

**Final Adopted
Document**



HOUSING ELEMENT UPDATE

Planning Horizon: 2014 to 2021

**City of Fillmore
Planning Department
250 Central Avenue
Fillmore, CA 93015**

HOUSING ELEMENT TEXT

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ES.0 Executive Summary

ES.1 Introduction

Housing is and will continue to be one of the basic needs that must be accomplished within the City of Fillmore. The purpose of the Housing Element is to ensure that adequate provisions are made for meeting the housing needs of all economic segments of the community. Fillmore's Housing Element was last updated on May 13, 2003, for a planning horizon covering the period of 1998 to 2005 (3rd Statutory Cycle). Four years later, the City embarked on a new update for the 4th Statutory Cycle spanning the period of 2006 to 2013, but suspended the process in early 2010. Consequently, the City missed the statutory deadline for updating its Housing Element for the 4th Cycle. As a result, this Housing Element update covers the planning period of 2014-2021 but also addresses unaccommodated needs from prior cycles.

ES.2 Progress Report

Included in the updated Housing Element is an evaluation of the effectiveness of the goals, objectives, policies, and actions of the 2003 Housing Element. There were many factors that affected the City's ability to meet the goals and objectives it established in 2003, including limited staff and funding resources. Below is an abbreviated listing of programs from the 1998-2005 planning period that have continued relevance. These programs have been included in the current 2014-2021 Housing Element with relevant modifications reflecting current conditions (e.g., eliminating reference to the Redevelopment Agency as a result of AB 1x 26, replacing "Community Development Department" with "Planning Department," etc.) . In summary, of the 38 programs that comprise the 2014-2021 Housing Plan, 33 consist of programs continued from the prior Housing Element.

Table ES.1. Programs Continued from the Previous Housing Element Planning Period

Housing Programs (See Section 5.2 for Complete Descriptions)	2014-2021 Modifications
Program 1.1.1 - Biennial Evaluation Program	B
Program 1.1.2 - Rezoning of Industrial Properties Program	C
Program 1.2.1 - Housing Rehabilitation Program	D
Program 1.2.2 - Education Regarding Rehabilitation Programs	B
Program 1.2.3 - Housing Condition Survey	B
Program 1.2.4 - Rental Rehabilitation Program	B, D
Program 1.2.5 - Code Enforcement Program	A
Program 1.2.6 - Housing Replacement Program	D
Program 1.2.7 - Overcrowded Households Program	D
Program 1.2.8 - Purchase of Foreclosure & Distressed Homes	B,D
Program 1.2.9 - Demolition Assistance Program	D
Program 1.3.1 - Implement a Citywide Energy Action Plan	B
Program 1.3.2 - Streamline the Permit Process	A
Program 2.1.1 - Affordable Housing Inventory; Available Projects	D
Program 2.1.2 - Partnership Program	D
Program 2.1.3 - 1 st Time Homebuyer Program	D
Program 2.2.1 - Support Non-Profit Housing Sponsors	B,D
Program 2.3.1 - Maintain a Streamlined Application Process	A
Program 2.3.2 - Priority for Affordable Housing Projects	A
Program 2.3.3 - Density Bonus Ordinance Update	B

Housing Programs (See Section 5.2 for Complete Descriptions)		2014-2021 Modifications
Program 2.3.4 - Second Dwelling Unit Ordinance Update		B
Program 2.3.5 - Farm worker Housing Ordinance Update		B
Program 2.3.6 - Residential Development Standards		C
Program 2.3.7 - Condominium Conversion Policy		B
Program 2.4.1 - Community Information		B
Program 2.4.2 - Marketing Materials		B
Program 2.4.3 - Meet With Potential Developers		A
Program 2.4.4 - Housing for Existing Lower-Income Residents		D
Program 2.5.1 - Incentives for Mixed Use Projects Downtown		B,C,D
Program 3.1.1 - Cooperative Association		B,D
Program 3.2.1 - Housing Opportunities for Special Needs Groups		B,D
Program 3.2.2 - Coordination with Agencies Serving the Homeless		B,D
Program 3.2.3- Emergency Shelters & Special Needs Housing		B
2014-2021 Modifications	A – No Programmatic Change B – Updated Implementation Schedule and Revised Program Scope. C – Updated Site Selection and Production Figures. D - Updated Numeric Goals.	
Universal Changes	- Removed Reference to Redevelopment Agency Throughout. - Qualified Source and Availability of Funding.	

ES.3 Housing Needs

Statutory Parameters

The Housing Element consists of an identification and analysis of existing and projected housing needs along with a statement of goals, policies, quantified objectives, financial resources, and scheduled programs for the preservation, improvement, and development of housing. The analytical and policy-program development process focuses on housing needs attributable to four basic topics: (i) Target Income Groups - extremely low, very low, low and moderate income households; (ii) Special Population Segments - elderly, disabled, female headed households, homeless and farmworkers; (iii) Existing Housing Conditions - affordability, overcrowding and substandard conditions; and (iv) Future Growth Accommodation - adequate sites, suitably zoned, to accommodate an assigned share of future regional growth.

Existing Needs

Target income groups comprise 69% of all households in Fillmore. Comparatively speaking, Fillmore ranks fourth among 11 jurisdictions within the County relative to having the highest concentration of low and moderate income households. Similarly, Fillmore is ranked high (3rd overall) in terms of needs possessed by special population segments. These population segments are recognized under Housing Element law as having a more difficult time finding decent and affordable housing due to special circumstances particular to these groups. In Fillmore, disabled persons and female headed households comprise the largest share of special needs. Overall, persons paying in excess of 30% of their income for housing represent the single biggest housing challenge for current Fillmore residents. This need, along with overcrowding and substandard living conditions, is more pronounced for renters than with owners.

Table ES.2. Summary of Existing Housing Needs

Target Income Groups	Definition of Terms	% of Fillmore Population
Extremely Low Income	30% of Adjusted Median Income	17%
Very Low Income	50% of Adjusted Median Income	15%
Lower Income	80% of Adjusted Median Income	18%
Moderate Income	120% of Adjusted Median Income	19%
Special Population Segments		
Elderly	65+ Years of Age	10%
Disabled	Physical & Developmental	22%
Farmworkers	Agricultural Employees	6%
Homeless	No Permanent Residence	0%
Female Headed Hslds.	Household Without Male Parent	12%
Components of Need		
Overpaying for Housing	30-35% of Income	53%
Dwelling Overcrowding	>1 Person/Habitable Room	11%
Substandard Conditions	Lack of Essential Facilities	6%

Source: U.S. Department of Housing and Urban Development, 2013; American Community Survey 2005-09 5-Year Average, Southern California Association of Governments, 2012; U.S. 2000 Census, American Fact Finder, 2013.

Note: The count of disabled persons is not available from the U.S. 2010 Census; the percentage shown is from 2000.

Future Needs

The Regional Housing Needs Assessment (RHNA) process is prescribed by State law and apportions future Statewide growth (and associated target income housing needs) to local jurisdictions for each Housing Element cycle. The City's last updated Housing Element was approved by HCD contingent upon increasing the density of Medium-High residentially designated properties from 15 to 20 units per acre. This density modification was not subsequently implemented, and as a consequence, unaccommodated needs of target income groups from the 3rd Cycle must be added to the subsequent cycle. The same holds true for unaccommodated needs from the 4th Cycle insofar as a compliant Housing Element was not adopted within the statutory timeframe. This cumulative obligation means that the City must not only address the 5th Cycle allocation of RHNA but also the unaccommodated needs from the 3rd and 4th Cycles.

Table ES.3. Summary of Future Housing Needs

Housing Element Planning Cycles	Target Income Groups					
	E.L.	V.L.	Low	Mod	Other	Total
RHNA Goals for the 3rd Cycle	75	75	98	134	427	809
Units Constructed (1998 to 2001)	24	25	60	229	15	353
Units Constructed (2002 to 2005)	0	0	18	36	126	180
Net Available Sites	43	44	57	91	303	539
Adjusted Net Total	7	7	0	0	0	14

Housing Element Planning Cycles	Target Income Groups					
	E.L.	V.L.	Low	Mod	Other	Total
RHNA Goals for the 4th Cycle	102	101	170	202	410	985
Unaccommodated Need from 3 rd Cycle	7	7	0	0	0	14
Units Constructed (2006 to 2009)	14	14	29	96	12	165
Units Constructed (2009 to Oct. 2013)	7	7	15	26	3	58
Net Available Sites	180	180	(1)	919	356	1,634
Adjusted Net Total	0	0	0	0	0	0
RHNA Goals for the 5th Cycle	80	80	112	128	294	694
Unaccommodated Need from 4 th Cycle	0	0	0	0	0	0
Specific Plan Projects	11	10	0	606	354	981
Net Available Sites	91	91	17	193	119	511
Adjusted Net Total	0	0	52	0	0	52

Notes:

1. Totals may not add up precisely due to rounding within each of the individual line items.
2. See Section 3.6 for a complete analysis.

ES.4 Housing Resources and Constraints

Adequate Sites Analysis

The inventory of available sites to accommodate RHNA covers three separate planning periods from 1998 through 2021. For the 3rd Cycle covering the period of 1998-2005, the data set consists of all vacant parcels as of 2002 (regardless of size) used in connection in the adopted Housing Element; for the 4th Cycle covering the period of 2006-2013, the data set consists of vacant parcels only with a size of one or more acres; for the 5th Cycle covering the period of 2014-2021, the data set includes both large and small vacant parcels as of July 2013. These data sets have been separately evaluated for development potential, density suitability and unit affordability. The result of the Adequate Sites Analysis appears in Table ES.3. In summary, there is a residual shortfall of 173 dwellings based on available sites under current zoning.

Constraints Analysis

Chapter 4 contains data and analysis pertaining to the resources and constraints affecting the maintenance, improvement, and development of housing in Fillmore. The analysis focuses on four major topics: (i) availability of sites for residential development (discussed under Adequate Sites Analysis above); (ii) potential and actual governmental constraints on housing (e.g. land use controls, fees, etc.); (iii) potential and actual non-governmental constraints on housing (e.g. land prices, construction costs, and the availability of financing); and (iv) opportunities for energy conservation with respect to new development. The results evidence the following major issues:

- **Land Use Regulations.** Various aspects of the City's existing Zoning Ordinance potentially impair the production of housing for target income groups and special population segments. Of particular concern are regulations dealing with density bonuses, second dwellings and special needs housing (i.e., disabled, farmworkers and homeless). Removal of these constraints are

addressed by the inclusion of Programs 2.3.3, 2.3.4, 2.3.5, 3.2.1, 3.2.3, and 3.2.4 as described in Section 5.4.

- **Financial and Staff Capacity.** Like many jurisdictions in California, Fillmore has been handicapped by the prolonged downturn in the economy coupled with the loss of redevelopment that served as the principal local source of financing affordable housing initiatives. Rather than eliminate worthy programs, the Housing Plan contained in Chapter 5.0 is guided by the assignment of priorities in the allocation of available staff and monetary resources.

ES.5 Housing Plan

The intent of the Housing Element is to ensure that the housing needs of all economic segments of the community will be met through the year 2021. The housing goals and policies included in the Fillmore Housing Element, as well as the actions (Programs) that the City will undertake to meet its housing needs, are detailed in Section 5.4. In addition to continuing programs from the prior Housing Element (Table ES.1), five new programs are proposed.

3.2.4 Reasonable Accommodations for Persons with Disabilities. In furtherance of SB 520 adopted in 2001, the City shall amend the Zoning Ordinance to institute an abbreviated ministerial procedure (in place of a variance requirement), with minimal or no processing fee, expressly designed to accommodate reasonable exceptions in zoning and land use regulations for housing for persons with disabilities (including individuals with developmental disabilities). In addition: (i) the Zoning Ordinance shall be amended to clarify the definition disabled in compliance with SB 812; and (ii) information on the rights of the disabled shall be disseminated in conjunction with Program 3.1.1.

4.1.1 Policy Consistency. The City shall amend the General Plan as necessary to: (i) achieve internal policy consistency with the Land Use Element in regard to Programs 1.1.2 and 2.3.6; and (ii) maintain consistency throughout the Housing Element planning cycle as may be needed to implement the balance of the Housing Plan.

4.1.2 MS-4 Permit Implementation. The City shall actively enforce the requirements of NPDES Permit No. CAS004002, Order No. 09-0057, that implements pollution reduction and control measures for surface water discharge through Low Impact Development ("LID") and Best Management Practices ("BMPs"). The implementation program shall entail two components: (i) development and imposition of standard conditions of approval on all discretionary land use permits; and (ii) updating locally-adopted CEQA Guidelines to incorporate review standards, impact thresholds and mitigation measures.

4.1.3 Program Targeting. In all new affordable housing projects, the City shall require that priority occupancy preference be given to lower-income households and special needs population segments that currently reside in Fillmore but who are presently overpaying, living in overcrowded conditions or residing in substandard housing. This requirement shall apply to all inclusionary units required by operation of California Health and Safety Code Section 33413(b), Density Bonus affordable units created under Government Code Section 65915, and all other government-assisted development (including projects receiving tax credit financing) over which the City has discretionary land use authority.

4.1.4 RHNA Process. The City will monitor and actively participate in the regional housing needs assessment process to promote equitable treatment and fair allocation of future growth proportionate to the

community's existing size and percentage of target income households in furtherance of California Government Code Sections 65584(d)(1) and 65584(d)(4)). The City will seek alliances with other Ventura County communities which are similarly impacted and seek relief through all available means including, but not limited to, the League of California Cities.

Table ES.4. Quantified Objectives 2014-2021

Program	Extremely Low	Very Low	Low	Moderate	Above Moderate	Total
New Construction	80	80	112	128	294	694 (RHNA)
Rehabilitation	6	10	10	10	35	71
Conservation	6	10	20	5	25	66
Total	92	100	142	143	354	831

1.0 Introduction

1.1 Regional Location

Fillmore is located in the Santa Clara Valley approximately 25 miles east of the Pacific Ocean, at the confluence of the Santa Clara River and Sespe Creek. The narrow valley runs east-west and lies between Santa Paula Ridge to the north and Oak Ridge to the south. The valley floor is about 2 to 3 miles wide in the Fillmore area. The City has an average elevation of 467 feet above mean sea level, while surrounding mountains rise above 4,000 feet. San Cayetano Mountain has the highest local peak at 4,181 feet.

The City of Fillmore is located in the east-central portion of Ventura County. The City of Santa Paula is located 9 miles to the west, with the City of San Buenaventura, also known as Ventura, still further west at the Pacific Ocean. To the south of Fillmore lie the cities of Moorpark (11 miles), Camarillo (20 miles), Thousand Oaks (22 miles), and Simi Valley (22 miles). The unincorporated town of Piru lies about eight miles east of Fillmore. East of Fillmore (24 miles) is Castaic Junction in Los Angeles County and the City of Santa Clarita. Interstate 5 (I-5) runs south from Castaic to metropolitan Los Angeles and north to the San Joaquin Valley. North of the City is the open country of the Los Padres National Forest, including the Sespe Wildlife Preserve. Fillmore's location within the southern California region and the City limits are shown in Figure HE-1.

Fillmore is physically separated from these neighboring communities by agricultural fields and open space, a typical characteristic of towns in the Santa Clara River Valley, but an otherwise rare quality within Southern California. Irrigated agriculture is the signature characteristic of the valley and citrus and avocado orchards are found throughout the valley on its highly fertile alluvial soils.

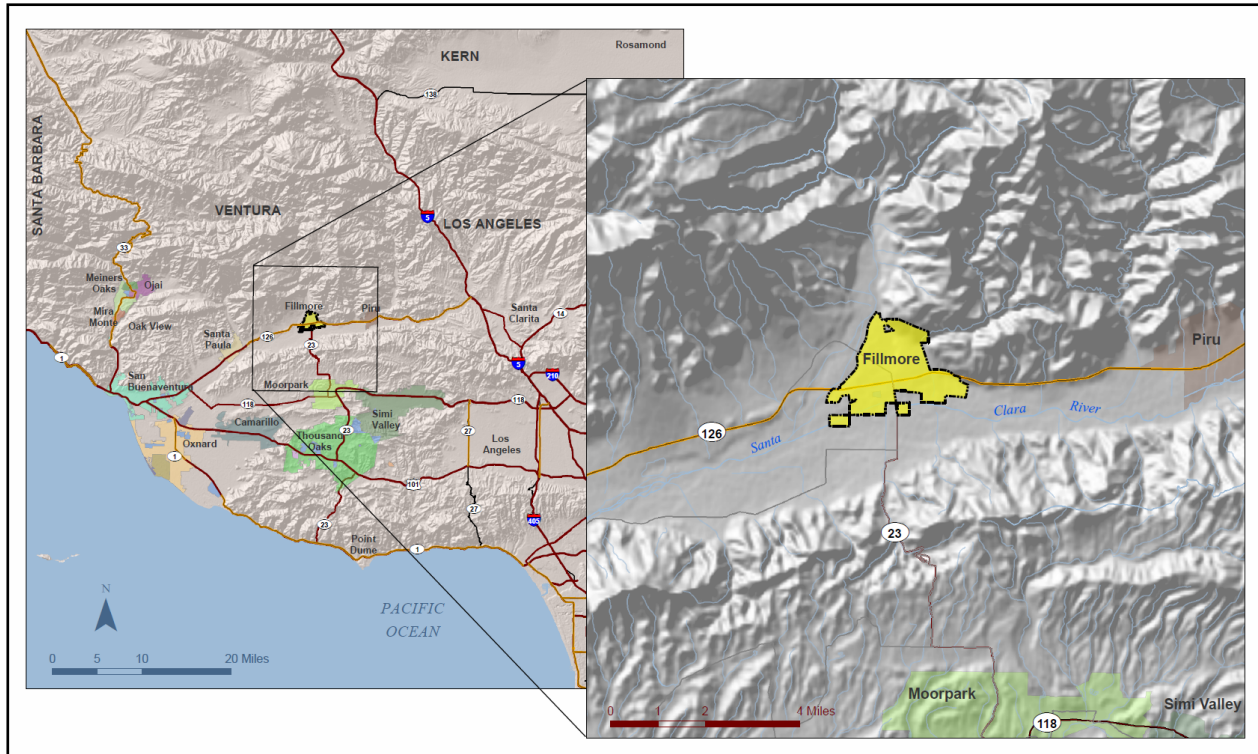
Fillmore is geographically isolated from these larger cities by the Oak Ridge mountain range. Only one road (Grimes Canyon / Highway 23) provides a connection to points south.

The City of Fillmore is party to two greenbelt agreements with the City of Santa Paula and Ventura County, setting forth mutual regulatory control over urban form, the protection of farmland and open space land, the future extension of urban services/facilities, and annexations. The Santa Paula and Fillmore Greenbelt Agreement covers approximately 34,200 acres west of the City of Fillmore. This greenbelt agreement is within Ventura County's jurisdiction in-between the two Cities' Sphere of Influence. In October 2000, the City adopted a greenbelt agreement by ordinance with Ventura County to preserve agricultural lands and reduce sprawl east of the City. The Fillmore/Piru Greenbelt Agreement comprises about 72,000 acres from the City's General Plan Study Area east to the Los Angeles County line.

The greenbelt agreements operate as community separators or buffers, and the participating jurisdictions have agreed not to extend municipal services into greenbelts, or to annex greenbelt land. However, on February 26, 2008, the City of Santa Paula approved the East Area One project, which extends into the greenbelt zone between the City of Fillmore and the City of Santa Paula. Prior to the approval of this project, both cities made an agreement by resolution to not extend development into the greenbelt area. Given the approval of this project, the City of Fillmore has approached the City of Santa Paula to solidify this agreement via an adopted ordinance.

On January 17, 2002, the City Council adopted an ordinance creating a City Urban Restriction Boundary (CURB). The purpose of this ordinance is to establish an urban boundary around the City preserving agricultural areas outside of the City by directing growth inside the City limits.

Figure HE-1. Project Regional & Vicinity Map



1.2 Background and Purpose of the Housing Element

General Plans are a physical statement of a community's vision and consist of policies governing land use, circulation, housing, conservation, open space, noise and safety (each consisting of a separate "Element" to the overall Plan). The Housing Element consists of an identification and analysis of existing and projected housing needs along with a statement of goals, policies, quantified objectives, financial resources, and scheduled programs for the preservation, improvement, and development of housing. Unlike the other six mandatory General Plan Elements, the Housing Element is unique insofar as State law requires that it must be updated at designated intervals in accordance with specific statutory parameters.

Fillmore's Housing Element was last updated on May 13, 2003, covering a planning period from 1998-2005 (3rd Cycle). Following adoption of the 1998-2005 Housing Element, the City embarked on a new update for the 4th Cycle spanning the period from January 1, 2006, through June 30, 2014. The process began in 2007 and entailed preparation and circulation of two working drafts for HCD review and public comment. Following its receipt of the second draft Housing Element dated August 26, 2009, the City Council elected to suspend the process. Consequently, this current Housing Element spans a period covering both the 4th and 5th planning cycles and builds upon work completed through August 2009.

Under Housing Element law, needs analysis and program development is geared toward: (i) four target income groups - extremely low, very low, lower and moderate; (ii) five special population segments – elderly, disabled, female headed households, farmworkers and homeless; and (iii) three indicators of need – overpaying for housing, dwelling unit overcrowding, and substandard living conditions. In addition, the City is required to accommodate an equitable share of regional housing needs (commonly referred to as “RHNA”) that reflects anticipated future growth throughout the State during each planning cycle. These obligations are cumulative in the event that assigned needs are not otherwise accommodated during previous cycles. For Fillmore, this entails “carryover” from both the 3rd and 4th Cycles.

1.3 Citizen Participation

Governing statutes require that local housing elements be prepared with the participation of all economic segments of the community. In furtherance of this obligation, the Housing Element update process for Fillmore has entailed extensive outreach as summarized in Table 1.A. Spanish translators were provided at orientation workshops and housing advocacy groups were provided advance notice of key meeting dates. As a result, the City received numerous comments throughout the update process spanning a period from October 2008 through September 2013. The City maintained a tracking system to adequately address the comments and concerns made by the public and provided a response to comments received during the update (Appendix E).

Table 1.A. Civic Engagement

Event	Dates	Noticing	Distribution List (Table 1.B.)	Purpose
Community Outreach				
Document Circulation	1 st Draft - 10/29/08 to 12/29/08 3 rd Draft – 10/21/13 to 1-28-14	Direct Mailing to Interested Parties	1	Solicitation of Comments on Draft Housing Element
Stakeholder Meetings	10/28/09, 11/10/09, 12/16/09 , 1/6/10 & 1/20/10	Meetings With City Staff as Requested	3	Address Comments of Housing Advocacy & Citizen Groups
Agency Consultations	3 rd Draft - 10-10-13 to 1/10/14	Direct Mailing Pursuant to CGS 65352 et.seq.	1, 2	45-90 Day Agency Review and Consultation Period
Public Meetings				
Planning Commission	10/21/09	72-Hour Posted Notice		Presentation of 2 nd Draft HE & Receipt of Public Comments
City Council	2/23/10			

Event	Dates	Noticing	Distribution List (Table 1.B.)	Purpose
Public Meetings				
Workshops #1 and #2	11/18/08 & 1/28/09 (Note: Spanish Translator was Provided for Both Workshops)	10-Day Published Notice + Direct Mailing to Interested Parties	1	Housing Element Orientation, Presentation of 1 st Draft HE & Receipt of Public Comments
Workshop #3	8/28/13	72-Hour Posted Notice (Workshop #3) + Direct Mailed Notice to Interested Parties (Workshop #4)	1	Housing Element Orientation, Status Report & Issue Identification for 3 rd Draft HE
Workshop #4	9/10/13			
Workshop #5	9/25/13	10-Day Published Notice + Direct Mailing to Interested Parties	1	Adequate Sites Analysis, Housing Program Refinement & Draft HE Submittal Schedule
Adoption Hearings				
Planning Commission	1/15/14	10-Day Published Notice + Direct Mailing to Interested Parties	1	Formulate Recommendation for City Council Consideration
City Council	1/28/14			Adoption of Updated Housing Element for the 5 th Cycle

Table 1.B. Public Outreach

	Interested Parties		Government Code Section 65352 et.seq.
1	California Rural Legal Assistance		Utility Companies
1, 3	Fillmore House Farm Workers Committee	1, 2	Southern California Gas (The Gas Company)
1, 3	Ventura County Homeless and Housing Coalition	1, 2	Southern California Edison
1, 3	Cabrillo Economic Development Corporation		SB 18 Consultation
1	Areawide Housing Authority of Ventura County	1, 2	Santa Ynez Band of Mission Indians
1	David Roegner	1, 2	Coastal Band of the Chumash Indian
1	Vance Johnson	1, 2	Barbareno/Ventureno Band of Mission Indians
1	Gayle Washburn	1, 2	Native American Heritage Commission
	Government Code Section 65352 et.seq.		Special Districts Operating within the City
	County of Ventura	1, 2	United Water Conservation District
1, 2	Planning Department	1, 2	Watershed Protection District
1, 2	LAFCO	1, 2	Ventura County Resource Conservation District
1, 2	Flood Control	1, 2	Ventura County Regional Sanitation District
	Each School District Operating within the City	1, 2	Fillmore-Piru Memorial Dist.
1, 2	Fillmore Unified School District		Miscellaneous
	Association of Governments	1, 2	Cal Trans
1, 2	Southern California Association of Governments	1	Planning Commission
1, 2	Ventura County Association of Governments	1	City Council
			Government Code Section 65353(b)
		1	Property Owners Potentially Affected by Programs 1.1.2 or 2.3.6 (Adoption Hearings Only)
1	Notice of Meeting/Document Availability		
2	Housing Plan Summary		
3	Stakeholder Meetings		

1.4 Definition of Terms

Several terms are used throughout the Housing Element that has particular meanings under California Law. The following presents definitions of key terms to facilitate understanding of the Housing Element. Words appearing in *italics* in a definition are defined elsewhere in this section.

Affordable Housing	Affordability is a function of household income and housing costs, with adjustments for family size and bedroom count. The limits placed on housing costs are prescribed by State law and vary according to income category and housing unit type as more fully discussed in Section 3.5.2 herein.
Affordable Housing Funds	Affordable Housing Funds refers to a variety of local, state and federal sources (other than City General Funds) that may be available to assist in the development, improvement and preservation of housing that is affordable to target income households.
Area Median Income	The annual median income for the County of Ventura, adjusted for family size, amended from time to time pursuant to Section 8 of the United States Housing Act of 1937, and published in Title 25, Section 6932, of the California Code of Regulations.
Disabled Person	Persons with a disability consisting of: (i) a physical or mental impairment that limits one or more of a person's major life activities; or (ii) a record of having or being perceived as having, a physical or mental impairment. It does not include current illegal use of, or addiction to, a controlled substance (as defined by Section 102 of the Federal Controlled Substance Act. 21 U.S.C. Sec. 802).
Emergency Shelters	Housing with minimal supportive services for homeless persons that is limited to occupancy of six (6) months or less by a homeless person. No individual or household may be denied emergency shelter because of an inability to pay.
Existing (Housing) Need	Needs of the existing population attributable to: (i) persons paying more than they can afford, overcrowded conditions and substandard housing; (iii) replacement and rehabilitation due to deterioration or removal; (iv) accommodation of persons with special housing needs; and (v) preservation of assisted units at risk of conversion.
Family	One or more persons, related or unrelated, occupying a premises and living as a single non-profit housekeeping unit, as distinguished from a group occupying a boarding or lodging house, hotel, club, or similar dwelling for group use. A family shall not include a fraternal, religious, social, or business group. A family shall be deemed to include domestic help employed by the family.
Farm Employee Housing	Housing occupied by employees of a farm with a maximum of thirty-six (36) beds in a group quarters or twelve (12) units or spaces.

Future (Housing) Need	New construction (or alternative measures allowed by law) needed to accommodate the City's assigned share of regional housing needs (commonly referred to as "Regional Housing Needs Assessment" or "RHNA"). Housing law does not require that new dwellings actually be constructed; rather, the City must simply evidence the capacity to accommodate such construction (or alternative measures).
Goal	A statement describing the desired condition that should exist in the housing environment. A goal is typically not stated in quantitative terms, in contrast to an <i>objective</i> .
HCD	California Department of Housing and Community Development
HUD	United States Department of Housing and Urban Development
Household	All the persons who occupy a single dwelling unit, such as a detached house, townhouse, or apartment. A household may consist of one person, unrelated individuals, or a <i>family</i> .
Housing Costs	The sum of all of the costs associated with the rental, purchase and maintenance of a dwelling unit as defined in Title 25, Section 6920 of the California Code of Regulations. For renter-occupied dwellings, housing costs mean the total of monthly payments encompassing rent, fees or service charges assessed by the lessor which are required of all tenants (other than security deposits), a reasonable allowance for utilities, and possessory interest, taxes, or other fees or charges assessed for use of the land and facilities by a public or private entity other than the lessor. For owner-occupied dwellings, housing costs mean the total of monthly payments encompassing principal and interest on a mortgage loan, including any loan insurance fees, property taxes and assessments, fire and casualty insurance, property maintenance and repairs, homeowner association fees, and a reasonable allowance for utilities.
Objective	The numerical target for some measurable outcome to be achieved by the end of the Housing Element planning period. Objectives must be stated for the rehabilitation, conservation, and development of housing.
Policy	A broad statement, consistent with a <i>goal</i> that guides and shapes actions in order to achieve an <i>objective</i> under that goal.
Special Needs Housing	Single room occupancy units, congregate care facilities and similar types of special living arrangements for persons and families who possess extraordinary housing needs by reason of economic, social, mental or physical disability.
Target Income Households	Under Housing Element law, needs analysis and program development is geared toward four target income groups: extremely low, very low, lower and moderate. These terms are benchmarked against the area-wide median income for Ventura County, determined annually by HCD for each of the State's 58 counties. The upper limit of extremely low income is pegged at 30% of the area-wide median, very low income is pegged at 50%, lower income is pegged at 80% and moderate income is pegged at 120%.

Transitional Housing Buildings configured as rental housing developments, but operated under program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible program recipient at some predetermined future point in time, which shall be no less than six months.

1.5 Consistency with Other General Plan Elements

The centerpiece of the Housing Element is the Housing Plan which outlines policies and programs to be implemented over an eight-year planning horizon covering the period of October 1, 2013 through September 30, 2021. The Housing Plan for Fillmore (detailed in Section 5.0) encompasses a total of 38 programs. Of these, 33 programs are a continuation from the current adopted 1998-2005 Housing Element and five programs are newly proposed. With the exception of Program 4.1.1, each of the new proposed programs entail regulatory and policy changes that merely implement State law or otherwise compliment the implementation of other programs. In addition, two other programs have substantial changes that differ from the 1998-2005 Housing Element; specifically, Programs 1.1.2 and 2.3.6 that designate sites to be rezoned or densified in order to accommodate the City's assigned share of regional housing needs and affirmatively further the production of housing that is affordable to target income groups.

General Plan law requires that all component elements, whether mandatory or optional, must be consistent with one another. As noted above, 33 programs are a continuation from the 1998-2005 Housing Element and were previously assessed for policy consistency as part of a comprehensive update to the Fillmore General Plan in 2003. No further policy consistency analysis for these particular programs are necessary. Of the remainder, Programs 1.1.2 and 2.3.6 entail density and land use changes that potentially conflict with the current adopted General Plan. To remedy these conflicts, Program 4.1.1 expressly requires amendment of the Land Use Element to align policies of the Housing Element with the balance of the General Plan. Should any other policy inconsistencies arise during the Housing Element planning period, Program 4.1.1 requires that corresponding adjustments be made in the General Plan so as to ensure that all component activities of the Housing Plan can be fully implemented.

1.6 Format of the Housing Element

The Fillmore Housing Element is organized into two volumes: Volume 1 consisting of the Housing Element Text and Volume 2 consisting of the Technical Appendices. Each Volume is contained within a stand-alone document for ease of use. The first Volume consists of four chapters in addition to this introductory chapter:

- Chapter 2.0 Progress Report includes a discussion of the appropriateness and effectiveness of the previously prepared Housing Element (adopted by the City Council in 2003), and the City's progress in implementing the goals and policies of the previous Housing Element.
- Chapter 3.0 Needs Assessment provides a detailed analysis of housing needs, resources, and constraints in the City of Fillmore. Included in this analysis is an inventory of population, households, and housing characteristics, including an evaluation of housing affordability current for the 2014-2021 planning period.

- Chapter 4.0 Housing Resources and Constraints sets forth an analysis of housing opportunities and constraints. The discussion of housing opportunities focuses on an evaluation of the availability of land for the development of new housing within Fillmore. The discussion of housing constraints addresses those factors that serve as barriers to the construction of affordable housing. These include both governmental and market constraints to the production of housing.
- Chapter 5.0 Housing Plan presents housing goals, policies, and action programs to address the housing needs of existing and future residents of the City. While goal and policy statements are general in nature, the housing programs are specific actions necessary to achieve the goals and policy statements adopted in principle. The City's quantified objectives for construction, rehabilitation, and preservation are summarized at the beginning of the Chapter.

The second Volume consists of five Technical Appendices:

- Appendix A..... Land Inventory Data Sets
- Appendix B.....Development Potential by Zone District
- Appendix C..... Affordable Housing Analysis
- Appendix D..... Cumulative RHNA Requirements
- Appendix E.....Civic Engagement – Public Comments and Responses

2.0 Progress Report

2.1 Introduction

Section 65588 (a) of the Government Code requires that each local government shall review its housing element as frequently as appropriate to evaluate all of the following:

- 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.
- The progress of the city, county, or city and county in implementation of the housing element.

The City's existing Housing Element was adopted in May 2003, and covers the period from 1998-2005. It is the purpose of this Chapter to evaluate the effectiveness of Fillmore's current adopted Housing Element, the progress in implementing the adopted programs, and the appropriateness of continuing the existing Housing Element goals, objectives, policies, and programs into the future.

2.2 Appropriateness and Effectiveness of the Existing Housing Element's Goals, Objectives, Policies, and Its Implementation

This section evaluates the effectiveness of the goals, objectives, policies, and actions of the 2003 Housing Element. There were many factors that affected the City's ability to meet the goals and objectives it established in 2003, including limited staff and funding resources. However, the City worked to implement as many of the programs as possible.

The success or failure of all the action programs is due in large part to the time City staff is able to devote to the implementation and upkeep of each program. The City has limited staff, and therefore limited available resources to devote to each project. Therefore, many of the programs that were unable to be implemented due to staff availability have been discontinued. This will leave staff more time to devote to the programs that the City believes will create the most meaningful impact on housing issues in this housing element period.

The following provides a review of each action program defined in the 2003 Housing Element. The review summarizes the outcome of each program. If an outcome was less than successful, a summary of the reasons has been provided.

Biennial Evaluation. The Planning Department was to conduct a biennial update of the inventory of available vacant or underdeveloped residential sites that could be developed to meet the projected housing needs. This inventory would be used in discussions with potential developers.

Outcome. Vacant land inventories were conducted in August 2009 and July 2013 to update the inventory of available vacant residential sites which could be developed to meet housing needs.

Recommendation. Continue the program.

Second Unit/Accessory Units. The Planning Department was to actively encourage the use of second units in single-family residential areas where such second units would neither adversely affect nor alter the character of the surrounding single-family neighborhood. The goal was to develop 10 secondary units between 1998 and 2005.

Outcome. There have been five second dwelling units that have been approved, permitted and constructed since 1998. Two additional applications were submitted but withdrawn when it was determined that the applicant was not going to occupy either the main dwelling or the proposed second unit. One other application has recently been submitted and is pending review and approval. According to the City of Fillmore's second dwelling unit/granny flat standards, the applicant for a second unit must also serve as the occupant for either the main dwelling unit or the proposed second unit.

Recommendation. The City will update the Zoning Ordinance to be in compliance with state law (AB 1866) with regard to the future development of second units within the City. Continue the program.

Medium-High Density Residential. The City was to increase the maximum density within the Medium-High residential zone and General Plan designation from 15 dwelling units per acre (du/ac) to 20 du/ac; ensuring that there is a sufficient supply of housing units for all economic segments of the community.

Outcome. The density increase for the maximum number of dwelling units per acre within the Medium-High density residential zone was not implementing during the planning period and there are no remaining large lot vacant parcels (1+ acres in size) with either the R-M or R-MH zoning designations. .

Recommendation. Continue the program but target Commercial Housing (CH) parcels (instead of the R-M or R-MH zone) to receive a density increase from 15 to 20 dwelling units per acre.

Monitor At-Risk Projects. The Planning Department was to determine the status of financial incentives for assisted housing projects to determine whether income restrictions on such projects are at risk of being lifted, thereby terminating the affordability of the project. Where assisted housing projects are at risk, strategies were to be developed to preserve their affordability. This was to occur one year prior to the housing element update.

Outcome. According to the California Housing Partnership Corporation (California non-profit organization dedicated to the preservation, expansion, and supply of affordable housing), as of July 2013, there are no federally assisted housing projects in Fillmore. Additionally, no locally or state assisted housing projects in Fillmore are at risk.

Recommendation. Discontinue the program.

Housing Rehabilitation Program. The Planning Department and the former Redevelopment Agency (RDA) were to assist applicants in accessing home rehabilitation loans for low and moderate-income housing, and self-help housing projects.

Outcome. The Planning Department and former RDA assisted 12 applicants in accessing rehabilitation and improvement loans since 1998; and approximately \$330,000 was distributed throughout five of the City's Rehabilitation Programs.

Recommendation. Continue the program.

Community Education Regarding the Availability of Rehabilitation Programs. The Planning Department was to provide information to very low and low-income households and other special needs groups regarding the availability of rehabilitation programs through neighborhood and community organizations and through the media.

Outcome. The City of Fillmore created and mailed a brochure of available rehabilitation programs in June 2003. In 2007, a webpage was made on the City's website for the City's Housing Programs, including the Housing Rehabilitation Program, with a link to the application. The brochure of available rehabilitation programs was last updated in 2003.

Recommendation. Continue the program.

Housing Condition Survey. The City Building Official was to maintain a current housing condition survey of all housing units within the City. This survey should include the number of units in need of rehabilitation or replacement. The survey should begin at the start of the planning period and be continually updated, with a comprehensive update one year prior to the next Housing Element Update.

Outcome. The housing condition survey was assigned to City staff and an implementation schedule was created. The City has identified underdeveloped and dilapidated units on specific parcels which may be eligible for rehabilitation programs in the current planning period.

Recommendation. Continue the program.

Rental Rehabilitation Program. The Planning Department and the former RDA were to provide financial assistance to owners of rental property to rehabilitate substandard units to enable such units to remain affordable following rehabilitation. The goal was to provide financial assistance to owners of five rental properties to rehabilitate substandard units.

Outcome. The City did not receive any applications requesting rental property rehabilitation assistance. Therefore, no financial aid was offered due to lack of applications.

Recommendation. Incorporate community education concerning the availability of this program, and continue the program with modified goals.

Code Enforcement. The City Building Official was to provide ongoing inspection services to review code violations on a survey and complaint basis. It was the goal of this program to eliminate code violations within Fillmore.

Outcome. On average, the City has initiated and closed 61 code enforcement case per year since 1998. The City performs code enforcement on an on-going basis and will continue to do so in the upcoming planning period.

Recommendation. Continue the program.

Housing Replacement Program. The former RDA and Planning Department were to continue the housing replacement program whereby large rehabilitation loan requests are automatically reviewed by the City to determine if replacement, rather than repair would be more cost effective. The goal was to replace 15 dwelling units that would have otherwise undergone costly rehabilitation.

Outcome. Nine dwelling units have been demolished with City assistance at an average cost of \$10,000 per unit. All of these units were removed during the 4th Housing Element cycle (2006-2013). During this time frame, the City facilitated the construction of 100 affordable (deed-restricted) dwellings.

Table 2.A. Affordable Deed-Restricted Housing Construction from 2006-2013

Deed Restricted Affordable Units	Construction During the 4 th Housing Element Cycle			
	V. Low	Low	Mod	Total
Park View Senior Apartments	25	25		50
Glenn Stern Apartments		1	7	8
Sarahang Apartments	1		7	8
Dash Gill Subdivision		1		1
CEDC Central Station	14	15		29
River Oaks II	2	2		4
Total	42	44	14	100

Recommendation. Continue the program.

Condominium Conversion Policy. The Planning Department was to prepare and adopt condominium conversion standards as set forth in the 1993 Housing Element that would meet the goals of retaining affordable rental units and protection and maintenance of the City's rental market.

Outcome. Ordinance 03-775 was adopted January 24, 2004.

Recommendation. Strengthen and continue program.

Energy Conservation Program. The City Building Official, in association with Southern California Edison and the Southern California Gas Company was to implement an energy conservation program that would minimize the costs of space heating and cooling in new and existing dwelling units.

Outcome. The 2007 California Building Code was updated to address cost-effective building energy efficiency standards. This updated building code was adopted by the City, and will apply to both residential and non-residential buildings. The California Building Code has been revised to address cool roof coatings, and has updated the standards for efficient lighting, duct and pipe insulation, thermal energy storage, ice storage air conditioners, and the use of evaporative cooled condensing units.

Recommendation. Implement program.

Affordable Housing Inventory; Pursue Available Projects. The former RDA was to explore and inventory the variety of potential financial assistance programs from both the public and private sectors to provide more affordable housing units. The Housing Coordinator was to provide assistance to the City in preparation of applications for potential financial assistance programs. Additionally, the Housing Coordinator, on an annual basis, was to specify which programs will be applied for by the City. All available local, state, federal, and private affordable housing programs for new housing and for the conversion and/or rehabilitation of existing housing was to be pursued. The City Housing Coordinator was to apply for the following grants for potential financial assistance:

- One project to assist in the provision of housing accessible for disabled residents (either new housing or retrofit of existing low-income housing)
- Two grants to assist in the provision of housing for farmworkers
- Two grants to assist the rehabilitation of existing low-income housing
- One grant to assist the provision of housing for seniors

Outcome. The City did not apply for the above-listed grants due to staffing limitations.

Recommendation. Continue the program.

Partnership Program. The Planning Department and former RDA were to meet regularly with non-profit, private, and other public entities to examine opportunities for cooperative efforts to expand the City's supply of affordable housing for special needs groups. These special needs groups include farmworkers, elderly, single-parent households, disabled, large families, and the homeless. The goal was to familiarize non-profit, private, and other public entities involved in the production of affordable housing for special needs groups within the City of Fillmore, and thereby facilitate interest on the part of these entities in developing affordable housing for special needs groups in Fillmore.

Outcome. The City invited proposals from various housing builders for a particular project which needed to satisfy its RHNA requirement. The project was ultimately awarded to the Cabrillo Economic Development Corporation (29 units). The project was approved by the City Council in 2007 and has since been constructed. The City also conducted public workshops with the public during the planning process of the North Fillmore Specific Plan, which was approved in July of 2006 and subsequently modified with the passing of Measure I. Furthermore, the City Planning staff meets with prospective affordable housing builders at the office counter regularly when they inquire about the City's planning process and requirements.

Recommendation. Continue the program.

Support Non-Profit Housing Sponsors. The Planning Department and the former RDA were to support non-profit corporations in their efforts to make housing more affordable to very low, low, and moderate-income households. The effort was to include supporting grant applications, identifying available sites for housing development, and City involvement in the development of such sites.

Outcome. The City worked with Cabrillo Economic Development Corporation to create a 29-unit farmworker housing apartment/condominium project. The project was approved by the City Council in 2007. The City also facilitated the development of the Park View Apartments (50 units for very low and low-income seniors) which completed construction in March 2007.

Recommendation. Continue the program.

Maintain a Streamlined Application Process. The Planning Department, City Engineer, and Building Official were to continue efforts to streamline and improve the development review process, as well as eliminate any unnecessary delays and restrictions in the processing of development applications. This program's goal was to minimize the costs of residential development within Fillmore attributable to the time it takes to review development applications and plans.

Outcome. The City has streamlined the plan check process by reducing the number of plan check reviewers from five to three, thereby reducing the amount of time required for the review. The City has also implemented a plan tracking number system.

Recommendation. Continue the program.

Density Bonus Ordinance. The Planning Department was to monitor statutory requirements for municipal density bonus requirements to ensure that City density bonus provisions comply with state requirements.

Outcome. The City currently implements a Density Bonus Ordinance; however, the ordinance is not up to date with current state provisions. The ordinance will be revised in accordance with state regulations and implemented during the upcoming planning period.

Recommendation. Continue the program.

Density Bonus Provision. The Planning Department and the former RDA were to grant density bonuses for the provision of affordable housing units as required by state law.

Outcome. The City has granted three density bonuses since 1998. The first bonus was granted in June of 2002 (Resolution No. 02-2574) to the Park View Apartments, which is a built project consisting of 50 units for very low and low income seniors. The second density bonus was granted in January 2003 to the Rachel Apartments for a mixed use project consisting of retail space and 21 units. The third density bonus was granted to KB Homes in June of 2003 for a residential project consisting of 110 units. Neither of the latter two projects has been built.

Recommendation. Continue the program.

Priority Building Inspections for Affordable Housing Projects. The Building Official was to give priority to very low and low-income housing projects for the building inspections that are carried out during various stages of the construction process.

Outcome. Priority inspections were given to the Saratoga Apartments and Maggie Apartments during the 3rd Housing Element cycle, as well as each of the affordable projects listed in Table 2.A. that were constructed during the 4th Housing Element cycle.

Recommendation. Continue the program.

Review and Revise the Congregate Care Housing Approval Process and Requirements. The Planning Department was to review and revise the congregate care housing approval process and requirements to ensure that they are appropriate for use toward the approval of farmworker housing.

Outcome. The City has adopted Ordinance 03-774 in March of 2004 which contains specific requirements for farmworker congregate housing. Further revisions to the Zoning Ordinance are now required in order to implement the provisions of Health & Safety Code 17000 (Sections 17021.5 and 17021.6 of the Employee Housing Act), permitting farmworker housing serving six or fewer persons by right in all residential zones and treating “agricultural housing complexes” meeting the state criteria of 36 beds or 12 units/spaces (maximum) as an allowed agricultural use not requiring a conditional use permit or other zoning clearance.

Recommendation. Update the Ordinance by July 2015.

Community Information. The Planning Department and the former RDA were to undertake a program to work with HCD to prepare and provide information to the community about annual incomes for typical occupations and the equivalent buying power of these incomes in today’s housing market, including the annual income ranges of very low, low, and moderate-incomes, and of the typical occupations that fall into these categories. Additionally, the information was to include examples of different types of affordable housing projects and how they can fit into a community. The implementation of this program was to promote community understanding of affordable housing and very low, low, and moderate-income categories, thereby reducing potential community resistance to affordable housing development.

Outcome. The Community Information Program has not yet been implemented.

Recommendation. Continue the program.

Marketing Materials. The Planning Department was to prepare marketing materials to be provided to the building industry, outlining opportunities for the development of new above moderate-income single-family housing within Fillmore. The goal of this program was to promote the development of needed above moderate-income housing to meet quantified objectives for new housing to meet the needs of that income group.

Outcome. Marketing materials outlining these opportunities have not yet been prepared.

Recommendation. Continue the program.

Meet With Potential Developers. The Planning Department and the City Manager were to actively seek out and conduct an annual meeting with potential developers of downtown infill sites, as well as potential developers of above moderate-income housing as a means of generating interest on their part to undertake residential projects within the City.

Outcome. The City has been conducting meetings with potential developers of downtown infill sites and above moderate-income housing. This includes developers of the Green Apartments, Stern Apartments, Maggie Apartments, Park View Apartments, Shah Condominiums, CEDC condominiums and apartments, and the 501 Santa Clara, Reider, River Oaks, and Saticoy Lemon projects.

Recommendation. Continue the program.

Housing for Existing Very Low- and Low-Income Residents. The Planning Department and the former RDA were to utilize CDBG funds for infrastructure improvements and available federal, state, and local housing development programs to undertake development of housing projects for Fillmore's existing very low, and low-income households who are living in dwellings that are in need of replacement. The goal of this program was to provide housing assistance to 150 very low or low-income Fillmore residents.

Outcome. The City used former RDA funds to support the construction of 50 low-income senior apartments for the Park View Apartments project; and 29 additional units in the Cabrillo Central Station project.

Recommendation. Continue the program.

Review the Potential for an Inclusionary Housing Policy. The Planning Department was to assess the potential for implementation of an inclusionary housing policy. The goal of an inclusionary housing policy would be to increase the supply of affordable housing for very low to moderate-income families. This policy would encourage developers to construct a certain percentage of new dwelling units as affordable housing.

Outcome. An evaluation was completed on February 22, 2005. The City Council voted to not implement an inclusionary housing policy because the City Council believes the current statutory requirement to provide affordable housing in connection with all new housing development within the City's designated redevelopment project areas a more effective means to achieve affordable housing as opposed to allowing a developer to pay in-lieu fees, which may not assure that the City's affordable housing goals will be attained.

Recommendation. Program completed.

Additional Development Incentives for Mixed Use Projects within the Downtown Area. The Planning Department and the former RDA were to use voluntary incentives to encourage the production of affordable housing as part of mixed use projects. Within the downtown area, incentives for the production of mixed use affordable housing were to be provided in addition to City density bonus incentives.

Outcome. Presently, the Downtown Specific Plan offers the following incentives for mixed-use projects: 100 percent lot coverage; zero setbacks; parking in-lieu fee program; three story buildings at corner properties and mid-block; a maximum density up to 50 du/acre; and one required parking space per dwelling unit. Additional planned measures include the establishment of a new Affordable Housing Opportunity overlay zone to facilitate RHNA goals.

Recommendation. Continue the program.

Increase the Allowable Density of Housing within the Downtown Area. The Planning Department, Planning Commission, and City Council were to consider amending the Downtown Specific Plan to allow an increase in residential density to a maximum of 50 units per acre over 4.7 acres, with a maximum of 201 units within the Downtown Specific Plan area. The goal of this increase was to provide sufficient land inventory to meet the quantified objectives for the development of housing to meet the needs of very low-income households.

Outcome. The Specific Plan was amended on November 13, 2001 to increase the residential density from 15 units per acre up to 50 units per acre. The following projects approved in the Downtown Specific Plan area are either approved, under construction, or already built and occupied:

- Green Apartments (6 units) approved but not yet built.
- Shah Condominiums (18 units), approved but not yet built.
- CEDC Central Station (29 units), built and occupied.
- Saratoga Apartments (8 units), built and occupied.
- Maggie Apartments (8 units), built and occupied.
- Park View Apartments (50 units), built and occupied.

Recommendation. Program completed.

Cooperative Association. The Planning Department and the former RDA were to continue to refer cases and questions to the Ventura County Fair Housing Institute and/or the Housing Rights Center for enforcement of prohibitions on discrimination in lending practices and in the sale or rental of housing. Additionally, the City was to create a brochure in English and Spanish, explaining how complaints can be filed. The brochure was to be made available at City Hall in the Planning Department, and throughout the community in places such as bus stops, public libraries, community centers, local social centers, and other public locations.

Outcome. The City has provided Community Development Block Grant (CDBG) funding to the Housing Rights Center for the completion of housing brochures (in both English and Spanish) which are made available at City Hall. The brochures address a variety of housing issues and how citizens can deal with these issues in the City.

Recommendation. Continue the program.

Housing Opportunities for Special Needs Groups. The Planning Department was to provide housing opportunities to meet the special housing needs of farmworkers, elderly, disabled, large families, and the homeless by giving priority funding to development projects that include a component for special needs groups in addition to other lower income households.

Outcome. The City prioritized funding for the Park View Apartments project (50 low-income units for seniors) and the Cabrillo Economic Development Corporations project (29 unit farmworker housing project).

Recommendation. Continue the program.

Coordination with Agencies Serving the Homeless. The Planning Department was to cooperate with public (Ventura County Housing Authority) and private assistance agencies to develop housing (including transitional housing), family counseling, and employment programs for the homeless. The goal of this program was to develop housing self-sufficiency for those who are currently homeless by working with appropriate agencies to implement housing and employment programs.

Outcome. In 2007, the City provided CDBG funding to County of Ventura Human Services Agency to help fund a public service called "Rain Project Transitional Living Center", which provides transportation services to the homeless. Homeless people are transported to multiple locations

countywide to places such as career centers, vocational training facilities, job interviews, and medical facilities.

Recommendation. Continue the program.

Remove Constraints on the Production of Housing for Disabled Residents. The Planning Department was to analyze and determine whether its development policies and ordinances create any constraints on the development, maintenance, and improvement of housing intended for persons with disabilities, consistent with Senate Bill 520, which was enacted January 1, 2002. The analysis was to include an evaluation of existing land use controls, permit and processing procedures, and building codes. If any constraints were found in these areas, the City was to initiate actions to address these constraints, including the removal of the constraints or provision of reasonable accommodation for housing intended for persons with disabilities.

Outcome. Due to limited staff resources, the City has not yet completed this activity. In addition, new measures are now proposed to implement the provisions of SB 2 and SB 812 adopted during the past Housing Element cycle.

Recommendation. Continue the program.

3.0 Needs Assessment

3.1 Introduction

3.1.1 Statutory Requirement

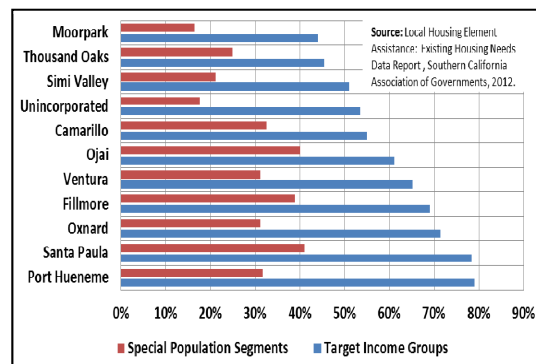
Section 65583(a) of the California Government Code requires the Housing Element to include an assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs. The assessment and inventory must include the following:

- An analysis of population and employment trends and documentation of projections and a quantification of the locality's existing and projected housing needs for all income levels. These existing and projected needs shall include the locality's share of the regional housing need.
- An analysis and documentation of household characteristics, including level of payment compared to ability to pay, housing characteristics, including overcrowding, and housing stock condition.
- An inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites.
- An analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures. The analysis shall also demonstrate local efforts to remove governmental constraints that hinder the locality from meeting its share of the regional housing need.
- An analysis of potential and actual non-governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the availability of financing, the price of land, and the cost of construction.
- An analysis of any special housing needs, such as those of the handicapped, elderly, large families, farm workers, families with female heads of households, and families and persons in need of emergency shelter.
- An analysis of opportunities for energy conservation with respect to residential development.
- An analysis of existing assisted housing developments that are eligible to change from low-income housing uses during the next 10 years due to termination of funding contracts, mortgage prepayment, or expiration of restrictions on use.

3.1.2 Demographic Imbalance

Target income groups comprise 69% of all households in Fillmore. Comparatively speaking, Fillmore ranks fourth among 11 jurisdictions within the County relative to having the highest concentration of low and moderate income households. Similarly, Fillmore is ranked third highest in terms of needs possessed by special population segments. These population segments are recognized under Housing Element law as having a more difficult time finding decent and affordable housing due to special circumstances particular to these groups.

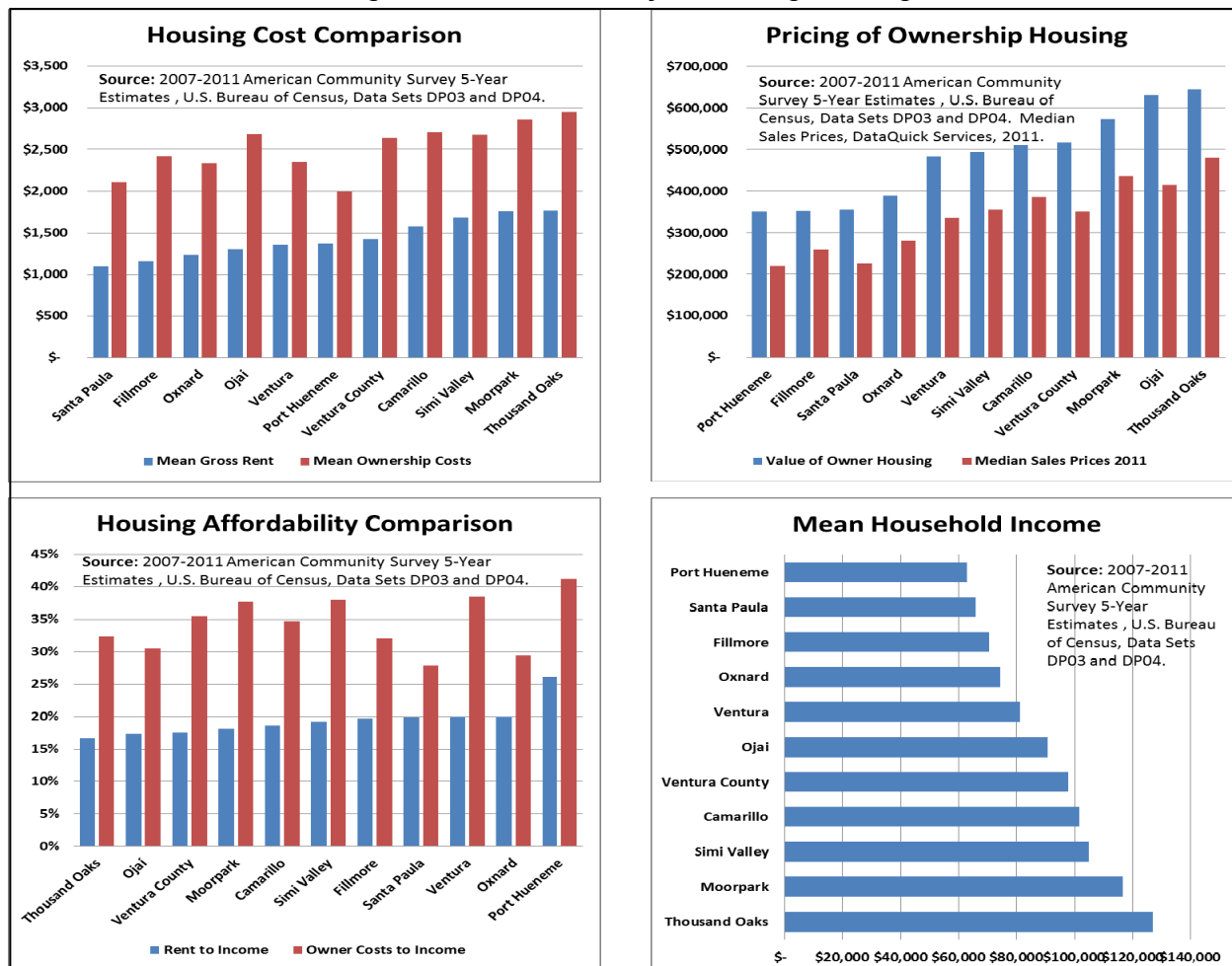
Figure HE-2. Existing Needs Demographics



3.1.3 Housing Affordability

The City has very favorable statistics with regard to the cost of ownership and rental housing compared to the County at large (Figure HE-3), yet there is a high percentage of existing residents who are paying more than what they can afford for the homes they live in. This anomaly is attributed to the disproportionate percentage of target income groups that make up the resident population compare to other jurisdictions. In short, Fillmore has a very affordable supply of housing but its demographics distort its availability.

Figure HE-3. Affordability of Existing Housing



3.1.4 Equitable Apportionment

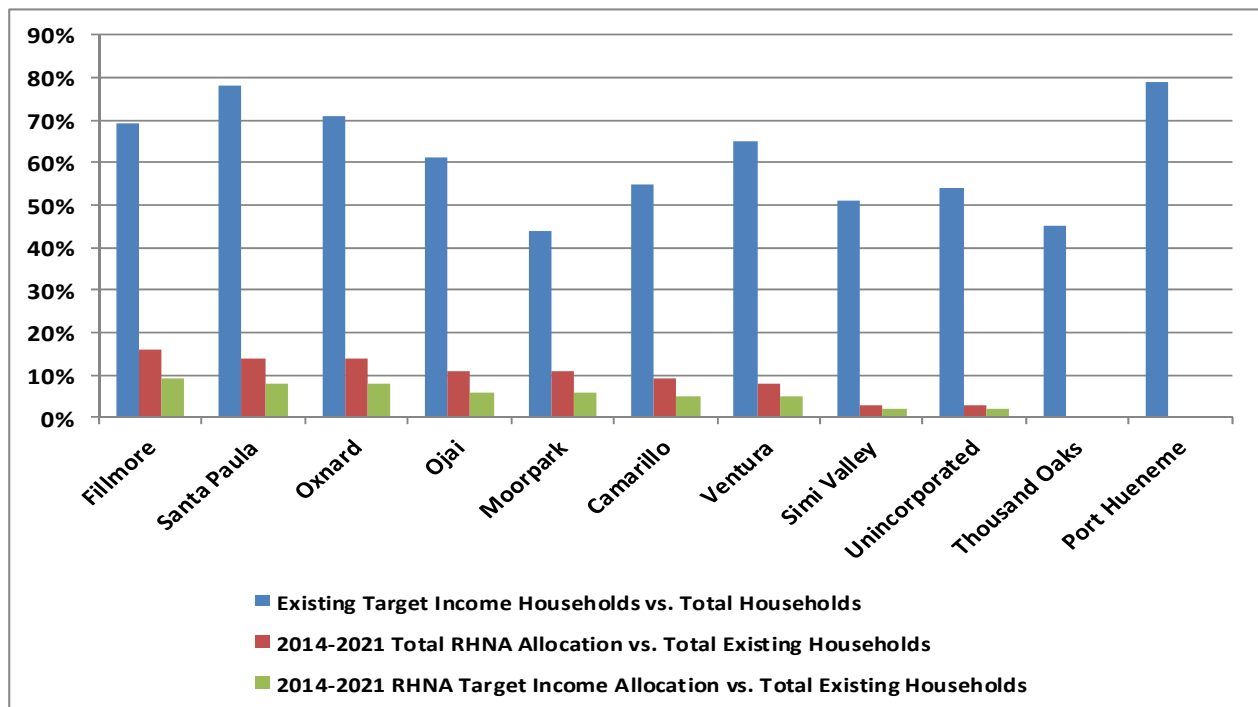
State housing law requires that in allocating future housing needs by income level, the local Council of Governments avoid further “impaction,” which is the concentration of target income households in excess of what a community already accommodates compared to other communities within the region (California Government Code Section 65584(d)(4)). As depicted in Table 3.A. and Figure HE-4, Fillmore is disproportionately burdened in the allocation of RHNA goals for the 2014-2021 planning cycle.

Table 3.A. Distribution of RHNA Allocations

	Existing Target Income Households vs. Total Households	2014-2021 Total RHNA Allocation vs. Total Existing Households	2014-2021 RHNA Target Income Allocation vs. Total Existing Households
Fillmore	69%	16%	9%
Santa Paula	78%	14%	8%
Oxnard	71%	14%	8%
Ojai	61%	11%	6%
Moorpark	44%	11%	6%
Camarillo	55%	9%	5%
Ventura	65%	8%	5%
Simi Valley	51%	3%	2%
Unincorporated	54%	3%	2%
Thousand Oaks	45%	0%	0%
Port Hueneme	79%	0%	0%

Source: RHNA Allocations, Southern California Association of Governments, October 4, 2012 (5th Cycle).

Figure HE-4. Distribution of 2014-2021 RHNA Allocations



Source: RHNA Allocations, Southern California Association of Governments, October 4, 2012 (5th Cycle).

3.2 Employment and Population Characteristics

3.2.1 Total Population

Between the beginning and end of the 3rd (1998-2005) and 4th (2006-2013) Housing Element cycles, the population of Fillmore increased from 13,339 to 15,175, translating to an average annual increase of 0.865%. During the same period, the growth in households was even less at 0.786% per year. Together, these numbers translate to larger household sizes, growing from 3.528 persons per household in 1998 to 3.598 persons in 2013. Another notable trend has been the rate of increase between the two past Housing Element cycles. In this regard, the growth rate in both population and households has slowed dramatically during the 4th Cycle compared to the prior planning period. At the same time, the rate of growth in the size of households has more than doubled. This is generally reflective of the recessionary economy and housing slump that the nation (California in particular) has experienced over the past few years as less housing has been built and more people are living together.

Table 3.B. City of Fillmore Population, 1998 - 2013

Year	Population			Households			Persons Per Household		
	Actual Total	Increase		Actual Total	Increase		Actual Total	Increase	
		No.	%		No.	%		No.	%
1998	13,339			3709			3.528		
2006	14,550	1,211	9.08%	4,050	341	9.19%	3.543	0.015	0.43%
2013	15,175	625	4.30%	4,171	121	3.00%	3.598	0.055	1.55%

Source: California Department of Finance, E-5 Population and Housing Estimates, for Cities, Counties, and the State, 1998-2013

3.2.2 Population Projections

Forecasts adopted by the Southern California Association of Governments (SCAG) indicates that the rate of population and household growth in Fillmore during the 2014-2021 Housing Element cycle will increase dramatically from that experienced during the previous two periods. SCAG's forecasts an increase of approximately 1,808 persons and 583 households between the period of 2014 and 2021 which is nearly the same as the total growth experienced in the previous two planning periods combined.

Table 3.C. City of Fillmore Projected Population, 2008-2020

Year	Population	Households
2008	14,900	4,100
2020	18,000	5,100
Average Annual Rate of Increase	1.59%	1.84%

Source: Adopted Growth Forecast, Southern California Association of Governments 2012.

3.2.3 Age Distribution

Understanding age distribution in the community is important because it affects the housing market. A declining number of young children can result in a change in the types of housing units being sought.

Childless adults tend to have a higher combined income and prefer certain amenities, increasing the demand for condominiums or units in planned unit developments. An elderly population creates a demand for units with common recreation facilities and easy access to commercial, medical, and transportation facilities. Inflationary pressures within the housing market can create disadvantages for the elderly on fixed incomes.

It is typical that a small younger community, such as Fillmore experience a particular demographic cycle. As the community matures, its school age children grow up and begin forming their own households. Often, mature communities that emphasized single family housing during their earlier growth phase do not have a sufficient supply of housing that is affordable to these emerging households. Thus, a generation of new adults is sometimes forced to move away from their community in order to seek starter (often rental) housing.

In addition, many small communities find that the types of housing that were well suited to young families are not particularly well suited to seniors and empty nesters (non-senior adults whose children have grown and started their own households). Thus, seniors and empty nesters often look to sell their homes, and move into housing that is smaller and better suited to their needs. Sometimes suitable housing for such older adults is not available in the community they made their homes in, and they are forced to move to other areas. Typically, a new generation of young families moves into the community. School age population increases, and the community once again has many young families in residence.

As noted above, not only does a community's demographic makeup change over time, so does its housing needs. If it is important to the community to retain its youth and elderly populations, it is important that a variety of housing types and styles of residential development be provided, including rental and starter housing, as well as housing for young growing families, empty nesters, and the elderly. Between 2000 and 2010, U.S. Census data indicates a gradual aging of the City's population as the percentage of persons below 45 years of age has declined from 72% to 68%, while persons above this threshold increased from 28% to 32%. Overall, the median age has risen by two years. This trend coincides with the downturn in housing construction that occurred during this period as fewer new families arrived in the community. As the housing market improves, it is expected that this trend will moderate and the demographics will return to a distribution comparable those recorded in 2000.

Table 3.D. City of Fillmore and Ventura County Age Distribution 2000 & 2010

Age	2000		2010	
	Population	Percent	Population	Percent
Under 5 years	1,142	8.4%	1,269	8.5%
5-19 years	3,695	27.1%	3,784	25.2%
20-24 years	1,040	7.6%	1,036	6.9%
25-44 years	3,956	29.0%	4,141	27.6%
45-64 years	2,394	17.5%	3,221	21.5%
65 years and over	1,416	10.4%	1,551	10.3%
Total	13,643	100.0%	15,002	100%
Median Age	29.8		31.9	

Source: U.S. Department of Commerce, Bureau of the Census, 2000 and 2010 Census Reports.

3.2.4 Ethnicity

Table 3.E provides the 2000 and 2010 breakdowns of the racial and ethnic distribution of the City of Fillmore by percentage of the population. Between 2000 and 2010, U.S. Census data indicates a demographic shift in the City's population as the percentage of Caucasians declined from 31% to 23%, while the Hispanic population increased from 67% to 75%. Over this same time frame, the County's Hispanic population increased from 33% to 40% while Caucasians declined from 57% to 49%. In summary, the change in ethnic make-up in Fillmore parallel those of the County at large; however, the percentage that Hispanics comprise of Fillmore's population is nearly twice as large as that of the County as a whole.

Table 3.E. City of Fillmore Ethnicity 2000 & 2010

Ethnicity	2000		2010	
	Population	Percent	Population	Percent
White	4,178	30.6%	3,400	22.7%
Hispanic	9,090	66.6%	11,212	74.7%
Black (African American)	26	0.2%	44	0.3%
Native American	69	0.5%	42	0.3%
Asian, Pacific Islander	108	0.8%	133	0.9%
Other Race	24	0.2%	29	0.2%
Two or More Races	148	1.1%	142	0.9%
Total	13,643	100.0%	13,643	100.0%

Source: U.S. Department of Commerce, Bureau of the Census, 2000 and 2010 Census Reports. Southern California Association of Governments, 2013.

3.2.5 Employment Characteristics

According to the SCAG, there were approximately 3,200 employment opportunities in the City of Fillmore in 2008. Near the end of the 5th Housing Element cycle, SCAG forecasts 3,500 jobs, and by 2035 SCAG forecasts 3,900 employment opportunities. These statistical projections translate to a steady decline in a local jobs/household ratio.¹ This means that businesses within the community are dependent upon bringing in workers from other communities. In summary, the statistics specific to Fillmore suggests a growing imbalance between employment and population, contrary to regional transportation goals that promote sustainable communities. This affirms the need for proactive measures in future Housing Element cycles to ensure that RHNA allocations are appropriately distributed throughout the region.

¹ Communities having a lower jobs/housing balance are referred to as being "housing rich", indicating that there are more workers than jobs in the community. This means that workers within the community are dependent upon jobs in other communities. Communities having a higher jobs/housing balance are referred to as being "Jobs rich", indicating that there are more jobs than workers in the community. This means that businesses within the community are dependent upon bringing in workers from other communities.

Table 3.F. City of Fillmore Employment Projections

Year	Employment Projections	Household Projections	Jobs/Household Ratio
2008	3,200	4,100	0.78
2020	3,500	5,100	0.68
2035	3,900	5,900	0.66

Source: 2012-2035 Regional Transportation Plan/Sustainable Communities Strategy Growth Forecast, Southern California Association of Governments, April 4, 2012.

3.3 Household Characteristics

3.3.1 Average Household Size

As noted earlier in Section 3.2.1, total population between the beginning and end of the 3rd (1998-2005) and 4th (2006-2013) Housing Element cycles increased by approximately 14%. During the same period, the growth in households increased by smaller percentage, resulting in rise in the number of persons per household from 3.528 persons in 1998 to 3.598 persons in 2013. This is generally reflective of the recessionary economy and housing slump that the nation (California in particular) has experienced over the past few years as less housing has been built and more people are living together. It is expected that this trend will moderate downward as the economy improves and housing starts turn upward.

3.3.2 Income

Under Housing Element law, needs analysis and program development is geared toward four target income groups: extremely low, very low, lower and moderate. These terms are benchmarked against the area-wide median income for Ventura County, determined annually by HCD for each of the State's 58 counties. Table 3.G. displays the income limits current as of 2013. As shown in Tables 3.H. and 3.I., the City accommodates a greater percentage of low and moderate-income households than do other communities in the County. Overall, the City ranks 4th among other County jurisdictions in regard to having the highest concentration of target income groups. Most notably, households earning less than 80% of the areawide median income represent 50% of all households in Fillmore.

Table 3.G. City of Fillmore 2013 Household Income Definitions

	Upper Limits of Household Income				
No. of Bedrooms	0	1	2	3	4
Household Size	1	2	3	4	5
Area Median Income (AIM)	\$61,167	\$70,000	\$78,667	\$87,333	\$94,333
Target Households					
Extremely Low (30% of AIM)	\$18,350	\$21,000	\$23,600	\$26,200	\$28,300
Very Low (50% of AIM)	\$30,583	\$35,000	\$39,333	\$43,667	\$47,167
Lower (80% of AIM)	\$48,933	\$56,000	\$62,933	\$69,867	\$75,467
Moderate (120% of AIM)	\$73,400	\$84,000	\$94,400	\$104,800	\$113,200

Source: U.S. Department of Housing and Urban Development, 2013.

Table 3.H. County and City Income Distributions

	2000		2010		2013 Target Income Groups	
	Median Hsld Income	Per Capita Income	Median Hsld Income	Per Capita Income	All Target Incomes	Lower Incomes Only
Fillmore	\$45,510	\$15,010	\$57,621	\$19,004	69%	50%
Ventura County	\$59,666	\$24,600	\$75,544	\$31,146	59%	40%

Source: U.S. 2000 Census, California Department of Finance, 2013. American Community Survey 2005-09 5-Year Average, Southern California Association of Governments, 2012; U.S. 2000 Census, American Fact Finder, 2013.

Table 3.I. Comparative Income Distributions

Target Income Groups					
	Ext. Low	Very Low	Lower	Moderate	Total
Port Hueneme	15.18%	16.82%	25.12%	21.92%	79.04%
Santa Paula	22.46%	15.73%	24.17%	16.00%	78.36%
Oxnard	15.91%	15.52%	21.02%	18.97%	71.42%
Fillmore	17.31%	14.89%	17.90%	18.95%	69.05%
Ventura	14.90%	12.74%	18.01%	19.48%	65.13%
Ojai	13.75%	13.94%	18.13%	15.21%	61.03%
Camarillo	10.35%	10.64%	14.88%	19.07%	54.94%
Unincorporated	10.94%	10.29%	15.20%	17.14%	53.57%
Simi Valley	8.88%	7.41%	13.81%	20.90%	51.00%
Thousand Oaks	9.01%	7.65%	12.47%	16.33%	45.46%
Moorpark	6.81%	7.92%	11.01%	18.28%	44.02%

Source: American Community Survey 2005-09 5-Year Average, Southern California Association of Governments, 2012.

3.3.3 Housing Tenure

During the 4th Housing Element cycle (2006-2013), the percentage of renter occupied dwellings decreased while owner-occupancy increased. Today, the distribution between occupancy types is roughly one-third renters and two-thirds owners. This is explained, in part, by the mix of housing types that were constructed during this period: 122 (64%) dwellings consisted of single family and mobile homes, while 68 (36%) consisted of multiple family units. This distribution is quite similar to the County at large where owner-occupants represent 68% of total households compared to 32% for renters. Not surprisingly, occupancy is influenced by income and capacity to pay for housing. Those households with higher incomes are more likely to own their own homes while those with lower incomes are more likely to be renters.

Table 3.J. Housing Tenure

Number and Percent of Fillmore Households												
	<30% of County Median Income		30-50% of County Median Income		50-80% of County Median Income		80-95% of County Median Income		>95% of County Median Income		Total	
											No.	%.
2006												
Renters	445	31.2%	365	25.6%	290	20.4%	145	10.2%	179	12.6%	1,424	38.5%
Owners	220	9.7%	275	12.1%	465	20.4%	310	13.6%	1005	44.2%	2,275	61.5%
Total	665	18%	640	17.3%	755	20.4%	455	12.3%	1,184	32%	3,699	
2010												
Renters	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	1,482	35.5%
Owners	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	2,674	64.5%
Total	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	4,156	

Source: RHNA, Southern California Association of Governments, 2006. U.S. 2010 Census, American Fact Finder, 2013.

3.3.4 Overcrowding

The Census defines an overcrowded unit as one occupied by 1.01 persons or more per room (excluding bathrooms and kitchens). Units with more than 1.5 persons per room are considered severely overcrowded. These conditions are influenced by the number of large families that reside in the community (defined as households with five or more persons). According to the 2010 census, Fillmore had 900 households consisting of five or more persons, representing 21% of all households in the City. This percentage ranked 3rd highest among all other Ventura County jurisdictions. While the distribution of small and large households between owners and renters is very similar, average household size and the incidence of overcrowding is much larger for renters. Based on a detailed cross-tabulation of incomes and household sizes conducted in 2006, the incidence of overcrowding is: (i) more prominent among renter-occupied dwellings than with owners; and (ii) linked to income – households with lower incomes tend to have a greater incidence of overcrowding than those with higher incomes.

Table 3.K. Household Sizes and Overcrowding

Distribution of Household Sizes					
	No. of Occupants		Occupants Per Room		Average Household Size (Persons)
	Small Hslds. < 5 Persons	Large Hslds. 5+ Persons	Not Overcrowded <1.01 Persons	Overcrowded 1+ Persons	
Number					
Renters	1,102	291	1,149	244	3.72
Owners	2,292	609	2,664	237	3.49
Percentage					
Renters	79%	21%	82%	18%	
Owners	79%	21%	92%	8%	

Number and Percent of Occupied Dwellings That Are Overcrowded by Income and Tenure												
	<30% of County Median Income		30-50% of County Median Income		50-80% of County Median Income		80-95% of County Median Income		>95% of County Median Income		Total	
											No.	%.
2006												
Renters	140	24.6%	210	36.8%	140	24.6%	60	10.5%	20	3.5%	570	
Owners	20	4.4%	85	18.7%	160	35.2%	100	22%	90	19.8%	455	
Total	160	15.6%	295	28.8%	300	29.3%	160	15.6%	110	10.7%	1,025	27.7%
2010												
Renters	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	244	17.5%
Owners	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	237	8.5%
Total	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	4,156	11%

Source: American Community Survey 2007-2011 5-Year Average. Southern California Association of Governments, 2006 and 2012. U.S. 2010 Census, American Fact Finder, 2013.

3.3.5 Special Housing Needs

As shown in Table 3.L., target income groups comprise 69% of all households in Fillmore. Comparatively speaking, Fillmore ranks fourth among 11 jurisdictions within the County relative to the highest concentration of low and moderate income households. Similarly, Fillmore is ranked high (3rd overall) in terms of needs possessed by special population segments (Table 3.L.; 50.5%). These population segments are recognized under Housing Element law as having a more difficult time finding decent and affordable housing due to special circumstances particular to these groups. In Fillmore, the elderly and disabled comprise the largest share of special needs.

Table 3.L. Special Needs Population Distribution

	Special Population Segments					
	Elderly	Disabled	Female HH	Fmrkrs	Homeless	Total
Santa Paula	10.57%	16.44%	16.76%	13.96%	0.00%	57.73%
Ojai	19.21%	19.28%	10.83%	1.62%	0.00%	50.94%
Fillmore	10.34%	22.32%	11.74%	6.19%	0.00%	50.59%
Oxnard	8.30%	12.86%	16.69%	9.92%	0.11%	47.88%
Port Hueneme	10.98%	16.49%	15.99%	4.09%	0.05%	47.60%
Ventura	13.31%	15.83%	13.16%	1.91%	0.07%	44.28%
Camarillo	17.18%	14.16%	11.74%	0.95%	0.22%	44.25%
Thousand Oaks	14.65%	9.94%	11.32%	0.36%	0.03%	36.30%
Simi Valley	10.61%	10.20%	13.01%	0.41%	0.00%	34.23%
Unincorporated	12.49%	n.a.	10.78%	5.08%	0.00%	28.35%
Moorpark	7.13%	7.84%	7.76%	1.45%	0.00%	24.18%
Elderly Population Segment (Fillmore Only)						
Total Elderly Population		Female Elderly Population		Elderly Headed Households		
	No.	Percent	No.	Percent	No.	Percent
Renters					253	18%
Owners					517	18%
Total	1,551	10.34%	867	56%		

Sources: American Community Survey 2005-09 5-Year Average, Southern California Association of Governments, 2012. U.S. 2010 Census, American Fact Finder, 2013.

The Elderly and Households Headed by the Elderly. Elderly residents are defined as 65 years of age or older. As of 2010, 10.34 percent of Fillmore's residents were age 65 or older. The percentage of older residents in Fillmore is just slightly higher than that of Ventura County at large (10.2 percent). The primary considerations in evaluating sites for elderly housing include: proximity to shopping, social services, public transportation, and health care; compatibility with adjacent land uses; and affordability. Using these criteria, the most likely sites for elderly housing in Fillmore would be in and around the downtown area. The City of Fillmore has three age-restricted residential sites for seniors: (i) Park View Apartments, 50 units; (ii) El Dorado Mobile Home Park, 302 spaces (presently, 293 rented at this time); and (iii) Fillmore Senior Apartments, 70 units.

Disabled Persons. Persons with a disability consist of those individuals with: (i) a physical or mental impairment that limits one (1) or more of a person's major life activities; or (ii) a record of having or being perceived as having, a physical or mental impairment. It does not include current illegal use of, or addiction to, a controlled substance (as defined by Section 102 of the Federal Controlled Substance Act. 21 U.S.C. Sec. 802).

- In general, housing needs specific to persons with a physical disability include close proximity to transit, retail and commercial services, and their workplace. Other needs may involve modifications to the housing unit itself: ramps, lowered sinks, grip bars, and wider doorways. Curb cuts, ramps, and elevators in multi-story buildings assist persons with walkers, crutches, and wheelchairs in gaining access to their living units, common areas, and the street. In comparison to other Ventura County jurisdictions, Fillmore has the highest concentration of disabled persons at 22% of its total population
- Chapter 507, Statutes of 2010 (SB 812) amended State housing element law to include persons with developmental disabilities as a subgroup of those classified as disabled. According to the Tri-Counties Regional Center ("TCRC") which provides services to the developmentally disabled, there are approximately 10,143 such persons that reside within the Counties of Ventura, Santa Barbara and San Luis Obispo. Apportioned on the basis of total population, this translates to a developmentally disabled population of 100 persons within Fillmore. As affirmed by TCRC in its 2008 Five-Year Housing Business Plan, the housing needs of these particular subgroup do not depart from that possessed by other disabled persons; in particular, the lack of affordable housing. In light of this need, TCRC proposes the establishment of a Housing Non-Profit Organization ("NPO") expressly dedicated to providing housing for the developmentally disabled. TCRC further notes that this need is exacerbated by problems of stigma and discrimination, reinforcing the importance of equal opportunity and fair housing programs.

Female Heads of Household. The number of single-parent families, especially those headed by a female, has increased in recent decades. These families often have special housing needs, including a strong demand for affordable housing because of the income limitations of single-earner households. For females, the disparity in jobs and incomes make the challenge of raising families (and securing affordable housing) all the more difficult. In addition, the proximity to day care facilities and supportive services are important considerations. Of the 4,294 households within the City of Fillmore, the 2010 U.S. Census reports that 12% were headed by females. This demographic is comparable to the County at large where 13% of all households were reported as being headed by females.

Farm Workers. According to a 2000 report from the Bureau of Primary Health Care, 35,181 persons (7,758 permanent, 12,697 migrant, and 14,726 seasonal) are employed in the industries of field agriculture, nursery/greenhouses, and food processing in Ventura County. The report estimates that approximately 942

farmworkers live within the City of Fillmore. More recent 2010 U.S. Census data suggests a lower count (i.e., 388 persons employed in agriculture forestry, fishing and hunting, and mining). In either case, a Ventura County Farmworker Study completed in 2002 indicates that the principal needs specific to this population segment consist of: (i) overcrowding (41% of respondents); and (ii) housing affordability (30% of respondents).

Persons and Families in Need of Emergency Shelter. Several government agencies and social service providers were contacted to gather information regarding the number of homeless persons residing in Fillmore including: (i) the Ventura County Human Services Agency office located in Santa Paula; (ii) the Ventura County Housing and Homeless Coalition; and (iii) the Salvation Army. According to The Ventura County Housing and Homeless Coalition 2011 Homeless Count, 10 homeless individuals, all of whom are adults, consider Fillmore their place of residence compared to a total of 1,872 homeless individuals living in Ventura County at large. This low incidence of homelessness is affirmed in the 2010 U.S. Census which reported no homeless for Fillmore compared to 463 persons overall for the County.

Assisted Housing At Risk. According to the California Housing Partnership Corporation, as of July 2013, there are no federally assisted housing projects in Fillmore. Additionally, there are no locally or state assisted housing projects in Fillmore at risk.

3.4 Housing Characteristics

3.4.1 Residential Land Uses

The City of Fillmore General Plan Land Use Element designates eight land use categories which allow residential uses. These categories address a range of housing types and allowed densities.

- **Rural Ranch Estate (RRE).** The Rural Ranch Estate designation provides for single-family detached housing in a low intensity, rural setting. The purpose of this designation is to assign a basic land use intensity of 1 dwelling unit per 6 acres within rural areas where such development may be appropriate. This designation also allows agricultural activity, including limited equestrian facilities. Additional land uses, including churches, schools, parks, and day care centers are allowed provided they are deemed compatible with surrounding development.
- **Residential Rural (RR).** The Residential Rural designation provides for single-family detached housing in a low intensity, rural setting. The purpose of this designation is to assign a basic land use intensity of one dwelling unit per acre within rural areas where such development may be appropriate. This designation would also allow agricultural activity, including limited equestrian facilities. Additional land uses, including churches, schools, parks, and day care centers are allowed provided they are deemed compatible with surrounding development.
- **Residential Low Density (RL).** This designation provides for low-density neighborhoods with detached single-family dwellings with private yards at a density of up to 7 dwelling units per acre. Manufactured homes on permanent foundations are also permitted. Other land uses that serve the needs of a low-density neighborhood such as churches, schools, parks, or day care centers may be permitted, if it is determined that they are compatible with the surrounding area. Limited agricultural pursuits could also be allowed under this designation.

- **Residential Medium Density (RM).** This designation provides for medium density neighborhoods with single-family detached homes, two-family attached or detached homes such as condominiums or townhouses, multi-family residential dwellings, and mobile home parks at a density up to 11 dwelling units per acre. Manufactured homes on permanent foundation are also permitted. Other land uses that serve the needs of a medium-density neighborhood such as churches, schools, parks, or day care centers may be permitted, if it is determined that they are compatible with the surrounding area.
- **Residential Medium-High Density (RMH).** The purpose of this designation is to provide for medium-high density neighborhoods with two-family attached and detached homes such as condominiums or townhouses, and multi-family residential dwellings at a density up to 15 dwelling units per acre. Other land uses that serve the needs of a medium-density neighborhood such as churches, schools, parks, or day care centers may be permitted, if it is determined that they are compatible with the surrounding area.
- **Residential High Density (RH).** This designation allows for high-density neighborhoods with attached multi-family residential dwellings at a density of up to 30 dwelling units per acre. Other land uses that serve the needs of a high-density neighborhood such as churches, schools, parks, or day care centers may be permitted, if it is determined that they are compatible with the surrounding area.
- **Central Business District (CBD).** Although primarily a commercial designation for the historic downtown area, it can allow residential development in a mixed-use setting, at a maximum density of up to 50 dwelling units per acre.
- **Commercial Highway Zone (CH).** This designation is primarily for professional office, retail, service and tourist-oriented businesses; it can allow residential development in a mixed-use setting.

3.4.2 Housing Inventory

As shown in Table 3.M., the State of California Department of Finance identifies 4,425 dwelling units existing within the City of Fillmore as of January 2013. Approximately 73% of these units are detached single family homes. This reflects the community's small town character and agricultural heritage, compared to 65% single family homes Countywide.

Table 3.M. Composition of the Housing Stock, 2013

Housing Type	City of Fillmore		Ventura County	
	No of Units	Percentage	No. of Units	Percentage
Single Family, Detached	3,218	73%	183,151	65%
Multi-Family	821	18%	89,087	31%
Mobile Home	386	9%	11,337	4%
Total	4,425	100%	283,575	100.0%

Source: City/County Population and Housing Estimates (E-5), California Department of Finance, January 1, 2013.

3.4.3 Housing Conditions

The 2010 Census identified substandard housing conditions in units that were lacking complete kitchen, telephone and/or plumbing facilities, as detailed in Table 3.M. If the lack of a fixed telephone were removed as a criterion (given technological advancements and prevalence of cellular communications), the percent of deficient housing within Fillmore would amount to 1.7% compared to 2.1% Countywide.

Table 3.N Housing Conditions

	Total Housing Units	Lacking Kitchen	Lacking Plumbing	Lacking Telephone	Total Deficient Units
City of Fillmore					
Number	4,369	61	12	211	284
Percent		1.4%	0.23%	4.8%	6.5%
Ventura County					
Number	271,565	4,139	1,532	5,939	11,610
Percent		1.5%	0.56%	2.2%	4.3%

Source: 2005-2009 American Community Survey, SCAG, August 7, 2013.

Generally, housing in the City is in good condition with a few deteriorated or dilapidated dwelling units. The housing condition problems that do exist in Fillmore are generally concentrated in a 45-acre area west of the downtown area. Based on past housing condition surveys and a windshield survey undertaken in early 2001, it is estimated that there are about 180 deteriorated and 20 dilapidated dwelling units within the City.

3.4.4 Housing Cost and Rents

As shown in Table 3.O. and displayed in Figure HE-5, Fillmore (along with Port Hueneme and Santa Paula) has the lowest priced rental and ownership housing of any community in Ventura County. Less favorable is the percentage of income that Fillmore residents pay for the housing they live in (Table 3.P.). This anomaly is attributed to the disproportionate percentage of target income groups that make up the resident population compare to other jurisdictions (Table 3.Q.). In short, Fillmore has a very affordable supply of housing but its demographics distort its availability.

Figure HE-5. Housing Cost Distributions



Table 3.O. Housing Costs

Jurisdiction	Mean Value of Owner Housing	Median Housing Prices in 2009		Jurisdiction	Mean Gross Rent Charged	Average Rent Charged in 2009
Port Hueneme	\$ 351,000	\$280,000		Santa Paula	\$ 1,094	\$1,440
Fillmore	\$ 352,700	\$230,000		Fillmore	\$ 1,158	\$1,170
Santa Paula	\$ 355,700	\$412,000		Oxnard	\$ 1,238	\$1,280
Oxnard	\$ 387,500	\$312,000		Ojai	\$ 1,306	\$1,280
Ventura	\$ 483,500	\$383,000		Ventura	\$ 1,354	\$1,360
Simi Valley	\$ 493,000	\$414,000		Port Hueneme	\$ 1,371	\$1,440
Camarillo	\$ 510,700	\$451,000		Ventura County	\$ 1,428	\$1,400
Ventura County	\$ 515,900	\$419,000		Camarillo	\$ 1,580	\$1,710
Moorpark	\$ 572,500	\$591,000		Simi Valley	\$ 1,679	\$1,640
Ojai	\$ 630,000	\$456,000		Moorpark	\$ 1,762	\$1,540
Thousand Oaks	\$ 644,000	\$639,000		Thousand Oaks	\$ 1,766	\$1,678

Source:

1. Mean Housing Values and Mean Gross Rents: 2007-2011 American Community Survey 5-Year Estimates, U.S. Bureau of Census, Data Sets DP03 and DP04.
2. Median Housing Prices and Average Gross Rents in 2009: 2010 Consolidated Plan Extension (Tables 35 and 36), County of Ventura, July 2013.

Table 3.P. Housing Affordability

Jurisdiction	Mean Owner Housing Costs to Income		Jurisdiction	Mean Rental Housing Costs to Income
Santa Paula	28%		Thousand Oaks	17%
Oxnard	29%		Ojai	17%
Ojai	31%		Ventura County	17%
Fillmore	32%		Moorpark	18%
Thousand Oaks	32%		Camarillo	19%
Camarillo	35%		Simi Valley	19%
Ventura County	36%		Fillmore	20%
Moorpark	38%		Santa Paula	20%
Simi Valley	38%		Ventura	20%
Ventura	39%		Oxnard	20%
Port Hueneme	41%		Port Hueneme	26%

Source: 2007-2011 American Community Survey 5-Year Estimates, U.S. Bureau of Census, DP03 and DP04.

Table 3.Q. Income to Cost Comparison

Jurisdiction	Mean Household Income		Jurisdiction	Percent of Households Overpaying
Thousand Oaks	\$ 126,857		Oxnard	53%
Moorpark	\$ 116,614		Fillmore	53%
Simi Valley	\$ 104,991		Santa Paula	50%
Camarillo	\$ 101,704		Port Hueneme	49%
Ventura County	\$ 97,940		Moorpark	48%
Ojai	\$ 90,702		Simi Valley	47%
Ventura	\$ 81,254		Unincorporated	45%
Oxnard	\$ 74,230		Ventura	44%
Fillmore	\$ 70,457		Ojai	43%
Santa Paula	\$ 65,797		Camarillo	42%
Port Hueneme	\$ 62,883		Thousand Oaks	42%

Source: 2007-2011 American Community Survey 5-Year Estimates, U.S. Bureau of Census, DP03 and DP04.

3.5 Existing Housing Needs

3.5.1 Income Groupings

State law requires that housing needs be determined in such a way as to ensure that the shelter requirements of all income groups be identified, not just those households with income high enough to compete effectively in the private marketplace. Housing need is distributed into five income categories related to the County median household income: extremely low, very low, low, moderate, and above moderate income. The dollar thresholds that define these terms change from year to year. Table 3.R. provides a numeric context to these terms as of the beginning of the 2014-2021 Housing Element planning period. As shown in Table 3.S., Fillmore is ranked 4th among 11 Ventura County jurisdictions relative to the percentage which target income households comprise of each community's total population.

Table 3.R. Income Groupings and Thresholds as of 2013

Household Size	Area Median Income ("AMI")	Target Income Groups			
		Ex. Low 30% of AMI	Very Low 50% of AMI	Low 80% of AMI	Moderate 120% of AMI
1	\$ 61,167	\$ 18,350	\$ 30,583	\$ 48,933	\$ 73,400
2	\$ 70,000	\$ 21,000	\$ 35,000	\$ 56,000	\$ 84,000
3	\$ 78,667	\$ 23,600	\$ 39,333	\$ 62,933	\$ 94,400
4	\$ 87,333	\$ 26,200	\$ 43,667	\$ 69,867	\$104,800
5	\$ 94,333	\$ 28,300	\$ 47,167	\$ 75,467	\$113,200
Conditions Specific to Fillmore					
	Total	Ex. Low 30% of AMI	Very Low 50% of AMI	Low 80% of AMI	Moderate 120% of AMI
No. of Households	2,860	717	617	741	785
Distribution	69%	17%	15%	18%	19%

Source: U.S. Department of Housing and Urban Development, 2013.

Note: Income limits appearing in this table are specific to Ventura County.

Table 3.S. Countywide Comparison of Target Income Groups

	Ext. Low	Very Low	Lower	Moderate	Total
Port Hueneme	15.18%	16.82%	25.12%	21.92%	79.04%
Santa Paula	22.46%	15.73%	24.17%	16.00%	78.36%
Oxnard	15.91%	15.52%	21.02%	18.97%	71.42%
Fillmore	17.31%	14.89%	17.90%	18.95%	69.05%
Ventura	14.90%	12.74%	18.01%	19.48%	65.13%
Ojai	13.75%	13.94%	18.13%	15.21%	61.03%
Camarillo	10.35%	10.64%	14.88%	19.07%	54.94%
Unincorporated	10.94%	10.29%	15.20%	17.14%	53.57%
Simi Valley	8.88%	7.41%	13.81%	20.90%	51.00%
Thousand Oaks	9.01%	7.65%	12.47%	16.33%	45.46%
Moorpark	6.81%	7.92%	11.01%	18.28%	44.02%

Source: American Community Survey 2005-09 5-Year Average, Southern California Association of Governments, 2012.

3.5.2 Housing Affordability

Affordability is a function of household income and housing costs, with adjustments for family size and bedroom count. Housing costs include mortgage, rent, taxes, insurance, maintenance and utilities. The limits placed on housing costs are prescribed by State law and vary according to income category and housing unit type. Operative terms and definitions appear in Table 3.T. along with current affordability limits. Even though Fillmore has a favorable supply of low cost housing compared to other Ventura County jurisdictions (Table 3.U.), the U.S. Census reports that 53% of all households are paying more than they can reasonably afford for housing (Table 3.V.). The incidence of overpaying is more pronounced among: (i) renters (62%) than it is for owner-occupants (48%); and (ii) households with lower-incomes. The disconnect between incomes and affordability is attributed to the disproportionate percentage of target income groups that make up the resident population compare to other jurisdictions. In short, Fillmore has a very affordable supply of housing but its demographics (skewed toward lower-income households) distort its availability.

Table 3.T. Housing Affordability Criteria

	Housing Affordability Criteria		
	Income Limits	Ownership Housing	Rental Housing
Extremely Low	30% of AMI	30% of 30% of AMI	30% of 30% of AMI
Very Low	50% of AMI	30% of 50% of AMI	30% of 50% of AMI
Lower	80% of AMI	30% of 70% of AMI	30% of 60% of AMI
Moderate	120% of AMI	35% of 110% of AMI	30% of 110% of AMI

Source: State of California, Health and Safety Code, and Title 25, Section 6932 of the California Code of Administrative Regulations.

Note: "AMI" is abbreviated for Area Median Income.

Table 3.U. Upper Limits of Affordable Housing

	2013 Maximum Affordable Purchase Prices					
	Extremely Low Income			Very Low Income		
Bedrooms	2	3	4	2	3	4
Hsld. Size	3	4	5	3	4	5
	\$31,453	\$17,032	\$15,594	\$107,734	\$101,717	\$107,067
	Lower Income			Moderate Income		
Bedrooms	2	3	4	2	3	4
Hsld. Size	3	4	5	3	4	5
	\$184,015	\$186,402	\$198,540	\$406,502	\$433,400	\$465,335
	2013 Maximum Affordable Monthly Rental Rates					
	Extremely Low Income			Very Low Income		
Bedrooms	2	3	4	2	3	4
Hsld. Size	3	4	5	3	4	5
	\$525	\$590	\$655	\$875	\$983	\$1,092
	Lower Income			Moderate Income		
Bedrooms	2	3	4	2	3	4
Hsld. Size	3	4	5	3	4	5
	\$1,050	\$1,180	\$1,310	\$1,925	\$2,163	\$2,402

Source: Appendix C.

Table 3.V. Households Overpaying for Housing

	<30% of County Median Income		30-50% of County Median Income		50-80% of County Median Income		>80% of County Median Income		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
2006										
Renters	180		135		45		0		360	
Owners	145		95		115		139		494	
Total	325	38%	230	27%	160	19%	139	15%	854	
2010										
Renters	n.a.		n.a.		n.a.		n.a.		848	62%
Owners	n.a.		n.a.		n.a.		n.a.		1,405	48%
Total	n.a.		n.a.		n.a.		n.a.		2,253	53%
Total	325		230		160		139			

Source: RHNA, Southern California Association of Governments, 2006. U.S. 2010 Census, American Fact Finder, 2013.

3.6 Future Housing Needs

3.6.1 Statutory Summary

Section 65584 of the Government Code requires that the appropriate council of governments determine each locality's share of the region's existing and future housing needs. SCAG, which is the council of government for Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura Counties, adopted

a Regional Housing Needs Assessment on October 4, 2012. This document identifies future housing needs throughout the SCAG region. Future housing need is defined as the number of additional housing units that are needed to meet projected increases in the number of Fillmore households between October 1, 2013 and September 30, 2021. The objectives of the RHNA are as follows: (i) accommodate projected growth in the number of very low, low, moderate, and above moderate income households; (ii) compensate for housing demolitions and other inventory losses; and (iii) achieve a vacancy rate at the end of 2021 that allows the market to operate efficiently (4 to 6 percent).

3.6.2 RHNA Fundamentals

The Requirement. Housing Element law requires that communities identify sites capable of meeting their assigned share of RHNA. For the 5th Housing Element cycle, the City has been assigned 694 dwellings. The complete breakdown between target income groups appears in Table 3.Z. Housing law does **not** require that new housing units actually be constructed to meet RHNA; rather, jurisdictions must simply evidence that they have or can provide the **capacity** to accommodate their assigned share of the future regional growth. The process for determining such capacity and programs that may be required to address shortfalls (if any) is summarized below:

- **Land Inventory.** A parcel-specific inventory of vacant residentially zoned sites, vacant non-residentially zoned sites that allow residential uses, underutilized residentially zoned sites capable of being developed at a higher density or with greater intensity, and non-residentially zoned sites that can be recycled for residential use.
- **Development Suitability.** A realistic forecast of development potential for the identified land inventory based actual construction that has occurred in the past, and an analysis of development suitability for non-vacant sites taking into account existing site improvements, market conditions and governmental incentives.
- **Unit Affordability.** An affordability analysis of future residential potential based on market conditions, financial feasibility and the characteristics of past development. In the alternative, a default density of at least 20 units per acre may be assumed to produce housing that is affordable to lower income households.
- **Program Response.** If the land inventory, development suitability and/or unit affordability analysis evidences a shortfall in the capacity to accommodate RHNA, the Housing Element must include an adequate sites program that that requires the unaccommodated need for lower-income households be met through “by right” zoning.

The Alternatives. Up to 25 percent of the RHNA requirement may be met through substantial rehabilitation, the conversion of ownership housing to affordable rentals, and/or the purchase of affordability covenants. The ability to use these alternatives, however, requires that a jurisdiction commit financial assistance by means of an enforceable agreement that assures affordable occupancy within two years of the agreement. Given Fillmore’s financial and staff constraints, the alternative sites remedy is not considered a viable option for the 2014-2021 Housing Element cycle.

3.6.3 Adequate Sites Analysis

Land Inventory. The inventory of available sites to accommodate RHNA covers three separate planning periods from 1998 through 2021. For the 3rd Cycle covering the period of 1998-2005, the data set consists of all vacant parcels as of 2002 (regardless of size) used in connection in the adopted Housing Element; for the 4th Cycle covering the period of 2006-2013, the data set consists of vacant parcels only with a size of one or more acres; for the 5th Cycle covering the period of 2014-2021, the data set includes both large and small vacant parcels as of July 2013. The data sets for the 4th and 5th Cycles each include a limited number of underutilized properties that are further discussed in Section 4.2.2. The overall inventory is contained in Appendix A and summarized in Table 3.W.

Table 3.W. Land Inventory

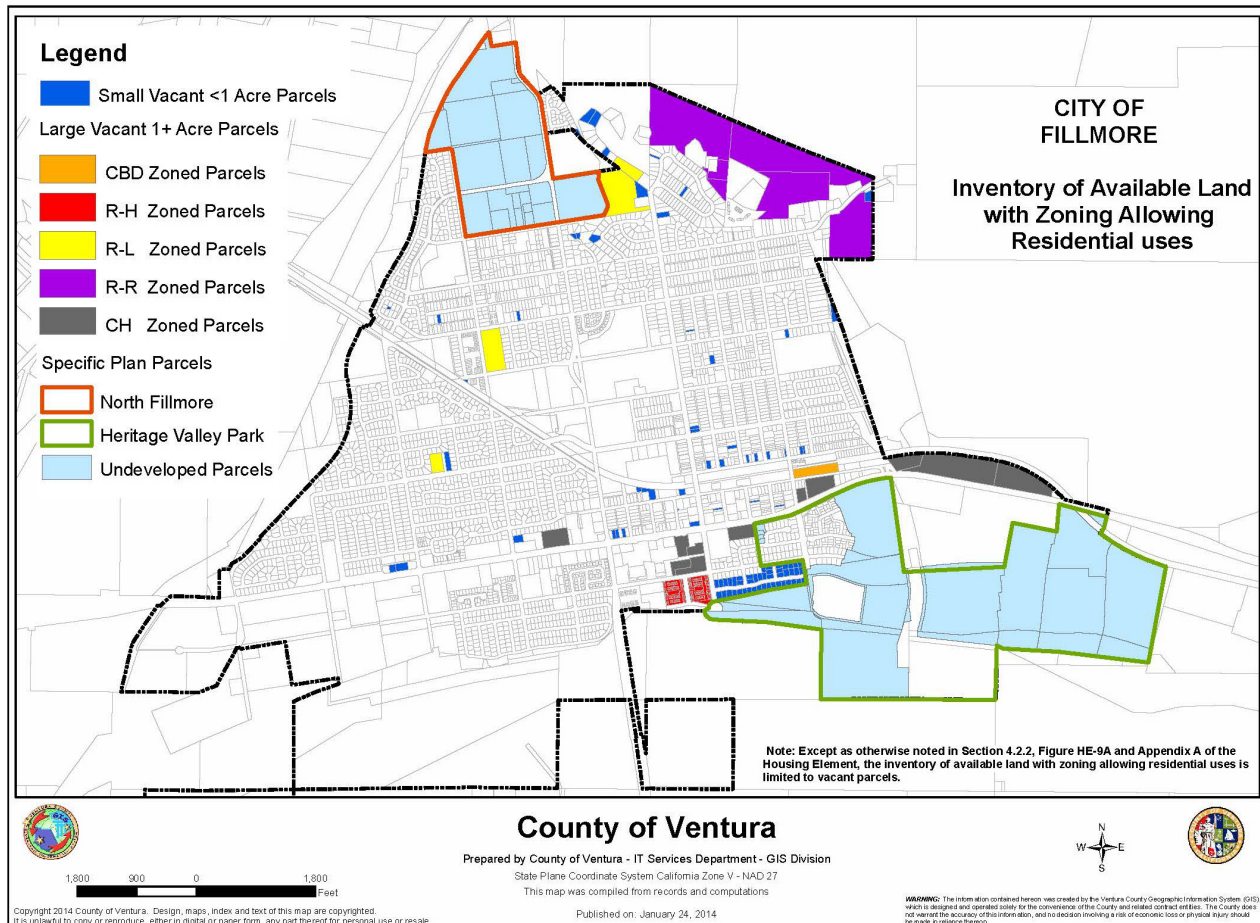
1998-2005 Vacant Acreage Allowing Residential Uses (As of 7-1-01)	Total Vacant Land Available (Acres)	Density Allowed (Dwellings/Acre)	Unit Potential (No. of Dwellings)
Rural	94	0.33	25
Low Density	69	7	386
Medium-High Density	16	15	192
Central Business District	3	50	116
Total	182		719
2006-2013 Vacant Acreage Allowing Residential Uses (As of 8-1-2009)	Vacant Large Lots Only (Acres)	Density Allowed (Dwellings/Acre)	Unit Potential (No. of Dwellings)
Rural	93	1	86
Low Density	18	7	118
Medium-High Density	0	15	0
High Density	11	35	289
Heritage Valley Park Specific Plan	273	Specific Plan	750
North Fillmore Specific Plan	98	Specific Plan	350
Commercial Highway	25	15	83
Central Business District	2	50	22
Total (1)	520		1,698
2014-2021 Vacant Acreage Allowing Residential Uses (As of 8-1-2013)	Vacant Large Lots Only (Acres)	Density Allowed (Dwellings/Acre)	Unit Potential (No. of Dwellings)
Rural	69	1	63
Low Density	15	7	97
Medium-High Density	0	0	0
High Density (2)	6	35	110
Heritage Valley Park Specific Plan	225	Specific Plan	631
North Fillmore Specific Plan	92	Specific Plan	350
Commercial Highway	30	15	100
Central Business District	2	50	22
Total (1)	439		1,373

2014-2021 Vacant Acreage Allowing Residential Uses (As of 8-1-2013)	Vacant Small Lots Only (Acres)	Density Allowed (Dwellings/Acre)	Unit Potential (No. of Dwellings)
Rural	3	1	2
Low Density	13	7	84
Medium-High Density	1	15	3
High Density	0	35	0
Heritage Valley Park Specific Plan	n.a.	Specific Plan	n.a.
North Fillmore Specific Plan	n.a.	Specific Plan	n.a.
Commercial Highway	2	15	6
Central Business District	2	50	24
Total (1)	20		119

Notes:

1. Totals may not add up precisely due to rounding within each of the individual line items.
2. The High Density unit yield for the 2014-2021 data base is based on the specifics of a project that has been approved by the City rather than its theoretical capacity. See discussion at Section 4.2.2 regarding underutilized parcels that are included in the land inventory.

Figure HE-6. Available Residential Land



Development Suitability. The adopted Housing Element for the 3rd Cycle uses a factor of 80% in assessing the development potential of the vacant site inventory. This factor was accepted by HCD in its certification and remains unchanged in the current analysis. For the 4th and 5th Cycles, the estimated

development potential of identified sites is based on a detailed analysis of actual build-out density within each of the zone districts that allow residential uses. For the Commercial Highway and Central Business Districts, a further downward adjustment of 50% has been made to account for mixed use. The results are summarized in Table 3.X. and the detailed analysis is contained in Appendix B.

Table 3.X. Realistic Development Potential

	Development Potential as a Percent of Maximum Allowed Density		
Land Use/Zoning Designation	Gross Potential	Mixed Use	Net Capacity
Rural	92%		92%
Low Density	95%		95%
Medium-High Density	80%		80%
High Density	80%		80%
Heritage Valley Park Specific Plan (HVPSP)	Fixed		Fixed
North Fillmore Specific Plan (NFSP)	Fixed		Fixed
	Development Potential as a Percent of Maximum Allowed Density		
Land Use/Zoning Designation	Gross Potential	Mixed Use	Net Capacity
Commercial Highway	44%	50%	22%
Central Business District	42%	50%	21%

Source: Ventura County Assessor Public Information File, County of Ventura, and GIS Data Base, City of Fillmore, July 2013.

Unit Affordability. The adopted Housing Element for the 3rd Cycle apportions affordability by land use designation according to a combination of anecdotal data and project information. This methodology was accepted by HCD in its certification, but has been modified to account for the failed implementation of Program 1.1.3. (increasing the base density of the R-MH zone from 15 to 20 units per acre). For the 4th and 5th Cycles, the methodology for computing affordability employs a blended approach as described below. The results are summarized in Table 3.Y. and the detailed data and modeling is contained in Appendix C.

- **Deed Restricted Units.** Five projects and a total of 71 deed-restricted dwellings were constructed and occupied during the 4th Cycle. Each of these dwellings, according to household income, have been applied against the RHNA goal allocation based on the covenants imposed.
- **Specific Plan Projects.** A total of 119 single family dwelling units under the Heritage Valley Park Specific Plan were constructed and occupied during the 4th Cycle. Affordability of these units were distributed according to actual construction/sales (“turnkey”) data available from the Ventura County Assessor for 67 of these dwellings (more than one-half of all dwellings developed during this time frame; Appendix C, Table C-7). The distribution of affordability among target households is determined through elaborate modeling that establishes housing cost limits for each year of the 4th Housing Element cycle, adjusted for number of bedrooms and household sizes (Appendix C, Tables C-1 through C-7).

- **Miscellaneous Single Family Homes.** A total of six single family dwelling, unrelated to a specific project, were constructed and occupied during the planning period. Lacking sales data or affordability covenants, all of these dwellings were assigned to persons and households other than low or moderate income.
- **Available Sites:** The inventory of available sites as of August 2009 evidences a development potential of 1,698 dwellings (Appendix A, Tables A-1 and A-2). This inventory is expressly limited to large parcels of at least one acre in size and the calculation of development potential is based on the intensity of actual development that has been recorded for each corresponding zone district (Appendix B). The gross potential of 1,698 dwellings is then reduced by the actual number of dwellings constructed since August 2009, resulting in a net potential of 1,634 units (Appendix D, Table D-2). The distribution of affordability appears in Table 3.Y and Appendix D, Table D-5, of the updated Housing Element and is computed as follows:
 - (i) The affordability of low density residential properties is derived from actual construction/sales (“turnkey”) data for the planning period available from the Ventura County Assessor for corresponding zone districts (R-R and R-L; 1 to 7 du/ac; Appendix C, Table C-7). The distribution of affordability among target households is determined through elaborate modeling that establishes housing cost thresholds for each year of the 3rd, 4th and 5th Housing Element cycles, adjusted for number of bedrooms, household sizes and annual income limits (Appendix C, Tables C-1 through C-6).
 - (ii) The development potential of properties designated as Commercial Highway (CH) is derived from rental data obtained at the beginning and end of the planning period for the R-MH zone district which allows a comparable residential density (11-15 du/ac; Appendix C, Table C-14). The data base does not provide rental information for CH-zoned properties; hence, the default to R-MH zoned properties).
 - (iii) The development potential of High Density Residential (RH; 35 du/ac) and Commercial Business District (CBD; 50 du/ac) assumes 100% affordability to lower-income households by operation of California Government Code Section 65583.2(c)(3).
 - (iv) The “net capacity” (i.e., development potential based on the intensity of developed properties) within the CH and CBD Zones is further reduced by a factor of 50% to account for shared uses that are allowed within these particular zone districts.
- **Unaccommodated Need.** The revised methodology evidences that there was an adequate inventory of suitably zoned sites in the 4th Housing Element cycle (in combination with actual construction), to fully accommodate the City’s assigned share of RHNA. This includes a residual carryover of 14 very low income units that were not fully accommodated in the 3rd

Cycle as a result of Program 1.1.3 not having been implemented. In the 5th Cycle, Program 1.1.3 has been replaced by Program 2.3.6 insofar as there are no remaining vacant large lot Residential Medium-High Density (R-MH) parcels within the City.

Table 3.Y. Distribution of Development Potential and Housing Affordability

3rd Housing Element Cycle									
	1998-2005 Available Vacant Residential Acreage (As of 7-1-01)								
	Dvlpmt. Potential	Mixed Use	Net Capacity	Target Incomes					
				E. Low	V.Low	Low	Mod	Other	Total
Percentage Allocation									
Rural	80%		80%					100%	
Low Density	80%		80%			10%	20%	70%	
Medium-High Density	80%		80%			10%	20%	70%	
Central Business District	80%		80%		75%	15%	10%	0%	
	Acres Available	Density Allowed	Unit Potential	Target Incomes					
				E. Low	V.Low	Low	Mod	Other	Total
Numeric Allocation									
Rural	94	0.33	25		0	0	0	25	25
Low Density	69	7	386		0	39	77	270	386
Medium-High Density	16	15	192		0	19	38	134	192
Central Business District	3	50	116		87	17	12	0	116
Total	182		719		87	75	127	429	719

4th Housing Element Cycle									
LARGE PARCELS (>1 ACRE)	2006-2013 Available Vacant Residential Acreage (As of 8-1-2009)								
	Acres Available	Density Allowed	Gross Potential	Target Incomes					
				E. Low	V.Low	Low	Mod	Other	Total
For Sale Affordability									
R-R (1 du/ac)	93	1	93	0%	0%	0%	100%	0%	100%
R-L (1-7 du/ac)	18	7	125	0%	0%	0%	100%	0%	100%
R-M (7.1-11 du/ac)	-	11	-	0%	7%	7%	87%	0%	100%
R-MH (11.1-15 du/ac)	-	15	-	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
R-H (15.1-35 du/ac)	11	35	380	100%	0%	0%	0%	0%	100%
Heritage Valley Parks SP	273	Fixed	750	0%	0%	0%	91%	9%	100%
North Fillmore SP	98	Fixed	350	0%	6%	0%	9%	85%	100%
Commercial Highway	25	15	373	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
Central Business District	2	50	105	63%	38%	0%	0%	0%	100%
Total	520		2,177						
Rental Affordability									
R-R (1 du/ac)	93	1	93	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
R-L (1-7 du/ac)	18	7	125	0%	0%	65%	35%	0%	100%
R-M (7.1-11 du/ac)	-	11	-	0%	7%	50%	43%	0%	100%
R-MH (11.1-15 du/ac)	-	15	-	0%	50%	17%	33%	0%	100%
R-H (15.1-35 du/ac)	11	35	380	100%	0%	0%	0%	0%	100%
Heritage Valley Parks SP	273	Fixed	750	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
North Fillmore SP	98	Fixed	350	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
Commercial Highway	25	15	373	0%	50%	17%	33%	0%	100%
Central Business District	2	50	105	100%	0%	0%	0%	0%	100%
Total	520		2,177						

LARGE PARCELS (>1 ACRE)	2006-2013 Available Vacant Residential Acreage (As of 8-1-2009)								
	Acres Available	Density Allowed	Gross Potential	Target Incomes					
				E. Low	V.Low	Low	Mod	Other	Total
Unit Allocation									
	Develop. Intensity	Mixed Use Adjust	Net Capacity	Target Incomes					
				E. Low	V.Low	Low	Mod	Other	Total
R-R (1 du/ac)	92%		92%	0	0	0	86	0	86
R-L (1-7 du/ac)	95%		95%	0	0	0	118	0	118
R-M (7.1-11 du/ac)	80%		80%	0	0	0	0	0	0
R-MH (11.1-15 du/ac)	76%		76%	0	0	0	0	0	0
R-H (15.1-35 du/ac)	76%		76%	289	0	0	0	0	289
Heritage Valley Parks SP	Fixed		Fixed	0	0	0	683	67	750
North Fillmore SP	Fixed		Fixed	0	21	0	32	298	350
Commercial Highway	44%	50%	22%	-	41	14	28	0	83
Central Business District	42%	50%	21%	22	0	0	0	0	22
Total				311	62	14	946	365	1,698

5th Housing Element Cycle									
LARGE PARCELS (>1 ACRE)	2014-2021 Available Vacant Residential Acreage (As of 8-1-2013)								
	Acres Available	Density Allowed	Gross Potential	Target Incomes					
				E. Low	V.Low	Low	Mod	Other	Total
Affordability Distribution									
R-R (1 du/ac)	69	1	69	0%	0%	0%	100%	0%	100%
R-L (1-7 du/ac)	15	7	102	0%	0%	0%	100%	0%	100%
R-M (7.1-11 du/ac)	-	11	-	0%	7%	7%	87%	0%	100%
R-MH (11.1-15 du/ac)	-	15	-	0%	50%	17%	33%	0%	100%
R-H (15.1-35 du/ac)	6	35	210	100%	0%	0%	0%	0%	100%
Heritage Valley Parks SP	225	Fixed	631	0%	0%	0%	91%	9%	100%
North Fillmore SP	92	Fixed	350	0%	6%	0%	9%	85%	100%
Commercial Highway	30	15	451	0%	50%	17%	33%	0%	100%
Central Business District	2	50	105	100%	0%	0%	0%	0%	100%
Total	439		1,919						
Unit Allocation									
	Develop. Intensity	Mixed Use Adjust	Net Capacity	Target Incomes					
				E. Low	V.Low	Low	Mod	Other	Total
R-R (1 du/ac)	92%		92%	0	0	0	63	0	63
R-L (1-7 du/ac)	95%		95%	0	0	0	97	0	97
R-M (7.1-11 du/ac)	80%		80%	0	0	0	0	0	0
R-MH (11.1-15 du/ac)	76%		76%	0	0	0	0	0	0
R-H (15.1-35 du/ac)	76%		76%	110	0	0	0	0	110
Heritage Valley Parks SP	Fixed		Fixed	0	0	0	574	57	631
North Fillmore SP	Fixed		Fixed	0	21	0	32	298	350
Commercial Highway	44%	50%	22%	-	50	17	33	-	100
Central Business District	42%	50%	21%	22	0	0	0	0	22
Total				132	71	17	799	354	1,373

Source: Appendix B and C.

Notes:

1. Development Potential and Affordability Distributions for the 3rd Cycle correspond to the calculations approved by HCD in its certification of the 1998-2005 Housing Element, with downward adjustment of the R-MH zone to account for the failed implementation of Program 1.1.3.
2. Within the High Density Zone (35 du/ac) and Central Business District Zone (50 du/ac) for the 4th and 5th Cycles, all dwellings are deemed affordable for lower-income households based on the provisions of California Government Code Section 65583.2(c)(3)(B)(iii).
3. The distribution of affordability within the Heritage Valley Park Specific Plan area is based on actual "turnkey" sales data for units constructed and occupied during the 4th Housing Element Cycle (Appendix C, Table C-7).
4. The distribution of affordability within the North Fillmore Specific Plan area accounts for an inclusionary requirement of 15% that is imposed by operation of redevelopment law; the remaining development potential is assigned exclusively to households **above** moderate income.
5. The distribution of affordability within the Commercial Highway Zone for the 4th and 5th Cycles is based on actual rental data for the R-MH Zone which allows residential development at the same density (i.e., 15 du/ac; Appendix C).

Program Response. The cumulative analysis of RHNA requirements is summarized in Table 3.Z. and the detailed data and calculations are contained in Appendix D. In summary, the analysis shows that Fillmore's total assigned share of regional needs (including carryover from the 3rd Cycle) cannot be fully accommodated within the inventory of land under **current** zoning without further program action. The shortfall amounts to 52 units for low income households. As shown at the bottom of Table 3.Z and depicted in Figure HE-6, the s can be fully offset by increasing the base density within the Commercial Highway (CH) zone district from 15 to 20 units per acre Based on the provisions of California Government Code Sections 65583.1(a) and 65583.2(a), the potential shortfall of 52 dwellings can be fully accommodated through the implementation of Program 2.3.6 (Section 5.2) without invoking the requirements of "by right" (re)zoning.

Table 3.Z.1. Cumulative RHNA Analysis

Housing Element Planning Cycles	Target Income Groups					
	E.L.	V.L.	Low	Mod	Other	Total
RHNA Goals for the 3rd Cycle	75	75	98	134	427	809
Units Constructed (1998 to 2001)	24	25	60	229	15	353
Units Constructed (2002 to 2005)	1	3	8	53	118	180
Available Sites	43	44	57	91	303	539
Adjusted Net	7	7	0	0	0	14
RHNA Goals for the 4th Cycle	102	101	170	202	410	985
Unaccommodated Need from 3 rd Cycle	7	7	0	0	0	14
Units Constructed (2006 to 2009)	14	14	29	96	12	165
Units Constructed (2009 to Oct. 2013)	7	7	15	26	3	58
Net Available Sites	180	180	(1)	919	356	1,634
Adjusted Net Total	0	0	0	0	0	0
RHNA Goals for the 5th Cycle	80	80	112	128	294	694
Unaccommodated Need from 4 th Cycle	0	0	0	0	0	0
Specific Plan Projects	11	10	0	606	354	981
Net Available Sites	91	91	17	193	119	511
Adjusted Net Total	0	0	52	0	0	52
Program 2.3.6 (Per Table 3.Z.2)						
Net Change Resulting from Intensification	133	(50)	(17)	(33)	0	33
Final Net Adjusted RHNA Requirement	0	0	0	0	0	0

Source: Appendix D.

Table 3.Z.2. Density of CH Zone

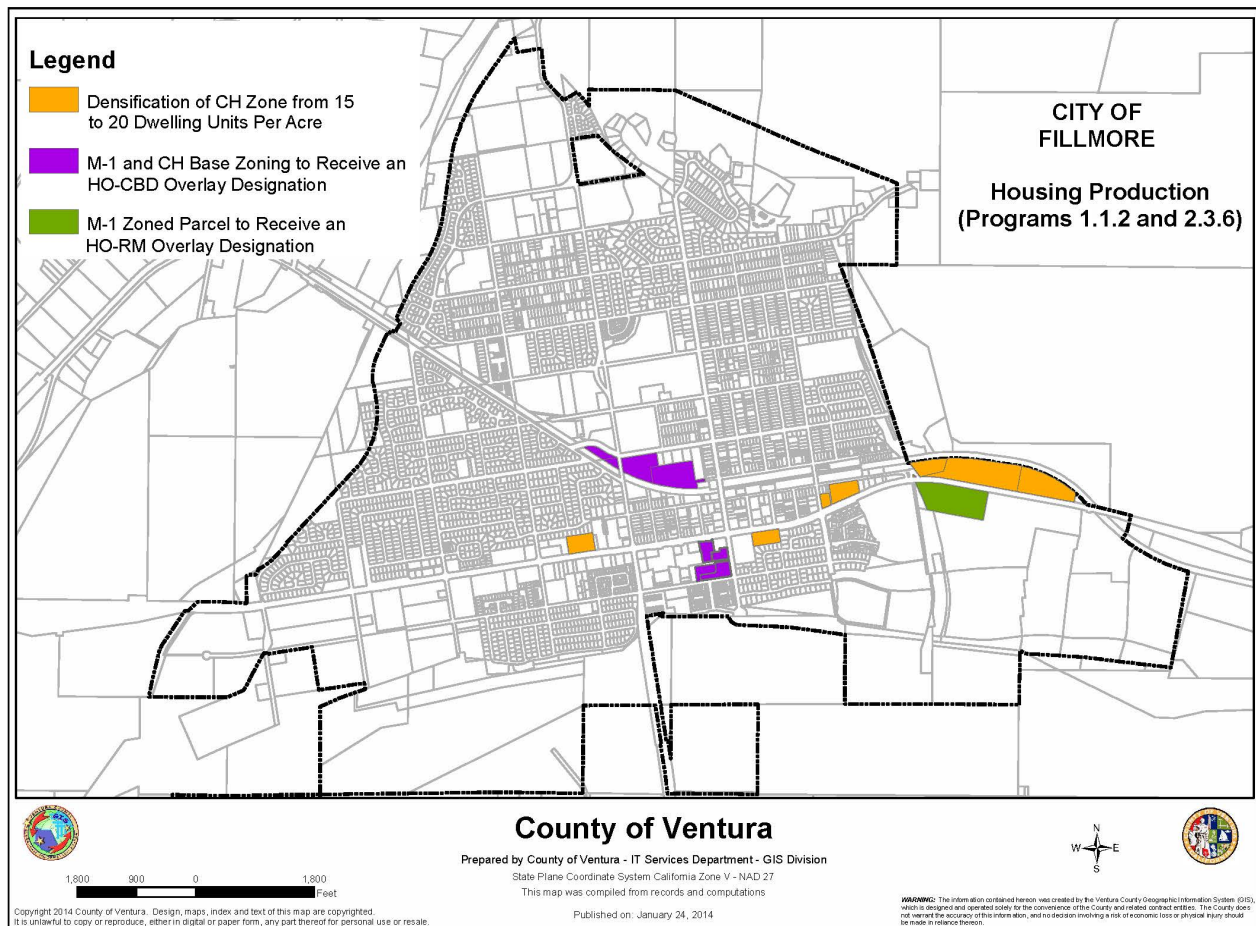
	Net Change Resulting from CH Zone Density								
	Acres Available	Density Allowed	Net D.U. Potential	Target Incomes					
				Ext. Low	V.Low	Low	Mod	Other	Total
Affordability Distribution (%)									
Without Density Increase	30	15	100	0%	50%	17%	33%	0%	100%
With Density Increase	30	20	133	100%	0%	0%	0%	0%	100%
Affordability Distribution (#)									
Without Density Increase	30	15	100	-	50	17	33	-	100
With Density Increase	30	20	133	133	0	0	0	0	133
Net Change				133	(50)	(17)	(33)	0	33

Source: Appendix B and C.

Notes:

1. The candidate sites subject to an increase in density from 15 to 20 du/ace consist of the following vacant CH-Zoned Ventura County Assessor Parcels: 053011108, 530120120, 530120140, 053012010, 053012013, 053013103, 041025008, 053011104, 052015326, 041025014 and 041025013. (See Appendix A).
2. Development Potential and Affordability Distribution "Without Density Increase" corresponds to the distributions appearing in Table 3.Y. for the Commercial Highway (CH) Zone.
3. Affordability Distribution "With Density Increase" assumes that all dwellings are affordable for lower-income households based on the provisions of California Government Code Section 65583.2(c)(3)(B)(iii).

Figure HE-7. Housing Production Programs



4.0 Housing Resources and Constraints

4.1 Introduction

Chapter 4 contains data and analysis pertaining to the resources and constraints affecting the maintenance, improvement, and development of housing in Fillmore. The analysis focuses on four major topics:

- Availability of sites for residential development (vacant land study / developable acres).
- Potential and actual governmental constraints on housing (e.g. land use controls, fees, etc.).
- Potential and actual non-governmental constraints on housing (e.g. land prices, construction costs, and the availability of financing).
- Opportunities for energy conservation with respect to new development.

4.2 Availability of Sites for Residential Development

4.2.1 Physical / Environmental Constraints

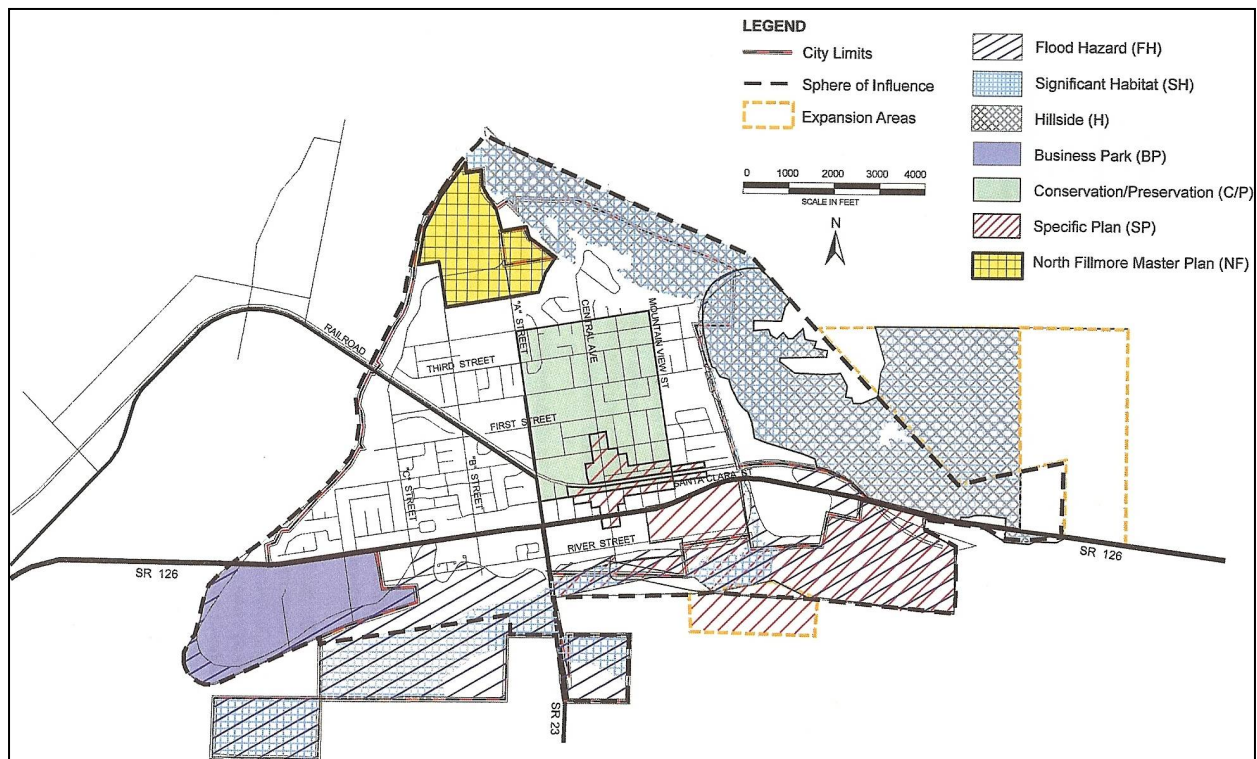
Physical/environmental constraints that potentially serve as constraints to new residential development are discussed below and consist of two basic categories: (i) internal constraints affecting land within Fillmore's existing municipal limits; and (ii) external constraints that affect outward expansion beyond the City's boundaries. In summary, none of these factors are likely to diminish the development potential of sites identified in Figures HE-5 or HE-6 (and itemized in Appendix A). This conclusion is based on a combination of considerations including: (i) all of the available sites are located within the City and not affected by external constraints; (ii) the internal constraints can be mitigated through regulatory measures (i.e., building code standards and procurement of flood insurance) and the City's environmental review process for individual projects; and (iii) habitat and hillside constraints principally affect low density Rural Residential areas that have greater siting flexibility to accommodate physical impediments.

Internal Constraints.

- **Areas Subject to Flooding.** A levee has been constructed along Sespe Creek to protect the western portion of the City from flooding. The Santa Clara River presents the primary flood hazard facing the community. Therefore, the City has recently constructed a levee along this river to protect many of the properties of the City south of River Street and adjacent to Pole Creek that are within the 100-year flood plain. However, FEMA is in the process of revising the flood zone maps and the City anticipates that FEMA will designate new areas in the flood zone, particularly areas south of Old Telegraph Road between A Street and the Sespe Creek and some dwellings next to Pole Creek. Areas in the southeast portion of the City, south of State Route 126, are also expected to be added to the flood zone. Once finalized, new construction within the designated flood zone will be required to comply with the building code to protect the occupants of those buildings.

- Significant Habitat.** Principal habitats found within and adjacent to Fillmore consist of annual grassland, Ventura coastal sage scrub, and riparian. Biologically, the most important of these habitats are the riparian and Ventura coastal sage scrub habitats. The native and naturalized riparian communities are generally restricted to Sespe Creek, Santa Clara River, and Pole Creek drainages, while native coastal sage scrub vegetation are typically found on undeveloped hillside areas that surround the City. Wildlife uses of the Santa Clara River, Sespe Creek, and Ventura coastal sage scrub include both common wildlife species and potential special status species.
- Areas of Steep Slopes.** While much of Fillmore is relatively flat, the City is bounded by steep sloping hillsides to the north and east. Much of this rugged terrain has slopes exceeding 30 percent, and would require expensive grading and slope stabilization. The General Plan Safety Element shows these areas of steep slopes, including those areas that exceed 30 percent slopes. The majority of these properties are within the Rural Residential zone. Given a base density of one dwelling per acre, there is flexibility to site dwellings to accommodate constraints.
- Fault Zones.** The San Cayetano Fault runs east of the City, and has been designated by the State Geologist as an active fault, since it has experienced displacement in recent geologic time. This fault has not been designated as a special study zone under the Alquist-Priolo Act; however, Ventura County has designated the fault as a Primary Fault Hazard Zone subject to recommended development standards (i.e., geologic mitigation to meet Uniform Building Code seismic requirements).

Figure HE-8. Physical and Environmental Constraints



Source: Fillmore General Plan EIR (Land Use Element, Figure LU-7), Fillmore Planning Department.

External Constraints.

- **Agricultural and Open Space Issues.** In general, most of the area within the existing City limits is not in agricultural production. However, Fillmore is surrounded by agriculture. Areas outside the City that are south of State Route 126, within the current Sphere of Influence, are currently in agricultural production. In addition, many of the parcels in the Goodenough Road area are under agricultural production. Prime agricultural soils are common in the areas under agricultural production, particularly in the lower-lying areas featuring rich alluvial deposits. Some agricultural parcels are currently under Williamson Act contract, which precludes their development until such time as the contracts expire.
- **Greenbelts.** The City of Fillmore is party to greenbelt agreements with the City of Santa Paula and Ventura County. In Ventura County greenbelt agreements are adopted by resolution or ordinance between public agencies. The agreements represent a form of mutual regulatory control between two or more jurisdictions concerning urban form, the protection of farmland and open space land, the future extension of urban services / facilities, and annexations. These greenbelts are intended to operate as community separators or buffers and participating cities agree not to extend municipal services into the greenbelts or to annex greenbelt lands.
 - The Santa Paula and Fillmore Greenbelt Agreement was established in 1980, and was reaffirmed in the 1990s. This agreement covers approximately 34,200 acres west of the City. The eastern boundary lies at Sespe Creek adjacent to Fillmore, and the western boundary runs along Santa Paula Creek, around the City of Santa Paula's eastern Sphere of Influence boundary to an extension of 12th Street. The southern boundary is the South Mountain ridgeline. The northern boundary is shared with the Los Padres National Forest boundary. The current Sphere of Influence is outside of established greenbelt areas.
 - In October 2000 the City adopted a greenbelt ordinance with Ventura County to protect lands east of the City. The Fillmore / Piru Greenbelt comprises about 72,000 acres and is bounded by: (i) the Fillmore / Santa Paula Greenbelt and the City's General Plan Study Area on the west; (ii) the Los Padres National Forest on the north; (iii) the Los Angeles County line on the east; and (iv) the primary ridgeline of Oak Ridge and the Santa Susana Mountains to the south. The intent of this agreement is to make the greenbelt boundary coterminous with the City of Fillmore's Sphere of Influence and planning area. Land Use within the greenbelts is governed by Ventura County's General Plan, with such land designated as Agricultural and Open Space. Land uses within greenbelt areas must be consistent with this designation.

- **Save Open Space and Agricultural Resources (SOAR) Ordinance.** The County SOAR Ordinance was established through voter initiative in November 1998. This ordinance prohibits redesignation of lands with Agricultural, Open Space, or Rural designations under the County General Plan until December 31, 2020 without direct voter approval. The County's SOAR Ordinance does not apply to areas within the designated Sphere of Influence of any of the cities within Ventura County, including Fillmore.
- **Urban Growth Boundary Line.** Fillmore has adopted an urban growth boundary line called City Urban Restrictive Boundary (CURB). CURB sets a physical limit on the expansion of urban development and separates such development from conservation areas. The urban growth boundary line is based on specific criterion that allows flexibility for development within the city limits outside of the CURB limits at any time subject to approval by the voters of the City of Fillmore, while ensuring developments such as those recently proposed with the objective of changing the character of Fillmore, will be subject to a vote of the citizenry of Fillmore. The City of Fillmore will continue to meet its reasonable housing needs for all economic segments of the population, especially low and moderate income households by directing the development of urban uses into areas where services and infrastructure are more efficiently available.

4.2.2 Suitability of Sites

The inventory of available sites to accommodate RHNA covers three separate planning periods from 1998 through 2021. For the 3rd Cycle covering the period of 1998-2005, the data set consists of all vacant parcels as of 2002 (regardless of size) used in connection in the adopted Housing Element; for the 4th Cycle covering the period of 2006-2013, the data set consists of vacant parcels only with a size of one or more acres; for the 5th Cycle covering the period of 2014-2021, the data set includes both large and small vacant parcels as of July 2013. The overall inventory is summarized in Table 3.W. Two issues that particularly affect development suitability are parcel size and current use.

Small Parcels.

The City is rapidly approaching built out; nearly half of the properties identified as vacant or underdeveloped are less than one acre in size. The City recognizes its dependence on existing small properties to fulfill a portion of the regional housing needs. The size of a development site has a direct effect on the number and affordability of units that can potentially be built. For the 3rd Housing Element cycle (1998-2005), HCD certified the document without requiring further assessment of small lot properties. In the 4th Cycle (2006-2013), only parcels of one acre or greater are considered in the suitability analysis, while in the 5th Housing Element cycle (2014-2021), the development potential assigned to each lot of less than one acre is assigned exclusively to households **above** moderate income. Two notable exceptions in the 5th Cycle inventory is the inclusion of a 0.87 acre parcel and a 0.63 acre parcel, each with CH zoning and owned in common with immediately adjacent vacant large lot parcels. These parameters and resulting analysis are reflected in the inventory contained in Appendix A.

Underutilized Parcels.

The inventory of parcels for the 3rd Housing Element cycle (1998-2005) and accepted by HCD's certification does not differentiate between vacant and underutilized properties. For the 4th Cycle (2006-2013), the inventory includes ten parcels with existing uses and of these: (i) eight are existing non-conforming uses included within Specific Plan areas that are specifically designated for residential reuse; (ii) one is being cultivated for agricultural use but is not sustainable due to size (6.06 acres) and residential encroachment; and (iii) one consists of open industrial storage for which the owner has already filed application of residential reuse. In regard to the land inventory for the 5th Housing Element cycle: (i) all of the small lots of less than one acre are classified as being vacant by the Ventura County Assessor; (ii) four lots totaling less than 15 acres are currently cultivated for agricultural use but not sustainable and are not under a Williamson Act contract; and (iii) one lot is used for rail storage but is owned by the City's successor redevelopment agency and specifically designated for CBD/residential use under Fillmore's Downtown Specific Plan. These notations are included in the land inventory (Appendix A), while supporting photos and commentary appear in Figure HE-9B.

Figure HE-9A
Underutilized Parcels Included in the Land Inventory for
the 5th Cycle

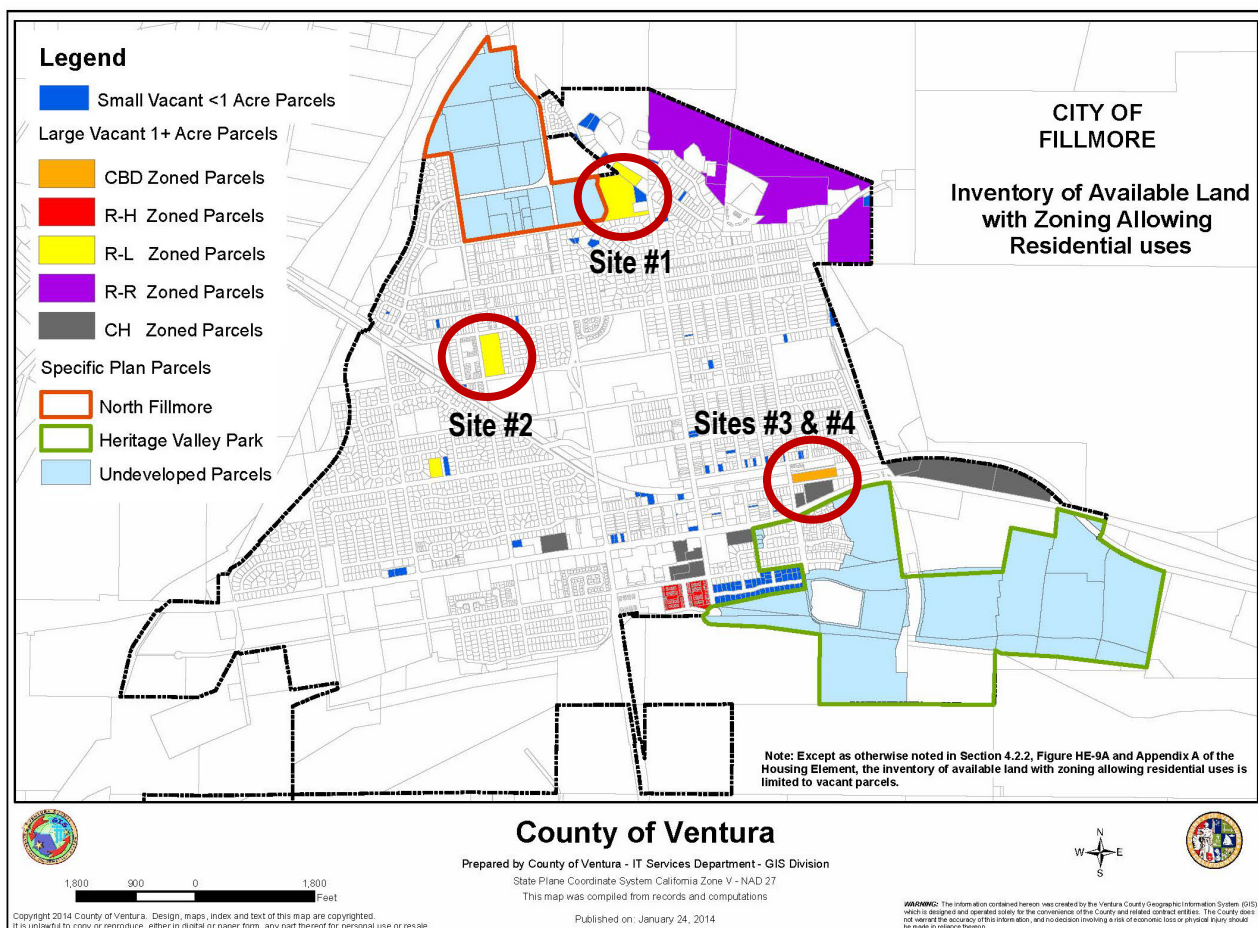
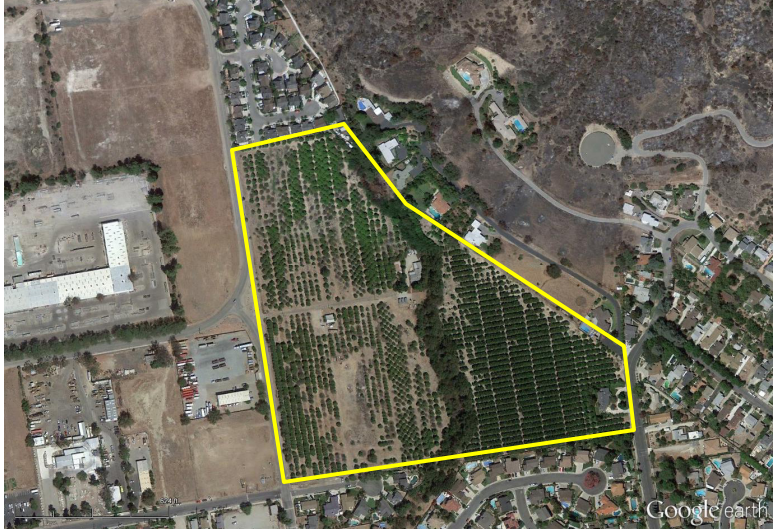
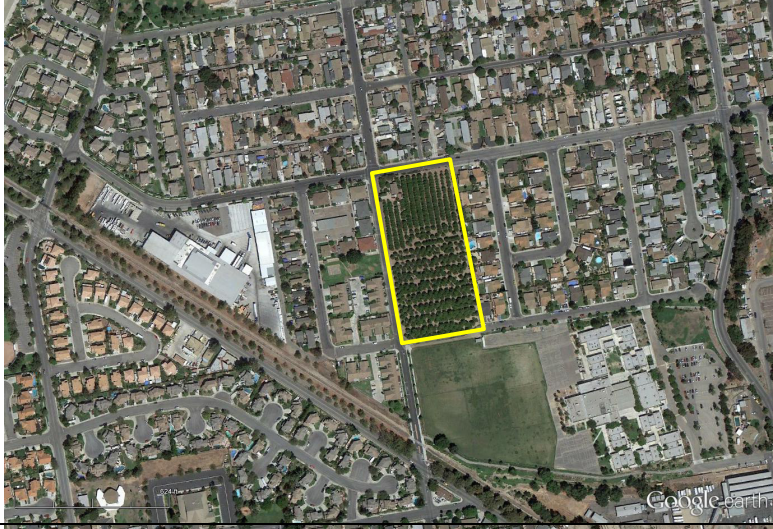
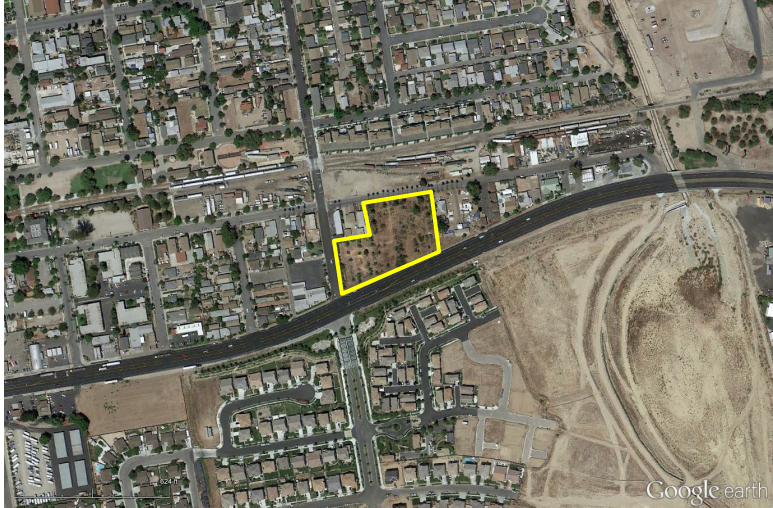


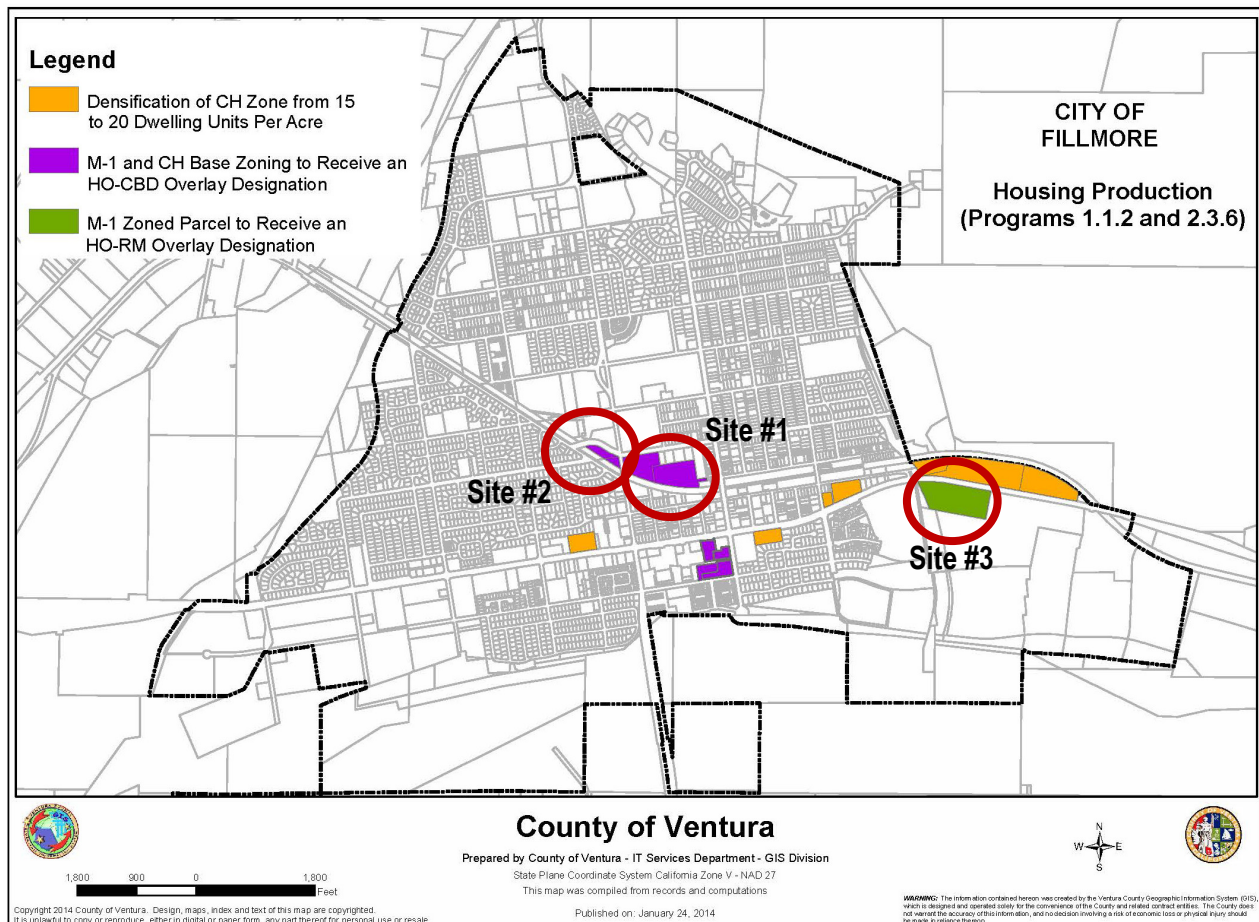
Figure HE-9B.
Characteristics of Underutilized Parcels Included in the Land Inventory for the 5th Cycle

Site #1 APN 050006006		Size: 7.35 Acres Current Use: Agriculture Current Zoning: R-R (Rural Residential) Improvement Value: 5% Comments: Surrounded by urban uses; Not sustainable due to size and urban encroachment.
Site #2 APN 052005512		Size: 4.38 Acres Current Use: Agriculture Current Zoning: R-R (Rural Residential) Improvement Value: 36% Comments: Surrounded by urban uses; Not sustainable due to size and urban encroachment.
Site #3 APN 053011104 & 053011108		Size: 3.00 Acres Current Use: Agriculture Current Zoning: CH (Commercial Highway) Improvement Value: 5% Comments: Two separate parcels under common ownership; Surrounded by urban uses; Not currently cultivated; Owner has expressed interest in residential development.



Note: Improvement Value is computed as the percentage that the dollar amount assigned by the Ventura County Assessor for existing physical property improvements represents of total assessed value (including land).

Figure HE-10A.
Developed Parcels Proposed for Reuse/Redevelopment in Conjunction with Program 1.1.2



Developed Parcels. Beyond the accommodation of RHNA needs, Program 1.1.2 of the Housing Plan (Section 5.4) identifies: (i) four developed industrial parcels for application of an HO-CBD overlay, allowing 50 dwellings per acre in addition to other uses permitted by the underlying M-1 zone designation; and (ii) one developed industrial parcel for application of an HO-RM overlay allowing 11 dwellings per acre. Each of the five identified parcels consist of uses that are no longer viable and the owners have all expressed interest in pursuing redevelopment and/or adaptive reuse of the sites. These conditions are notated in Appendix A and further described in Figure HE-10B.

Figure HE-10B.
Characteristics of Developed Parcels Proposed for Reuse/Redevelopment in Conjunction with Program 1.1.2

Site #1 APN 053006057 & 053006053		Size: 8.45 Acres Current Use: Agricultural Product Packaging Current Zoning: M-1 (Manufacturing) Improvement Value: 95% Comments: Two parcels under common ownership; Located within a predominately residential area; On fringe of the existing Central Business District; Obvious visual signs of disrepair, dysfunction and underutilization; Owner is seeking reuse options for the property.
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Site #2 APN 0520132020 & 0520092040	 	Size: 1.21 Acres Current Use: Agricultural Product Staging and Shipping Current Zoning: M-1 (Manufacturing) Improvement Value: 47% Comments: Two parcels under common ownership; Located within a predominately residential area; On fringe of the existing Central Business District; Obvious visual signs of disrepair, dysfunction and underutilization; Owner is seeking reuse options for the property.
Site #3 APN 041033002		Size: 9.56 Acres Current Use: Open Storage Current Zoning: M-1 (Manufacturing) Improvement Value: 38%

Site #3 APN 041033002		Comments: Adjacent to an incompatible (residential) use; Site consists predominately of open storage on unimproved surfaces; Owner has expressed interest in residential reuse and has filed a preliminary application for such development.
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Note: Improvement Value is computed as the percentage that the dollar amount assigned by the Ventura County Assessor for existing physical property improvements represents of total assessed value (including land).

4.3 Land Use Controls

The City of Fillmore exercises a number of land use controls that directly affect the development of housing. Some of these programs place certain restrictions on housing development, while others encourage housing production. It is the purpose of this section to evaluate the extent to which these standards may facilitate or hinder the development of housing for all economic segments of the community.

4.3.1 Density Bonus

The current Zoning Ordinance provides for the granting of a density bonus or other incentives when an applicant agrees to construct at least one of the following: (i) twenty percent of the total units of a housing development for persons and families of lower income, as defined in state law (Health and Safety Code Section 50079.5); (ii) ten percent of the total units of a housing development for very low-income households, as defined in state law (Health and Safety Code Section 50105); and (iii) fifty percent of the total dwelling units of a housing development for qualifying senior citizen residents, as defined in state law (Civil Code Section 51.2). These provisions have since been modified by State law (SB 1818) and Program 2.3.3. has been added to the Housing Plan to bring the City's Zoning Ordinance current.

4.3.2 Development Regulations

The Zoning Ordinance establishes development standards for each residential zone, as detailed in Table 4.A. Table 4.B. shows parking requirements for residential units as established by the Zoning Ordinance. There are five basic residential zones in the City of Fillmore, and are as follows:

- RPD (Residential Planned Development) Rural (1.0)
- RPD Low (7.0)
- RPD Medium (11.0)

- RPD Medium/High (15.0)
- RPD High (35)

(Each Zone within the City corresponds directly to the land use density outlined in the General Plan; except for the Residential High land use category. Currently, the General Plan allows a maximum density of 30 du/acre, while the Zoning Ordinance allows up to 35 du/acre. The City has acknowledged this inconsistency and will amend the General Plan to reflect the 35 du/acre density as indicated in the Zoning Ordinance and Program 4.1.1. For purposes of this analysis, the 35 du/acre density is provided.)

Table 4.A. Zoning Development Standards

Land Use Activity	Rural	Low	Medium	Medium/High	High
Maximum Units Net/Acre	1.0 (a)	7.0	11.0	15.0	35.0
Lot Area (sq. ft.)	1.0 ac (e)	6,000	6,000	14,000 (b)	14,000
Lot Area per Dwelling Unit	1.0 ac (e)	6,000	4,000	2,900	1,250
Lot Width (ft.)	50 (d)	50	25	100 (e)	100
Front Setback Main Structure (ft.)	20 (d)	18	18	15	15
Front Setback Street Facing Garage (ft.)	25 (d)	20	20	20	20
Land Use Activity	Rural	Low	Medium	Medium/High	High
Rear Setback (ft.)	20 (d)	20	20	20	20
Side Setback (each) (c)	10 (d)	10	10	10	10
Side Setback (street side)	20 (d)	10	10	10	10
Structural Parcel Coverage (max.)	---- (d)	40%	40%	60%	60%
Distance Between Main Structures (ft.)	---- (d)	----	----	----	----
Distance Between Accessory Structures (ft.)	6	6	6	6	6
Common Useable Open Space (sq. ft.) (e)	0	0	200	200	200
Private Outdoor Living Space (sq. ft.) (e)	0	0	450	250	200
Main Bldg. / Structure height (max.)	35 feet or 2 story whichever is less				
Accessory Bldg. / Structure Height (max.)	17 feet or 1 story whichever is less				
Antennae	Refer to Subsection 6.04.1805(2) Property Development Standards				
Fences, Wall, and Hedges	Refer to Subsection 6.04.1805(7) Property Development Standards				

Source: City of Fillmore Zoning Ordinance, Residential Zones, 6.04.04.

Notes:

- Subject to Section 6.04.26 (Hillside Development Standards).
- May be reduced to a 5,000 square foot minimum lot area with a 50 foot minimum lot width only if access to the parcel is provided by an alley.
- May be reduced to 5 feet with Fire Department approval, but shall be 10 feet if adjacent to a two-story structure.
- When 2 walls face each other and neither has a window opening, they shall be separated by at least 15 feet. If one or more of the walls has a window opening, they shall be separated by at least 20 feet plus 5 feet for each story of each structure in excess of one-story.
- Each ground floor dwelling unit shall be provided with 250/200 (Residential M./H & H) square feet of private outdoor living space while each upper story unit shall be provided with 200/150 (Residential-M/H & H) square feet of private outdoor living space.

Table 4.B. Residential Off-Street Parking Standards

Residential Type	Off-Street Parking Standard
<i>Single family Residential</i>	
Single family detached	2 spaces within a garage
Single family attached	2 spaces within a garage; 1 uncovered guest space for every three dwellings
Mobile home parks	2 spaces for each unit may be in tandem; 1 guest space for every 2 units
<i>Multi-family Residential</i>	
Efficiency and 1 bedroom	1.5 covered; 1 uncovered guest space for every 3 units
2 bedrooms	2 covered; 1 uncovered guest space for every 3 units
3 or more bedrooms	2.5 covered; 1 uncovered guest space for every 3 units
Residential day care (7 or more children)	1 space for every 7 children, in addition to those required for primary residence
Congregate facilities	3 spaces for each 4 living units, plus 3 spaces for each 4 living units for guest and employee parking
Rooming houses and similar facilities with guest rooms	1 space for each sleeping room (in dormitories each 100 sq. ft. is considered a sleeping room)
Second dwelling units	2 spaces in a garage or carport for dwelling 800 sq. ft. and above
Residential uses in the CBD	1 covered space per dwelling unit

Source: City of Fillmore Zoning Ordinance, 6.04.3415

Fillmore's maximum lot coverage and setback standards do not constrain the maximum density allowable within the various residential zones. Even at the minimum permitted lot size, the City's lot coverage and setback standards would accommodate maximum allowable residential densities. Within the low density designation, existing standards permit a 2,400 square foot building footprint on the minimum size lot (6,000 sq. ft.). Development of two-story housing would permit dwellings larger than 2,400 square feet on the minimum allowable lot size, while maintaining the maximum allowable development density. Analyses undertaken to confirm this conclusion were also based on 1,200 square foot average unit size in Medium and Medium-High density areas, and a 1,000 square foot average unit size in high density areas. Actual city standards permit smaller dwelling units than those assumed for this analysis. Therefore, there is even more ability to achieve higher densities in multi-family housing.

Required on-site improvements for residential development are determined largely by the zoning of the property. Fillmore's requirements for on-site improvements as expressed in the Zoning Ordinance are typical of California communities, and are not considered to be unusually restrictive or as a constraint on the development of housing. In a typical subdivision, the City requires a minimum street right-of-way of 54 feet (36-foot wide street width, 10 feet of parkways, and ten feet of sidewalk, or five feet per side), which is less than is typically required in suburban communities throughout the state. Most developers decline to provide private streets because the cost implications are carried on to the residents of the development. Often, a developer will ask the City to accept the street. However, the City will only accept the streets provided they are built up to City specifications as described above. The City estimates that approximately 15 percent of the sales price of a home derives from the on/off site improvements of the project.

As shown in Table 4.A., all residential zones allow a maximum building height of 35 feet or two stories whichever is less. The City's older residential areas are predominantly single story homes on small lots. However, the City permits two story structures in those neighborhoods thus allowing owners the opportunity to increase the height to their homes. Moreover, the current residential construction market is

predominantly made up to two-story structures and the City's building height provisions support this trend. The City's parking standards help to ensure that housing projects provide adequate parking for their occupants, which is important to a bedroom community like the City of Fillmore. To maximize use of the land for large multi-family complexes, the City allows the builder to provide parking on the ground floor and living areas above it. Side yard setbacks have minimum requirements of 10 feet, but may be reduced to five feet with Fire Department approval. Furthermore, the City also allows the Director to grant parking reductions and height increments as minor variances for up to 25 percent of the requirement. This requirement can either be "waived" or considered as a minor modification to an already approved project where up to 10 percent of the requirement can be "waived".

Aside from the residential zones, the City also permits housing in the Central Business District (CBD), the Commercial Highway (CH) Zone, and the Commercial Office (CO) Zone. Multi-family and single family housing is allowed in the CBD and there are special provisions in this district alleviating parking requirements where only one covered parking space per unit is needed as opposed to two spaces as needed in the residential zones. Moreover, buildings in the CBD are allowed to be up to three stories in height and 100 percent building coverage is allowed. Mixed-use development is allowed within the CH Zone, and is typically developed at an approximate density of 15 du/acre; subject to the approval of a Development Permit. The CO Zone allows single family residential development with the approval of a Development Permit, which only requires administrative review and construction subject to the Residential Low building standards thereby reducing the cost of construction to the builder.

4.3.3 Building Codes

The State of California uses the most current edition of the Uniform Building Code for new construction, as does the City of Fillmore. Rather than acting as an impediment to new residential construction, building codes ensure the health and safety of building occupants and help preserve existing housing stock by requiring property owners to make improvements to their homes when the structure falls into disrepair to prevent un-inhabitable structures. The City of Fillmore does have additional requirements on building construction beyond what is required by the building code. These additional construction requirements pertain to drainage, pool construction, fire protection and seismic safety and were adopted due to special climatic, topographical, and geological factors, as explained below:

Geological: (1) The City is in a high potential activity seismic zone. After a large seismic event, the potential for multiple fires occurring simultaneously will likely tap available firefighting resources. There is a likelihood of broken natural-gas mains causing other fires, leakage of hazardous materials, the need for rescues from collapsed structures, and the rendering of first aid and other medical attention to large numbers of people. (2) The soil conditions in the City are extremely corrosive to copper water piping. The use of thin-walled copper pipe below grade does not support the preservation of property or the protection of the municipal water supply. (3) The City is located where the water table is very high and the soil is very expansive, necessitating special requirements for the construction of swimming pools.

Topographical: (1) The City has rural areas that are highly prone to fire hazards. Due to topography, access to structures in rural areas increases response times and delays fire suppression efforts. Structural fires in hillside areas will have a greater likelihood of starting a wildfire, and exposing additional structures to fire damage. Emergency personnel responding to these incidents may be unduly impeded and delayed in accomplishing an emergency response; resulting in an unnecessary risk to the protection of life, public safety, and property (particularly in those buildings or structures without the fire sprinklers). (2) The natural

grade of the City is low-sloping towards the south west. Development on such conditions creates difficult drainage situations affecting neighboring properties resulting in uncontrolled drainage disposal.

Climatic: (1) The City experiences periods of high temperatures accompanied by low humidity and high winds. These conditions create an environment in which the Fire Department commits large numbers of firefighting resources to the control and extinguishment of wildfires. These climatic conditions may result in the concurrent occurrence of one or more fires in the more populated areas of the City without adequate personnel to protect against and control such a situation. (2) The City experiences seasonal conditions where rainfall does not occur for several months, potentially creating drought conditions.

These contributing factors could increase the cost of development, but the long term benefit of protecting public health and property is outweighed by the short-term construction cost incurred by the builder. The builder would most likely pass the cost on to the buyer of the home, but may still have to offer a competitive price to attract buyers.

The City's inspectors conduct construction inspections for building occupancy and also respond to complaints concerning building violations. Due to a lack of human resources, construction plans are not reviewed by City staff. Plans are sent to a third party hired by the City who conducts the "plan checking" service. The usual review period by this third party is 10 business days. The applicant pays for the time spent reviewing the plans, which is a reasonable fee comparable to other cities in the county who have the same type of plan checking service.

The Housing Element includes a code enforcement program (Program 1.2.5) to link code violations and rehabilitation opportunities with the appropriate housing programs.

4.3.4 Minimum Size Requirements for Dwelling Units and Rooms

The City of Fillmore maintains minimum size requirements for dwelling units, as well as for rooms within residential dwellings. There are no local amendments added to the Uniform Building Code. Additionally, neighboring cities such as Santa Paula and Ojai adhere solely to the Uniform Building Code for their minimum size requirements for dwelling units and rooms. The minimum size for dwelling units is measured on the outside of walls, and excludes basements, garages, carports, exterior courtyards and porches. These are modest requirements and are substantially smaller than what is currently being produced in market rate housing. Minimum dwelling unit sizes are as follows:

- Single family detached homes: 1,200 sq. ft.
- Single family attached homes: 1,000 sq. ft.
- Dwelling units within a multi-family structure:
 - 1 bedroom 750 sq. ft.
 - 2 bedrooms 900 sq. ft.
 - 3 bedrooms 1,000 sq. ft.

Efficiency apartments (400 to 700 sq. ft.) are permitted in areas designated in the General plan for Medium, Medium-High, and High density residential development.

The City's minimum room size standards are as follows:

Room	Minimum Room Size
Bedroom	100 sq. ft.
Full bath (tub, toilet, lavatory)	50 sq. ft.
Three-quarter bath (Stall shower, toilet, and lavatory)	35 sq. ft.
Half bath (toilet and lavatory)	25 sq. ft.

The requirement for minimum room size does not act as an impediment to the development of housing. In fact, these minimum standards are much lower than what the current construction market provides. These standards are intended to ensure the health and safety of the residents by providing housing that enhances their quality of life. Small dwellings promote overcrowding leading to poor living conditions and rapid wear and tear of the structure and its appurtenances. These provisions of the Zoning Ordinance help conserve housing in the City. Up to date, City staff does not have any trouble implementing these provisions on a housing project particularly a multi-family complex where builders seek to maximize the density of their project.

4.3.5 Mobile Home and Manufactured Housing Development Standards

The City of Fillmore permits manufactured dwellings to be used as single family residences outside of designated mobile home parks if the home is certified under the National Mobile Home Construction and Safety Act of 1974, and if it meets the following standards:

- The mobile home is installed on and secured to an approved permanent foundation in compliance with the Uniform Building Code and the Health and Safety Code (Section 18551).
- The mobile home has a minimum eave projection of 12 inches on all sides, including 18 inches on at least 2 opposite sides.
- All roofs have a minimum pitch of 1:4, and are constructed of non-reflective / non-metallic roofing materials.
- All exterior siding is non-reflective / non-metallic, and is installed from the ground to the roof.
- The mobile home has a minimum width across the narrowest point of 15 feet.

4.3.6 Second Dwelling Units

There were five second dwelling units built in the City of Fillmore since 1998, and the need for these units in the community still exists. With the growing number of seniors in the community, it is anticipated that families will be encouraged to build second units for their aging relatives or caregivers assisting them with affordable housing. The City allows second dwelling units in the Rural, Low, and Medium density residential zones, subject to the approval of a Conditional Use Permit and the following standards:

- No more than one additional dwelling unit may be placed on a single family parcel
- The additional dwelling is only permitted on a residential parcel with an existing owner-occupied single family detached dwelling unit. The additional dwelling unit may be attached to, or detached

from the existing main dwelling. No additional dwelling units are permitted on lots already having two or more dwelling units.

- The parcel on which the additional dwelling unit is proposed must meet all of the applicable standards of the zone in which it is located.
- The parcel on which the additional dwelling is proposed must have a minimum of 7,500 square feet, a minimum depth of 120 feet, a minimum width of 50 feet, and a minimum buildable pad size of 400 square feet exclusively for the additional unit.
- The size of the additional dwelling unit may be up to 30 percent of the size of the existing living area of the main dwelling for an attached unit and up to 1,200 square feet for a detached unit. The minimum permitted size for the additional unit is 800 square feet, regardless if the 30 percent standard is met.
- The additional dwelling must be located within the rear third of the parcel, and may be up to 35 feet or two stories in height.
- The additional dwelling is to be architecturally compatible with the main dwelling unit.
- The additional dwelling is to be provided with two off-street covered parking spaces in addition to the parking required for the main unit.
- The additional dwelling is required to be metered separately from the main unit for gas, electricity, and water/sewer services.

Some of these requirements are in conflict with state law (AB 1866). Additionally, some of the requirements present a potential constraint on the development of second units, such as:

- The requirement that the owner must live in the main residence;
- The minimum parcel size and location requirements;
- The requirement that additional dwelling units are to be provided two off-street covered parking spaces.
- The minimum size requirement for an additional unit being 800 square feet, regardless if the 30 percent standard is met.

A program to amend the City's Zoning Ordinance and eliminate any potential constraints toward the development of second units is included in the Housing Element (Program 2.3.4). This program will facilitate and encourage the development of more second dwelling units in the City while achieving compliance with state law.

4.3.7 Processing and Permit Procedures

Development review may affect housing costs. Because of holding costs, the longer it takes for a development proposal to be approved, the higher the development costs. In the City of Fillmore, an application for a residential project containing about 20 units typically requires a processing time (from filing of the initial application to Final Map approval) of 6 to 12 months. However, actual processing time for any residential project varies according to the scope of the project and number of units proposed for the project, as well as the time taken by the applicant to prepare the submittals including the Final Map, improvement

plans, and other project-related documents. While the City attempts to process development applications in a timely and efficient manner, some delays are outside the control of the City. Delays in processing can occur if environmental review, pursuant to California Environmental Quality Act (CEQA), requires an Environmental Impact Report (EIR) to be prepared. At times, approval from state or other agencies may also be required for certain types of projects. The following entitlements below are those required for residential development. Each type of permit application has decision making criteria, approval procedures, and fees as described below.

- **Development Permit** – A Development Permit is required for all new construction (single family and multi-family) except for alterations/repairs to an existing single family residence. Depending on the number of units in the project, this permit is reviewed and approved by the Planning Director (for 1-3 dwellings), Planning Commission (for four or more dwellings), or City Council (upon appeal). In general, projects are reviewed for compliance with City ordinances; site layout & design; compatibility with neighboring property/development; efficiency & safety of public access and parking; appropriate open space and use of water efficient landscaping; consistency with the General Plan; and consistency with adopted design guidelines and policies. City staff reviews the architectural elements of a proposed project as opposed to presenting the project to an architectural review body, which could create further delays in the development review process. The application fee for a minor Development Permit (e.g. request for a new detached garage) is \$350. The application fee for a regular Development Permit (e.g. request for a new apartment complex) is \$2,000.
 1. **Findings.** A Development Permit is approved if the proposed project is able to meet all of the following findings. On, average, the majority of housing projects do not have difficulty in meeting these findings:
 - a. The proposed development is permitted in the subject zoning district and complies with applicable provisions and any applicable design guidelines;
 - b. The development is consistent with the General Plan;
 - c. The proposed development would be harmonious and compatible with existing and future developments within the zoning district and general area, as well as with the land uses presently on the subject property;
 - d. The approval of the Development Permit for the proposed development complies with the requirements of the California Environmental Quality Act;
 - e. The proposed development would not have potential significant effects on the environment and natural resources that could not be properly mitigated and monitored;
 - f. The subject site is physically suitable for the type and density or intensity of the land use being proposed;
 - g. There are adequate public services such as water, sanitation, and public utilities to serve the proposed development and would not be detrimental to the health and safety of the public; and
 - h. The design, location, size, and operating characteristics of the proposed development would not be detrimental to the public's interest, health, safety, convenience, or welfare of the City.

2. Exceptions. In addition, the City's Development Permit process allows for modification of development standards, which can be used to facilitate the unique needs of supportive housing, farmworker housing, transitional housing, SRO's, and emergency shelters. The Development Permit process would thus function in a manner similar to that of a planned development, allowing the City to establish development standards and conditions of approval tailored to the needs of the facility.
3. Proposed Modifications. To ensure that prerequisite findings are applied in an objective and fair manner, the following ordinance modifications are proposed as part of Program 2.1.1:
 - a. Approval, conditional approval or denial of a Development Permit (including appeals) shall be accompanied with findings, supported by substantial evidence, that: (i) the action is justified on the basis of objective criteria identified in written standards, policies, or conditions as they existed on the date the application was deemed complete; and (ii) the facts and evidence are not unreasonably exercised for the purpose of rendering infeasible the development of housing for any and all economic segments of the community as prohibited in Section 65913.2 of the California Government Code.
 - b. The authority to deny issuance of a Development Permit shall be expressly limited to situations wherein approval would have a detrimental effect upon the public interest, health, safety, convenience, or welfare, and there is no feasible method to satisfactorily mitigate or avoid the detrimental effect without rendering the development unaffordable or financially infeasible. "*Detrimental Effect*" shall mean a significant, quantifiable, direct, and unavoidable impact resulting from: (i) a conflict with adopted General Plan policy; (ii) non-conformance with adopted land use regulations or design standards; or (iii) significant unavoidable adverse environmental impacts.
- Parcel Map – A parcel map is required when a proposed project is requesting to subdivide the project area into four lots or fewer. Contents of the parcel map must comply with state law (the Subdivision Map Act) and with the minimum lot standards of the applicable zoning district. To help streamline the review process and avoid delays, the parcel map is reviewed and processed simultaneously with any other development permits the project may need. In general, a proposed parcel map is approved if the findings pertaining to a Development Permit are met and the map complies with state law and the City's Subdivision Ordinance. However, in some cases the project may only entail subdivision of land with no construction proposed. Consequently, the findings pertaining to actual development would not apply. The application fee for a parcel map is \$2,200. All proposed parcel maps are reviewed and approved by the Planning Commission.
- Tentative Map – A tentative map is required when a proposed project is requesting to subdivide the project area into five or more lots. Contents of the tentative map must comply with the Subdivision Map Act and with the minimum lot standards of the applicable zoning district. As with the parcel map process, the tentative map is also reviewed and processed simultaneously with the other permits the project may need. Also, as with parcel maps, the City does not have adopted findings for tentative maps and provided that the findings for a Development Permit are met and the proposed map complies with state law requirements and the City's Subdivision Ordinance, the tentative map is usually approved. The application fee for a tentative map is \$2,550. All proposed

tentative maps are reviewed by the Planning Commission and recommended to the City Council for final approval.

Typically, processing and permitting procedures for residential development in the City of Fillmore are as follows:

4.3.7.1 *Small Single Family Projects (One to three units)*

If a development consists of one to three units, a Development Permit is required for the project and the City's Community Development Director can approve the project without Planning Commission or City Council review. This administrative review process may take between three to four months.

4.3.7.2 *Other Single Family Projects (Four units or more)*

If a proposed development consists of four units or more, a Development Permit is required for the project and the project is reviewed by City staff and presented to the Planning Commission for their review and approval. Depending on the scope of the project, City Council approval may be required. Generally this process may take between six months to a year. If the proposed development will create additional lots, a parcel map or tentative map is required and the process may take up to a year. The following additional steps must be taken as part of the review process:

- The environmental review must be completed in accordance with the California Environmental Quality Act. Fees are based on the type of environmental review (EIR, MND, ND etc.)
- Depending on the total number of lots created, the Planning Commission and/or City Council will need to review and approve the project.
- A Final Map is accepted by the City.

4.3.7.3 *Small Multi-family Projects (Three Units or less)*

If the development consists of three units or less and does not involve a zone change, subdivision, annexation, or the like, the project will require only a Development Permit and is reviewed and approved by the Community Development Director, which usually takes approximately three to four months.

4.3.7.4 *Other Multi-family Projects (Four Units or More)*

If the development consists of four units or more, the project will require a Development Permit and processing time is usually six months. In addition, the following steps must be taken:

- Environmental review must be completed in accordance with the California Environmental Quality Act.
- Planning Commission will need to review and approve the project, and depending on the scope of the project, City Council may have to review and approve the project.
- Once the Planning Commission or City Council approves the application, the applicant may seek building permits.

The development of multi-family housing is encouraged to provide a variety of housing types to individuals of all income levels. The City aims to minimize time and complications of the permit process to facilitate additional multi-family units in the City. Typically the processing and permitting procedures for multi-family developments in the City of Fillmore are as described above.

4.3.7.5 *Dormitory-Style/Congregate Farmworker Housing*

A review of farmworker housing facilities (both annual residences and migrant family facilities) operated by various agricultural county housing authorities indicates that family farmworker housing facilities in many of California's agricultural counties range in density between 6 and 10 dwelling units per acre, and consist of detached, duplex, and small attached structures. This type of housing could be developed in low, medium, medium-high, and high density zones in the City of Fillmore. Migrant family farmworker housing facilities in many of California's agricultural counties were found to have a density range of 10-14 dwelling units per acre, consisting of duplex, fourplex, and small attached structures, and could be developed in medium, medium-high, and high density zones. The projects that were reviewed were generally built pursuant to USDA Rural Development Program and Office of Migrant Services Farm Labor Centers, and were all operated by county housing authorities. Due to high land costs, the Cabrillo Economic Development Corporation (CEDC is the leading non-profit affordable housing producer in Ventura County) reported that densities of 18-24 dwelling units per acre will be necessary within Ventura County to produce housing affordable to farmworkers.

The City encourages the use of programs such as the USDA Rural Development Program and often seeks assistance from the Office of Migrant Services Farm Labor Centers to facilitate and provide farmworker housing within the Central Business District and the City's Low, Medium, Medium-High and High density residential land use designations. Although farmworker housing is allowed in almost all residential areas in the City, the provision of housing for farmworkers does not necessarily create an adverse impact on the availability of land that could accommodate new housing for very low-income, non-farmworker households.

In order to ensure that the specific needs of agricultural employees are properly addressed without compromising neither the character of the neighborhood nor the quality of life of surrounding residents, the City allows dormitory style and congregate housing, including farmworker congregate housing in all residential zones with the exception of the R-R zone, and also allowed in the CBD with approval of a Conditional Use Permit. If the project involves new construction, then a Development Permit would also be required. City staff reviews the proposed plans and presents the project to the Planning Commission for a decision. Normally, the process takes about six months, but could take longer depending on the scope of the project and the type of environmental review required per CEQA. The CUP works as a tool to ensure that the unique housing needs of farmworkers are preserved and assists the City to impose project specific conditions and/or provisions to monitor the use of onsite amenities. For example, aside from allowing multiple kitchen facilities in a complex, the City requires that residents of the complex be provided with a common recreational and/or entertainment area in addition to sufficient common laundry facilities that are accessible to all residents. Furthermore, the City allows for barber shops and beauty salons on site as well as a drug store and/or medical facility for the exclusive use of farmworker residents. Over time facilities such as these in the complex can fall into disrepair compromising the health and safety of its users. A CUP helps to ensure that onsite facilities are preserved and properly maintained consistent with the provisions of the Employee Housing Act.

To preserve the availability of these complexes for other farmworkers and future ones, the City requires that the owner of the complex come into a written agreement with the City guaranteeing the use of these units exclusively for farmworkers and members of their household for a minimum of 30 years. The City also imposes criteria in defining a qualifying farmworker to prevent the use of these affordable facilities by non-farmworkers. Moreover, to monitor compliance with these provisions, the City requires that the property owner or the owner's assigned agent submit an annual verification report to the City. A CUP allows the City to impose conditions on the project ensuring that the use of these facilities are not misused and/or abused by non-qualifying residents, thereby ensuring the success of the project for all. Typically, processing and permitting procedures for dormitory style farmworker housing takes approximately 6-12 months in the City of Fillmore. Currently, the City has a privately owned and managed dormitory-style farmworker housing facility, which is built on a 2.5-acre parcel and consists of 35 rooms, one central kitchen, and contains 170 beds.

The City allows small group homes (6 people or under) as a use permitted by right in all residential zones. However, this provision does not extend to farmworker group homes. In order to demonstrate consistency with the provisions of Section 17021.5 of the Employee Housing Act, the City will revise Section 6.04.0410(1)(M) of the Zoning Ordinance to permit farmworker housing serving six or fewer persons by right in all residential zones and cross reference these provisions in Section 6.04.23 that discusses farmworker congregate housing (Program 2.3.5). Additionally, this Program will remove the processing distinction between existing developed properties and newly proposed construction. In place of a discretionary review process for new development that now applies to dormitory and congregate housing for farmworkers and other special population segments, Program 2.3.5 provides for the codification of objective management and development standards consistent with the provisions of Government Code Section 65583(a)(4). Finally, in order to demonstrate consistency with the provisions of Section 17021.6 of the Employee Housing Act, the City will revise the Zoning Ordinance to allow, by right, agricultural housing complexes meeting the state criteria of 36 beds or 12 units/spaces, since state law does not differentiate between these types of housing complexes and "agriculture land uses". These provisions will be cross referenced in Section 6.04.23, in addition to amending the definition of "agriculture."

4.3.7.6 Housing for Persons with Disabilities

The City's Zoning Ordinance does not have any specific development standards for housing for disabled persons. Any new residential development must comply with all applicable provisions of the Zoning Ordinance such as setbacks, lot coverage, parking etc. and building code, including accommodating a certain percentage of the total number of dwelling units in the project for disabled residents. Fillmore requires development pursuant to the Uniform Building Code.

The City of Fillmore permits group homes for persons with disabilities in all residential zones. Provided the structure is already existing, group homes serving six or fewer disabled persons are permitted by right in all residential homes. As provided in Program 3.2.3, current zoning regulations governing supportive group housing (including disabled persons) will be modified to remove the distinction between new construction and existing developed property for by right uses and codify objective management and development standards consistent with the provisions of Government Code Section 65583(a)(4) in place of discretionary permit requirements. Group homes of seven or more persons are permitted in all residential zones with approval of a Conditional Use Permit. Residential Care facilities are permitted by right in the Commercial

Office Zone and permitted in the Commercial Business District and the Commercial Highway Zone, subject to the approval of a Development Permit.

In order to protect group homes comprised of non-related persons (including disabled individuals), the City's definition of "family": (i) extends to unrelated members of a household who reside in together; and (ii) imposes no restriction on the number of persons who may comprise a single housekeeping unit. The City does not have any spacing criteria or concentration maximums for this type of housing nor other types of development requirements that act as a constraint to the future development of these units. Disabled persons living within a single-family home in a group home setting would be subject to the parking standards of a single-family home (two spaces in a garage) as opposed to the parking requirement for a congregate facility. The City facilitates the development of housing for persons with disabilities by being able to waive certain development standards for ADA retrofit projects. In addition, Program 3.2.4 has been added to provide special accommodations not presently allowed "by right." As a standard practice, the Planning Department often asks the developer of a tract home project to build at least one model as an ADA unit to show prospective buyers that construction options for persons with disabilities are available.

As with all residential projects, a minor variance can be obtained by the project applicant to waive up to 25 percent of the parking requirement. The minor variance is an administrative procedure that only requires approval from the Planning Director.

4.3.7.7 Emergency Shelters, Transitional Housing and Supportive Housing

Senate Bill 2, passed during the 2007-08 California Legislative Session and effective January 1, 2008, clarifies and strengthens housing element law regarding the accommodation of emergency shelters, transitional housing and supportive housing. Currently, the City of Fillmore permits the development of emergency shelters in all residential zones, subject to the approval of a Minor Conditional Use Permit (MCUP). In addition, emergency shelters are permitted in the Commercial Office Zone, subject to the approval of a Development Permit and only those standards applicable to any other use in that zone. The approval of such a facility is considered ministerial if the facility is less than 10,000 square feet. Transitional and supportive housing can be provided through Single Room Occupancies (SRO's) and is currently permitted by right in all motels, hotels, and churches.

To comply with Senate Bill 2, Program 3.2.3. requires that the City's Zoning Ordinance be amended to allow transitional housing and supportive housing "by right" as a permitted use in all residential zones and emergency shelters as a permitted "by right" use within all commercial zones subject to: (i) the same land use parameters that apply to residential or commercial development within the same zone except; and (ii) objective management and development standards consistent with the provisions of Government Code Section 65583(a)(4). Emergency shelters, transitional housing and supportive housing would also be allowed in the Public Facilities (PF) Zone, subject to the approval of a MCUP. To clarify terminology and the relationship to congregate housing, the Zoning Ordinance amendment will include a definition of terms consistent with Senate Bill 2.

As discussed in Section 3.3.5, homelessness in Fillmore and associated needs are quite modest compared to the County at large. According to the most recent (2011) count of homelessness conducted by the Ventura County Homeless and Housing Coalition ("VCHHC"), Fillmore has the third fewest homeless of all County jurisdictions at 10 individuals. As shown in Table 4.C., there are 35 parcels with commercial zoning

that are vacant and presently available for development. Within the listed zone districts, average parcel sizes range from 5,818 to 63,286 square feet, with an overall average of 38,665 square feet. These numbers compare favorably to a listing of emergency facilities furnished by VCHHC. With a total commercial land inventory of 31 vacant acres and an overall average parcel size of 38,000 square feet, the City's capacity to accommodate emergency homeless facilities far exceeds the needs specific to Fillmore.

Table 4.C. Emergency Shelter Development Capacity

Vacant Commercial Parcels in Fillmore (As of 8/1/2013)				Available Homeless Shelters in the County (VCHHC Website)		
Zone District	Vacant Parcels	Total Acres	Average Parcel Size (Sq.Ft.)	Name and Location of Emergency Shelter Facilities	Capacity (Persons)	Parcel Size (Sq.Ft.)
CBD	14	1.87	5,818	Our Place Shelter: 538 E. Thompson Blvd., Ventura	10	5,900
CH	20	29.06	63,286	Lighthouse Women's & Children's Mission – Emergency Shelter: 104 N. Hayes Avenue, Oxnard	24	9,600
CO	1	0.14	6,098	Ventura County Rescue Mission: 234 E. 6th Street, Oxnard	60	20,000
Total	35	31.07	38,665	Total	94	380 Sq.Ft./ Person

Source: GIS Parcel Data, City of Fillmore, August 1, 2013.

4.4 Governmental Factors

4.4.1 Funding Availability

In the 3rd and 4th Housing Element cycles, local redevelopment was identified as the principal funding source to undertake affordable housing initiatives. With the demise of redevelopment in 2011 (AB 1x 26) and consequent loss of tax increment funds, the City is now dependent upon state and federal sources. Fillmore is an active participant in the federal Urban County program that distributes Community Development Block Grants (CDBG), HOME funds and Emergency Solutions Grants (ESG). HOME and ESG funds are awarded on a competitive-discretionary basis, while CDBG funds are distributed to participant jurisdictions according to Cooperation Agreements approved in 2012. These three-year Agreements provide general programmatic guidelines and include a distribution formula. The local formula mirrors HUD's formula and is based on a ratio of population, poverty and incidence of overcrowded housing as reflected in the 2000 Census.

In years past, the City has received (on average) an annual allocation of approximately \$100,000 in CDBG funds. However, funding in the current fiscal year (FY 2012-13) was drastically reduced for CDBG and HOME from the prior year by 21% and 48%, respectively. Another 8% to 10% reduction in funding is expected for FY 2013-14. Funding for ESG is anticipated to be reduced by 5%. This further constrains the ability of the City to fully implement the Housing Element. Given these dynamics, Program 2.1.1 commits the City to explore all other state and private sources to backfill the loss of local and federal funds; in particular, monies that are available through the Housing and Emergency Shelter Trust Fund Act of 2002

and associated programs administered by the California Department of Housing and Community Development including:

- Housing Rehabilitation Loan Fund
- Preservation Opportunity Fund
- Emergency Housing and Assistance Fund
- Joe Serna, Jr. FWHG Fund
- School Facilities Fee Assistance Fund
- California Housing Loan Insurance Fund
- Jobs Housing Improvement Account

4.4.2 Public Services and Facilities

The provision of public services (especially water, sewers, and flood control) does not constrain the production of new housing below the number projected by the current Regional Housing Needs Assessment. Currently state laws governing municipal funding limits the ability of cities to provide infrastructure from ongoing revenues. As a result, new development is generally required to pay its own way with regard to public facilities such as water, sewer, drainage, parks, and roadways. In accordance with AB 1600, the City enacted a development impact fee program to ensure that new development pays for impacts to City services and not for existing deficiencies caused by prior development. A reciprocal fee agreement with Ventura County will apply to any future development in the City's current Sphere of Influence. Development impact fees are identified in Table 4.C, and are collected prior to the issuance of the Building Permit. When compared with the fees of nearby jurisdictions, the City of Fillmore fees are significantly less. These fees are reasonable when compared with the costs that the City must expend for review, and with fees associated with other jurisdictions. Therefore, these fees are not placing a constraint on the production of housing.

The City of Fillmore, like many communities, determined that its public works systems cannot be overburdened by new development. A 20-year capital improvements program identifies and prioritizes such needs as water main replacement, flood control, water storage, the City's new water recycling facility, as well as parks, streets, and sidewalk replacement. The Capital Improvement Program provides a guide for allocating public funds in the areas where infrastructure is most needed. The status of each public works system is described in the Public Facilities Element of the General plan; however, the water supply, sewage disposal, and flood drainage systems have separate and unique limitations that relate to the construction of new housing.

Water service is provided by the City of Fillmore. Potable water is extracted from the Fillmore groundwater basin. The estimated safe yield of this basin is many times greater than the current water extraction. Groundwater from the Fillmore Basin is expected to be a long-term water source for the City. As development occurs, it will be necessary to bring new wells on line, construct distribution systems, and provide additional water storage capacity. The City's capital improvement program is designed to ensure adequate well and storage capacity, and to connect new wells and storage facilities to the system. New distribution lines are generally the responsibility of the developer.

As addressed in the Original and Supplemental Environmental Impact Reports for the current adopted Fillmore General Plan, sewer facilities and proposed capital improvements are adequate to serve the level

of growth projected for the planning period. The City's wastewater treatment plant is located at the south end of C Street on the north bank of the Santa Clara River. A new water recycling facility in the southwestern portion of the City is currently under construction. This facility is planned to be up and running by July 2009.

Within the City, generally drainage is directed to the Santa Clara River thru the existing storm drain systems. However, the City is currently improving the storm drain system to divert flow from the river. The existing lines do not adequately drain all of the drainage areas, resulting in flooding or pooling of water in certain locations. Generally, problem areas are located in the western half of the City, and involve general street flooding due to flat street gradients combined with inadequate drainage infrastructure. The areas within the 100-year flood plain were not considered as viable development areas when the development capacity of the remaining units in the City was considered.

4.4.3 Fees and Exactions

The fees and exactions required of a development to pay for public facilities associated with the residential development do not pose a potential constraint to housing production. Two types of fees, discussed below, are charged by the City of Fillmore: development impact fees and planning processing fees. Table 4.C identifies the applicability of impact fees and Table 4.D lists the fee amounts for each category. A comparison of Fillmore's typical residential planning fees in relation to nearby communities is shown in Table 4.E.

Table 4.D. Development Impact Fee Applicability for Residential Projects

Dwelling Unit	Park	Public	Sewer	Storm Drain	Transportation	Water
New Unit	X	X	X	X	X	X
Second Unit / Granny Flat	X	X	X	X	X	X
Replacement Unit (no new connections)	O	O	O	O	O	O
Addition to Existing Unit	O	O	O	O	O	O
Remodel	O	O	O	O	O	O
Connect Existing Unit to Water and Sewer	O	O	O	O	O	O
Increase Size of Existing Meter	Pay difference in cost of meters					
Annex Existing Unit into City	X	X	X	X	X	X
Move Unit into or Within City (if not a replacement unit)	X	X	X	X	X	X

Source: Notes: X = Fee required; O = No fee required.

Table 4.E. Residential Development Impact Fees (September 2013)

Fee	Cost	Per
1. Public Facilities (Resolution 09-3217)		
a. Residential Development Project	\$2,680.00	Dwelling Unit
b. Residential Development Project (within Fire Substation Zone)	\$718.00	Dwelling Unit
2. Transportation Improvement Fee (Resolution 06-2965, 02-2599, 97-2208)		
a. Single family	\$2,091.00	Dwelling Unit
b. Multi-family	\$1,527.00	Dwelling Unit

Fee		
a. In-lieu fee (Land dedication of 0.11 ac/du) and	\$5,200.00	Dwelling Unit
b. In-lieu fee (Improvements)	\$2,400.00	Dwelling Unit
4. Water Service Connection Fee (Resolution 02-2599 & 97-2210)		
a. 5/8" meter	\$4,445.00	Each
b. 3/4" meter	\$6,222.00	Each
c. 1" meter	\$9,778.00	Each
5. Sewer Improvements Fee (Resolution 06-2987)	\$12,377.00	Dwelling Unit
6. Storm Drain Improvements Fee (Resolution 02-2599 & 97-2184)		
a. Rural Residential	\$0.05720	lot s.f.
b. Single Family	\$0.53078	lot s.f.
c. Multi-family	\$0.77688	lot s.f.
7. Ventura County Reciprocal Traffic Agreement (County Ordinance 4246 & City Agreement)		
a. Single Family	\$766.00	Dwelling Unit
b. Senior Housing	\$230.00	Dwelling Unit
c. Other Housing	\$536.00	Dwelling Unit
8. Fillmore Unified School District (Development Impact Fees)		
a. Single Family	\$3.20	unit s.f.
b. Multiple Family	\$3.20	unit s.f.

Notes:

1. The Development Impact Fees are the current, adopted fees for Fillmore.
2. A Source Reduction Fee is currently collected at a rate of \$1.10 a month from each water meter in the city.

Table 4.F. Comparison of Planning Fees

Fee Type	City of Fillmore	City of Santa Paula	City of Ojai	City of Oxnard
Annexation	FAHR and \$1,000 Deposit (a)	FAHR and \$2,000 Deposit	\$8,100, minor; \$19,600, major	\$4,767.00
General Plan Amendment	FAHR and \$2,750 Deposit	FAHR and \$2,500 Deposit	\$6,750	\$10,167.15
Conditional Use Permit	FAHR plus deposit: \$480, minor; \$3,200 major	FAHR and \$3,200 Deposit (major review)	\$972, minor (no construction); \$3,587, major	\$4,082.40 (b)
Zone Change	FAHR and \$4,725 Deposit	FAHR and \$5,000 Deposit	\$5,075	\$3,091.20
Specific Plan Review	FAHR and \$1,000 Deposit	FAHR, City costs (attorney & consultant) and \$8,000 Deposit	\$5,005	\$6,075.30
Variance	FAHR plus deposit: \$1,000, minor; \$2,860, major	FAHR and \$2,800 Deposit (major review)	\$406, minor; \$1,784, major	\$1,875.30

Fee Type	City of Fillmore	City of Santa Paula	City of Ojai	City of Oxnard
Tentative Tract Map	FAHR and \$2,550 Deposit	FAHR and \$2,500 Deposit	\$4,432	\$5,882.10
Tentative Parcel Map	FAHR and \$2,200 Deposit	FAHR and \$2,500 Deposit	\$3,808	\$5,882.10
Initial Study /Negative Declaration	FAHR and \$2,500 Deposit	FAHR and \$6,000 Deposit, plus 25% Administrative Fee	\$3,570	\$2,718.45 (c)

Source: Fillmore, Fee Schedule from July 1, 2012 (City Council Resolution 12-3357 ; Santa Paula, Fee Schedule from 4/17/2007; Ojai, 2004 Master Fee Schedule; Oxnard, <http://developmentservices.cityofoxnard.org/Uploads/Planning/Handouts-Planning-Permit-Fee-Schedule.pdf>).

Notes:

- FAHR = Fully allocated hourly rate. City of Fillmore sets them as Employee Total Cost (per budget) / Hours = FAHR. City of Santa Paula sets them as follows, Effective January 1, 2007 Secretary 42/hr, Assistant Planner 62/hr, Associate Planner 71/hr, Deputy Planning Director 96/hr, Planning Director 103/hr.
- For Residential Uses. Fee varies for other uses.
- Will increase as requirements for other CEQA documents are confirmed.

In addition to the fees presented in Table 4.E, the City of Fillmore charges engineering services fees for review of parcel and tract maps as follows:

- Tentative Parcel Map (1-4 parcels) \$2,600 deposit against actual costs
- Tentative Parcel Map (5-20 parcels) \$6,900 deposit against actual costs
- Tentative Tract Map (5-10 parcels) \$3,450 deposit against actual costs
- Tentative Tract Map (11-70 parcels) \$6,900 deposit against actual costs

Fillmore, Santa Paula, and Ojai are small residential communities. In the following table, it can be seen that Fillmore's planning fees are generally comparable to other small cities in its vicinity. A much larger city, Oxnard, has higher planning fees, as shown. More significantly, the abundance of affordable housing in Fillmore as discussed in Section 3.4.4 evidences that fees and exactions do not pose a constraint on new residential development. Table 4.G. below presents a summary of fees for a typical residential project.

Table 4.G. Typical Project Costs

	Single Family	Multiple Family	
		Total	Per Unit
Project Characteristics			
No. of Dwellings	1	22	
Dwelling Size	2,118	906	
Lot Size	6,678	15,690	
Development Fees & Exactions			
Public Facilities	\$1,699	\$37,378	\$1,699
Transportation Improvement	\$2,091	\$33,594	\$1,527
Park and Recreation	\$7,600	\$167,200	\$7,600
Water Service Connection	\$4,445	\$176,000	\$8,000
Sewer Improvements	\$12,377	\$272,294	\$12,377

	Single Family	Multiple Family	
		Total	Per Unit
Storm Drain Improvements	\$368	\$12,189	\$554
Ventura County Reciprocal Traffic	\$766	\$11,792	\$536
Fillmore Unified School District	\$6,778	\$63,782	\$2,899
Processing Fees			
Development Permit	\$2,000	\$2,000	\$91
Tentative Parcel Map	\$4,800		
Tentative Tract Map		\$9,450	\$430
Total	\$42,924	\$785,679	\$35,713

Source: Tables 4.E and 4.F.

Note: Project Characteristics reflect actual development intensities as reported in Appendix B.

4.5 Non-Governmental Factors

4.5.1 Land Costs

The price of land is a significant factor in the total cost of housing. Developed land costs typically account for about one-quarter of the total cost of a home. Data supplied by DataQuick supports this finding and further indicates that land costs in Fillmore are reflective of the region at large. More significantly, changes to economic and credit conditions have dramatically impacted job growth, employment, and vacancy rates that have affected job/housing ratios and influenced both rental and for sale housing costs. In addition, changes in credit markets have made purchasing or developing new housing much more difficult, even where justified demand may exist. With this backdrop, the Housing Element's policies and programs offer a stable set of approaches that are relevant under a variety of economic conditions.

4.5.2 Construction Costs

Construction costs, like land, affect the ability of consumers to pay for housing. Construction cost increases occur due to the cost of materials, labor, and government imposed building standards (e.g. energy conservation requirements). According to the most recent information (available from DataQuick, current construction costs for a single family home, including materials and labor, are roughly \$214 per square foot. This is typical for Southern California and does not present a significant constraint to the production of housing with Fillmore. As noted above, the development community is currently producing market rate for-sale housing that is affordable to moderate-income households and rental housing that is affordable to low-income households.

4.5.3 Availability of Financing

The availability of capital to finance new residential development is a significant factor that can impact both the cost and the supply of housing. There are two types of capital involved in the housing market: (1) capital used by developers for initial site preparation and construction, and (2) capital for financing the purchase of units by homeowners and investors.

In general, financing for new residential development in Fillmore at the present time (2013) is available at reasonable interest rates. However, the recent high foreclosure rates on home loans have caused lenders to be more cautious. Although interest rates are low, lenders are now scrutinizing applications much more

closely than in the past. Additionally, lenders are also exercising caution when approving loans for construction due to the market slow-down on new home sales.

Local Banks. There are four local banks in Fillmore. As a result, there are a variety of single family and multiple family home loans available through community banks in the Fillmore area. Interest rates are currently competitive, and are similar to those available in other communities throughout Southern California. Interest rates for single family and multiple family construction loans are variable. VA, FHA, and conventional loans are available. The local banks do not currently have any programs specifically oriented toward the construction of affordable housing, other than those that are sponsored by governmental agencies, such as the Community Reinvestment Act.

Farmers Home Administration (FmHA) 502 Housing. FmHA, established by Congress in 1946, coordinates a nationwide rural development program and provides financing for housing in rural areas. The self-help program provides no-money-down, low interest long-term loans through FmHA. In return, the families must work 30 hours a week on their home or until all the homes in a group, usually 8 to 10, are complete. The existing dwelling or proposed building site must be in a rural area with a population of 25,000 or less. The City of Fillmore does qualify for this program, since the population is approximately 15,247, well under the 25,000 limit.

The typical borrower of an FmHA loan is eligible to receive Interest Credit Assistance. This assistance can reduce the borrower's monthly payments to an effective interest rate of 1 percent. The subsidy attempts to reduce the total housing costs (i.e., loan payment, taxes, insurance) to equal 20 percent of the borrower's adjusted income. The Interest Credit Assistance is reviewed annually and a borrower is eligible to receive the subsidized payments until the household income exceeds the moderate income level.

Potential building sites must be less than 1 acre in size on scattered sites and less than 0.25 acres in size in a subdivision. Exceptions can be made if the Zoning Ordinance requires a larger lot. The construction or purchase of a new home cannot exceed the following square foot standards:

- 864 sq. ft. (one occupant)
- 1,008 sq. ft. (two occupants)
- 1,104 sq. ft. (three occupants)
- 1,248 sq. ft. (four occupants)

These maximum building size requirements for dwelling units are larger than the minimums required by the City, and therefore do not pose a constraint to development.

All building contractors must be approved by FmHA. Only new mobile homes qualify for the FH-502 program and the dealer must be approved by FmHA.

4.5.4 Affordable Housing Financing

Funding for affordable housing currently requires financing for a first mortgage, second mortgage, and equity. An overview of each funding source is presented in the following paragraphs.

First Mortgage. Because of their low rents, affordable housing projects are financially capable of generating enough money to make monthly payments on only a relatively small first mortgage, often as low as 20 to 25 percent of the total project cost. For the first mortgage lender, subordinated debt increases a project's loan to value and debt coverage ratios to acceptable levels, reducing risk and increasing the likelihood of obtaining private debt financing. The amount of the first mortgage that can be supported is a function of the net operating income of the project. Tax-exempt bond proceeds are sometimes used for permanent financing of low-income housing projects.

Second Mortgage (Gap Financing). A second mortgage is frequently necessary to partially fill the gap between total project costs and the amount that can be supported by the first mortgage. A below-market second mortgage provided by state or local governments or philanthropic organizations, could be structured with a low interest rate, no interest deferred payments, or as a due-on-sale loan.

The maker of the second mortgage often prefers subordinated debt rather than a project grant even though the former entails added risk. The mortgage usually contains restrictions to ensure that the property serves low-income families; otherwise it becomes due and payable. Local funds are often used to provide "soft seconds", or mortgages whose principal and interest payments may be deferred until cash flow is available or the project is refinanced or sold.

Equity. Equity, which is the money or capital invested in the project, reduces the amount needed to be financed with a first and/or second mortgage. Although equity financing can be derived from several sources, affordable housing partnerships depend greatly on the syndication of low-income housing tax credits. Ownership of these projects is usually structured as limited partnerships; corporate or individual owners are the limited partners who rely on the tax credits for market returns.

First Time Homebuyer Program. The First Time Homebuyer Program is administered through the City's former Redevelopment Agency. The program is intended to provide financial assistance to lower income households in buying their first home. The amount of the loan is dependent on the applicant's income. The loan recipient only needs to provide three percent of the price as a down payment plus closing costs, which are approximately three percent of the purchase price. Funds from this program are available on a first come first serve basis. Since 1998, 49 applicants received funding totaling approximately \$1,250,000.

Redevelopment Agency. Prior the State's decision to terminate redevelopment in 2011 with the passage and Court affirmation of AB 1x 26, the former Fillmore Redevelopment Agency (RDA) had anticipated spending \$3,500,000 through 2014 from expected set-aside funds. This would occur in four different programs: (i) the Housing Rehabilitation Program would rehabilitate 12 units and would spend \$300,000; (ii) the First Time Home Buyers Program would assist in financing 12 loans and would spend \$1,200,000; (iii) the Vacant and Deteriorated Property Acquisition program (Demolition Program) would assist in 10 projects and would spend \$500,000; and (iv) the New Construction Development Agreement would assist in the construction of 30 units and spend \$1,500,000. As a result of AB 1x 26, funding through the City's former RDA is no longer certain and all Housing Element programs previously dependent on RDA funding is wholly uncertain.

4.6 Opportunities for Energy and Water Conservation

Utilities and related energy expenditures are a major component of a households total shelter costs. Within the City, 97.7 percent of all households have some form of space heating, 99.8 percent have complete plumbing facilities, 99.9 percent have electrical connections, and approximately 60 percent of homes have cooling systems, according to 2000 Census data. As an integral part of providing housing, these utilities can represent a claim in household income ranging from 15 to 40 percent of total housing costs. Thus, efforts to reduce energy and water consumption can significantly benefit Fillmore households.

The most effective home conservation measures are those that reduce the biggest user of energy: space heating and cooling. Most utility companies agree that actions to reduce air infiltration are the most cost-effective ways of minimizing space-heating/cooling requirements. Weather stripping, caulking, duct wrapping, and attic and wall insulation are all ways to reduce such energy consumption. In addition, furnaces equipped with setback thermostats and electronic ignition can further reduce costs. This is now required in all new residential construction by the Uniform Building Code.

Water heating is another major energy user. Insulation blankets for water heaters, pipe insulation, and water saving showerheads are simple; add on measures that can lower both energy bills and water consumption. More elaborate measures incorporate solar water heating systems.

New housing construction is a great opportunity to ensure efficient energy use. Homes that are sited to maximize solar and wind orientation can significantly reduce long-term energy needs. Further, such homes can be equipped with energy saving appliances which also lower energy and water consumption. A balance must be achieved between the short-term costs of building energy efficient homes and the long term benefits they provide. There are many design, construction, and landscaping techniques available to help reduce energy and water consumption. Some add little or no cost to the housing unit, but have not been adopted by developers and contractors. Examples include avoiding east and west facing lots, reducing north facing window areas, using drought tolerant landscaping, and employing paving materials that generate less heat.

Water conservation is a significant issue for both individual households and the City. Lower water consumption reduces monthly bills, and extends the capacities of municipal water wells and the local sewage treatment plant. More conservative landscape watering schedules and less wasteful watering systems make significant contributions to lower water demand. Inside the home, low-flow showerheads, low-flow toilets, and efficient clothing and dishwashing appliances are useful in stemming the need for water. However, by changing personal habits regarding water use (e.g., shorter showers, not pre-rinsing dishes, etc.), reductions in water use can be achieved at little or no cost.

Presently, Southern California Gas and Southern California Edison offer conservation programs for homeowners, renters, and landlords. Both companies participate in the state's Residential Conservation Service, and provide free energy audits to all households. Both companies offer cash rebates and low-interest financing to help offset the cost of many conservation measures. In 1990, the City Council adopted an ordinance requiring low-flow fixtures in all new development, and as a retrofit in certain remodels. The Housing Element will continue Program 1.3.1 in addition to Program 1.3.2, setting forth specific goals and efforts to be implemented on behalf of the City and cooperating agencies to promote energy conservation activities and sustainable development practices in the community.

5.0 Housing Plan

5.1 Introduction

The intent of the Housing Element is to ensure that the housing needs of all economic segments of the community will be met through the year 2021. The housing goals and policies included in the Fillmore Housing Element, as well as the actions that the City will undertake to meet its housing needs, are discussed in this Chapter. A summary of the actions, including identification of funding sources, responsible entities, and time frames for implementation, is also presented. In evaluating the prior Housing Element, the City analyzed the programs it undertook, and evaluated why implementation of some programs were more successful than others. Accordingly, the City has included in this element the actions it believes can successfully be implemented and that reflect the best use of the City's limited resources. As used throughout this Housing Plan, the term "affordable housing" has the same context and meaning as defined in Sections 1.4 and 3.5.2 herein.

5.2 Prioritization

The lack of financial and staff resources are constraints that potentially impair the City's ability to implement the programs contained in this Housing Element. Given these constraints, each of the programs listed in Section 5.4 has been assigned a priority to guide the allocation of available resources. Those programs with an assigned priority of "1" are critically important to satisfying statutory requirements. Those programs with an assigned priority of "2" address the needs specific to target income households and special population segments identified in this Housing Element. Those programs with an assigned priority of "3" represent activities that are supportive, but not critical, to implementing the programs with a higher priority ranking. These rankings will guide program implementation and the commitment of required resources over the duration of the planning period for the 5th Housing Element cycle from October 1, 2013 through September 31, 2021.

5.3 Quantified Objectives

The City of Fillmore has designed a number of implementing programs that will focus City resources on meeting its projected housing needs. The City recognizes that there are a number of factors impacting the provision of affordable housing. Accordingly, the City of Fillmore has identified its quantified objectives for new construction, rehabilitation, and conservation. Rehabilitation of existing units will be achieved through the City's efforts to link property owners with available financial assistance programs. The City has established its quantified objectives on the basis of Southern California Association of Governments (SCAG) regional housing needs projections for the City of Fillmore for the period of 2014-2021.

Table 5.A. Quantified Objectives: 2014-2021

Program	Extremely Low	Very Low	Low	Moderate	Above Moderate	Total
New Construction	80	80	112	128	294	694 (RHNA)
Rehabilitation	6	10	10	10	35	71
Conservation	6	10	20	5	25	66
Total	92	100	142	143	354	831

5.4 Goals, Policies and Programs

Goal 1

Provide a diversity of housing opportunities to enhance the City's living environment and to satisfy the shelter needs of Fillmore residents.

Policy 1.1

Provide adequate residential sites for the production of new for-sale and rental residential units of existing and future residents.

Implementing Programs

- 1.1.1 Biennial Evaluation Program.** The City staff shall conduct a biennial update of the inventory of available vacant or underdeveloped residential sites that could be developed to meet the projected housing needs. This inventory shall be used in discussions with potential developers.

Responsible Agency: Planning Department.

Implementation Schedule: January 2015, every 2 years thereafter.

Non-Quantified Objective: Maintenance of an inventory of available sites for use in discussions with potential developers.

Funding Source: General Fund.

Assigned Priority: 3.

- 1.1.2 Housing Overlay Zone.** The City shall establish a special Housing Opportunity ("HO") Overlay Zone for the expressed purpose of: (i) incentivizing the redevelopment of underutilized properties; (ii) encouraging mixed use development within the downtown core; and (iii) broadening the supply of housing for all economic segments of the community. The HO Overlay Zone shall permit residential development irrespective of the underlying zone district of the property that receives an overlay designation subject to the standards set forth below.

- (a) Sub-Designations.** The HO Overlay Zone shall consist of two sub-designations as follows:

- (i) Central Business District "CBD" which shall permit uses allowed within the CBD Zone District in addition to the underlying zone district of the property that receives an HO-CBD sub-designation including, but not limited to, residential development up to a maximum of 50 dwelling units per acre.
- (ii) Residential Medium "RM" which shall permit uses allowed within the RM Zone District in addition to the underlying zone district of the property that receives an HO-RM sub-designation including, but not limited to, residential development up to a maximum of 11 dwelling units per acre.

- (b) Development Standards.** The permit process, design standards, environmental review procedures, and associated land use regulations that apply to property receiving an HO designation shall be the same as those prescribed for underlying zone district, or in the

alternative, the CBD Zone District or RM Zone District, as the case may be depending upon project scope.

- (c) **Designated Properties.** The HO Overlay Zone shall apply to all property identified on the Zoning Map with the HO suffix. For purposes the planning period of 2014-2021, the HO shall be applied as shown in Table 5.B. and Figure HE-7.

Table 5.B. Housing Opportunity Overlay Zone

Assessor Parcel Nos.	Current Underlying Zone	Inclusionary Housing Applicability	Estimated Residential Unit Potential					
			E.L.	V.L.	Low	Mod	High	Total
053-006-057, 053-006-053, 052-013-202, 052-009-204	M-1 (Manufacturing /Industrial)	Yes	110	0	0	0	0	110
053-012-010, 053-012-011, 053-012-012, 053-012-013	CH (Commercial Highway)	Yes	52	0	0	0	0	52
041-033-002	M-1 (Manufacturing / Industrial)	Yes	0	3	21	18	0	42
Total			162	3	21	18	0	204

Notes:

1. The tabulation and distribution of dwellings among Target Income Groups corresponds to the methodology summarized in Table 3.Y. and the modeling parameters contained in Appendix C.
2. Inclusionary Housing Applicability pertains to parcels located within the Fillmore Redevelopment Project that are subject to the provisions of Program 2.1.1 (a).
3. See Figure HE-7 for a graphic depiction of parcels to receive an HO designation.

- (d) **Sunset Provisions.** The permitted residential uses allowed within the HO Overlay Zone shall lapse at such time as the Residential Unit Potential (Table 5.B.) reaches the Total Estimated Residential Unit Potential. Once the Residential Unit Potential has been reached, no further residential development shall be allowed under the HO Overlay Zone except or unless expressly authorized by the City Council.

Responsible Agency: Planning Department.

Implementation Schedule: Establishment of a new HO Overlay Zone, designation of identified sites and amendment of the General Plan to achieve internal consistency shall be completed by July 2015.

Quantified Objective: Apply the new HO Overlay Zone to the sites identified in Table 5.B. to accommodate 162 units for residential development.

Non-Quantified Objective: Increase downtown vitality and expand the supply of housing affordable to all economic segments of the community.

Funding Source: General Fund.

Assigned Priority: 3.

Policy 1.2

Ensure the supply of safe, decent, and sound housing for all residents.

Implementing Programs

- 1.2.1 Housing Rehabilitation Program.** City staff shall assist applicants in accessing home rehabilitation loans for low and moderate-income housing, and self-help housing projects.
Responsible Agency: Planning Department.
Implementation Schedule: Ongoing.
Quantified Objective: Adequate assistance to meet the quantified objectives contained in Table 5.A.
Funding Source: Available Local (Non-General Fund [e.g., former RDA Housing Setaside]), State and Federal Housing Assistance Programs (“Affordable Housing Funds”).
Assigned Priority: 2.
- 1.2.2 Community Education Regarding the Availability of Rehabilitation Program.** City staff shall provide educational information to very low and low-income households and other special needs groups regarding the availability of rehabilitation programs through neighborhood and community organizations and through the media.
Responsible Agency: Planning Department.
Implementation Schedule: Update the brochure prepared in the former housing element period by July 2015.
Non-Quantified Objective: Through public education, the public’s ability to use programs will be enhanced and other specific quantified objectives will be easier to achieve.
Funding Source: Affordable Housing Funds.
Assigned Priority: 3.
- 1.2.3 Housing Condition Survey.** City staff shall maintain a current housing condition survey of all housing units within the City. This survey shall include the number of units in need of rehabilitation or replacement. The survey shall be continually updated, with a comprehensive update one year prior to the next housing element update.
Responsible Agency: Building Official.
Implementation Schedule: Ongoing, with a comprehensive update one year prior to the next housing element update.
Non-Quantified Objective: Maintenance of current information on housing conditions within the City to assist in targeting rehabilitation programs.
Funding Source: General Fund.
Assigned Priority: 3.
- 1.2.4 Rental Rehabilitation Program.** City staff shall identify a minimum of five rental properties in poor condition and in need of rehabilitation, and contact the respective property owner(s) to increase awareness about the availability of the City’s rental rehabilitation program. Subject to availability, City staff shall provide financial assistance to owners of rental property to enable such units to remain affordable following rehabilitation. Additionally, City staff shall provide brochures, in both English and Spanish, to citizens regarding the availability of this rehabilitation program through neighborhood and community organizations and through the media.

Responsible Agency: Planning Department.

Implementation Schedule: Ongoing, brochures to be completed by July 2015.

Quantified Objective: Provide financial assistance to owners of five rental properties to rehabilitate substandard units.

Funding Source: Affordable Housing Funds.

Assigned Priority: 2.

- 1.2.5 Code Enforcement Program.** City staff shall provide ongoing inspection services to review code violations on a survey and complaint basis. Working together, the Planning and Building Departments shall endeavor to link code enforcement activities to housing rehabilitation programs.

Responsible Agency: Building Official.

Implementation Schedule: Ongoing.

Non-Quantified Objective: Eliminate code violations within Fillmore.

Funding Source: General Fund and Affordable Housing Funds.

Assigned Priority: 3.

- 1.2.6 Housing Replacement Program.** Continue the housing replacement program whereby large rehabilitation loan requests (home rehabilitation or rental rehabilitation) are automatically reviewed by the City to determine if replacement, rather than repair would be more cost effective.

Responsible Agency: Planning Department.

Implementation Schedule: Ongoing.

Quantified Objective: Replace 15 dwelling units that would have otherwise undergone costly rehabilitation.

Funding Source: Affordable Housing Funds.

Assigned Priority: 2.

- 1.2.7 Overcrowded Households Program.** In order to accommodate for overcrowded households, the City shall pursue and actively support the development of at least 25 dwellings within multi-family housing projects that are either three or four bedroom affordable units to low, very low, and/or extremely low-income households.

Responsible Agency: Planning Department.

Implementation Schedule: Ongoing. However, the market will dictate when applications for residential development are submitted.

Quantified Objective: Provide at least 25 dwellings within multi-family housing projects that are either three or four bedroom units.

Non-Quantified Objective: Facilitate the development of housing for large families, farmworkers, and overcrowded households.

Funding Source: General Fund.

Assigned Priority: 2.

- 1.2.8 Purchase of Foreclosure & Distressed Homes Program.** The City shall implement a program to buy residential properties that are facing foreclosure where the owner purchased it with assistance from the former RDA under the First Time Homebuyer Program. Subject to funding availability, the City will purchase and rehabilitate the foreclosed units and restrict them as affordable units. The units shall then be sold to individuals who qualify for under the First Time Homebuyer Program.

Responsible Agency: Planning Department

Implementation Schedule: The Program details are still being solidified and are anticipated to be complete by July 2015. The program will be ongoing throughout the planning period.

Quantified Objective: Purchase, rehabilitate and resell a minimum of four dwelling units.

Non-Quantified Objective: Eliminate blighted areas caused by foreclosures and increase the affordable housing stock.

Funding Source: Affordable Housing Funds.

Assigned Priority: 3.

- 1.2.9 Demolition Assistance Program.** The City shall formalize and expand the Demolition Program (formerly operated and funded by the RDA). Subject to funding and staffing availability, the City shall provide financial assistance on a first come first served basis to property owners to demolish residential structures that are deemed uninhabitable by the Building & Safety Department and/or unable to meet current building codes if they were rehabilitated instead. To qualify, the applicant's income must not exceed the moderate-income threshold.

Responsible Agency: Building & Safety Department.

Implementation Schedule: The program will be ongoing throughout the planning period.

Quantified Objective: Demolish a minimum of four dwelling units.

Non-Quantified Objective: Eliminate uninhabitable dwellings and increase the availability of land for new units to be constructed.

Funding Source: Affordable Housing Funds.

Assigned Priority: 3.

Policy 1.3

Provide incentives for energy conservation measures in new housing.

Implementing Programs

- 1.3.1 Implement a Citywide Energy Action Plan.** These are actions taken on behalf of the City and may include: training City staff to be LEED certified, providing education handouts and technical assistance to homeowners and residents how “going green” can ultimately save money and promote energy efficiency at the same time. The City may also develop energy conservation standards for street widths, landscaping, and parking lot configurations to reduce heat loss and/or provide shade within these areas.

Responsible Agency: Planning Department.

Implementation Schedule: This program will be implemented with the adoption of the housing element and will be ongoing throughout the planning period. The City will provide brochures on conservation and non-renewable energy resources to encourage green building techniques, energy efficient appliances, solar panels, and sustainable energy products within the City by January 2015.

Non-Quantified Objective: Provide training and education, and promote strategies that will assist the public to minimize energy and conserve natural resources.

Funding Source: General Fund.

Assigned Priority: 2.

- 1.3.2 Streamline the Permit Process.** Expedite the permit process for “green” buildings.

Responsible Agency: Planning Department.

Implementation Schedule: Devise and implement policies and incentives by July 2015.

Non-Quantified Objective: Provide an additional incentive to developers and residents who wish to build “green.”

Funding Source: General Fund.

Assigned Priority: 2.

Goal 2

Provide housing that is affordable to all economic segments of the community.

Policy 2.1

Actively pursue and support the use of available County, State, and Federal housing assistance programs.

Implementing Programs

2.1.1 Affordable Housing Production. The City shall research, inventory and actively pursue financial assistance programs from both the public and private sectors to increase the stock of affordable housing units. In addition, the City shall prepare and adopt an Affordable Housing Ordinance that incorporates the following:

- (a) Inclusionary Requirements.** All new housing construction within the Fillmore Redevelopment Project area shall provide deed-restricted affordable housing in accordance with applicable and legally enforceable requirements of California Redevelopment Law.
- (b) Development Standards.** All deed-restricted affordable units resulting from redevelopment inclusionary requirements, density bonus provisions, or any project assisted in whole or part with public funds shall comply with the following standards:
 - (i)** The affordable units shall be comparable in number of bedrooms, exterior appearance and overall quality of construction to non-restricted units.
 - (ii)** The affordable units shall be dispersed throughout the development project or, subject to City approval, may be clustered when this furthers affordable housing opportunities.
- (c) Affordable Housing Agreement.** An Affordable Housing Agreement, incorporating the provisions below, shall be made a condition of land use permit approval for all affordable housing projects and shall be recorded as a restriction on the affected parcels.
 - (i)** Occupancy preferences shall be given target income households (with priority to extremely low income persons and families) and special population segments who currently reside in the City but: (i) their housing costs exceed those deemed affordable; or (ii) living in overcrowded or substandard conditions.

- (ii) Property maintenance standards shall ensure that the project is maintained, repaired and operated in a first-quality condition, free of debris, waste and graffiti.
 - (iii) Project management standards shall ensure that the property is managed and operated in accordance with a management plan prepared by project developer and approved by the City.
- (d) **Permit Processing.** To ensure that prerequisite findings are applied in an objective and fair manner, the Zoning Ordinance shall be amended to clarify the requirements and approval parameters of Development Permits for all residential projects as follows:
- (i) Approval, conditional approval or denial of a Development Permit (including appeals) shall be accompanied with findings, supported by substantial evidence, that: (i) the action is justified on the basis of objective criteria identified in written standards, policies, or conditions as they existed on the date the application was deemed complete; and (ii) the facts and evidence are not unreasonably exercised for the purpose of rendering infeasible the development of housing for any and all economic segments of the community as prohibited in Section 65913.2 of the California Government Code.
 - (ii) The authority to deny issuance of a Development Permit shall be expressly limited to situations wherein approval would have a detrimental effect upon the public interest, health, safety, convenience, or welfare, and there is no feasible method to satisfactorily mitigate or avoid the detrimental effect without rendering the development unaffordable or financially infeasible. *"Detrimental Effect"* shall mean a significant, quantifiable, direct, and unavoidable impact resulting from: (i) a conflict with adopted General Plan policy; (ii) non-conformance with adopted land use regulations or design standards; or (iii) significant unavoidable adverse environmental impacts.

Responsible Agency: Planning Department.

Implementation Schedule: Preparation and adoption of an Affordable Housing Ordinance shall be completed by July 2015. The availability of Affordable Housing Funds shall be assessed in conjunction with General Plan reporting requirements of California Government Code Section 65400. Funding opportunities and associated applications shall be pursued in the period between the annual General Plan reports (but not later than 45 days prior to the due date of the annual General Plan report) and outcomes shall be included in subsequent annual reports. **Quantified Objective:** The Planning Department will research, identify and pursue available Affordable Housing Funds.

Non-Quantified Objective: Increase the supply of affordable housing units within the City of Fillmore and provide appropriate development standards.

Funding Source: General Fund and Affordable Housing Funds.

Assigned Priority: 3.

- 2.1.2 Partnership Program.** City staff shall meet regularly with non-profit, private, and other public entities to facilitate the development of affordable housing for special needs groups including: farmworkers, elderly, single-parent households, disabled, large families, and the homeless. Other programs outlined in the Housing Element (1.1.2, 2.3.5, and 2.3.6) provide adequate sites and guidance to accommodate future development of housing for special needs groups.

Responsible Agency: Planning Department.

Implementation Schedule: The Planning Department will meet twice a year with non-profit, private, and other public entities regarding cooperative efforts for additional affordable housing in the City. Subsequent action will include follow up meetings and/or workshops to examine cooperative efforts and development feasibility during the planning period.

Quantified Objective: Develop ten affordable housing units for any of the special needs groups identified.

Non-Quantified Objective: Familiarize non-profit, private, and other public entities involved in the production of affordable housing for special needs groups within the City of Fillmore to facilitate interest on the part of these entities in developing affordable housing for special needs groups in Fillmore.

Funding Source: Private Sources and Affordable Housing Funds.

Assigned Priority: 2.

- 2.1.3 First Time Homebuyer Program.** Subject to availability of funding, the First Time Homebuyer Program provides financial assistance to lower income households in buying their first home (operated and funded by the former RDA). The amount of the loan is dependent on the applicant's income. The loan recipient only needs to provide 3 percent of the price as a down payment plus closing costs, which are approximately 3 percent of the purchase price. Funds from the program are available on a first come first serve basis.

Responsible Agency: Planning Department.

Implementation Schedule: Ongoing.

Quantified Objective: Grant funding to a minimum of ten applicants.

Funding Source: Affordable Housing Funds.

Assigned Priority: 2.

Policy 2.2

Assist and cooperate with non-profit, private, and other public entities to examine opportunities to develop affordable housing.

Implementing Programs

- 2.2.1 Support Non-Profit Housing Sponsors.** City shall support non-profit corporations and housing agencies in their efforts to make housing more affordable to extremely low, very low, low, and moderate-income households. The effort shall include notification for the availability of funds, supporting grant applications, identifying available sites for housing development, and City involvement in the development of such sites.

Responsible Agency: Planning Department.

Implementation Schedule: The notification for availability of funds will be distributed by July 2015. The program will be ongoing.

Non-Quantified Objective: By supporting these entities in their efforts, increase the production of affordable housing to meet other objectives of the housing element.

Funding Source: Affordable Housing Funds.

Assigned Priority: 2.

Policy 2.3

Maintain standards that eliminate unnecessary delays and/or place constraints on housing development.

Implementing Programs

- 2.3.1 Maintain a Streamlined Application Process.** City staff shall continue efforts to streamline and improve the development review process, as well as eliminate any unnecessary delays and restrictions in the processing of development applications.

Responsible Agency: Planning Department, Public Works Department, and Building Official.

Implementation Schedule: Ongoing, review to be conducted annually.

Non-Quantified Objective: Minimize the costs of residential development within Fillmore attributable to the entitlement process.

Funding Source: General Fund.

Assigned Priority: 2.

- 2.3.2 Priority Building Inspections for Affordable Housing Projects.** City staff shall give priority to very low and low-income housing projects for building inspections that are carried out during various stages of the construction process.

Responsible Agency: Building Official.

Implementation Schedule: Ongoing.

Non-Quantified Objective: Minimize the cost of providing affordable housing by reducing time waiting for inspections to be completed.

Funding Source: Building Permit Fees.

Assigned Priority: 3.

- 2.3.3 Density Bonus Ordinance Update.** The City shall grant density bonuses for the provision of affordable housing units as required by state law. In addition, the City shall update the Zoning Ordinance to bring density bonus provisions into conformance with Government Code 65915 (SB1818).

Responsible Agency: Planning Department.

Implementation Schedule: Ongoing as requests are made. An update to the City's Zoning Ordinance is anticipated to be complete by July 2015.

Non-Quantified Objective: Facilitate the provision of new housing for all economic segments of the community.

Funding Source: General Fund.

Assigned Priority: 1.

- 2.3.4 Second Dwelling Unit Ordinance Update.** To be consistent with Government Code 65852.2 (AB 1866), and subject to the provisions of Program 2.1.1 (d), the City shall allow Second Dwelling Units with the approval of a Development Permit by the Planning Director. In addition, the Zoning Ordinance shall be amended to as follows:

- Property owner's main residence - Property owners would have the option to reside in either the main residence or second dwelling as opposed to being restricted to the main residence only.
- Parcel size - The minimum parcel size requirement would be eliminated.

- Location and siting - Second units could be located in the front of or in the rear of the main residence as opposed to restricting them to the rear of the main residence.
- Minimum Unit Size - The minimum unit size would be reduced from 800 sq. ft. to 400 sq. ft. to be consistent with efficiency unit standards.
- Covered Parking - The requirement of two onsite covered parking spaces would be reduced to one on-site parking space, which could be uncovered.

Responsible Agency: Planning Department.

Implementation Schedule: Amend the Zoning Ordinance by July 2015.

Quantified Objective: Approve at least five second dwelling units through September 30, 2021.

Non-Quantified Objective: Achieve compliance with state law and remove any potential constraints to the maintenance, improvement, and development of affordable housing.

Funding Source: General Fund.

Assigned Priority: 1.

2.3.5 Farmworker Housing Ordinance Update. To be consistent with Health & Safety Code 17000 (Sections 17021.5 and 17021.6 of the Employee Housing Act), Section 6.04.0410(1)(M) of the Zoning Ordinance shall be amended to permit farmworker housing serving six or fewer persons by right in all residential zones and cross reference these provisions in Section 6.04.23 that discusses farmworker congregate housing. Furthermore, the Zoning Ordinance shall also be amended to: (i) allow agriculture land uses, so that “agricultural housing complexes” meeting the state criteria of 36 beds or 12 units/spaces (maximum) are not considered different from “agriculture land uses” and therefore not subject to a conditional use permit or other zoning clearance; (ii) acknowledge that farmworker housing serving six or fewer persons is considered a residential use of property subject only to those restrictions that apply to other residential dwellings of the same type in the same zone; (iii) remove the distinction between new construction and existing developed property for by right uses and codify objective management and development standards consistent with the provisions of Government Code Section 65583(a)(4) in place of discretionary permit requirements. These provisions shall be cross referenced in Section 6.04.23 of the Zoning Ordinance, in addition to amending the definition of “agriculture”.

Responsible Agency: Planning Department.

Implementation Schedule: Amend the Zoning Ordinance by July 2015.

Quantified Objective: The City will strive to build at least ten affordable units as described in Program 2.1.2. Any number of those units could potentially be developed for farmworkers.

Non-Quantified Objective: Remove any potential constraints to the maintenance, improvement, and development of farmworker housing.

Funding Source: General Fund.

Assigned Priority: 1.

2.3.6 Densification of CH Zone District. In conjunction with Program 1.1.2, the City shall amend its Zoning Ordinance and make complimentary changes to the General Plan by allowing residential uses up to 20 du/ac for vacant undeveloped parcels within the Commercial Highway Zone (APNs 053011108, 0530120120, 0530120140, 053012010, 053012013, 053013103, 041025008, 053011104, 052015326, 041025014 and 041025013) as depicted in Figure HE-7.

Responsible Agency: Planning Department.

Implementation Schedule: Within three years after the adoption of this Housing Element.

Quantified Objective: Amendment of the Zoning Ordinance and General Plan to increase residential densities within the CH Zone.

Non-Quantified Objective: Provide a sufficient supply of adequately zoned properties to fully accommodate the City's assigned share of regional housing needs.

Funding Source: General Fund.

Assigned Priority: 1.

- 2.3.7 Condominium Conversion Policy.** The City shall update the existing Condo Conversion Ordinance 03-775 to comply with current state law. In addition, the City anticipates including standard conditions of approval on all future condo conversion projects, except for the conversion of mobile-home parks, so a percentage of the units converted would be restricted as affordable units.

Responsible Agency: Planning Department.

Implementation Schedule: Amend the Zoning Ordinance by July 2015.

Non-Quantified Objective: Increase the affordable housing stock of the City.

Funding Source: General Fund.

Assigned Priority: 1.

Policy 2.4

Facilitate the development of new housing for all economic segments of the community, including extremely low, very low, low, moderate, and above moderate-income households.

Implementing Programs

- 2.4.1 Community Information.** City staff shall prepare and disseminate information to the community about annual incomes for typical occupations and the equivalent buying power of these incomes in today's housing market, including the annual income ranges of very low, low, and moderate incomes; as well as examples of typical occupations that fall into these categories. Additional information will include examples of different types of affordable housing projects and how they can fit into the community. An informational brochure, in both English and Spanish, shall be provided at City Hall and on the City's website for all interested parties to view.

Responsible Agency: Planning Department.

Implementation Schedule: Brochures will be completed and posted to the City's website by January 2015.

Non-Quantified Objective: Promote community understanding of affordable housing and different income groups that reside within the community, thereby reducing potential community resistance to affordable housing development.

Funding Source: General Fund.

Assigned Priority: 3.

- 2.4.2 Marketing Materials.** City staff shall prepare marketing materials to be provided to the building industry, outlining opportunities for the development of new above moderate-income single family housing within Fillmore.

Responsible Agency: Planning Department.

Implementation Schedule: Complete marketing materials by July 2015, and update thereafter.

Non-Quantified Objective: Promote development of above moderate-income housing to meet the needs of this income group within the City.

Funding Source: General Fund.

Assigned Priority: 3.

- 2.4.3 Meet With Potential Developers.** The City staff shall actively seek out and conduct an annual meeting with potential developers of downtown infill sites, as well as potential developers of above moderate-income housing as a means of generating interest on their part to undertake residential projects within Fillmore.

Responsible Agency: Planning Department and City Manager.

Implementation Schedule: Continue annual meetings.

Non-Quantified Objective: To create interest on the part of potential developers of downtown infill sites and of above moderate-income housing as a means of facilitating achievement of quantified objectives for the development of housing for these income groups.

Funding Source: General Fund.

Assigned Priority: 3.

- 2.4.4 Housing for Existing Very Low and Low-Income Residents.** Subject to availability, the City shall utilize Affordable Housing Funds for infrastructure improvements essential for the development of housing projects affordable to existing extremely low, very low and low-income households who are living in dwellings that are in need of replacement.

Responsible Agency: Planning Department.

Implementation Schedule: Ongoing.

Quantified Objective: Provide housing assistance to 150 very low or low-income Fillmore residents.

Funding Source: Affordable Housing Funds.

Assigned Priority: 2.

Policy 2.5

Proactively encourage the development of affordable housing within the downtown area.

Implementing Programs

- 2.5.1 Additional Development Incentives for Mixed Use Projects within the Downtown Area.** City staff shall actively market existing voluntary incentives (e.g., 3-story construction, 50 units per acre and 100% lot coverage allowed by current ordinance) to proactively encourage the production of housing as part of mixed-use projects within the downtown area. In addition, the following supplemental incentives will be offered to facilitate the production of residential dwellings in furtherance of Program 1.1.2: (i) the Zoning Ordinance shall be amended to allow for conjunctive use parking, thereby reducing overall on-site requirements; (ii) reduction, deferral or forgiveness of development fees subject to the availability of Affordable Housing Funds; and (iii) use of a development agreement (subject to the provisions of California Government Code Section 65864 et. seq.) to provide a vesting of entitlements with the potential for site-specific subsidies.

Responsible Agency: Planning Department.

Implementation Schedule: Ongoing.

Quantified Objective: Achievement of the objectives detailed in Table 5.A.

Funding Source: General Fund and Affordable Housing Funds.
Assigned Priority: 2.

Goal 3

Provide equal housing opportunities for all residents of Fillmore.

Policy 3.1

Encourage and support the enforcement of laws and regulations prohibiting discrimination in lending practices and in the sale or rental of housing.

Implementing Programs

3.1.1 Cooperative Association: City staff shall continue to refer cases and questions to the Ventura County Fair Housing Institute and/or the Housing Rights Center for enforcement of prohibitions on discrimination in lending practices and in the sale or rental of housing. In addition, the City will provide brochures, in both English and Spanish, to increase awareness and educate the community of such programs. Brochures will be made available at the public counter and in a various public locations throughout the community.

Responsible Agency: Planning Department.

Implementation Schedule: The City will continue to refer cases to the Housing Rights Center throughout the planning period. Brochures are anticipated to be completed by July 2015.

Non-Quantified Objective: City assistance to eliminate housing discrimination within the community.

Funding Source: General Fund.

Assigned Priority: 1.

Policy 3.2

Assure the provision of housing opportunities for those residents of the City who have special housing needs, including farm workers, the elderly, disabled, large families, and the homeless.

Implementing Programs

3.2.1 Housing Opportunities for Special Needs Groups. The City will create housing opportunities to meet the special housing needs of farmworkers, elderly, disabled (including individuals with developmental disabilities), large families, and the homeless by giving priority funding that can be used for land acquisition, permit processing, and/or construction of projects that include a component for special needs groups in addition to other lower income households. The City shall prioritize Affordable Housing Funds annually to implement this program based on a prioritized need of the community ensuring that a variety of adequate housing types for all residents with special needs are made available. Prospective developers will be invited to meet with the City to discuss development feasibility on the sites made available through Programs 1.1.1 and 1.1.2. Once an application is filed in accordance with this program, the City shall act to expedite the entitlement to minimize unnecessary delay.

Responsible Agency: Planning Department.

Implementation Schedule: The City will contact potential developers by July 2015. The program will be ongoing.

Quantified Objective: Approve and/or construct at least ten affordable units for any of the special needs groups identified above.

Non-Quantified Objective: Maximize opportunities to address the housing needs of special needs groups within the City.

Funding Source: Affordable Housing Funds.

Assigned Priority: 2.

- 3.2.2 Coordination with Agencies Serving the Homeless.** The City shall cooperate with public (Ventura County Housing Authority) and private assistance agencies to develop housing (including emergency shelters, transitional and supportive housing), family counseling, and employment programs for the homeless.

Responsible Agency: Planning Department.

Implementation Schedule: The City will pursue appropriate agencies by July 2015. The program will be ongoing

Non-Quantified Objective: Develop housing self-sufficiency for those who are currently homeless by working with appropriate agencies to implement housing and employment programs.

Funding Source: Affordable Housing Funds.

Assigned Priority: 2.

- 3.2.3 Emergency Shelters, Transitional, & Supportive Housing Ordinance.** The City shall amend the Zoning Ordinance to comply with Government Code 65583 (SB 2) as follows: (i) incorporate definitions of emergency shelters, transitional housing and supportive housing consistent with the California Health and Safety Code; (ii) acknowledge that transitional housing and supportive housing are considered a residential use of property subject only to those restrictions that apply to other residential dwellings of the same type in the same zone; (iii) clarify the distinction between group homes and residential care facilities and their relationship to emergency shelters, transitional housing and supportive housing; (iv) permit licensed group homes and residential care facilities serving six or fewer persons in all zone districts that allow residential dwellings, subject only to those restrictions that apply to single family dwellings in the same zone; (v) allow transitional and supportive housing as a permitted use in all zone districts allowing residential dwellings; (vi) allow emergency shelters as a "by right" permitted use in all commercial zones without need for discretionary permit approval; (vii) all emergency shelters, transitional housing and supportive housing in the Public Facilities (PF) Zone, subject to the approval of a Minor Conditional Use Permit; and (viii) remove the distinction between new construction and existing developed property for by right uses and codify objective management and development standards consistent with the provisions of Government Code Section 65583(a)(4) in place of discretionary permit requirements.

Responsible Agency: Planning Department, Area Housing Authority of Ventura County, private assistance agencies.

Implementation Schedule: Amend the Zoning Ordinance by January 2015.

Non-Quantified Objective: Update the zoning provisions for emergency shelters, transitional housing, and supportive housing to remove any potential constraints to the development of housing for special needs groups. The development of self-sufficient housing for those who are currently homeless could ultimately end homelessness in the City through working with appropriate agencies to implement housing and employment programs.

Funding Source: General Fund and Affordable Housing Funds.
Assigned Priority: 1.

- 3.2.4 Reasonable Accommodations for Persons with Disabilities.** In furtherance of SB 520 adopted in 2001, the City shall amend the Zoning Ordinance to institute an abbreviated ministerial procedure (in place of a variance requirement), with minimal or no processing fee, expressly designed to accommodate reasonable exceptions in zoning and land-use for housing for persons with disabilities (including individuals with developmental disabilities). In addition: (i) the Zoning Ordinance shall be amended to clarify the definition disabled in compliance with SB 812; and (ii) information on the rights of the disabled shall be disseminated in conjunction with Program 3.1.1.
- Responsible Agency:** Planning Department.
Implementation Schedule: Amend the Zoning Ordinance by July 2015.
Non-Quantified Objective: Amendment of the Zoning Ordinance.
Funding Source: General Fund.
Priority: 1

Goal 4

Take Complimentary Actions Necessary to Support Implementation of the Housing Element

Policy 4.1

Adjust General Plan policies and Zoning Ordinance regulations to achieve internal consistency

- 4.1.1 Policy Consistency.** The City shall amend the General Plan as necessary to: (i) achieve internal policy consistency with the Land Use Element in regard to Programs 1.1.2 and 2.3.6; and (ii) maintain consistency throughout the Housing Element planning cycle as may be needed to implement the balance of the Housing Plan.
- Responsible Agency:** Planning Department.
Implementation Schedule: Amend the General Plan by July 2015 in regard to Programs 1.1.2 and 2.3.6. Conduct annual consistency reviews in conjunction with general plan reporting requirements of California Government Code Section 65400; report findings to HCD and the Governor's Office of Planning and Research; take required action as may be necessary.
Non-Quantified Objective: Alignment of General Plan Land Use Element policies with Housing Element Policies.
Funding Source: General Fund.
Priority: 1
- 4.1.2 MS-4 Permit Implementation.** The City shall actively enforce the requirements of NPDES Permit No. CAS004002, Order No. 09-0057, that implements pollution reduction and control measures for surface water discharge through Low Impact Development ("LID") and Best Management Practices ("BMPs"). The implementation program shall entail two components: (i) development and imposition of standard conditions of approval on all discretionary land use permits; and (ii) updating locally-adopted CEQA Guidelines to incorporate review standards, impact thresholds and mitigation measures.
- Responsible Agency:** Planning Department.

Implementation Schedule: Amend the Zoning Ordinance and Local CEQA Guidelines by July 2015.

Non-Quantified Objective: Adoption of standard conditions and updated CEQA Guidelines.

Funding Source: General Fund.

Priority: 1.

- 4.1.3 Program Targeting.** In all new affordable housing projects, the City shall require that priority occupancy preference be given to lower-income households and special needs population segments that currently reside in Fillmore but who are presently overpaying, living in overcrowded conditions or reside in substandard housing. This requirement shall apply to all inclusionary units required by operation of California Health and Safety Code Section 33413(b), Density Bonus affordable units created under Government Code Section 65915, and all other government-assisted development (including projects receiving tax credit financing) over which the City has discretionary land use authority.

Responsible Agency: Planning Department.

Implementation Schedule: Amend the Zoning Ordinance by July 2015.

Non-Quantified Objective: Adopt and apply occupancy preferences for affordable housing.

Funding Source: General Fund.

Priority: 1.

Policy 4.2

Proactively promote a balanced and sustainable community.

- 4.2.1 RHNA Process.** The City shall monitor and actively participate in the regional housing needs assessment process to promote equitable treatment and fair allocation of future growth proportionate to the community's existing size and percentage of target income households in furtherance of California Government Code Sections 65584(d)(1) and 65584(d)(4)). The City shall seek alliances with other Ventura County communities which are similarly impacted and seek relief through all available means including, but not limited to, the League of California Cities.

Responsible Agency: City Manager.

Implementation Schedule: Ongoing.

Non-Quantified Objective: Equitable apportionment of RHNA goals for the 6th Housing Element cycle.

Funding Source: General Fund.

Priority: 3.