

City of Garden Grove 2008-2014 Housing Element

Public Hearing Draft



July 2009

City of Garden Grove

2008-2014 Housing Element

City of Garden Grove
11222 Acacia Parkway
Garden Grove, CA 92840

July 2009

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Chapter 1

INTRODUCTION

The Housing Element of the General Plan is designed to provide the City with a coordinated and comprehensive strategy for promoting the production of safe, decent, and affordable housing within the community.

Role and Organization of the Housing Element

The Housing Element is one of the seven mandatory elements of the General Plan, and it specifies ways in which the housing needs of existing and future residents can be met. Consistent with State Housing Element laws, it must be updated every five years unless otherwise extended by legislation. This Housing Element covers a period extending from July 1, 2008 to June 30, 2014. The Housing Element identifies strategies and programs to: 1) conserve and improve the existing affordable housing stock; 2) assist in the development of affordable housing; 3) identify adequate sites to achieve a variety of housing; 4) remove governmental constraints on housing development; and 5) promote equal housing opportunity.

The Housing Element consists of the following major components:

- An introduction of the purpose and organization of the Housing Element (Chapter 1)
- An analysis of the City's demographic and housing characteristics and trends (Chapter 2)
- A review of potential market, governmental, and environmental constraints to meeting the City's identified housing needs (Chapter 3)
- An evaluation of land, administrative, and financial resources available to address the housing goals (Chapter 4)
- A review of past accomplishments under the previous Housing Element (Chapter 5)
- A Housing Plan to address the identified housing needs, including housing goals, policies, and programs (Chapter 6).

State Requirements and Legislative Changes

The California Legislature states that a primary housing goal for the State is ensuring every resident has a decent home and suitable living environment. Section 65580 of the California Government Codes describes the goal in detail:

- a. The availability of housing is of vital statewide importance, and the early attainment of decent housing and a suitable living environment for every Californian, including farm-workers, is a priority of the highest order.
- b. The early attainment of this goal requires cooperative participation of government and the private sector in an effort to expand housing opportunities and accommodate the housing needs of Californians of all economic levels.
- c. The provision of housing affordable to low- and moderate-income households requires the cooperation of all levels of the government.
- d. Local and state governments have a responsibility to use the powers vested in them to facilitate the improvement and development of housing to make adequate provision for housing needs of all economic segments of the community.
- e. The Legislature recognizes that in carrying out this responsibility, each local government also has the responsibility to consider economic, environmental, and fiscal factors and community goals set forth in the general plan and to cooperate with other local governments and the state in addressing regional housing needs.

Section 65581 of the California Government Code reflects the Legislative intent for mandating that each city and county prepare a Housing Element:

- a. To assure that counties and cities recognize their responsibilities in contributing to the attainment of the state housing goal.
- b. To assure that counties and cities will prepare and implement housing elements which, along with federal and state programs, will move toward attainment of the state housing goals.
- c. To recognize that each locality is best capable of determining what efforts are required by it to contribute to the attainment of the state housing goal, provided such a determination is compatible with the state housing goal and regional housing needs.
- d. To ensure that each local government cooperates with other local governments in order to address regional housing needs.

State law requires housing elements to be updated every five years to reflect a community's changing housing needs, unless otherwise extended by State legislation. The Government Code also requires that each draft Housing Element be reviewed by the California Department of Housing and Community Development and that the Department's findings be incorporated prior to adoption, or that specified findings be made in response to the Department's comments.

In response to changing State law pertinent to the housing element, this updated Housing Element addresses recent changes to the State Housing Element law that are intended to facilitate and expedite the construction of affordable housing:

- Extremely Low Income – AB2634 requires local jurisdictions to assess the housing needs of extremely low-income households, in addition to the established requirement to examine the needs of very-low, low-, and moderate-income households. Extremely low-income are

those that earn 0 to 30 percent of the Area Median Income. Chapter 2 includes extremely low-income households in discussions on housing need.

- Land Inventory and Analysis – AB2348 (Chapter 724) amended housing element law to include more specific requirements for the content of the land inventory and analysis section. Specifically, the land inventory must include site-specific listing of available land inventory, including the parcel number or “unique” reference. The land inventory is included as Appendix A.
- Constraints for Persons with Disabilities – SB520 requires that housing elements identify potential and actual constraints upon the development, maintenance and improvement of housing for persons with disabilities. The Constraints section addresses possible constraints for housing for persons with disabilities.
- Emergency shelters – SB2, Chapter 633 requires that local government assess homeless need and identify opportunities for addressing this need. Program 10 is included in the Housing Plan (Chapter 6) to comply with State law.

Relationship to Other General Plan Elements

The Garden Grove General Plan consists of the following elements: Land Use, Housing, Circulation, Infrastructure, Safety, Noise, Open Space and Recreation, Conservation, Economic Development, Community Design, and an Implementation Program. The Housing Element builds upon the other Elements, and is consistent with the General Plan’s policies and proposals. The Housing Element draws upon the development capacity levels given in the Land Use Element to determine the appropriate location for affordable housing development. When any element of the General Plan is amended, the Housing Element will be reviewed and modified, if necessary, to ensure continued consistency between elements.

Public Participation

Section 6553(c)(6)(B) of the Government Code states, “The local government shall make diligent effort to achieve public participation of all economic segments of the community in the development of the housing element, and the program shall describe this effort.” This process not only includes residents of the community, but also coordinates participation among local agencies and housing groups, community organizations, and housing sponsors.

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, at the Community Meeting Center, 11300 Stanford Avenue, Garden Grove, CA. Their comments and concerns have been integrated into the Housing Element as policies and programs.

The following organizations were contacted during the preparation of the Housing Element:

- Fair Housing Council of Orange County
- Senior Meals and Services, Inc.
- United Cerebral Palsy Association of Orange County
- Community Health Care Centers
- Rebuilding Together O.C.
- Interval House
- Veterans First
- Marian Homes
- Vietnamese Community of Orange County
- Fletcher House DBA Halfway Homes
- St. Anselm Cross Cultural Community Center
- College of Optometry
- Legal Aid Society of Orange County
- Dayle MacIntosh Center
- Thomas House
- Women's Transitional Living Center
- Orange County Housing Providers
- Chrysalis
- Shelter for the Homeless
- Lutheran Social Services
- Mental Health Association of Orange County
- Garden Grove School District
- Kennedy Commission
- Home Aid of Orange County
- Orange County Rescue Mission
- Crystal Cathedral
- Garden Grove Housing Authority
- Garden Grove Police Department
- Garden Grove H. Louis Lake Senior Center
- Garden Grove Public Works Department
- Garden Grove Community Services Department
- Garden Grove Community Development Department

Additional comments were received from the Public Law Center on behalf of Childcare Connections, a community group that advocated for child care for Orange County families. The Kennedy Commission, housing advocate group attended the meeting and submitted a letter expressing the need for affordable housing resources in the City and region. In addition, the City's Neighborhood Improvement and Conservation Commission also offers regularly scheduled opportunities for residents to discuss housing issues. This seven-member commission recommends programs to improve and preserve neighborhoods through zoning enforcement, housing rehabilitation, street improvement and other programs. The commission also recommends projects to be funded by the federal Community Development Block Grant Program and oversees the program. The City is committed to ongoing public engagement throughout the adoption and implementation of the housing element. As indicated in Program 16 of the Housing Plan, the City will provide the opportunity for public engagement and discussion in conjunction with the State requirement for written review of the General Plan (per Government Code Section 65400).

The draft Housing Element was made available to the public at the following locations:

- Garden Grove City Hall
- Garden Grove Public Library
- City website

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. At the open house, residents and interested agencies were invited to a General Plan Community Workshop to learn about the General Plan and Environmental Impact Report (EIR). Stations were set up to provide more information on each element, including the Housing Element. Residents asked about the content of the Housing Element but had no specific questions or comments regarding the content.

The public was also invited to a presentation on the draft Housing Element in front of the Neighborhood Improvement and Conservation Commission on August 3, 2009 and to the General Plan adoption hearings held before the Planning Commission and City Council on September 3 and October 13, 2009.

Data Sources

Data from a variety of resources inform the crafting of the Housing Element. One of the most cited sources is the 2000 Census; the Census, though dated, provides consistent demographic characteristics that are widely accepted. California Department of Finance 2007 Population and Housing Estimates supplements the 2000 Census data. Additional information has been drawn from the 2004 Comprehensive Housing Affordability Strategy (CHAS) data. CHAS data is based on special tabulations for the U.S. Department of Housing and Urban Development (HUD) from sample Census data.

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Chapter 2

HOUSING ELEMENT NEEDS ASSESSMENT

Introduction

Garden Grove, like many communities in Southern California, has experienced significant changes in its population and housing market in the last decade. It has become more diverse, and the population has grown at a faster rate than the housing stock. Garden Grove residents face serious concerns about housing availability and affordability that also impact residents state-wide. The housing market has been very tight for several years, with home prices skyrocketing and rents increasing dramatically. Increasing land prices have contributed to a high demand among homebuyer for small-lot single-family homes and condominiums. These housing types are also popular with developers who can achieve a larger profit margin with these development types. These concerns about cost and availability are magnified for special needs groups such as seniors, large families, disabled residents, and homeless persons who face severe limitations in their ability to find decent housing due to physical or economic constraints.

The Housing Needs Assessment is an important part of the Housing Element, as the information presented here is the basis for the objectives, policies, and programs that seek to address housing needs. This assessment addresses population characteristics, employment patterns, and income levels. The information illustrates how Garden Grove has grown and changed, and identifies patterns and trends that serve as the basis for defining the City's housing policies and programs. Projections are also provided to show how the community is expected to change over the next two decades. To provide a regional context, conditions in Garden Grove are compared with surrounding communities and Orange County in general.

The data used in this needs assessment has been collected from a variety of sources, including the U.S. Census Bureau (1990 and 2000 Census, 2006 American Community Survey), California Department of Finance, and Southern California Association of Governments. For demographic data, estimates are used to show changes in conditions since the 2000 U.S. Census. Many of these estimates (such as the 2005 American Community Survey and California Department of Finance data) are shown solely as percentages, as the raw numbers carry a significant margin of error, especially for smaller geographies such as cities and Census designated places. Nonetheless, the percentages give a general indication of population and employment trends. The information contained in the City's 2004 Comprehensive Housing Affordability Strategy (CHAS) data is drawn from Census 2000 data. CHAS data is based on special tabulations from sample Census data. Thus,

the number of households in each category often deviates slightly from 100 percent due to extrapolations to the total household level. Because of this, interpretations of CHAS data should focus on proportions and percentages, rather than on precise numbers.

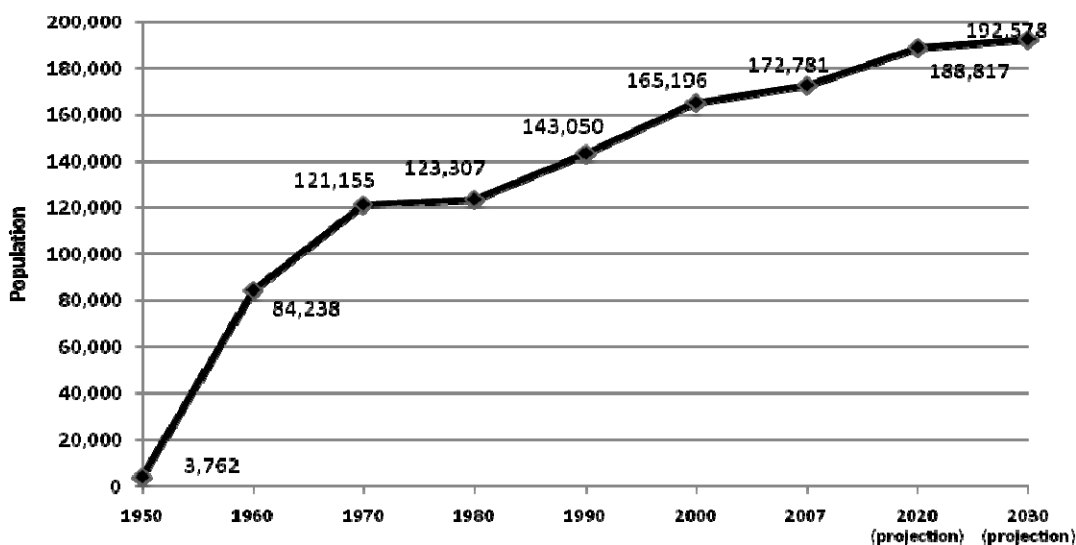
Population and Employment in Garden Grove

Garden Grove is similar to many northern Orange County cities in that the City has reached full build-out. Its central location, proximity to regional freeways, and stable residential neighborhoods have made it a prime destination for homebuyers. As demand for housing grows in this built-out City, housing need must be met through redevelopment, infill development, and neighborhood revitalization. To clarify the type of housing that will be needed to meet future demand, Housing Element law requires an assessment of population and employment trends. Population and employment characteristics presented in this section will provide insight regarding housing need in Garden Grove. Characteristics such as age, ethnicity, and employment influence the type and cost of housing needed or in high demand in the City. Tracking changes in the City’s demographics can also help the City better respond to or anticipate changing housing demand.

Population and Growth Trends

Founded in the late 1800s and incorporated in 1956, Garden Grove has seen tremendous population growth. The largest surge in population occurred in the 1950s, spurred largely by the arrival of World War II veterans looking to establish a home. The 2000 Census indicated that the City had reached a population of 165,196. More current population estimates place the City’s population at 172,781 (California Department of Finance, 2007 Estimates), with slightly more men (52%) than women (48%) (2005 American Community Survey). Based on 2007 population estimates, Garden Grove is the twenty-sixth largest city in the state and the fifth largest city in the County trailing Santa Ana, Anaheim, Huntington Beach, and Irvine.

Figure 1: Garden Grove Population 1950-2030



Source: California Department of Finance Historical Census Populations of Places, Towns, and Cities in California, 1850-2000, 2007 Estimates; Orange County Projections 2006. Center for Demographic Research

As **Table 1** indicates, the 21-percent population growth since 1990 was slightly lower than growth at the County level. Population growth since 2000 was similar to that of surrounding cities and lower than that within the County. Center for Demographic Research growth forecasts predict a steady increase in population to 2030. The 2006 Orange County Projections indicates a nine-percent growth in population from 2007 to 2020 and an additional two-percent growth between 2020 and 2035.

Table 1: Population Growth: Garden Grove and Surrounding Cities, 1990-2007

Jurisdiction	1990	2000	2007	% Change 1990-2007	% Change 2000-2007
Garden Grove	143,050	165,196	172,781	21%	5%
Anaheim	266,406	328,014	345,556	30%	5%
Cypress	42,655	46,229	49,284	16%	7%
Fountain Valley	53,691	54,978	57,741	8%	5%
Los Alamitos	11,676	11,536	12,146	4%	5%
Santa Ana	293,742	337,977	353,428	20%	5%
Seal Beach	25,098	24,157	25,962	3%	7%
Stanton	30,491	37,403	38,981	28%	4%
Westminster	78,118	88,207	92,870	19%	5%
Orange County	2,410,556	2,846,289	3,098,121	29%	9%

Source: U.S. Census 1990, 2000 and California Dept. of Finance, 2007

Age

Age distribution is an important indicator of housing needs, as housing needs and preferences change as individuals and households age. Housing needs for young families may focus more on cost and the ability to become first-time homebuyers. For seniors, cost and access to services are important, as seniors may be on fixed incomes and have mobility limitations. **Table 2** shows the age distribution of Garden Grove residents. Currently, young adults (25-44 years) constitute the largest age group, at 33 percent, followed by the middle age group (45-64 years), at 19 percent. Since 1990, the proportion of residents within the college and young adult age groups has been declining, a trend seen nationwide¹. The middle age group, on the other hand, has increased consistently. This trend shows that the City’s residents are becoming older in general, as evidenced by the growing median age in the City. An aging population indicates that in the future demand will be higher for smaller housing units and housing programs such as housing repair services for seniors.

¹ Profile of the California Young Population (Age 16-24). California State Library. Rosa Maria Moller Ph.D. 2004

Table 2: Age Distribution

	1990		2000		2005
	Number	Percent	Number	Percent	Percent
Age group					
Preschool (0-4 years)	12,197	9%	13,109	8%	9%
School Age (5-17 years)	25,417	18%	33,909	21%	21%
College Age (18-24 years)	17,201	12%	15,270	9%	9%
Young Adult (25-44 years)	50,394	35%	55,232	33%	30%
Middle Age (45-64 years)	25,329	18%	31,911	19%	22%
Senior Adults (65+ years)	12,512	9%	15,765	10%	9%
Total	143,050	100%	165,196	100%	100%
Median	32.1		32.3		33.0

Source: U.S. Census 1990, 2000 and American Community Survey 2005

Households Trends

Household characteristics and types can impact the type of housing needed. For instance, single-person households often occupy smaller apartment units or condominiums, such as studio and one-bedroom units. Married couples often prefer larger single-family homes, particularly if they have children. This underscores the need to provide a diversity of housing opportunities to provide households of different ages and types the opportunity to live in Garden Grove.

The U.S. Census Bureau defines a household as all of the people who occupy a housing unit. A household is different than a housing unit, as a housing unit is a house, an apartment, a mobile home, a group of rooms, or a single room occupied (or if vacant, intended for occupancy) as separate living quarters. A household is an occupied housing unit.

In 2000, there were 45,791 households in the City. The American Community Survey estimated that in 2005, the number of households has increased by 19 percent since 2000. Based on **Table 3**, Garden Grove appears to be a stable family-oriented community, with 79 percent of all households classified as families. The City has a higher proportion of family households as compared with the County (71 percent), the State (68 percent), and the nation (67 percent). This proportion has remained relatively stable since 1990, with close to 4 percent increase in the proportion of family households. The proportion of families with no children increased slightly, possibly indicating an aging population where family members have left to form their own households. This trend parallels the increasing median age in the City. In 2005, 16 percent of all households were comprised of single persons. In general, the distribution of household types in the City has remained constant.

Table 3: Household Characteristics

Household Type	1990		2000		2005
	Number	Percent of Total	Number	Percent of Total	Percent of Total
Total Households	44,538	100%	45,791	100%	100%
Families	33,965	76%	36,460	80%	79%
with children	18,242	41%	19,486	43%	42%
with no children	15,723	35%	16,974	37%	37%
Non-Families	10,573	24%	9,331	20%	21%
Singles	7,442	17%	6,977	15%	16%
Others	3,131	7%	2,354	5%	5%
Average Household Size		3.17		3.56	3.54
Average Family Size		3.51		3.90	3.94
Renter-Occupied		40.4%		40.4%	39.9%
Owner-Occupied		59.6%		59.6%	60.1%

Source: U.S. Census 1990, 2000 and American Community Survey 2005

While the proportion of families has increased slightly, the average family size has increased considerably since 1990, reaching an estimated 3.94 persons per family in 2005. Increasing family size may be correlated to a rise in housing costs and to an increase in the proportion of ethnic families. Housing costs may compel people to share housing or for younger family members to delay household formation. Non-White families, including Hispanic, Asian, and Black families, tend to have large average sizes. For example, in the 2000 Census, the average Hispanic family size (4.79 persons) was almost 1 person larger than the average size of all families (3.9 persons), and almost 2 persons larger than White (not Hispanic) families (3.09 persons). Asian families in Garden Grove also had larger family sizes. Household size also differs by tenure, with renters in 2000 having larger average household sizes than owners. This may indicate a need for larger and more affordable rental units.

Race/Ethnicity

Different racial and ethnic groups often have different household characteristics and cultural backgrounds that may affect their housing needs and preferences. **Table 4** shows the racial/ethnic distribution of population in Garden Grove. The City has become more culturally diverse since 1990, a trend throughout California. The City is also more diverse than the County as a whole, where White persons make up close to half of the population. In 2005, Hispanics were the most prevalent group in the City at 40 percent, followed by Asian/Pacific Islanders at 34 percent. The consistent increase of Hispanics and Asians in Garden Grove since 1990 has been accompanied by a considerable decrease in the White population.

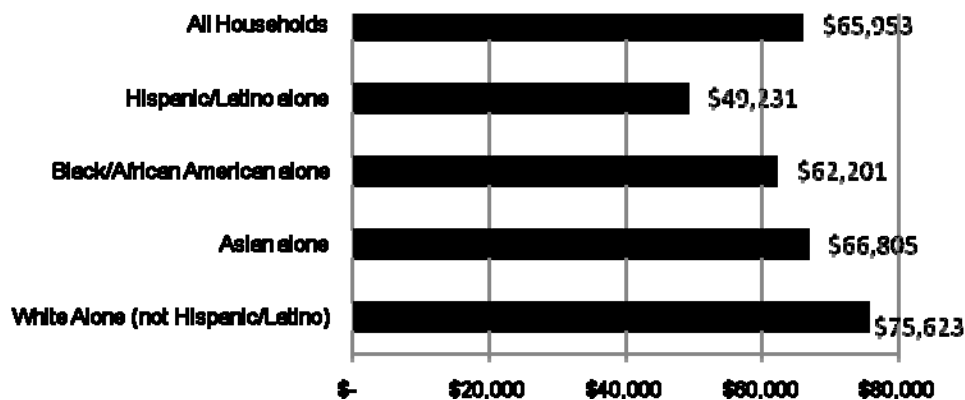
Table 4: Race and Ethnicity by Person

Racial/Ethnic Group	1990		2000		2005	
	Garden Grove	Orange County	Garden Grove	Orange County	Garden Grove	Orange County
White	55%	65%	33%	51%	22%	47%
Hispanic	24%	23%	33%	31%	40%	33%
Black	1%	2%	1%	2%	2%	1%
Asian/Pacific Islander	20%	10%	31%	14%	34%	16%
Other	1%	1%	3%	3%	1%	2%
Total	100%	100%	100%	100%	100%	100%

Source: U.S. Census 1990, 2000 and American Community Survey 2005

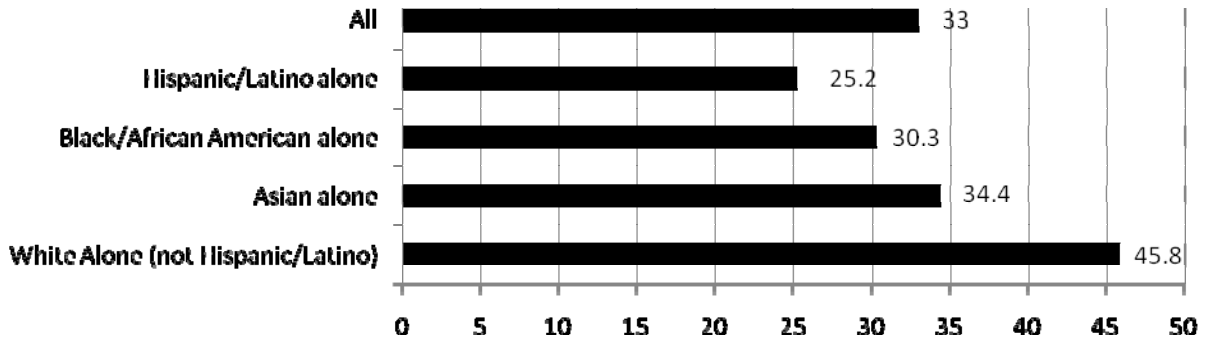
Ethnic diversity also influences other demographic characteristics such as age, family, and household size, and income. **Figure 2** shows that Hispanic and Black households in Garden Grove had lower median earnings than Asians, Whites, and the population as a whole. Age distribution also varies significantly by race and ethnicity (**Figure 3**), as the average age of Hispanic and Black residents in the City tends to be younger. The City’s median age, as shown previously in **Table 2**, has increased by one year. On one hand the population in general is aging, but the proportion of non-White persons is increasing. These two factors have kept the median age in the City from rising significantly.

Figure 2: Median Earnings by Race/Ethnicity



Note: Median earnings represent incomes earned during the 12 months prior to the 2005 American Community Survey.
 Source: U.S. Census American Community Survey 2005

Figure 3: Median Age by Race/Ethnicity, 2005



Source: U.S. Census American Community Survey 2005

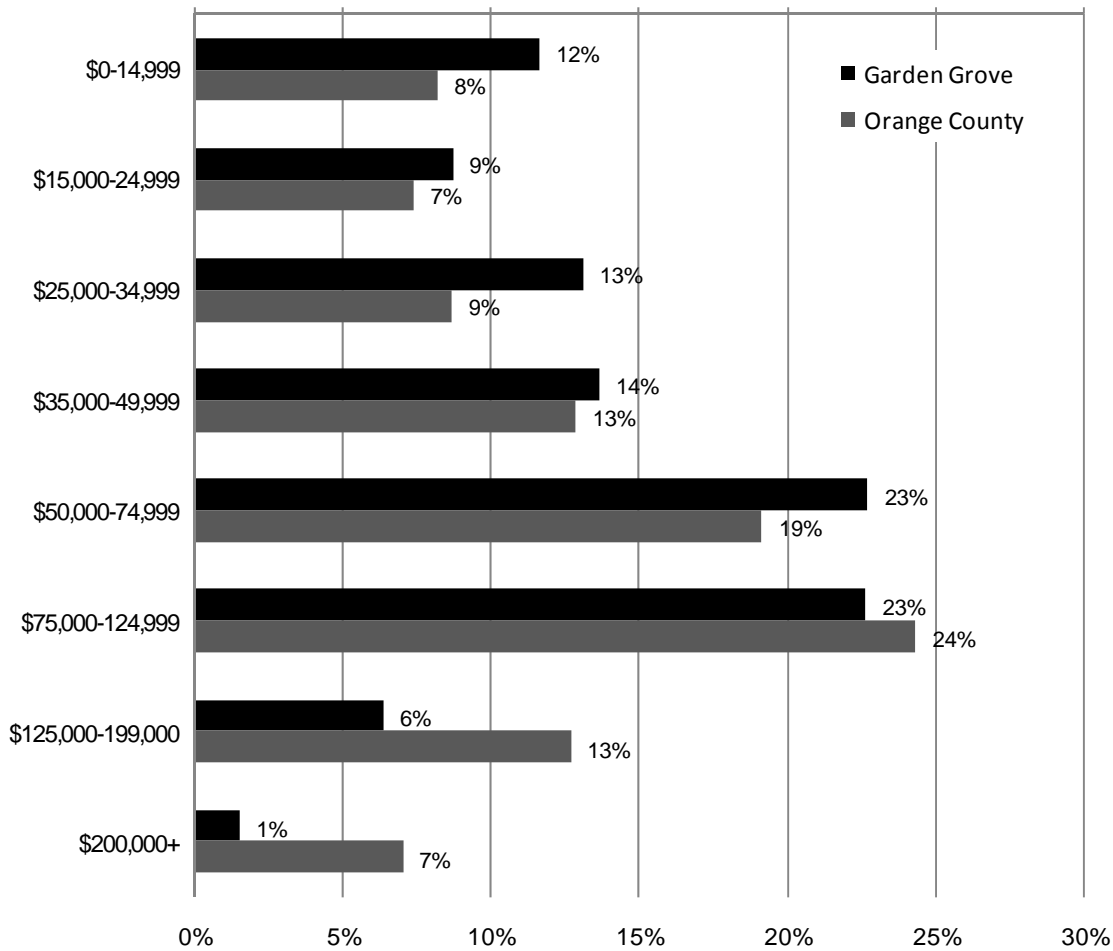
Income and Employment

Income profile

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

Garden Grove's median household income was \$47,754 according to the 2000 Census, only 81 percent of the County median of \$58,820. **Figure 4** shows that overall, the City has a higher proportion of residents earning under \$74,999 and a lower proportion of residents earning over \$75,000 as compared with the County.

Figure 4: Household Income Distribution, 2005



Source: U.S. Census American Community Survey 2005

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

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

In the Comprehensive Housing Affordability Strategy (CHAS), special Census tabulations developed by HUD provide a specific breakdown of household income adjusted for family size. As shown in **Table 5**, In Garden Grove moderate/above moderate income households comprise the largest share of all households, and low income households comprise the second largest category. According to the 2000 CHAS, 14 percent of the City's total households were classified as extremely

low income (0-30% of AMI), close to 15 percent were classified as very low income (31-50% of AMI), and 21 percent were classified as low income (51-80% AMI). Half of the City’s households had incomes above 80 percent of the median household income in 2000. Compared with the County, Garden Grove has a higher proportion of low and moderate income households (**Table 6**). Total renters earned lower incomes overall with about 46 percent earning less than half the median income for the County. There was a significant difference between renter and owner households, as the proportion of renters earning less than half the median income was almost triple that of owners. Elderly renters are shown to be in the most precarious financial situation, with more than half earning less than 30 percent of the median income.

Table 5: Households by Income Category

Household Type	Extremely Low Income (0-30%)	Very Low Income (31-50%)	Low Income (51-80%)	Moderate/Above Moderate (81% +)
Garden Grove	14.3%	14.7%	20.9%	50.1%
Orange County	10.2%	10.9%	16.0%	62.9%

Source: HUD CHAS Data Book, 2004 (Based on 2000 Census)

Table 6: Tenure By Income by Household Type

Household Type	Extremely Low Income (0-30%)	Very Low Income (31-50%)	Low Income (51-80%)	Moderate/Above Moderate (81% +)
Renter-Occupied Households				
Elderly (62+ years)	50.2%	21.3%	13.7%	14.8%
Small Families (2-4 persons)	22.5%	22.5%	24.8%	30.7%
Large Families (5+ persons)	21.2%	25.4%	26.6%	26.6%
Others	22.4%	13.2%	25.2%	39.2%
Total Renters	24.5%	21.9%	24.3%	29.3%
Owner-Occupied Households				
Elderly (62+ years)	15.3%	19.0%	20.0%	45.7%
Small Families (2-4 persons)	4.6%	5.9%	15.4%	74.1%
Large Families (5+ persons)	3.5%	10.0%	23.2%	63.3%
Others	11.1%	5.2%	17.1%	66.5%
Total Owners	7.3%	9.7%	18.5%	64.4%
Total Households	14.3%	14.7%	20.9%	50.1%

Source: HUD CHAS Data Book, 2004 (Based on 2000 Census)

CHAS tabulations also highlight income disparities between racial/ethnic groups. While 24 percent all households are Hispanic, they comprise approximately 62 percent of all low-income households (0-80% AMI) (**Table 7**). On the other hand, proportionally fewer White households (39%) fell in the low-income category. Because a larger share of Hispanic and Blacks earn lower income, these groups would be expected to pay a larger share of income toward housing, and have a higher proportion of renters, as opposed to homeowners. Moreover, for those able to afford a home, housing overpayment may be more prevalent.

Table 7: Household Income by Race/Ethnicity

Households	Total Households	% of Total Households	% of Extremely Low Income HHs (0-30%)	% of Very Low Income HHs (31-50%)	% of Low Income HHs (51-80%)	% of Moderate/Above Moderate Income HHs (81% +)
White	20,895	47%	9.7%	11.5%	18%	61%
Hispanic	10,639	24%	15.9%	19.5%	27%	38%
Asian/PI	12,668	28%	20.2%	16.3%	20%	43%
Black	492	1%	16.9%	9.3%	19%	55%
Other	159	0%	15.1%	18.9%	19%	47%
All Households	44,853	100%	14.3%	14.7%	21%	50%

Source: HUD CHAS Data Book, 2004 (Based on 2000 Census)

Employment Trends

Located in a strong and diversified employment market, Garden Grove benefits from access to jobs and for a high demand in occupations that serve the City's residents. In May 2007, The County had the second lowest unemployment rate in the State (3.5%)². While unemployment rate in Garden Grove was slightly higher (4.5%), it was lower than the State as a whole (4.9%). In 2007, the State Employment Development Department estimated that Garden Grove has a labor force of approximately 85,400 persons³, or five percent of the County's total labor force.

Table 8 shows the type of occupations held by Garden Grove residents. Between 2000 and 2005, there was an increase in the proportion of residents with managerial/professional jobs and those in service occupations. This is an important trend, as managerial jobs have the highest earnings in the City and service occupations have the lowest earnings (**Table 9**). The job distribution in Garden Grove may cause the overall median income to level off or decline as income gains made by residents with managerial occupation may be offset by residents with service occupations. Compared with the County, Garden Grove residents hold fewer managerial/professional jobs more service or production/transportation jobs.

Table 8: Employment by Occupation

Occupation	Garden Grove			Orange County
	2000	2000	2005	2005
	Employees	% of All Jobs	% of All Jobs	% of All Jobs
Managerial/Professional	17,354	25%	28%	39%
Sales and Office	18,359	26%	23%	27%
Service Occupations	10,873	16%	20%	14%
Production/Transportation	15,334	22%	18%	11%
Construction/Maintenance	7,225	10%	9%	8%
Farming, Forestry, Fishery	211	0%	0%	0%
Total Jobs	69,356	100%	100%	100%

Source: U.S. Census 2000 and American Community Survey 2005

² News Release: Payroll Employment Up 10,800 Jobs. June 15, 2007 California Employment Development Department

³ Labor Force Data for Sub County Areas. May (Preliminary)2007. California Employment Development Department

Table 9 shows that overall median earnings for Garden Grove residents were lower than in the County as a whole. In particular, residents with managerial/professional and sales and office jobs made considerably less than all workers in the County in those occupations. Service occupation earnings were comparable with these figures for the County as a whole.

Table 9: Median Earnings by Occupation

	Garden Grove	Orange County
All Jobs	\$27,064	\$35,696
Managerial/Professional	\$41,074	\$59,641
Sales and Office	\$27,875	\$31,691
Service Occupations	\$17,940	\$16,737
Production/Transportation	\$24,031	\$22,970
Construction/Maintenance	\$30,626	\$31,153
Farming, Forestry, Fishery	n/a	\$16,194

Source: American Community Survey 2005

In terms of jobs that are and will be available in the City of Garden Grove, estimates from the Center for Demographic Research (2006) show that between 2005 and 2035, a four percent growth in jobs is expected. The City is expected to see a slightly larger growth in retail jobs (5%) which have historically offered lower wages. In California, the Bureau of Labor Statistics estimates that retail salesperson earn a median hourly wage of \$9.94⁴. If retail jobs continue to increase without a comparable increase in higher-paying occupations, residents will need to look outside the City for higher-paying jobs.

Table 10: OCP 2006 Employment Projections

Year	Retail Jobs	Service Jobs	Other Jobs	Total Jobs
2005	8,179	13,875	32,397	54,451
2010	8,328	14,049	32,837	55,214
2020	8,498	14,262	33,352	56,112
2035	8,604	14,408	33,668	56,680
% change 2005-2010	2%	1%	1%	1%
% change 2010-2020	2%	2%	2%	2%
% change 2020-2035	1%	1%	1%	1%
% change 2005-2035	5%	4%	4%	4%

Source: Orange County Projections 2006. Center for Demographic Research

Table 11 identifies a number of major employers that are located in the City, including 11 companies that employ 300 or more individuals.

⁴ May 2006 State Occupational Employment and Wage Estimates. U.S. Department of Labor, Bureau of Labor Statistics, 2006

Table 11: Major Employers

Business	Description	Employees
GKN Aerospace Transparency Systems, Inc.	Plastics Manufacturing	300
C&D Zodiac	Manufacturing and Sale of Aircraft Interiors	300
Office Max, Inc.	Office Products Distribution	360
Saint Gobain Performance Plastics	Polymer Components Manufacturer/ Wholesale	363
Time Warner Communications	Corporate Office and Warehouse	364
Driessen Aircraft Interior Systems, Inc.	Commercial Aircraft Interiors/ Manufacturing	370
Hyatt Regency Orange County	Hotel	400
Leiner Health Products, LLC	Manufacturing of Vitamins & OTC'S	411
Air Industries Corp.	Aircraft Fastener Manufacturing	538
Garden Grove Hospital/ Medical Center	General Hospital	541
Crystal Cathedral	Church	600

Source: City of Garden Grove, 2007

Special Needs

Certain groups have more difficulty in finding decent, affordable housing due to their special circumstances. Special circumstances may be related to one's income earning potential, family characteristics, the presence of physical or mental disabilities, or age-related health issues. As a result, certain groups typically earn lower incomes and have higher rates of overpayment for housing, or overcrowding. A central goal of the Housing Element is to assist persons with special needs in meeting their housing needs.

Seniors

In 2000, there were 15,765 senior persons in Garden Grove. Of the 8,498 senior households in the City, three-quarters were owners (6,361 households) and only a quarter were renters (2,137 households). The 2005 American Community Survey estimates that between 2000 and 2005 the senior population in Garden Grove grew by approximately nine percent.

The housing needs of seniors (over 65 years of age) are diverse. Senior homeowners often have limited retirement income and/or increasing physical limitations, and could benefit from homeowner assistance. In addition to disabilities, seniors who rent housing have greater needs, in that rental assistance may be required to continue affording housing. CHAS data in **Table 6** indicates that senior households comprise a disproportionately high proportion of all low income households (0-80% AMI). In addition, 2005 data indicates that 36 percent of seniors indicated a disability, compared with 10 percent for the total population of Garden Grove.

Garden Grove has five affordable senior apartment developments that are made affordable by HUD Section 8 and/or Section 202 programs. The following affordable senior apartments are located in Garden Grove, and all have long waiting lists:

- Garden Grove Manor, 10200 Chapman Avenue, 117 units
- Acacia Villa, 10931 Acacia Avenue, 160 units
- Jordan Manor, 11441 Acacia Avenue, 65 units

- Valley View Senior Villas, 12220 Valley View Street, 36 units
- Sungrove Senior Apartments , 82 units

Additionally, two senior developments are under construction and will result in 178 additional senior residential units. Confirming the demand for senior housing assistance, in 2007 the Section 8 wait list included 680 elderly applicants (persons or households).

The City has several programs and resources in place to address the housing needs of seniors. As indicated in Program 1 of the Housing Plan, the City allocates part of its annual CDBG allocation to the Senior Home Improvement Grant Program. In FY2006-2007 the City allocated \$90,000 to the program which funds exterior home improvements, interior repairs to address safety issues, and mobility and accessibility improvements for seniors. The City has also used a portion of its CDBG allocation (\$209,127) to fund recreation and socialization programs, daily lunch, nutrition and health education for seniors at the H. Louis Lake Senior Center and to fund Feedback Foundation, Inc. which provides case management, in-home services, nutrition services, caregiver support and friendly visiting services to homebound Garden Grove seniors.

The City has also been effective in using a combination of HUD funds and redevelopment set-aside funds to construct new units, including senior units. Program 4 of the Housing Plan indicates that the City will provide technical and financial (as available) assistance for the development of one senior apartment development (approximately 80 units) and will 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. Since the senior population has higher incidences of disabilities, Program 14 will assist seniors by establishing 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.

Disabled

Many Garden Grove residents have personal disabilities that prevent them from working, restrict their mobility, or make it difficult to care for themselves. In 2000, 22 percent of the population reported a disability. A significant proportion of the senior population (43%) reported a disability.

2005 data indicate that the proportion of residents with a disability is 10 percent. While the 2005 data shows a similar disability distribution than the 2000 data, the significant drop in the total proportion of disabled residents should be evaluated cautiously, as it may be due to the wide margin of error.

Table 12: Disability by Age

Age Group	2000			2005
	Total Persons	Persons with a Disability	% of Total Age Group	% of Total Age Group
5 to 15 Years	29,652	1,256	4%	3%
16 to 64 Years	106,964	25,410	24%	8%
Over 65 Years	15,132	6,496	43%	36%
Total	151,748	33,162	22%	10%

Source: U.S. Census 2000 and American Community Survey 2005

To address the needs of the disabled population, the City allocates part of its annual CDBG allocation to the Dayle McIntosh Center which provides homeless prevention assistance to households and essential services for persons with disabilities who are in housing crisis. In FY2006-2007 the City allocated \$19,500 to the Center. Housing opportunities for individuals with disabilities are also addressed through the provision of affordable, barrier-free housing.

Rehabilitation assistance can be targeted toward disabled renters and homeowners for unit modifications to improve accessibility. Program 14 in the Housing Plan directs the City to 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.

Accessible housing can also be provided via senior housing development. The City has two housing rehabilitation programs (Program 1 in the Housing Plan).

As a proportion of the disabled population (20 percent) is over the age of 65 years, they can also benefit from the various senior programs and resources available in Garden Grove. This includes the Senior Home Improvement Grant Program, funding of the H. Louis Lake Senior Center and Feedback Foundation and the use of HUD funds and redevelopment set-aside funds to construct new senior units.

Families

State law identifies two specific family groups as having special housing needs – large families/households and families with female heads of households. The reasons for their special need status varies and may include the lower income status, the presence of children, and the need for financial assistance, as well as the availability of suitably sized housing.

Table 13: Special Needs Households

Data Year	Characteristics	Large Households	Female-Headed Households	Female-Headed Households with Children
2000	Total Households	12,371	5,675	2,784
	% of all households	27%	12%	6%
	Renters	5,678 (46%)	3,047 (54%)	2,014 (72%)
	Owners	6,693 (54%)	2,628 (46%)	770 (28%)
2005	% of all households	23%	13%	7%
	Renters (% of all HH)	39%	44%	56%
	Owners (% of all HH)	61%	56%	44%

Source: U.S. Census 2000 and American Community Survey 2005

The 2000 Census reported 12,371 large households with five or more members in Garden Grove, of which 6,693 (54%) owned a home. These households are usually families with two or more children or families with extended family members such as in-laws or grandparents. Large families faced housing problems and cost burden more often than other households. According to CHAS data, 90 percent of large renter families experienced housing problems compared to 72 percent of all renter households. Housing problems include overcrowding, cost burden, and substandard conditions. In addition 46 percent of large renter families earned below 50 percent of the median family income for the County (see **Table 6**). Thus, there is a need for affordable units with three or

more bedrooms in Garden Grove. To provide affordable home ownership opportunities for low-income families, the City uses redevelopment set-aside, HOME, and CalHome funds to provide first-time homebuyer assistance to qualified families.

Female-headed households are more likely to need assistance, as women's wages continue to be less than men's in comparable employment positions, and their single income may be a hurdle to finding decent housing in Orange County's housing market with consistently escalating housing costs. Single-parent families with children often require special attention due to their needs for affordable childcare, health care, and housing assistance. These families are vulnerable since they must also balance the needs of children with work responsibilities. As a result, most female-headed households rent as homeownership may be out of their reach. In 2000, 5,675 female-headed households lived in Garden Grove, representing 12 percent of all households. Female headed households with children made up six percent of all households. 2005 data indicates that the proportion of female-headed households has remained relatively constant since 2000.

To provide affordable home ownership opportunities for low income families, the City uses redevelopment set-aside and HOME funds to assist in the construction of family housing (Program 3 and 4 in the Housing Plan) and provide first-time homebuyer assistance to qualified families (Program 6 in the Housing Plan). Creating opportunities for homeownership can assist large families in moving to a home from traditionally smaller rental housing. To assist families facing housing crisis, the City also uses part of its CDBG allocation to fund Thomas House Temporary Shelter which provides food, shelter and a full spectrum of life skill resources to homeless families. Domestic violence resources for women with children are also funded at Interval House Crisis Shelter and Women's transitional living center. Both provide domestic violence shelter support services in confidential locations.

Farm Workers

Only 211 Garden Grove residents have "Farming, Forestry, and Fishing" occupations, according to the 2000 Census. City records indicate that the only agricultural operation in the City is a strawberry field with a pending development application for residential uses. The City does not have an agricultural zone but permits agricultural growing in residential zones. Agricultural growing is currently allowed in the R-1, R-2, and R-3 zones. The language in the residential zones allowing agricultural growing is antiquated and will be revised as part of the Land Use Code update (to be completed by 2010).

For existing agricultural uses in the City, if any, these will be considered legal non-conforming uses upon the adoption of the new Land Use Code (2010). The Zoning Ordinance will continue to allow farm worker housing as an accessory use on legal nonconforming lots. If agricultural uses exist, the City will comply with the State Employee Housing Act (Health and Safety Code Section 17000) that allows employee/farmworker housing in zones allowing agricultural uses.

Many residents in "Farming, Forestry, and Fishing" occupations earn low wages. As the number of residents in these occupations is very low, their housing needs can be met through the a variety of the City's programs related to affordable housing construction (Program 4 in the Housing Plan), emergency housing (Program 10 in the Housing Plan), the mobile home grants program (Program 1 in the Housing Plan), multi-family acquisition and rehabilitation programs (Program 3 in the Housing Plan), and homeownership assistance programs (Program 6 in the Housing Plan).

Homeless

The Orange County homeless population includes families and individuals representing every race, age group, and community in Orange County. As the cost of housing in the County and in all of Southern California continues to rise, homelessness has become more prevalent.

Because of the transient nature of homelessness, gauging an estimate of homeless persons in Garden Grove is difficult. In January 2007, the County conducted a point-in-time estimate of the homeless population countywide. During that count, 3,649 homeless individuals were identified, 30 percent of whom were not sheltered⁵. Given the City's proportion of population compared with the whole County, it can be estimated that at any point in time there may be approximately 200 homeless persons in the City, including approximately 60 unsheltered individuals. An unsheltered homeless person is a homeless individual who does not reside in an emergency shelter or transitional housing for homeless persons.

The Garden Grove Police Department indicates that managing transients in the City is a significant problem that the department continues to deal with. During day shifts police officers have a mental health clinician from the Orange County Mental Health program available to them when they receive a call related to a homeless person. The clinician refers homeless persons to services in the area including the Rescue Mission or Salvation Army, both located in Santa Ana.

In addition to the homeless population living in shelters or on the streets, many residents, due to high housing cost, economic hardships, or physical limitations, live on the brink of homelessness yet are housed temporarily through friends or families. Experts estimate that two to three families are on the verge of homelessness for every family staying in a homeless shelter. The "at-risk" population is comprised of families and individuals living in poverty, who, upon loss of employment or other emergency requiring financial reserves, would lose their housing and become homeless. These families are generally experiencing a housing cost burden, paying more than 30 percent of their income for housing. According to the 2000 CHAS data, 77 percent of the City's very low income renter-households (0-50% AMI), and 60 percent of the City's very low income owner-households(0-50% AMI) were paying more than 30 percent of their income on housing. These households are considered most vulnerable and at risk of becoming homeless.

The County of Orange Department of Housing and Community Services (HCS) coordinates a countywide Continuum of Care (CoC) system in response to the rising homeless needs in the region. The City of Garden Grove uses its Emergency Shelter Grants (ESG) to address the homeless needs in the City in a manner that supports the countywide CoC system. ESG funds for the City are used to fund Independence from Dependence/Women's Transitional Living Center, Thomas House Temporary Shelter, Interval House, and Emergency Services for Persons with Disabilities/Dayle McIntosh Center. The City's Housing Authority also has Memorandums of Understanding with the Dayle McIntosh Center, Shelter for the Homeless, and Thomas House giving preference to homeless families referred by the shelters to assist in their transition from emergency/transitional shelter to permanent, stable housing. To date the City has only received referrals from Thomas House.

To provide opportunities for establishment of emergency homeless shelters, the City will (as indicated in Program 10 of the Housing Plan) amend the Land Use Code to provide for emergency homeless shelters as a permitted use in at least one zone, and develop objective standards to

⁵ 2007 Continuum of Care Application to HUD. County of Orange Housing and Community Services Department

regulate emergency shelters as provided for in 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.

Housing Profile

This section addresses characteristics of the housing supply in Garden Grove, including type, age, condition, costs, and availability.

Housing Stock

Garden Grove is a built out city and as expected has seen only a modest growth in its housing stock. The 2000 Census reported 46,703 housing units in Garden Grove, representing an increase of approximately two percent since 1990 (**Table 14**). 2007 estimates show a one percent growth since 2000. Overall the City has seen a growth of three percent since 1990, significantly less than Orange County figures. The level of growth in Garden Grove is similar to that experienced by Fountain Valley and Stanton, while Orange accounted for the largest growth for the surrounding cities. The area’s housing growth was well below the countywide increase of 17 percent from 1990 to 2007, except for the cities of Orange and Cypress, which were more closely aligned with the County average and influenced by annexations.

Between 2000 and 2007, the City experienced a one percent housing growth, increasing the housing stock to 47,197 units as of 2007.

Table 14: Housing Unit Growth

	1990	2000	2007	% Change 2000-2007	% Change 1990-2007
Jurisdiction					
Garden Grove	45,984	46,703	47,197	1%	3%
Cypress	14,715	16,028	16,540	3%	12%
Fountain Valley	18,019	18,477	18,742	1%	4%
Los Alamitos	4,279	4,329	4,409	2%	2%
Orange	38,018	41,904	43,637	4%	15%
Santa Ana	74,973	74,475	75,375	1%	1%
Seal Beach	14,407	14,267	14,538	2%	1%
Stanton	10,755	11,011	11,087	1%	3%
Westminster	25,852	26,940	27,398	2%	6%
Orange County	875,072	969,484	1,024,692	6%	17%

Source: U.S. Census 1990, 2000 and CA Dept. of Finance, 2007

Based on population growth trends and estimates, population has outpaced housing unit production tremendously (**Table 15**). Population growth in Garden Grove was seven times higher than housing unit growth between 1990 and 2007 and five times higher between 2000 and 2007. This has contributed to a higher average household size, as well as a tighter market for rentals and homes. Overcrowding and overpayment are the consequences of these growth patterns.

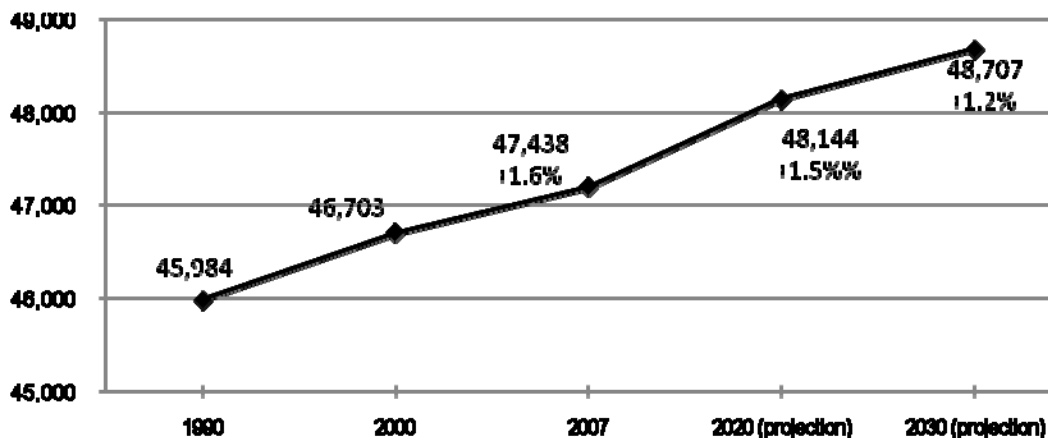
Table 15: Population and Housing Growth Comparison

	1990-2007	2000-2007
Population Growth	21%	5%
Housing Unit Growth	3%	1%

Source: U .S. Census 1990, 2000 and California Dept. of Finance, 2007, Orange County Projections 2006. Center for Demographic Research

The Center for Demographic Research projects that in 2035, the City’s housing stock will have grown by 4.3 percent to 48,707 housing units (**Figure 5**). Between 2000 and 2030, there is expected to be a growth of about one to two percent every ten years.

Figure 5: Housing Unit Growth Projections



Source: U.S. Census 1990, 2000 and Orange County Projections 2006. Center for Demographic Research

Housing Type

The majority of housing units in Garden Grove as of May 2007 were single-family homes, comprising approximately 66 percent of all units. Multi-family units comprised less than one-third of all homes. According to the State Department of Finance, the City’s housing stock has grown by three percent since 1990. The largest growth in the proportion of housing unit type has been for single-family units (6%) particularly attached units (12%). Since 1990, the number of multi-family units has dropped by 433 units (-3%)⁶.

⁶ California Department of Finance, Population and housing Statistics 2007

Table 16: Housing Type

Jurisdiction	Total Housing Units	Single Family Units	Multi-Family Units	Mobile Home Units
Garden Grove	47,197	66%	30%	4%
Cypress	16,540	78%	20%	2%
Fountain Valley	18,742	78%	20%	2%
Los Alamitos	4,409	50%	47%	3%
Orange	43,637	69%	28%	3%
Santa Ana	75,375	54%	41%	5%
Seal Beach	14,538	47%	52%	1%
Stanton	11,087	44%	45%	11%
Westminster	27,398	64%	25%	11%
Orange County	1,024,692	63%	34%	3%

Source: California Dept. of Finance, 2007

Tenure

Housing tenure refers to whether a unit is owned or rented. The changes in the distribution of owner- versus renter-occupied units and the vacancy rates of the housing stock between 1990, 2000, and current estimates are presented in **Table 17**. In 2000, and relatively similar to conditions in 1990, 60 percent of the occupied housing units in Garden Grove were owner occupied. Countywide, 61 percent of all housing units were owner occupied⁷. That the City’s tenure distribution has remained at levels seen in 1990 speaks to the stability of the City’s residential neighborhoods.

Vacancy

Vacancy rates often influence the cost of housing. In general, vacancy rates of five to six percent for rental housing and two to three percent for ownership housing are considered healthy and suggest a balance between housing supply and demand. With a housing stock of 66 percent single-family and 34 percent multi-family units, the weighted optimum vacancy rate should be between three and four percent. In 2000 the vacancy rate for rentals was two percent, compared with the owner occupied housing vacancy rate of 0.7 percent. In 2007, the vacancy rate was estimated at just fewer than two percent (**Table 17**), signifying a tight housing market. As market demand for housing in Garden Grove and Orange County in general has increased, vacancy has declined. In 1990 there was a vacancy rate of just over three percent.

Table 17: Tenure and Vacancy

	1990	2000	2005
Total Housing Units	45,984	46,703	47,197 (2007)
Vacancy Rate	3.14%	1.95%	1.95% (2007)
Median Year Units Built	1963	1964	1964
Renter-Occupied	40.4%	40.4%	39.9%
Owner-Occupied	59.6%	59.6%	60.1%

Source: U.S. Census 1990, 2000, American Community Survey 2005, California Dept. of Finance, 2007

⁷ U.S. Census Bureau. American Community Survey, 2005

Housing Issues

Housing Condition

The age and condition of Garden Grove's housing stock is an important indicator of potential rehabilitation needs. Commonly, housing over 30 years of age needs some form of major rehabilitation, such as a new roof, foundation work, plumbing, etc.

Garden Grove's housing stock is aging. The age of the City's housing stock as defined by the year the units were built is shown in **Table 18**. As of 2005, approximately 84 percent of all housing units in the City were built prior to 1979, making many of these close to or over 30 years old. Only about eight percent of the units in Garden Grove were built between 1990 and 2005.

Table 18: Age of Housing Stock, 2005

Age	Year Built	% of All Housing Units
7 years or less	2000 or later	3%
8-17 years	1990 to 1999	5%
18-27 years	1980 to 1989	8%
28-47 years	1960 to 1979	46%
48-67 years	1940 to 1959	37%
68 years or more	1939 or earlier	1%

Source: American Community Survey 2005

One of the primary objectives of the City of Garden Grove's Building Abatement Unit is to bring substandard housing into compliance with State and City codes, to reduce unsafe housing conditions and to preserve the high quality of life in Garden Grove's neighborhoods. To this end, the City's Building Services Division, Building Abatement Unit, is heightening efforts to encourage the community to take a more active role in reducing substandard housing in the City. The City has added a new complaint phone hotline, an online complaint form, and a new email address for the public to provide information on substandard housing conditions.

Activities of the Building Abatement Division are based on the definition of substandard housing as included in the State Health and Safety Code. By this definition, a building is considered substandard even if it has any one violation such as an excess of weeds. While Garden Grove handles over 300 complaints per year, only a small fraction (about 2 percent or 6 units) are considered to be in severe need of demolition or substantial rehabilitation due to housing conditions. Therefore, over the six-year planning period of the Housing Element, 36 units are expected to need substantial rehabilitation or replacement. The City allocates approximately \$1.5 million of its annual CDBG allocation to support neighborhood preservation and housing rehabilitation activities. In FY2006-2007 the City allocated \$210,000 to substandard housing code abatement activities.

Overcrowding

In response to a mismatch between household income and housing costs in a community, some households may not be able to buy or rent housing that provides a reasonable level of privacy and space. Residents may accept smaller-sized housing or double up with other families to afford the

housing costs. The Federal government defines overcrowding as a situation where a household has more members than habitable rooms in a unit. An overcrowded household is defined as one with more than one person per room, excluding bathrooms, kitchens, hallways, and porches. Severely overcrowded households are households with more than 1.5 persons per room. Overcrowding contributes to increases in traffic within a neighborhood, accelerates deterioration of homes and infrastructure, can overburden utilities and services such as sewers, and results in a shortage of on-site parking.

Table 19 displays the prevalence of overcrowding in Garden Grove. As indicated by the 2000 Census, close to 30 percent of households in Garden Grove were overcrowded (13,722 units). The incidence of overcrowding was twice as high as the County (16%). The percentage of severely overcrowded households in Garden Grove was 19 percent (8,707 units) in 2000, also close to double that of the County percentage of 10. Between 2000 and 2005, Census data indicates a drop in the proportion of overcrowded households. This drop can be due to the margin of error in the 2005 data or can be attributed to cost burdened families (large families or families doubling up to afford housing) moving to other communities in search of more affordable housing.

Table 19: Overcrowding by Tenure

	2000				2005		
	# of All Housing Units	% of All Housing Units	% of All Renter-Occupied Units	% of All Owner-Occupied Units	% of All Units	% of All Renter-Occupied Units	% of All Owner-Occupied Units
Overcrowded (1-1.5 persons/room)	5,015	10.9%	14.4%	8.6%	11.6%	15.0%	9.4%
Severely Overcrowded (>1.5 persons/room)	8,707	19.0%	33.2%	9.2%	5.6%	9.5%	3.0%
Total Overcrowded (>1 persons/room)	13,722	29.9%	47.6%	17.8%	17.2%	24.5%	12.4%

Source: U.S. Census 2000 and American Community Survey 2005

The prevalence of overcrowding varies significantly by income, type, and size of household. Generally, very low and low-income households and large families are disproportionately affected by overcrowding. However, cultural differences also contribute to overcrowding conditions since some cultures tend to have larger household sizes. Overcrowding is typically more prevalent among renters than among owners. Close to half of renter households experienced overcrowding in 2000 (8,843 units) compared to 18 percent for owner households (4,879 units).

Housing Costs

The cost of housing in a community is directly correlated to the number of housing problems and affordability issues. High housing costs can price low-income families out of the market, cause extreme cost burdens, or force households into overcrowded or substandard conditions.

Ownership Housing

The median Garden Grove home price in August 2007 was \$519,000. This was lower than the median home price in August 2006, revealing a drop in home prices during that year. The median home price for Orange County at large in August 2007 was higher than in Garden Grove, at \$633,750. Orange County median home prices have remained steady since August of 2006, and

actually increased 1 percent. Dataquick estimated a June 2007 median condominium sales price ranging from the high \$200,000s and low \$300,000s⁸.

Table 20: Orange County Home Prices, 2007

Jurisdiction	Median Price August 2006	Median Price August 2007	% Change
Garden Grove	\$578,250	\$519,000	-10.2%
Cypress	\$575,000	\$529,500	-7.9%
Fountain Valley	\$740,000	\$665,000	-10.1%
Los Alamitos	\$905,000	\$820,000	-9.4%
Orange	\$625,000	\$588,500	-5.8%
Santa Ana	\$557,500	\$550,000	-1.3%
Seal Beach	\$875,000	\$945,000	8.0%
Stanton	\$415,250	\$410,750	-1.1%
Westminster	\$614,500	\$582,500	-5.2%
Orange County	\$627,750	\$633,750	1.0%

Source: Dataquick

While the region is currently experiencing a decline in home sale prices, overall home sale prices throughout Southern California have escalated dramatically since 2000.

The California Building Industry Association publishes a quarterly housing affordability index. The index calculates the percentage of homes that were sold during a three-month period that would be affordable to a family earning the region's median income. The index assumes buyers will finance 90 percent of the purchase price with a 30-year fixed-rate mortgage, and takes into account prevailing interest rates, property taxes, and insurance costs.

During the last two quarters of 2006 and the first of 2007, the Santa Ana-Anaheim-Irvine metropolitan area ranked third in a listing of the least affordable metro areas in the country. According to the California Association of Realtors, during the second quarter of 2007, only 23 percent of Orange County could afford to buy an entry-level home⁹.

Rental Housing

According to the Census, 40 percent of Garden Grove households live in rental housing. During July 2007, rents in Garden Grove ranged from \$700 to \$1,000 for a studio apartment, \$1,100 to \$1,500 for a one-bedroom unit, between \$1,300 and \$1,600 for a two bedroom unit, and between \$1,400 and \$2,000 for a three bedroom unit¹⁰. These rents generally fall within the range for studios and one- and two-bedrooms as the HUD-determined fair market rent for the County of Orange.

⁸ Southern California Home Resale Activity, Los Angeles Times Sunday Edition Charts - Data for June 2007. DQnews.com

⁹ California Association of Realtors. C.A.R. Reports Entry-level Housing Affordability at 24 percent in California. August 29, 2007. <http://www.car.org>

¹⁰ Search conducted on July 24, 2007 on Rent.com, Apartments.com, and WestsideRentals.com

Table 21: 2007 Orange County Fair Market Rents

Efficiency	One-Bed	Two-Bed	Three-Bed	Four-Bed
\$1,103	\$1,238	\$1,485	\$2,125	\$2,441

Source: HUD User 2007

Due to the large number of single-family residences in Garden Grove, a number are for rent. A survey of homes for rent on Realtor.com reveals that home rental prices vary by size of the home, number of bedrooms, and location, but that predominantly three- and four-bedroom home rents range from \$2,200 and \$3,000 per month. Because four-bedroom apartments are rare, many large families would need to rent a home to avoid overcrowded conditions.

Overpayment and Affordability

State and Federal standards specify that households spending more than 30 percent of gross annual income on housing experience a housing cost burden. Housing cost burdens occur when housing costs increase faster than household income. When a household spends more than 30 percent of its income on housing costs, it has less disposable income for other necessities such as health care. In the event of unexpected circumstances such as loss of employment and health problems, lower-income households with a burdensome housing cost are more likely to become homeless. Homeowners with a housing cost burden have the option of selling the homes and become renters. Renters, on the other hand, are vulnerable and subject to constant changes in the housing market.

Table 22 shows the connection between income, household type, and cost burden. The proportion of households experiencing cost burden declined significantly as income increased. Overall cost burden was more prevalent among renter households in all income categories. In particular, extremely low income large families (90 percent) and very low income elderly households (88 percent) had the highest proportion of cost burden compared with the proportion experiencing cost burden Citywide (35 percent).

Table 22: Households Experiencing Cost Burden

Household Type	Extremely Low Income (0-30%)	Very Low Income (31-50%)	Low Income (51-80%)	Moderate/Above Moderate (81% +)	All Income Categories
Renter-Occupied Households					
Elderly (62+ years)	65%	88%	53%	5%	60%
Large Families (5+ persons)	90%	63%	15%	1%	39%
Total Renters	81%	74%	27%	4%	44%
Owner-Occupied Households					
Elderly (62+ years)	61%	35%	16%	10%	24%
Large Families (5+ persons)	64%	78%	62%	13%	32%
Total Owners	64%	58%	53%	15%	30%
Total Households	76%	67%	41%	12%	35%

Source: HUD CHAS Data Book, 2004 (Based on 2000 Census)

Affordability

Affordability is determined by comparing the cost of housing to the income of local households. If costs are high relative to income, housing problems such as overcrowding and cost burden are more likely to occur. Orange County’s high costs of housing impact communities far beyond the affordability problem. The lack of affordable housing contributes to cost burden, overcrowding, and even homelessness. In assessing housing affordability, the California Health and Safety Code Section 50052.5 provides the following definition of affordable housing cost based on the area median income level (AMI) adjusted by family size and income level:

	Calculation of Affordable Housing Cost for Owner	Calculation of Affordable Housing Cost for Renters
Extremely Low (0-30% AMI)	30% of 30% AMI	30% of 30% AMI
Very Low (0-50% AMI)	30% of 50% AMI	30% of 50% AMI
Lower (51-80% AMI)	30% of 70% AMI	30% of 60% AMI
Moderate Income (81-120% AMI)	35% of 110% AMI	30% of 110% AMI

Using these updated affordability thresholds, current housing affordability can be estimated for the various income groups (**Table 23**).

Table 23: Housing Affordability for Low Income Residents, Orange County

Income Group	AMI adjusted by size		Affordable Monthly Payment		Maximum Affordable Price	
			Renter	Owner	Home	Rental
Extremely Low (0-30% AMI)	30% AMI					
One Person	\$16,530		\$413	\$413	\$49,792.46	\$363
Small Family	\$21,240		\$531	\$531	\$59,944.32	\$431
Four Person Family	\$23,610		\$590	\$590	\$65,086.17	\$465
Large Family	\$25,500		\$638	\$638	\$63,723.80	\$463
Very Low (30-50% AMI)	50% AMI					
One Person	\$27,550		\$689	\$689	\$85,917	\$604
Small Family	\$35,400		\$885	\$885	\$110,748	\$760
Four Person Family	\$39,350		\$984	\$984	\$117,559	\$809
Large Family	\$42,500		\$1,063	\$1,063	\$126,129	\$863
Lower (50-80% AMI)	60%AMI	70%AMI				
One Person	\$33,060	\$38,570	\$827	\$964	\$122,921	\$727
Small Family	\$42,480	\$49,560	\$1,062	\$1,239	\$158,035	\$912
Four Person Family	\$47,220	\$55,090	\$1,181	\$1,377	\$170,033	\$981
Large Family	\$51,000	\$59,500	\$1,275	\$1,488	\$178,866	\$1,025
Moderate Income (81-120% AMI)	110% AMI					
One Person	\$60,610		\$1,515	\$1,768	\$255,386	\$1,415
Small Family	\$77,880		\$1,947	\$2,272	\$327,233	\$1,797

Table 23: Housing Affordability for Low Income Residents, Orange County

Income Group	AMI adjusted by size	Affordable Monthly Payment		Maximum Affordable Price	
		Renter	Owner	Home	Rental
Four Person Family	\$86,570	\$2,164	\$2,525	\$359,483	\$1,964
Large Family	\$93,500	\$2,338	\$2,727	\$382,709	\$2,088

Notations:

1. Small Family = 3 persons; Large Families = 5 persons
2. Property taxes and insurance based on averages for the region
3. Calculation of affordable home sales prices based on a down payment of 10%, annual interest rate of 6.5%, 30-year mortgage, and monthly payment 30% of gross household income
4. Based on Orange County AMI of \$78,700

Comparing housing costs and maximum affordable prices for low-income households shows that low-income households are being priced out of the Orange County rental and ownership market. Given the median home prices presented in Table 23, single-family home ownership is beyond the reach of most low-income households. For home ownership, most moderate-income households and low-income large families may be able to afford a condominium. In the rental market, very low income households generally cannot afford the market rents in Garden Grove unless they find a modestly priced studio apartment. While low- and moderate-income households may be able to afford one- or two-bedroom units in the City, such units are too small for large households. Moderate-income four person and large families may also be able to afford reasonable priced rental homes.

Affordable Housing in Garden Grove

Housing Authority

The Garden Grove Housing Authority is a Section 8 only Housing Authority (HA). It does not own or operate public housing units. In 2007, the Garden Grove HA provided Section 8 rental assistance to 2,337 households. As of July 2007, there were 2,959 applicants on the waiting list, of whom 88 percent were families. The waiting list has been closed since 2002 and may potentially re-open next year. The HA permits specific categories of families onto the wait list. To improve housing choices for low-income renters, the Housing Authority has mobility agreements with the other three housing authorities in the County to facilitate voucher usage throughout the County.

Assisted Housing

The City uses various funding sources, including HOME, Redevelopment Housing Set-Aside, Community Development Block Grant (CDBG), and Section 8 rental assistance to preserve and increase the supply of affordable housing in the City through the acquisition and/or rehabilitation of renter-occupied units and the rehabilitation of owner-occupied units. Financial assistance is provided to both non-profit and for-profit housing developers. **Table 24** presents the inventory of affordable housing developments in Garden Grove. In 2007, 41 affordable rental housing projects were located in Garden Grove, providing approximately 1,562 affordable units to lower-income households. The affordability covenant for an assisted housing development included in the 2000-2005 Housing Element, Grove Park, has expired. To continue assistance to the tenants the City has provided a majority of tenants with Section 8 rental assistance.

Table 24: Affordable Housing Units

Project	Total Units	Total Affordable Units
Arroyo Vista Development Partners LLC (Rehab) 12242-12352 Haster St.	148	10
Aslam - 11211 Steele Dr (Rehab)	10	10
Bayport Apts. (Rehab) (402 apts) 12091 Bayport (aka: Crystal View)	80	80
Framingham Invest. Ed Kuo 14072 Buena St. (Rehab)	4	4
Farmingham Invest. Ed Kuo 14112 Buena St. (Rehab)	4	4
Jamboree - 12682 Sunswept Ave. (Rehab)	8	8
Jamboree - 12692 Sunswept Ave. (Rehab)	8	8
Jamboree - Rose Crest 11762 Stuart Dr. (Rehab)	10	10
Pat Stein - Palma Vista – 10772, 10781 and 10862 Palma Vista	24	24
Sungrove Senior Apartments 12811 Garden Grove Blvd	82	82
12131 Tamerlane (CDBG)	4	4
12132 Tamerlane (CDBG)	4	4
12182 Tamerlane (HOME)	6	4
12171 Tamerlane (HOME)	4	4
12161 Tamerlane (HOME)	4	4
12141 Tamerlane (HOME)	4	2
12212 Tamerlane (HOME)	8	3
12222 Tamerlane (HOME)	9	3
Thomas House Temporary Shelter 12591 Morningside (Rehab)	8	8
Thomas House Temporary Shelter 12601 Morningside (Rehab)	8	6
Acacia Villa Sr. Housing 10931 Acacia	161	161
American Lodging (dba Shelter for the Homeless) (Rehab) 11742 Stuart Drive	10	10
Arbor Glen (Rehab) 12682 Buaro	136	68
Cal-Malabar Apts. (Rehab) 9777 Bixby Ave.	126	126
Community Gardens Tower 3919 Garden Grove Blvd.	333	292
12632 Dale Street	25	6
Framingham Invest. Ed Kuo 12681 Morningside (Rehab)	8	8
Framingham Invest. Ed Kuo 14072 Sunswept (Rehab)	4	4
Framingham Invest. Ed Kuo	4	4

Table 24: Affordable Housing Units

Project	Total Units	Total Affordable Units
14112 Sunswept (Rehab)		
Garden Grove Senior Apartments 12721 Garden Grove Blvd.	85	85
Garden Grove Manor 10642 Bolsa Ave	78	31
Jamboree-Briar Crest 11681/82, 11701/02 Stuart Dr. (Rehab)	32	11
Jordan Manor Sr. Housing 11441 Acacia	64	64
La Esperanza II & III/ OCCHC 14024, 14021/41/61 Buena St.	28	28
OCCHC/Emergency Shelter for the Homeless 12602 Keel St. (Rehab)	8	8
Orange Tree Apartments 13902 Taft St.	80	80
Rose Garden Apts. (Rehab) 8551 Westminster	144	144
Rose Garden Apts. (Rehab) 11602, 11612, 11622, 11632, 11661, 11674 Stuart Dr. (Stuart Dr Rose Garden Partnership)	95	95
11221 Tamerlane Dr.	8	3
Tamerlane Associates (Rehab) 11222 Tamerlane Dr.	9	4
Tamerlane Associates (Rehab) 12201,12202, 12181 Tamerlane Dr.	19	12
Valley View Sr. Apts. 12220 Valley View	36	36
Total		1,562

At-Risk Units

Over the next ten years (2008-2018), twelve assisted developments that provide 446 affordable units have expiring affordability covenants (**Table 25**). Affordability covenants in Garden Grove include developments that hold a Federal Section 8 contracts and/or are financed with redevelopment set aside funds or federal programs (CDBG, HOME).

Two of these developments are federally-assisted developments: Acacia Villa Senior Housing and Jordan Manor Senior Housing. Of these only Acacia Villa Senior Housing is under for-profit ownership which may increase the risk of conversion. Jordan Manor Senior Housing is owned and operated by a non-profit organization. The owners have expressed that long-term use of this development as affordable housing is fairly secure. Owners of the American Lodging Shelter for the Homeless indicated that long-term affordability is secure as this is consistent with their mission to provide emergency, transitional and permanent housing, as well as education, counseling and job training for homeless and low-income families.

Table 25: Affordable units At-Risk of Converting to Market Rate (2008-2018)

Project	Total Units	Total Affordable Units	Financing Program	Term of Affordability in Yrs.	Date of Agreement	Termination of Covenant	Risk Status (2008-2018)
Arroyo Vista Development Partners LLC (Rehab) 12242-12352 Haster St.	148	10	HOME	15	2000	2015	at-risk
Bayport Apts. (Rehab) (402 apts) 12091 Bayport (aka: Crystal View)	80	80	Revenue Bond	15	1998	2013	at-risk
Framingham Invest. Ed Kuo 14072 Buena St. (Rehab)	4	4	RDA Set Aside	15	2000	2015	at-risk
Farmingham Invest. Ed Kuo 14112 Buena St. (Rehab)	4	4	RDA Set Aside	15	2000	2015	at-risk
Jamboree - Rose Crest 11762 Stuart Dr. (Rehab)	10	10	RDA Set Aside	15	1998	2013	at-risk
Pat Stein - Palma Vista - 10772, 10781 and 10862 Palma Vista (HOME)	24	24	HOME	15	1997	2012	at-risk
Acacia Villa Sr. Housing 10931 Acacia	161	161	HUD 223(a)(7)/221 (d)(4)	50 yrs	1979	Section 8 contract expires in 2007	Section 8 contract at- risk
American Lodging (DBA Shelter for the Homeless) (Rehab)-11742 Stuard Drive	10	10	RDA Set Aside	15 yrs	1996	Covenant expires in 2011	at-risk-lower risk as held by a non profit
Arbor Glen (Rehab) - 12682 Buaro	136	68	RDA Set Aside	15 yrs	1995	Covenant expires in 2010	at-risk
Jamboree-Briar Crest 11681/82, 11701/02 Stuart Dr. (Rehab)	32	11	RDA Set Aside	15 yrs	1996	Covenant expires in 2011	at-risk
Jordan Manor Sr. Housing 11441 Acacia	65	64	HUD 202	36 yrs	1984	Section 8 contract expires in 2010	Section 8 contract at- risk-lower risk as held by a non profit
Total		446					

As rental rates and fair market rents in Garden Grove are comparable, the risk of conversion is lower because there is less incentive to convert to market rate because the gain will be nominal. However, several of the developments listed in Table 25 are owned and managed by private companies, so the option to convert to market rate will continue to exist in the future. Furthermore, HUD offers funding priority for extending Section 8 assistance to housing for seniors and persons with disabilities. The City will continue to monitor the status of these at-risk units. Should a Notice of Intent to opt out of the Section 8 program be filed, the City will ensure that tenants are properly notified of their rights under California law.

Preservation and Replacement Options

Preservation of at-risk projects can be achieved in a variety of ways, with adequate funding availability. These include:

- Transfer of ownership to nonprofit developers and housing organizations
- Providing rental assistance to renters through other funding sources
- Purchase affordability covenants
- Refinance mortgage revenue bonds

Alternatively, units that are converted to market rate may be replaced with new assisted multi-family units with specified affordability timeframes.

Transfer of Ownership

Transferring ownership of the affordable units to a nonprofit housing organization is a viable way to preserve affordable housing for the long term and increases number of government resources available to the project. The feasibility of this option depends on the willingness of the owner to sell, funding sources to actually buy the property, and the existence of a nonprofit organization with sufficient administrative capacity to manage the property. The City can explore transfer of ownership options with potential agencies or organizations included in the State’s Department of Housing and Community Development qualified entities list. The entities will be select from the State’s list of qualified entities to acquire/manage affordable housing. Additionally, projects in which all units are affordable, and not just a portion of units are affordable, can participate in ownership transfers more simply and are therefore more likely to be feasible.

In Garden Grove the estimated market value for the 446 affordable units in the at-risk projects is evaluated in **Table 26**. The current market value for all affordable at-risk units is estimated to be over \$60.8 million.

Table 26: Market Value of At-Risk Projects

Units	Total Units in At-Risk Rental Developments
0-bdrm	21
1-bdrm	280
2-bdrm	111
3-bdrm	34
Total units	446
Annual Operating Costs	(\$1,531,750)
Gross Annual Income	\$7,063,056
Net Annual Income	\$5,531,306
Market Value	\$60,844,366

1. Median Rent: Studio = \$850, 1-bed = \$1,300, 2-bed = \$1,450, 3-bed = \$1,700
2. Average Size: Studio = 500 sqft, 1-bed = 650 sqft, 2-bed = 800 sqft, 3-bed = 900 sqft
- 3.2% vacancy rate and annual operating expenses per square foot = \$5.00
4. Market value = Annual net project income * multiplication factor (ratio of the price of a real estate investment to its annual rental income)
5. Multiplication factor for a building in moderate condition = 11

Rental Assistance

State, local, or other funding sources can be used to provide rental subsidies to maintain the affordability of at-risk projects. These subsidies can be structured to mirror the Section 8 program, whereby the subsidy covers the cost of the unit above what is determined to be affordable for the tenant's household income (including a utility allowance) up to the fair market value of the apartment. Given the mix of unit sizes of the at-risk developments, the total annual subsidy to maintain the 446 at-risk units is estimated at over \$3.6 million.

Table 27: Rent Subsidies Required to Preserve At-Risk Rental Units

Unit Size	Total Units	Fair Market Rents	Very Low Income (<50% AMI)	Affordable Monthly Cost (30% AMI)	Affordable Annual Cost (30% AMI)	Cost of Utilities	Per Unit Subsidy	Total Annual Subsidy
0-bdrm	21	\$1,103	\$27,550	\$689	\$8,265	\$85	\$5,991	\$125,811
1-bdrm	280	\$1,238	\$31,500	\$788	\$9,450	\$125	\$6,906	\$1,933,680
2-bdrm	111	\$1,485	\$35,400	\$885	\$10,620	\$175	\$9,300	\$1,032,300
3-bdrm	34	\$2,125	\$39,350	\$984	\$11,805	\$200	\$16,095	\$547,230
Total	446							\$3,639,021

Incentives to Purchase Affordability Covenants

Another option to preserve the affordability of at-risk projects is to provide an incentive package to the owners to maintain the projects as low-income housing. Incentives could include writing down the interest rate on the remaining loan balance and/or supplementing the Section 8 subsidy received to market levels. The feasibility of this option depends on whether the complexes require rehabilitation or are too highly leveraged. By providing lump-sum financial incentives or on-going subsidies in rents or reduced mortgage interest rates to the owner, the City can ensure that some or all of the units remain affordable.

Refinance County Mortgage Revenue Bonds

When County Mortgage Revenue Bonds are refinanced, projects are required by the 1986 Tax Reform Act to commit their 20 percent low-income units for 15 years or as long as the bonds are outstanding, whichever is greater. Because these bonds are County-managed bonds, the City is somewhat limited in its ability to effect this option. However, the City can encourage the County to negotiate with the project owners to refinance the bonds. The cost to the County to negotiate the bond include the difference in interest rates on the remaining debt between the previous and re-negotiated bonds, an issuance cost of three% of the bond to be paid by the County up front, and administrative costs.

Construction of Replacement Units

The construction of new low-income housing can be a means to replace at-risk units. The cost of developing new housing depends on a variety of factors including density, size of units, construction quality and type, location, and land cost. Assuming a development cost of \$200,000 for a multi-family rental unit, the cost of replacing all 446 affordable at-risk units would be approximately \$89,200,000.

Estimates of Housing Need

Several factors influence the degree of demand, or "need," for housing in Garden Grove. The four major needs categories considered in this element include:

- Housing needs resulting from population growth, both in the City and the surrounding region;
- Housing needs resulting from the overcrowding of units;
- Housing needs that result when households pay more than they can afford for housing; and
- Housing needs of "special needs groups" such as elderly, large families, female-headed households, households with a disabled person, farmworkers, and the homeless.

Table 28: Summary of Existing Housing Need

Overpaying Households 2000		Special Needs Group 2000	
Renter	8,492	Elderly Households	8,498
Owner	7,367	Disabled Persons	33,162
Overpaying Households by Income		Large Households	12,371
Extremely Low Income (0-30% AMI)	75.6%	Female Headed Households	5,675
Low Income (31-50% AMI)	67.2%	Female Headed Households with Children	2,784
Moderate Income (51-80% AMI)	40.7%	Farmworkers	211
		Homeless	200
Overcrowding 2000		Units At-Risk	
Renter	8,843	Units At-Risk	446
Owner	4,879		
Total	13,722		

Source: 2000 Census, 2000 Comprehensive Housing Affordability Strategy

CHAS data, developed by the Census for HUD, provides detailed information on housing needs (e.g. housing cost burden) by income level for different types of households in Garden Grove. The CHAS defines housing problems to include:

- Units with physical defects (lacking complete kitchen or bathroom)
- Overcrowded conditions (housing units with more than one person per room)
- Housing cost burden, including utilities, exceeding 30% of gross income
- Severe housing cost burden, including utilities, exceeding 50% of gross income

Table 29: Housing Assistance Needs of Low and Moderate Income Households

Household by Type, Income, & Housing Problem	Renters				Owners		Total Hhds
	Elderly	Small Families	Large Families	Total Renters	Elderly	Total Owners	
Extremely Low Income (0-30% AMI)	894	1,820	1,190	4,544	919	2,005	6,549
% with any housing problem	74.3%	93.7%	99.2%	87.3%	61.4%	67.6%	81.3%
% with cost burden > 30%	65.3%	87.9%	89.9%	80.9%	61.4%	63.7%	75.6%
% with cost burden > 50%	52.6%	75.5%	63.0%	65.0%	44.6%	51.9%	61.0%
Low Income (31-50% AMI)	380	1,865	1,429	4,052	1,140	2,654	6,706
% with any housing problem	94.7%	93.3%	97.3%	94.7%	35.1%	63.1%	82.2%
% with cost burden > 30%	88.2%	75.9%	63.0%	73.5%	35.1%	57.6%	67.2%
% with cost burden > 50% only	34.2%	19.6%	12.2%	19.0%	20.6%	36.5%	25.9%
Moderate Income (51-80% AMI)	244	2,049	1,494	4,506	1,204	5,056	9,562
% with any housing problem	59.0%	69.5%	92.3%	73.3%	15.7%	63.9%	68.3%
% with cost burden > 30%	52.9%	28.5%	14.7%	27.4%	15.7%	52.5%	40.7%
% with cost burden > 50%	7.8%	0.2%	0.3%	0.9%	7.5%	15.5%	8.6%
Total Households	1,781	8,278	5,604	18,523	6,011	27,322	45,845
% with any housing problem	66.6%	69.4%	89.7%	71.8%	23.9%	41.3%	53.6%

Abbreviation: Hhds = Households.

Note: Data presented in this table is based on special tabulations from sample Census data. The number of households in each category usually deviates slightly from the 100% count due to the need to extrapolate sample data out to total households. Interpretations of this data should focus on the proportion of households in need of assistance rather than on precise numbers.

Source: HUD Comprehensive Housing Affordability Strategy (CHAS) Databook, 2000.

Specific households in Garden Grove had disproportionate housing needs. In general, renter-households had a higher level of housing problems (71.8%) compared to owner households (41.3%). Among the 894 elderly renter-households in the City, 85 percent were lower-income households, with approximately two-thirds of these households experiencing one or more housing problems. Large renter families constituted 12 percent of all households in 2000 and most (89.7%) experienced one or more housing problems, the highest rate among all groups other groups.

RHNA

California General Plan law requires each city and county to have land zoned to accommodate its fair share of the regional housing need. This share for the SCAG region is known as the Regional Housing Needs Allocation (RHNA). HCD determined that the projected housing need for the Southern California region (including the counties of Los Angeles, Orange, Riverside, San Bernardino, Ventura, and Imperial) is 504,758 new housing units for the 2008-2014 planning period. SCAG allocated this projected growth to the various cities and unincorporated county areas within the SCAG region, creating the RHNA. The RHNA is divided into four categories: very low, low, moderate, and above moderate income. As determined by SCAG, the City of Garden Grove's fair share allocation is 560 new housing units during this planning cycle, with the units divided among the four income categories as shown in **Table 30**.

Table 30: RHNA 2007

Income Group	% of County AMI	2007 Total Housing Units Allocated	Percentage of Units
Extremely/Very Low	0-50%	116	20.7%
Low	51-80%	96	17.1%
Moderate	81-120%	110	19.6%
Above moderate	120%+	238	42.5%
Total		560	100%

Note: As shown in Table 29, extremely low and very low income households total 13,255 households, with extremely low income households comprising 49.4% of the total. Therefore, the City's very low income RHNA of 116 units can be split into 57 extremely low income and 59 very low income.

Source: Southern California Association of Governments

Chapter 3

HOUSING ELEMENT CONSTRAINTS

ANALYSIS

Pursuant to State law, each jurisdiction is responsible for a share of the region's projected housing needs. To meet these needs, the jurisdiction must ensure that it addresses local constraints that may impede the development, improvement, and conservation of housing for persons of all income levels and for persons with special needs (such as the homeless, disabled, and elderly). Should constraints be identified, a jurisdiction must demonstrate its efforts in removing or mitigating the constraints, where appropriate and legally possible.

Governmental Constraints

Local policies and regulations can affect the price and availability of housing and in particular, the provision of affordable housing. Land use controls, site improvement requirements, fees and exactions, permit processing procedures, and other factors can constrain the maintenance, development, and improvement of housing.

State and Federal regulations, which the City has no control over, also affect the availability of land for housing and the cost of producing housing. Regulations related to environmental protection, building codes, and other topics have significant, often adverse, impacts on housing cost and availability. While constraints exist at other levels of government, this section emphasize policies and regulations that can be mitigated by the City.

Land Use Controls

The Garden Grove General Plan goals and policies guide residential development. The Land Use Element has the most direct influence on residential development by specifying the amount, location, type, and density of residential development. The Land Use Code of the Municipal Code reinforces the objectives of the Land Use Element by regulating development densities, housing types, and development standards in specific residential zones.

Table 31: General Plan Land Use Designations

General Plan Designation	Zoning District	Typical Residential Types
LDR – Low Density Residential 1-9 dwelling units/acre	R-1 (Single-Family Residential Zone) R-2 (Limited Multiple Residential zone)	Single-Family Residential Zone Detached single-family homes on a single lot
LMR – Low Medium Density Residential 9.1-18 dwelling units/acre	R-2 (Limited Multiple Residential zone) R-3 (Multiple-Family Residential Zone)	Single-family, duplexes, triplexes, detached condos. small-lot subdivisions
MDR - Medium Density Residential 18.1-32 dwelling units/acre	R-2 (Limited Multiple Residential zone) R-3 (Multiple-Family Residential Zone)	Traditional Multiple-family residences, apartments, condos, townhouses, small-lot subdivisions
MHR - Medium High Density Residential 32.1-48 dwelling units/acre	R-3 (Multiple-Family Residential Zone)	Traditional Multiple-family residences, apartments, condos, townhouses
International West Mixed Use (IW)	The City will establish mixed-use development standards as part of a Land Use Code updated to be competed following adoption of the General Plan	Intended to provide for a mix of uses, including resort, entertainment, retail, hotel, and residential (42 to 60 du/ac)
Civic Center Mixed Use (CC)		Intended to provide for a mix of civic, institutional, commercial, residential (up to 42 du/ac), and open space.
Residential Commercial Mixed Use 1, 2,3 (RC1, RC2, RC3)		Intended to provide for a mix of residential and commercial uses: RC1: up to 42 du/ac RC2: up to 32 du/ac RC3: up to 21 du/ac
Industrial Residential Mixed Use 1 and 2 (IR1, IR2)		Intended to provide for a mix of industrial, commercial, and residential uses: IR1: up to 42 du/ac IR2: up to 32 du/ac
CR-Community Residential 48.1-60 dwelling units/acre	PUD	Senior housing, convalescent homes, congregate housing, institutional quarters
PUD-Planned Unit Development Up to 60 dwelling units/ acre	Zoning district for the land contained within the Planned Unit Development	A density of 60 dwelling units per acre is available if a development is adjacent and has access to an arterial roadway and has an innovative design plan

Source: Garden Grove General Plan.

Note: mixed use designation includes only those designations that allow residential development.

The City’s Land Use Code (Title 9 of the Municipal Code) also provides for residential projects to be approved and constructed as Planned Unit Developments (PUDs), which are intended to provide for a diversity of uses, relationships, and open spaces in an innovative land plan and design while ensuring compliance with the provisions of the Municipal Code. The PUD is governed by both zoning regulations that are contained within the ordinance that ultimately adopts the Planned Unit Development and the base zone (zoning district for the land contained within the PUD). In 2006, a General Plan amendment raised the density limit to 60 dwelling units per acre if a development is

adjacent and has access to an arterial roadway and has an innovative design plan. Since 2006, 17 PUD projects have been approved.

Development Standards

The City of Garden Grove’s Land Use Code sets forth regulations that determine the type, location, density, and scale of residential development. Such regulations are designed to promote the health, safety, and general welfare of residents, preserve the character and integrity of neighborhoods, and implement General Plan goals and policies. State law has also focused increasingly on how residential development standards affect the feasibility of building market rate and affordable housing. **Table 32** describes the established standards for developing new housing, including density ranges, building heights, yards, and open space.

Table 32: Development Standards

Development Standards	R-1 (Single-Family Residential Zone)	R-2 (Limited Multiple Residential zone)	R-3 (Multiple-Family Residential Zone)	Duplexes and Triplexes (R-2 and R-3)
Setbacks				
Front Yard	20'	20'	20'	20'
Side Yard (interior)	5'	varies	varies	5'-10'
Side Yard (street side)	10'	15'	15'	10'-15'
Rear Yard	20% of lot depth, not to exceed 25 feet	varies	varies	10'-20'
Building Height				
Main Structure	35'	35'	35'	30'
Accessory Structure	17'	17'	17'	17'
Lot Coverage	50%	50%	50%	50%
Minimum Lot Area	5,000-15,000 s.f.	7200 s.f.	7200 s.f.	7200 s.f. -13,068 s.f.
Lot Widths (interior)	55-100'	60-65'	60-65'	60'
Lot Widths (corner)	55-100'	65'	65'	60'
Minimum Parking Spaces	4-8 spaces	2.5–3.5 spaces per dwelling unit	2.5–3.5 spaces per dwelling unit	2.5–3.5 spaces per dwelling unit

Source: City of Garden Grove Municipal Code 2007

Note: The development standards will be adopted by the City in June 2008

The City of Garden Grove has received an increased interest from property owners to develop duplexes and triplexes in R-2 and R-3 districts. Duplexes and triplexes provide several important benefits to the City by fulfilling the goals of the General Plan that include the recycling of underutilized and blighted properties; providing a transitional use in older neighborhoods; and creating new housing opportunities in the City thereby assisting the City in its housing goals. The proposed standards for duplexes and triplexes are scheduled to be adopted in June 2008 and will facilitate the development of smaller multiple-family residential projects.

The City has also received increased interest in smaller lot subdivisions. The proposed standards for duplexes and triplexes are scheduled to be adopted in June 2008 and will facilitate the development of small lot residential subdivisions in the City by establishing standards that promote the development of more dense developments in R-2 and R-3 zoned areas. The standards set

minimum development standards such as lot size (1 acre), setbacks (15 feet) and are comparable to established standards in the R-2 and R-3 zones.

No specific standards have been established for residential PUD developments as development standards are typically established during the application process and are specific to each development. PUD developments are not subject to the 35-foot building height limit in place in other residential zones. The City is in the process of adding General Plan land use designations for mixed-use developments. To implement these land use designation and encourage mixed-use development the City will establish mixed-use development standards as part of a Land Use Code update following the General Plan update program.

The Land Use Code's development standards are considered standard for suburban communities in Orange County and Southern California and do not impede the ability to develop housing at appropriate densities.

Table 33 lists the allowed location of specific uses. Key provisions include:

- Single-family homes are permitted by right in all zones.
- Limited multiple-family dwellings such as multiple attached or detached dwellings (e.g. condominiums, townhomes) are allowed by right in the R-2 and R-3 zones.
- Multiple-family dwellings such as apartments are allowed in the R-3 zone.
- Mobile homes and manufactured homes that include architectural details (e.g. porches, etc.) to fit into the surrounding neighborhood are allowed by right in all residential zones. They are subject to the same development standards to which a conventional single-family residential dwelling would be subject.
- Residential care facilities serving six or fewer persons are considered a regular residential use and are permitted in all residential districts pursuant to State law.
- Mobile home parks are allowed in the R-3 zone with a minimum three-acre lot size.

The City also has an ordinance allowing the construction of accessory second units in the R-1 zone and has adopted conditions under which second dwelling units may be permitted. These conditions are consistent with State law and include:

- Minimum lot size of 9,000 square feet
- Unit size not less than 500 square feet but no more than 700 square feet
- No more than two bedrooms
- One enclosed off-street space for a unit with one bedroom or no bedroom, and one enclosed space and one uncovered space for a two-bedroom second unit

The City has not seen a high demand for second unit building permits. In 2006, the City approved 14 second units and in 2007 (January – June) the City has approved five units. Since adoption of the second unit ordinance in 2003, the City has approved on average 10 units per year, a two-fold increase as compared with the previous second unit ordinance.

Table 33: Permitted Uses in Land Use Code

Uses	R-1	R-2	R-3	O-P Office Professional	C-1 Neighborhood Commercial	C-2 Community Commercial	O-S Open Space
Accessory Buildings and Structures	I*	I*	I*	-	-	-	-
Agricultural Growing and Produce Stand	P	P	P	-	-	-	-
Boarding/Lodging	-	C	C	-	-	-	-
Community Residential Care Facility							
6 Persons or Less	P	P	P	-	-	-	-
7 Persons or More	-	-	C	C	C	-	-
Convalescent Center	-	-	C	C	C	-	-
Congregate Care Facility	-	C	C	-	-	-	-
Foster Home	P*	P*	P*	-	-	-	-
Limited Multiple Family Dwelling	-	P	P	-	-	-	-
Mobile Home Park	-	-	P*	-	-	-	-
Multiple Family Dwelling	-	-	P	-	-	-	-
Second Unit	P*	-	-	-	-	-	-
Single Family Dwelling	P	P	P	-	-	-	-
Group Shelter	-	-	C	-	-	-	C
Half-way House	-	-	C	-	-	-	-

P = Permitted use

I = Incidental Use. Use permitted only if incidental to another primary use on the same site

C = Conditional Use. Use eligible for consideration under the conditional use procedures and permitted only if the conditional use permit is approved, subject to the specific conditions of such permit.

* = Use shall be subject to special conditions or specific restrictions as listed in the Land Use Code.

- = Not a permitted use.

Source: Garden Grove Municipal Code, 2007

Multiple Family Units

Lower-density residential developments are allowed in all residential districts. However, due to the high cost and demand for residential land and the overall stability of the City’s residential neighborhoods, requests to develop single-family homes on multi-family properties have not occurred. Residential neighborhoods in Garden Grove are very well-established and development activity in this fully-developed community is expected to occur outside of the low-density residential neighborhoods. In particular, the City has emphasized rezoning of commercial uses to mixed-use along major commercial corridors. The City’s strategy is to intensify and promote residential opportunities along corridors to leverage access to transportation and encourage higher density development in a mixed-use setting

The City has also adopted a multi-family conversion ordinance that establishes criteria for the conversion of rental units to ownership units with the intent to:

- Provide opportunities for individual ownership of housing units;
- Increase the opportunities for qualifying low- and moderate-income households to acquire and reside in ownership housing;

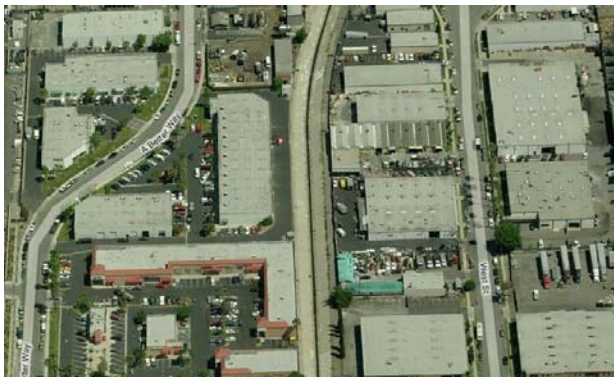
- Assist the City to meet its stated commitment to low- and moderate income housing goals as set forth in the City of Garden Grove Consolidated Plan, Redevelopment Implementation Plan, and the Housing Element of the General Plan;
- Reduce the impact of conversion on residents in rental housing who may be required to relocate;
- Ensure that purchasers of converted housing have been properly informed as to the conditions of the unit; and
- Ensure that converted housing achieves high quality appearance and safety and is consistent with the goals and objectives of the General Plan and applicable building codes.

As a condition for approval, the Community Development Department, Building Official, or City Engineer will use information provided by the developer in determining whether the proposed project will be consistent with the intent of ordinance and ensure rental residents have not been coerced.

Emergency and Transitional Housing

An emergency shelter is a facility that provides temporary shelter for the homeless, usually for up to six months of stay. Transitional housing facilitates the movement of homeless individuals and families to permanent housing. Typically, transitional housing provides for up to two years of stay and is combined with supportive services that help the residents gain independent living skills.

Siting for emergency and transitional housing is based on the residential use of the facility, not the population these developments serve. So while they are not specifically called out in the Zoning Code, they are accommodated. Currently the City's Municipal Code lists "half-way house" and "group shelter" as conditional uses allowed in the R-3 zone. Emergency shelters and transitional housing are not specifically cited in the Land Use Code. To facilitate the development of emergency housing and transitional housing, the City's Land Use Code will be amended to recognize these uses. Specifically, the Land Use Code will be amended to ensure that development standards will accommodate extremely low income housing¹¹ (Program 10).



Typical uses in the Limited Industrial (M-1) zone.

To facilitate the development of emergency housing and comply with State law, the City's Land Use Code will be amended to identify zone(s) to permit emergency shelters by right. The City will evaluate the Limited Industrial (M-1) and Industrial Park (M-P) zones for inclusion of emergency homeless shelters by right.

The M-1 zone encompasses a total of 162 acres of land and is intended to provide for small- and medium-size light industrial uses that are generally compatible with one another and are not generally adverse to adjacent residential and commercial uses. M-1 areas are concentrated in the southeastern portion of the City although

¹¹ On October 15, 2007, the State of California Governor signed into law Senate Bill 2 which amends GC Sections 65582, 65583, and 65589.5 of the State Housing Element Law. This legislation requires local jurisdictions to strengthen provisions for addressing the housing needs of the homeless, including the identification a zone or zones where emergency shelters are allowed as a permitted use without a conditional use permit. This legislation will take effect January 1, 2008 and will apply to jurisdictions with housing elements due June 30, 2008 and after.

smaller pockets of M-1 properties are located in the western portion of the City (Along Western Avenue) and in the center of the City (along Nutwood Street near Garden Grove Boulevard).

The M-P zone encompasses a total of 160 acres of land and is intended to provide for modern industrial, research and administrative facilities. M-P areas are generally located between Western Avenue and Knott Street. Development in this area is characterized by large industrial park uses. Figure 6 shows the location of M-1 and M-P properties in Garden Grove



Typical uses in the Industrial Park (M-P) zone.

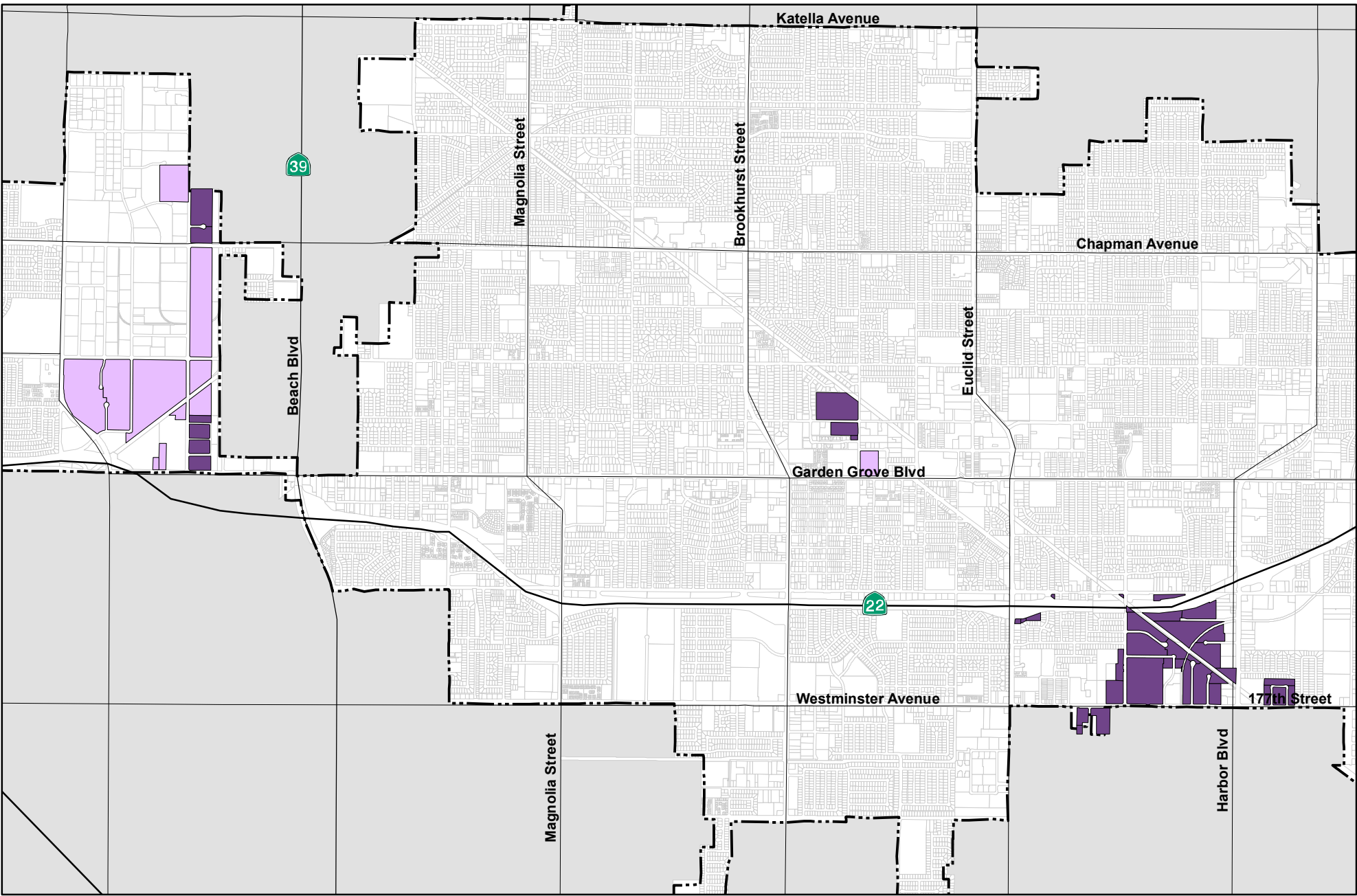
Both zones are characterized by uses best described as light industrial and industrial park. The zones contain cleaner and less intense industrial uses and as a result, less incompatibilities with uses such as a shelter. Lots located in the M-1 and MP zones are larger in size than those located in other zoning districts. The M-1/M-P areas are very easily accessible from SR-22. The areas are located in close proximity to major corridors such as Euclid Street, Harbor Boulevard and Beach Boulevard. These major corridors can provide convenient access via public transportation.

The average lot size in the M-1 and M-P zones is 2 to 4 acres. While currently no vacant parcels are located in the M-1/M-P zones, opportunities for homeless shelter siting exist in developments that can accommodate tenants in large, ready-to-occupy spaces that are ideal for adaptive reuses such as a shelter. In early 2009, the City conducted an assessment of availability of leasable space and identified 49 industrial buildings available for lease. Available properties are located in the M-1 and M-P zones and ranged in size from 2,000 to 165,000 square foot spaces. For example, in one small industrial neighborhood (along Monarch Street in the cluster of industrially zoned land located in the western areas of the City) a total of 10 leasable units were identified.

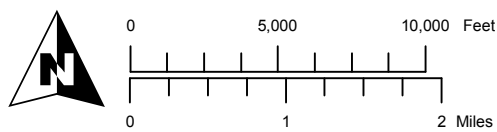
Vacant land in the City of Garden Grove is extremely limited as the City is essentially fully-developed. Opportunities for homeless shelter development in the City will occur most likely through re-use of land and in existing developments. Siting of homeless shelters in existing structures is ideal given the higher cost of development in Orange County (Southern California in general). Based on the number of available industrial buildings and the range of sizes available as well as the identified homeless need (60 unsheltered individuals) the zones have sufficient capacity for at least one year-round shelter.

Emergency shelter conditions for approval will be clearly specified in the City's Land Use Code, consistent with state law, and will be consistent with conditions required for similar uses in the same zones.

Consistent with State law, small transitional housing serving six or fewer people is considered a regular residential use and permitted in all zones where residential uses are permitted. Transitional housing for more than seven people and operated as a residential care facility is conditionally permitted in the R-3, O-P (Office Professional), and C-1 (Neighborhood Commercial) districts. Transitional housing that functions as a regular multi-family use (such as apartments) is permitted where multi-family uses are permitted.



Source: Census 2000 TIGER/Line Data.



LEGEND
 - - - City Boundary
 — Major Road
 — Freeway

Sites Inventory
 ■ Parcels zoned M-1 (Limited Industrial)
 ■ Parcels zoned M-P (Industrial Park)

Figure 6
M-1 and M-P Zones

Single Room Occupancy Units (SRO)

SROs or single-room occupancy buildings house people in single rooms with tenants sharing bathrooms and kitchens. SROs are not specifically identified in the Land Use Code but are conditionally permitted as a boarding or lodging facility in the R-2 and R-3 zone consistent with established development standards. The Conditional Use Permit (CUP) criteria for the review of SROs pertain to performance standards¹² such as hours of operation, security, and parking, etc. To facilitate the development of SROs, the City's Land Use Code will be amended to include definitions, performance standards, and siting regulations for SRO developments (Program 10).

Community Residential Care Facilities and Housing with Supportive Services

Residential care facilities serving six or fewer persons are considered a regular residential use and are permitted in all residential districts pursuant to State law. Residential care facilities serving seven or more persons and convalescent centers are conditionally permitted in the R-3, O-P (Office Professional), and C-1 (Neighborhood Commercial) districts. Congregate Care facilities are conditionally permitted in the R-2 and R-3 zones.

Supportive housing is permanent housing with a service component. Supportive housing can be configured in different ways – either as regular multi-family housing, or as group quarters. In a supportive housing development, housing can be coupled with social services such as job training, alcohol and drug abuse programs, and case management for populations in need of assistance, such as the homeless, those suffering from mental illness or substance abuse problems, and the elderly or medically frail. Supportive housing that functions as a regular multi-family use (such as apartments) is permitted where multi-family uses are permitted are subject only to those restrictions that apply to other residential uses of the same type in the same zone. A supportive housing development that is configured as a group residence should be regulated pursuant to the City's provisions for residential care facilities. A supportive housing development for more than seven people and operated as a residential care facility or group home is conditionally permitted in the R-3, O-P (Office Professional), and C-1 (Neighborhood Commercial) districts. To facilitate the development of supportive housing, the City's Land Use Code will be amended to include definitions, performance standards, and siting regulations for supportive developments (Program 10).

Farmworker Housing

As indicated in the Community Needs Assessment (Section 2), only 211 Garden Grove residents held "Farming, Forestry, and Fishing" occupations, according to the 2000 Census. City records indicate that the only agricultural operation in the City is a strawberry field with a pending development application for residential uses. The City does not have an agricultural zone but permits agricultural growing in residential zones. Agricultural growing is currently allowed in the R-1, R-2, and R-3 zones. The language in the residential zones allowing agricultural growing is antiquated and will be revised as part of the Land Use Code update (to be completed by 2010).

For existing agricultural uses in the City, if any, these will be considered legal non-conforming uses upon the adoption of the new Land Use Code (2010). The Zoning Ordinance will continue to

¹² Performance Standards establish minimum criteria for assessing whether a particular project is appropriate for a certain area in terms of its impact upon surrounding land uses. For example, performance standards might seek to impacts instead of restricting the type of land use for a particular site.

allow farm worker housing as an accessory use on legal nonconforming lots. If agricultural uses exist, the City will comply with the State Employee Housing Act (Health and Safety Code Section 17000) that allows employee/farmworker housing in zones allowing agricultural uses.

Parking

The City’s parking standards for residential developments are tailored to the vehicle ownership patterns associated with different residential uses and range from one to eight spaces per unit. The Land Use Code requires parking provision based on number of bedrooms (single-family) and number of units and location in relation to major transportation corridors (multi-family) (see **Table 34**). For single-family developments, parking requirements range from two enclosed and two open parking spaces (for homes with one to four bedrooms) to four enclosed and four open parking spaces (for homes with over seven bedrooms). Mobile home parks require two open spaces per site and one guest site for each four units. Parking standards for multi-family developments are comparable to other cities (as shown by a 2005 City traffic study).

Parking standards for multi-family areas and growth areas where new residential development is expected to occur, such as along major commercial corridors and in the Downtown area, do not pose a constraint to development. Development projects on Main Street that use the shared parking districts are not required to provide parking. In acknowledgment that smaller multi-family developments do not necessitate the same level of parking as do larger projects, duplex and triplex projects in the R-2 and R-3 districts are allowed to develop parking with the allowance that guest parking may be provided at the front of enclosed garages (similar to single-family development requirements).

As part of the Land Use Code update the City will develop appropriate parking standards for mixed use developments, including allowing for off-site and shared parking as a means to reduce the overall number of parking spaces required per unit. In addition, the City takes into consideration characteristics of a development related to size, location, and amenities to reduce parking required (discussed following Table 34). These measures by the City show commitment to encouraging development of different housing types by reducing the land resources required to build new residential units.

Table 34: Parking Spaces Required in Residential Development

Development Type	Enclosed/Covered Spaces	Open Spaces	Total Spaces
Single Family Units:			
1-4 bedrooms	2	2	4
5-7 bedrooms	3	3	6
> 7 bedrooms	4	4	8
Multi-Family Units (per dwelling unit):			
Development with <50 units			
<3 bedrooms in unit			2.5-2.75
3+ bedrooms in unit			3.25-3.5
Development with 50+ units			
<3 bedrooms in unit			2.5-2.75
3+ bedrooms in unit			2.75-3
Mobile Home Park (per mobile home site)	2	.25*	2.25
Senior Apartments (per unit)			1/unit

Table 34: Parking Spaces Required in Residential Development

Development Type	Enclosed/Covered Spaces	Open Spaces	Total Spaces
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Source: Garden Grove Municipal Code

*1 guest space for every 4 units

Higher end of parking space requirement for multi-family developments is for developments adjacent to any principal, major, primary or secondary arterial street.

Parking Considerations

In the City’s zoning code requirements for parking of multi-family residential, the number of spaces diminishes with an increase in the number of units and location of such project. Larger multi-family developments (defined as more than 50 units) indicated a lower parking demand per dwelling unit (as shown by a 2005 City traffic study) and as a result have fewer spaces required. If the project is not adjacent to an arterial street, fewer parking spaces are required. Higher parking levels are required on Major or Secondary Arterial because these roadways do not allow for street parking. In addition, in certain areas, such as the Harbor Corridor Specific Plan area, the City has considered and allowed a flat ratio of 2.25 spaces per dwelling unit (see Chapman Commons and Lotus Walk developments).

These factors coupled with the following location and unit composition characteristics could allow other projects in the City to be granted a significant reduction in required parking:

- close proximity to more than one transit line;
- large number of dwelling units within project such as more than 50 units;
- type of project with on-site amenities;
- location of project with other external amenities such as proximity to shopping, parks, schools, and businesses;
- mix of one- and two-bedroom units within the complex; and/or
- senior, disabled, or affordable (density bonus) developments.

For multi-family developments, the high end of the parking requirements (3.5 parking spaces per unit) is only required specifically for a multiple family development with less than 50 units, on a major or secondary arterial, and for those units with 3 or more bedrooms. For similar developments with 0-2 bedrooms, the parking requirement would be 2.75. As a comparison, a larger project (with more than 50 units) on the same major arterial and with 3 bedroom units would require 3 parking spaces per unit and 2.75 parking spaces for 0-2 bedroom units. As most developments include a mix of unit types (number of bedrooms), parking would be calculated separately for the 1 to 2 bedroom units and the 3 bedroom units and may also be reduced when the project is located on a street that is not a major or secondary arterial.

Recent developments and parking requirements include:

- Garden Grove Senior Apartments #2: 1.0 parking space per unit
- Chapman Commons (MF condominium project): 2.25 parking space per unit
- Harbor Grove Senior Apartments: 1.0 parking space per unit
- Lotus Walk (MF condominium project): 2.3 parking space per unit
- Main Street Condominiums: 2.0 parking space per unit plus shared parking areas for live/work customers and customers of businesses on Main Street

The City also considers additional factors in the reduction of parking on a case by case basis.

The City's current parking standards have been in place since 2005. Since adoption of these standards, the City continued to experience similar trends of residential permitting activities. Furthermore, Garden Grove continued to remain as one of the more affordable communities in Orange County. Therefore, these standards, while a perceived constraint to housing development, have not actually constrained housing development in the community. The parking standards are also a reflection of the demand for parking spaces by Garden Grove households. Given the City's demographic characteristics, average household size in Garden Grove is substantially larger than other communities in Orange County (the State Department of Finance indicates that Garden Grove has the second largest household size at 3.689 persons per households, only the City of Santa Ana has higher household size). In addition, the Census indicates significantly higher household sizes for Asian and Hispanic households (4.06 and 4.87 respectively) who comprise over half of all households in the City. Associated with this average household size is the number of adults in working age and number of vehicles available. According to the Census, Garden Grove has a significantly higher proportion of households with more than 5 persons or more (27 percent compared with the County's 17 percent) which translates into a higher proportion of housing units with three or more cars (25 percent compared with the County's 20 percent).

Affordable and Special Needs Housing Parking

Development projects that meet the State's density bonus requirements can use the parking standards established by the State. According to Government Code section 65915(p) for a project that qualifies for a density bonus because it is a senior project or provides affordable housing, a city or county, at the request of the developer, must reduce the required parking for the entire project—including the market-rate units—to the following:

- zero to one bedroom – one on-site parking space
- two to three bedrooms – two on-site parking spaces
- four or more bedrooms – two and one-half on-site parking spaces

Most recently a 25-unit residential development on Dale Street that includes 6 units affordable to low-income households has been approved with a density bonus.

The City also encourages the development of and equal access to housing for special needs groups, seniors and the disabled by reducing the parking requirements. Senior apartments require only one space per unit. Congregate care facilities require only 0.5 space per unit or bed and this can be reduced to 0.3 space if the facility provides on-site transportation. To encourage affordable housing, reduced parking requirements consistent with State law can be achieved through the density bonus process. According to State law, if a project qualifies for a density bonus because it is a senior project or provides affordable housing, a local jurisdiction, at the request of the developer, must reduce the required parking for the entire project—including the market-rate units—to the following:

- zero to one bedroom – one on-site parking space
- two to three bedrooms – two on-site parking spaces
- four or more bedrooms – two and one-half on-site parking spaces.

Bathroom Ordinance

The City has adopted regulations concerning the number of bathrooms allowed in residential units. The ordinance is aimed at curbing the conversion of single-family dwellings to boarding houses used for lodging for compensation. These developments are intended for paying boarders or short-term

tenants. These types of dwellings do not provide adequate levels of parking and do not contribute through fees or taxes for the number of tenants they house. While these units may provide low-cost housing options, they do so at the expense of neighborhood maintenance and infrastructure provision. By curbing the illegal creation of boarding houses, the City also ensures that residents are living in a decent environment with adequate habitable space requirements and adequate emergency escapes. Legitimate boarding and lodging facilities are conditionally allowed in the R-2 and R-3 zones.

Table 35 shows the maximum number of bathrooms allowed in residential developments by bedrooms.

Table 35: Maximum Number of Bathrooms Per Number of Bedrooms

Bedrooms	Maximum Number of Bathrooms Allowed
1	1
2	2
3	3
4	4
5 or more	4

Source: Garden Grove Municipal Code

Open Space Requirements

To improve the living environment of residential neighborhoods, communities typically require housing to have a certain amount of open space, such as yards, common space, and landscaping. For single-family homes, open space is reflected in setbacks, yard sizes, and lot coverage requirements. Multi-family projects (apartments and condominiums) are also required to have dedicated open space in lieu of private yards.

Multiple family developments (on lots under 14,400 square feet) must provide private recreational and leisure areas that equal at least 300 square feet per unit. Private open space in the form of a patio, yard, balcony, or combination shall contribute to the required recreational and leisure areas and shall meet the following dimensions:

- A minimum of 100 square feet for the first level with a minimum dimension of 9 feet
- A minimum of 90 square feet for the second level with a minimum dimension of 9 feet

Multiple family developments (on lots of or over 14,400 square feet) must provide private recreational and leisure areas that equal at least 300 square feet per unit and an active recreation component ranging from 30 feet to 95 feet based on the size of the development. Active recreation components must include at least one or more of the following: spa, pool, tennis, volleyball, racquetball court(s), basketball half court, or other similar usable recreational activities. The required active recreational amenities are based on a needs assessment evaluation of the proposed project that takes into consideration the following criteria:

- Size and shape of active recreation area;
- Location and placement of buildings;

- Diversity of recreational amenities; and
- Number of units and/or lot size.

The City's open space requirements are considered standard for suburban communities in Orange County and Southern California and do not act as a constraint to housing development.

Site Improvements

Site improvements and property dedications are important components of new development and contribute to the creation of decent housing. These may include:

Reservation of sites for parks, recreation facilities, fire stations, libraries, or other public uses, dedication for streets, highways, alleys, access rights, bikeways, walkways, equestrian trails, rights-of-way for drainage and erosion control facilities, open space and other public easements, and public utility easements

In Garden Grove, improvements required of new subdivisions are mostly off-site improvements related to public works and these include:

- Separate and adequate distribution lines for domestic water supply to each lot
- Sewage collecting system where main lines of an adequate disposal system are available
- Adequate drainage of the subdivision streets, highways, ways and alleys
- Adequate grading and surfacing of streets, highways, ways and alleys
- Concrete curbs, gutters and cross gutters
- Concrete sidewalks
- Survey monuments
- Fire hydrants at locations designated by the city engineer
- Street name signs, two to each intersection;
- Traffic control devices
- Necessary barricades and safety devices
- Fee for the planting of parkway trees
- Ornamental street signs
- Street, vehicular and pedestrian ways within a condominium project that are the same as city standards required for public streets
- Utility facilities including, but not limited to all facilities, wires, cables and ducts for supplying and distributing electrical energy and service, street lighting, communication, and cable television shall be required to be placed underground in any new tract or in any revised or reactivated tract;
- Fees for, or dedication of, park and recreation facilities
- Intersection widening
- Highway safety lighting
- Turnout bays;
- Median islands

In the case of a request for a modification of the required site improvements the applicant works with City Staff, starting with the City Engineer to address any issues pertaining to a modification. Subsequently, as all requests for a subdivision map must have approval from the Planning Commission, the applicant could request a waiver of these Public Works requirements from the Planning Commission. An apartment project (with no subdivisions required) would need Site Plan

approval and would be subject to the same type of public works improvements. Requests for public work improvements would also be handled in the pre-application process.

Developments using the State density bonus provisions may benefit from the concession/incentive requirements of SB 1818 that requires localities to offer up to three concessions/incentives (including incentive or concession proposed by either party that results in an “identifiable, financially sufficient, and actual cost reductions.”¹³) based on the percentage of targeted units.

Density Bonus

Consistent with State law, developers in Garden Grove can receive density bonuses of 20 to 35 percent, depending on the amount and type of affordable housing provided, and "concessions", exceptions from normally applicable zoning and other development standards. Since 1998 only one project has used the City’s density bonus provision. The 25-unit development will provide 30 percent of units for low-income households (project was entitled in 2006 and has not begun construction).

Table 36: Density Bonus Opportunities

Group	Minimum % of Affordable Units	Bonus Granted	Additional Bonus for Each 1% Increase in Target Units	% Target Units Required For Maximum 35% Bonus
Very Low-Income	5%	20%	2.5%	11%
Low-Income	10%	20%	1.5%	20%
Moderate Income (Condo or PUD Only)	10%	5%	1%	40%
Senior Citizen Housing Development	100%	20%	-	-

Developers may seek a waiver or modification of development standards that have the effect of precluding the construction of a housing development meeting the density bonus criteria. The developer must show that the waiver or modification is necessary to make the housing units economically feasible.

The City’s density bonus regulations also include incentives and concessions. A developer can receive an incentive or concession based on the proportion of affordable units for target groups. Incentives or concessions may include, but are not limited to, a reduction in setback and square footage requirements and a reduction in the ratio of vehicular parking spaces that would otherwise be required that results in identifiable, financially sufficient, and actual cost reductions.

Development Fees and Exactions

Garden Grove charges planning fees to process and review plans for residential projects and also charges impact fees to ensure that infrastructure and facilities are in place to serve the projects. The City has designed its fees to recoup City costs associated with review and approval of proposed projects while not unduly constraining the financial feasibility and development of market rate and affordable housing. In addition to City development fees, the Garden Grove Unified School District requires the payment of a development fee. The fees are used for construction and/or

¹³ Gov. Code § 65915

reconstruction of school facilities. For residential development in excess of 500 square feet, the fee is \$2.15 per square foot.

The affordable costs of development fees in the City are an incentive to development as they are lower than most Cities in the region. A comparative analysis of building fees by the Building Industry Association of Orange County¹⁴ shows that Garden Grove has fees comparable to and in some cases lower than neighboring jurisdictions (Fountain Valley, Santa Ana, Stanton, and Westminster). In the comparison, the City of Stanton most frequently had lower fees. Garden Grove’s planning and development fee schedule for residential projects as of 2007 is summarized in **Table 37**.

Table 37: Planning and Development Fees

Planning and Processing Fees		Neighboring Jurisdictions
General Plan Amendment	\$1,950	\$2,390-\$8,140
Zone Change	\$1,800	\$1,910-\$4,300
Tentative Tract map	\$2,525 plus \$15 per lot	\$57.90 - \$4,175
Conditional Use Permit	\$2,100	\$1,970-\$3,150
Variance	\$1,675	\$930-\$3,150
Plan Check- Single Family up to 3 homes	20% of building permit fee, not to exceed \$50	\$75-\$1,362
Plan Check- Other Residential	10% of building permit fee, not to exceed \$500	
Planned Unit Development Review	\$3,150	n/a
Site Plan Review	\$2,250	\$2,505-\$3,490
Final Tract Map	\$1,620	\$745+reproduction charge - \$3,375 +\$33 per parcel
Building Permit	Building valuation ≤ \$100,000: \$40 - \$996 Building valuation > \$100,000: \$3,146 - \$5,576 (plus 2.85 for additional \$1,000)	\$1,089-\$2,096 per unit
Permit Issuance	\$35	\$34-\$468
Traffic Mitigation	\$564	\$880-\$4,500
Park In-Lieu Fees	\$5,500/unit Mobile Home Park: \$2,750/unit	\$580-5557 per unit
School District Fees	\$2.15 /square foot for all over 500 square feet	\$2.24/sq. ft. - \$3.56/sq. ft.

Sources:

City of Garden Grove, City of Fountain Valley, City of Westminster, City of Stanton, City of Santa Ana, 2007
2006-007 Land Development Fee Survey for Orange County. Building Industry Association of Southern California

¹⁴ 2006-2007 Land Development Fee Survey for Orange County. Building Industry Association of Southern California Orange County Chapter

Development Review and Permit Processing

Development review and permit processing are necessary steps to ensure that residential construction proceeds in an orderly manner. However, the time and cost of permit processing and review can be a constraint to housing development if they place an undue burden on the developer. In Garden Grove, the review process takes approximately two to four weeks for a typical single-family project, six to eight weeks for a typical multi-family project, approximately 10 to 12 weeks for a planned unit development and six to eight weeks for a State-licensed, residential care facility serving seven or more persons. The City has worked to improve the permit process through their one-stop counter and streamlined processing. The reduction in processing time results in a shorter holding time for the developer which translates to cost savings that should be reflected in the prices or rents for the end products. The City's Municipal Code also requires that land use permits and conditional use permits be issued within a reasonable time, not to exceed 90 days. The City will continue to assess policies, procedures, and fees to remove unnecessary delays or expenses to projects that may help lowering housing costs.

Land Use Review

Projects such as a General Plan Amendment, Zone Change, specific plans, and Planned Unit Developments require a public hearing and review by the Planning Commission and a public hearing and review by the City Council.

Planned Unit Development Review

Before filing any application for a Planned Unit Development, the prospective applicant must submit to the City preliminary plans and sketches and basic site information. Staff will evaluate the information submitted for relation of the proposal to general development objectives for the area. Approval of the proposal for a PUD shall be recommended by the Planning Commission if it finds that the PUD is in full conformance with the following conditions:

1. That the location, design and proposed uses are compatible with the character of existing development in the vicinity and will be well integrated into its setting;
2. That the plan will produce a stable and desirable environment and will not cause undue traffic congestion on surrounding or access streets;
3. That the provision is made for both public and private open spaces;
4. That provision is made for the protection and maintenance of private areas reserved for common use; and
5. That the quality of the project achieved through the Planned Unit Development zoning is greater than could be achieved through traditional zoning.

The timeline for approval includes six to eight weeks from determination of complete application to a Planning Commission hearing. Larger projects will require a City Council hearing four to six weeks subsequent to the Planning Commission hearing.

Conditional Use Permits

Uses requiring a conditional use permit (CUP) such as group shelters or halfway homes (terms used in the Land Use Code) are required to substantiate the following findings:

1. That the proposed use will be consistent with the City's adopted General Plan and redevelopment plan;
2. That the requested use at the location proposed will not:
 - a. Adversely affect the health, peace, comfort or welfare of persons residing or working in the surrounding area, or
 - b. Unreasonably interfere with the use, enjoyment or valuation of property of other persons located in the vicinity of the site, or
 - c. Jeopardize, endanger or otherwise constitute a menace to public health, safety or general welfare;
3. That the proposed site is adequate in size and shape to accommodate the yards, walls, fences, parking and loading facilities, landscaping and other development features prescribed in this title or as is otherwise required in order to integrate such use with the uses in the surrounding area;
4. That the proposed site is adequately served:
 - a. By highways or streets of sufficient width and improved as necessary to carry the kind and quantity of traffic such as to be generated, and
 - b. By other public or private service facilities as required.

These requirements are the same for all uses requiring a CUP, with the exception of uses that require special conditions. Residential uses requiring special conditions include adult day care residential facilities, family day care homes, and foster homes.

Site Review

Normally a site plan is required before construction can take place. In order to obtain approval, preliminary plans are submitted to determine the discretionary action necessary. Site plan approval is required whenever a new residential structure is proposed, except for a proposed addition of less than 50 percent of the area of an existing residential structure or development of three or fewer contiguous, residentially- zoned, unimproved legal lots with single-family dwelling units. Prior to the approval, formal plans are submitted and routed to various City departments to determine the necessary conditions for approval for on- and off-site improvements. Once approved by a public hearing body, construction drawings are required prior to building permit issuance. Once permits are issued, inspections are conducted the following day that the applicant calls for an inspection.

Building Code and Enforcement

The City of Garden Grove uses several uniform codes as the basis of its building standards, including the 2001 California Building Standards Code, the 2001 Fire Code, and the 2004 Electrical Code. No restrictions or amendments have been adopted that would constrain the development of housing. Enforcement of building code standards does not constrain the production or improvement of housing in Garden Grove but instead serves to maintain the condition of the City's neighborhoods.

Housing for Disabled Persons

State law requires localities to analyze potential and actual constraints upon housing for persons with disabilities, demonstrate efforts to remove governmental constraints, and include programs to accommodate housing designed for people with disabilities. The City has no special zoning or land use restrictions that regulate the siting of housing for persons with disabilities. The City has no

separation requirements or alternative site planning requirements for housing for the disabled. The City defers to State law for siting and standards for housing for the disabled. The City encourages the development of and equal access to housing for special needs groups, including seniors and the disabled by reducing the parking requirements. Senior apartments require only one space per unit. Congregate care facilities require only 0.5 space per unit or bed and this can be reduced to 0.3 space if the facility provides on-site transportation.

In accordance with State law, Garden Grove permits state-licensed residential care facilities serving six or fewer persons in all of its residential zoning districts by right. Several housing types for persons with disabilities require a CUP that is no more stringent than those for other conditional uses:

- State-licensed residential care facilities serving seven or more persons, and convalescent centers are conditionally permitted in the R-3, O-P (Office Professional), and C-1 (Neighborhood Commercial) districts
- Congregate Care Facilities are conditionally permitted in the R-2 and R-3 zones

State-licensed residential care facilities serving seven or more persons are required to make CUP findings that are the same for all CUP-required uses. No special findings are required specifically for a Residential Care Facility with 7 or more persons. There are also no special standards and no standard conditions of approval needed specifically for a Residential Care Facility serving seven or more persons. Conditions are written for all uses requiring a CUP on a case by case basis, which takes into account factors such as the site, the neighborhood, and the specific business operations. A CUP (similar to all other planning permits) requires 6 to 8 weeks to process. A request for a CUP requires a Public Hearing either by the Planning Commission or the Zoning Administrator. Selecting a final hearing body for the CUP is decided by City staff and based on the complexity of a proposal.

The Garden Grove Municipal Code does not include a definition of “family.” Inclusion of an overly restrictive definition of a “family” in the zoning code may have the potential of discriminating against group homes or other housing for persons with disabilities on the basis of familial status. To accommodate disabled persons in public facilities, the City defers to Title 24 of the California Handicap Accessibility Code.

The City’s housing rehabilitation programs are designed to meet the needs of persons with disabilities as wheelchair ramps, wider doors, grab bars, and lower counter tops are eligible improvements under the City’s housing rehabilitation programs. In addition, the Garden Grove Housing Authority entered into an agreement with Community Housing Resources, Inc. to assist persons with developmental disabilities to obtain and maintain Section 8 vouchers, to identify properties that would accept Section 8 vouchers, and as necessary, to alter the units to accommodate disabled tenants.

As stated previously, the City has adopted the 2001 California Building Standards Code. Standards within the Code include provisions to ensure accessibility for persons with disabilities. These standards are consistent with the Americans with Disabilities Act. No local amendments that would constrain accessibility or increase the cost of housing for persons with disabilities have been adopted.

Reasonable Accommodation

The Fair Housing Act requires that cities and counties provide reasonable accommodation to rules, policies, practices, and procedures where such accommodation may be necessary to afford individuals with disabilities equal opportunity to housing. The City's Municipal Code makes special provisions for the disabled through reduced parking requirements for senior housing and community residential care facilities. To create a process 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, the City will adopt a reasonable accommodation ordinance and provide information to residents via public counters and the City's website (Program 14).

Non-Governmental Constraints

The production and availability of housing may be constrained both by government regulations and by non-governmental factors, such as the costs of construction and interest rates on home mortgages.

Market Constraints

Recognizing that increasing development costs are precluding many families from owning homes, the City of Garden Grove has a First Time Homebuyers Program to assist low-income households to purchase their first home. This program also includes a 2-hour Homebuyer Education Program. To assist with rental costs, the Garden Grove Housing Authority provides rental subsidies to very low-income families. The program assists over 2,300 families with their monthly rent.

Development Costs

High development costs in Orange County can stifle potential affordable housing developments. Limited supply combined with a high demand keeps land costs relatively high throughout Orange County. The demand for housing in the County has increased due to its thriving economy, desirable location, and availability of major employers. High and rapidly rising land costs in the County have already caused homebuilders to construct increasingly expensive houses to preserve profits. Beside construction costs, the price of land is also one of the largest components of housing development costs. Land costs may vary depending on whether the site is vacant or has an existing use that must be removed. Similarly, site constraints such as environmental issues (e.g. steep slopes, soil stability, seismic hazards or flooding) can also be factored into the cost of land. Based on July 2007 listings and sales on the Multiple Listing Service for Southern California, residential land costs ranged from \$47 to \$58 per square foot in Garden Grove. The higher end of the price spectrum is for residential properties zoned for higher density.

Construction costs for housing can vary significantly, depending on the type of housing, such as single-family, townhomes, and apartments. However, even within a particular building type, construction costs vary by unit size and amenities. Furthermore, neighborhood resistance to some developments lengthens development time, driving up the holding costs. The difficulty of developing awkward infill sites can also add to costs.

Availability of Financing

The availability of financing affects a person’s ability to purchase or improve a home and the cost of borrowing money for residential development is incorporated directly into the sales price or rent. Interest rates are determined by national policies and economic conditions and there is very little a local government can do to affect these rates. Some local jurisdictions, such as Garden Grove, offer assistance to residents to make home buying more affordable.

Under the Home Mortgage Disclosure Act (HMDA), lending institutions must disclose information on the disposition of loan applications by the income, gender, and race of the applicants. This applies to all loan applications for home purchases and improvements, whether financed at market rate or through government assistance. HMDA data can be used to evaluate lender compliance with anti-discrimination laws and other consumer protection laws. The anti-discrimination laws include the Equal Credit Opportunity Act (ECOA) and the Fair Housing Act (FHA). These laws prohibit discrimination in home mortgage lending, among other things, on several bases such as race, national origin, sex, and, age.

Table 38 presents the disposition of home purchase loan applications in 2005 by income of the applicants from HMDA data. The data is for the Santa Ana-Anaheim-Irvine Metropolitan Statistical Area and for the purchase of single-family, duplexes, triplexes, and manufactured homes. Over 76 percent of the loan applicants were from above moderate-income households (greater than 120 percent Median Family Income). Moderate-income households (80 to 120 percent of AMI) and lower-income households (less than 80 percent AMI) accounted for 14 percent and 5 percent of the applicants, respectively. Origination refers to loans approved by the lender and accepted by the applicant. The overall loan origination rate was 60 percent. This rate decreased as income decreased.

Table 38: Disposition of Conventional Home Purchase Loan Applications for the Santa Ana-Anaheim-Irvine MSA

Applicant Income	Total Apps.	% Orig.	% Denied	% Other
Lower Income (<80% AMI)	5,378	40%	28%	32%
Moderate Income (80 to 120% AMI)	14,894	56%	17%	27%
Upper Income (>120% AMI)	82,828	60%	16%	24%
All	107,598	60%	17%	23%

Source: Home Mortgage Disclosure Act (HMDA), 2005.

Note: "Other" includes applications approved but not accepted, files closed for incompleteness, and applications withdrawn.

Totals do not match up based on the unavailability of data for applicants whose income was not available

The recent increases in interest rates have also resulted in an increase in the number of foreclosures for households with sub-prime loans. In many cases, financing for these homes was made through the sub-prime credit market. Subprime loans are characterized by higher interest rates and fees than prime loans, and are more likely to include prepayment penalties. Between 2006 and 2007, foreclosure notices in Orange County increased by 137 percent, from 1,255 notices to 2,984 notices¹⁵. As of June 2007, 821 of these homes had been lost to a foreclosure¹⁶. While the number

¹⁵ California Foreclosure Activity Continues to Rise. DQnews July 24, 2007

of default notices in Garden Grove has increased significantly since 2006 (from 11 notices in May 2006 to 54 notices in May 2007¹⁷), the foreclosure problem overall is considerably less significant than in other Orange County cities.

Infrastructure Constraints

The lack of necessary infrastructure or public services can constrain residential development in a community by increasing costs and reducing the amount of land suitable for housing. The Garden Grove Sanitary District provides wastewater collection services in the City. Taking into consideration near term development projects, the District has identified deficiencies in sewer capacity in the City and is aggressively addressing these deficiencies through its capital improvement program.

Environmental Constraints

Environmental factors can constrain residential development in a community by increasing costs and reducing the amount of land suitable for housing construction. Environmental constraints to residential development typically relate to the presences of sensitive biological resource habitat or geological hazards.

There are no known natural resources within Garden Grove (i.e. significant areas of plant and animal life, habitat for fish and wildlife species, areas of ecological or scientific value, rivers, stream, bays, or watershed lands)¹⁸.

The Alquist-Priolo Earthquake Fault Zoning Act of 1972 is used in California to prevent the construction of buildings used for human occupancy on the surface trace of active faults. The Act prohibits new construction of houses within these zones unless a comprehensive geologic investigation shows that the fault does not pose a hazard to the proposed structure. While the City of Garden Grove is affected overall by being located in a region with seismic activity, the City is not located within an Alquist-Priolo Special Study Zone that would affect housing production¹⁹.

Flooding hazards in the City relate to naturally occurring 100- and 50-year floods and inundation from the unlikely failing of two nearby dams. A 100-year flood is calculated to be the maximum level of flood water expected to occur in a 100-year period. In Garden Grove, the occurrence of a 100-year flood would affect the southern part of the City. A 500-year flood would cover the entire City. Construction and improvements of storm drain structures in the City's Master Plan of Drainage has and will continue to help prevent future flooding. In addition, the City has adopted a flood plain ordinance to require 100-year flood protection level for new construction, consistent with FEMA policies and guidelines.

For potential dam failure at the Prado Dam and Carbon Canyon Dam, the City has prepared contingency plans, response checklists, and evacuation routes.

¹⁶ California Foreclosure Activity Continues to Rise. DQnews July 24, 2007

¹⁷ Anaheim Tops List of Mortgage Delinquencies. Orange County Register. Matthew Padilla mortgage Insider Blog. June 25, 2007

¹⁸ City of Garden Grove 1995 General Plan

¹⁹ City of Garden Grove 1995 General Plan

Chapter 4

HOUSING RESOURCES

The resources available for the development, rehabilitation, and preservation of housing in Garden Grove are addressed here. This section provides an overview of available land resources and residential sites for future housing development, and evaluates how these resources can work toward satisfying future housing needs. Also discussed are the financial and administrative resources available to support affordable housing and energy conservation opportunities.

Availability of Sites for Housing

State law requires that jurisdictions provide an adequate number of sites to allow for and facilitate production of the regional share of housing. To determine whether a jurisdiction has sufficient land to accommodate its share of regional housing needs for all income groups, that jurisdiction must identify “adequate sites.” Under state law (California Government Code section 65583[c][1]), adequate sites are those with appropriate zoning and development standards, with services and facilities, needed to facilitate and encourage the development of a variety of housing for all income levels. According to SCAG, Garden Grove has a regional housing need allocation (RHNA) of 560 units for the 2008-2014 planning period. 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.

A subsequent State law requires that the jurisdiction also address housing for extremely low-income households (up to 30 percent AMI), an income group previously subsumed under the very low-income category (up to 50 percent AMI). Specifically, the law requires the splitting of the RHNA for the very low-income group into these two categories either evenly or using Census data. Based on Census data, the very low-income RHNA of 116 units is divided into 57 extremely low-income units and 59 very low-income units.²⁰ However, State law does not require the separate accounting of residential sites for extremely low-income units.

²⁰ According to **Table 5** in the Housing Needs Assessment chapter of this Housing Element, the City had 14.3 percent extremely low-income households and 14.7 percent very low-income households according to CHAS data (based on Census data). Using this 49.3 percent-to-50.7 percent split, the RHNA for very low-income can be split into 57 extremely low-income and 59 very low-income.

Progress Toward the RHNA

Since the RHNA uses January 1, 2006 as the baseline for growth projections for the Housing Element planning period of 2008 - 2014, jurisdictions may count the new units built or issued certificates of occupancy since January 1, 2006 toward the RHNA. Since January 2006, 944 housing units have been developed, approved, or are under construction in Garden Grove (**Table 39**). These units had the following income distribution: 71 very low-income units, 30 low-income units, 43 moderate-income units, and 800 above moderate-income units.

Units Constructed

Based on City records, 440 housing units have been constructed since January 1, 2006, of which 90 units are affordable to lower-income households. Constructed units include:

- The 85-unit Garden Grove Senior Apartments #2 (12721 Garden Grove Boulevard), which was developed at 62 dwelling units per acre using a density bonus and tax credit. As a result, 60 units are restricted for very low-income seniors, 24 units are restricted for low-income seniors, and one unit was constructed for market-rate rents.
- Chapman Commons, a 220-unit condominium development, was completed in 2006. The attached homes are selling at market-rate prices affordable to above moderate-income households and include two- and three-bedroom floor plans.

One mobile home unit developed at the Emerald Isle Mobile Home Park is also included. Selling prices for mobile homes in this park have ranged from \$64,900 to \$92,000 for three bedroom/ 2 bathroom units.²¹ These prices make this unit affordable to very low-income families. The affordability criteria set forth in **Table 23** of the Community Needs Assessment shows that a family of three can afford a home costing up to \$100,000, well within the range of prices offered at Emerald Isle Mobile Home Park.

Units constructed also include various single-family and multi-family market-rate developments that resulted in the creation of 112 single-family and 17 multi-family units affordable to above moderate-income households.

Units Approved or Under Construction

According to City building permit records, 504 residential units are under construction or approved. Of these units, 54 will be affordable to lower-income households. Units approved or under construction include:

- The Harbor Grove Senior Apartments are currently under construction with assistance from the City. This development will yield 10 units restricted to very low-income senior households and 83 units for above moderate-income senior households.
- The Garden Grove Galleria is a mixed-use project currently under construction on the south side of Garden Grove Boulevard, west of Brookhurst Street (10080 Garden Grove

²¹ Southern California Multiple Listing Service (SoCalMLS). Report for Emerald Isle Mobile Home Park Clinton Street, Garden Grove, CA. April 24, 2008

Boulevard). The former car dealership site will include 66 residential condominiums and 126,510 square feet of commercial tenant space. While units have not been priced, no financing assistance from the City is expected, and units will most likely be priced for above moderate-income households.

- The 159-unit Lotus Walk development includes one- and two-story flats and townhomes at 12852 Palm Street. The site will be developed at 42 dwelling units per acre. Information provided by the developer indicates that of the seven floor plans available, pricing for Plan Two units (\$354,000 for 24 2-bed/2-bath units) will be affordable to moderate-income households (small families). The remaining 135 units will be affordable to above moderate-income households.

Also included in the RHNA credits are 19 second units built or entitled since 2006. These units are anticipated to be affordable to moderate-income households given their comparable size and rent relative to small rental units in Garden Grove (studio and one-bedroom units).²² Based on a survey from November 2, 2007, average rents for studio and one-bedroom rental units ranged from \$955 to \$1,200, which meets the affordability criteria for moderate-income persons (one-person households) set forth in **Table 23** of the Community Needs Assessment.

Table 39: Credits toward the RHNA

	Affordability Level				Total
	Extremely Low and Very Low-Income	Low-Income	Moderate-Income	Above Moderate-Income	
	0-50% AMI	51-80% AMI	81-120% AMI	121%+ AMI	
<i>Units Constructed</i>					
Garden Grove Senior Apartments #2	60	24	0	1	85
Chapman Commons	0	0	0	220	220
Katella/Gilbert Development	0	0	0	42	42
Meridian Lane Properties	0	0	0	41	41
13741 Clinton St.-Mobile Home- 2007	1	0	0	0	1
Various one- and two-unit, single-family units	0	0	0	29	29
Various small multi-family units	0	0	0	17	17
Second Units (2006)	0	0	5	0	5
<i>Subtotal</i>	61	24	5	350	440
<i>Units Approved or Under Construction</i>					
Harbor Grove Senior Apartments	10	0	0	83	93
Galleria - 10800 Garden Grove Blvd.	0	0	0	66	66
Lotus Walk 12852 Palm St.	0	0	24	135	159
8252/9290/8302 Garden Grove Blvd.	0	0	0	47	47

²² Second unit is a technical planning term and therefore not normally used in rental listings. More importantly, pursuant to State law, second units must be permitted via a ministerial procedure. Neither State law nor the City's second unit ordinance requires the second units to be rented. Therefore, the City has no authority to collect information on potential rents when such information is not relevant to the approval of the second units. Furthermore, most second units are occupied by family members at no or low costs. As such, obtaining actual rents for second units from rental listings is not feasible and using rents for similar units is an appropriate and only feasible approach.

Table 39: Credits toward the RHNA

	Affordability Level				Total
	Extremely Low and Very Low-Income	Low-Income	Moderate-Income	Above Moderate-Income	
	0-50% AMI	51-80% AMI	81-120% AMI	121%+ AMI	
12632 Dale St.	0	6	0	19	25
Main Street Condos	0	0	0	100	100
Second units (2007)	0	0	14	0	14
Subtotal	10	6	38	450	504
Total	71	30	43	800	944

Remaining RHNA

The City has already achieved a significant portion of its RHNA with housing units constructed, under construction, and approved. Specifically, 944 units have been constructed or approved since January 1, 2006. With these credits, the City has fulfilled its allocation of above moderate-income units and has a remaining RHNA of 178 housing units, including 45 units for very low-income households, 66 units for low-income households, and 67 units for moderate-income households.

Table 40: Remaining RHNA

Income Category	RHNA	Units Constructed or Under Construction since 01/2006	Remaining RHNA
Extremely Low and Very Low	116	71	45
Low	96	30	66
Moderate	110	43	67
Above Moderate	238	800	--

Residential Sites Inventory

State law requires that jurisdictions demonstrate in the Housing Element that the land inventory is adequate to accommodate that jurisdiction’s share of the region’s projected growth. Due to a healthy building record, the City has met the majority of its identified regional need. The City has a remaining RHNA of 178 housing units in the lower and moderate income categories. The City has a variety of residential opportunity sites available that meet and exceed the identified housing need. This section of the Housing Element presents the six candidate sites that have been chosen due to the high likelihood that residential development will occur during the planning period. Additional housing opportunities are presented as a resource for the City, developers, and property owners. Combined, the candidate sites and the housing opportunity sites ensure that additional opportunities beyond the remaining RHNA are provided for the planning period. Many factors influence development decisions, including location, market trends, timing, and development activities on adjacent or nearby properties. While the City does not rely on these additional opportunity sites to meet its remaining RHNA, no constraints exist on these sites that would prevent their being developed or redeveloped during the Housing Element period.

RHNA Candidate Sites

The RHNA candidate sites for Garden Grove include two vacant residential sites, two recyclable residential sites, potential development of second units, and two mixed use sites. These sites are expected to be developed during the planning period and have the size and density that are appropriate to facilitate development of affordable housing. A detailed listing is included in the Appendix in Table A-1.

A realistic density calculation of 80 percent of the maximum density has been applied to the sites. Achievable density on a property is often influenced by how much a developer is willing to spend on a development, which is beyond the discretion of the local agency. In a tight housing market, achieving maximum density is financially feasible because the developer is able to recuperate its investment even at high density products that do not usually command the highest market value. The 80 percent realistic capacity figure is also consistent with development standards in urbanized areas such as Garden Grove where required site improvements and standards are conducive to achieving higher densities. The City, in recognition of the high demand for housing in the community, expects higher densities. These densities can also increase with the addition of a density bonus. In addition, all but one of the sites is located in a redevelopment project area which provides the opportunity for developers to work with the Agency for financial, technical, and lot consolidation assistance.

Vacant Residential Sites

Vacant Residential Site #1

Vacant residential Site #1 offers the opportunity for development of 51 units on a two-acre parcel. Designated in the General Plan for Medium Density Residential, the site is permitted a density of 32 units per acre. Based on the density, the potential units are counted toward the lower-income category for the RHNA consistent with State law (AB 2348). This site is located within a redevelopment project area. Due to the high demand for residential development in Garden Grove and the lack of vacant and appropriately sized lots, the City anticipates that densities on this site will reach upwards of the maximum allowed (32 units per acre).



Vacant Residential Site #1

Vacant Residential Site #2

Vacant residential Site #2 offers the opportunity for development of 25 units on a parcel that is one acre in size. Designated in the General Plan for Medium Density Residential, the site is permitted a density of 32 units per acre. Based on the density, the potential units are counted toward the lower-income category for the RHNA consistent with State law (AB 2348). Due to the high demand for residential development in the Garden



Vacant Residential Site #2

Grove and lack of vacant and appropriately sized lots, the City anticipates that densities on this site will reach upwards of the maximum allowed (32 units per acre).

Table 41: RHNA Candidate Sites: Vacant Residential Sites

Site	General Plan /Zoning	Maximum Residential Density Allowed	Acres	Capacity (80% of allowed density)	Affordability Level
Vacant Residential Site #1	Medium Density Residential/CCSP-CCR20	32 du/ac	2.00	51 units	Lower
Vacant Residential Site #2	Medium Density Residential/Multiple Family Residential (R-3)	32 du/ac	0.99	25 units	Lower

(du/ac) = dwelling units per acre.

A realistic density calculation of 80 percent of maximum density has been applied to the sites.

Due to the density at which the recyclable residential acreage is available, the potential units are counted toward the lower-income category for the RHNA consistent with State law.

Sources: Vacant Land Survey, Community Development Department, City of Garden Grove, 2008

Recyclable Residential Sites

Two sites along Garden Grove Boulevard offer the additional opportunity for residential development. Encompassing 2.16 acres, the Land Use Element has designated these two areas Medium Density Residential (MDR, 32 units per acre). Previously designated for commercial use, the City, as part of the 2008 General Plan update, re-designated these two properties as MDR. The intent of the change is for these parcels to transition to a residential use since parcel depths have not been able to successfully facilitate new or viable commercial development. The change in designation will also create a more cohesive neighborhood as the new intended uses will blend in with the surrounding residential neighborhood. These sites are located within a redevelopment project area; developers can benefit from agency assistance for lot consolidation. The sites are located in the Garden Grove Boulevard focus area in the General Plan. The land use intent for this area is development of residential uses of up to four stories high. A description of the site is included below.

Recyclable Residential Site #1

Recyclable Residential Site #1 consists of four contiguous parcels totaling 1.09 acres. The site has the potential for 28 units. Currently used for small scale commercial uses, the General Plan intends for transition of this site to residential uses. Its location along Garden Grove Boulevard provides the ideal opportunity for higher density development. The site is located in the Garden Grove Boulevard focus area in the General Plan. This particular site is intended for residential development only in compliance with the R-3 Multi-Family Residential zone.



Recyclable Residential Site #1

Recyclable Residential Site #2

Recyclable Residential Site #2 consists of five contiguous parcels totaling 1.07 acres. The site has the potential for 27 units. Currently used for small scale commercial uses, the General Plan intends for transition of this site to mid-rise residential uses. Its location along Garden Grove Boulevard provides the ideal opportunity for higher density development.



Recyclable Residential Site #2

Table 42: RHNA Candidate Sites: Recyclable Residential Sites

Site	General Plan /Zoning	Maximum Residential Density Allowed	Acres	Capacity (80% of allowed density)	Affordability Level
Recyclable Residential Site #1 (4 parcels)	Medium Density Residential/ R-3	32 du/ac	1.09	28 units	Lower
Recyclable Residential Site #2 (5 parcels)	Medium Density Residential/ R-3	32 du/ac	1.07	27 units	Lower

(du/ac) = dwelling units per acre.

A realistic density calculation of 80 percent of maximum density has been applied to the sites.

** Due to the density at which the recyclable residential acreage is available, the potential units are counted toward the lower-income category for the RHNA consistent with State law.

Second Unit Residential Potential

The City projects that during the planning period, approximately 42 second units will be developed (9 per year), as 19 second units were approved between 2006 and 2008. These second units are included as credits consistent with HCD guidelines. These units are anticipated to be affordable to moderate-income households given their comparable size and rent relative to small rental units in Garden Grove (studio and one-bedroom units).²³ Based on a survey from November 2, 2007, average rents for studio and one-bedroom rental units ranged from \$955 to \$1,200, which meets the affordability criteria for moderate-income persons (one-person households) set forth in **Table 23** of the Community Needs Assessment.

²³ Second unit is a technical planning term and therefore not normally used in rental listings. More importantly, pursuant to State law, second units must be permitted via a ministerial procedure. Neither State law nor the City’s second unit ordinance requires the second units to be rented. Therefore, the City has no authority to collect information on potential rents when such information is not relevant to the approval of the second units. Furthermore, most second units are occupied by family members at no or low costs. As such, obtaining actual rents for second units from rental listings is not feasible and using rents for similar units is an appropriate and only feasible approach.

Vacant Mixed Use Sites

Mixed Use development will be an important tool for the City to encourage and facilitate new residential development. The two mixed use candidate sites offer the ideal opportunity for residential development for the 2008-2014 Housing Element cycle, as they are both vacant, located in redevelopment project areas and both sites are owned the by Garden Grove Agency for Community Development (redevelopment agency). The larger site (Site #1) represents the most significant opportunity and is the City's prime mixed use candidate site due to the size, location, City ownership, recent infrastructure upgrades, densities allowed (42 units per acre), and the City's commitment to development of this site in the short term. Development of mixed use site #1 (with a capacity for 237 units) is sufficient to meet the City's remaining RHNA of 173 lower income units. Mixed use site #2 is included as surplus site as its size, ownership by the City's redevelopment agency, and densities allowed (42 units per acre) represents a very realistic development opportunity during the planning period and demonstrates the City's commitment to providing expanded opportunities for residential development above and beyond its identified housing need.

Below is a description and summary of the mixed use land use designation and intent followed by a description of the two sites.

Mixed Use Designation

A key focus of the General Plan 2030 is to expand mixed use. The City intends for mixed use to provide developments that blend residential, commercial, industrial, or civic/institutional uses. By combining complementary uses, mixed use projects bring energy and vitality to areas during both daytime and after-work hours. Mixed use areas offer the opportunity for symbiotic developments that benefit both residents and the businesses operating within them. In addition, mixed use allows the advantage of flexibility of design to take full advantage of market shifts and land use trends. The General Plan 2030 allows both vertical and horizontal mixed use. Mixed use also offers the opportunity for higher density development that is appropriate to facilitate housing affordable lower-income residents consistent with State law (AB 2348).

Both vacant mixed use sites are designated in the General Plan as Residential/Commercial Mixed Use 1 (RC1) which is intended to provide for a mix of higher density residential and commercial uses. The character of the area will include tall, urban, mixed use development. The Residential/Commercial Mixed Use designation allows residential densities up to 42 dwelling units per acre. Based on the density, these units are counted toward the lower-income category for the RHNA consistent with State law (AB 2348).

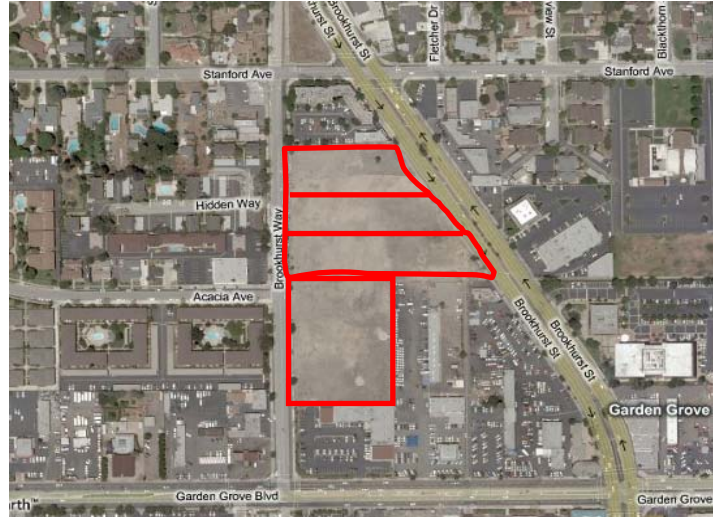
Predominantly residential developments are allowed with the inclusion of a small neighborhood serving commercial component. City staff has indicated that commercial stand alone is unlikely as the City has historically not attracted significant commercial development. The City has, on the other hand, seen a very high demand for residential development products. The City expects development of predominantly residential developments that include a small neighborhood serving commercial component.

Currently there are no implementing zone(s) for the mixed use designations. Implementing zones will be adopted as part of the comprehensive Land Use Code expected to be completed by December 2010 and outlined in Program 9. Until that time, mixed use projects will go through the Planned Unit Development process which will allow for site specific standards. Once the mixed use zones are adopted (December 2010), development projects will no longer be subject to the PUD process. The mixed-use development standards will include a density from 21 to 60 du units per

acre (depending on location), shared parking arrangements, and encouragement of multi-story developments will be crafted to facilitate development of affordable housing and to allow the highest use of the land by encouraging the highest densities allowable.

Vacant Mixed Use Site #1

Mixed Use Site #1 provides the opportunity for development of 237 residential units. Mixed Use Site #1 is part of the Brookhurst Triangle property and is located within a redevelopment project area. The four vacant parcels (totaling 7.04 acres) that comprise this site is part of a larger 14-acre property that is owned by the redevelopment agency. The City envisions a residential/retail mixed-use development and estimates that up to 800 new residential could be built on the 14 acres, with approximately 236 units on the currently vacant portion. The site is located along Garden Grove Boulevard, a major focus area for the City where intensification and high-rise residential development is envisioned in the General Plan. The site's prominent location along the City's major corridor and its close proximity to new development projects indicates that the area has a high potential for development in the planning period. To the south of the site, the Garden Grove Galleria, a mixed-use project, is currently under construction. The 66-unit Galleria site is being developed at residential density of 22 units per acre.



Vacant Mixed Use Site #1

The four parcels that make up the site are owned by the redevelopment agency which will facilitate development of the site. The City anticipates construction of the mixed-use development within the next five years. Development proposals will be reviewed by the City to ensure that development meet intent stated in the General Plan for this area as residential and commercial area.

To further facilitate development the City completed a significant infrastructure project related to sewer upgrade and street median improvements for the site. The Brookhurst Triangle Sewer and Street Median Improvement Projects consisted of constructing new sewer lines in Garden Grove Boulevard and Brookhurst Street. The sewer improvements consisted of approximately 49 feet of 8-inch, 186 feet of 12-inch, 592 feet of 15-inch, 2,526 feet of 18-inch, and 1,395 feet of 21-inch extra strength Vitrified Clay Pipe (VCP). It also included the construction of twenty-one (21) new manholes and the modification of four (4) existing manholes. Reconstruction of existing sewer line on Nelson Street, south of Garden Grove Boulevard and reconstruction of storm drain connector pipes in three different locations was also included in this project. Reconstruction of existing median islands included concrete curb hardscape, irrigation, street light relocation and landscaping.

Mixed Use Site #2

Mixed Use Site #2 is made up of eleven contiguous vacant parcels that total 1.87 acres. The site has the potential for 63 units and is owned by the redevelopment agency. The Agency has leased the site on a temporary basis as an automobile dealership storage area but the site is considered vacant. Construction of a mixed use development represents the highest use of the land, as compared to temporary automobile storage, and it would benefit the Agency through revenue generation to

strive for development of the parcels. As such, the interim use will not impede future development of the site. The site is located in the General Plan Civic Center focus area and in a redevelopment project area. The General Plan designation envisions a mix of civic, institutional, commercial, higher density residential, and open space. The Civic Center Mixed Use designation allows residential densities up to 42 units per acre.



Vacant Mixed Use Site #2

Table 43: RHNA Candidate Sites: Vacant Mixed Use Sites

Site	General Plan /Zoning	Maximum Residential Density Allowed	Acres	Capacity (80% of allowed density)	Affordability Level
Mixed Use Site #1 (4 parcels)	Mixed Use 1/PUD	42 du/ac	7.04	237 units	Lower
Mixed Use Site #2 (11 parcels)	Mixed Use 1/PUD	42 du/ac	1.87	63 units	Lower

(du/ac) = dwelling units per acre.

*The capacity of the RHNA candidate site has been calculated by the City to be approximately 800 units. To provide a realistic capacity for the current planning period, the calculation relies solely on the vacant half of the property. Although the capacity can be calculated at 400 units based on the City's estimate, for purposes of this document the capacity is based on 80 percent of maximum density to account for development regulations and required site improvements.

Due to the density at which the vacant mixed use acreage is available, the potential units are counted toward the lower-income category for the RHNA consistent with State law.

Comparison of Sites Inventory and RHNA

Candidate sites identified in this inventory have the capacity for residential development of 473 income-targeted housing units on vacant residential, recyclable residential, and vacant mixed use properties (**Table 44**) and meet the remaining RHNA for the 2008-2014 planning period.

In Table 44 the City has identified sites for 473 residential units that meet 266 percent of the remaining RHNA. This surplus of 295 units ensure that even if a fraction of the sites are developed, they will meet the City's remaining identified need for the planning period.

Table 44: Comparison of RHNA Candidate Sites and RHNA

Income Category	Unit Capacity on Vacant Residential Sites	Unit Capacity on Recyclable Residential Sites	Unit Capacity on Second Unit Potential	Unit Capacity on Vacant Mixed Use Sites	Unit Capacity on All Sites	Remaining RHNA	Difference
Extremely Low and Very Low	38	27	-	100	165	45	--
Low	38	28	-	100	166	66	-
Moderate			42	100	142	67	-
Above Moderate			-	-		-	-
Total	76	55	42	300	473	178	-

Availability of Infrastructure for Identified Sites

Currently infrastructure is in place to accommodate all development identified in the site inventory. The City's sewer system is undergoing maintenance upgrades consistent with the 2006 System Evaluation and Capacity Assurance Plan prepared by the Garden Grove Sanitary District. The Plan established a Sewer Capital Improvements Plan that spans from 2006 to 2016. Staff from the Garden Grove Sanitary District indicated that only Vacant Residential Site #2 and Recyclable Residential Site #2 are located within a sewer capacity deficiency zone. Sewer capacity and infrastructure in the zone in which Recyclable Residential Site #2 is located will be upgraded in 2009. Staff indicated that Vacant Residential Site #2 is in a sewer capacity deficiency zone that is expected to be upgraded in 2013. This will not constrain development of the site as the developer can be reimbursed for completing the appropriate sewer system upgrades earlier consistent with the Sewer Capital Improvements Plan (and reflected on Program 8).

The City's water services provision and infrastructure that is currently in place is sufficient to accommodate projected growth. The City has 360 miles of water lines and 12 wells strategically located throughout the City, with a pumping capacity of over 35,000 gallons per minute. In 1993, the sale of water bonds allowed the City to take on many capital improvement projects to provide a safe and abundant water supply for the Garden Grove community. The improvements include the building of a new water supply well, two new reservoirs, and upgrades to the City's import water connections and water distribution system. As the City ages, the Water Services Division will continue replacing aging infrastructure in certain areas of the City. To this end, the City is currently updating its Water Systems Master Plan to assess the need for replacement and expansion of water facilities. To ensure appropriate water levels for the community in the future, the City is working with the Orange County Water District and Orange County Sanitation District to diversify the County's water supply with the development of the Groundwater Replenishment (GWR) system. This innovative water purification project will provide a new source of locally controlled, high-quality water for north and central Orange County.

Additional Housing Opportunities

To further encourage development in the City, the Element includes additional resources for residents and developers in the form of a housing opportunities inventory that includes:

- Vacant residential land

- Residential areas with capacity for recycling
- Vacant mixed use land

The primary sites to meet the RHNA are contained in the RHNA Candidate Sites section of the Housing Element. This Additional Housing Opportunities listing is included for reference. The listing of these properties will ensure that the Housing Element is a resource for City staff and decision-makers, residents, and developers during the planning period. These resources will assist in the development of housing by providing an up-to-date guide to housing development opportunities. A detailed listing is included in the Appendix in Table A-2.

Vacant Residential Land

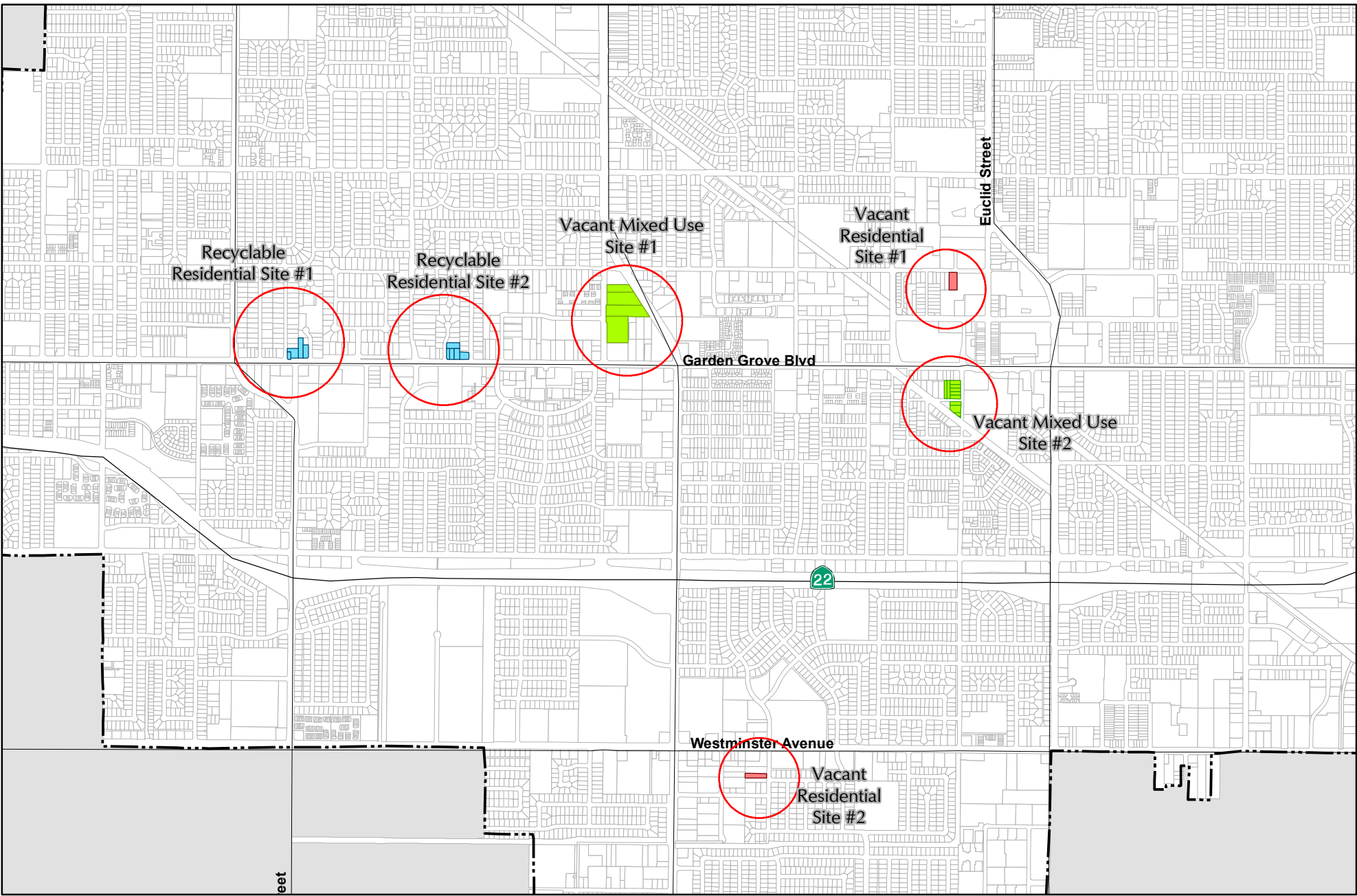
The inventory of vacant land zoned specifically for residential use totals just under seven acres (not including the vacant residential RHNA Candidate sites). The inventory identifies 2.81 acres designated Low Density Residential and 0.77 acres Medium Density Residential. These vacant properties have the potential to yield 40 units, half of which are at appropriate densities to accommodate lower-income housing, consistent with State law.²⁴ A listing of the vacant residential parcels is included in the Appendix.

Recyclable Residential Parcels

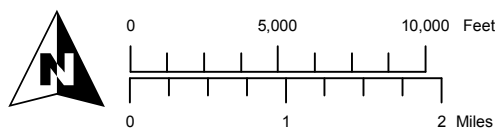
In addition to the recyclable residential parcels identified in the sites inventory, an additional five parcels along Garden Grove Boulevard offer the additional opportunity for residential development. Encompassing 1.39 acres, the Land Use Element has designated these two areas Medium Density Residential (MDR, 32 units per acre). Previously designated for commercial use, the City, as part of the 2008 General Plan update, changed the designation to MDR. The intent of the change is for these parcels to transition to a residential use since parcel depths have not been able to successfully facilitate new or viable commercial development. The change in designation will also create a more cohesive neighborhood as the new intended uses will blend in with the surrounding residential neighborhood. These recyclable residential parcels have the potential to yield 36 units at appropriate densities to accommodate lower-income housing, consistent with State law.²⁵ A listing of the recyclable residential parcels is included in the Appendix.

²⁴ California Government Code Section 65583.2 provides that if a local government has adopted density standards consistent with the population based criteria set by 65583.2 (at least 30 du/ac for Garden Grove), the Department of Housing and Community Development (HCD) is obligated to accept sites with those density standards as appropriate for accommodating the jurisdiction's share of regional housing need for lower-income households. HCD Memorandum: Amendment of State Housing Element Law – AB 2348, June 9, 2005.

²⁵ California Government Code Section 65583.2 provides that if a local government has adopted density standards consistent with the population based criteria set by 65583.2 (at least 30 du/ac for Garden Grove), the Department of Housing and Community Development (HCD) is obligated to accept sites with those density standards as appropriate for accommodating the jurisdiction's share of regional housing need for lower-income households. HCD Memorandum: Amendment of State Housing Element Law – AB 2348, June 9, 2005.



Source: Census 2000 TIGER/Line Data.



LEGEND

	City Boundary		Major Road
	Freeway		Railroad
	Hydrology		

Sites Inventory

	Vacant Residential Sites
	Vacant Mixed-Use Sites
	Recyclable Residential Sites

Figure 7
RHNA Candidate Sites

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Vacant Mixed Use Properties

Twenty five vacant mixed use parcels are available for development of approximate 159 housing units. Projections in the Land Use Element indicated that over the life of the General Plan, mixed-use areas can accommodate 6,400 new residential units. These properties are intended for higher density development (in the range of 21 to 42 units per acre), most of which appropriate accommodate lower-income housing, consistent with State law. A listing of the vacant mixed use parcels is included in the Appendix.

Financial Resources

The City currently utilizes several sources of funding to assist in the provision of quality housing to lower-income residents. The following section describes the available funding sources: redevelopment set-aside funds administered by the Garden Grove Redevelopment Agency, Community Development Block Grant (CDBG funds), HOME Investment Partnership Program Funds (HOME), and the Section 8 rental assistance program operated by the Garden Grove Housing Authority.

Redevelopment Set-Aside Funds

Redevelopment set-aside funds are a primary source of financing used for the preservation, improvement, and development of affordable housing by communities throughout California. As required by law, the Garden Grove Agency for Community Development (Agency) sets aside 20 percent of all tax increment revenue generated from the redevelopment project area for the purpose of increasing and improving the supply of housing for low- and moderate-income households. The Agency has \$8.1 million in redevelopment set-aside funds available for housing activities during the Housing Element cycle. Over the next five years, the Agency is expected to generate up to an additional \$5.4 million in set-aside funds. The Agency will use these funds for affordable housing projects and housing rehabilitation programs. The availability of set-aside funds is based on projections of growth in property value and associated property tax and the amount of redevelopment to occur within the next five years.

Department of Housing and Urban Development (HUD) Grants

Several funding programs from the federal Department of Housing and Urban Development (HUD) allow the City to fund community development and housing activities. These programs include the Community Development Block Grant (CDBG), HOME Investment Partnership Program Funds, and Emergency Shelter Grants (ESG).

The CDBG program provides funds to local governments to fund a wide range of housing and community development activities for lower-income persons. Garden Grove receives approximately \$2.5 million in CDBG funds annually. In 2007-2008 through CDBG-funded public services, the City assisted 861 individuals directly through the City's Senior Center and the senior home meal delivery program, and 34,546 residents of low- and moderate-income neighborhoods through the gang suppression unit. CDBG expenditures also include a Senior Home Improvement Grant program and annual repayment towards a Section 108 loan, which has generated 1,200 jobs through economic development. Section 108 is the loan guarantee provision of the CDBG program that provides

communities with a source of financing for economic development, housing rehabilitation, public facilities, and large-scale physical development projects. In 2007-2008, Garden Grove received \$2.6 million to be used for various projects including, affordable housing improvements and rehabilitation through the senior home improvement grant program, substandard housing abatement and fair housing services.

HOME funds are used – often in partnership with local nonprofit groups – to build, buy, and/or rehabilitate affordable housing for rent or homeownership or provide direct rental assistance to low-income people. HOME funds are used to address housing needs priority from the 5-Year Consolidated Plan, namely to increase and preserve the supply of affordable housing through acquisition and/or rehabilitation of single-family and multi-family residences. As a recipient of HOME funds, Garden Grove is required to match each HOME dollar spent with non-federal funds at a rate of 25 percent. The City has met and exceeded these match requirements through a combination of bond financing resources. Garden Grove receives approximately \$1.05 million annually in HOME funds.

The Emergency Shelter Grants (ESG) program provides homeless persons with basic shelter and essential supportive services. Grantees such as Garden Grove receive ESG grants and make these funds available to eligible recipients, which can be either local government agencies or private nonprofit organizations. Through the ESG program, the City funds non-profit organizations that work to address the needs of homeless persons and those threatened with homelessness. The City's ESG program funds several non-profit organizations: Dayle McIntosh Center, Thomas House Temporary Shelter, Women's Transitional Living Center, and Interval House.

Federal funds have facilitated the acquisition and rehabilitation of units. In conjunction with private developers, the City has utilized HOME funds to facilitate the upgrade of the Tamerlane Drive neighborhood, a low-income neighborhood with deteriorating housing and property management, apartment overcrowding, graffiti, and emerging violent gang activity. The City provided HOME, CDBG, and set-aside funding support for the purchase of three apartment buildings in the neighborhood, resulting in the dedication of 12 affordable units. Since the HUD approval of a Release of Funds for the three-year Tamerlane Neighborhood Revitalization Program, 11 apartment buildings have been acquired, totaling 62 units.

Section 8 Rental Assistance Program

The Garden Grove Housing Authority is funded by HUD grants to provide rental subsidies to low-income families through the Section 8 Rental Assistance Program. The Section 8 program assists low-income families by paying the difference between 30 percent of the tenant's adjusted income and the fair market rent standard for the area. The program assists over 2,300 income-qualified families.

CalHome Grants

CalHome Grants are given to local public agencies and nonprofit developers to assist individual households through deferred-payment loans. The grants are given to local public agencies or nonprofit corporations for first-time homebuyer down payment assistance, home rehabilitation, acquisition and rehabilitation, homebuyer counseling, self-help mortgage assistance programs, or technical assistance for self-help homeownership. In 2007, the City was awarded a \$600,000 CalHome grant to fund the first-time homebuyer and residential rehab programs.

Housing Agreements

The Agency for Community Development assists in the development of new affordable housing units by entering into Disposition Development Agreements (DDA) or Owner Participation Agreements (OPA) with developers. DDAs or OPAs may provide for the disposition of Agency-owned land at a price that can support the development of units at an affordable housing cost. These agreements may also provide for development assistance, usually in the form of a density bonus or payment of specified development fees or other costs that cannot be supported by the proposed development. Land disposition projects to date include Sycamore Walk, Brentwood Village, Acacia Cottages, Heritage Way, and Rosewood Village. The Agency is currently working with a housing developer to provide affordable senior housing units at a newly developed senior housing complex.

Administrative Resources

The City of Garden Grove Community Development Department and the Economic Development Department play important roles in the implementation of Housing Element programs and policies. The City also works closely with non-profit developers to expand affordable housing opportunities in Garden Grove.

Community Development Department

The Community Development Department manages, reviews, and approves development plans for all properties. There are three divisions in the department: Building Services Division, Planning Services Division, and Housing and Neighborhood Services Division. The Planning Division is responsible for administering planning and land use codes. The land use regulations are intended to create a positive business and living environment while preserving and enhancing the appearance of the City. The Building Services Division is responsible for the application and administration of State and local building regulations. The Neighborhood Improvement Division is involved with redeveloping blighted areas by preserving existing neighborhoods and developing new neighborhoods and facilities. Staff within the Community Development Department manages the CDBG and HOME funds, including the filing of grant applications and administration of funds made available for City programs. The Department is also responsible for projects involving affordable housing development through new construction and acquisition/rehabilitation.

Economic Development Department

Working under the authorization of the Garden Grove Agency for Community Development, the Economic Development Department is responsible for redevelopment, business retention and attraction, and affordable housing activities. The Department markets development opportunities within the City to promote and attract retail, industrial, and entertainment ventures.

Non-Profit Developers

An alternative to providing subsidies to existing property owners to keep units available as low-income housing is for public or non-profit agencies to acquire or construct housing units to replace affordable units at risk of converting to market-rate rents. Non-profit ownership assures the future availability of purchased units as low-income housing. Several public and nonprofit agencies have

worked to provide affordable housing in Garden Grove. Jamboree Housing Corporation and the Orange County Community Housing Corporation are included in the State's list of entities with the legal and managerial capacity to acquire and manage at-risk projects.

Jamboree Housing Corporation (JHC) is involved in the development, rehabilitation, and management of housing units, as well as providing technical assistance to other affordable housing providers. JHC, in partnership with the City of Garden Grove, acquired and renovated units in serious disrepair in the Briar Crest, Sunswept, and Rose Crest Apartments.

The Orange County Community Housing Corporation (OCCHA) is the oldest and largest non-profit affordable housing developer in Orange County. OCCHA works with the County of Orange and many of the cities in Orange County to create, develop, and manage affordable housing. OCCHA developments in Garden Grove include the Buena Street Apartments.

Habitat for Humanity partners with local businesses, community organizations, faith communities, cities and volunteers to build homes which are sold to qualified families for closing costs, one percent down payment, and a long-term mortgage. Habitat for Humanity has completed 122 homes in Orange County and is currently working with the cities of Fullerton, Buena Park, Anaheim, San Juan Capistrano, and Westminster. The organization actively seeks partnerships with cities and other landowners to find land on which to build more Habitat homes.

Energy Conservation Opportunities

As residential energy costs rise, increasing utility costs reduce the affordability of housing. Title 24 of the California Administrative Code sets forth mandatory energy standards for new development and requires the adoption of an "energy budget". The home building industry must comply with these standards while localities are responsible for enforcing the energy conservation requirements. To address increasing energy demand, and lower energy consumption as a means to reduce housing costs, the City has two programs that help fund energy efficiency upgrades for lower income households. The Senior Home Improvement Grant and Mobile Home Grant programs include weatherization and energy conservation items such as insulation, caulking, and weathers stripping as part of the permitted improvements.

The City's commitment to energy conservation and to address climate change is reflected in the City's General Plan. The Land Use, Circulation, Air Quality, and Conservation Elements of the General Plan contain various programs related to energy conservation and reduction of greenhouse gases. Because reduction in vehicle trips is the most effective strategy to reduction of greenhouse gases, land use and circulation policies encourage alternatives to the automobile through more compact and pedestrian friendly development. Policies in the Air Quality Element will require sidewalks through parking lots, bicycle racks near building entrances and other provisions to encourage walking and cycling at all mixed use facilities. The Air Quality Element also encourages vehicle trip reduction as a way to work towards clean air while still permitting reasonable planned growth. Specific policies include encouraging infill development projects within urbanized areas that include jobs centers and transportation nodes and increased residential densities around bus and/or rail transit stations. Program 9 of the Housing Element encourages mixed use development in the City to significantly reduce vehicle miles traveled. Mixed use developments will be able to achieve higher densities than the residential designations in the City. The Mixed Use designations are intended to provide for a mix of residential and commercial uses at up to 42 units per acre density.

This designation is expected to create more compact and walkable developments near major transit routes.

Southern California Edison (SCE) offers a variety of energy conservation services as part of its Customer Assistance Programs (CAP). The Energy Assistance Fund helps income-qualified residential customers facing financial hardship manage their electricity bills during the months of February and March. These services are designed to help low-income households, senior citizens, permanently disabled, and non-English speaking customers control their energy use. The 2007 Residential Multifamily Energy Efficiency Rebate Program offers property owners and managers incentives on a broad list of energy efficiency improvements in lighting, HVAC, insulation and window categories. These improvements are to be used to retrofit existing multifamily properties of two or more units.

Additionally, the Southern California Gas Company offers various rebate programs for energy efficient appliances and makes available to residents energy efficient kits at no cost. The Gas Company also offers no-cost weatherization and furnace repair or replacement services for qualified limited-income customers. The Comprehensive Mobile Home Program provides qualifying mobile home customers with no-cost energy conservation evaluations, installations of low-flow showerheads and faucet aerators, and gas energy efficiency improvements, such as duct test and seal of HVAC systems. The Designed for Comfort program provides energy efficiency design assistance, training and incentives for housing authorities, owners of multifamily affordable and supportive housing projects (which offer homes to persons with special needs).

Chapter 5

REVIEW OF ACCOMPLISHMENTS

The provision of housing that fulfills the diverse needs of the community is a fundamental priority for the City of Garden Grove. The Housing Plan provides a statement of the community's goals and objectives relative to housing production, opportunities, and maintenance. The goals, policies, and programs in the Plan build upon identified housing needs, constraints, and resources to address housing needs in the community, and will guide City housing policy through the 2008-2014 planning period. Prior to presenting the goals, policies, and programs, an evaluation of the programs in the previous Housing Element (2000) is presented as a foundation for 2008-2014 Housing Element Plan.

Evaluation of Previous Accomplishments

State law (California Government Code Section 65588[a]) requires each jurisdiction to review its housing element as frequently as appropriate and evaluate:

- The appropriateness of the housing goals, objectives, and policies in contributing to the attainment of the state housing goal;
- The effectiveness of the housing element in attainment of the community's housing goals and objectives; and
- The progress in implementation of the housing element.

The evaluation provides valuable information on the extent to which programs have been successful in achieving stated objectives and addressing local needs, and to which these programs continue to be relevant to addressing current and future housing needs in Garden Grove. The evaluation provides the basis for recommended modifications to policies and programs and the establishment of new housing objectives.

Table 45 shows the progress the City made toward implementing the 2000 housing programs. Based on this information, an analysis of the effectiveness and continued appropriateness of these programs is provided, and the goals, policies, and programs of in the 2000 Housing Element have been updated to reflect this evaluation.

**Table 45: City of Garden Grove 2008-2014 Housing Element
Previous Program Accomplishments (2000 Housing Element)**

Program	Objectives	Accomplishment	Effectiveness and Appropriateness
Identification of Adequate Sites			
<i>Related Goals and Policies:</i>			
<p><i>Policy:</i> Promote a balance of new housing to meet the needs of the community</p> <p><i>Policy:</i> Grant density bonuses and fee waivers for affordable housing developments on a project by project basis pursuant to implementing procedures for such projects under the provisions of AB1115</p>			
<i>Programs:</i>			
Sites Inventory	Accommodate 1,932 residential units on 88 acres of available land.	Based on a review of Building Department records, between 1998 and 2005 the City fulfilled 82 percent of its remaining regional housing construction needs.	This program is updated to reflect housing production goals for 2008-2014 Housing Element.
Redevelopment Area Potential	Identify residential sites within the redevelopment area.	The Redevelopment Agency works closely with interested developers to identify potential sites for residential development.	Assistance in identifying sites for developers interested in residential development is a standard function of the Redevelopment Agency. This program is merged with the program above as an overall strategy to provide adequate sites and facilitate residential development.
Land Recycling	Identify underdeveloped sites suitable for housing development. Encourage property owners to recycle to higher densities where feasible.	The City identifies underutilized properties during preliminary inquiries by properties owners. When a property owner inquires about potential development on a site, those sites that are identified as being underutilized by City staff are then encouraged to recycle their properties to higher densities consistent with a site's density potential.	As a built-out city, Garden Grove will continue to rely on infill development and underutilized sites to meet housing needs. Identification of underutilized residential properties will continue to be an important proactive step. This program is merged with the Sites Inventory Program as a comprehensive strategy to provide adequate sites for the RHNA.
Land Acquisition	Acquire land suitable for housing development (5 acres on Katella Avenue, west of Gilbert Street with capacity for 45 units).	The City acquired the property and construction was completed on 42 single-family homes.	The City will continue to provide assistance for affordable housing development, including land acquisition and land write-down. This program is included in the 2008-2014 Housing Element as part of the City's strategy to assist in affordable housing development.
Assistance in the Development of Adequate Sites			
<i>Related Goals and Policies:</i>			
<p><i>Goal:</i> Meets the needs of large family households, elderly persons, and persons with disabilities</p> <p><i>Specific Goal:</i> Provide assistance to developers in assembling land for construction of new housing units</p> <p><i>Policy:</i> Ensure that land use and zoning standards provide sufficient flexibility to promote a wide range of housing types and densities</p> <p><i>Additional Policy:</i> Promote the provision of adequate housing for households with special needs, including but not limited to, large families, handicapped persons, families with children, the elderly, and the homeless</p>			

**Table 45: City of Garden Grove 2008-2014 Housing Element
Previous Program Accomplishments (2000 Housing Element)**

Program	Objectives	Accomplishment	Effectiveness and Appropriateness
Programs:			
Zoning/General Plan Consistency Analysis	To ensure compatibility and consistency, continue to review zoning codes and General Plan.	The City has consistently examined land use patterns to identify land use incompatibilities. The City's current (2008) General Plan update process will verify consistency and address any incompatibilities through the General Plan update process and the subsequent planned update to the Zoning Code.	The City's current (2008) General Plan update process will verify consistency and address any incompatibilities through the General Plan update process and the subsequent planned update to the Zoning Code. As this is currently being addressed, this program is removed from the 2008-2014 Housing Element.
Reduction of Processing and Review Time	Give priority to projects that provide housing opportunities.	Expedited processing is standard practice for all types of development proposals.	The City will offer priority processing for projects that offer affordable housing opportunities. This program is included in the 2008-2014 Housing Element as part of the City's strategy to assist in affordable housing development.
Modification of development standards	Allow modification of development standards by use of a PUD (Planned Unit Development) application process in order to reduce development costs.	<p>Since 2001, 18 Planned Unit Developments have been constructed or approved. Together, the 18 PUDs provided for 954 housing units.</p> <p>The City of Garden Grove has received an increased interest from property owners to develop duplexes, triplexes, and small lot subdivisions in R-2 and R-3 districts. The City is scheduled to adopt standards for these types of development in June 2008 with the intent of facilitating the development of smaller multiple family residential projects and more dense developments in these zones.</p>	<p>Planned Unit Development is permitted under the as part of the City's Zoning Ordinance. This program is removed from the 2008-2014 Housing Element as a housing program.</p> <p>A new program – adoption of a reasonable accommodation ordinance – is included in the 2008-2014 Housing Element as a tool to expand access to housing for disabled persons.</p>
New Construction of Affordable Housing	<p>Use CDBG and HOME funds for land write-downs and construction/financial assistance to facilitate the development of affordable housing.</p> <p><u>Objective:</u> Provide write-down assistance of approximately \$60,000 per unit which could facilitate the addition of approximately 84 low income affordable units.</p>	Since 2000, 95 new affordable units have been built in Garden Grove. The Sungrove Senior Apartments provided 82 affordable units and Brentwood Village provided 13 affordable units.	Leveraging City funds to construct affordable housing is a key tool to increase the supply of affordable housing in Garden Grove. The City has been effective in using a combination of State and federal funds and redevelopment set-aside funds to construct new units. The need and demand for affordable housing in Garden Grove justifies continuing this program in the 2008-2014 Housing Element. This program is merged with the Land Acquisition as part of the City's strategy to assist in affordable housing development.

**Table 45: City of Garden Grove 2008-2014 Housing Element
Previous Program Accomplishments (2000 Housing Element)**

Program	Objectives	Accomplishment	Effectiveness and Appropriateness
New Construction of Senior Apartments	<p>Encourage construction of affordable senior units in areas designated for Community Residential (60 du/ac) with relaxed parking requirements and development assistance.</p> <p><u>Objective:</u> Facilitate the development of 4 senior apartment developments at 60 units per acre. This objective would result in adding 281 new low income affordable units to the community.</p>	<p>Since 2000, three senior housing developments have been constructed or are under construction, resulting in 260 new senior units. Of these 166 are affordable to lower income senior households.</p>	<p>Demand for senior apartments is great as demonstrated by the quick leasing of newly developed senior units in the City. This program is still relevant given the growing need for housing and services for the senior population and is included in the 2008-2014 Housing Element.</p>

Improvement of the Housing Stock

Related Goals and Policies:

Goal: Increase the supply of affordable housing thorough the acquisition and/or rehabilitation of both single- and multi-family homes

Specific Goal: Reduce lead-based paint hazard

Specific Goal: Work with owners of key multi-family neighborhoods to develop improvement programs

Specific Goal: Provide grants, rebates, or loans to owner occupied units in focus neighborhoods

Policy: Strongly enforce the building, zoning, and property maintenance code

Policy: Support neighborhood efforts to eliminate crime, graffiti, and poor maintenance practices

Policy: Continue programs directed at preserving the physical quality of housing and neighborhood environments

Policy: Focus improvement programs in neighborhoods with the greatest need

Policy: Promote the rehabilitation of substandard and deteriorating housing

Policy: Encourage homeowners who cannot afford to rehabilitate their homes to participate in neighborhood improvement programs

Policy: Work with for-profit and non-profit developers in the acquisition and rehabilitation of rental housing

Policy: Implement public/private partnerships to improve exiting older neighborhoods

**Table 45: City of Garden Grove 2008-2014 Housing Element
Previous Program Accomplishments (2000 Housing Element)**

Program	Objectives	Accomplishment	Effectiveness and Appropriateness
Programs:			
Low Interest Loans	<p>Provide below-market loans to repair and improve substandard housing conditions of very low to moderate income housing stock.</p> <p>Work to obtain a grant from the State funded CalHome Program.</p> <p><u>Objective:</u> 200 rental units anticipated. 100 owner units anticipated.</p>	<p>Since 2000, 49 loans were made to owner-occupied property owners. No multi-family loans were made.</p>	<p>The Rehabilitation Loan program fell short of the goal set in the 2000-2005 Housing Element. The program was discontinued in 2005-2006 to make funding available for the expanded new homebuyer program that targets moderate income families. This program is removed from the 2008-2014 Housing Element.</p> <p>Another tool the City has used to improve the condition of its housing stock was grants made available to seniors and mobile home residents for home repairs and improvement. In 2003-2004, the City expanded marketing of the grant program by distributing to every Garden Grove household a full color pamphlet that emphasized the importance of home maintenance and advertised the availability of rehabilitation grants. As a result, the City mailed out 900 grant applications. A total of 153 senior grants and 82 mobile home grants have been provide since 2000. In 2007, the City was awarded a \$600,000 CalHome grant to fund the first time homebuyer and residential rehabilitation programs. The grant program was very well received and is included in the 2008-2014 Housing Element.</p>
Building Code Enforcement	<p>Preserve very low to moderate income housing through inspections of rental units in target areas for compliance with housing code.</p>	<p>Since 2000, 957 substandard housing inspections have been conducted in low and moderate income areas.</p>	<p>Due to the demand and need for substandard housing abatement in the City's target areas, this program is included in the 2008-2014 Housing Element.</p>
Zoning Code Enforcement	<p>Reduce neighborhood blight through enforcement of the City's neighborhood maintenance ordinance.</p> <p><u>Objective:</u> 15,000 violations addressed.</p>	<p>Since 2000, the City has addressed 30,027 code violations.</p>	<p>The City surpassed the objective set in the 2000 Housing Element. Neighborhood maintenance is an important component of providing decent housing in Garden Grove. This program is included in the 2008-2014 Housing Element.</p>

**Table 45: City of Garden Grove 2008-2014 Housing Element
Previous Program Accomplishments (2000 Housing Element)**

Program	Objectives	Accomplishment	Effectiveness and Appropriateness
Multi-Family Acquisition and Rehab	<p>Increase affordable housing supply through acquisition and rehabilitation of aging and/or deteriorating condos or single family attached units.</p> <p>Sell rehabilitated/acquired units to low income families.</p> <p><u>Objective:</u> Focus efforts on identifying and acquiring apartments in need of rehabilitation. Acquire an inventory of 86 (2-bedroom) housing units and resell to very low and low income buyers with 15 year affordability covenants. This will add approximately 86 low income affordable units to the community.</p>	<p>Since 2000, the City has assisted in the acquisition of 249 units, contributing to the City's affordable housing stock.</p>	<p>The City was effective in working with several nonprofit organizations and developers to produce 249 affordable units in the City. Due to challenges in finding qualified lower income households for homeownership opportunities combined with the high demand for affordable rental housing, the City's acquisition and rehabilitation projects have focused on rental units, not owner units as anticipated in the 2000-2005 Housing Element. Acquisition and rehabilitation is included in the 2008-2014 Housing Element and has been updated to reflect availability of funding and changing market conditions.</p>

Preservation of Housing Opportunities

Related Goals and Policies:

- Goal:* Increase the opportunities available for low-and moderate-income households to participate in homeownership programs
- Goal:* Ensure long-term affordability of owner and rental housing units that obtain assistance from federal, state, or city funding
- Goal:* Address the needs of at-risk and homeless individuals and families
- Specific Goal:* Encourage participation in the MCC, California Housing Insurance Fund, and Fresh Rate Independent Cities leasing Programs for Ownerships
- Specific Goal:* Offer home buying assistance in new construction projects
- Specific Goal:* Provide assistance to non-profits serving the homeless population
- Policy:* Reduce the number of overcrowded housing units
- Additional Policy:* Promote homeownership through financial assistance to low- and moderate-income first time homebuyers
- Additional Policy:* Continue to provide rental assistance to very low income cost burdened households

Programs:

Housing Assistance- Section 8	<p>Provide rental assistance to very low income households.</p> <p><u>Objective:</u> Assist 1,750 extremely-low and very-low income persons and households annually.</p>	<p>Since 2000, the City has assisted more than 1,750 households per year through the Section 8 voucher program. Specifically, since 2002, additional funds has enabled the funding of over 2,337 Section 8 vouchers per year.</p>	<p>The City has surpassed its goal for Section 8 rental assistance, proving Section 8 vouchers to more than 2,000 households.</p> <p>As of July 2007, there were 2,959 applicants on the Section 8 waiting list, 88 percent of whom were families. The waiting list has been closed since 2002. The City recognizes the continuing demand for affordable housing and will continue to seek additional funds to help meet the needs of residents on the Section 8 waitlist. This program is continued in the 2008-2014 Housing Element.</p>
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**Table 45: City of Garden Grove 2008-2014 Housing Element
Previous Program Accomplishments (2000 Housing Element)**

Program	Objectives	Accomplishment	Effectiveness and Appropriateness
Relocation/Family Self Sufficiency Program	Provide displacement assistance to very low income households displaced due to redevelopment or City projects.	<p>One household required and was provided relocation assistance by the City.</p> <p>The Garden Grove Housing Authority currently administers a Family Self-Sufficiency program. The Housing Authority has approximately 50 participants at this time. This is a nationwide HUD funded program.</p>	<p>The City has established requirements for residential and commercial developers to provide relocation assistance to existing residents. The City requires that owners converting multi-family rental units to ownership units provide residents with a copy of the City's "Relocation Services for Homeowners and Tenants" document and provide relocation counseling and financial assistance. The City also contracts with a relocation consultant. This program has been effective in helping displaced very low income households and is a standard function of the Redevelopment Agency. The program is removed from the 2008-2014 Housing Element as a specific housing program.</p>
Shared Housing	<p>Expand housing opportunities for senior citizens by facilitating shared housing through the Senior Citizen Center.</p> <p><u>2000-2005</u> 300 placements anticipated.</p>	<p>The shared housing program was discontinued in 2003 due to lack of interest.</p>	<p>While demand for senior housing is high, as demonstrated by the rapid leasing of new senior units in the City, the shared housing program was not successful. The City has facilitated the creation of 260 new senior units to fill the demand for senior housing. This program is removed from the 2008-2014 Housing Element.</p>

**Table 45: City of Garden Grove 2008-2014 Housing Element
Previous Program Accomplishments (2000 Housing Element)**

Program	Objectives	Accomplishment	Effectiveness and Appropriateness
<p>First Time Homebuyer Mortgage Assistance</p>	<p>Increase number of owner occupants through the Mortgage Credit Certificate program (MCC), Fresh Rate down payment and closing cost assistance, and deferred payment second mortgages to low and moderate income families.</p> <p>Objective: Assist 100 homebuyers, subject to availability of funding.</p>	<p>Since 2000, the City has used CalHome funds to assist 20 households with first-time homebuyer assistance.</p>	<p>The City fell short of its goal of assisting 100 homebuyers with first-time homebuyer mortgage assistance. The City has received some interest in the first-time homebuyer program but has encountered difficulty in obtaining qualified participants. In spite of extensive advertising through a telephone hotline, mailings, community fairs, and postings on the City website, few applicants have responded. Like Garden Grove, many Orange County jurisdictions have faced challenges in implementing a first-time homebuyer program due to the competitive and expensive local housing market.</p> <p>In 2007, the City was awarded a \$600,000 CalHome grant to fund the first-time homebuyer or residential rehab programs.</p> <p>The City is continuing to work to develop new approaches to reach qualified participants (such as newspaper articles and working directly with housing developers). This program is included in the 2008-2014 Housing Element with a more realistic goal, especially given the level of subsidies required for each household.</p>
<p>Affordability Covenants</p>	<p>Combine State CalHome funds and match with redevelopment set aside funds to raise \$400,000 for a first-time homebuyer program that provides down payment assistance and requires an affordability covenant.</p> <p>Objective: Provide homeownership to 10 very low and low income households.</p>	<p>Since 2000, the City has used CalHome funds to assist 20 households with first time homebuyer assistance.</p>	<p>The City's first-time homebuyer program does not require an affordability covenant but maintains a shared equity and repayment schedule. If a homeowner sells the property within 15 years of the loan being awarded, they must repay the funds to the City along with a small portion of the added equity. This allows owners to sell their property and use the additional equity to find homeownership opportunity elsewhere and helps the City recapture funds to further the program. After 15 years, the loan is forgiven. This program is removed from the 2008-2014 Housing Element.</p>

Table 46 summarizes the quantified objectives contained in the City's 2000 Housing Element, and compares the City's progress in fulfilling these objectives.

Table 46: Summary of 2000 Quantified Objectives and Progress

Objectives	Income Levels				Total
	Very Low	Low	Moderate	Above Moderate	
Construction Objectives					
Goal(a)	275	104	-	229	608
Progress	22 (8%)	90 (87%)	52 (-)	337 (147%)	501 (82%)
Rehabilitation Objectives					
Goal(b)	-	300	-	-	300
Progress	51 (-)	107 (36%)	-	160 (-)	318 (106%)
Conservation Objectives					
Goal(c)	1,750	-	-	-	1,750
Progress	2,000(114%)	-	-	-	2,000(114%)
Preservation Objectives					
Goal(d)			153	-	153
Progress			65 (42%)	-	65 (42%)

a: Represents the City's remaining RHNA for the 2000 Housing Element, which reflects credits applied for 645 housing units developed between January 1998 and June 2000.

b: Represents 300 units consistent with the Consolidated Plan objectives. Does not include housing rehabilitated due to participation in programs providing down-payment assistance to low and moderate income households (first time homebuyer)

c: Refers to maintenance of existing affordable housing through measures such as rental subsidies (Section 8)

d: Refers to maintaining affordability of affordable housing units at risk of converting to market-rate. The quantified objective is 153 units in two developments. (Jordan Manor and Westminster Arms)

According to the 2000 Housing Element, the City of Garden Grove had a total RHNA of 1,235 new units to be produced during the 1998-2005 planning period, including 300 units for very low-income households, 173 units for low-income households, 282 units for moderate-income households, and 480 units for upper-income households. Based on a review of Building Department records, between 1998 and 2005 the City fulfilled 82 percent of its remaining regional housing construction needs. By income level, development of very low-income housing units fell significantly short of the stated objective, while 87 percent of low-income construction activity was achieved. Included in the lower-income housing accomplishments are 82 units provided for low-income seniors at the Sun Grove Senior Apartments and 14 very low-income units provided at the Thomas House Temporary Shelter. The Acacia Cottages, Brentwood Village, and Sycamore Walk developments contributed 52 moderate-income units. Above moderate-income housing was produced in excess of the stated objectives. The shortfall in production of very low-income housing in comparison with the stated objective is not unexpected, as the scarcity and high cost of suitable properties require that affordable housing projects receive significant subsidies or development incentives. During the 2008-2014 Housing Element period several projects currently under construction or entitled are expected to yield 71 units of very low-income housing within two new senior housing developments.

In addition to construction activity, the City was active in undertaking various acquisition and rehabilitation projects between 2000-2005 that contributed 158 units of housing affordable to lower-income households. Included in this figure are 11 acquisition/rehabilitation projects

Review of Accomplishments

undertaken in the Tamerlane neighborhood in which the City improved the condition of 40 low-income units.

Of the 153 units that were identified as being at risk of converting to market-rate housing during the previous planning period one development, the 88-unit Westminster Arms development, was lost to conversion.

Chapter 6

HOUSING ELEMENT PLAN

To make adequate provision for the housing needs of all economic segments of the community, the programs in the Housing Plan aim to:

- Conserve and improve the condition of the existing affordable housing stock
- Assist in the development of housing for low- and moderate-income households
- Identify adequate sites to encourage the development of a variety of types of housing for all income levels
- Address and, where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing
- Promote equal opportunities for all persons

The goals and policies represent the Plan's foundation. Further articulation of how the City will achieve the stated goals and policies is found in the programs. Programs identify specific actions the City will undertake toward putting each goal and policy into action. Quantified objectives identified in particular programs are estimates of assistance the City can offer based on funding and staff resources.

Housing Maintenance and Preservation

The City of Garden Grove has made a concerted effort to encourage the maintenance, rehabilitation, and improvement of housing. The City addresses housing maintenance and preservation through programs such as the Senior Home Improvement Grant program, Mobile Home Grant Program, a proactive code enforcement program, and through acquisition and rehabilitation of multi-family units. Funding and implementation of housing programs such as rehabilitation grants and code enforcement efforts have resulted in improvement of target neighborhood areas. Federal funds have also facilitated the acquisition and rehabilitation of units. In conjunction with private developers, the City has utilized HOME funds to upgrade the Tamerlane Drive neighborhood, a low-income neighborhood with deteriorating housing and property management, apartment overcrowding, graffiti, and emerging violent gang activity. A total of 11 apartment buildings have been acquired totaling 62 units.

The City allocates approximately \$1.5 million of its annual CDBG allocation to support neighborhood preservation and housing rehabilitation activities. In FY2006-2007 the City allocated

\$90,000 to the Senior Home Improvement Grant Program, \$210,000 to substandard housing code abatement activities, and \$1,219,389 to the Multi-Family Acquisition and Rehabilitation program.

GOAL 1: Preservation, maintenance, and improvement of the existing housing stock

Policy 1.1: Continue programs directed at preserving the physical quality of housing and neighborhood environments.

Policy 1.2: Promote the rehabilitation of substandard and deteriorating housing, with a particular focus on improvement programs in neighborhoods with the greatest need.

Policy 1.3: Encourage homeowners who cannot afford to rehabilitate their homes to participate in neighborhood improvement programs.

Policy 1.4: Continue to enforce building, Land Use, and property maintenance codes.

Policy 1.5: Support neighborhood efforts to eliminate crime, graffiti, and deferred maintenance practices.

Policy 1.6: Work towards reduction of overcrowded housing units.

Policy 1.7: Pursue public/private partnerships to implement rehabilitation and maintenance activities in older neighborhoods.

Policy 1.8: Reduce lead-based paint hazard in the housing stock.

Program 1: Housing Rehabilitation Grant Programs

The City of Garden Grove Neighborhood Improvement Division offers two home improvement grant programs as a means to improving the City's older housing stock and assisting seniors and mobile home residents.

Objectives:

- *Senior Home Improvement Grants*
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.
- *Mobile Home Grants*
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.

Timeframe: 2008-2014

Responsible Agency: Neighborhood Improvement Division of the Community Development Department

Funding Source: HOME funds

Program 2: Code Enforcement

The City uses a building code and a Land Use (zoning) code enforcement program to help maintain the quality of residential neighborhoods. The building code enforcement program includes inspection of rental units in target areas for compliance with the housing code. The housing code requires residential property owners to keep their housing units in a decent, safe, and sanitary condition. All newly constructed and remodeled units are also inspected. The City's Land Use Code enforcement program is in place to substantially reduce continued zoning violations in target areas. The proactive program includes zoning education and enforcement, coupled with the marketing of programs to assist in the rehabilitation and maintenance of homes. The Municipal Code also includes a property maintenance ordinance (Title 9 Chapter 24 Section 200) that establishes standards of home maintenance practices and provides a legal basis for enforcement of the ordinance by code enforcement staff.

Objectives:

- *Property Maintenance Ordinance*
Enforce established standards of home maintenance practices through continued application of the Property Maintenance Ordinance.
- *Building and Land Use Code Enforcement*
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.

Timeframe: 2008-2014

Responsible Agency: Community Development Department, Neighborhood Improvement Division of the Community Development Department, Code Enforcement Division of the Police Department

Funding Source: CDBG funds

Program 3: Multi-Family Acquisition and Rehabilitation

The City has been effective in working with several nonprofit organizations and developers to produce affordable units through 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.

Timeframe: 2008-2014

Responsible Agency: Neighborhood Improvement Division of the Community Development Department

Funding Source: CDBG, HOME, Redevelopment funds, Non-Profit Housing Organizations

Affordable Housing

The provision of affordable housing for lower-income households is a key concern due to the high cost of housing in Garden Grove. Encouraging and facilitating the production of affordable housing allows persons of all economic segments to live in the community. The City's has taken an active role in the production of affordable housing through rental assistance, homeownership programs, and through the acquisition/rehabilitation of rental units as a means to augmenting the City's affordable housing stock.

GOAL 2: Adequate provision of affordable housing to accommodate the City's housing needs

Policy 2.1: Preserve and expand the City's supply of affordable rental and ownership housing for lower- income households.

Policy 2.2: Continue to provide rental assistance to lower- income, cost-burdened households.

Policy 2.3: Provide density bonuses and other financial and regulatory incentives to facilitate the development of affordable housing.

Policy 2.4: Encourage collaborative partnerships to maximize resources available for the provision of housing affordable to lower-income households.

Policy 2.5: Actively pursue federal and state housing program funds to provide housing assistance and to support the development of housing affordable to lower-income households.

Policy 2.6: Preserve the City's supply of affordable rental housing units.

Policy 2.7: Improve housing affordability by promoting energy conservation programs and sustainable development as outlined in the Land Use, Air Quality and Conservation Elements of the General Plan.

Program 4: Affordable Housing Construction

Leveraging City funds to construct affordable housing is a key tool to increase the supply of affordable housing in Garden Grove. The City has been effective in using a combination of HUD funds and redevelopment set-aside funds to construct new units. Affordable senior housing is a key need in the community as evidenced by the rapid leasing of units in new senior developments. The growing need for affordable senior housing will continue as the population ages.

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 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.

Timeframe: Development assistance: 2008-2014; Marketing Materials: June 2009

Responsible Agency: Planning Division and Neighborhood Improvement Division of the Community Development Department, Garden Grove Agency for Community Development

Funding Source: General Fund

Program 5: Rental Assistance

The Section 8 Housing Choice Voucher Program provides rental subsidies to lower-income families that 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 permits tenants to locate their own housing. As of July 2007, there were 2,959 applicants on the Section 8 waiting list, 88 percent of whom were families. The waiting list has been closed since 2002. The City recognizes the continuing demand for affordable housing and will continue to seek additional funds to help meet the needs of residents on the Section 8 waitlist.

Objectives:

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

Timeframe: 2008-2014

Responsible Agency: Garden Grove Housing Authority

Funding Source: HUD Section 8

Program 6: Home Ownership Assistance

The First Time Homebuyer Assistance Program helps lower-income applicants qualify to purchase their first home. The program makes available a limited number of silent second and third mortgages to help applicants with the money necessary to qualify to purchase a home in Garden Grove. The City has faced challenges in implementing a first time homebuyer program due to the competitive and expensive local housing market. Using expanded marketing and additional funding, the City will aim for increased participation in this program.

Objectives:

- Provide assistance to potential lower-income homeowners through the First Time Homebuyer Assistance program. Provide first time homebuyer assistance to 5 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.

Timeframe: Assistance: 2008-2014; Advertising: Post program information on City website: January 2009, Distribute Program Information: June 2009

Responsible Agency: Neighborhood Improvement Division of the Community Development Department

Funding Source: American Dream Downpayment Initiative (ADDI), HOME funds, Redevelopment Funds, CALHOME

Program 7: Preservation of Affordable Rental Housing

Over the next ten years (2008-2018), 13 assisted developments that provide 582 affordable units have expiring affordability covenants. Affordability covenants in Garden Grove include developments that hold a federal Section 8 contracts and/or are financed with redevelopment set-aside funds or federal programs (CDBG, HOME).

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.

Timeframe: Begin annual monitoring: January 2009: Resident and Property Owner Assistance: 2008-2014

Responsible Agency: Neighborhood Improvement Division of the Community Development Department, Garden Grove Housing Authority

Funding Source: General Fund, HUD Section 8

Adequate Housing Sites

Providing adequate sites for housing is the primary objective of the Housing Element. Adequate housing sites, consistent with the City’s identified housing need, can facilitate development opportunities for a variety of housing types. Providing adequate housing sites promotes diversity in

housing price, style and size, and contributes to neighborhood stability by offering more affordable and move-up homes and by accommodating a diverse income mix.

GOAL 3: Adequate sites to accommodate the City’s housing need

Policy 3.1: Provide adequate sites to encourage housing development that will meet the needs of all income groups.

Policy 3.2: Promote a balance of housing types, including mixed-use development, to meet the needs of the community.

Policy 3.3: Maintain an inventory of vacant and underutilized land and make available to the development community.

Policy 3.4: Promote the provision of housing for households with special needs, including but not limited to large families, persons with disabilities, families with children, the elderly, and the homeless.

Policy 3.5: Continue to facilitate the development of second units.

Policy 3.6: Ensure that land use and zoning standards provide sufficient flexibility to promote a wide range of housing types and densities.

Policy 3.7: Continue ongoing infrastructure maintenance and upgrades as identified in the City’s infrastructure plans to provide sewer and water services that are sufficient to accommodate projected growth.

Program 8: Sites Inventory

Based on units developed and approved, the City has met the majority of its RHNA for the planning period, with a remaining RHNA of 178 housing units, including 45 units for very low-income households, 66 units for low-income households, and 67 units for moderate-income households. An analysis of vacant and underutilized sites analysis was performed. The analysis confirmed that Garden Grove has adequate sites to accommodate its share of regional housing needs.

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.

Timeframe: 2008-2014; Release inventory information to public: January 2009; Inventory update: periodic update begin in 2010
Responsible Agency: Planning Division of the Community Development Department
Funding Sources: Departmental Budget

Program 9: Mixed-Use Development

Mixed-use development will add residential units along major corridors and can provide significant opportunities for affordable housing development. The City has seven mixed-use designations with densities that range from 21 units per acre to 60 units per acre. In addition to providing for expanded residential development in higher density setting, mixed use development will help the City achieve greenhouse gas reductions through reduced vehicle trips. The City will monitor the production of housing produced in mixed-use developments.

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 towards 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.

Timeframe: Annual monitoring of mixed use development beginning in 2009; Annual Report to the State: April 1 of each year; Comprehensive Land Use Code Amendments: December 2010; Entitlements for Vacant Mixed Use Site #1:

January 2010; Evaluate progress and develop additional mixed-use incentives by the beginning of 2012.

Responsible Agency: Planning Division of the Community Development Department, Garden Grove Agency for Community Development

Funding Source: Redevelopment Set-Aside, Departmental Budget

Remove Constraints to Housing Production

Market and governmental factors pose constraints to the provision of adequate and affordable housing. These factors tend to disproportionately impact lower- and moderate-income households due to their limited resources for absorbing the costs. The City is committed to removing governmental constraints that hinder the production of housing, and offers a “one-stop” streamlined permitting process to facilitate efficient entitlement and building permit processing. In addition to the density bonuses and flexible development standards already in place, the City proposes revisions to the Land Use Code to encourage housing opportunities for extremely low-income households and special needs persons.

GOAL 4: Remove governmental constraints to the maintenance, improvement, and development of housing

Policy 4.1: Periodically review residential development standards and regulations, ordinances, processing procedures, and fees to identify and mitigate constraints that may impede the development, improvement, and conservation of housing

Policy 4.2: Provide avenues for the development of housing for extremely low-income and special needs persons.

Program 10: Extremely Low Income Housing

As part of the Governmental Constraints analysis for the Housing Element update, several revisions to the Land Use Code were identified as appropriate to better facilitate the provision of a variety of housing for lower-income households. In particular this program addresses housing for extremely-low income persons through the facilitation of emergency homeless shelters. The City will evaluate the Limited Industrial (M-1) and Industrial Park (M-P) zones for inclusion of emergency homeless shelters by right.

- 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 SB 2:
 - 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.

Timeframe: SB2 Amendment: Within one year of adoption of the Housing Element as required by State Law;

Responsible Agency: Planning Division of the Community Development Department

Funding Source: General Fund

Program 11: Parking Standards

Following completion of a comprehensive General Plan update in 2008, the City plans to initiate a comprehensive Land Use Code update. As part of this update the City will be addressing General Plan inconsistencies, providing development standards for new General Plan designations (Program 9), and facilitate the provision of housing for extremely low-income households (Program 10). In addition, and in response to the Governmental Constraints analysis, the City will evaluate parking standards to ensure that parking requirements do not constrain development of housing.

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.

Timeframe: Parking standards: annual staff evaluation of standards, periodic traffic studies; Comprehensive Land Use Code Amendments: December 2010
Responsible Agency: Planning Division of the Community Development Department
Funding Source: General Fund

Program 12: Water and Sewer Service Providers

In accordance with Government Code Section 65589.7 as revised in 2005, immediately following City Council adoption, the City must deliver to all public agencies or private entities that provide water or sewer services to properties within Garden Grove a copy of the 2008 Housing Element.

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.

Timeframe: Within 30 days of adoption of the Housing Element
Responsible Agency: Planning Division of the Community Development Department
Funding Source: General Fund

Equal Access to Housing

The City enforces State and federal fair housing laws. To achieve fair housing goals, the City has contracted with the Fair Housing Council of Orange County (FHCO) to provide fair housing services to residents. The City also collaborates with other Orange County municipalities, the County of Orange, and the FHCO to regularly develop and complete a comprehensive Regional Analysis of Impediments to Fair Housing Choice. In addition to fair housing, the goals and policies will also work toward providing and maintaining equal housing opportunities for special need residents.

GOAL 5: Equal access to housing for all residents

Policy 5.1: Support equal opportunity practices in the sale or rental of housing without regard to race, ethnicity, religion, disability, sexual orientation, age, gender, and family status

Policy 5.2: Ensure equal housing opportunities by taking appropriate actions, when necessary, to prevent housing discrimination in the local market

Policy 5.3: Broaden the accessibility and availability of housing to special needs residents such as the homeless, disabled, elderly, large households, families with children, and female-headed households

Program 13: Fair Housing Services

The City's commitment to equal access to housing is implemented through a continuing contract with a fair housing service provider for public awareness education, landlord/tenant counseling and dispute resolution, discrimination complaint investigations and referrals, and institutional capacity building. Approximately \$34,000 dollars of the City's CDBG allocation is used to fund fair housing services through a fair housing service provider. The role of the fair housing service provider is to provide services to jurisdictions, agencies, and the general public to further fair housing practices in the sale or rental of housing.

Objective:

- 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.

Timeframe: Advertisements: January 2009; Fair Housing Services: 2008-2014

Responsible Agency: Neighborhood Improvement Division of the Community Development Department

Funding Source: CDBG funds

Program 14: Reasonable Accommodation

The Fair Housing Act, as amended in 1988, requires that cities and counties provide reasonable accommodation to rules, policies, practices, and procedures where such accommodation may be necessary to afford individuals with disabilities equal housing opportunities. While fair housing laws intend for all people have equal access to housing, the law also recognizes that people with disabilities may need extra tools to achieve equality. Reasonable accommodation is one of the tools intended to further housing opportunities for people with disabilities. Reasonable accommodation provides a means of requesting from the local government flexibility in the application of land use and zoning regulations or, in some instances, even a waiver of certain restrictions or requirements because it is necessary to achieve equal access to housing. Cities and counties are required to consider requests for accommodations related to housing for people with disabilities and provide the accommodation when it is determined to be "reasonable" based on fair housing laws and case law interpreting the statutes.

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.

Timeframe: December 2010 (as part of the Land Use Code update)

Responsible Agency: Planning Division of the Community Development Department

Funding Source: CDBG funds

Program 15: Homeless Housing Needs

To address homelessness in the community, the City of Garden Grove supports several homeless services providers in the community that provide homeless prevention, supportive services, and emergency and transitional shelters. These include the Dayle McIntosh Center for the Disabled, the Women's Transitional Living Center, and the Thomas House Temporary Shelter. The City's Section 8 program is also used to address homelessness. The City has signed a Memorandums of Understanding with several homeless service providers to give preference to referred clients for rental assistance vouchers.

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)

Timeframe: 2008-2014

Responsible Agency: Neighborhood Improvement Division of the Community Development Department, Housing Authority

Funding Source: ESG funds, Section 8 Program

Community Engagement

The City will take a proactive approach to engaging the public throughout the adoption and implementation of the housing element. Through regular review of the housing element and public outreach, the City can respond to changing conditions and changing needs of the population. In addition, the City's Neighborhood Improvement and Conservation Commission offers regularly scheduled opportunities for residents to discuss housing issues. This seven-member commission recommends programs to improve and preserve neighborhoods through zoning enforcement, housing rehabilitation, street improvement and other programs. The commission also recommends projects to be funded by the federal Community Development Block Grant Program and oversees the program.

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.

Timeframe: Annually (April 1 of each year)

Responsible Agency: Planning Division and Neighborhood Improvement Division of the Community Development Department

Funding Source: General Fund

Quantified Objectives by Income Group

Table 47 summarizes the City’s quantified objectives for the 2008-2014 planning period by income group.

- Construction of 178 new housing units, representing the City’s remaining RHNA of 45 units for extremely/very low-income households, 66 units for low-income households, and 67 units for moderate-income households
- Housing construction assistance for 170 units includes assistance in the development of 90 affordable units using a combination of HUD and redevelopment funds to provide land cost write downs and other construction assistance and assistance in the development of 1 senior apartment development (approximately 80 units total)
- Rehabilitation of 480 existing units (180 units through the senior Home Improvement Grant, 60 units through the Mobile Home Grant Program, and 240 units through acquisition and rehabilitation programs)
- Conservation of 2,919 units (582 units at risk of converting to market rate and of conservation of 2,337 Section 8 Housing Choice Vouchers)
- First-time homebuyer assistance to 30 households
- Fair housing services to 4,200 Garden Grove residents
- Homeless services to 1,500 extremely-low income persons

Table 47: Summary of 2008-2014 Quantified Objectives

	Income Level					Total
	Extremely Low ²⁶	Very Low	Low	Moderate	Above Moderate	
Construction Objectives (remaining RHNA)	22	23	66	67	-	178
Construction Assistance Objectives	40	40	90	-	-	170
Rehabilitated Objectives	100	100	200	80	-	480
Conservation Objectives	729	730	1460	-	-	2,919
First-time Homebuyer Assistance Objectives	-	-	-	30	-	30
Fair Housing Services Objectives	525	525	1,050	1,050	1,050	4,200
Homeless Services Objectives	1,500	-	-	-	-	1,500

²⁶ State law allows local jurisdictions to use 50% of the very low income category to represent households of extremely low-income (less than 30 percent of the MFI).

Appendix A
SITES INVENTORY TABLES

Table A-1: Garden Grove 2008-2014 Housing Element - RHNA Candidate Sites

Parcel Number (APN)	Site#	General Plan	Zoning	Allowable Density (du/ac)	Acres	Current Use	Realistic Capacity (units)	Infrastructure Capacity	On-Site Constraints
089-202-28	Vacant Residential Site #1	MDR	CCSP-CCR20	32	2.00	vacant	51	None	None
099-162-26	Vacant Residential Site #2	MDR	R-3	32	0.99	vacant	25	Staff indicated that Vacant Residential Site #2 is in a sewer capacity deficiency zone that is expected to be upgraded in 2013. This will not constrain development of the site as the developer can be reimbursed for completing the appropriate sewer system upgrades consistent with the Sewer Capital Improvements Plan (and reflected on Program 8).	None
133-421-24	Recyclable Residential Site #1	MDR	R-3	32	0.09	commercial	2	None	None
133-421-25	Recyclable Residential Site #1	MDR	R-3	32	0.36	commercial	9	None	None
133-421-43	Recyclable Residential Site #1	MDR	R-3	32	0.30	commercial	8	None	None
133-421-27	Recyclable Residential Site #1	MDR	R-3	32	0.34	commercial	9	None	None
133-381-25	Recyclable Residential Site #2	MDR	R-3	32	0.14	commercial	4	Staff indicated that Recyclable Residential Site #2 is in a sewer capacity deficiency zone. Sewer capacity and infrastructure in the zone in which Recyclable Residential Site #2 is located will be upgraded in 2009 (Program 9).	None
133-381-24	Recyclable Residential Site #2	MDR	R-3	32	0.15	commercial	4		None
133-381-26	Recyclable Residential Site #2	MDR	R-3	32	0.21	commercial	5		None
133-381-27	Recyclable Residential Site #2	MDR	R-3	32	0.28	commercial	7		None
133-381-28	Recyclable Residential Site #2	MDR	R-3	32	0.30	commercial	8		None
089-661-03	Mixed Use Vacant Site #1	Mixed-Use	PUD-102-88	42	0.78	vacant	26	None	None
089-661-04	Mixed Use Vacant Site #1	Mixed-Use	PUD-102-88	42	1.67	vacant	56	None	None
089-661-05	Mixed Use Vacant Site #1	Mixed-Use	PUD-102-88	42	2.03	vacant	68	None	None
089-071-24	Mixed Use Vacant Site #1	Mixed-Use	PUD-102-88	42	2.56	vacant	86	None	None
099-091-20	Mixed Use Vacant Site #2	Mixed-Use	CCSP-CC43	42	0.23	vacant	8	None	None
099-091-21	Mixed Use Vacant Site #2	Mixed-Use	CCSP-CC43	42	0.23	vacant	8	None	None
099-091-22	Mixed Use Vacant Site #2	Mixed-Use	CCSP-CC43	42	0.17	vacant	6	None	None
099-091-23	Mixed Use Vacant Site #2	Mixed-Use	CCSP-CC43	42	0.17	vacant	6	None	None
099-091-24	Mixed Use Vacant Site #2	Mixed-Use	CCSP-CC43	42	0.17	vacant	6	None	None
099-091-25	Mixed Use Vacant Site #2	Mixed-Use	CCSP-CC43	42	0.17	vacant	6	None	None
099-091-26	Mixed Use Vacant Site #2	Mixed-Use	CCSP-CC43	42	0.17	vacant	6	None	None
099-092-01	Mixed Use Vacant Site #2	Mixed-Use	CCSP-CC43	42	0.22	vacant	7	None	None
099-092-04	Mixed Use Vacant Site #2	Mixed-Use	CCSP-CC43	42	0.27	vacant	9	None	None
099-092-05	Mixed Use Vacant Site #2	Mixed-Use	CCSP-CC43	42	0.01	vacant	0	None	None
099-092-06	Mixed Use Vacant Site #2	Mixed-Use	CCSP-CC43	42	0.06	vacant	2	None	None

Table A-2: Garden Grove 2008-2014 Housing Element - Housing Opportunity List

Site	Parcel Number (APN)	General Plan	Zoning	Allowable Density (du/ac)	Acres	Current Use	Realistic Capacity (units)
Vacant Residential	097-024-01	LDR	R-1-7	9	0.37	vacant	3
Vacant Residential	097-024-02	LDR	R-1-7	9	0.25	vacant	2
Vacant Residential	097-024-03	LDR	R-1-7	9	0.25	vacant	2
Vacant Residential	097-024-04	LDR	R-1-7	9	0.22	vacant	2
Vacant Residential	097-024-05	LDR	R-1-7	9	0.22	vacant	2
Vacant Residential	097-024-06	LDR	R-1-7	9	0.19	vacant	1
Vacant Residential	097-024-07	LDR	R-1-7	9	0.20	vacant	1
Vacant Residential	097-024-08	LDR	R-1-7	9	0.19	vacant	1
Vacant Residential	097-024-09	LDR	R-1-7	9	0.19	vacant	1
Vacant Residential	097-024-10	LDR	R-1-7	9	0.17	vacant	1
Vacant Residential	133-122-15	LDR	R-1-7	9	0.18	vacant	1
Vacant Residential	090-272-25	LDR	R-1-7	9	0.24	vacant	2
Vacant Residential	231-404-01	LDR	R-1-7	9	0.14	vacant	1
Vacant Residential	099-173-20	MDR	R-3	32	0.26	vacant	7
Vacant Residential	101-142-72	MDR	R-3	32	0.32	vacant	8
Vacant Residential	089-202-04	MDR	CCSP-CCR20	32	0.19	vacant	5
Recyclable Residential	133-381-09	MDR	C-2	32	0.33	commercial	8
Recyclable Residential	133-381-10	MDR	C-2	32	0.18	commercial	4
Recyclable Residential	133-381-11	MDR	C-2	32	0.17	commercial	4
Recyclable Residential	133-382-08	MDR	C-2	32	0.30	commercial	8
Recyclable Residential	133-421-41	MDR	C-1	32	0.41	commercial	11
Vacant Mixed-Use	099-091-04	Mixed-Use	CCSP-CC43	42	0.17	vacant	5
Vacant Mixed-Use	099-091-05	Mixed-Use	CCSP-CC43	42	0.15	vacant	5
Vacant Mixed-Use	099-091-14	Mixed-Use	CCSP-CC43	42	0.17	vacant	5
Vacant Mixed-Use	099-091-27	Mixed-Use	CCSP-CC43	42	0.08	vacant	2
Vacant Mixed-Use	090-172-07	Mixed-Use	CCSP-CCR35	42	0.2	vacant	6
Vacant Mixed-Use	090-172-08	Mixed-Use	CCSP-CCR35	42	0.2	vacant	6
Vacant Mixed-Use	090-172-15	Mixed-Use	CCSP-CCR35	42	0.2	vacant	6
Vacant Mixed-Use	090-172-31	Mixed-Use	CCSP-CCR35	42	0.16	vacant	5
Vacant Mixed-Use	090-174-07	Mixed-Use	CCSP-CCR35	42	0.27	vacant	9
Vacant Mixed-Use	099-081-28	Mixed-Use	CCSP-PR41	32	0.1	vacant	2
Vacant Mixed-Use	133-464-08	Mixed-Use	PUD-112-06	24	0.63	vacant	12
Vacant Mixed-Use	099-273-17	Mixed-Use	PUD-108-05	24	0.16	vacant	3
Vacant Mixed-Use	099-273-18	Mixed-Use	PUD-108-05	24	0.16	vacant	3
Vacant Mixed-Use	231-451-36	Mixed-Use	PUD-121-98	42	0.14	vacant	4
Vacant Mixed-Use	231-451-37	Mixed-Use	PUD-121-98	42	0.14	vacant	4
Vacant Mixed-Use	231-471-12	Mixed-Use	PUD-141-01	42	0.18	vacant	6
Vacant Mixed-Use	231-471-11	Mixed-Use	PUD-141-01	42	0.15	vacant	5
Vacant Mixed-Use	100-504-32	Mixed-Use	PUD-113-96	21	0.77	vacant	12
Vacant Mixed-Use	231-491-20	Mixed-Use	HCSP-TZN	42	0.8	vacant	26
Vacant Mixed-Use	100-101-40	Mixed-Use	CCSP-OP56	42	0.14	vacant	4
Vacant Mixed-Use	100-101-41	Mixed-Use	CCSP-OP56	42	0.14	vacant	4
Vacant Mixed-Use	100-101-42	Mixed-Use	CCSP-OP56	42	0.14	vacant	4
Vacant Mixed-Use	100-101-25	Mixed-Use	CCSP-OP56	42	0.15	vacant	5
Vacant Mixed-Use	090-153-21	Mixed-Use	CCSP-CCR25	42	0.3	vacant	10
Vacant Mixed-Use	090-174-19	Mixed-Use	CCSP-PR36	42	0.19	vacant	6