

City of Garden Grove

INTER-DEPARTMENT MEMORANDUM

To: Matthew J. Fertal From: Susan Emery
Dept: City Manager Dept: Community Development
Subject: GENERAL PLAN AMENDMENT NO. GPA-2-09(A) HOUSING ELEMENT Date: October 13, 2009

OBJECTIVE

To forward the Draft City of Garden Grove 2008-2014 Housing Element to the City Council from the Planning Commission. The Planning Commission held a Public Hearing on September 3, 2009, and voted to recommend to the City Council the adoption of the 2008-2014 Housing Element.

BACKGROUND

The Housing Element is one of the seven mandatory elements of the General Plan, and as such, specifies ways in which the housing needs of existing and future residents can be met.

The City of Garden Grove General Plan, excluding the existing Housing Element, was updated and adopted on August 26, 2008. The Housing Element was excluded from the adoption of the General Plan because of delays from the State of California. The Housing Element was last updated and adopted in February 2002 for the planning period 2000-2005. Government Code section 65583(a) and (b) requires that the City review its Housing Element in accordance with planning review schedules established by regional planning agencies, which in Garden Grove's case, is the Southern California Association of Governments (SCAG). The current planning review period for Housing Elements is 2008-2014. To comply with this requirement, the City's Housing Element has been updated and was submitted to the State of California Department of Housing and Community Development (HCD) for review and approval in May 2008. After a lengthy review process and many correspondences with HCD staff, HCD issued a letter on July 22, 2009 (Attachment 1) stating the draft Housing Element meets all statutory requirements. The revised Housing Element will be in full compliance with State housing law once approved by the City Council and submitted to HCD for final approval.

The revised Housing Element was presented to the Planning Commission and Neighborhood Improvement and Conservation Commission during a workshop on December 6, 2007.

ANALYSIS

Under state law (Government Code section 65583), the Housing Element must identify and analyze existing and projected housing needs and include a statement

of goals, policies, quantified objectives, and statement of programs for the preservation, improvement, and development of housing.

The HCD is responsible for providing SCAG with this region's share of regional housing needs. SCAG, in turn, develops each city's fair share of that regional housing need. This is commonly referred to as RHNA numerical goals for each city. The RHNA numerical goals have been integrated into the draft Housing Element.

Regional Housing Needs Assessment (RNHA):

According to SCAG, Orange County has a regional housing need allocation (RHNA) of 82,322 housing units. Garden Grove has a regional housing need allocation (RHNA) of 560 units for the 2008-2014 planning period, representing less than one percent of the County's total construction need for the planning period. In a letter dated September 7, 2007, HCD confirmed that the numbers are consistent with statutory requirements. This total includes 116 units for very low-income households, 96 units for low-income households, 110 units for moderate-income households, and 238 units for upper-income households.

Extremely/Very Low-Income:	116
Low-Income:.....	96
Moderate-Income:	110
Above Moderate-Income:	<u>238</u>
Total Construction Need:	560

Housing Goals and Policies for Planning Period 2008-2014:

A thorough analysis of the City's housing needs is provided in the "Housing Element Needs Assessment" (pages 7-41 of the draft Housing Element - attached to the Resolution as Exhibit A). A summary of the City's existing housing needs is contained in Table 28, page 37, and in the housing assistance needs matrix in Table 29, page 38. The City's fair share RHNA target goal numbers are located in Table 30, page 39.

The housing goals and policies are described on page 93 of Chapter 6 and also integrated into the various action programs which are set out on pages 93-106 of the Housing Element.

A summary of the goals and policies are as follows:

- Conserve and improve the condition of the existing affordable housing stock;
 - Assist in the development of adequate housing to meet the needs of low- and moderate-income households;
 - Identify adequate sites to encourage the development of a variety of types of housing for all income levels in order to meet the community's housing goals;
 - Address and, where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing;
- and

- Promote equal housing opportunities for all persons regardless of age, handicap, race, religion, sex, marital status, ancestry, national origin, or color.

To implement the above-stated goals and objectives, the City has conducted an inventory of potential sites available for residential development. The inventory takes into account both vacant and underutilized land available within and outside the City's redevelopment areas, which have potential for housing development. The RHNA candidate sites identified in the updated Garden Grove Housing Element include vacant residential sites, recyclable/underutilized residential sites, potential development of second units, and mixed use sites.

To comply with the above-mentioned requirements, the City has developed the following 16 programs with the stated objectives:

Program 1: Housing Rehabilitation Grant Program

Objectives: Provide 30 Senior Home Improvement Grants annually (180 total) to make exterior home improvements, interior repairs to address safety issues, and mobility and accessibility improvements.

Provide 10 Mobile Home Improvement Grants annually (60 total) to mobile home owners to improve the exterior appearance of mobile homes and repair interior health and safety issues.

Program 2: Code Enforcement

Objectives: Enforce established standards of home maintenance practices through continued application of the Property Maintenance Ordinance.

Preserve the quality of housing in the City's target areas through building code enforcement inspections. Inspect all newly constructed and remodeled units.

Continue to use Land Use Code enforcement activities to reduce the incidences of zoning violations. Proactively prevent violations through education and outreach of home improvement assistance.

Program 3: Multi-Family Acquisition and Rehabilitation

Objective: Increase the affordable housing stock through acquisition and rehabilitation of 40 aging and/or deteriorating residential units annually (240 units total). Identify potential acquisition and rehabilitation units for interested non-profit housing organizations.

Program 4: Affordable Housing Construction

Objectives:

Affordable Housing

Provide technical and financial (as available) assistance for the construction of 15 affordable units annually (90 units total) using a combination of US Department of Housing and Urban Development (HUD) and Redevelopment Agency funds to provide land cost write-downs and other construction assistance. Offer priority processing for projects that include affordable housing units.

Senior Housing

Provide technical and financial (as available) assistance for the development of one senior apartment development (approximately 80 units). Encourage the new construction of senior housing in areas designated for Community Residential, which allows higher densities and development standards reflective of the senior population.

Marketing

Establish marketing materials to inform non-profit and for-profit developers of assistance available for the construction of affordable housing, including density bonuses.

Energy Conservation

Encourage residential developments that lower housing costs through reduced energy consumption. Maximizing energy efficiency and the incorporation of energy conservation and green building features can reduce housing costs for homeowners and renters.

Program 5: Rental Assistance

Objective: Provide rental assistance to 2,337 very low-income persons or households and pursue additional funding for the Section 8 program.

Program 6: Home Ownership Assistance

Objectives: Provide assistance to potential lower-income homeowners through the First Time Homebuyer Assistance program.

Provide first time homebuyer assistance to five households annually (30 households total), subject to availability of funding.

Continue to market the First Time Homebuyer Assistance Program through telephone hotlines and a program website.

Develop new approaches to reach qualified participants that include, but are not limited to, newspaper articles and direct contact with housing developers and lenders.

Program 7: Preservation of Affordable Rental Housing

Objectives: Assist in the preservation of 582 affordable units at risk of converting to market rents by:

- Annually monitor status of the 110 affordable housing units that are at risk of converting to market rate during the 2008-2014 Housing Element. Report on the status of at-risk units every January (beginning in January 2009).
- If any property owners indicate plans to convert affordable units to market rate rents, the City will contact qualified entities to explore transfer of ownership options. The entities will be selected from the State's list of qualified entities to acquire/manage affordable housing.
- Make the State's list of qualified entities to acquire/manage affordable housing available to interested residents, developers, or property owners.
- Inform residents in units that are converting to market rents of affordable housing programs available in the City, including Section 8 and other affordable housing developments.

Program 8: Sites Inventory

Objectives: Continue to provide appropriate land use designations and maintain an inventory of suitable sites for residential and mixed-use development.

Provide technical assistance and information on available City- and Agency-owned parcels for lower-income housing developments to housing providers. Technical assistance may include development counseling and lot consolidation assistance.

Update the vacant and underutilized residential sites inventory every two years to maintain accurate information.

Publish the residential sites inventory and housing opportunity list on the City's website.

Address sewer infrastructure constraints by completing sewer upgrades to the sewer capacity deficiency zone in which Vacant Residential Site #2 is located and reimbursing developers for sewer upgrades that are consistent with the Sewer Capital Improvements Plan.

Program 9: Mixed-Use Development

Objectives: Amend the Land Use Code to establish mixed-use development zone and development standards to implement the General Plan mixed-use designations.

Establish developments standards for the mixed use zone that will facilitate and encourage the development of high-density mixed use developments, maximizing

the density permitted in the zone. In addition to State Density bonus provisions, the City will explore incentives such as shared parking. Implement the General Plan vision for various focus areas. For example, high-rise (8-10 stories) developments in the Brookhurst area (Site #1), and mid-rise (5-7 stories) developments in the Civic Center area (Site #2). The City will conduct parking surveys of mixed-use parking standards in surrounding jurisdictions to establish parking standards that do not act as a constraint to housing development and that facilitate and encourage a variety of housing types.

Facilitate the development of residential units in mixed-use areas by providing technical support to facilitate lot consolidation, financial assistance, where feasible, and streamlined permit processing. The City will establish specific and objective criteria for mixed-use site plan reviews and will target development densities as estimated in the Housing Element.

Play a proactive role in development of mixed-use areas by pursuing strategic partnerships with developers, lenders, and property owners to ensure the development of housing at appropriate densities and the inclusion of affordable housing units. Streamline the development process for Vacant Mixed-Use Site #1 (Brookhurst Triangle) by adopting entitlements (consistent with direction in the General Plan calling for up to 800 residential units) and proactively soliciting developers for the site.

Establish a protocol to annually monitor development interest, inquiries, and progress toward mixed-use development and affordable housing creation. Periodically re-evaluate approach and progress. Should monitoring reveal a shortfall in residential and affordable residential uses in mixed-use developments, the City will develop additional incentives and approaches (including examination of development standards) to ensure the City satisfies its identified housing need (RHNA).

Report on mixed-use residential development progress in the Annual General Plan Implementation report to the State.

Include opportunities for input from the local development community during drafting and adoption of mixed-use standards in the Land Use Code.

Program 10: Extremely Low-Income Housing

Objectives: Amend the Land Use Code to provide for emergency homeless shelters as a permitted use in at least one zone (i.e., M-1 or M-P zone), and develop objective standards to regulate emergency shelters without discretionary review as required by SB2. In addition to the development standards allowed by SB2, the Land Use code will apply the same development and management standards that apply to other uses within the identified zone. Develop additional written, objective standards for emergency shelters to regulate the following, as permitted in SB2:

- The maximum number of beds/persons permitted to be served nightly;

- Off-street parking based on demonstrated need, but not to exceed parking requirements for other residential or commercial uses in the same zone;
- The size/location of exterior and interior onsite waiting and client intake areas;
- The provision of onsite management;
- The proximity of other emergency shelters, provided that emergency shelters are not required to be more than 300 feet apart;
- The length of stay;
- Lighting; and
- Security during hours that the emergency shelter is in operation.

Amend the Land Use Code to facilitate housing opportunities for extremely low-income persons by establishing definitions, performance standards, and siting regulations for transitional and supportive housing development and single-room occupancy developments (SRO). Because transitional and supportive housing can be configured in different ways – either as regular multi-family housing or as group quarters, the zoning code amendment will ensure that transitional and supportive housing that function as a residential use will be treated as residential uses and only subject to those restrictions that apply to other residential uses of the same type in the same zone.

Solicit input on the Land Use Code revisions related to extremely low-income housing from service agencies that work with extremely low-income persons and the homeless or persons/families at-risk of homelessness.

Annually evaluate emergency shelter development and siting standards, and based on existing needs and development interest and as warranted, re-evaluate and make appropriate changes to facilitate the development of emergency shelters.

Program 11: Parking Standards

Objectives: As part of the comprehensive Land Use Code update, review the City's development regulation and ordinances, including the current parking requirements. Specifically, the City will assess its parking requirements to ensure they facilitate the development of mixed-use and multi-family developments. Identify constraints to residential development based on the most up-to-date empirical studies, input from the local development community, and from development trends in the City. Clarify and formalize in the Land Use Code the parking considerations that would permit reduced parking requirements for mixed-use and multi-family developments.

Modify parking regulations or standards, as needed. Modification to parking standards should facilitate and encourage a variety of housing types including affordable lower-income housing and should not constrain development. Modifications, if needed, can include reduction of parking standards for smaller units (bedrooms).

Continuing ministerial procedures for reducing parking based on proximity to transit lines, larger projects, projects with on-site amenities, projects near community

facilities (shopping, schools, recreation, etc.), projects with a variety of unit types, and projects for senior, disabled, or that are affordable.

Conduct periodic traffic and parking studies to evaluate the effectiveness and appropriateness of the City's parking regulations.

Establish mixed-use parking standards that facilitate and encourage a variety of housing types consistent with Programs 9 and 10.

Program 12: Water and Sewer Service Providers

Objective: Within 30 days of adoption of the Housing Element, deliver the Garden Grove Housing Element to all providers of sewer and water service within the City of Garden Grove.

Program 13: Fair Housing Services

Objectives: Consistent with the Consolidated Plan, provide fair housing services to Garden Grove residents. Serve 700 persons annually with general housing/fair housing issues (4,200 persons total).

Require all recipients of federal funds that are in any way related to housing - including in the development of housing, placement of clients in housing, or acceptance of Section 8 tenants - to assist in affirmatively furthering fair housing.

Advertise the availability of fair housing services through flyers at public counters. Posting of available fair housing services will also be made available on the City's website.

Program 14: Reasonable Accommodation

Objectives: Adopt written procedures for making requests for reasonable accommodation to land use and zoning decisions and procedures regulating the siting, funding, development, and use of housing for people with disabilities.

Provide information to residents on reasonable accommodation procedures via public counters and the City website.

Program 15: Homeless Housing Needs

Objective: Address the needs of at-risk and homeless individuals and families through assistance to non-profits serving the homeless population. Provide emergency/transitional housing or homeless services to 250 extremely low-income or at-risk clients annually (1,500 persons total).

Program 16: Implementation and Community Engagement

Objective: Conduct an annual Housing Element review. Provide opportunities for public engagement and discussion in conjunction with the State requirement for

written review of the General Plan by April 1 of each year (per Government Code Section 65400). Use the Neighborhood Improvement and Conservation Commission as an avenue for public input on housing issues and housing element implementation.

Past Housing Accomplishments:

The Housing Element also lists a summary of the past housing accomplishments. Under State Housing Element law, each community is required to assess its achievements under adopted housing programs as part of the Housing Element update.

Under the provision of adequate housing sites, the City fulfilled 82 percent of its remaining regional housing construction needs for the previous planning period. In response to the increased interest from property owners to develop duplexes, triplexes, and small lot subdivisions, the City adopted development standards for these types of developments with the intent of facilitating the development of smaller multiple-family residential projects and more dense developments.

Under the provision of conserving and improving the existing housing stock, since 2000, the City provided rehabilitation assistance to a total of 284 units. This equates to 49 Single-Family Rehabilitation Loans, 153 Senior Grants, and 82 Mobile Home Grants.

Under the provision of preservation of affordable housing opportunities, since 2000, the City has assisted more than 1,750 households per year through the Section 8 voucher program. Specifically, since 2002, additional funds have enabled the funding of over 2,337 Section 8 vouchers per year.

Public Participation:

All segments of the Garden Grove community were encouraged by the City to participate in the preparation of the Housing Element through a combination of general public notices and direct contacts with organizations serving low-income and special needs groups, and inviting them to attend a public workshop on the Housing Element in front of the Planning Commission and Neighborhood Improvement and Conservation Commission on December 6, 2007. In addition to the public study session, the public was invited to participate in a community open house on May 29, 2008, regarding the Draft General Plan. All comments and concerns have been integrated into the Housing Element as policies and programs.

Copies of the draft Housing Element were made available at the Garden Grove City Hall, Garden Grove Public Library, and on the City's web site.

On August 3, 2009, the Neighborhood Improvement and Conservation Commission held a Public Hearing to accept comments on the Housing Element. No comments were received and the Commission unanimously voted to transmit the Housing Element to the Planning Commission.

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On September 3, 2009, the Planning Commission conducted a public hearing on the Draft Housing Element. No comments were received from the public. The comments from the Commissioners were to seek clarification on some of the items in the Housing Element. The Planning Commission unanimously recommend approval of General Plan Amendment No. GPA-2-09(A) to City Council.

CEQA Analysis:

The Housing Element was reviewed for CEQA compliance as part of the General Plan Environmental Impact Report (EIR). Since the adoption of the EIR, the changes to the draft Housing Element are minor and provide clarification for the HCD staff. No further CEQA analysis is required.

FINANCIAL IMPACT

An approved Housing Element makes the City eligible to apply for certain grant funds.

COMMUNITY VISION IMPLEMENTATION

The Housing Element assists with the Strategic Plan goal for the preservation and enhancement for neighborhoods.

RECOMMENDATION

It is recommended that the City Council conduct a public hearing, accept comments, and following discussion:

- Adopt the attached resolution approving the Housing Element, through General Plan Amendment No. GPA-2-09(A).



SUSAN EMERY
Community Development Director

Approved for Agenda Listing



Matthew Ferial
City Manager

By: Allison Mills
Senior Project Manager

- Attachment 1: HCD Review Letter
Attachment 2: Draft Council Resolution for approval
Attachment 3: Draft City of Garden Grove 2008-2014 Housing Element
Attachment 4: Neighborhood Improvement and Conservation Commission Minute Excerpt of August 3, 2009
Attachment 5: Planning Commission Resolution No. 5692
Attachment 6: Planning Commission Draft Minute Excerpt of September 3, 2009