



CONSORTIUM FOR
SCENARIO PLANNING



Pathways for Affordable Housing Initiatives: A Community-Led Scenario Planning Toolkit

June 2024

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Produced in partnership with the Lincoln Institute of Land Policy and the Consortium for Scenario Planning

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About

This toolkit is the product of a joint initiative involving professionals and organizations from the Tijuana—San Diego border area. Together, they address the challenges of sustainable urban development and affordable housing in the region. The collaboration brings together community members, architects, urban planners, and developers who contribute their expertise, merging research with practical applications. Their collective efforts focus on enhancing community resilience and creating viable housing solutions that suit the region's unique geographic and socioeconomic characteristics and are influenced by its cross-border dynamics.

Acknowledgments

We extend our gratitude to all the contributors who made this toolkit possible with their support, guidance, and invaluable insights and participation: Alpha Project, Blau: Bosshart Laboratory, Border Fusion/Costa Mesa Chamber of Commerce, Casa Familiar, City of San Diego, Humble Design, Jamboree Housing, Lincoln Institute of Land Policy and the Consortium for Scenario Planning, Palo, San Diego Association of Governments (SANDAG), San Ysidro Community Representatives, Universidad Autónoma de Baja California (UABC), University of San Diego, WDC 2024 Planning and Place Making, and Woodbury University.

About this Toolkit

This toolkit is designed to guide stakeholders through Exploratory Scenario Planning (XSP) that addresses affordable housing challenges in underserved communities. It equips community leaders, policymakers, and residents with essential tools and frameworks to envision and strategize solutions to impacts affecting housing. Through collaborative workshops and scenario planning, participants explore the complexities of housing affordability, leveraging diverse perspectives to foster innovative and sustainable solutions. The toolkit provides a structured one-day workshop to identify, analyze, and address the specific needs of a community, ensuring that all voices are heard and integrated into various future scenarios, identifying potential challenges and opportunities in affordable housing, and thereby empowering stakeholders to make informed decisions and advocate for sustainable community development.

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Toolkit Overview

Framework

The project is structured around a one-day workshop specifically designed to accommodate the limited availability of community members and stakeholders. This streamlined approach addresses the common challenge of engaging busy participants in extensive sessions by offering a condensed yet comprehensive format. It ensures efficiency while preserving the depth and effectiveness necessary for meaningful scenario planning.

The format covers all key aspects of exploratory scenario planning within a manageable timeframe. It encourages a rich exchange of ideas and promotes a proactive approach to community development.

Community Engagement

The project mobilizes a diverse group of stakeholders—including residents, business owners, and government officials—to ensure that multiple perspectives are integrated into the planning process. Key to this strategy is the partnership with a respected local organization that acts as a crucial liaison to the community. That organization's established presence and ongoing community involvement are instrumental in bridging communication gaps and securing genuine participation from a broad array of community members.

The community engagement strategy includes:

- Outreach programs: Targeted efforts to engage different segments of the population through community meetings, often coordinated with local organizations to enhance credibility and outreach.
- Partnerships with local organizations: Collaborations with nonprofits, community groups, and businesses to leverage local knowledge and resources.
- Continuous feedback mechanisms: Channels for ongoing dialogue between the project team and the community, to ensure that the planning process is responsive to the community's evolving needs.

Preworkshop Interviews

Preworkshop interviews are a critical preparatory step for the XSP sessions. These interviews involve targeted discussions with participants and potential participants to identify the pressing issues and driving forces that shape the local housing landscape.

The purpose of these interviews is multifaceted. First, they provide a platform for stakeholders to express concerns and share personal experiences, ensuring that the real challenges of housing affordability are understood and addressed from the perspective of participants. Second, these conversations allow the project team to gain a deeper understanding of the various elements affecting the housing market, including

economic trends, regulatory environments, and the aspirations of the community. Last, the insights gathered are pivotal for tailoring the content and structure of the subsequent workshops, now streamlined into a single day. This customization aligns the workshop themes with the community's identified priorities and ensures that the workshop process is directly relevant to participants' views. This streamlined approach not only enhances the effectiveness of the scenario planning sessions but also bolsters participants' engagement by showing a genuine commitment to addressing their specific concerns and integrating their input into the broader discussion.

Practice Round XSP Workshop

The Practice Round Workshop is a preparatory step in the XSP process, designed to help the project team build the familiarity and confidence to conduct the actual workshops. This session serves as a practical rehearsal, enabling the project team to engage directly with the workshop materials to practice and test the planned format. Simulating real workshop conditions, this session allows the project team to pinpoint potential issues and make necessary adjustments before the formal engagement begins.

In this session, community volunteers take on the roles of workshop participants, working through the activities, employing the tools provided, and navigating the content to be used in the final workshops.

This setup allows the project team to monitor the effectiveness of each component in real time, from the flow of activities to the clarity of the instructions, ensuring everything is tailored to engage participants effectively.

This process also allowed the project team to recruit community members as workshop facilitators. These facilitators return for the final workshop with a more thorough understanding of the XSP process, streamlining the engagement of community participants in creative and critical ways.

XSP Workshop

The workshop leverages the refined tools and strategies developed from earlier feedback to engage participants in the exploratory scenario planning process. The primary aim of this workshop is to envision actionable strategies and a cohesive vision for addressing affordable housing challenges in the community.

Members of the community and stakeholders are invited to participate in this workshop and apply the tools and strategies using a matrix that helps explore various future scenarios that reflect potential developments in the local housing market. This engagement is designed to harness the collective knowledge and strategies that transcend theoretical discussions, resulting in a series of practical steps that can be implemented to make a community's housing more affordable.

Scenario Workshop Components

Workshop Preparation

Preparing for a one-day workshop includes five steps: establishing base, driving forces interviews, practice workshop, revision, and workshop final prep (see figure 1). These steps aim to maximize community participation, prepare facilitators, streamline the workshop's step-by-step process, and identify the driving forces that impact the community and housing stock. Central to this method is planning a Practice XSP Workshop, which familiarizes the internal team with the process and helps participants address critical issues that could transform housing scenarios. The preparation phases should generate feedback and adjust to the workshop's schedule and program flow as needed. Furthermore, the workshop preparation primarily seeks to develop participation and diverse representation from members of the community being studied.

Establish Base

Data Gathering:

- Gather data on housing stock, demographic statistics, urban history, market trends, zoning policies, and current socioeconomic challenges to develop an overview of the multidisciplinary factors influencing the cost and quality of living.
- Collect information from the city planning department, school districts, city's demographics, local newspapers, housing

programs, and nonprofit organizations to understand ongoing and future development initiatives in the area.

Stakeholder Identification:

- Identify key stakeholders, including local government officials, policymakers, housing advocates, business owners, community leaders, students, and residents to get diverse perspectives on the housing landscape and incorporate into inclusive planning processes.

Communication Channels:

- Establish regular communication channels, send emails, attend community meetings, and develop and distribute workshop newsletters to recruit participants, develop engagement, and keep stakeholders informed.
- Keep stakeholders engaged by developing a clear communication plan outlining available dates for participation, interview feedback, registration links, and sharing research data.

Driving Forces Interviews

Develop Questionnaire:

- The project team writes a questionnaire for participants to outline their views, experiences, and expertise on influencing the development and affordability of housing (Addendum A).

- Organize questions based on the political, economic, social, technological, environmental, and legal factors to provide a framework that merges data with individual expertise and experiences.

Conduct Interviews:

- Interviews can be done in person or via email. For either approach, develop a process for tracking answers and building an archive of responses.

Translate Interviews into Driving Forces:

- Share responses with the team and categorize information based on challenges, opportunities, trends, and unique insights.
- Identify themes of driving forces and develop descriptions that capture the underlying causes of housing unaffordability.
- Share the list of driving forces with participants to get feedback and encourage further development.

Practice Workshop

Develop the workshop program:

- Consider a workshop no more than five hours long, with two breaks to maintain participation and motivation.
- Project team should test the workshop program among themselves to understand the process, build confidence, and prepare to run the practice workshop.

Conduct Pre-Workshop:

- Gather a selected group of community volunteers to rehearse every step in the workshop.
- Run the XSP Practice Workshop, engaging participants with the workshop materials, including driving forces and research data.
- Record the effectiveness of each workshop component, including clarity of instructions, effectiveness of identified driving forces, guest participation, and program timing.
- Engage the project team directly with the workshop materials so they understand the planned format. Simulating real workshop conditions, this session is pivotal for pinpointing potential issues and making necessary adjustments before the formal engagement begins.
- Recruit participants to become facilitators in the final workshop.

Revision

Evaluate Practice Workshop:

- Consider the overall timing of the workshop based on guest feedback, level of engagement, delays, and tool gaps.
- Evaluate the effectiveness of information provided to guests, such as maps, data, and driving forces, and consider elements that need to be shared days prior to the workshop.
- Evaluate instructions provided at every step of the workshop and streamline participation and engaged feedback.

Implement Revised Program:

- Revise workshop agenda and break up focused work sessions with pauses.
- Revise materials, presentations, and handouts based on assessment criteria and attendee observations.
- Improve graphics to best assist participants in understanding the process and interacting.

Workshop Final Prep

Participants:

- Send registration link to participants to confirm workshop attendance.

- Provide participants a summary of the program and establish communication a few days before the workshop to keep them informed.
- Share an information package with participants. Include the workshop program, key maps, and general research on the housing data in the package.
- Develop a summary of XSP, participants, and intentions for the workshop.
- Share the driving forces developed in the pre-workshop interview.

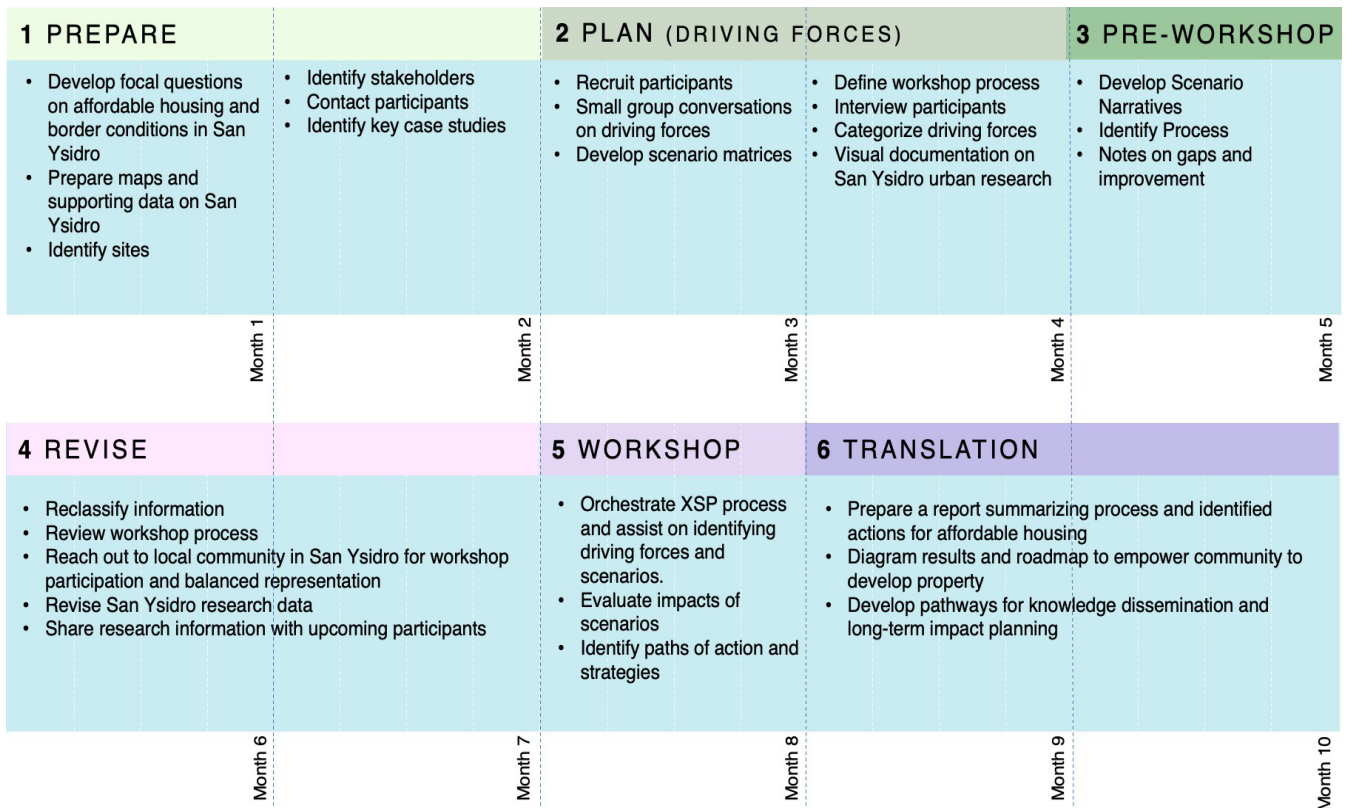


Figure 1: Workshop Preparation Timeline

Workshop Outline

This workshop is designed to foster a collaborative process that allows participants to cocreate future housing scenarios and explore strategies for positive change. By harnessing the participants' collective intelligence and diverse perspectives, the workshop employs the XSP process, aiming to coproduce constructive dialogues and strategic planning scenarios from multiple perspectives.

The goal is to pave the way for sustainable and inclusive housing practices that not only represent the diverse needs but can also propel unprecedented multidisciplinary approaches to housing solutions.

The workshop is organized into three main phases, with a break between each phase: Introduction, Matrix, and Evaluation (figure 2).

Workshop First Half (120 Min)	Whole Group	30 Min	Introduction <ul style="list-style-type: none"> • Introduce facilitators and participants. • Present San Ysidro context research • Process outline • Present driving forces
		15 Min	Open discussion of driving forces
		5 Min	Form breakout groups *Groups have been prearranged by the team
	Breakout Groups	20 Min	Driving force selection and scenario development <ul style="list-style-type: none"> • Choose driving forces • Discuss/imagine end states (What is the future state of housing as related to the driving force?) • Create scenarios
		25 Min	Opportunities and challenges Imagine the opportunities and challenges of each quadrant of each matrix
		25 Min	Develop strategies Develop strategies for dealing with the opportunities and challenges presented by each quadrant of the matrix

Break		60 Min	Lunch and Coffee Break
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Workshop Second Half (90 Min)	Breakout Groups	30 Min	Pick three strategies and categorize Categories: applicability, impact, urgency
	Whole Group	30 Min	Scenario and strategy presentation Each breakout group presents its matrices and strategies to the whole group
		30 Min	Strategy selection, evaluation, and discussion

Figure 2: Workshop Schedule

Phase 1: Introduction | Whole group

The project team initiates the session by giving participants an overview of the XSP initiative and the workshop's objectives.

Following the overview, attendees will receive cartographic information, images, and research data about the housing stock, development policies, cultural heritage, environmental conditions, and social challenges of the area of study. This presentation will offer participants fundamental knowledge about the urban, political, environmental, and socioeconomic landscape, crafting the discussion for potential housing initiatives as the workshop unfolds.

Next, the project team presents the driving forces, inviting participants to engage in the discussion to help identify main factors or expand the list of driving forces influencing affordable housing in their community. This collaborative exchange of driving forces is critical to identifying key scenario narratives affecting future development practices.

The introduction concludes with a break in which participants organize into breakout groups. This is a key part of the workshop, as it fosters group formations designed to encourage individual participation, thus ensuring more diverse representation. This pooling of insights will lead to the comprehensive development of strategies and solutions tailored to the community's needs.

Phase 2: Matrix | Breakout groups

Select Driving Forces:

Phase 2 begins with each group selecting two driving forces to drive their matrix. Participants will engage in reflective conversations to identify and debate their driving forces selection.

Envision End States:

Each driving force is represented by a spectrum with two opposite ends. These End States are developed by placing each driving force in the “x” or “y” axis of the matrix. At each end of the axis, participants must elaborate on the scenario narrative generated by opposite views framed by each driver. Group analysis and consensus-building will develop a statement describing the scenario of each End State (figure 3).

Develop Scenarios:

The intersection of End States defines a scenario. In the matrix, the scenario is created by cross-referencing the two End States of each quadrant axes, each becoming a scenario. Participants go through the process of imagining and articulating what the scenario is, setting up the framework to further develop scenario narratives into challenges and opportunities.

The facilitator tracks progress on the matrix and registers driving forces and scenarios. Progress is documented graphically to keep a visual and collective understanding of scenarios to imagine unfolding narratives.

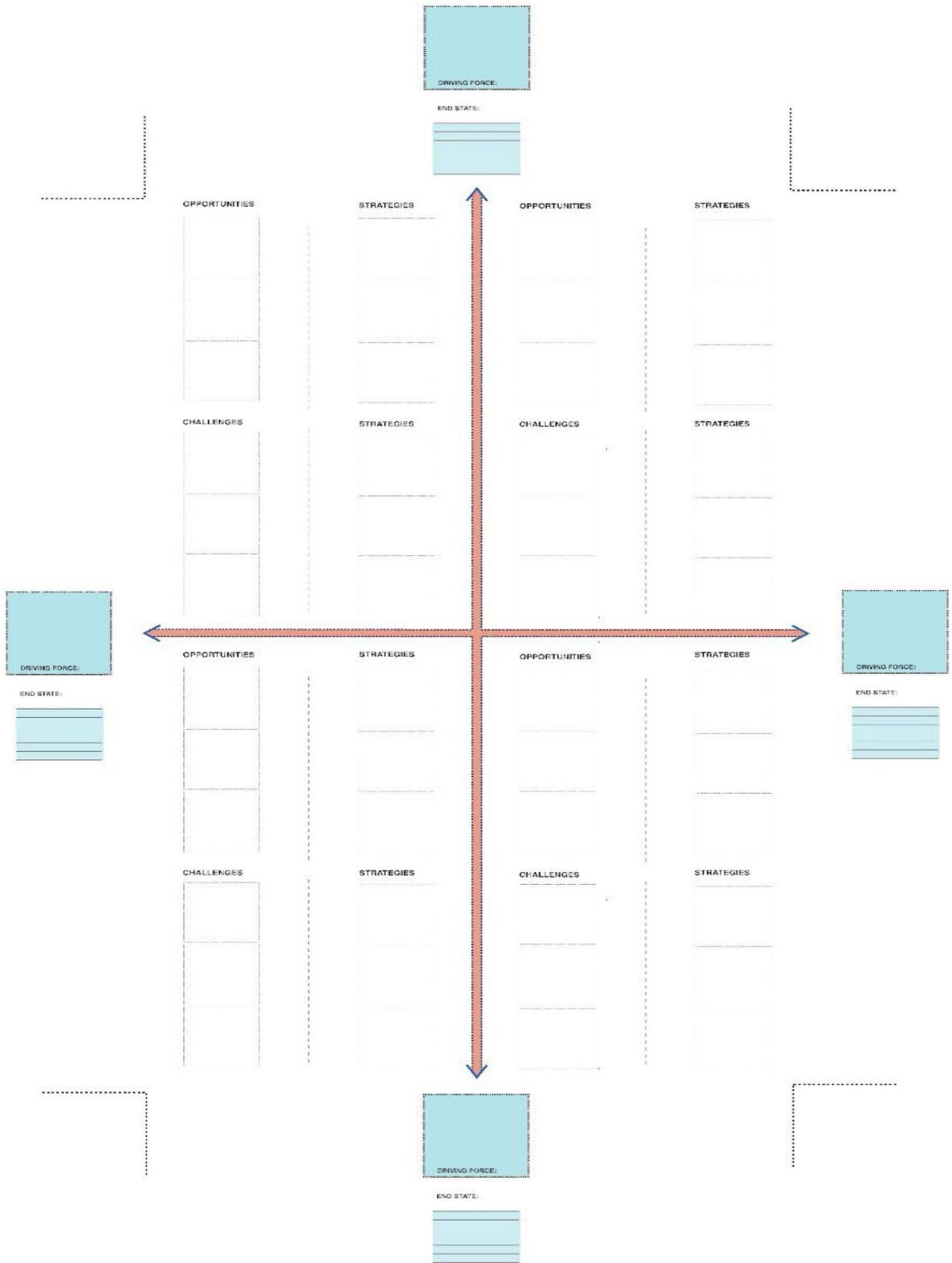


Figure 3: Matrix Scenarios

Identify Opportunities and Challenges:

Once each scenario is articulated, participants will explore the opportunities and challenges inherent in each scenario's condition. Drawing upon the insights from the scenario speculation and their personal expertise and experiences, participants will comprehensively discuss the external factors and internal dynamics that could influence the potential challenges and opportunities for each scenario.

To avoid extremely specific narratives, facilitators will keep track of time and guide conversations to help articulate critical reflections and provide synthesis to influencing experiences (figure 4).

Imagine Strategies:

Once the project's drivers, scenarios, opportunities, and challenges are understood, the next step for participants involves discussing strategies to make impactful short- and long-term changes to housing practices. These strategies, tailored to specific goals and priorities, span policymaking, urban processes, community engagement, education advocacy, and collaboration with business owners.

This collective assessment forms the foundation for designing strategies that leverage opportunities and mitigate risks, emphasizing the right to housing and better quality of living. Through this process, the local community is empowered to take ownership of their neighborhood, becoming positive advocates and active participants in shaping their living environment and moving away from the fear of displacement (figure 5).

Selecting Strategies:

Once the strategies are formulated, participants will evaluate each one based on its feasibility, impact, and alignment with a shared vision of how to provide better living. Through conversations in which each participant provides their individual views, collectively building consensus, the most promising three strategies will be identified in the graphic, prioritizing applicability, impact, and urgency. This graphic sets the stage for the evaluation phase (figure 6).

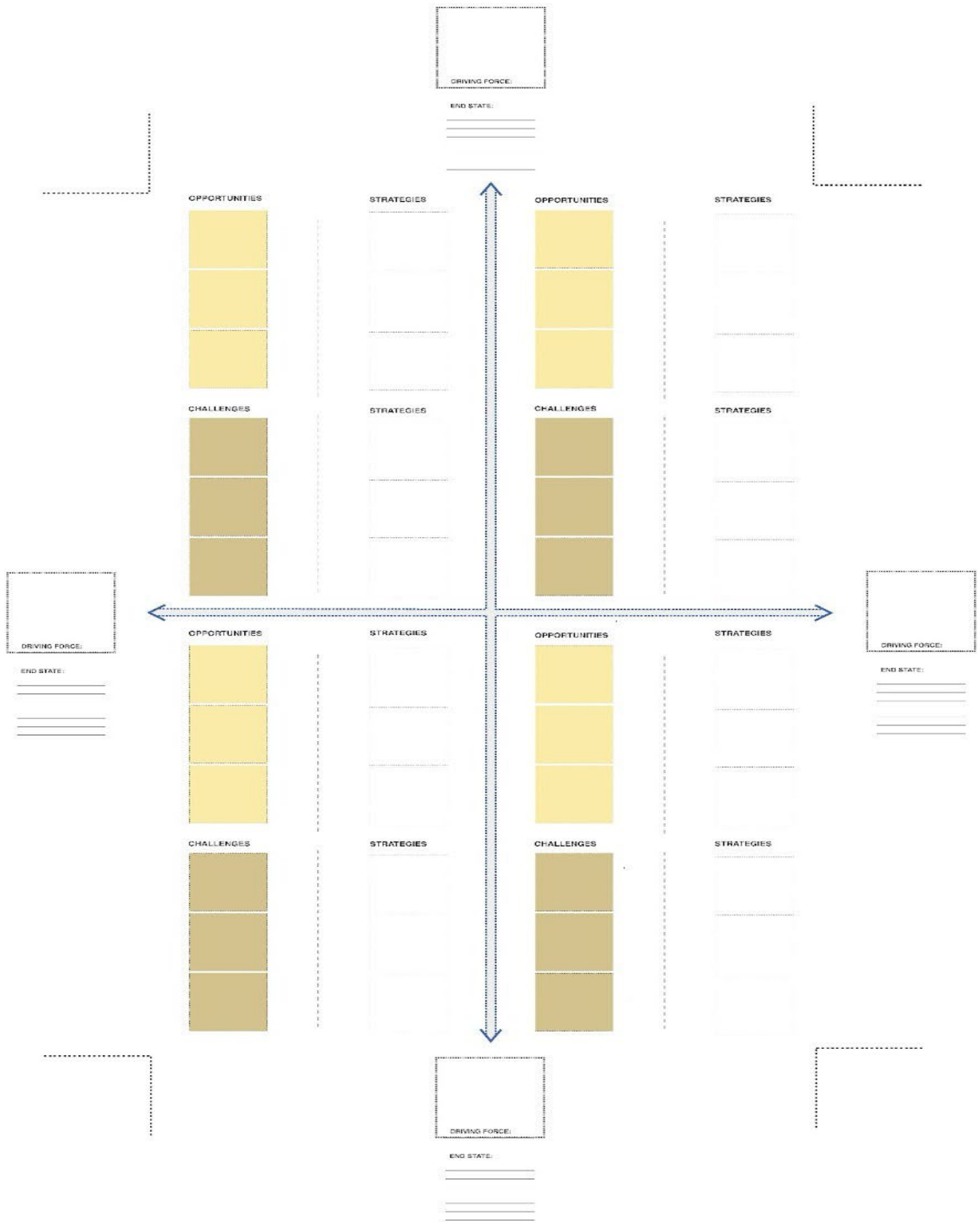


Figure 4: Matrix Opportunities and Challenges

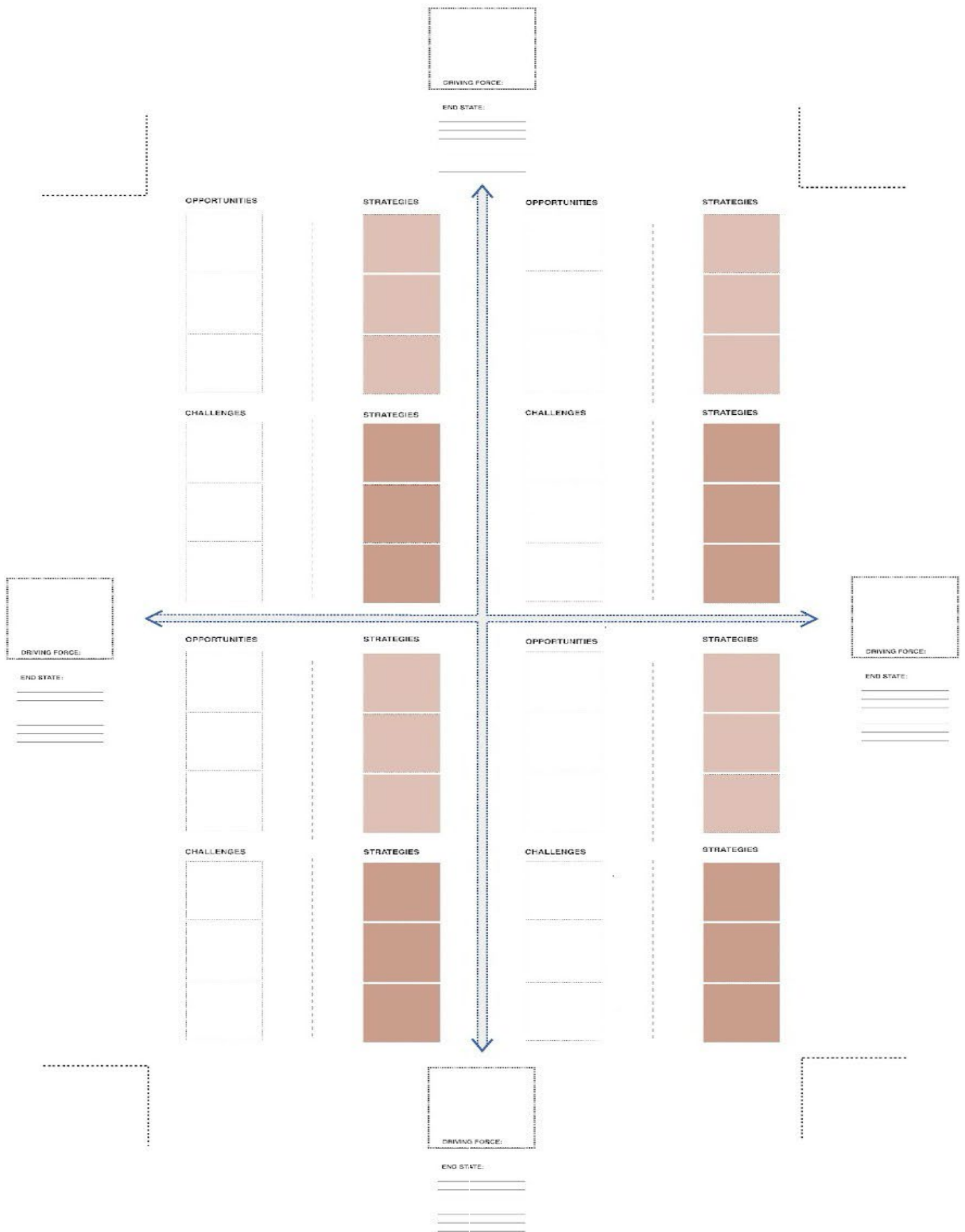


Figure 5: Matrix Strategies

RANKING: HIGH - MEDIUM - LOW

	APPLICABILITY	IMPACT	URGENCY	VOTE
1				
2				
3				

Figure 6: Evaluation Chart

Phase 3: Evaluation | Whole Group

In Phase 3, the focus shifts to presenting conclusions to the whole group, setting up an evaluation and decision-making process.

Each group presents the scenarios and strategies developed during the preceding phases and shares their proposed scenarios and corresponding strategies.

Following the presentations, the entire group evaluates all proposed strategies. This evaluation considers feasibility, impact, and urgency, and how each strategy aligns with shared visions, potential impact, and scalability. Prior to voting, participants have time to ask questions, offer feedback, and engage in constructive dialogues to assess each proposal's strengths and weaknesses.

With the insights gained from this presentation and discussion, the group will then vote on their top

three most viable and impactful strategies across all groups. Participants individually mark their vote on the graphics ranking order of top three (figure 6).

Leveraging the participants' collective expertise and diverse perspectives, phase three culminates in the identification of the top three strategies selected by the whole group. The process is documented and creates a cohesive set of strategic, community-relevant, and innovative strategies. Selected strategies serve as the blueprint for projects to move into the next implementation phase.

Workshop documentation and archival are not only used to follow up on identified actions but also to maintain communication with participants by sharing the findings. Over time, the original participants in the process can use these documents as a guide for future plans and strategies in their community.

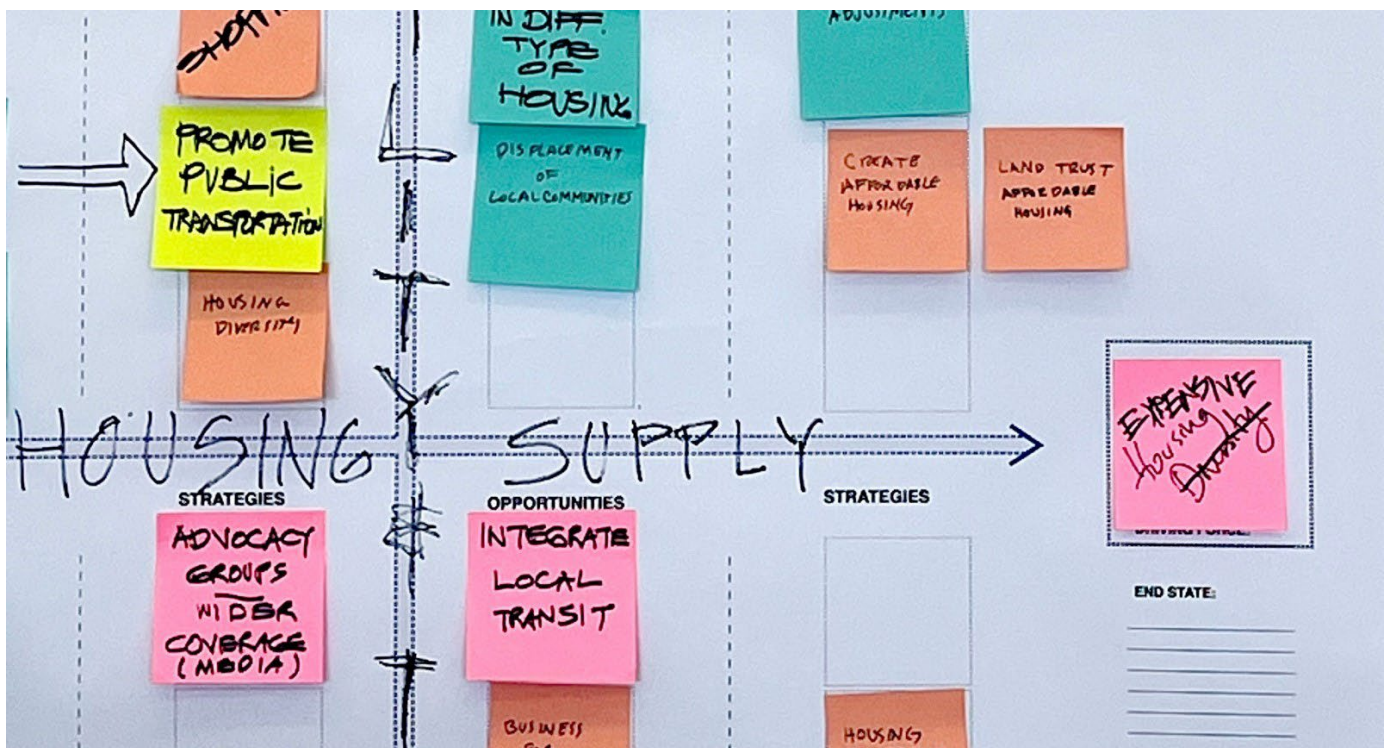


Figure 7: A close-up of Matrix Group B

San Ysidro Affordable Housing Case Study

Pre-Workshop Interview

The Interview

To prepare for a one-day exploratory scenario planning (XSP) exercise, the team systematically identified the key driving forces that could shape the future of housing in San Ysidro (Addendum C). This process ensured a comprehensive consideration of factors across all relevant domains.

First, a detailed interview questionnaire was developed encompassing a wide range of political, economic, social, technological, environmental, and legal (PESTEL) factors. The questionnaire was then used as the outline for 30-minute conversations held with workshop participants.

The following is an edited version of a pre-workshop interview:

Question Category: Housing

Interviewer: In your perspective, what are the critical characteristics of San Ysidro's housing landscape?

[The participant shared a personal story of his Mexican American nephew starting school in the US. The nephew got a sublease apartment.]

Participant: The sublease rent was \$1,600/month for a bedroom in a three-bedroom apartment with eight total people. The main lease for the apartment was \$2,400/month. The main leaseholder was another Mexican American taking advantage of new cross-border folks. This seems to be the general condition.

Eventually moved nephew to Kearny Mesa for cheaper rent in a much nicer apartment.

Interviewer: Why can this happen?

Participant: It's people living and working in the US illegally or with no understanding of the American system. They spend Monday–Friday afternoon in the states and then go back to T.J. People don't have a car or leave their car on one side and walk across the border. Transactions are all cash and therefore untraceable.

Interviewer: How would you characterize the people in this situation?

Participant: Construction workers earning \$3,500/month with no credit.

Interviewer: How are these characteristics affecting the community's well-being?

They attract people not wanting a paper trail (trans- actions are all cash). Everyone is anonymous.

Question Category: Social

Interviewer: How would you describe the identity or essence of San Ysidro to someone unfamiliar with the area, and what makes it distinct from its neighboring regions?

Participant: Good families with roots in the community. Hard-working people. Gentrification-like symptoms. Families are being priced out by border-oriented people. Community college extension. San Ysidro is just a place to go through, there is nothing attracting people to stay. Too much traffic. Bad access. Anyone who does live here would rather go farther north to do daily tasks. Very niche services for border-related things. The main language is Spanish.

Question Category: Environmental

Interviewer: How do you evaluate the role of environmental factors in shaping housing in San Ysidro? Are there specific environmental challenges that hinder residents or make certain areas less desirable? How could climate change affect San Ysidro?

Participant: The main image of San Ysidro is of the boulevard. Noise pollution and air quality are major problems because of traffic.

Question Category: Technological

Interviewer: What is your experience with technological innovation in San Ysidro? This could be anything from communications (phones, internet, and so forth), transportation (ridesharing, bird scooters), and home heating and cooling, etc.

Participant: SY is the starting point for light rail. Infrastructure in SoCal tends to be fairly even. There has long been a plan for transborder transportation that has not been realized. Image of all-white, Spanish Colonial architecture feels old school and low tech. Disconnect between image of city and reality.

Question Category: Political

Interviewer: How would you assess the role of local, state, and federal government and policies in influencing housing affordability in San Ysidro? And are there specific policies or regulations you believe are particularly impactful?

Participant: Area is undervalued politically. Regulations or policy directed at making it easier for the architect to do projects would be a big help.

Question Category: Economic

Interviewer: What economic factors or trends do you believe are influencing San Ysidro? And how do these affect housing? How would you evaluate job opportunities for people living in San Ysidro? How do cross-border economic activities affect the economy of San Ysidro? How does transportation and parking affect San Ysidro housing?

Participant: Lack of established credit leads to predatory situations. Lots of people work in retail at the mall. People live there Monday–Friday and go back to Mexico. The city is a layover for people on their way to other places. One major draw is that San Ysidro is a major comfort zone for Mexicans because of its cultural connection to Tijuana.

Creation of Driving Forces

Interview Results

Each interviewer presented a summary and potential Driving Forces to the Workshop Team. The following are the driving forces derived from the interview example above.

Social

- A significant portion of the population is transient (it decreases or increases)
- Most people are Mexican with Spanish as their primary language (population further homogenizes vs population diversifies)
- Transient population is largely anonymous and undocumented (anonymity increases or decreases)

Environmental

- Traffic-related noise and air pollution (increases or decreases)

Technological

- Access to communication and transportation is important (increases or decreases)

Political

- San Ysidro is undervalued politically

Economic

- Economy is defined by its relationship to the border (relationship weakens or increases)
- Undocumented economies are prevalent (increases or decreases)

Final Driving Forces

An in-depth analysis of the interview summaries followed, to identify common features across the spectrum of factors. Through this systematic examination, 11 distinct driving forces crystallized as having profound implications for the future of the subject area.

These 11 driving forces were documented in precise detail, providing clarifying context where necessary. This comprehensive record was prepared for dissemination to XSP participants to establish a shared understanding of driving forces before scenario development commenced.

International Port of Entry:

The San Ysidro Port of Entry heavily influences local commerce, traffic congestion, and cross-border interaction.

The operations of the Port of Entry can affect residents' daily lives, from wait times and traffic to economic fluctuations due to border closures or policy changes.

Conditions in Tijuana:

Tijuana's economic and social conditions can dire in San Ysidro, from employment to housing demand.

Events in Tijuana can influence migration patterns, binational family dynamics, and the culture of San Ysidro.

Transit:

San Ysidro's transit system, including the Blue Line of the San Diego Trolley and various bus lines, is crucial for residents commuting for work, school, and other daily needs. It connects the neighborhood to the broader San Diego area.

The efficiency, reliability, and coverage of public transit can significantly influence the quality of life, economic opportunities, and even the desirability of the neighborhood.

Immigration Status:

The immigration status of San Ysidro residents can affect access to employment, housing, and social services.

A significant undocumented population may lead to complexities in community planning, as these residents might not utilize certain services or participate in the formal economy.

Transient Population:

The transient nature of populations moving through San Ysidro, whether for commerce or migration, affects the local economy and the demand for temporary housing and services.

A high transient population can strain local infrastructure and resources and create challenges for community cohesion.

Bedroom Community:

San Ysidro serves as a bedroom community for many workers in the greater San Diego area, meaning that many residents commute out of the neighborhood for work.

This can lead to a community that is less active during work hours and that has specific needs for early and late public transit services.

San Ysidro Has a Strong Local Community:

Despite its transient and commuter-based aspects, San Ysidro boasts a strong sense of local community, with deep familial and cultural ties.

This strong community can be a source of resilience and support, providing a network that can mobilize around local issues, including those affecting housing and the environment.

Housing Supply:

The supply of housing in San Ysidro affects affordability and availability. Limited supply can drive up prices and lead to overcrowding.

Insufficient housing can make it challenging to attract new residents or businesses, potentially stalling economic growth and leading to gentrification pressures.

Low Wages:

Many San Ysidro residents work in service or retail jobs that may not offer high wages, impacting their ability to afford housing.

Low wages relative to the cost of living can lead to financial stress among residents, a higher rate of multigenerational households, and can influence the demand for affordable housing.

Air Quality:

Proximity to the port of entry and high traffic volumes can contribute to poor air quality, affecting residents' health.

Concerns over air quality can impact property values, public health outcomes, and the push for environmental regulations.

Clean Water Availability:

Access to clean water is a critical issue, especially in drought-prone Southern California. San Ysidro's location can influence water supply and quality.

Water scarcity or contamination issues can affect the feasibility of new housing developments and the overall attractiveness of the community.

Workshop Introduction

The workshop introduced the pressing affordable housing challenges evolving at the US/México border community of San Ysidro. This context highlights the broader, worsening California housing crisis and its effects on inequalities and discrepancies in border communities. Participants represented community leaders, housing developers, academic researchers, policymakers, and residents on both

sides of the border. The introduction included an overview of participants and facilitators (figure 8), contextual facts, XSP process, and collective discussion of Driving Forces as the basis of the exploration.

Participant Affiliations:

- Alpha Project
- Casa Familiar
- San Diego Association of Governments
SANDAG
- City of San Diego
- San Ysidro Residents
- UABC Universidad Autónoma de Baja California
- Southwestern College Faculty
- Humble Design
- Palo—Landscape and Architecture Design Firm
- Bosshart Laboratory
- Jamboree Housing
- Border Fusion
- Costa Mesa Chamber of Commerce
- World Design Capital Planning and Space making

The San Ysidro Context

In 2023–2024, the city of San Diego was ranked the most expensive city in the United States. San Ysidro is adjoined as a district to San Diego, physically disconnected from the north county, but immediately connected in the south to the highest international border crossing with Tijuana. The cost of living in San Ysidro is 35 percent less than in San Diego, and 40 percent higher than in Tijuana; it is characterized by its strong Mexican community and cross-border living but defined by urban growth patterns and economic conditions of Southern California.

Despite its dynamic nature, San Ysidro faces housing affordability issues, including overcrowded housing, bedroom communities, vulnerable groups and migrant populations, stagnant landownership, student homelessness, lack of public and educational investment, city-wide housing initiative that misrepresent local residents misrepresented citywide housing initiatives, and rising housing costs.

Population: Predominantly Hispanic or Latino, with a significant portion of residents who are immigrants.

Income Levels: Generally lower than the San Diego County average, with a high percentage of households earning below the poverty line.

Family Structure: Large multigenerational families are common, which often creates a stronger need for larger, affordable housing options.

Employment: High rates of unemployment and underemployment, with many residents working in service industries, retail, or cross-border trade.

Cost of Living: The cost of living in San Ysidro is notably high compared to national averages, particularly in terms of housing costs, which are not commensurate with local wage levels.

Housing Stock: A mix of older single-family homes and some multifamily units, with limited new development due to zoning restrictions and land scarcity.

Rental Market: High demand for rental properties leads to inflated rent prices, making it difficult for low-income families to find affordable accommodation.

Homeownership Rates: Lower than average, with barriers such as high down payment requirements and lack of affordable housing stock hindering ownership opportunities.

The XSP Process

The workshop instruction manual served as a model for the actual sessions. The Workshop Introduction Document in Addendum B details each step that participants followed during the workshop and demonstrates the workflow and activities involved in the process.

Establish Driving Forces

At the outset of the XSP exercise, the project team introduced the collected driving forces and explored alternative regulations to the housing crisis with participants. This collaborative discussion further refined each factor, incorporated additional insights, and collectively validated the driving forces as an authoritative foundation for the process. An additional discrete category emerged from this dialogue, further enriching the scope of considerations.

With a robust set of driving forces established (Addendum C), participants broke up into smaller teams, each combining community leaders, housing development representatives, and binational residents. This strategy enabled the development of a range of plausible and thought-provoking future scenarios for San Ysidro in inclusive methods.

Matrix and Strategy Voting

Matrix

Each team identified in an axis two main driving forces that potentially affect housing affordability. The driving forces explored included the deregulation of land use (density and diversity of land use) and transportation access (parking laws), healthcare access and migration status, mobility, and housing supply.

The intersection of each End State to the driving force—as a quadrant—defines a unique scenario helping participants visualize:

Impacts: Possible effects of each scenario on the community.

Resources: Resources needed for implementation.

Stakeholder reactions: Potential responses from different community groups.

One highlight of a scenario narrative combined the deregulation of land use with the development of higher modes of transportation. This scenario identified opportunities to diversify the housing stock and support transient communities by leveraging border culture and residents through local ownership, community land trust initiatives, and the development of an international center hub project.

Strategy Voting

Following the scenario exploration and completion of strategies in the matrix, participants identified three best possible scenarios, and proceeded to voting, involving:

Prioritization: Participants voted on scenarios they find most feasible and impactful, identifying which ones align best with community goals.

Consensus building: Discussions help participants reach a consensus on priority scenarios.

Action planning: For scenarios with the highest priority, participants develop implementation plans.

The following photo documentation describes the Matrix development by participants (figure 8) as well as a graphic table presentation of one matrix (figure 9).

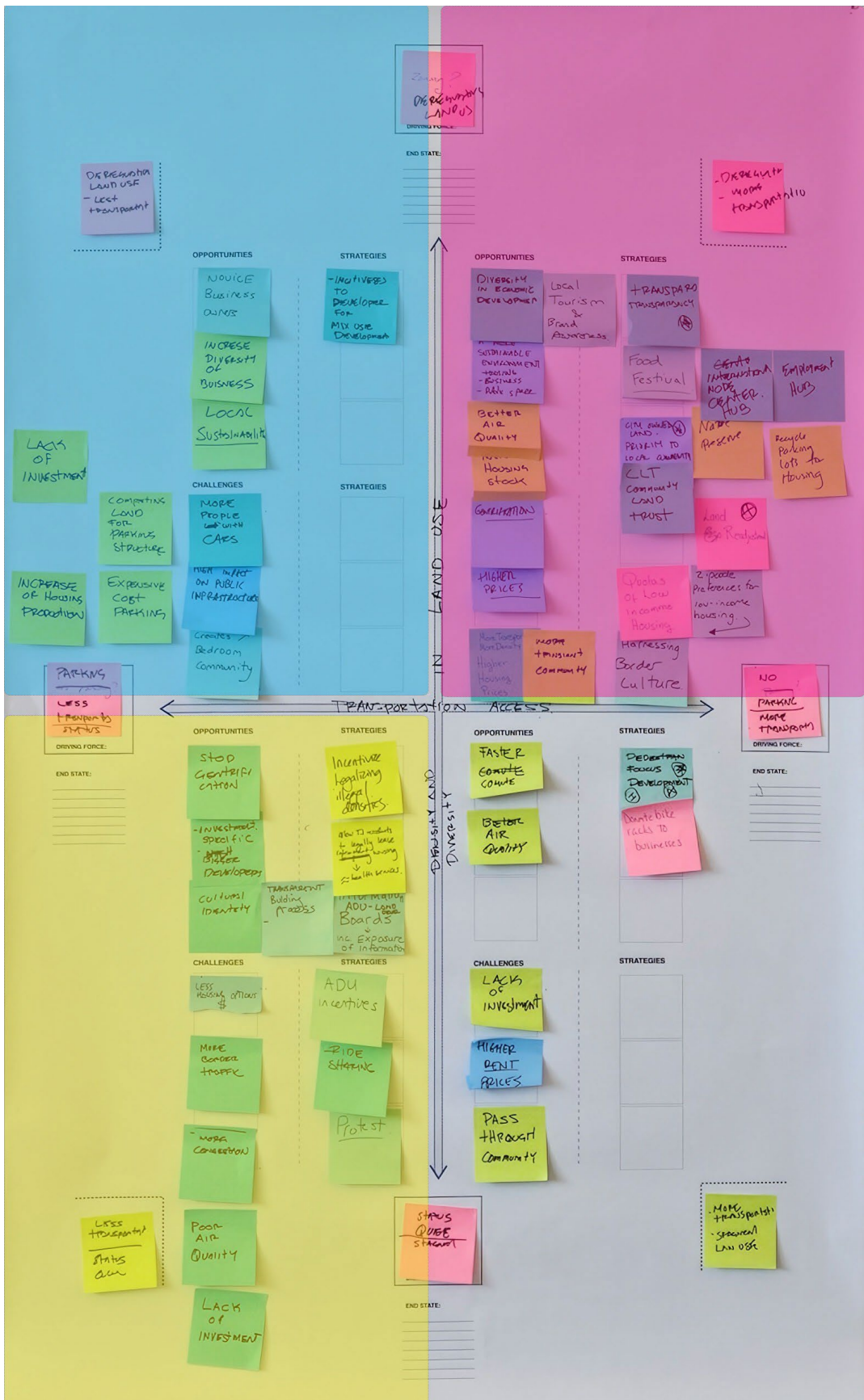


Figure 8: Matrix Group A

<p>1.</p> <p>Each group selects two Driving Forces, which define the X and Y axis of the matrix</p>	<p>Driving Forces</p>	<p>2.</p> <p>Participants then imagine the extreme ends of each driving force, called End States, which define the poles of the X and Y axis</p>	<p>End States</p>
	<p>Transportation Access</p>		<p>Lots of parking, less transportation</p>
	<p>Density and Diversity in Land Use</p>		<p>No parking, more transportation</p>
	<td> <p>Status Quo</p> </td>		<p>Status Quo</p>
<td> <p>Deregulated land use</p> </td>	<p>Deregulated land use</p>		

Figure 9: Workflow Diagram Scenario Planning Workshop Process

	Scenarios		Opportunities	Challenges
<p>3.</p> <p>By combining two end states in each quadrant of the matrix, groups define four Scenarios</p>	<p>Deregulated land use and less transportation</p>	<p>4.</p> <p>Each Scenario is then explored for Opportunities and Challenges</p>	<ul style="list-style-type: none"> • Novice business owners • Increase in diversity of businesses • Local sustainability 	<ul style="list-style-type: none"> • More people with cars • Lack of investment • Competing land for parking infrastructure • Expensive parking • Increase of housing production • Creates bedroom community
	<p>Deregulated land use and more transportation</p>		<ul style="list-style-type: none"> • Diversity in economic development • Local tourism & brand awareness • Better air quality • More housing stock 	<ul style="list-style-type: none"> • Gentrification • Higher prices • More transient community
	<ul style="list-style-type: none"> • Standard land use and more transportation • More transportation 		<ul style="list-style-type: none"> • Faster commute • Better air quality 	<ul style="list-style-type: none"> • Lack of investment • Higher rent prices • Pass through community
	<ul style="list-style-type: none"> • Standard land use and less transportation 		<ul style="list-style-type: none"> • Stop gentrification • Investment-specific bigger developers • Cultural identity 	<ul style="list-style-type: none"> • Fewer housing options • More border traffic • More congestion • Poor air quality • Lack of investment

	Strategies		Voted Strategies
<p>5.</p> <p>Participants then imagine Strategies for dealing with the Opportunities & Challenges presented by each Scenario</p>	<p>Incentives to developers for mixed use development</p>	<p>6.</p> <p>Each group reviews their strategies and decides which ones to present to the community</p>	<ul style="list-style-type: none"> • Transparent literacy • Empower community in development process • Make public and private lands accessible to land trust • Harness border culture (art, food, tourism, health services, pedestrians)
	<ul style="list-style-type: none"> • Transportation transparency • Food festival • Give owners land • Priority to local community CLT • Quotas for Low-Income Housing <p>Harnessing Border Culture</p> <ul style="list-style-type: none"> • Employment Hub • Recycle parking into housing • Land redesignation 		
	<ul style="list-style-type: none"> • Pedestrian-focused development • Donate bike racks to businesses 		
	<ul style="list-style-type: none"> • Incentivize legalizing illegal density • Exposure of information • ADU incentives • Ride sharing • Protest 		

Successes and Challenges

The workshops have yielded insights and uncovered areas needing improvement. This section outlines the key successes that moved the project forward, as well as the challenges encountered by the project team. These reflections aim to refine the team's methods and strategies, ensuring that the workshop process targets the specific needs of communities and adapts to the evolving challenges of urban development.

Successes

Preparatory Workshops

The Practice Round–Pre-Workshop XPS session was essential in preparing both facilitators and community members. Team members gained familiarity and confidence with the process, while community members and organizations who participated in the mini workshop acquired necessary know-how. This preparation enhanced participation and flow in the main workshop, ensuring that all participants understood its goals and methods.

Community Engagement

Local nonprofits played a crucial role by providing support and resources such as staff participation and workshop spaces. Their involvement helped root the workshop within the community and facilitated broader engagement.

Scheduling Flexibility

Conducting a survey to determine the best time for the workshop ensured maximum participation. Holding it on a weekend allowed more community members to attend, despite the challenges of booking community spaces in advance.

Efficient Interviews

Utilizing the PESTEL format in pre-workshop interviews effectively covered a broad range of topics, facilitating an efficient comparison of insights and reducing the overall duration of the main workshop.

Driving Forces Recognition

The driving forces identified during the interviews were well received during the workshop, with little need for corrections or additions, indicating that the preliminary interviews effectively captured key concerns and perspectives.

Adaptive Facilitation Techniques

Facilitators adeptly adjusted their strategies in response to participant feedback and dynamics, ensuring all attendees remained engaged and discussions were productive.

Presentation Material of Step-by-Step Workshop Workflow

Integrating step-by-step workflow enhanced interaction, while data visualization led to more informed decision-making during the workshop.

Challenges

Understanding XSP Verbiage

Introducing workshop participants to XSP terminology at first impeded understanding of the process, necessitating additional efforts to bring everyone up to speed.

Recommendation: The project team needs to practice and be clear about the terminology before engaging with participants. Clear, simple graphics provide continuous reference points for participants throughout the workshop.

Dependence on Single Partners

Heavy reliance on a single community partner to engage participants posed risks to broad community involvement, but securing diverse participation proved challenging.

Recommendation: Engage with and secure commitments from multiple partners.

Logistical Constraints in Community Spaces

The popularity and limited availability of community venues required advanced planning and scheduling flexibility.

Recommendation: Book workshop space far in advance. Tour facilities and review workshop spatial requirements in the field.

Articulating Driving Forces

Phrasing the driving forces clearly and practically for all participants presented difficulties, highlighting the need for precise and accessible language.

Recommendation: Driving forces should be concise statements that can lead to polar End States. For example, the End States of the driving force of transportation access are increasing or decreasing.

Participant Fatigue

Lengthy sessions led to fatigue, impacting engagement and productivity. This suggests a need for shorter, more focused sessions or arranging breaks throughout the workshop.

Recommendation: The Workshop Schedule document is the result of modifications made after the practice workshop and leads to a more successful final workshop.

Feedback Integration Challenges

Integrating immediate feedback from diverse viewpoints was difficult, occasionally leading

to overlooked suggestions and emphasizing the need for structured feedback mechanisms.

Recommendation: Develop guidelines for team members and recruited facilitators to streamline the process and ensure inclusive registration and consideration of all voices.

Conclusion

The San Ysidro workshop community representatives advocated for a follow-up session with key community actors to mobilize projects for a more integrated housing vision. The process revealed the importance of community participation and follow-up strategies to ensure projects come to fruition. It concludes that the future of housing depends on interdisciplinary and inclusive collaboration, where better information on housing development and opportunities is crucial. The community's lack of understanding of the offerings and complexity of the housing system must be addressed.

The World Design Capital (WDC) representative from the planning and placemaking sector expressed interest in further developing the workshop findings. This presents new possibilities for XSP within the WDC's network of advisors and members, broadening the initiative's scope and impact.

Developers and community members identified potential future collaborations, finding new ways to tackle housing issues together. Nonetheless, skepticism about the long-term commitment of all stakeholders and the feasibility of sustained collaboration remains. The workshop presented a platform for exploring synergies and potential approaches, but maintaining momentum and ensuring tangible outcomes will require ongoing effort and resources.

Author Bios

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Adriana Cuellar is an assistant professor of architecture at the University of San Diego. With a strong focus on cross-border urban dynamics and community engagement, she leads projects that address affordable housing and sustainable urban development. Her work is characterized by a commitment to integrating educational frameworks with real-world architectural practices.

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Marcel Sanchez Prieto is an associate professor of Architecture at the University of San Diego and co-founder of CRO Studio. His research and practice focus on the sustainable revitalization of urban peripheries and the integration of civic spaces in border regions. His projects often highlight the intersection of architecture with social and environmental concerns.

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Tyler Hanson serves as an adjunct faculty in the Master of Real Estate Development program at Woodbury University. He specializes in design, construction, and real estate development with a focus on sustainable, multifamily residential projects. His hands-on approach in both academic settings and in the field reflects a deep commitment to developing housing solutions that are both innovative and practical.

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Addenda

Addendum A

QUESTIONNAIRE

	Questions
social	<p>How would you describe the identity or essence of San Ysidro to someone unfamiliar with the area?</p> <p>And what makes it distinct from its neighboring regions?</p>
Social	<p>In your perspective, what are the critical characteristics of San Ysidro's housing landscape?</p>
economic	<p>What economic factors or trends do you believe are influencing San Ysidro?</p> <p>And how do these affect housing?</p> <p>How would you evaluate job opportunities for people living in San Ysidro?</p> <p>How do cross-border economic activities affect the economy of San Ysidro?</p> <p>How does transportation and parking affect San Ysidro housing?</p>
environmental	<p>How do you evaluate the role of environmental factors in shaping housing in San Ysidro?</p> <p>Are there specific environmental challenges that hinder residents or make certain areas less desirable?</p> <p>How could climate change affect San Ysidro?</p>

Addendum B

DRIVING FORCES LIST

Driving Forces Affecting San Ysidro

International Port of Entry:

The San Ysidro Port of Entry heavily influences local commerce, traffic congestion, and cross-border interaction. The operations of the Port of Entry can affect daily life for residents, from wait times and traffic to economic fluctuations due to border closures or policy changes.

Conditions in Tijuana:

The economic and social conditions in Tijuana can have a direct spillover effect on San Ysidro, from employment to housing demand. Events in Tijuana can influence migration patterns, binational family dynamics, and the culture of San Ysidro.

Transit:

San Ysidro's transit system, including the Blue Line of the San Diego Trolley and various bus lines, is crucial for residents commuting for work, school, and other daily needs. It connects the neighborhood to the broader San Diego area. The efficiency, reliability, and coverage of public transit can significantly influence the quality of life, economic opportunities, and even the desirability of the neighborhood.

Immigration Status:

The immigration status of San Ysidro residents can affect access to employment, housing, and social services. A significant undocumented population may lead to complexities in community planning, as these residents might not utilize certain services or participate in the formal economy.

Transient Population:

The transient nature of populations moving through San Ysidro, whether for commerce or migration, affects the local economy and the demand for temporary housing and services. A high transient population can place strain on local infrastructure and resources and create challenges for community cohesion.

Bedroom Community:

San Ysidro serves as a bedroom community for many workers in the greater San Diego area, meaning that many residents commute out of the neighborhood for work. This can lead to a community that is less active during work hours and that has specific needs for early and late public transit services.

San Ysidro Has a Strong Local Community:

Despite its transient and commuter-based aspects, San Ysidro boasts a strong sense of local community, with deep familial and cultural ties. This strong community can be a source of resilience and support, providing a network that can mobilize around local issues, including those affecting housing and the environment.

Housing Supply:

The supply of housing in San Ysidro affects affordability and availability. Limited supply can drive up prices and lead to overcrowding. Insufficient housing can create challenges for attracting new residents or businesses, potentially stalling economic growth and leading to gentrification pressures.

Low Wages:

Many San Ysidro residents work in service or retail jobs that may not offer high wages, impacting their ability to afford housing. Low wages relative to the cost of living can lead to financial stress among residents, a higher rate of multigenerational households, and can influence the demand for affordable housing.

Air Quality:

Proximity to the port of entry and high traffic volumes can contribute to poor air quality, affecting residents' health. Concerns over air quality can impact property values, public health outcomes, and the push for environmental regulations.

Clean Water Availability:

Access to clean water is critical, especially in drought-prone Southern California. San Ysidro's location can influence water supply and quality. Water scarcity or contamination issues can affect the feasibility of new housing developments and the overall attractiveness of the community.

Addendum C

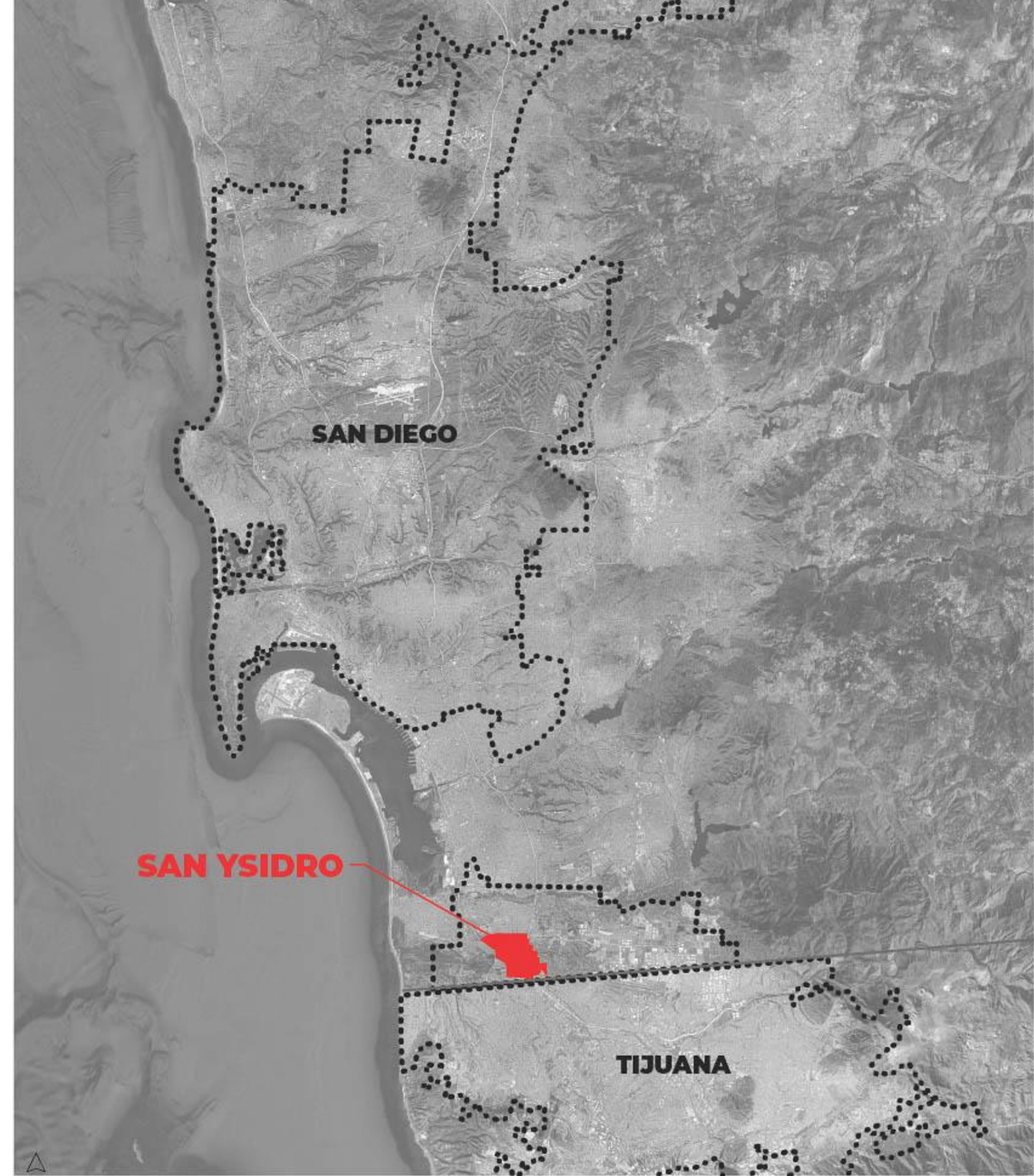
SAN YSIDRO CONTEXT

San Diego - **SY** - Tijuana

San Ysidro is a community of Mexican heritage, situated along the international border.

More than 90 million people a year cross the border in the Cali-Baja region, 50 million occur between San Diego and Tijuana.

More than 21 million individuals cross annually the border in vehicles. Projected to grow 38 million by 2030.



San Diego - SY - Tijuana

Cost of living w/ Rent X 1:
TJ= \$1,178
SY = \$3141
SD = \$3927

Cost of living w/ Rent X 4:
TJ= \$2,893
SY = \$6,322
SD = \$7,903

Cost of living in San Diego is **65%** higher than living in Tijuana, San Ysidro is **40%** higher than Tijuana



88.8% speak a second language and **87.2%** speak Spanish.

Naturalized U.S. citizen: **47.0%**
Not a U.S. citizen: **53.0%**



Housing

Most housing in San Ysidro is multifamily.

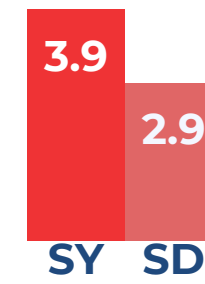
Only 30% of San Ysidro existing housing are single-family homes.



Housing

Families represent **78.17%** of the population, and **47.6%** have children.

Average Person per Household



Average Home Value



Median Rent.



San Ysidro Neighborhoods



- 1** San Ysidro West Neighborhood

- 2** Sunset Neighborhood

- 3** San Ysidro North Neighborhood

- 4** San Ysidro Historic Village

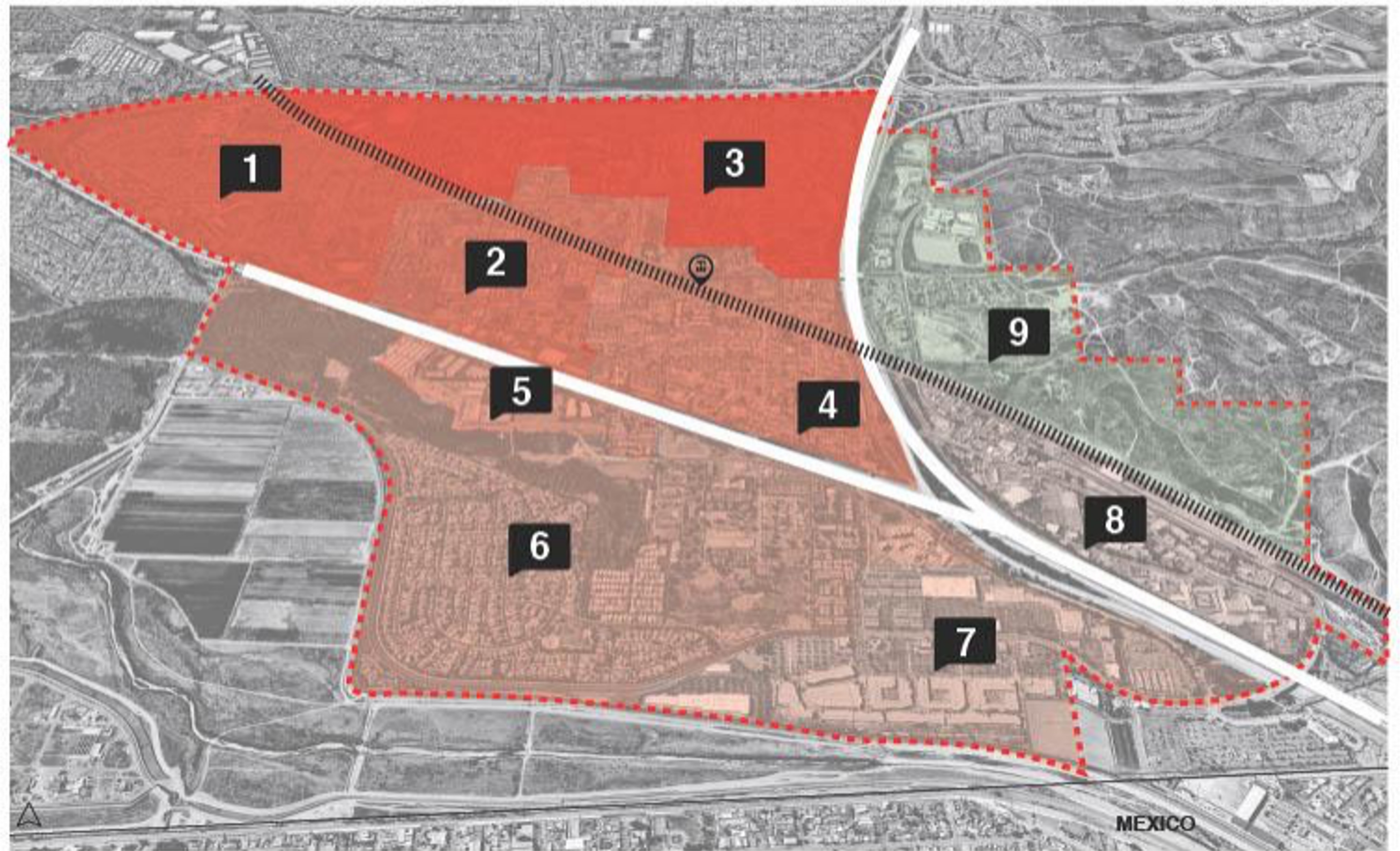
- 5** San Ysidro Wholesale District

- 6** San Ysidro South Neighborhood

- 7** San Ysidro Commercial District

- 8** Border Village District

- 9** Beyer Hills Neighborhood

San Ysidro Historical Timeline



Pre Spanish
San Ysidro and Otay Mesa were part of a land grant named Tia Juana, which ended up on both sides of the U.S.



Little Landers Colony
The first agriculture colony in San Ysidro was inaugurated in early 1909.



The Military Base
Large Naval Bases existed within the San Ysidro Region.



Bracero Program
The Bracero program ends. People start crossing the border illegally and remain in the U.S.



Devaluation
The peso lost 50% of its value paralyzing San Ysidro's economy.

1800

1850

1900

1950

1980

2000

2023

Border Division between San Ysidro and Tijuana.
Border Divison



Businesses, tourism and entertainment activity increased in the U.S./Mexican border.
Border Tourism



The city of San Diego Annexed San Ysidro. The US customs Port of Entry becomes part of the Port of San Diego.
Annexation



A group of women created a health care center called "El Club de las Madres" and opened "La Casita".
La Casita



Transportation and Schools

Drove alone: **74.9%**

Carpool: 10.7%

Public Transportation: 7.1%

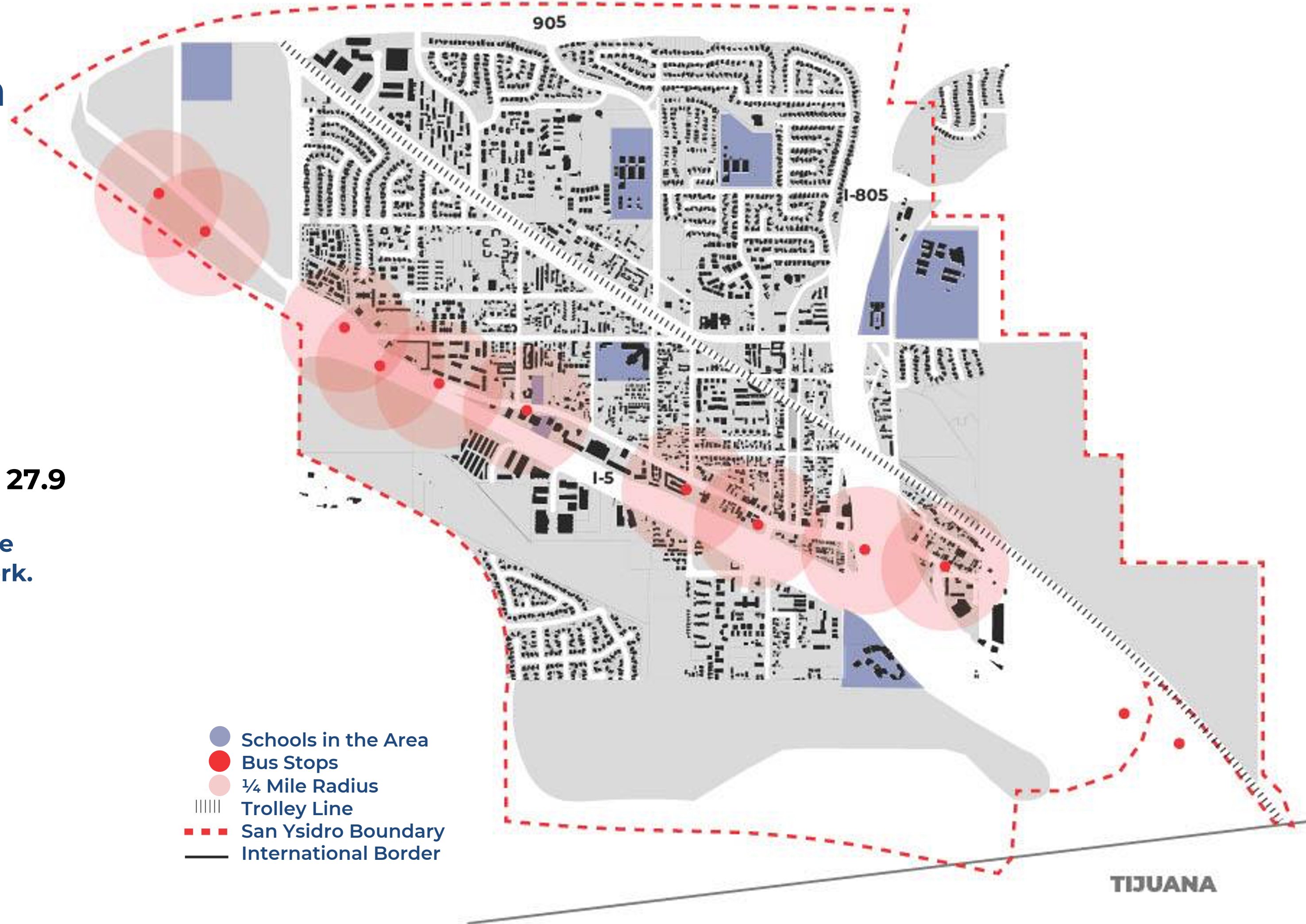
Walked: 2.4%

Other means: 1.0%

Worked at home: **4.0%**

Average commute to work: **27.9**

9% San Ysidro residents use public transportation to work.



Unhoused emergency

In 2015, San Ysidro reported that **32% of students** were homeless, the highest percentage in San Diego County.

School District	# Students	# Homeless Students	%
San Ysidro	4,842	1,900	39.24%
South Bay Union	7,646	1,614	21.11%

Student enrollment for the academic year 2014-15.



The outside of Rachel Quintana's 200-square-foot motel room in San Ysidro where she lives with her nine kids. Jan 15, 2016. Megan Wood, inewssource.

Unhoused emergency

In the 2013-14 school year, the San Ysidro elementary district reported:

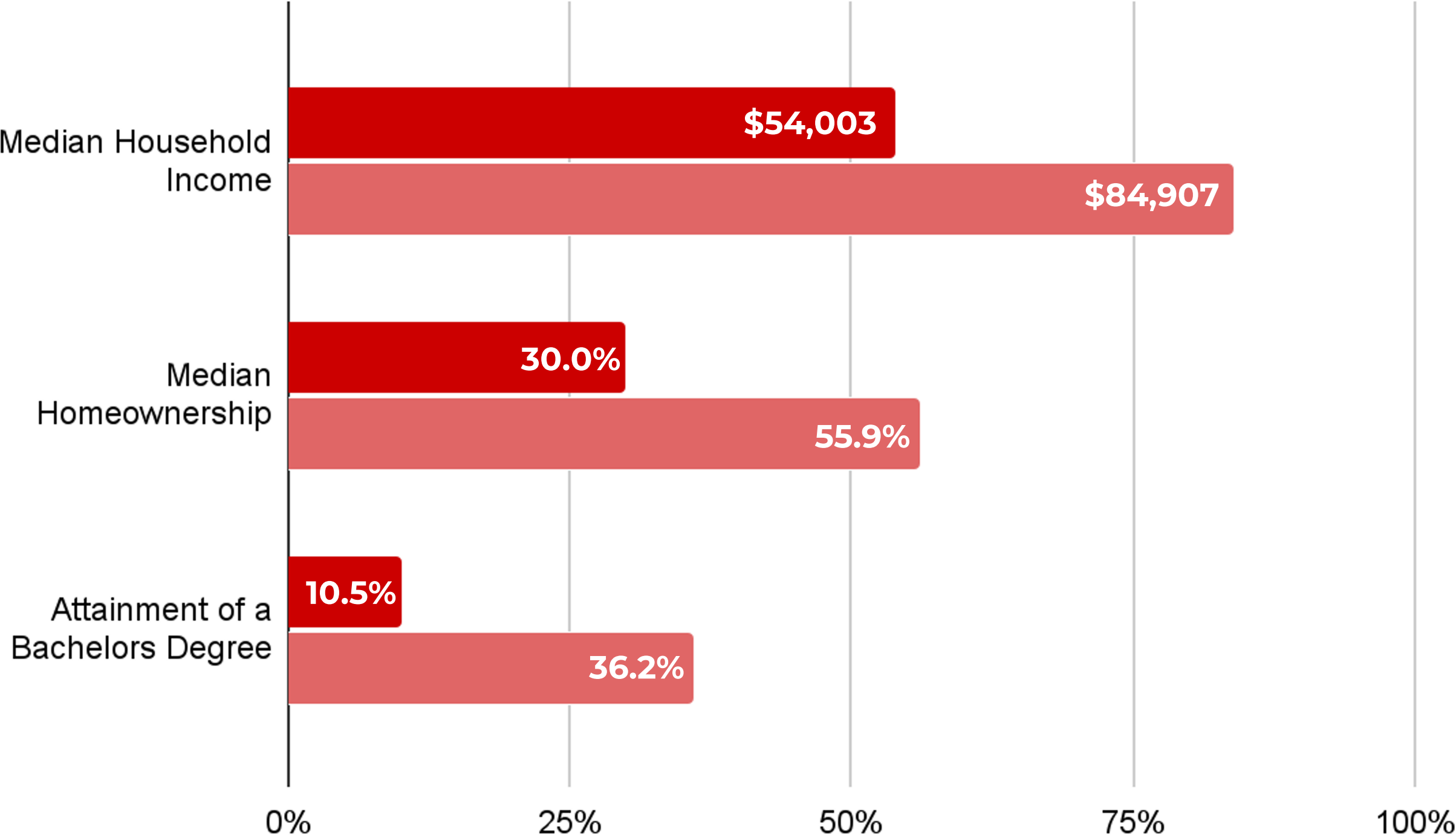
- **78 students** living in motels or hotels.
- **112 students** “unsheltered” in cars, motorhomes or trailers.
- **41 in shelters** or transitional housing.
- **1,637 students** living with friends or extended family.



The inside of the Kia Sportage where Elena and her daughters sleep. *April 29, 2016.*
Megan Wood, inewssource.

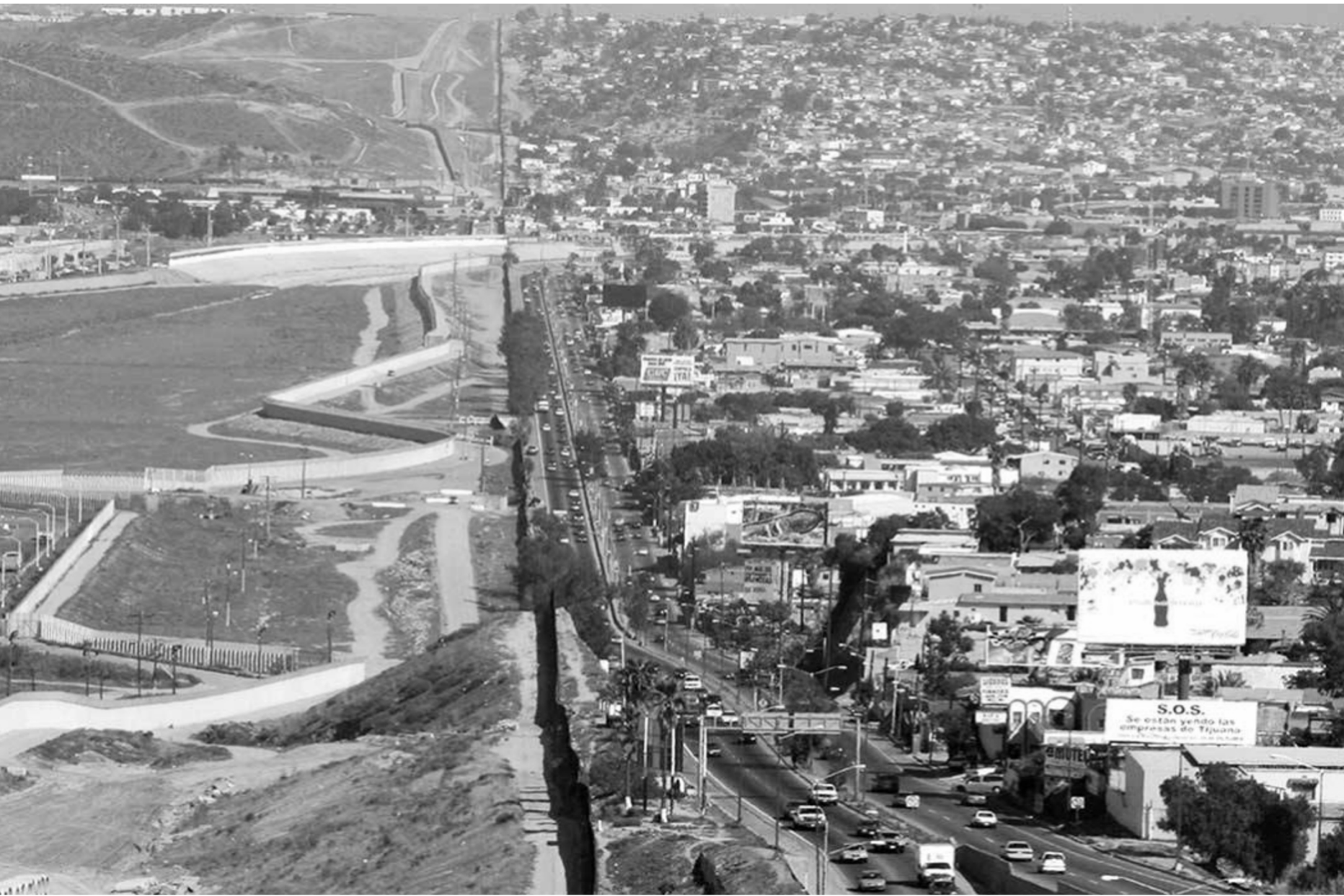
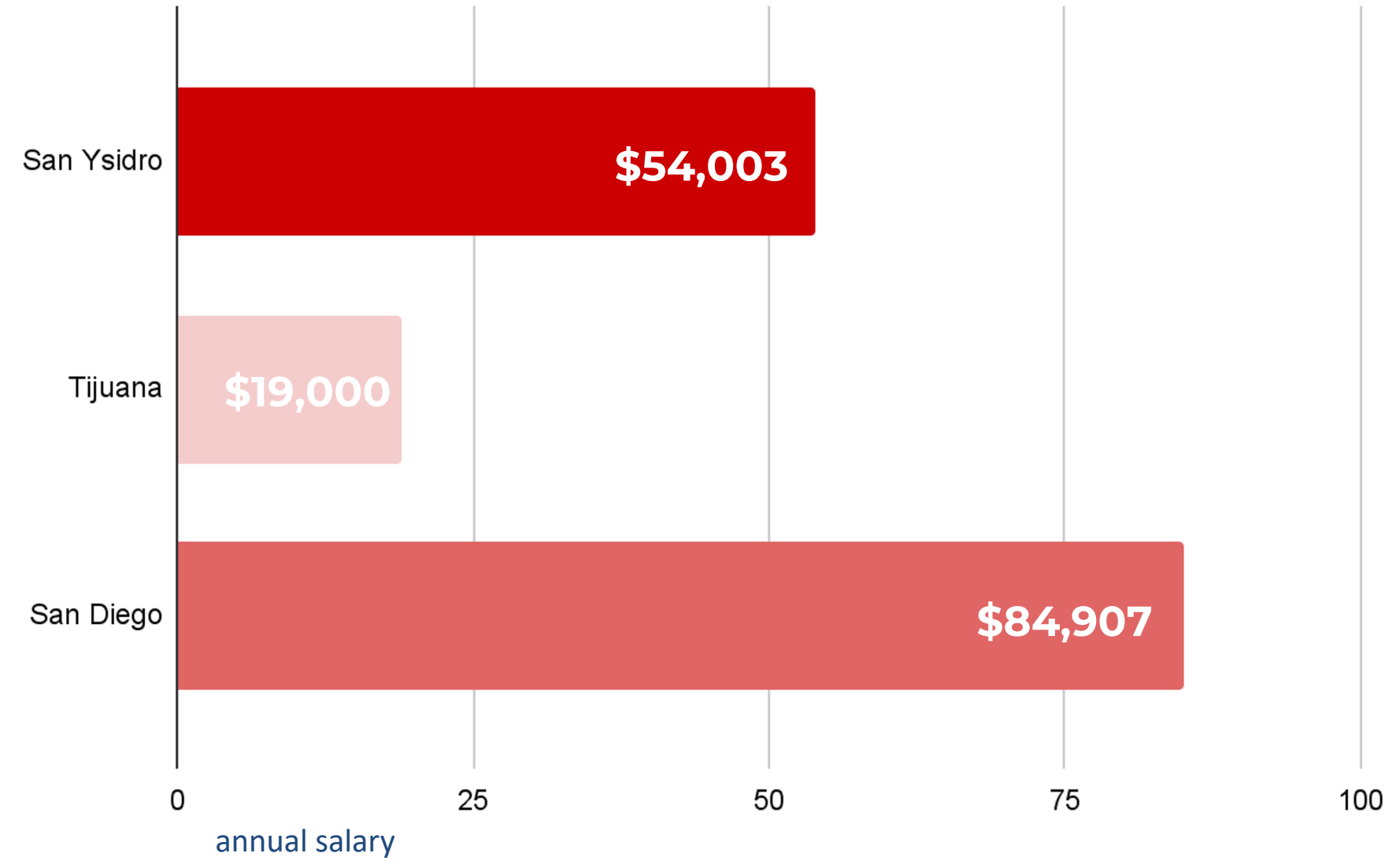
Income Factors

San Ysidro **San Diego**



Tijuana-San Ysidro Economic Connection

Commercial exchange between Tijuana and San Diego is valued at \$2.1 million



Environment

In 2015 a new air pollution system was installed at the Port of Entry.

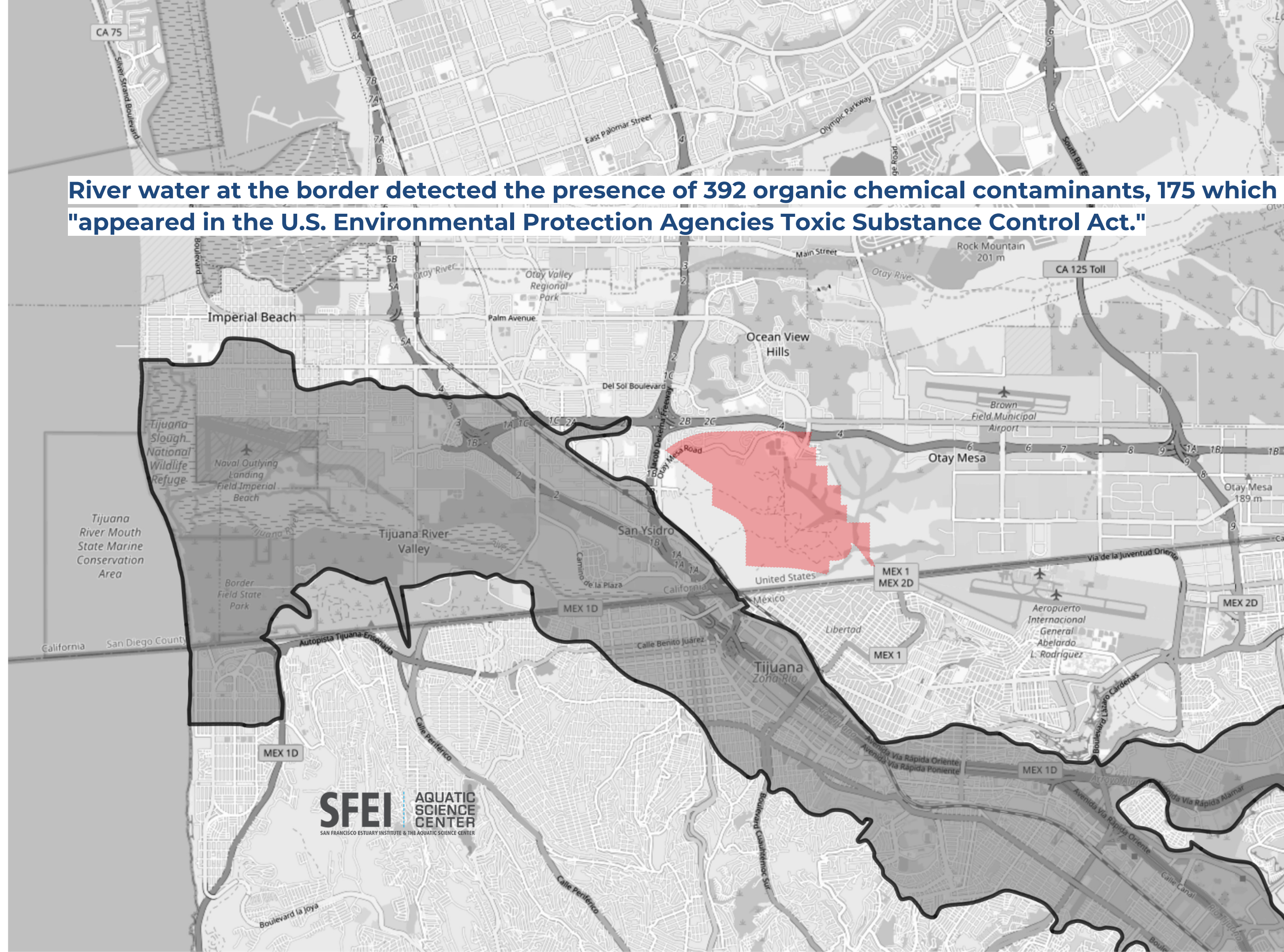
80% of air pollution is caused by fossil fuel-burning vehicles from the port of entry.



Environment

Cross-border pollution in the Tijuana River Valley is the biggest environmental emergency in the US

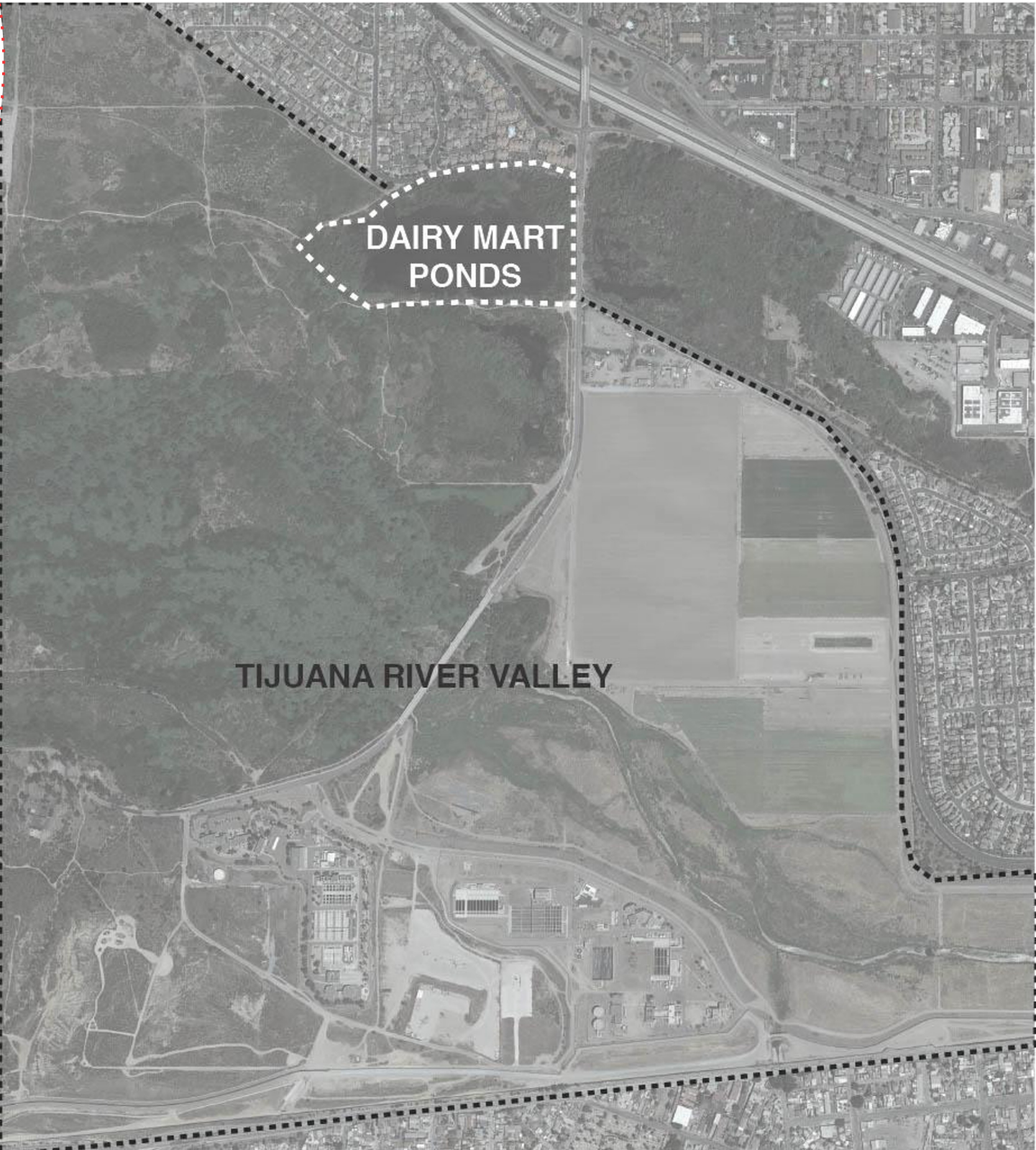
River water at the border detected the presence of 392 organic chemical contaminants, 175 which "appeared in the U.S. Environmental Protection Agencies Toxic Substance Control Act."



Tijuana Sewage and the Environment

“I live in San Ysidro, less than a mile away from the Tijuana River Valley, and I know from personal experience that the cross-border pollution problem is not just a water quality crisis, it is an air quality crisis. In addition to losing access to the beach in the South Bay for almost two years straight, the communities I represent are facing an even greater challenge — the foul smell of sewage every morning and evening.”

-Vivian Moreno, Resident of San Ysidro



Garbage in the Tijuana River on Thursday, Oct. 5, 2023 in San Ysidro, California



CONSORTIUM FOR
SCENARIO PLANNING

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