
3	--	--	--	--	--
4+	--	--	--	--	--
<b>Total</b>	<b>--</b>	<b>70</b>	<b>--</b>	<b>\$2,000 to \$174,500</b>	<b>10%</b>

Source: LA Times, August 2000.

Table III-50 compares median home prices in the County to other counties in the region in October 2000. Median home prices in Banning are affordable compared to other region. Therefore, the housing market in Banning is attracting households of a variety of incomes.

**Table III-50  
Comparative Average New Home Prices (1999)**

<b>County</b>	<b>Average Price</b>
San Diego	\$260,000
Ventura	\$347,000
Orange	\$318,000
Los Angeles	\$266,000
Riverside	\$195,500
San Bernardino	\$177,000

Source: Inland Empire Quarterly Report, October 1999.

### **Income and Affordability**

A standard measure of housing affordability is that housing expenses should not exceed 30 percent of a household's income, on the average. Those who pay 30 percent or more of their income on housing may experience difficulty in affording other basic necessities. However, to truly evaluate housing affordability, individual circumstances and factors must be taken into account. These circumstances and other factors include other long-term debt, mortgage interest rates, the number of children in a household, and other large, ongoing expenses (such as medical bills). Since it is impossible to consider each household's individual circumstances, the 30 percent rule-of-thumb provides a general measure of housing affordability for the average household.

Tables III-52 and III-53 show the number of households paying over 30 percent of their income on housing by income level (the four income groups and by dollar amount as reported by the 1990 Census). Some households choose to pay over 30 percent of their income for various reasons, such as location, aesthetics, or other features. Other households choose to pay larger percentages of their income on housing because they may receive tax advantages or are investing with the knowledge that their income will increase so that they pay a lower percentage of their income on a long-term basis. In contrast, some households are forced to pay a large percentage of their income either because they cannot afford anything less, or they are limited to certain costs due to a lack of available low-cost housing options.

In 1990, 341 homeowners age 65 and older paid 30 percent or more of their income on housing. This represented 22 percent of all elderly homeowners. However, approximately 59 percent (289 renters) of elderly renters were paying 30 percent or more of their income on housing.

**Table III-51**  
**Number of Households Paying Over 30 Percent of Income on Housing**

<b>Income</b>	<b>Owners</b>	<b>Renters</b>	<b>Total</b>
Very Low-Income	54	165	219
Lower-Income	441	876	1,317
<b>Total</b>	<b>495</b>	<b>1,041</b>	<b>1,536</b>

Source: 1990 Census Bureau Data.

Note: 1990 Census data uses income ranges that do not correspond exactly to the income categories. Therefore, there are people in the lower-income category that actually fall into the moderate-income category and likewise between the very low- and lower-income categories. The numbers in the table include more persons than are actually in those categories.

**Table III-52**  
**Housing Expenditure Rate per Income Group**

<b>Income</b>	<b>&lt;\$10,000</b>	<b>\$10,000- \$19,999</b>	<b>\$20,000- \$34,999</b>	<b>\$35,000- \$49,999</b>	<b>\$50,000+</b>	<b>Total Households</b>
<b>Owners</b>						
30%+	1%	5%	13%	9%	<1%	251
35%+	12%	34%	17%	7%	0	668
<b>Total</b>	<b>214</b>	<b>281</b>	<b>310</b>	<b>112</b>	<b>2</b>	<b>919</b>
<b>Households</b>						
<b>Renters</b>						
30%+	6%	20%	14%	0	1%	267
35%+	79%	47%	3%	0	0	895
<b>Total</b>	<b>617</b>	<b>424</b>	<b>118</b>	<b>0</b>	<b>3</b>	<b>1162</b>
<b>Households</b>						

Source: 1990 Census Bureau Data

### **Affordability Trends**

Table III-53 shows the median gross rent in relation to income in 1990 (such data is not available for 2000). People with very low incomes had few affordable housing options, as only 19 percent of apartment units in the City had rents below 30 percent of their income. Additionally there were few owner-occupied homes at prices affordable to a very low income household. People with low incomes had more options than those with very low incomes, but there were still an insufficient number of lower-cost units available to these households.

Table III-53 also provides an estimate of the number of affordable rental units at each income level. It is important to note that the percentage of apartments affordable within the low- and moderate-income groups is cumulative and includes the percentage from the previous income group. Also, households of many income levels will often compete for housing in the same price range, so the existence of lower-cost units does not mean that such units are actually available to lower-income households.

**Table III-53**  
**Affordability of Rental Housing in Relation to Income**

<b>Income Group</b>	<b>Affordable Rent Limit</b>	<b>% of City Rentals</b>	<b>% of County Rentals</b>
Very Low	\$281	19%	9%
Low	\$450	12%	17%
Moderate	\$615	73%	36%

Source: 1990 U.S. Bureau of Census

A household can typically qualify to purchase a home that is 2.5 to 3.0 times the annual income of that household, depending on the down payment, the level of other long-term obligations (such as a car loan), and interest rates. In practice, the interaction of these factors allows some households to qualify for homes priced at more than three times their annual income, while other households may be limited to purchasing homes no more than two times their annual incomes. Based on the homes currently for sale within the last years and affordability rates at 3.0 times the annual income of a four-person household, Table III-54 shows that there were 74 homes affordable to four-person households in the very low-income category and 163 homes available to four-person households in the low-income category. . It is important to note that subsidized or assisted housing is not included in these housing costs as they are not likely to be listed in local papers.

**Table III-54**  
**Sold Units Affordable to Lower-Income Households (1999)**

<b>Income Group</b>	<b>Affordability Level</b>	<b>Homes Sold in 1999-00</b>	<b>Percent of All Houses Sold</b>
Very Low-Income	\$33,771	74	13%
Low-Income	\$54,033	163	28%
Moderate-Income	\$81,051	307	54%

Source: LA Times Home Prices, 1999-2000.

## **CURRENT HOUSING NEEDS**

### **Regional Housing Needs Assessment (RHNA)**

The State Housing Law requires the Southern California Association of Governments (SCAG) to identify existing and future housing needs for the region every five years. The 1998 RHNA identifies each jurisdiction's Existing Housing Need, as of January 1, 1998, and Future Housing Need for the July 1, 1998 to July 1, 2005 period.

Existing need is evaluated based on overpayment by lower income households (SCAG has used the figure 30 percent or more of income) and the need to raise vacancy rates in the jurisdiction to a level at which the market would operate freely.

The methodology used to determine the future need took into consideration the growth in number of households expected, the need to achieve ideal vacancy rates, and compensation for anticipated demolition. Then an "avoidance of impaction" adjustment was calculated. This is done to avoid further concentration of low-income units in jurisdictions that have more than the regional average.

The City must use the numbers allocated under the RHNA to identify measures (policies and ordinances) that are consistent with meeting these new construction goals. They are not meant to be a quota for development. In other words, the City must make it possible for units to be built but is not obligated to build any of the units. Between 1998 and February 2000, the City processed four demolition permits for single-dwelling units and one building permit to repair the foundation of a dwelling unit. According to the RHNA, the City of Banning has a total housing construction need of 1,780 units and an annual need of 237 units. The Banning 1998-2005 planning period allocation is:

**Table III-55  
Regional Housing Needs Assessment (1999)**

481	27%	Very Low Income:	Household income is less than 50% of the county median income.
285	16%	Low Income:	Household income is between 51% and 80% of the county median income.
409	23%	Moderate Income:	Household income is between 81% and 120 % of the county median income.
604	4%	Above Moderate Income:	Household income is greater than 120% of the county median income.

Source: SCAG 1998-2005 Projections.

Income limits are established by the U.S. Department of Housing and Urban Development (HUD) annually and published by the State Office of Housing and Community Development. The most recent income limits were effective as of March 2000 and the Riverside County numbers are as follows for a four-person household:

**Table III-56  
HUD Income Limits**

Extremely Low Income	30% of the median	Up to \$14,220 a year
Very Low Income	30% to 50% of the median	Between \$14,221 and \$23,700 per year
Low Income	50% to 80% of the median	Between \$23,701 and \$37,920 per year
Moderate Income	80% to 120% of the median	Between \$37,921 and \$56,880 per year
Above Moderate Income	Above 120% of the median	Greater than \$56,881 per year
<b>Median</b>	<b>\$47,400</b>	

Source: HUD Income Limits 1999.

## ASSISTED HOUSING PROJECTS/PROGRAMS

### City of Banning

Because Banning is not an entitlement community for the receipt of federal funds, the City has relied on Riverside County to provide pass-through funding under a number of federal programs. In addition, Banning has generated a small, but growing, amount of local funding through its Redevelopment Agency, which must set aside 20 percent of the property tax increment it receives in a housing fund to benefit low- and moderate-income households.

As of July 1, 2000 the Redevelopment Agency had a balance of \$199,500 low- to moderate-income funds and \$158,000 in unspent Bond proceeds committed to future projects. Table III-57 contains the Agency's estimate of LMI Fund Receipts and Expenditures for the fiscal year 1999-00 through fiscal year 2003-04. The Agency anticipates that additional receipts into the L//MI fund between fiscal years 2000-01 2004-05 will be approximately the same as shown in Table III-57.

**Table III-57**  
**5-Year Estimated Redevelopment Agency Low- Moderate-Funds**

<b>Fund Activity</b>	<b>Beginning Balance</b>	<b>5 Year Ending Balance</b>	<b>5 Year Total Additional L/MI Funds</b>
<b>Estimated Receipts</b>			
Tax Increment	\$160,283	\$185,354	\$862,955
Interest Income	\$16,297	\$21,534	\$120,538
Loan Repayment	\$35,000	\$0	\$35,000
Other	\$0	\$0	--
<b>Total Available</b>	<b>\$644,131</b>	<b>\$637,562</b>	<b>--</b>
<b>Estimated Expenditures</b>			
LMI Programs and Projects	\$0	\$175,000	\$450,000
Infrastructure	\$0	\$0	--
New/Substantial Administration	\$0	\$0	--
Bond Debt Service	\$34,252	\$79,229	\$341,967
	\$68,549	\$69,149	\$344,892
<b>Total Estimated</b>	<b>\$101,801</b>	<b>\$323,378</b>	<b>\$1,136,859</b>
<b>Total</b>	<b>\$541,330</b>	<b>\$314,184</b>	<b>--</b>

Source: Banning Community Redevelopment Agency 5- Year Implementation Plan 1999-2004.

The Banning Community Redevelopment Agency proposes to use its L/MI funds in the following ways over the next five years:

- Nine units are proposed to be constructed in order to complete the Agency’s replacement housing obligation to provide 13 replacement dwelling units.
- Substantial rehabilitation of twenty (20) units during the balance of the five-year planning period.
- Assist 55 units, 20 Inclusionary, 9 replacements, 26 “other” using the housing assistance programs.

The City has several new programs designed to improve housing conditions, increase homeownership, and provide additional housing opportunities for low- and moderate-income households. For example, the City just started a program to help improve the exterior for owner occupied housing units. The program will assist low and very-low homeowners with fixing up their homes. A grant of up to \$7,500 will be given to eligible homeowners. Under this grant the homeowner will be required to maintain the home for up to 7 years or the money will be taken. The City has also taken steps in recent years to increase code enforcement activities and remove dilapidated structures that are infeasible to rehabilitate to improve property conditions in the City. Finally, the City plans to implement a local program to assist low-income households in purchasing a home.

## County Housing Programs

According to the County Housing Authority there is limited funding for housing assistance programs and a very large number of families requesting assistance (there are approximately 23,000 families waiting for assistance), the wait for assistance can be less than one to seven years. In Banning, there are currently 138 families on the waiting list for public housing and there are 286 families waiting for Section 8 vouchers, some of which may be on both lists. Descriptions of the programs provided by the Riverside County Housing Authority are outlined below.

In the tenant-based Section 8 programs, the Public Housing Authority (PHA) verifies a family's eligibility (including income eligibility) and then issues the family a voucher. The family generally has 60 days to locate a rental unit where the landlord agrees to participate in the program. The PHA determines whether the unit meets housing quality standards (HQS). If the PHA approves a family's unit and lease, the PHA contracts with the owner to make Housing Assistants Payment (HAP) on behalf of the family. The PHA may not approve a lease unless the rent is reasonable.

Under the rental certificate program, the initial rent and utility costs normally may not exceed a HUD established fair market rent (FMR) for the unit size in the area, and the tenant is generally required to pay 30 percent of adjusted monthly income toward rent and utilities (the total tenant payment). The Housing Assistants Payment (HAP) made by the Public Housing Authority (PHA) to the owner makes up the difference between the rent the owner charges for the unit and the amount of the total tenant payment.

The Homeownership Empowerment Lease Purchase (HELP) Program is funded by the U. S. Department of Housing and Urban Development (HUD) and administered by the Housing Authority of the County of Riverside. The HELP Program provides eligible families the opportunity to lease a single family home from the Housing Authority and obtain down payment assistance to help them purchase the home. Program participants lease the home from the Housing Authority until they accumulate enough money for a down payment and qualify for a loan to purchase the home.

There is one multi-family complex in Banning that currently participates in HUD's Section 8 program, Westview Terrace. This complex contains 75 units and the expiration date is January 10, 2013, therefore it is not at risk. The Housing Authority owns several bond financed multi-family rental housing developments in various cities throughout the County of Riverside there is one apartment complex is Beaumont, Noble Creek Apartments. These attractive multi-family rental housing developments were constructed or purchased under contracts with, and funding provided by HUD. These rental-housing units are owned and managed by the Housing Authority. Housing Authority owned affordable housing consists of 491 units scattered over twenty-two sites through the Riverside County area. Upon being determined eligible, a family is given the choice of sites available at the time their name is drawn from the waiting list. The family must choose from available sites in order to receive housing assistance. This program is sometimes called the "conventional housing program".

Fair market rents for the Riverside County area in fiscal year 2000 are provided in Table III-58 below. For the 40th percentile fair market rents for manufactured home spaces in the Section 8

Choice Housing Program, space rents in Riverside County are listed at \$609 for fiscal year 2000 (Federal Register, February 2000).

**Table III-58  
Fair Market Rents for Existing Housing in Riverside County**

<b>Studio</b>	<b>One Bedroom</b>	<b>Two Bedroom</b>	<b>Three Bedroom</b>	<b>Four Bedroom</b>
\$448	\$499	\$609	\$845	\$999

Source: Federal Register, HUD, February, 2000

Individual initiative and the use of Community Development Block Grants (CDBG) have helped. In previous years the CDBG program has been used to assist with home improvement for applicants that meet the income guidelines.

### **UNITS ELIGIBLE FOR CONVERSION**

In 1989, the California Government Code was amended to include a requirement that localities identify and develop a program in their housing elements for the preservation of assisted, affordable multi-family units. Subsequent amendments have clarified the scope of the analysis to also include units developed pursuant to inclusionary housing and density bonus programs. In the preservation analysis, localities are required to provide an inventory of assisted, affordable units that are eligible to convert within ten years. As part of the analysis, an estimation of the cost of preserving versus replacing the units is to be included, as well as programs designed to preserve the affordable units.

The California Housing Partnership Corporation provides an inventory of federally subsidized rental units at risk of conversion. Currently no HUD-assisted multi-family housing developments with Section 8 contracts in the City of Banning are at risk of conversion over the next ten years. One assisted rental housing development, Westview Terrance, has a federal Section 8 contract does not expire until January 1, 2013.

**FUTURE DEVELOPMENT POTENTIAL**

<b>Table III-59 Banning Vacant Land Summary</b>			
<b>Zoning Designation</b>	<b>Acres Total</b>	<b>Acres Vacant</b>	<b>Future Units</b>
Ranch/Agriculture (1 du/10 ac.)	77.7	77.7	8
Ranch/Agriculture – Hillside (1 du/10 ac.)	473.3	351.5	35
Rural Residential (0-1 du/ac.)	935.6	812.5	812
Rural Residential – Hillside (0-1 du/ac.)	0.0		0
Very Low Density Residential (0-2 du/ac.)	1,938.6	1,707.4	2,561
Low Density Residential (0-5 du/ac.)	3,165.5	1,839.4	6,898
Medium Density Residential (0-10 du/ac.)	1,111.4	433.7	3,253
High Density Residential (11-18 du/ac.)	482.9	262.9	3,549
<b>Residential Total</b>	<b>8,185</b>	<b>5,485.1</b>	<b>17,116</b>

**CONSTRAINTS**

The City of Banning recognizes the need for sound, affordable housing for all of its residents, this goal is not easy to achieve. The City itself does not produce housing and its resources to encourage others to do so are limited. In addition, there are market constraints in the operation of the construction industry, laws and regulations (Subdivision Map Act and Uniform Building Code), and physical constraints, which impact the cost and amount of housing produced and over which the City had no control.

**NON-GOVERNMENTAL CONSTRAINTS**

**Price of Housing/Land**

According to the California Association of Realtors, housing prices have been rising in the area, with gains of 17.7 percent between August 1999 and August 2000. Based on recent sales, the average three-bedroom unit is \$119,599.

**Construction Costs**

The major components of housing costs are construction costs, labor costs, land costs and market financing. The single largest cost associated with building a new house is the cost of building materials, comprising between 40 to 50 percent of the sales price of a home. According to a local developer, construction costs in Banning are moderate. Highland Estates is a new single-family development with 45 homes, their prices range from \$120,000 to \$150,000. Construction and labor costs for a wood framed, single-family house are about \$46 per square foot or \$69,000 a unit. The cost of raw land is running between \$8,000-\$12,000 a unit. Development cost including sewer and other underground utilities is between \$17,000 and \$22,000 a unit. The current permitting cost is about \$9,000 a unit. Marketing costs is running about 8 percent or \$10,800 of the sales price. Local

realtors and developers indicate land costs in Banning are comparable to nearby areas, and are lower than in metropolitan areas to the west (e.g. Riverside and San Bernardino). The average sales price for all homes sold in Banning between 1999 and June 2000 was \$42,500 for a one bedroom up \$110,666 for 5 or more bedrooms.

### Availability of Financing

The City has not uncovered any local constraints to the availability or cost of financing for home purchases or rehabilitation that differ significantly from the availability and cost of financing generally in California. Even in older neighborhoods of the City, there are no barriers to obtaining financing for home purchase, improvement, or construction (other than customary underwriting considerations by lenders).

The primary factor related to home finance affecting housing affordability and availability is the cost of borrowing money (interest rates). Historically, substantial changes in interest rates have correlated with swings in home sales. When interest rates decline, sales increase. The reverse has been true when interest rates increase. Over the past two decades, there has been a dramatic growth in alternative mortgage products, such as graduated mortgages and variable rate mortgages. These types of loans allow homeowners to take advantage of lower initial interest rates and qualify for larger home loans. Even during periods of high interest rates, these alternative products allow more buyers to qualify for homeownership, thus dampening the swings in home sales that accompany changes in interest rates.

Nevertheless, the fixed interest rate mortgage remains the preferred type of loan, especially during periods of low, stable interest rates. Most governmental programs that seek to increase homeownership among low- and moderate-income households rely on loan products that provide fixed interest rates below prevailing market rates, either for the principal loan or for a second loan that provides part of the down payment for home purchase. Many programs offer deferred second loans to facilitate homeownership. Table III-60 shows various monthly payments necessary to service mortgages at various interest rates. Financing is currently at 10 percent in the area.

**Table III-60**  
**Monthly Payments and Total Interest at Various Interest Rates**

Interest Rate	15-Year Loan			30-Year Loan		
	Payment per \$10k	Total Interest Paid	% Difference Payment/Interest	Payment per \$10k	Total Interest Paid	% Difference Payment/Interest
6%	\$84.39	\$5,189	---	\$59.96	\$11,583	---
7%	\$89.88	\$6,178	6.5%/19.0%	\$66.53	\$13,950	11.0%/20.4%
8%	\$95.57	\$7,202	6.3%/16.6%	\$73.38	\$16,415	10.3%/17.7%
9%	\$101.43	\$8,256	6.1%/14.6%	\$80.46	\$18,966	9.6%/15.5%
10%	\$107.46	\$9,343	5.9%/13.2%	\$87.76	\$21,593	9.1%/13.9%

## **ENVIRONMENTAL CONSTRAINTS**

### **Infrastructure**

Another factor adding to the cost of new construction is the cost of providing adequate infrastructure. Major and local streets; curbs, gutters, and sidewalks; water and sewer lines; and street lighting are required to be built or installed in new developments. These infrastructure improvements are, in most cases, dedicated to the City, which is then responsible for their maintenance. The cost of these facilities is borne by developers, is added to the cost of new housing units, and is eventually paid for by the homebuyers or property owners.

Since the City and most of its developments are quite old, infrastructure, including streets, sewers, storm drains, and water lines, are quickly aging and in need of repair. To offset the cost of installation and repair, new developments are required to provide on-site infrastructure and pay an impact fee for these facilities. There are no infrastructure limitations on the City's ability to accommodate affordable housing, nor are there infrastructure or public service constraints on remaining sites potentially suitable for affordable housing. One potential problem commented by a local developer was the several open channels and underground drains that have been constructed within the planning area there has been slight difficulty to build housing around them.

### **Maintaining Public Open Space**

Open space is a valuable resource as it discourages noncontiguous development patterns that result in sprawl and inefficient use of community service funds. Open space also maintains the natural character of the area so that urbanization does not become out of control and cities do not lose their natural resources. Open spaces are beneficial to the responsible growth of cities and offer many environmental, recreational, and psychological benefits to the community. The City does not require common open space in any of its residential zones. However, if a developer chooses to construct a planned unit development, which the City permits, a minimum of 30% of the gross site area must be designated for common open space.

## **GOVERNMENTAL CONSTRAINTS**

### **Zoning of Available Land**

The City has approximately 10,797 acres of residential land, less than five percent of which are underdeveloped and feasible redevelopment options. Most of the land in the City is zoned low density residential or where multi-family units are not permitted, locating available land where higher density dwellings are permitted can become difficult, particularly as build out occurs.

## **Land Use Controls**

Banning encourages residential development in its jurisdiction, and as of 1989 did not anticipate any measures to limit residential growth. Residential uses are only permitted in residential zones as shown in the table. However, conversions of commercial uses in commercial zones to residential uses are permitted with the approval of a conditional use permit.

The zoning ordinance provides for a full range of residential types and densities dispersed throughout the community. Densities range from 0-1du/acre in Rural Residential areas to 12-24 du/acre in the areas designated for High Density Residential development.

## Banning Zoning Code Requirements

Table III-61 summarizes the City’s zoning requirements for housing. Although these requirements apply to new development, their practical impact in affecting the construction of housing for low-income households is minor in comparison to non-governmental constraints. Nevertheless this table describes the key development regulations and policies that potentially affect the City’s ability to accommodate low-income housing.

**Table III-61  
Residential Development Standards**

	<b>R/A</b>	<b>R/A/H</b>	<b>RR</b>	<b>RR/H</b>	<b>VLDR</b>	<b>LDR</b>	<b>MDR</b>	<b>HDR</b>	<b>MHP</b>
Max. Density (Units/Ac.)	1/10 Ac.	1/10 Ac. <sup>1</sup>	0-1	0-1	0-2	0-5	0-10	11-18	9-18
Min. Lot Size (Ac. or s.f.) Single Family Lot <sup>2,3</sup>	10 Ac.	10 Ac.	40,000 s.f.	40,000 s.f.	20,000 s.f.	7,000 or suffix <sup>4</sup>	5,000	N/A	N/A
Min. Lot Size (Ac.) Multi-Family Units	N/A	N/A	N/A	N/A	N/A	N/A	2 Ac.	2 Ac.	2 Ac.
Min. Lot Width (Feet)	600	600	150	150	100	70	50	150	150
Min. Lot Depth (Feet)	600	600	150	150	100	90	75	100	100
Min. Front Setback (Feet) <sup>5</sup>	50	50	50	50	35	20	15	15	15
Min. Rear Setback (Feet)	50	50	35	35	35	15	10	10	10
Min. Side Yard Setback (Feet)	25	25	25	25	15	10	5	5	5
Min. Street Side (Feet)	30	30	30	30	20	15	10	10	10
Max. Bldg. Coverage (%)	10	10	15	15	15	25	40	40	50
Min. Private Outdoor Space (s.f.)	N/A	N/A	N/A	N/A	N/A	N/A	200	200	200
Min. Common Outdoor Space (s.f.) <sup>6</sup>	N/A	N/A	N/A	N/A	N/A	N/A	200	200	200
Maximum Height (stories/feet)	2/35	2/35	2/35	2/35	2/35	2/35	3/45	4/60	1/25

<sup>1</sup> A property owner may apply the density allowed on a lot, or portion of a lot, designated R/A/H or RR/H which has slopes of 25% or more, to an adjacent lot, or to that portion of the same lot designated R/A or RR which is flat; having less than 25% slopes.

<sup>2</sup> A single family home can be built on an existing legal lot in the R/A, R/A-H, RR, RR/H, VLDR, LDR or MDR zones, providing all single family residential development standards for that zone are met.

<sup>3</sup> Minimum lot size net of public right of way dedication.

<sup>4</sup> In the LDR Zone, if no suffix is shown on the map. If a suffix is shown on the map, that suffix indicates the minimum lot size.

<sup>5</sup> A reduction of 5 feet is allowed for garages or guest houses.

<sup>6</sup> A minimum of 30% of the net site area must be provided in common outdoor space.

## **Local Processing and Permit Procedures**

The evaluation and review process required by the City procedures contributes to the cost of housing in that holding costs incurred by developers are ultimately manifested in the selling price of the home. The review process in Banning is governed by the City Council and Planning Commission, or depending on the project, it might be reviewed by The Planning Department.

City staff seeks in all cases to streamline approval processes wherever possible. Conditional use permits, rezones, tentative maps, and plan checks are all processed within approximately two months, if an environmental impact report isn't necessary, and assuming that there are no significant issues affecting the project. If environmental processing is necessary, or if it is necessary to resolve special issues, processing times are streamlined to the extent possible within statutory limits governing review periods.

Due to the extent of development applications received by Staff in recent years and desire to minimize project review time, the City has implemented an Alternative Permit Processing system which provides project applicants the opportunity to hire a City-approved consultant to conduct project review.

## **Permit and Development Impact Fees**

The City of Banning charges a number of permit, development, and engineering fees to cover the cost of processing development requests, providing public facilities and services to new development, and mitigating the environmental impacts of new development. Although these fees are necessary to meet City service and environmental standards, they can have a substantial impact on the cost of housing, particularly affordable housing. Table III-62 summarizes the various permit fees charged by the City. Table III-63 summarizes the City's development impact fees. Table III-64 summarizes the City's Engineering Department fees.

**Table III-62  
Summary of Banning Development and Permit Fees**

<b>ZONING</b>	<b>FEE</b>
Annexation	\$2,047.50 + \$27.30/hr. over 75 hours + LAFCO fee
Appeals	\$202
Certificate of Compliance	\$164 + \$19.65 per lot
Conditional Use Permit (CUP)	Non-residence: \$655 Residence: \$655 + \$7.10 per d/u
Amendment to CUP	\$500
Design Review	\$273
Development Agreement	\$3,303 + legal fees
General Plan Amendment	\$1,228.50 + \$16.40 per acre
Land Use Permit (LUP)	\$218.50
Landscape/Irrigation Plan Check	\$50 = Prevailing rate of Landscape Architect
Lot Line Adjustment/Merge	\$164 + \$19.65 per lot
Planning Information Letter	\$50 - \$75
Sign Review	\$40
Site Plan Review	\$218.50
Specific Plan	\$1,529 + \$5.50 per d/u
Specific Plan Amendment	\$600.50
Tentative Tract Map (5 or more lots)	\$1,201 + \$16.40 per lot
Tentative Parcel Map (4 or fewer lots)	\$710 + \$16.40 per lot
Tentative Map Extension	\$409.50
Unclassified Use Permit (UUP)	\$1,037
Request for Continuation of Public Hearing	\$75
Request for Continuation of Public Hearing Requiring Additional Public Noticing	\$150
Amendments: Conditional Use Permit	\$500
Amendments: Specific Plan	\$600.50
Additional Fees may be applicable depending on the value of the property	

Source: City of Banning, 2000.

**Table III-63  
Development Impact Fees**

<b>Type</b>	<b>Fee</b>
School Impact Fee	\$2.05 per sq. ft. for new non-senior residential \$0.33 per sq. ft. for commercial & industrial uses
Fire Facilities	\$543.05 per residential unit \$0.275 per sq. ft. commercial
Police Facilities	\$364.11 per residential unit \$0.275 per sq. ft. commercial
Park Land	\$999.00 per low density or specific plan residential unit \$821.00 per medium density residential unit \$530.00 per high density residential unit \$1,233 per commercial/industrial unit
Traffic Facilities	\$0.12 per residential sq. ft. \$0.19 per commercial sq. ft.
Water Connection Fee	\$1,741 per unit
Water Meter Fee	\$375 per unit
Sewer Connection Fee	\$1,813 per unit
Electric Meter Installation Fee	\$165 per unit
Electric Utility Construction Fee	\$1.07 per square foot

Source: City of Banning, 2000.

**Table III-64  
Engineering Department Fees**

<b>Type</b>	<b>Fee</b>
<b>1. Public Works Permit Fee</b>	
A. Issuance Fee	\$8
B. Curb & Gutter:	
1 to 100 LF	\$33
101 LF/Plus	\$24.50 + \$.25/LF
C. Sidewalk:	
1 to 400 SF	\$24.50
401SF PLUS/SF	\$5 + \$.06/SF
D. Pavement:	
1 to 1000 SF	\$11 + 4% Construction Cost
5001 SF Plus	\$100 + 2.5% Construction Cost
E. Driveway Approach:	
Residential	\$24.50/ Each
Commercial/Industrial	\$33.00/ Each
F. Wheelchair Ramp	\$33/ Each
G. Cross gutter/spandrel	\$41/ Each
H. Sewer main, storm drain, water main:	
1 to 50 LF	\$65.50
51 LF Plus	\$41+ \$.50/ LF

**Table III-64  
Engineering Department Fees**

I. Sewer Lateral	\$49/ Each
Dye Test	\$50
J. Water Service	\$49/ Each
K. Sewer Manhole	\$49/ Each
L. Sewer Clean-out	\$33/ Each
M. Waterline Hot Tap	\$82/ Each
N. Storm Drain Inlet, Junction Structure	\$65.50/ Each
O. Storm Drain Connector Pipe	\$82
P. Parkway Drain	\$54.50/ Each
Q. Fire Hydrant	\$24.50/ Each
R. Air Vac Blow-off and Air Release	\$38/ Each
S. Street Light	\$19.50/ Each
T. Street Tree	\$16.50/ Each
U. Landscaping	4% of Construction Cost
V. Street Name and Traffic Control Sign	\$22/ Each
W. Retaining Wall	\$22+ \$.55/Lf
X. Penalty For Work Commenced Without Permit	50% of Permit
Y. Re-Inspection Fee	100% of Original Fee
Z. Overtime Inspection (Including travel time)	\$41/ Hour
<b>2. Excavation Permit</b>	
A. Individual Project (Parallel to Street)	\$16.50 + \$.33/LF
B. Individual Project (Across the Street)	\$11 + \$2.20/LF
C. Annual Permit (6' x 6' cut or less)	\$382
<b>3. Preliminary Project Review</b>	
A. Specific Plan	\$710 + \$5.45/Acre
B. Specific Plan Amendment	\$500 + \$4/Acre
C. Environmental Impact Report	\$710 + \$5.45/Acre
D. Drainage Study	To be determined case by case basis
E. Traffic Study	To be determined case by case basis
F. Tentative Parcel Map	\$1100 + \$22/ Lot
G. Tentative Tract Map	\$1100 + \$22/ Lot
H. Tentative Map (MobileHome/RV/Trailer Subdivision)	\$764.50 + \$1.50/Space
	\$764.50 + \$1.65/ Space
J. Tentative Commercial Industrial Parcel Map over 4- Lots	\$764.50 + \$22/ Lot
K. Plot Plan	\$25/ Application
L. Site Plan	\$200/ Application
M. Condominium	\$764.50 + \$1.65/ Space

**Table III-64  
Engineering Department Fees**

N. Consultant Service	Consultant Fee
<b>4. Final Tract Map</b>	
A. Final Tract Map	First 50 lots = \$983 + \$22/ Lot 51st Lot & Up = \$2075 + 16.50/ Lot
B. Parcel Map	\$382 + \$19.50/ Lot
C. Mobile Home/RV Trailer Subdivision	First 50 Lots = \$983 + \$22/ Lot 51st Lot & Up = \$2075 + \$16.50/ Lot
D. Mobile Home/RV Trailer park	\$983 + \$2.25/ Space
E. Commercial/ Industrial Parcel Map over 4- Lots	\$983 + \$2.25/ DU
F. Condominium	\$983 + \$2.25/DU
G. Fourth Check & Up	Actual Time Spent
H. Certificate of Corrections	\$109/ Each
I. Amended Map	\$327.50/ Sheet
J. Consultant Service	Consultant Fee
<b>5. Improvement Plan Review</b>	
A. Final Map	\$0-\$19,999 = \$656 + 4%
	\$20,000- \$99,999 = \$1,638 + 3.5%
	\$100,000-\$199,999 = \$4,368 + 2.5%
	\$200,000 + = \$7,098 + 2.5%
B. Mobile Home/RV Trailer Subdivision	\$0-\$19,999 = \$655 + 4%
	\$20,000-\$99,999 = \$1,638 + 3.5%
	\$100,000-\$199,999 = \$4,368 + 2.5%
	\$200,000 + = \$7,098 + 2.5%
C. Mobile Home/RV Trailer Park	\$0-\$19,999 = \$655 + 4%
	\$20,000-\$99,999 = \$1,638 + 3.5%
	\$100,000-\$199,999 = \$4,368 + 2.5%
	\$200,000 & Over = \$7,098 + 2.5%
D. Condominium	\$0-\$19,999 = \$655 + 4%
	\$20,000-\$99,999 = \$1,638 + 3.5%
	\$100,000-\$199,999 = \$4,368 + 2.5%
	\$200,000 & Over = \$7,098 + 2.5%
E. Parcel Map	\$0-\$19,999 = \$655 + 4%
	\$20,000-\$99,999 = \$1,638 + 3.5%
	\$100,000-\$199,999 = \$4368 + 2.5%
	\$200,000 & Over = \$7,098 + 2.5%
F. Commercial/Industrial Parcel Map over 4-Lots	\$0-\$19,999 = \$655 + 4%
	\$20,000-\$99,999 = \$1,638 + 3.5%
	\$100,000-\$199,999 = \$4,368 + 2.5%
	\$200,000 & Over = \$7,098 + 2.5%
G. All Others	\$0-\$19,999 = \$655 + 4%

**Table III-64  
Engineering Department Fees**

	\$20,000-\$99,999 = \$1,638 + 3.5%
	\$100,000-\$199,999 = \$4,368 + 2.5%
	\$200,000-\$199,999 = \$4,368 + 2.5%
	\$200,000 & Over = \$7,098 + 2.5%
H. Fourth Submittal and Up	Actual Time
I. Plan Revision	Actual Time Spent
J. Consultant Service	Consultant Fee
<b>6. Grading Plan Review</b>	
A. Rough Grading/Stockpile	0 to 300 CY = \$327.50
	301 to 1000 CY = \$546
	1001 to 100,000 CY = \$819
	Over 100,000 CY = \$1,100
B. Precise Grading	0 to 49 Lots = \$375.50 + \$ 5.50/ Lot 50 Lots & Over = \$275 + \$4.50/ Lot
<b>7. Grading/Stockpile Permit</b>	Per Uniform Building Code Based Upon Earthwork quantities
<b>8. Inspection</b>	
A. Final Map	4% of Estimated Construction Cost
B. Mobile Home/RV/Trailer Subdivision	4% pf Estimated Construction Cost
C. Mobile Home/RV/Trailer Park	4% of Estimated Construction Cost
D. Condominium	4% of Estimated Construction Cost
E. Commercial/Industrial Parcel Map Over 4-Lots	Per Public Works Permit Fee
F. Parcel Map	Per Public Works Permit Fee
G. All Others	Per Public Works Permit Fee
<b>9. Flood Zone Development</b>	\$87.50/Application
<b>10. Encroachment Permit</b>	\$191/Application
<b>11. Oversized/Overweight Truck Permit</b>	
A. Single Trip Permit	\$15
<b>12. Reimbursement Agreement</b>	\$437/ Agreement
<b>13. Dedication Document Review &amp; Processing</b>	\$109/ Deed
<b>14. Street/Alley/Easement Abandonment</b>	\$415/Application
<b>15. Service Letter</b>	\$82/Letter
<b>16. Lot Line Adjustment Review</b>	\$100 + \$20/ Lot
<b>17. Certificate of Compliance Review</b>	\$100 + \$20/ Lot
<b>18. Lot Merger</b>	\$300 + \$20/ Lot
<b>19. Plan Storage &amp; Microfilm</b>	\$11/Sheet
<b>20. Traffic Count</b>	\$109/ Counter
<b>21. Publications</b>	Public Works Specification \$27.50 Master Plan (Map only \$5.50)

<b>22. Other Blueprints:</b>	
A. 24"x36" or smaller	\$5.50ea.
B. Larger	\$8.00 ea.
<b>23. Landscape Assessment</b>	Based on bonding requirements for proposed project
<b>District Annexation Deposit</b>	\$2,000
<b>24. Assessment/Mello/Roos District Deposit</b>	\$10,000
<b>25. Appeals to Planning Commission or City Council</b>	\$100

Source: City of Banning, 2000.

Normally, permit fees would have a minimal impact on housing costs because most the fees are flat rate charges, not per unit charges, and can be spread over the entire development. For a modest-sized development proposal, permit fees would typically amount to a few hundred dollars per dwelling unit. Permit fees could have a more substantial impact on small, infill projects that would be typical of most remaining vacant land.

Development impact fees have a much larger effect than permit fees on the final cost of a home. Such fees include water and sewer impact and hook-up costs, park fees (in lieu of land dedication), traffic impact fees, and similar charges. Based on the schedule of fees shown in Table III-64, these impact fees average about \$9,000 for a typical 1,500 square foot single-family dwelling.

These fees represent between approximately 7 percent of the total cost of a dwelling unit, depending on the dwelling unit type, square footage, number of bedrooms, and land development cost. The cost-impact of these fees is not significant for a typical single family home. Local developers are still able to offer such homes in the low- to mid-\$100,000 range. The City's development impact fees could be significant for an affordable multifamily housing project, however, fees would require additional project funding to make the affordable project "pencil out." A savings of several thousand dollars in impact fees for an affordable single-family development could also help additional low-income households achieve homeownership, saving these households up to \$50 per month in housing costs.

Much of the Banning jurisdiction is undeveloped land without most of its necessary infrastructure, such as streets, sewers, electrical, and water facilities, yet in place. As such, the cost of land improvements can be expected to be more than in highly urbanized areas. Under the City's "Density Bonus and Other Incentives for Lower Income and Senior Housing" provisions, a variety of development concessions such as reduced street widths, allowances for the provision of rolled curbs, reduced parking requirements, and alternative building materials, are offered as incentive for the provision of affordable units.

## **ENERGY CONSERVATION OPPORTUNITIES**

There are many opportunities for conserving energy in new and existing homes. Construction of energy efficient buildings does not lower the price of housing. However, housing with energy conservation features should result in reduced monthly occupancy costs as consumption of fuel and

energy is decreased. Similarly, retrofitting existing structures with energy-conserving features can result in a reduction in utility costs. Examples of energy conservation opportunities include weatherization programs and home energy audits; installation of insulation; installation or retrofitting of more efficient appliances, and mechanical or solar energy systems; and building design and orientation which incorporates energy conservation considerations.

Many modern design methods used to reduce residential energy consumption are based on proven techniques that have been known to humans since the earliest days of collective settlement. These methods can be categorized in three ways:

1. Building design that keeps natural heat in during the winter and keeps natural heat out during the summer. Such design reduces air conditioning and heating demands. Proven building techniques in this category include:

- location of windows and openings in relation to the path of the sun to minimize solar gain in the summer and maximize solar gain in the winter;
- use of “thermal mass,” earthen materials such as stone, brick, concrete, and tiles that absorb heat during the day and release heat at night;
- “burying” part of the home in a hillside or berm to reduce solar exposure or to insulate the home against extremes of temperature;
- use of window coverings, insulation, and other materials to reduce heat exchange between the interior of a home and the exterior;
- location of openings and the use of ventilating devices that take advantage of natural air flow (particularly cool evening breezes); and
- use of eaves and overhangs that block direct solar gain through window openings during the summer but allow solar gain during the winter.

2. Building orientation that uses natural forces to maintain a comfortable interior temperature. Examples include:

- north-south orientation of the long axis of a dwelling;
- minimizing the southern and western exposure of exterior surfaces; and
- location of dwellings to take advantage of natural air circulation and evening breezes.

3. Use of landscaping features to moderate interior temperatures. Such techniques include:

- use of deciduous shade trees and other plants to protect the home;
- use of natural or artificial flowing water; and
- use of trees and hedges as windbreaks.

In addition to natural techniques that have been used for millennia, a number of modern methods of energy conservation have been developed or advanced during the present century. These include:

- use of solar energy to heat water;
- use of solar panels and other devices to generate electricity;
- window glazing to repel summer heat and trap winter warmth;

- weather-stripping and other insulation to reduce heat gain and loss; and
- use of energy efficient home appliances.

### **State Building Code Standards**

Policy H3.5 of the City's 1995 Housing Element requires compliance with Title 24 as discussed below. Compliance with Title 24 will enable homeowners to reduce energy consumption.

The California Energy Commission was created in 1974 by the Warren-Alquist State Energy Resources Conservation and Development Act (Public Resources Code 25000 et seq.). Among the requirements of the new law was a directive for the Commission to adopt energy conservation standards for new construction. The first residential energy conservation standards were developed in the late 1970s (Title 24, Part 6 of the California Code of Regulations) and have been periodically revised and refined since that time.

Residential site design and construction techniques that can reduce the amount of energy used for space cooling would significantly reduce overall energy demand. As discussed above, a number of traditional and modern techniques can decrease energy used for space cooling, including:

- the orientation of buildings and windows with respect to the path of the sun;
- landscaping to shade insulated buildings;
- insulation in walls and ceilings;
- thermal mass to absorb solar energy during the day and release it at night; and
- window treatments to reduce solar gain during the day.

The City of Banning operates under the Banning Municipality, a private utilities company. They are currently using an energy program called HEAP, which provides up to a \$311 reduction of a person's yearly utility bill. A person can qualify by meeting the low-income guidelines or are a senior citizen. Banning Municipality is currently looking to add an Energy Service Representative to their staff; this person will be in charge of rebates and energy efficient programs.

## **GOALS, POLICIES AND PROGRAMS**

This section of the Housing Element contains the City's overall goals for housing, policies to implement those goals, specific programs, and a five-year schedule of quantified objectives. The policies and programs adopted by the City relate to four strategic goals:

- Provide housing opportunities for all segments of the community to meet current and future needs.
- Maintain and improve the quality of the existing housing stock and preserve existing residential neighborhoods.
- Ensure that new housing is compatible with existing development and the natural environment.
- Promote equal housing opportunity for all Banning residents.

### **Goal 1: Housing Opportunities**

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Provide a wide range of housing types to meet the existing and future needs of planning area residents.

The City wants to encourage the construction of new housing units that offer a wide range of housing types to ensure that an adequate supply is available to meet existing and future needs. The provision of a balanced inventory of housing in terms of unit type (e.g. single-family, multi-family, etc.), cost, and style will allow the city to fulfill a variety of housing needs.

### **Policies**

#### **Policy 1**

Provide a variety of residential development opportunities in Banning, ranging from very low density to high density development as described in the Community Development Element and Plan Map in accordance with the Regional Housing Needs Assessment.

#### **Program 1.A Land Use Element/Zoning Ordinance:**

The City, through planning and regulatory actions will designate adequate housing sites to meet its RHNA allocation for each income level. A variety of residential types will be provided, ranging from one to 24 dwelling units per acre, with higher densities achievable through density bonus provisions. The residential development capacity under the Banning Land Use Plan is adequate to meet the City's share of regional housing needs, which have been identified as 1,780 dwelling units through June 2005.

The program objective relates only to sites for accommodate housing. The objective does not insure that the RHNA allocation will be constructed, as the City does not directly build housing units.

**Timeframe:** January 1, 1998 – June 30, 2005

**Funding:** General Funds, development permit fees.

**Objective:** 1,780 dwelling units through June 30, 2005, distributed as follows: 481 very low income, 289 low-income, 405 moderate-income, and 605 above moderate-income

**Program 1.B Shared Housing:**

Many seniors who would prefer to live independently must resort to institutionalized living arrangements because of security problems, loneliness, or an inability to live entirely independently. The shared housing programs operated by the County assists low-income individuals 18 years of age and older in locating roommates to share existing housing in the community; the majority of the program's applicants are senior citizens. Services offered include information and referral, outreach, client counseling, placement and follow-up. Shared housing provides an affordable housing alternative for many single-person households.

The City of Banning should assist the County in advertising the shared housing program through placement of program brochures in key locales throughout the community and contacting of agencies serving seniors to ensure that they make their clients aware of this program.

**Timeframe:** Current and ongoing

**Funding:** Low/Moderate-Income Housing Set-Aside Fund

**Objective:** 10 roommate matches per year.

**Policy 2**

Encourage both the private and public sectors to produce or assist in the production of high quality housing to meet the needs of the handicapped, the elderly, large families, female-headed households and homeless.

**Policy 3**

Promote the development of low- and moderate-income, and senior citizen housing by allowing developers density bonuses or other financial incentives for providing units for low- and moderate-income residents. Provide rental assistance vouchers, as available, for some or all of the affordable units provided.

**Program 3.A Density Bonus:**

Pursuant to State density bonus law, if a developer allocates at least 20% of the units in a housing project to lower income households, 10% for very low-income households, or at least 50% for "qualifying residents" (e.g. senior citizens), the City must either a) grant a density bonus of 25%, along with one additional regulatory concession to ensure that the housing development will be produced at a reduced cost, or b) provide other incentives of equivalent financial value based upon the land cost per dwelling unit. Regulatory concessions may include such items as reduction in fees, modified development standards, e.g. parking or allowances for mixed use on a residential property (see Program 1.12). The developer shall agree to, and the City shall ensure, the continued affordability of all lower income density bonus units for a minimum 30-year period.

**Responsible Agency:** Planning Department, Redevelopment Agency

**Timeframe:** Adopted in 1991; current and ongoing

**Funding:** General Fund, development fees, Low/Moderate-Income Housing Set-Aside Fund

**Objective:** Continue implementing "Density Bonuses and Other Incentives for Lower Income and Senior Housing", and to annually evaluate the program to ensure the Density Bonuses and Other

Incentives are effective in encouraging developers to include projects containing housing affordable to low- or moderate-income households.

**Program 3.B Mortgage Revenue Bond Financing:**

The County of Riverside has established two revenue bond housing programs to increase the supply of affordable housing in the County- the Multi-Family Revenue Bond Program and the Single Family Residential Mortgage Revenue Bond Program. Under these programs, tax-exempt bonds are issued to provide funds for construction and mortgage loans to encourage developers to provide both rental and for-sale housing which is affordable to lower income families and individuals.

The Multi-Family Bond Program is designed to make financing available to Developers for the construction of multi-family residential rental units in the County. In order to receive financing through the bond program, developers must reserve for 10 years, 20 percent of the units for rental by families income in Riverside County. In addition, for recent projects, half of the lower income units must be reserved for occupancy on a priority basis for tenants who generally earn 50 percent or less of the median income. Projects financed after the passage of the 1986 Tax Reform Act must commit their 20% designated units for a period of 15 years.

The Single Family Residential Mortgage Revenue Bond Program is designed to provide mortgage loans to first-time homebuyers whose incomes do not exceed maximum Federal limits. Buyers must also intend to live in the homes as their principal residence. Mortgage loans offered under the bond program generally have lower interest rates than conventional loans. Loans are made available for attached and detached single-family residences primarily in eligible developments at various locations throughout the County.

Bonds provide a cost-effective mechanism the City can utilize to promote affordable ownership and/or rental opportunities. The City's participation in bond financing is limited to: identifying interested developers of ownership housing (either single family or multifamily) who can inform purchasers of their homes of this funding source; identifying interested multifamily developers of the financing opportunity for a rental housing development; and contributing to the administrative costs of obtaining bonding authority and issuing bonds.

**Responsible Agency:** Redevelopment Agency

**Timeframe:** One project each in 2003 and 2004.

**Funding:** Mortgage Revenue Bonds

**Objective:** Participate in one bond-funded housing project for ownership housing and one for rental housing during the five-year period of this Housing Element. To achieve these objectives, Agency staff will do the following during 2001: meet with representatives of Riverside County to determine interest in, and feasibility of issuing bonds; reach an agreement on the City/Agency's financial participation if a bond issuance is determined to be feasible; promote the availability of the bond financing within the local development community to generate interest in using this resource to develop affordable housing units meeting bond program requirements; and refer interested developers to Riverside County for participation in the program.

**Program 3.C Mortgage Credit Certificate Program:**

The County of Riverside has initiated a mortgage credit certificate program for first time homebuyers. Through the program, qualifying households receive a 20% credit on their annual home mortgage interest payments over the life of the mortgage.

**Responsible Agency:** Redevelopment Agency

**Timeframe:** Current and ongoing

**Funding:** Mortgage Credit Certificate Program

**Objective:** The City of Banning will maintain its cooperative agreement with the County for the mortgage credit certificate program and should assist the County in advertising the program through distribution of program brochures to local realtors and residential sales offices.

**Programs 3.D Affordable Housing Development with a Nonprofit Partner:**

A non-profit housing corporation works to develop, conserve and promote affordable housing, either owner or renter-occupied. Particularly in relation to senior citizens housing (such as HUD Section 202 projects), the non-profit is often a local religious organization interested in developing affordable housing. The non-profit is often involved with what is called “assisted housing”, where some type of government assistance (such as Section 8) is provided to the individual household to keep rents affordable. Prior nonprofit agency activities were administered in conjunction with the Banning Partners for a Revitalized Community, which is no longer active. One Program, the Homebuyers Assistance Program, was eliminated in 1995 because of reductions in tax increment funds to the Agency and the priority of other programs that emphasized housing rehabilitation and neighborhood preservation.

The Redevelopment Agency will solicit participation by one or more new nonprofit housing organizations interested in developing affordable housing in Banning. A Draft Five-Year Implementation Plan (1999-2004) for the Downtown and Midway Redevelopment Project Areas has been adopted. A portion of the Plan calls for a cooperative effort between the Redevelopment Agency and a local chapter of the Habitat for Humanity. The Redevelopment Agency will explore opportunities to construct affordable housing with non-profit housing developer.

**Responsible Agency:** Redevelopment Agency

**Timeframe:** Identify and meet with nonprofit organization representatives by June 2001; establish partnering arrangement by December 2001.

**Funding:** Depends on nonprofit program activities/projects, but could include federal Section 8 Program, Section 202 Program, Mortgage Bonds, Redevelopment Agency Low/Moderate-Income Housing Set-Aside funds, HOME Program funds

**Objective:** Establish ongoing working relationship with at least one nonprofit organization to administer housing programs and/or affordable housing developments

**Program 3.E Section 8 Rental Assistance Payment/Housing Vouchers:**

The Section 8 rental assistance program extends rental subsidies to low-income families and elderly which spend more than 30 percent of their income on rent. The subsidy represents the difference between the excess of 30 percent of the monthly income and the actual rent. The vouchers program is similar to Section 8 Program, although participants receive housing. Unlike in the certificate program, participants are permitted to rent units beyond the federally determined fair market rent in an area, provided the tenant pays the extra rent increment. Rental assistance not only addresses

housing affordability, but also overcrowding by allowing families, which may be “coupling up” to afford their own housing.

It is impossible to predict the number of additional housing vouchers or certificates that will become available to residents of Banning, as the Section 8 Programs is administered by the Riverside County Housing Authority and federal funding levels are determined on an annual basis. The City can facilitate use of Section 8 program by encouraging apartment owners to list available rental units with the County Housing Authority for potential occupancy by tenants receiving Section 8 certificates.

**Responsible Agency:** Redevelopment Agency

**Timeframe:** Current and ongoing

**Funding:** Federal Section 8 Programs

**Objective:** N/A

#### **Policy 4**

Require that housing constructed expressly for low- and moderate-income households not be concentrated in any single portion of the City.

#### **Policy 5**

Continue to coordinate with local social service providers, such as HELP, to address the needs of the City's homeless population. Permit the development of emergency shelters in commercial and industrial zones, and transitional housing in residential zones in locations close to services, subject to a Conditional Use Permit.

#### **Program 5.A Sites for Homeless Shelters/Transitional Housing:**

The City of Banning has, in years past, estimated the homeless population at up to ten persons at any given time. There is no current and reliable estimate of the number of homeless individuals from Banning, however. Based on Banning's location astride a major interstate highway, combined with the railway, which runs through the City, Banning receives a number of individuals and families who become stranded as a result of transportation difficulties. While the City contributes to a local motel vouchers, there remains an unmet need for emergency shelter in the community.

Housing Element policy calls for the City to continue to coordinate with local social service providers, such as local churches, to address the needs of the homeless. In addition, the City will amend its Zoning Ordinance to permit the development of transitional housing in multi-family residential zones in locations close to services, and to permit emergency shelters in commercial and industrial zones, subject to Conditional Use Permit.

Under the City's conditional use permit process, the City examines the location, design, configuration, and potential impact of the proposed use by comparing the use the established development standards for the zone in which the use will be located. To approve a conditional use, the Planning Commission must make the following findings that the proposed use:

- will not impair the integrity and character of the zone
- is appropriate based on the physical characteristics of the site
- is consistent with the General Plan

- is compatible with the scale, mass, coverage, and density of adjacent land uses
- will not be detrimental to public health with respect to water, sanitation, and public utilities
- includes adequate public access to the site
- will not harm desirable neighborhood characteristics
- will not cause significant harm to environmental quality or natural resources
- includes appropriate mitigations to address potentially adverse impacts
- will not be detrimental to the public interest, health, or safety based on size, design, or operating characteristics

To assist potential homeless and transitional housing and service providers, the City will undertake an analysis of potential locations meetings these CUP criteria that may be suitable for such uses.

**Responsible Agency:** Planning Department

**Timeframe:** City staff to conduct analysis of potential locations and prepare Zoning Ordinance amendments by September 2001; City Council to adopt by December 2001

**Funding:** General Fund

**Objective:** Designation of specific zones in which emergency and transitional facilities will be permitted

#### **Policy 6**

Encourage the development of residential units which are accessible to handicapped persons or are adaptable for conversion to residential use by handicapped persons.

#### **Policy 7**

Locate higher density residential development in close proximity to public transportation, services and recreation.

#### **Policy 8**

Permit the development of childcare facilities concurrent with new housing development.

#### **Policy 9**

Monitor all regulations, ordinances, departmental processing procedures and fees related to the rehabilitation and/or construction of dwelling units to assess their impact on housing costs.

#### **Program 9.A Efficient Processing:**

The evaluation and review process required by the City procedures contributes to the cost of housing costs incurred by developers are ultimately reflected in the unit's selling price. In order to minimize project holding costs, The City should streamline its review procedures to the greatest extent possible and without compromising adequate review.

The City will provide a one-stop process for a developer with an affordable housing project. An interagency approval process system will be established to include the City Planning, Building, Public Works and Fire Departments. A designated individual within the Planning Department will act as the project manager, or liaison, for the participating City departments and the applicant. A timeframe with milestones for development approval will be established for each project to ensure processing in a timely manner. The City will also prepare a permit handbook that explains the permits process and application requirements.

**Timeframe:** Establish interdepartmental coordination, revised permit application forms, and permit handbook by December 2001

**Funding:** Permit fees

**Objective:** Improve permit processing efficiency and reduce permit processing time.

**Program 9.B Development Fees:**

Various fees and assessments are charged by the City to cover the costs of processing permits and providing services and facilities. While almost all these fees are assessed on a pro rata share system, they often contribute to the cost of housing and constrain the development of lower priced units. Program 9.A, “Efficient Processing” addresses fee schedules for affordable housing and senior citizen projects. Program 9.B “Development Fees” addresses development and processing fees.”

The City intends to keep fees low to provide for infrastructure development. The City will do so by annually reviewing its fees to make sure they are affordable compared to other communities.

**Responsible Agency:** Planning Department

**Timeframe:** Current and ongoing

**Funding:** Development fees

**Objective:** Maintain development fees at a level commensurate with the services and facilities needed to meet community standards

**Program 9.C Zoning Ordinance:**

The City of Banning had developed a comprehensive Zoning Ordinance to implement its General Plan. The following regulations in the City’s Municipal Code facilitate the conservation and development of affordable housing:

- Provisions for specific plans, which provide for flexibility in density and mix of land uses was added to the Zoning Ordinance in 1982.
- Provisions for manufactured housing and mobile home development in single-family zones have been in place since 1983.
- Provisions for second units on single-family lots were included in the Zoning Ordinance in 2005.

The City will continue implementing these Zoning Ordinance provisions, with the following changes:

- Amend the Zoning Ordinance to eliminate occupancy restrictions relating to family status as long as the secondary unit meets minimum development standards set forth in the Zoning Ordinance.
- Amend the Zoning Ordinance to allow for reduced parking for any affordable housing development which can demonstrate that (a) the modified standards will meet the objectives of the City’s parking requirements; (b) are necessary for the financial feasibility of the project; (c), parking standards for affordable housing will be modified, based on the number of bedrooms, to reflect actual parking demand in the proposed project location. The City will permit, as appropriate on a case-by-case basis, parking alternatives that meet development guidelines for screening of parking from public view.

- Amend the Zoning Ordinance to allow mixed-use residential/commercial structures without limiting housing to one unit occupied by an owner or operator of the business to which the housing unit is attached. The amendment should also include parking standards to ensure that the presence of housing in a mixed-use structure does not result in on-street parking during regular business hours by residents of the housing portion of the structure.

**Responsible Agency:** Planning Department

**Timeframe:** Staff to prepare Zoning Ordinance amendments by August 2001; to adopt by December 2001.

**Funding:** General Fund

**Objective:** Improve permit processing efficiency and reduce permit processing time.

### **Policy 10**

Encourage the use of energy conservation devices and passive design concepts which make use of the natural climate to increase energy efficiency and reduce housing costs.

### **Policy 11**

Provide opportunities for move-up housing in Banning.

## **Goal 2: Maintenance and Preservation**

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Enhance the quality of existing residential neighborhoods in Banning.

The goal of housing preservation is to protect the existing and investment in housing and to avoid a degree of physical decline that will require a larger rehabilitation effort to restore quality and value. The housing conditions survey identified a concentrated area of deferred housing maintenance in the City's central core and East Banning in particular. Housing rehabilitation efforts will continue to be focused in this area to facilitate unit upgrading.

## **Policies**

### **Policy 1**

Correct housing deficiencies through the development of a residential rehabilitation program.

#### **Program 1.1 Home Improvement Program:**

The Riverside County Community Development Department administers a Home Improvement Program to provide loans to eligible lower income families for necessary home repair and rehabilitation work, including room additions to alleviate overcrowding. The Program provides low interest loans, deferred payment loans, and loans for mobile-home repair. Cooperating cities transfer Community Development Block Grant (CDBG) funds, and any other targeted funding, to the County for implementation of home Improvement Programs in their jurisdiction. The County tailors rehabilitation programs to meet the specific needs of cooperating cities. This program was formerly administered in conjunction with the Banning Partners for a Revitalized Community, which is no longer active.

A new program, along the same lines, has been established and administered by the Banning Redevelopment Agency and works in conjunction with the Riverside County program. The Housing Exterior Rehabilitation Assistance Program (ERA) assists low- and moderately low-income

households in upgrading the exterior of their home. The Program provides funds up to \$7,500 per property for the improvements such as new roofs, paint and yard clean up.

**Responsible Agency:** Redevelopment Agency

**Timeframe:** Current and ongoing

**Funding:** Low/Moderate-Income Housing Set-Aside funds.

**Objective:** Rehabilitate 15 dwelling units per year (75 over 5 years)

## **Policy 2**

Continue to utilize the City's code enforcement program to bring substandard units into compliance with City codes and to improve overall housing conditions in Banning.

### **Program 2.A Code Enforcement:**

The objective of the City's code enforcement program is to bring substandard housing units into compliance with City codes. Potential code violations are identified based on complaints reported to the City, and often through property maintenance inspections. If the structure appears unsound, a City building official will schedule a meeting to inspect the residence and prepare a written notice as to any existing deficiencies. The property owner is given a reasonable time frame in which to respond, and is given extra time if progress is demonstrated. The City will continue its sensitive enforcement of residential Building codes, and will inform property owners in violation of City codes of any rehabilitation assistance he/she may be eligible for in correcting code violations.

To implement this Program, the City will fund a half-time position for a Neighborhood Code Enforcement Officer. This individual will identify problems throughout the City and work with property owners to resolve code and property maintenance issues. The Neighborhood Code Enforcement Officer will have training in the Uniform Building Code and other applicable model codes as well as knowledge of housing rehabilitation standards.

**Timeframe:** Establish pilot program for a two-year period, beginning fiscal year 2001/2002.

Report to the City Council July 1, 2003 on the usefulness of the program in reducing substandard properties

**Funding:** Low/Moderate-Income Housing Set-Aside funds

**Objective:** Depends on demand for the program and the number of complaints

## **Policy 3**

Minimize the displacement impacts occurring as a result of residential demolition.

## **Policy 4**

Promote increased awareness among property owners and residents of the importance of property maintenance to long-term housing quality.

### **Program 4.A Purchase of Abandoned Homes:**

To upgrade and revitalize blighted neighborhoods and deteriorated residential units, the City of Banning Redevelopment Agency will purchase abandoned homes and provide necessary rehabilitation. This program was formerly administered in conjunction with the Banning Partners for a Revitalized Community, which is no longer active. A new program, along the same lines, had been administered by the Banning Redevelopment Agency. The Redevelopment Agency and HUD

have purchased four homes to restore and are currently looking for a non-profit agency to partner to start the project.

**Responsible Agency:** Redevelopment Agency

**Timeframe:** Current and ongoing

**Funding:** Low/Moderate-Income Housing Set-Aside funds; CDBG funds

**Objective:** Rehabilitate 5 units per year (25 units over 5 years)

### **Policy 5**

Encourage the use of rehabilitation funds for room additions to alleviate overcrowding, and for accessibility improvements to address the needs of the handicapped.

### **Policy 6**

Educate property owners on the benefits of home repair and remodeling using design and materials consistent with the historic character of the residence.

## **Goal 3: Environmental Sensitivity**

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Ensure that new housing is sensitive to existing development as well as the natural environment.

It is an on-going concern in the City to ensure that residential growth is sensitive to environmental and social needs of the community. Development will be accommodated which is coordinated with available community resources and infrastructure, and which is designed to minimize impacts on the natural environment.

## **Policies**

### **Policy 1**

Ensure that multi-family development is compatible in design with single-family residential areas.

### **Policy 2.**

Regularly examine new residential construction methods and materials, and upgrade the City's residential building standards as appropriate.

### **Policy 3**

Prohibit new residential development to front on major arterial highways without adequate setbacks and buffering.

### **Policy 4**

Prohibit housing development in areas subject to significant geologic, flooding, blowsand, noise and fire hazards.

### **Policy 5**

Accommodate new residential development which is coordinated with the provision of infrastructure and public services.

**Program 5.A Site Suitability Criteria:**

The City will continue to use the Design Review Process (Article 16E of the Zoning Ordinance) to evaluate site suitability. Under design review criteria, housing should be located on sites that are physically adequate and environmentally suitable for such development and compatible with existing nearby development. These criteria will provide a yardstick for the City to identify and evaluate potential sites for environmentally sound housings. Criteria for this housing will be implemented through the City's Zoning Ordinance. Criteria for grading the suitability of sites may include the following:

- services available to the site (e.g., public transportation essential shopping facilities, education facilities, etc.);
- neighborhood characteristics (e.g., adjacent land uses, proximity to employment opportunities, environmental consideration, noise levels, etc.); and
- physical aspects of the Site (e.g., topography, off-site improvements, etc.).

**Responsible Agency:** Planning Department

**Timeframe:** Current and ongoing

**Funding:** Development fees

**Objective:** Ensure that all new development comply with site suitability criteria

**Policy 6**

Encourage the use of energy conservation devices and passive design concepts which make use of the natural climate to increase energy efficiency and reduce housing

**Goal 4: Fair Housing**

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Promote equal opportunity for all residents to reside in the housing of their choice. In order to make adequate provision for the housing needs of all economic segments of the community, the City must ensure equal and fair housing opportunities are available to all residents.

**Policies**

**Policy 1**

Affirm a positive action posture which will assure that unrestricted access is available to the community.

**Policy 2**

Prohibit practices which restrict housing choice by arbitrarily directing prospective buyers and renters to certain neighborhoods or types of housing.

**Policy 3**

Continue support and participation in the Riverside County New Horizons' Fair Housing Program to further spatial deconcentration and fair housing practices.

**Program 3.A Equal Housing Opportunity Services:**

The County of Riverside established the New Horizons' Fair Housing Program which provides a broad range of services such as: education on fair housing laws, referrals to public agencies on discrimination matters, coordination of training work shops, and publishing a newsletter on fair

housing activities. The activities also include news releases to the media, and distribution of information to the housing industry, apartment managers, and rental agencies. The Fair Housing Division provides assistance to the housing industry in voluntary affirmative marketing programs, shows, and conventions. The establishment of a Fair Housing Program with goals, and objectives and the participation of other responsible agencies of the County, attains implementation of various strategies, to increase availability of housing to low- and moderate-income families and individuals through advocacy and non-discriminatory policies.

The County's Fair Housing Program also incorporates the Community Housing Resource Board (CHRB) program component. The CHRB is designed to work with the real estate and building industry to implement and monitor the activities of the National Voluntary Affirmative Marketing Agreement (VAMA), in the areas of rental, sales, advertising, training and recruitment. The qualification of program achievement can only be measured through the settlement of disputes and the prevention of resident dislocation, loss of occupied units, and stabilized vacancy factors as a result of the efforts of the Fair Housing Program.

The City's role in supporting the County's Fair Housing Program is to provide information on the program to interested individuals, host fair housing events, and refer individuals with fair housing complaints to a program representative.

**Responsible Agency:** Redevelopment Agency

**Timeframe:** Current and ongoing

**Funding:** CDBG, County funds

**Objective:** Promote equal housing opportunity; educate the public, real estate industry representatives, lenders, and property owners on fair housing requirements; promptly refer and resolve fair housing disputes.