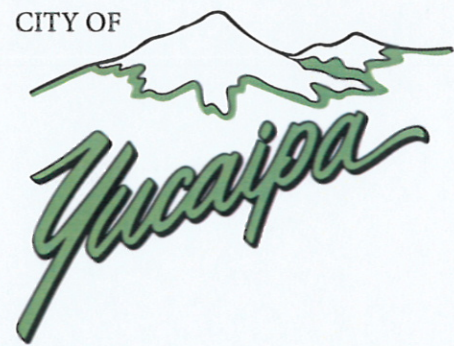


May 19, 2022

State Department of Housing and Community Development
C/O Land Use and Planning Unit
ATTN: Divya Sen
2020 W. El Camino Ave, Suite 500
Sacramento, CA 95833
HousingElements@hcd.ca.gov



RE: Yucaipa 2021-2029 Draft Housing Element 2nd Review

Dear Divya Sen:

The City of Yucaipa is pleased to submit the second draft of its Housing Element for the 6th Housing Cycle for Department of Housing and Community Development's review. Staff appreciates the meetings and discussions we have had with you and others from HCD to help address the comments received on the draft element. We have since incorporated that input and have made the necessary refinements to the Housing Element to best meet the community's needs. It is our belief that the Revised Draft fully addresses the comments from your review of the first draft. As requested, we are providing you with a redline version of the document, as well as a copy of your original comment letter with a cross reference to where in the document you can find our changes.

We also want to take this opportunity to respond to the questions regarding the City's crime free housing program. The program is designed to reduce crime, drugs, and gang activities at rental properties in the City. The program consists of two main components: property owner attendance at a training seminar sponsored by the Sheriff's Department, and a rental agreement addendum.

The seminar is focused on crime prevention through environmental design to minimize opportunities for crime at larger multi-family properties due to poor lighting or areas in which someone intending to perpetrate a crime could hide. The seminar also includes three phases, and property managers and owners can become individually certified after completing each of the three phases.

The addendum to the rental agreements for units in multi-family residential projects with 5 or more units (other than mobilehome parks) is to, among other things, establishes that violation of the provisions of the addendum can constitute grounds for termination of the lease. The current lease addendum is attached for your information. There is, however, no obligation that a landlord terminate the lease in the event of such an incident, only that they would have the option to do so. Further, neither the City nor the Sheriff's Department is involved in any way in a landlord's decision on whether or not to exercise the rights under the Addendum. Finally, nothing in the City's program sanctions or in any way condones any actions by a landlord that would violate any applicable law related to fair housing or anti-discrimination, and the requirement applies equally to all tenants regardless of income or any other household status.

While the program contemplates completion of the seminar before obtaining the required City business license, as a matter of practice the City administers the program with some flexibility and does not prevent multifamily residential projects from being occupied and operated while an owner is working to

complete the program requirements. As noted above, the City's program is implemented through an interdepartmental approach involving the Sheriff's Department for the training seminar and the City's Finance Department with respect to business license issuance. Further, the City's Code Enforcement Department would be involved as necessary for outreach to ensure compliance.

The City's program is focused on larger multi-family residential developments with 5 or more units, except for mobile home parks, which are subject to state Mobilehome Residency Law. Thus, the program does not apply to smaller multi-family projects, single-family projects, or accessory dwelling units. Further, the program applies to all multi-family residential developments with 5 or more units, whether or not the housing serves a specific population.

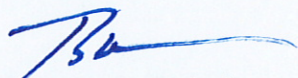
It is important to note that neither the City's ordinance, nor the training program, encourages or discourages property owners to conduct criminal background checks, although the potential benefits of doing so are discussed in the training. If, however, a property owner opts to obtain background checks, it is recommended that the checks be completed by a qualified third-party.

To support the timely approval of the Housing Element, we are requesting a consultation with HCD staff within 30 days of receipt to discuss any questions that you may have to our responses.

Additionally, the revised Housing Element was made available to the public on the City's website on May 5, 2022. Further, no comments had been received on the initial draft. As such, the City has complied with the posting requirements listed under AB 215.

If you have any questions, please feel free to contact me at (909) 797-2489 x261 or via email at bmattlock@yucaipa.org – I am always happy to talk about housing and our community.

Thank you,



Benjamin J. Matlock
Planning Manager/City Planner

c.c. Raymond Casey, City Manager
David Snow, City Attorney
City Council

Enclosures:

- a) Redline version of the 2nd Draft Yucaipa 2021-2029 Housing Element
- b) HCDs letter of November 1, 2021, with references to element changes
- c) Crime Free Housing Addendum

Yucaipa General Plan 2021-2029 Housing Element

August 23, 2021
Revised May 1, 2022



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ABBREVIATIONS AND ACRONYMS

(J)ADU	Junior Accessory Dwelling Unit
ACS	American Community Survey
ADA	Americans with Disability Act
ADU	Accessory Dwelling Unit
AFFH	Affirmatively Furthering Fair Housing
AFH	Assessment of Fair Housing
Apt	Apartment
BDR/BDRM	Bedroom
CALGreen	California Green Building Standards Code
CalHFA	California Housing Finance Agency
CDBG	Community Development Block Grant
CEQA	California Environmental Quality Act
CHAS	Comprehensive Housing Affordability Strategy
CIP	Capital Improvement Program
CMFI	County Median Family Income
CSCDA	California Statewide Communities Development Authority
CTE	Technical Education Programs
DFEH	Department of Fair Employment and Housing
DOF	California Department of Finance
DOR	Development Opportunity Reserve
DU	Dwelling Unit
DU/AC	Dwelling Units per Acre
EIFD	Enhanced Infrastructure Financing District
EIR	Environmental Impact Report
ELI	Extremely Low-Income
FCSP	Freeway Corridor Specific Plan
FEMA	Federal Emergency Management Agency
HACSB	San Bernardino County Housing Authority
HCD	California Department of Housing & Community Development
HCV	Housing Choice Voucher
HOME	HOME Partnership Program
HUD	US Department of Housing and Urban Development
ICFA	Independent Cities Finance Authority
IFHMB	Inland Fair Housing Mediation Board

IRC	Inland Regional Center
IS	Initial Study
JPA	Joint Powers Authority
LCAP	Local Control Accountability Plan
LEAP	Local Early Action Program
LIHTC	Low Income Housing Tax Credit
LUCR	Land Use Compliance Review
M/ND	Mitigated Negative Declarations
MFI	Median Family Income
MHP	Mobile Home Park
MHP1	Family Mobile Home Park Overlay
MHP2	Senior Mobile Home Park Overlay
MHP3	Additional Mobile Home Park Overlay
MHSA	Mental Health Services Administration
MRB	Mortgage Revenue Board
OEHHA	Office for Environmental Health Hazard Assessment
PBV	Project Based Vouchers
PD	Planned Development District
PSF	Price per Square Foot
R/ECAPs	Racially or Ethnically Concentrated Areas of Poverty
RDA	Former Redevelopment Agency
REACH	Resources, Encouragement, and Advocacy for Crafton's Homeless
RHNA	Regional Housing Needs Allocation
RL	Rural Living District
RM-24	High Density Multiple Residential District
RS	Single Residential District
SBCHP	San Bernardino County Homeless Partnership
SCAG	Southern California Association of Governments
SCIP	Statewide Community Infrastructure Program
SFR	Single Family Residential
SOI	Sphere of Influence
TCAC	California Tax Credit Allocation Committee
TPM	Tentative Parcel Map
TTM	Tentative Tract Map
Uptown SP	Uptown Specific Plan
YCJUSD	Yucaipa-Calimesa Joint Unified School District

Contents

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1. INTRODUCTION

A. BACKGROUND

The City of Yucaipa (City) is known as the Jewel of the Inland Empire. Since its incorporation, Yucaipa has become known as one of the most desirable communities to live and work in southern California. The City is known for its distinct neighborhoods, park and recreational facilities, strong neighborhoods, a safe environment, quaint historic Uptown, and other community amenities. The City offers a broad range of housing opportunities for its residents. From the modern suburban setting of Chapman Heights to more rural settings, Yucaipa offers different lifestyles to choose from.



Housing Yucaipa's current and future residents remains a fundamental goal. The City has set forth a plan to address its housing needs in a manner that is tailored to local needs and opportunities, while preserving its neighborhoods. The City anticipates a vibrant Uptown with new residential and mixed uses, new residential neighborhoods in the Freeway Corridor, quality infill housing in Dunlap Acres and the Central Core, and custom homes in Wildwood Canyon and the North Bench. These opportunities will provide a diversity of apartments, condos/townhomes, and single-family homes for residents.

Yucaipa's 2021-2029 Housing Element will achieve these goals. The following document represents the City's housing plan for achieving local housing goals while achieving compliance with applicable statutes required of all local governments when updating their housing elements.

B. STATUTORY REQUIREMENTS

California law requires that all local governments develop housing programs to meet their “fair share” of existing and future housing needs for all income groups. Yucaipa, along with all local governments in California, must therefore prepare a Housing Element to meet local housing needs. The Housing Element must contain proactive goals, policies, and programs that are designed to facilitate the development, improvement, and preservation of housing commensurate with their housing need, as established by the City, regional government, and the State of California.

Housing elements are required to be updated periodically in accordance with state law. This Housing Element covers the planning period of 2021 to 2029. Requirements for the content of the housing element are found in Article 10.6 of Chapter 3 of Planning and Zoning Law, commencing with California Government Code Section 65580. Housing elements are the most complex of any of the general plan elements, and the only element of the general plan that is required to be completely updated on a fixed schedule and subject to receiving a letter of compliance from the State of California.

The 2021-2029 Yucaipa Housing Element contains the following chapters:

- *Chapter 1, Introduction*, introduces the statutory authority, requirements for the Housing Element, and related planning efforts, and a description of the public outreach process;
- *Chapter 1, Introduction*, introduces the statutory authority and requirements for the Housing Element, related planning efforts, and a description of the public outreach process;
- *Chapter 2, Housing Needs*, provides an analysis of demographic, social, and housing characteristics; current and future housing needs; and other housing issues and needs;
- *Chapter 3, Constraint Analysis*, provides an analysis of the governmental and nongovernmental constraints that affect the development, maintenance, improvement of housing, including fair housing;
- *Chapter 4, Housing Resources*, provides an analysis of the available land for housing, as well as the financial resources and administrative capacity to manage housing programs;
- *Chapter 5, Program Evaluation*, provides a review of accomplishments from the prior Housing Element, including the relevance of current goals, policies, and programs; and
- *Chapter 6, Housing Plan*, provides goals, policies, and programs to address the development, improvement, and conservation of housing and provision of fair housing opportunities in Yucaipa.

C. RELATED EFFORTS

Yucaipa's 2021-2029 Housing Element is related to many other local planning efforts, some of which are mandated by the State of California. The following list describes how the City will maintain consistency with each of them.

General Plan Consistency

The 2021–2029 Housing Element is consistent with the goals and policies of other general plan elements. The sites designated for housing are capable of accommodating the City's entire regional housing needs allocation (RHNA). The identified housing sites are also consistent with the land use plan in the general plan, associated specific plans, and the residential growth projections analyzed in the environmental impact report (EIR). The City will maintain consistency between general plan elements by ensuring that proposed changes in one element, including the housing element, are reflected in other elements when such amendments of the general plan are needed.

Regional Housing Needs Assessment

In accordance with the California Government Code, the Southern California Association of Governments (SCAG) is responsible for determining the housing needed in its region and planning goals for each city. The allocation of housing need is based on statewide and local projections of population, employment, housing need, and equity considerations among other factors. State law also requires cities to ensure that adequate sites, public facilities, infrastructure, and services are available to facilitate housing production commensurate with assigned need. The Housing Element sets forth goals, policies, and programs to address its share of the region's housing need.

Public Safety Element Update

The City's Public Safety Element was adopted in 2014 in compliance with state law at that time. Per Assembly Bill 162 (Government Code Section 65302), cities are required to amend the Safety Element of the General Plan to include analysis and policies regarding flood hazards and management information, as appropriate. Additionally, to ensure compliance with Senate Bill 1000, the City must update the element to include goals, policies, and programs to address environmental justice, climate change, and resiliency. Following adoption of the Housing Element, the City anticipates commencing the update of the Public Safety Element as required by state law.

Yucaipa Valley Water District

Yucaipa Valley Water District and several smaller private water companies provide water and sewer services to Yucaipa. The City transmitted its 2021–2029 Housing Element to these agencies before submitting the draft for public review so that population growth projections can be reviewed in light of water and sanitation agency plans. This allows water purveyors and sewer agencies to identify projected needs, plan for infrastructure, and set priorities to serve affordable housing—as required under Government Code Section 65589.7—should a shortfall in water or sewer service occur.

D. PUBLIC OUTREACH

California law requires that local governments include public participation as part of the housing element. Specifically, California Government Code Section 65583(c)(7) states “that the local government shall make a diligent effort to achieve public participation of all economic segments of the community in the development of the housing element, and the program shall describe this effort.” State law does not specify the means and methods for participation; however, it is generally recognized that the participation must be inclusive.

As discussed in Chapter 5, the City conducted a public engagement program to solicit views from the community on housing issues of concern. Because of the COVID-19 pandemic, typical community workshops were not held. However, electronic and social media methods were used in lieu of such meetings. In addition, electronic surveys were taken, and presentations on the Housing Element were made to committees and in public hearings. Venues included:

- Two study sessions in 2020 with the City Council (January 27, 2020) and Planning Commission (March 18, 2020) regarding recent changes in state Housing Element law.
- Housing Element information provided at the April 21, 2020, American Viticulture Area Planning Committee meeting, and at the November 5, 2020, Economic Development Advisory Committee.
- Two community surveys intended to address citywide housing needs with a second survey focused on the needs of renter households, including those living in rent stabilized mobilehomes.
- Information regarding the Housing Element was also provided at the City’s booth for its Music and Arts Festival, held on May 7, 2021, an annual event that is widely attended by the community.
- Three educational and housing policy study sessions with the City Council (September 28, 2020, January 11, 2021, and April 12, 2021) regarding strategies for addressing the 2021-2029 RHNA.
- Two public hearings (one with the Planning Commission (August 18, 2021) and one with the City Council (August 23, 2021) for review of the Housing Element prior to releasing the draft to the California Department of Housing and Community Development (HCD).
- Two public hearings (one with the Planning Commission and one with the City Council) before the Planning Commission and City Council to adopt the Housing Element following HCD review.

To keep residents and stakeholders involved during the process, particularly during the COVID pandemic, the City maintained a website with information about the Housing Element update at <https://yucaipa.org/development-services/>. The website was periodically updated with information on the Housing Element, interim products for public review, and contact information should residents, business, or other stakeholders seek more information.

2. HOUSING NEEDS

To give context for housing planning, this chapter provides an overview of Yucaipa and discusses a variety of demographic, economic, housing, and special-needs characteristics and trends to identify issues that affect the City's existing and future housing needs.

A. DEMOGRAPHIC TRENDS

POPULATION GROWTH

Today, the City of Yucaipa is the 16th most populous community in San Bernardino County, with a population of 55,712 as of 2020. Since incorporation in 1989, Yucaipa has experienced steady population growth; between 1990 and 2010, the City's population increased 55 percent, or approximately 15 percent per decade. Newer single-family housing tracts, like Chapman Heights and other developments in northern and eastern Yucaipa, were responsible for much of the city's population growth during that time.

While residential development slowed during the latter 2000s, California is now experiencing a shortage of housing. Throughout southern California and the Inland Empire, housing rents and sales prices are increasing. According to SCAG population growth forecasts, Yucaipa is projected to grow in population by 33 percent between 2020–2040, about 10 percent per decade. **Figure 2-1** details historical and projected population growth in the city.

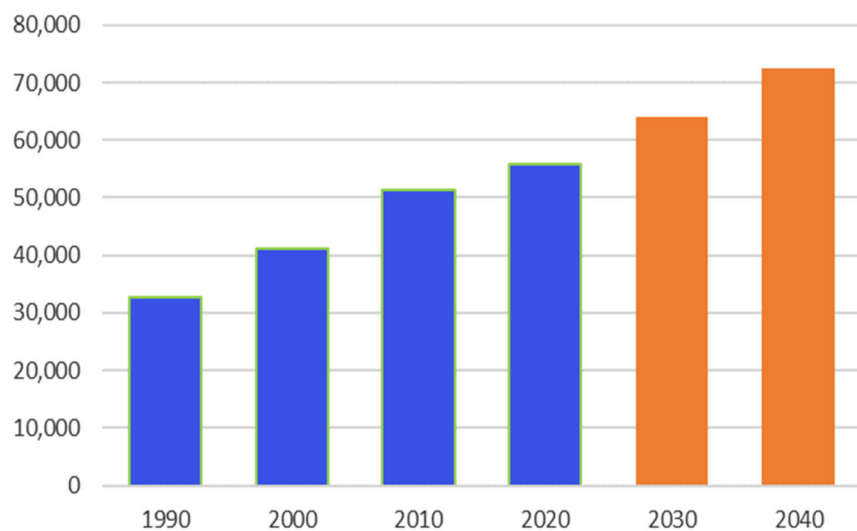


Figure 2-1 Yucaipa, Population Growth Trends, 1990-2040

2. Housing Needs

POPULATION CHARACTERISTICS

Yucaipa's population age characteristics have a key influence on housing need. Different age groups have different housing needs based on lifestyles, family types, income levels, and housing preference. Typically, younger households seek affordable rental housing opportunities as they begin their careers. As adults spend more time in the workforce and form families, they may seek larger homes and opportunities to build equity through home ownership. Seniors may eventually choose to trade down larger homes that once accommodated children to smaller and more affordable homes.

Yucaipa has a generally older population, with 41 percent of all residents ages 45 years and older and a median age of 37 years, 4 years older than San Bernardino County as a whole. The largest population increase in Yucaipa from 2010 to 2020 was among seniors ages 65 and above, accounting for more than half of the city's population growth since 2010 (Table 2-1). This trend mirrors demographic changes throughout California. All other age groups in Yucaipa remained relatively constant in the number of residents.

For decades, the southern California region has become more diverse. Countywide, Hispanics are the largest group, with 52 percent of the total population, followed by Whites at 30 percent. In contrast, these demographic trends are evident to a lesser degree in Yucaipa. In Yucaipa, Whites have declined from 66 percent in 2010 to 60 percent by 2018, while Hispanics have increased from 27 to 34 percent during the same time period.

Table 2-1 summarizes changes in population characteristics (age, race, ethnicity) in Yucaipa from 2010 through 2018.

Table 2-1 Population Characteristics, 2010 - 2018

Age Groups	2010		2018	
	Residents	Percent	Residents	Percent
+ 0-17 years (dependent)	13,444	26%	13,113	25%
+ 18-24 years (household forming)	4,489	10%	4,855	9%
+ 25-44 years (family forming)	12,536	24%	13,435	25%
+ 45-64 years (move up housing)	14,064	27%	14,053	26%
+ 65+ years (retirement)	6,834	13%	7,808	15%
Total	51,376	100%	53,264	100%
Median Age				
Race and Ethnicity				
+ White	33,866	66%	31,808	60%
+ Hispanic	13,943	27%	17,980	34%
+ Asian	1,420	3%	1,853	3%
+ Black	736	1%	575	1%
+ All Others	1,402	3%	1,048	2%

Source: U.S. Census, 2010 and American Community Survey, 2014-2018.

Note: May not total to 100% due to rounding. All races shown as nonHispanic.

HOUSEHOLD CHARACTERISTICS

Household type also influences housing need. For instance, single-person households often occupy smaller apartments or condominiums, such as one-bedroom units. Couples often prefer larger single-family homes, particularly if they have children. As the baby boomer generation continues to age, there has been an increased demand from empty nesters and retirees to downsize to more affordable units that are easier to maintain. These patterns underscore the need for housing opportunities for people of all ages and income, and a variety of housing types that can meet market demand.

Table 2-2 compares household characteristics of Yucaipa from 2010 to 2018. In 2018, married family households with children made up 23 percent of Yucaipa's households. Yucaipa also has a large share of seniors with 15 percent of the population comprising 65+ years. As a result, Yucaipa has a smaller average household size of 2.9 persons. As of 2018, 61 percent of households consisted of 2 to 4 persons, a slight decrease from 2010. Single-person households showed the largest numeric increase during this period.

In addition to broader demographic changes, household characteristics are largely influenced by the type of housing in Yucaipa. The minimal change in household characteristics between 2010 and 2018 is reflective of the modest population growth and limited construction of different types of housing (e.g., apartments, condominiums) during that period of time. Looking forward, Yucaipa can expect continued modest changes in household characteristics throughout the 2021-2029 housing element planning period.

Table 2-2 summarizes changes in household characteristics (type and size) in Yucaipa from 2010 through 2018.

Table 2-2 Household Characteristics, 2010-2018

Household Type	2010		2018	
	Households	Percent	Households	Percent
Total Households	18,231	100%	18,445	100%
Family Households	13,099	---	13,144	---
+ Married with Children	4,469	25%	4,157	23%
+ Married No Children	5,373	29%	5,622	30%
+ All Other Families	3,257	18%	3,365	18%
Nonfamily Households	5,132	---	5,301	---
+ Single Persons	4,198	23%	4,685	25%
+ Unrelated Persons	934	5%	616	3%
Household Size				
Total Households	18,231	100%	18,445	100%
1 person	4,198	23%	4,685	25%
2-4 persons	11,458	63%	11,214	61%
5 or more	2,575	14%	2,546	14%
Average household size	2.8		2.9	

Source: U.S. Census, 2010 and American Community Survey, 2014-2018.

Note: May not total to 100% due to rounding.

2. Housing Needs

ECONOMIC CHARACTERISTICS

Yucaipa residents are employed in a variety of occupations, including services, retail, manufacturing, professional, and educational to name a few. However, due to the smaller employment base in the city, most residents primarily commute to job centers in other communities. Each influence the type of earnings and income for households, and ultimately the housing that can be afforded within the city. As described below, the City's occupational profile is diverse and includes a wide number of occupational classifications.

Yucaipa's primary occupational groups, management, business, science, and arts occupations, comprise 37 percent of all jobs held by Yucaipa residents. Full-time employees earn a median income upwards of \$66,250 annually. However, many subcategories of occupation record higher median incomes. The next-largest category of jobs held by residents are sales/office, which comprise 23 percent of jobs. Earnings range from \$29,600 to \$47,200 annually depending on the specific occupation and full-time status.

Services comprise 18 percent of all occupations held by Yucaipa residents and these occupations typically pay between \$18,400 (all jobs) and \$32,100 for full-time work. Services comprise a broad range of categories and often may pay significantly lower incomes than other occupations. The last two categories—production/transportation/material-moving occupations and natural resources/construction/maintenance—each total about 11 percent of all jobs and have median earnings ranging from \$31,500 to \$53,200.

Table 2-3 summarizes the jobs held by Yucaipa residents (regardless of the location of the job) and the median income of each occupation.

Table 2-3 Employment Characteristics in Yucaipa, 2018

Occupational Classification	Jobs Held by Residents		
	Number of Jobs	Percentage of Total	Median Incomes
All Occupations held by residents (within and outside of Yucaipa)	23,381	100%	---
Management, business, science, and arts occupations	8,701	37%	All jobs: \$60,400 FT only: \$66,250
Services (healthcare support, food prep, bldg. maintenance, personal care)	4,120	18%	All jobs: \$18,400 FT only: \$32,100
Sales and office occupations (including administrative support)	5,410	23%	All jobs: \$29,600 FT only: \$47,200
Production, transportation, and material moving occupations	2,608	11%	All jobs: \$31,500 FT only: \$44,500
Natural resources, construction, and maintenance occupations	2,534	11%	All jobs: \$42,200 FT only: \$53,200

Source: American Community Survey, 2014-2018. Table B24011; B24021.

HOUSEHOLD INCOME

Household income is the key factor in affording housing. In 2018, the City's median household income was approximately \$64,000, or five percent above the county's median income. This is a significant increase in household income from the past two decades, when Yucaipa's median income was seven percent below the county median household income. This trend is also significant given the increasing number of retired seniors in Yucaipa.

The State of California, Department of Housing and Community Development analyzes household income according to different income categories relative to the County Median Family Income (CMFI). As discussed later under housing affordability and regional housing needs, these categories are extremely low, very low, low, moderate, and above moderate. Extremely low and very-low income are often combined into one category, very low. The three low-income groups are often considered "lower" income.

Table 2-4 shows the number and percentage of households by income level and tenure in Yucaipa. Among renters, households are equally distributed among income groups, with notably higher percentages of extremely low and above moderate-income renters. Among owners, the number of households are generally distributed in an equal manner, except the owners are predominantly in the moderate- and above moderate-income categories.

Table 2-4 Households by Income Category

Income Category	Income by Tenure		Total Households
	Owners	Renters	
Total Households	13,202	5,243	18,445
+ Less than 24,999	17%	31%	20%
+ \$25,000 to 34,999	7%	13%	9%
+ \$35,000 to 49,999	9%	13%	10%
+ \$50,000 to 74,999	17%	21%	18%
+ \$75,000 to 99,000	14%	9%	12%
+ \$100,000 to 150,000	19%	12%	17%
+ \$150,000 and more	18%	2%	13%
RHNA Income Categories			
+ Extremely Low	1,460	1,210	2,670 (15%)
+ Very Low	1,280	805	2,085 (11%)
+ Low	1,825	940	2,765 (15%)
+ Moderate	2,190	825	3,015 (17%)
+ Above Moderate	6,385	1,245	7,630 (42%)

Source: American Community Survey, 2014-2018; CHAS 2012-2016.

Notes:

Extremely low income: defined as earning 30 percent or less of the CMFI

Very low income: defined as earning between 31 and 50 percent of CMFI

Low income: defined as earning 51 to 80 percent of CMFI

Moderate income: defined as earning 81 to 120 percent of CMFI

Above moderate income: defined as earning more than 120 percent of CMFI

Totals from the ACS and the Census will differ due to the different timeframes involved.

EXTREMELY LOW INCOME

Extremely low-income (ELI) households are defined as households with incomes under 30 percent of the CMFI. This translates to an annual income of \$26,200 for a four-person household in 2020. Housing residents earning extremely-low incomes can be especially challenging. ELI households typically consist of minimum-wage workers, seniors on fixed incomes, disabled persons, college students, and others—all of whom have greater difficulty finding affordable housing. Many mobile home residents are ELI households.

Extremely low income households vary by race/ethnicity, tenure, and household type. The highest share of ELI households in Yucaipa was Hispanics, which, at 18 percent, was just slightly higher than the average of 15 percent citywide. By tenure, ELI households are more prevalent among renters, comprising 24 percent of renters—more than double the prevalence among owners. Seniors have the highest prevalence of extremely low-income. Table 2-5 summarizes the prevalence of ELI households in Yucaipa.

Table 2-5 Extremely Low-Income Households

	Income Characteristics of Extremely Low Households		
	Total	Number of ELI Households	Percent Earning ELI
Race and Ethnicity			
+ White, nonhispanic	12,645	1,735	14%
+ Black, nonhispanic	245	35	14%
+ Asian/Other, nonhispanic	707	89	13%
+ Hispanic	4,570	825	18%
Tenure			
+ Renter-occupied	5,015	1,210	24%
+ Owner-occupied	13,140	1,460	11%
Household Type			
+ Senior	5,290	1,205	23%
+ Large Family	2,375	155	7%
+ Small Family	8,110	560	7%

Source: Comprehensive Housing Affordability Strategy (CHAS).

Responding to housing needs of the ELI population requires a diverse strategy. For homeowners, particularly elderly living on a fixed income, providing support services (e.g., grants to fix homes or social services) may be needed. For college students seeking housing, more options to secure apartment living or ADUs may be needed. For disabled people, the issue may be the simple lack of housing suited toward their specific needs. For households needing rental assistance, publicizing the County’s rental housing assistance can help increase voucher participation. The City can also continue to work with its housing partners to maintain the affordability of its assisted multi-family housing. Program 26 describes the City’s approach to addressing ELI needs in Yucaipa.

HOUSEHOLD TENURE

Household tenure refers to whether a household owns or rents a home. An optimal mix of homeownership and rental opportunities are important for communities as it allows residents of all ages, incomes, and household sizes to choose the type of housing and location best suited to their needs. Vacancy rates, in combination with housing tenure, also are important in that they affect the prices and rents for housing available in Yucaipa.

Yucaipa has one of the highest homeownership rates in the region. Compared to San Bernardino County, where 59 percent of households own homes, 72 percent of Yucaipa's households own a home. Yucaipa's higher homeownership rate is due to the following: (1) the higher proportion of single-family units built compared to apartments in recent years; (2) older demographics that have higher homeownership rates; and (3) the majority of residential land is general planned for single-family homes.

Housing vacancies are a measure of how well the supply of housing matches the demand for housing. Typically, housing vacancy rates of 5 to 6 percent for apartments and 1 to 2 percent for homes are considered optimal. This amount of housing vacancies assures that consumers have sufficient choices for different types of housing products, that prices are generally moderated, and that developers have a financial incentive to build housing. Higher vacancy rates lead to price depreciation. Lower vacancy rates are also not desirable; they indicate a tight market where demand outpaces the supply, and cause housing rents and prices to increase.

Yucaipa's housing vacancy rate averaged 6 percent from 2010–2018, which includes 1.6 percent among owner-occupied units and 3.5 percent among renter-occupied housing units. Overall, these housing vacancy levels are generally optimal and indicate a stable housing market. However, anecdotal information indicate that vacancy rates have declined in recent years, resulting in a significant increase in rents and sales prices. Table 2-6 summarizes housing and tenure characteristics of residents of Yucaipa.

Table 2-6 Housing Tenure and Vacancy, 2010-2018

Tenure	2010		2018	
	Number of Units	Percentage of Total	Number of Units	Percentage of Total
Total Housing Units	19,642	-	19,683	-
Occupied housing units	18,231	100%	18,445	100%
+ Owner Occupied	13,503	74%	13,202	72%
+ Renter Occupied	4,728	26%	5,243	28%
Vacant Housing Units	1,411	7%	1,238	6%
Vacancy Rate				
+ Owner Vacancy Rate	3.0	--	1.6	--
+ Rental Vacancy Rate	9.0	--	3.5	--
+ Overall Vacancy Rate	7.2	--	6.0	--

Source: U.S. Census, 2010; American Community Survey, 2014-2018.

B. HOUSING CHARACTERISTICS

This section describes housing characteristics and trends to provide a basis for assessing the match between the demand and supply of available housing in Yucaipa. These include housing growth trends, housing characteristics, age and condition of housing, housing prices and rents, and homeownership.

HOUSING TYPE

A range in housing types and prices allows residents of all ages and incomes the opportunity to find adequate housing in Yucaipa. Single-family housing constitutes 68 percent of all housing units in Yucaipa. Yucaipa’s high proportion of single-family homes relative to the region is also responsible in part for the higher homeownership rate. Small, attached products (duplexes, triplexes, and quads) make up 3 percent. Table 2-7 shows the current composition and changes in housing composition in Yucaipa since 2010.

Yucaipa’s multiple-family housing stock includes townhomes, apartments, and similar attached housing products. The City’s multiple-family housing stock makes up a smaller share of the City’s housing stock and is also a smaller share relative to other cities in San Bernardino County. Apartment projects in Yucaipa are generally smaller in size (below 50 units). While the total number of multiple-family units are low, a significant number of new condominium and apartment projects are in the development pipeline.

Yucaipa is unique for its large mobile home park community; 42 mobile home parks contain more than 4,000 units. Of the approximately 500 cities in California, Yucaipa has the seventh-largest number of mobile home units, exceeded only by Los Angeles, San Jose, San Diego, Fresno, Anaheim, and Hemet and one of the largest number of units per capita in the state. This segment of the City’s housing stock is anticipated to remain, except for a limited expansion of existing parks or conversion in the MHP3 Overlay.

Table 2-7 Housing Composition in Yucaipa

Housing Composition	2010		2020	
	Number of Units	Percentage of Units	Number of Units	Percentage of Units
Single-Family Housing				
+ Single-Family Detached	13,501	69%	13,792	68%
+ Single-Family Attached	550	3%	554	3%
Multiple-Family Housing				
+ Multiple-Family (2-4 units)	730	4%	753	4%
+ Multiple-Family (5 or more)	543	3%	752	4%
Mobile Homes and others	4,318	22%	4,488	22%
Total	19,642		20,339	

Source: California Department of Finance (DOF), 2010-2020
Note: DOF estimates include mobile home units together with miscellaneous other housing units and therefore the count will differ slightly from the City’s count of mobile home units.

NEIGHBORHOODS

The City of Yucaipa offers a diversity of neighborhoods providing rural-suburban lifestyles, as described below. Whether it is the rural ambience of Dunlap Acres, the more remote uplands of North Bench and Upper Yucaipa, the proximity of central Yucaipa, or Wildwood Canyon, each area has a unique residential lifestyle. Respecting and preserving the quality of established neighborhoods while balancing the need for new housing is an important goal of the general plan and the community's vision for Yucaipa.

North Bench

The North Bench planning area includes the smaller neighborhoods of Stanley Ranch, Rolling Hills, and areas north of Oak Glen Road. North Bench is uniquely defined by its natural environment. Framed by the Crafton Hills and situated on an alluvial plain, North Bench offers panoramic views of the valley floor. The area offers predominantly rural living, with 1-acre lots, limited agriculture, and equestrian uses. The custom home overlay district covers North Bench and requires larger homes.



North Bench

Central Yucaipa

The Central Yucaipa planning area covers Yucaipa's historic core. This area is located east of Oak Glen Road and south of the Yucaipa Regional Park to Interstate 10. Central Yucaipa includes Sun Park, Uptown District, and other surrounding neighborhoods. Central Yucaipa is characterized by its mix of differently sized lots, single- and multiple-family housing, grid streets, access to the historic Uptown business district, and mature trees. The area offers moderately priced housing for residents.

2. Housing Needs

Dunlap Acres



Dunlap Acres

Dunlap Acres has a rich history; known for its original Serrano Indian inhabitants and later the original Yucaipa Ranchería, the oldest structure in San Bernardino County and California Historical Landmark No. 620. The area extends south of Yucaipa Boulevard and west of Oak Glen. Due to a history of flooding, the area retains a more rural character, with lower-density residential developments on generally larger lots, limited animal keeping, and equestrian uses. A variety of flood-control improvement projects by the City over the past planning cycle have helped to remove these flood hazards, protecting both existing residents and allowing for development. As a result, newer residential developments are now being proposed and built.

Wildwood Canyon

Wildwood Canyon harkens back to the early ranching history of Yucaipa. This planning area generally surrounds Wildwood Creek on both sides, extending eastward from Mesa Grande to the City's border. It includes the residential developments of Wildwood Estates, Whisper Ranch, Country Meadows, and Hidden Meadows. The area has a mix of lower-density residential neighborhoods, many of which are covered by the custom home overlay district. Many of the homes command higher prices given the lot size and size of the home. This planning area is perhaps best known for the scenic beauty of the Wildwood State Park and the Yucaipa Equestrian Facility.

Chapman Heights



Chapman Heights

Chapman Heights is the newest large-scale development in Yucaipa, consisting of primarily single-family residential homes. Located at the base of the Crafton Hills, a preserved natural open space area, this residential development features more than 2,000 housing units on 1,000-plus acres. Chapman Heights offers a modern suburban setting; it features tree-lined streets, community parks, a private golf course, significant open space along the hills, multi-purpose trails, expansive view, and community facilities. As the largest single development in Yucaipa, Chapman Heights is home to approximately a quarter of Yucaipa's residents.

Freeway Corridor

The Freeway Corridor encompasses approximately 1,234 acres of rolling hills, valley, and canyons located south of Interstate 10. Guided by the Freeway Corridor Specific Plan, the area will offer an array of lifestyles, from rural living in the interior to suburban housing adjacent, to the regional commercial district. Maintaining the area's natural features—its hillsides, viewsheds, and natural open space—is a critical goal of the plan. Yucaipa has received a grant for updating this specific plan in year 2020/2021 that is intended to improve the mix of development opportunities, provide a more efficient land use pattern, and provide opportunities for revenue enhancement in the city.

HOUSING AGE AND CONDITION

Well-maintained housing is important to residents who take pride in the quality of life offered in Yucaipa. Well-maintained housing stabilizes property values, attracts residents to a community, and contributes to neighborhood quality. The City's housing stock has a large number of new homes built during the last several decades. Relatively few of the single-family residences, except in the city center, were built prior to 1940. Nonetheless, housing age and condition remain a concern in Yucaipa.

Housing Age

The age of a housing structure is often an indicator of housing conditions. Homes generally begin to show age after 30 years and require some level of maintenance. This typically includes roof repair, painting, landscaping, and exterior finishes. Homes between 30 and 50 years typically require more significant maintenance and even renovation. Generally, residences that were built 50 or more years ago (unless well maintained or historic) are more likely to require substantial repairs or need renovation.

Another concern related to the age of housing is lead-based paint hazards. Homes built prior to 1978 typically contain lead-based paint. Lead-based paint can cause a number of hazardous health conditions for children (specifically developmental delays). Health hazards occur when the paint chips off and is inhaled by residents, particularly children. Since 1978, the federal government has banned the use of lead-based paint. Still, older homes may need to paint over lead-based paint or remove peeling paint.

Table 2-8 shows the year when housing was built in Yucaipa. Yucaipa's housing stock is relatively newer, with 61 percent of the housing built since the 1970s. Although Yucaipa has relatively few apartment buildings, the majority of these units are generally older. Given that at least 41 percent of all units were built before lead-based paint was banned in 1978, there may be some health hazards if lead-based paint is exposed.

Table 2-8 Year Housing Built in Yucaipa

Decade Built	Housing Age	
	Number of Units	Percentage of Units
Built 2010 and later	584	3%
Built in 2000s	3,467	18%
Built in 1990s	2,148	11%
Built in 1980s	2,171	11%
Built in 1970s	3,522	18%
Built in 1960s	3,470	18%
Built in 1950s	2,660	14%
Built before 1950	1,661	9%
Total	19,683	100%

Source: American Community Survey 2014-2018

Note: Sample counts do not take into account vacant units or all units.

2. Housing Needs

Housing Conditions

Yucaipa's housing stock is relatively new and in good to excellent condition. The U.S. Census reports that a small percentage of housing units in the community lack complete kitchens or bathrooms, heating, and telephones. Without a housing conditions survey, little data is available. Most of the housing (99 percent) has complete plumbing and kitchen facilities. The quality of housing distinguishes Yucaipa from many older cities in the region.

Although Yucaipa is recognized for its quality living environment, different neighborhoods or housing types in the City have some unique needs.

- **Central Yucaipa.** As one of the oldest neighborhoods, many homes in this older area of Yucaipa could benefit from repairs and rehabilitation. While the City does not have a housing conditions survey, staff have observed that the oldest homes are most in need of rehabilitation. Therefore, 522 units built prior to 1940 are likely in need of some level of rehabilitation. Of that total, up to an estimated 50 homes might need replacement. Infrastructure, such as sidewalks and sewer lines, are also incomplete in certain locations and could benefit from repairs and improvements. The City has master infrastructure plans to address these issues, and continually allocates funding to improve the infrastructure.
- **Mobile home parks.** The City has 42 mobile home parks which are periodically inspected in compliance with Title 25 standard, which requires that a list of items be reviewed for compliance with health and safety. Structural deficiencies and other documented health and safety issues are required to be brought up to code. However, as discussed in the 2016 general plan, seven parks totaling about 500 trailers built in the 1950s/1960 require extensive rehabilitation and need replacement.
- **Lead-based paint.** Yucaipa has many homes that were built before 1978, when lead-based paint was widely used. Lead-based paint in homes and lead-contaminated dust and soil are the main sources of lead exposure for children. Countywide, there were nearly 1,000 cases reported of lead-based paint poisoning. The county offers programs for testing and treating children and remedying property concerns.
- **Rural areas.** Yucaipa has several rural residential areas, primarily in the northern, western, and eastern parts of the community. The housing stock is in relatively good condition in these areas. However, at times the maintenance of larger residential lots can require proactive efforts to address issues other than housing, such as the removal of debris, vegetation, and other property maintenance concerns.

Yucaipa participates as part of the San Bernardino County Consortium and has access to community development block grants that can be used to repair and rehabilitate housing. However, the funds have not been used extensively. The City recently adopted a façade rehabilitation program that was halted during the COVID-19 pandemic. However, the program has been renewed and targets efforts to the Central Core, Downtown, and Dunlap Acres, areas with the highest concentration of homes needing repair and rehabilitation.

HOUSING PRICES

Like most communities in California, Yucaipa has experienced significant increases in the median sales price of housing since 2012. In 2012, both single-family homes and condos sold for a median price of \$200,000. Since then, single-family homes and condominiums have doubled in price. Mobile homes have tripled in their median sales price during the same period. **Figure 2-2** shows the changes in the median price of ownership housing.

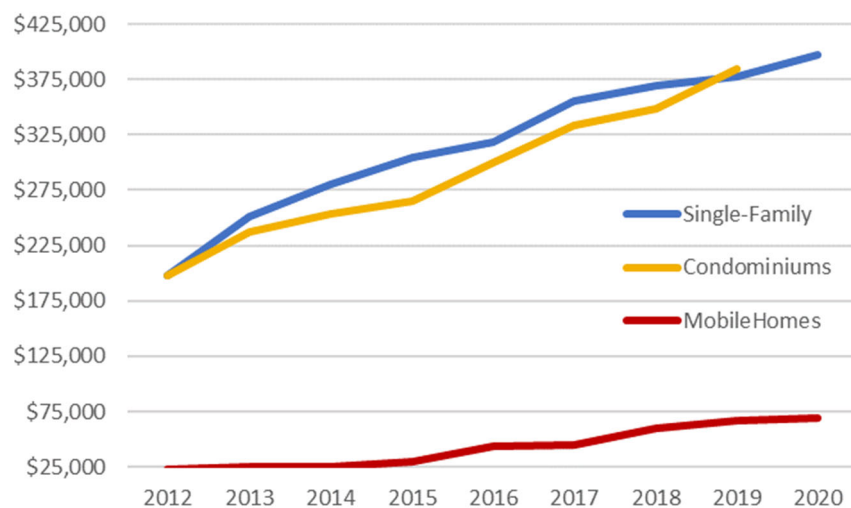


Figure 2-2 Housing Sales Price Trends, 2012-2020

The sales prices of homes vary considerably based on the lot size, square footage, and other amenities. Average sales prices are \$67,200 for a mobile home, \$344,700 for a condominium/townhome, and \$433,350 for a single-family home. Newer homes will likely be priced higher, particularly single-family homes located in the foothills or custom home overlay district. Table 2-9 provides a summary of the average sales prices of homes in Yucaipa.

Table 2-9 Sales Prices for Existing Homes in Yucaipa

Bedrooms	Housing Type and Average Price		
	Single-Family	Condominium and Townhomes	Mobile Home
Average Price	\$433,350	\$344,700	\$67,200
One Bedroom	\$185,500		\$30,100
Two Bedroom	\$301,200		\$66,600
Three Bedroom	\$404,700	\$348,500	\$98,900
Four Bedroom	\$479,100	\$365,100	
Five or more	\$587,800		

Source: Redfin.com, 2020.

2. Housing Needs

Apartment Rents

Since the City’s Housing Element was updated in 2013, apartment rents have also increased, although less than the sales prices for single-family homes. According to apartment rents gathered from internet surveys in 2012/2013 and 2020/2021, rents increased by 40 to 50 percent over the planning period, as shown in **Figure 2-3**. Compared to household income, however, asking apartment rents rose five times faster than changes in Yucaipa’s median household income—impacting the affordability of housing for residents.

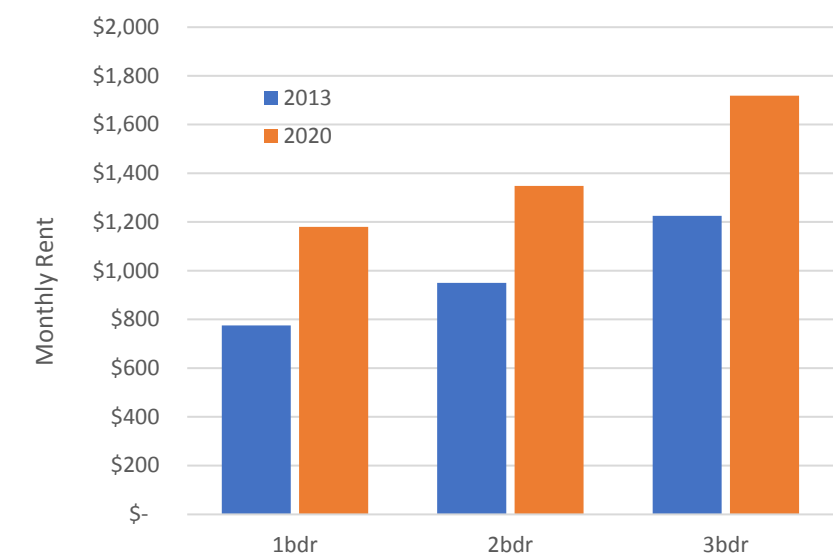


Figure 2-3 Apartment Rent Trend, 2013-2020

As of 2020, the average apartment rent ranged from \$1,180 to \$1,720 per month depending on the number of bedrooms (Table 2-10). Of the 10 apartment complexes surveyed, only two offered three-bedroom units. Single-family homes rented for \$200–\$300 per month more than apartments. Mobile homes are the most affordable, at rents of \$1,050–\$1,250 per month. Accessory dwelling units (ADUs) are priced at similar rents to mobile homes.

Table 2-10 Housing Rents in Yucaipa

Bedrooms	Housing Type and Average Rent			
	Apartments	Single-family Home	Mobile Home	Accessory Units
One Bedroom	\$1,180		\$1,050	\$1,000 to \$1,200
Two Bedroom	\$1,350	\$1,570	\$1,250	
Three Bedroom	\$1,720	\$2,110		
Four or more		\$2,260		

Source: Internet Survey, 2020.
Note: Accessory dwelling unit survey includes only owners who reported rents.

HOUSING AFFORDABILITY

Housing affordability refers to how much a household can afford to pay each month for housing. Typically, housing affordability is defined as the ratio of housing expenses to income, referred to as a “cost burden.” It is assumed that households should not spend more than a certain proportion of income toward housing expenses; otherwise, they are deemed to be overpaying. Housing overpayment is also a key measure of quality of life as it reduces income available to meet other basic daily needs beyond housing.

The housing industry assumes that an “affordable” payment for a homeowner ranges from 30 to 40 percent of gross monthly income, with the latter figure being used in the California Association of Realtors’ homebuyers’ index. For renters, the appropriate cost burden varies from 30 to 40 percent with the latter used by the federal housing choice voucher program. For this Housing Element, a home would be affordable to a renter if gross rent is less than 30 percent of their income. For a homeowner, affordability is determined by the total debt-income ratio and housing costs are about 30 percent of income.

Table 2-11 shows the amount that a household of different sizes and income levels can afford to pay for a single-family home or apartment unit.

Table 2-11 Affordability of Housing in Yucaipa

Income Category ¹	Household and Unit Size				
	1-Person Studio	2-Person (1 bdrm)	3-Person (2 bdrm)	4-Person (2-3 bdrm)	5-Person (3-4 bdrm)
Maximum Income Limits¹					
Extremely Low	\$15,850	\$18,100	\$21,720	\$26,200	\$30,680
Very Low	\$26,400	\$30,150	\$33,900	\$37,650	\$40,700
Low	\$42,200	\$48,200	\$54,250	\$60,250	\$65,100
Moderate	\$63,250	\$72,300	\$81,300	\$90,350	\$97,600
Maximum Affordable Home Price²					
Extremely Low	\$51,000	\$63,000	\$84,000	\$110,000	\$127,000
Very Low	\$111,000	\$125,000	\$144,000	\$160,000	\$176,000
Low	\$184,000	\$216,000	\$252,000	\$272,000	\$297,000
Moderate	\$288,000	\$334,000	\$380,000	\$427,000	\$450,000
Maximum Affordable Monthly Rent³					
Extremely Low	\$396	\$453	\$543	\$655	\$767
Very Low	\$660	\$754	\$848	\$941	\$1,018
Low	\$1,055	\$1,205	\$1,356	\$1,506	\$1,628
Moderate	\$1,581	\$1,808	\$2,033	\$2,259	\$2,440

Source: PlaceWorks, 2020

Notes:

1. 2020 State of California HCD Income Limits for San Bernardino County are based upon surveys undertaken by the U.S. Department of Housing and Urban Development.
2. Assumes 30-year fixed mortgage, \$25,000 down payment, \$250/month debt, 3% interest rate, 1.2% property tax, 1% property insurance, and 36% debt-income ratio. Zillow affordability calculator.
3. Monthly affordable rent based on payments of less than 30% of gross household income.

2. Housing Needs

In contrast to more built-out urban areas, Yucaipa is noted for its relatively larger supply of affordable market-rate housing. The following summarizes the general affordability of rental and ownership housing to different income groups based on assumptions in Tables 2-9, 2-10, and 2-11. This analysis will be used later in this Housing Element to determine how the City will meet its RHNA. The affordability of housing products in Yucaipa is summarized below:

Very Low Income

Extremely and very low-income households with four members can afford a home priced from \$110,000 to \$76,000, depending on household size. The only new homes affordable to this income group are mobile homes. Apartments are not affordable to extremely/very low-income households, except for projects owned by the Housing Authority or those receiving public assistance. Condos are not affordable to lower-income households. A very low-income household could afford approximately \$600 to \$950 in rent, which is below the rent for most suitably sized apartments in the city.

Low Income

Low-income households can afford a single-family home priced up to \$297,000, which includes all existing and newer mobile homes. However, newer single-family units and condominiums are priced well above that level and are unaffordable to lower-income households. Lower-income renters can afford \$1,000 to \$1,500 per unit in rent, which is generally above the median rent charged for apartments in Yucaipa for suitably sized apartment units. However, ADUs, which local surveys show rent for \$1,000 to \$1,200 per month, would be affordable to lower-income households.

Moderate Income

Moderate income households have access to a wide range of housing; they can afford a home from \$288,000 to \$450,000 and rent from \$1,600 to \$2,250. A moderate-income household can afford any apartment in Yucaipa. Condominiums with three to four bedrooms and small single-family homes in Dunlap Acres or the Central Core, are affordable to moderate-income households. North of Yucaipa Boulevard or east toward Wildwood Canyon, homes are less affordable to moderate-income households due to the larger lots and homes. ADUs are also affordable to moderate-income households.

Above Moderate Income

Above moderate-income households can afford any housing option, be it rental or homeownership. It appears that the majority of above moderate-income housing is single-family homes in Upper Yucaipa, North Bench, Wildwood Canyon, and other areas. Many of these areas are in the custom home overlay district of Yucaipa that has larger lots and homes than other areas of the city. New and larger condos/townhomes may also approach prices that are above what moderate-income households can afford.

FORECLOSURES

Housing foreclosures are a key indicator of Yucaipa’s housing market. Foreclosures are often the result of a combination of factors—high interest rate burdens, rapidly declining home values, or declines in household income. One or more of these factors can cause homeowners to become unable to afford to continue paying their home mortgage, leading to home foreclosure.

During the 2008-2011 recession, foreclosure rates escalated, with annual foreclosures five times higher than in pre-recession years (see **Figure 2-4**). As the housing market began to recover in 2012 and home values increased, the number of foreclosures began a steep decline. In 2020, the foreclosure rate has returned to pre-recession levels of more than a decade ago.

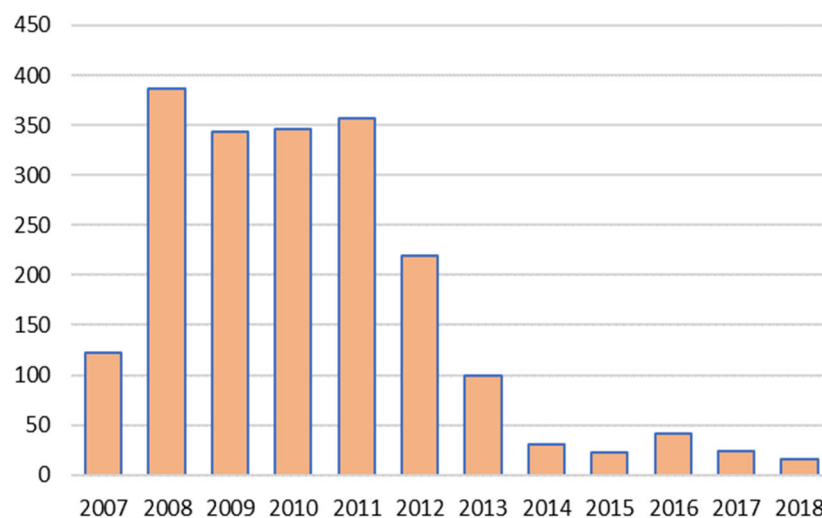


Figure 2-4 Yucaipa, Foreclosure Trend, 2007-2018

The median housing sales price in Yucaipa has doubled over the decade. However, with the historically low refinance rates, homeowners have been able to refinance their loans. And after a decade of price appreciation, many homeowners are finding themselves in “equity-rich” financial positions. “Equity rich” is a situation where the loan to value ratio is 50 percent or higher, meaning the property owner had at least 50-percent equity. In 2020, 30 percent of all homeowners in Yucaipa were in equity-rich positions.

As expected, the prevalence of seriously underwater properties is very low. Seriously underwater represents a situation where the loan to value ratio of 125 percent or above, meaning the property owner owed at least 25 percent more than the estimated market value of the property. In Yucaipa, as of 2020, however, only 3.5 percent of residential properties in the city are considered severely underwater. As a result of these trends, the foreclosure crisis in the Inland Empire and Yucaipa has all but faded from recent memory.

HOUSING PROBLEMS

Housing problems (such as housing overpayment, overcrowding, or substandard housing) are a concern for communities. Housing overpayment and overcrowding most often occur when a household cannot afford suitably sized and priced rental and ownership housing. In other cases, life changes (retirement, children moving back home, loss of job, etc.) can also cause overpayment and/or overcrowding.

Table 2-12 and the following show the prevalence of housing problems in Yucaipa according to the 2014–2018 ACS. Later sections under the fair housing assessment specifically address housing conditions in specific areas of Yucaipa.

- **Overcrowding.** Overcrowding can be either moderate or severe. Moderate overcrowding is 1 to 1.5 persons per room and severe overcrowding is anything higher. About 3 percent of homeowners and 5 percent of renters in Yucaipa live in overcrowded situations.
- **Overpayment.** Overpayment can be either moderate or severe. Moderate overpayment refers to paying 30 to 49 percent of income toward housing, and severe overpayment is paying more than 50 percent of income. About 29 percent of owners and 49 percent of renters overpay for housing.
- **Substandard housing.** Substandard housing is not currently tracked by the City, though code enforcement and building inspections provide some insight into its prevalence. It is estimated that 1 percent of all homes are substandard and need significant reinvestment.

Table 2-12 Housing Overpayment and Overcrowding

Severity	Overpayment		Overcrowding	
	Renters	Owners	Renters	Owners
Total	4,962	13,064	5,243	13,202
None	2,518	9,196	4,967	12,810
Moderate	1,100	2,132	170	287
Severe	1,344	1,736	106	105
Percentage				
Total	49%	29%	5%	3%
Moderate	22%	16%	3%	2%
Severe	27%	13%	2%	1%

Source: American Community Survey, 2014-2018.

According to the 2012–2016 ACS, of the 4,565 lower-income owner households in Yucaipa, 2,435 households (53%) overpay for housing. Of the 2,945 lower-income renter households in Yucaipa, 2,105 households (71%) overpay for housing. The prevalence and severity of overpayment is more significant for low income special-needs groups, such as lower-income seniors (84% of renters and 53% of owners overpay), and lower-income large families (67% of renters and 86% of owners overpay).

C. SPECIAL HOUSING NEEDS

This section contains a discussion of the housing needs of special-needs groups, as defined in state law, who reside in the City of Yucaipa. Special-needs households include seniors, large families, single-parent households, people who are homeless, and people with disabilities. Also included are major programs available to address their unique needs.

SENIOR CITIZENS

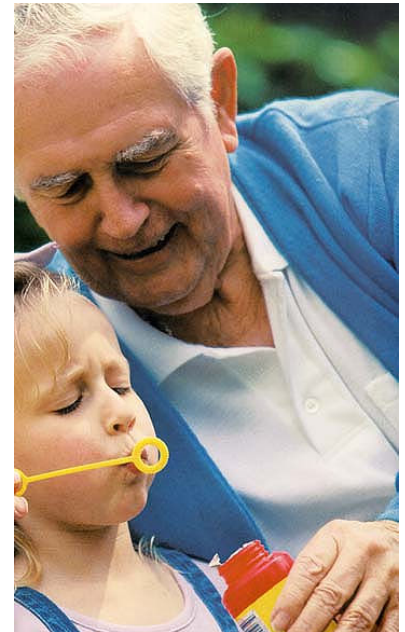
Seniors are defined as persons 65 years or older, although for housing purposes the age may be as low as 55 years. Yucaipa has an estimated 7,808 seniors comprising 4,782 senior households (ACS, 2014-18). Reflecting the increasing health and longevity of seniors, approximately 13 percent of senior households are headed by a member who is 85 years or older. Among this population, most of Yucaipa's senior households (3,766 or 79 percent) own their own homes, while 1,016 senior households (21 percent) rent housing.

Overall, some of the more pressing issues that Yucaipa seniors may have living in their homes are:

- **Disabilities.** Seniors have a higher prevalence than other age groups of disabilities that can make it increasingly difficult to go outside or take care of personal needs. This underscores a need for housing that is accessible to those with disabilities.
- **Limited Income.** Seniors tend to have lower incomes due to fixed retirements. This makes seniors, especially renters, more susceptible to increases in rental housing costs and housing overpayment, which leaves less disposal income for other expenses.
- **Overpayment.** Senior renters have the highest rates of overpayment, while many senior homeowners find it difficult to trade down to smaller units or make repairs to housing. This underscores the need for affordable housing options and repair programs.

Providing appropriate housing for seniors has become an increasingly important issue for many cities. In past years, the baby boomer generation provided the impetus and majority of demand for single-family housing. However, as this group ages and approaches retirement or elderly years, many cities will see an increased demand for all types of senior housing, from smaller condominiums to independent age-restricted housing, as well as assisted residential settings for those requiring more supportive services.

Yucaipa provides additional services essential in facilitating the ability of seniors (and any household) to live as independently as possible without having to change their residences. Support seniors at the Scherer Community Center include classes, nutrition services, and other resources. Many faith-based institutions in Yucaipa also provide these types of services. OmniTrans also provides subsidized curb-to-curb service during the same periods that fixed-route service operates within 3/4 mile on either side of an existing bus route.



2. Housing Needs

Housing Accommodations

Many Yucaipa seniors reside in single-family homes. The City Council recognizes the importance of helping seniors “age in place,” that is, maintain their current residences for as long as possible. Historically, the City has provided grants and loans for seniors to repair housing through its participation in county community development block grant (CDBG) programs or through allocation of redevelopment funds. These funding sources are no longer available.

Beyond conventional housing, however, Yucaipa allows for a variety of housing options that are age-restricted for seniors, shown in Table 2-13.

- **Age-restricted apartments.** Yucaipa has deed-restricted affordable apartment projects that provide about 191 units affordable to lower-income seniors. Several projects for seniors are in the planning stage, and are currently developing construction plans.
- **Age-restricted mobile homes.** Yucaipa is unique among its peers in San Bernardino for its large stock of mobile homes. The City has 21 age-restricted mobile home parks that provide 2,104 units. These units are protected as senior housing in the City’s MHP Overlay District #2.
- **Retirement facilities.** These facilities provide a variety of living arrangements, from independent to more supportive settings for residents who require care on an extended basis. Yucaipa has the upscale Golden Oaks facility that provides 118 senior apartment units.
- **Market-Rate Senior Housing.** Built during the 1960s, the City has age-restricted developments, Sun Park 1 and Sun Park 2, which offer affordable single-family housing to Yucaipa seniors ages 55 and over. There are no market-rate senior (age-restricted) condominiums.

Table 2-13 Housing for Seniors

Affordable Housing	Senior Housing		
	Number of Projects	Housing Units	Affordability
Senior Age-Restricted Mobile Homes	21	1,565	Under rent stabilization
		539	Exempt from rent stabilization
Senior Affordable Apartments	5	197	Deed restricted for low-income senior households
Senior Independent Retirement Community	1	118	Above-moderate income – no deed restrictions
Age-Restricted Single-family Homes (Sun Park)	2	164	Market units affordable to low-moderate income seniors.
Total	29	2,583	

Source: PlaceWorks, 2020

Note: Group living arrangements and other similar institutional facilities outside of living at one’s home are addressed under the discussion of persons with disabilities.

DISABLED PEOPLE

Physical, mental, and/or developmental disabilities are impairments that substantially limit life activities and make it difficult to care for oneself. Because of that, disabled persons have special needs for accessible housing. Many disabled persons live on fixed incomes, thus limiting their ability to afford housing. Persons with a disability may also have limited housing choices (e.g., single-story homes or projects with elevators). Someone with a visual impairment may require a home that allows service animals.

The Census Bureau defines a disability as a long-lasting physical, mental, or emotional condition that can make it difficult for a person to do activities such as walking, climbing stairs, dressing, bathing, learning, or remembering. This condition can also impede a person from being able to leave home alone or to work at a job or business. Yucaipa has 6,267 residents with a disability—about 13 percent of residents (ACS 2014–2018). The number of disabled individuals is anticipated to increase with the aging of Yucaipa’s residents.

Based on available Census information, Yucaipa residents have the following disabilities (many people may have multiple disabilities):

- Hearing: deafness or serious difficulty hearing—2,237 people
- Vision: blind or having serious difficulty seeing—1,263 people
- Independent Living: difficulty doing errands alone—2,444 people
- Cognitive: impaired learning, memory, concentrating—2,302 people
- Self-care: restricted ability to care for oneself—1,477 people
- Ambulatory: serious difficulty walking or climbing stairs—3,734 people
- Developmental: severe, chronic mental disability – 447 people

Passed in 2009, the State Legislature enacted Senate Bill 812 (Government Code Section 65583I), which requires that all local governments include in the special-needs analysis of the housing element an assessment of the housing needs of residents with developmental disabilities. A developmental disability is a severe and chronic disability to which is attributable a mental or physical impairment that begins before adulthood. These disabilities include mental retardation, cerebral palsy, epilepsy, autism, and disabling conditions closely related to mental retardation or requiring similar treatment.

The Census Bureau does not have a survey of people with developmental disabilities, so estimates are derived from other sources. According to the California Department of Developmental Services (2020), the Inland Regional Center (IRC) serves 447 residents with a developmental disability in Yucaipa. The majority of people with a developmental disability are adults (58 percent), and 42 percent are children under the age of 18. The majority (75 percent) live at the home of a parent, family, or guardian, followed by group quarters (20 percent), and independent/supported arrangements (5 percent).

2. Housing Needs

Housing Accommodations

Providing a sufficient quantity and quality of housing for disabled people is a significant challenge. Most single-family homes are inaccessible to people with mobility and sensory limitations. Housing units may need to have wider doorways and hallways, access ramps, larger bathrooms with grab bars, lowered countertops, and other features common to “barrier-free” housing. Location is also important for disabled people because they often rely on public transit to travel to services, like grocers or medical offices.

In some cases, more severely disabled individuals require a group living environment where supervision and assistance with activities of daily living is provided. Summarized in Table 2-14, the following are the major housing options available for people requiring semi-independent housing:

- **Youth facilities.** These facilities provide 24-hour nonmedical care for youth and children who are physically handicapped, mentally disabled, or developmentally disabled. Yucaipa’s 6 facilities serve 75 residents.
- **Adult facilities.** These facilities serve persons 18–59 who may be physically handicapped, developmentally disabled, and/or mentally disabled. Yucaipa’s 6 facilities serve 96 residents.
- **Elderly facilities.** These facilities serve persons 60+ years of age who have a disability (physical, mental, or developmental) or need extended care services. The City’s 14 facilities serve more than 600 residents.

Table 2-14 Group Quarters for People with Disabilities

Clientele	Facility Characteristics		
	Description	No. of Facilities	No. of Units/Beds
Youth	Small-Family Home	1	3
	Group Home	5	72
Adult	Adult Residential Care	4	18
	Adult Day Care	2	79
Elderly	Residential Care	11	366
	Skilled Nursing	3	240
Total		26	778

Source: California Department of Social Services and Office of Planning and Development 2020.

The County of San Bernardino has a network of service providers to address the needs of disabled people. The Inland Regional Center provides advocacy for and assistance to the developmentally disabled population. The County Department of Aging Adults provides a broad list of programs and services. The City participates in the County Consortium to obtain CDBG funds for home repairs. With respect to fair housing, the City (through the County Consortium) contracts with the Inland Fair Housing Mediation to ensure that people with disabilities are treated fairly in the sale and rental of housing.

FAMILY HOUSEHOLDS

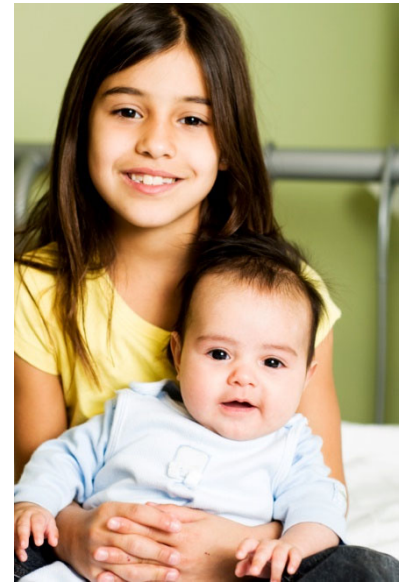
Providing decent and affordable family housing is an important goal for Yucaipa given the demographic makeup of Yucaipa. While seniors make up a large proportion of residents, there is also a growing family population. State law identifies three types of families as having special needs—large families, female-headed families, and single-parent households with children. The reasons for their special-need status differs but generally includes lower incomes, the presence of children and additional associated costs, and the lack of adequately sized rental and ownership housing.

Large families with five or more persons have special needs. The reasons for their special need are generally because of a lower per-capita income, the need for affordable childcare, or the need for affordable larger units. Yucaipa has an estimated 2,546 large family households (ACS, 2014-18). Among this group, 1,703 of large families or 66 percent of this group own a home, and 843 large households or 33 percent rent housing. According to the 2013-2017 CHAS, a disproportionately larger share of low-income large families overpay for housing compared to non-low-income large families.

Single-parent households also have greater housing needs than other households due to their limited income and higher expenses. Yucaipa has 2,602 single-parent families with children, of which, 953 are male-headed households and 1,649 are female-headed households. It is also common for lower-income single parents, particularly renters, to experience the highest prevalence and severity of overpayment and overcrowding.

Key housing and related service needs of families in Yucaipa include:

- **Income Support.** Public assistance includes health care, food assistance, and cash assistance offered to lower-income residents or those who meet eligibility thresholds. The County and nonprofit organizations make available financial assistance (food vouchers, rent vouchers, etc.) and other support services to families in need.
- **Childcare.** For working parents, many place their children in childcare during the morning or afternoon while they work. Yucaipa has eight licensed childcare centers and 10 large-family day care homes that serve more than 600 children. In addition to the larger facilities, many smaller homes serving eight or fewer children operate in Yucaipa.
- **Housing Problems.** Lower-income families, particularly single parents and large families, typically experience the highest prevalence and severity of housing problems. For single-parent families, the usual issue is overpayment. For larger families who rent housing, overpayment and overcrowding are the most prevalent issues.
- **Large Homes.** As is the case with many cities, the need for larger rental housing that can accommodate families with children is important but is often in relatively limited supply. This includes housing, including apartments or other rental options with three or more bedrooms with amenities designed for families with children.



2. Housing Needs

Housing Accommodations

Providing housing opportunities for families in Yucaipa is a challenging task. Family households, particularly those with dependent children, are the future of most communities, and resources should be targeted to assist those where possible. Certainly, many families earn higher incomes and can live in housing and neighborhoods of their choice. For others, though, the rise in housing prices and rents in the region makes it difficult to afford housing.

While Yucaipa historically provided residents with more affordable housing, particularly compared to urban communities, the price of housing has risen significantly increased over the past decade, with many single-family homes no longer affordable to moderate income households (see Table 2-15). The City's affordable housing opportunities are described below:

- **Family mobile homes.** Yucaipa is unique in California; it has the second-largest share of mobile homes of all cities. Of the City's 42 mobile home parks, 21 parks provide 2,164 units for families. More than two-thirds are rent stabilized, and two are required to provide lower-income units.
- **Family-restricted apartments.** According to City records, Yucaipa has a total of five deed-restricted affordable apartment projects that provide about 70 units of housing affordable to lower-income families. A limited number of additional renters receive housing vouchers.
- **Market-rate attached housing.** The City's housing stock offers a limited number of affordable single-family homes for families. These units are typically in older parts of Yucaipa, south of Yucaipa Boulevard, are attached products built on smaller lots, and with fewer amenities.

Table 2-15 Housing for Families

Affordable Housing	Family Housing		
	Number of Projects	Housing Units	Affordability
Family (All Ages) Mobile Home Parks	21	1,386	Under rent stabilization
		778	Exempt from rent stabilization
Family Affordable Apartments	5	70	Deed restricted for low income family households
Total	25	2,234	

Source: PlaceWorks, 2020.

The County of San Bernardino provides other services to assist lower-income families, including the Head Start comprehensive developmental services for children ages three to five and their families. Through its office in Yucaipa, this program provides specific services, such as health and social services, developmental and behavioral screenings, school readiness, and nutritional services and education. Yucaipa Valley Family Assistance also provides assistance to low-income families with children and disabled people in the city.

AGRICULTURAL EMPLOYEES

Unlike most areas of the Southern California metropolitan region, agriculture is still a sizable component of the economy in San Bernardino County, with a total value of over \$384 million per year. According to the 2017 Agricultural Census, the entire county has 1,062 farms, totaling 68,000 acres, with the median farm approximately 5 acres in size. Farm operators reported a total 2,246 hired farm workers countywide, with about half working less than 150 days per year. With respect to migrant farmworkers, there were only 21 farms that hired migrant labor, and the total estimate of migrant workers is 106.

Regionally, the City of Yucaipa is located west of Oak Glen, an unincorporated community located in the foothills of San Bernardino County. Oak Glen is known for its many festivals and tourism centered around its apple orchards, which traditionally were located in Yucaipa decades ago but gradually migrated to more suitable climate in the foothills to the east. Los Rio Ranch, Riley's Farm, Snowline Orchard, and many other small apple, berry, pumpkin, and other similar businesses are in the foothills.

Today, agricultural operations in Yucaipa consist largely of two chicken ranches, a small seasonal pumpkin patch, and Christmas tree farm. The chicken ranches employ 100 workers total. Grazing is permitted in open space areas surrounding the City, but the cattle are brought in from outside the City's boundaries. In addition, the City has equine ranches and a few small wineries, but they are small in size, family-owned, and do not have migrant labor. The City is also home to livestock operations, including poultry, that are also year-round enterprises that do not require migrant or seasonal labor. Homes in certain areas of the community may also grow limited produce.

Since incorporation, the City has become more suburban and no longer has agricultural base zones that would permit row crops, ranching, or farming. The existing Agricultural Preservation Overlay zone was originally applied to protect two properties covered by Williamson Act contracts. However, those contracts expired and the land was redesignated for housing. There is limited prime farmland designations in Yucaipa, which are located at the pumpkin patch farm and at an olive grove. However, efforts are underway to explore the feasibility of an American Viticultural Area to support the growth of vineyards and wineries in Yucaipa. This would be accomplished through a designated specific plan along with zoning regulations.

In summary, there is a minimal need for farmworker housing in Yucaipa and there is no known migrant labor working in the City. Should farmworker housing be needed, Yucaipa provides opportunities for caretaker and labor quarters as an accessory use to a primary agricultural, commercial, industrial, or institutional use. Caretaker housing refers to units occupied by the owners, operators, or caretaker employed to guard or operate the property on which the caretaker dwelling is located and or behind a primary commercial use. Given Yucaipa's nominal number of farm workers, any housing needs for this group can be addressed through existing affordable housing programs.

2. Housing Needs

HOMELESS PEOPLE

Homelessness is a pressing issue for many cities, and the varied dimensions involved have significant implications for the type of housing provided to homeless people and associated service needs. State law has attempted to address this need by requiring all communities to allow for housing accommodations suited to the needs of people experiencing homelessness. Cities have enacted zoning laws to permit emergency shelters, transitional housing, and permanent supportive housing. However, with the shortfall of housing statewide, homelessness has increased as a critical housing issue.

Obtaining an accurate count of homeless people is difficult because of their transient nature and the different definitions of homelessness. The 2013 San Bernardino County Homeless Census identified 2,321 persons in the county. Over the next seven years, the number of homeless people countywide has increased to 3,125 as of January 2020. During the same time, Yucaipa's homeless population increased from 12 to 17 individuals.¹ Of this total, 4 people are sheltered; the remainder need shelter. The County will be undertaking an updated census count with results available in mid-2022.

Yucaipa's homeless population is primarily White males (80%), between ages 25 to 61 years, 20% females, and none were youth or families with children. The majority were chronically homeless, and suffered from multiple disabilities. One-half of homeless people had a substance abuse problem that seriously limited their ability to live independently. Given this composition, there is not a need for traditionally family housing. None of the homeless population had been released in the past year from a correctional facility. Regardless, the multiplicity of needs among homeless people in Yucaipa underscores the need for a coordinated and multi-faceted approach to address homelessness.

In 2007, the San Bernardino County Homeless Partnership (SBCHP) was formed to provide a more focused approach to issues of homelessness in the County. The SBCHP consists of community and faith-based organizations, educational institutions, nonprofit organizations, private industry, and federal, state, and local governments. SBCHP was developed to promote a strong collaboration between agencies and to direct the planning, development, and implementation of the county's 10-year plans to end chronic homelessness. SBCHP continues to serve as the public agency overseeing county efforts.

San Bernardino County has adopted a Rapid Re-Housing approach to help individuals and families quickly exit homelessness, return to housing in the community, and not become homeless again in the near term. The three core components are housing identification, move-in and rent assistance, and case management and services. The approach is a Housing First intervention, focusing on moving households into housing quickly without preconditions. As such, the primary focus of assistance is addressing the circumstances of the crisis, the household's barriers to obtaining and maintaining housing, and the reasons they are unable to be housed without the program's help.

¹ Data about the homeless census, and city estimates can be accessed <https://wp.sbcounty.gov/dbh/sbchp/wp-content/uploads/sites/2/2020/04/2020-SBC-Homeless-Count-Report.pdf>

Housing Accommodations

In 2007, the Legislature amended California Government Code Section 65583, requiring cities to amend municipal codes to facilitate the development of housing for homeless people. In accordance with state law and subsequent amendments, the City has amended municipal codes. In 2010, Ordinance No. 296 was enacted to allow emergency shelters as a by-right use in the CS district. In 2016, Ordinance No. 345 was enacted to allow transitional and permanent supportive housing as a by-right use in the RL, RS, RM, and PD zones if configured like a single-family residence and in the RM, RM-24, and PD zones if configured and approved consistent as a multiple-family project.

The Municipal Code allows emergency shelters by right in the CS District. The General Plan has 210 parcels that are designated a CS district that encompass 175 acres of land. Of that total, 35 parcels provide 44 acres of vacant land. With the exception of a few larger sites, the majority of vacant parcels range in size from 0.25 acres to 3.5 acres. The vacant CS-designated sites are primarily located in western Yucaipa, but additional underutilized CS-designated sites are along Outer Highway. Should any of these many sites be developed, residents have access to city/county services along Yucaipa Boulevard via direct transit. In either case, with the relatively few homeless people, low unmet need for shelters and the many potential locations for shelters, Yucaipa has adequate sites for shelters, transitional, or permanent supportive housing.

At the same time, a growing network of local shelters and service providers has developed in Yucaipa and surrounding cities to address homelessness. Among many others, these services include:

- Nearby shelters include Our House, a home for homeless youth, is in Mentone adjacent to Yucaipa. A local nonprofit has applied for permits for emergency shelter at its Yucaipa church facility. This facility has been approved to develop and provide up to 32 beds of emergency shelter.
- Emergency shelters nearby include Redlands (e.g., Church on the Street, Blessing Center Shelter), Loma Linda (Inland Temporary Homes), Highland (Operation Grace), and San Bernardino (Mary's Mercy Center, Frazee Community Center, Salvation Army, etc.).
- In Yucaipa, Set Free Church, Interface Community Support, Family Services Yucaipa, Yucaipa Christian Church, and other local nonprofits provide low-cost food for needy individuals and families, many of whom may be at risk of homelessness.
- The Crafton Hills College has an outreach and services program for homeless/at-risk students. The REACH Project (Resources, Encouragement, and Advocacy for Crafton's Homeless) provides access, advocacy, resources, and support for homeless and at-risk students.
- In 2016, Family Service Association of Redlands opened a Yucaipa office to service low-income, homeless, and at-risk homeless Yucaipa families. The City of Yucaipa has provided Community Activity Grants each year to support the Family Service Association efforts.

2. Housing Needs

COLLEGE FACULTY, STAFF, AND STUDENTS

Yucaipa is one of few California cities to have a community college. Opened in 1972, Crafton Hills College serves 6,200 students each year. In addition, the College is the largest employer in Yucaipa, and provides employment for 400 to 500 educational support employees. The College offers Associate of Arts and Associate of Science Degrees in 50 areas of study, with seven additional multi-disciplinary degree programs. Career Certificates are offered in 25 programs, including a premier Fire Academy and EMT-Paramedic program.

Relatively few community colleges offer reserved student or faculty housing. The demand for college housing depends on many factors, including enrollment numbers, faculty, and the desire to live close to the college or in college-operated housing, and availability of affordable housing nearby. Surveys show that approximately one of four college students live on their own. The highest percentage of students live in Highland, San Bernardino, Redlands, and Yucaipa. Of the 6,200 students, 33 percent attend full time.

Yucaipa General Plan includes a College Overlay Zone adjacent to the college. The City has developed a preliminary plan and Overlay Guidelines for a potential Village Campus project near the intersection of Sand Canyon and Yucaipa Boulevard. The San Bernardino Valley College District, of which Crafton Hills College is a member, continues to study the need for college student and/or faculty housing. In the meantime, the College continues to improve its core educational facilities in accordance with its 2017 Master Plan.



Crafton Hills College in Yucaipa enrolls more than 6,000 students annually

D. HOUSING PRESERVATION

In accordance with Government Code Section 65583(a)(9), this section contains an inventory of publicly subsidized multiple-family projects and 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 subsidy contracts, mortgage prepayment, or expiration of use restrictions.

Yucaipa has 3,300 deed-restricted affordable housing and rent-stabilized mobile home units, comprising 16 percent of all housing units. An additional number of affordable mobile homes are also provided. Table 2-16 summarizes these projects and the following pages provide further descriptions and requisite analysis of projects that are at risk of conversion by 2031.

Table 2-16 Publicly Assisted Housing in Yucaipa

Project Name and Address	Project Characteristics			
	Total Units	Afford. Units	Funding Source	Built / Earliest Expiration Date
Senior Housing				
Yucaipa Crest ¹ 12385 6 th Street	45 du	44 Low	HACSB-Project Based Voucher	5-year contract Exp. 4/30/2028
Yucaipa Terrace ¹ 12435 6 th Street	51 du	26 VLI 18 Low	HACSB PBV; LIHTC; City bond; HCD RCP	PBV contract reduced to 8 units (12/1/2022); expires on 2/28/2032.
Green Valley 34955 Yucaipa Bl.	45 du	26 VLI 18 Low	LIHTC; RDA; HOME; PBV	2011 2066
Horizons -Yucaipa ² 12266 3 rd Street	50 du	42 VL; 7 Low	MHSA; LIHTC, HOME, RDA; PBV	2017 2072
The Villas 34232 County Line	96 du	19 VL 76 Low	City fee deferral, bond proceeds	2019 2074
Eldorado Palms MHP 35218 Fir Street	215 du	43 VL 84 Low	\$7.0 million RDA/MRB	1998 2048
Valley View MHP 12995 6 th Street	75 du	15 VL 43 Low	\$1.6 million RDA/MRB	2000 2050
Family Housing				
12626 14 th Street	5 du	Low	HACSB- PBV renewed every five years	Exp. 11/30/2025
12171- 83 14 th Street	4 du	Low		All SFRs; at risk analysis not required.
35152 (A-D) Eureka	4 du	Low		
Rancho del Sol MHP 12351 4 th Street	110 du	42 VL 82 Low	\$7.0 million RDA/MRB	2001
Grandview East MHP 12700 2 nd Street	99 du			2051

Notes:

HACSB: San Bernardino County Housing Authority

HOME: HOME Partnership Program

MHSA: Mental Health Services Administration PBV: Project Based vouchers

MRB: Mortgage Revenue Bond

RDA: former Redevelopment Agency

LIHTC: Low Income Tax Credit

HPI: Housing Partners Inc.

PUBLICLY ASSISTED APARTMENTS

Horizons Senior Housing

Urban Housing Communities developed a 76-unit senior project, called the Horizons, at 1227⁹ 3rd Street. Upon completion of Phase II, the project will contain 60 one-bedroom units and 16 two-bedroom units. Rents are deed restricted as affordable for households earning below 60 percent of CMFI. The project's affordability controls extend to 2072. Ten units are reserved for residents participating in the MHSA program. The project is funded with \$6.4 million in 4 percent tax credits, \$11 million in Tax Exempt Bonds, \$3.7 million in County HOME funds, \$1.7 million in Mental Health Services Act funds, and \$1.1 million in fee deferrals. Development costs totaled \$15.8 million, or \$315,000 per unit. This project was built on a 4.9-acre site at a density of 15.6 units per acre. The City is actively partnering to complete Phase II.



Green Valley Village

Corporation for Better Housing developed a 45-unit senior housing project, called Green Valley Village, located at 34955 Yucaipa Boulevard. The project includes 36 one-bedroom units and 9 two-bedroom units. Rents are deed restricted as affordable for households earning between 50 and 60 percent of the CMFI. The project's affordability controls extend 55 years to 2066. The project is funded with \$2.5 million in 4 percent tax credits, \$1.6 million loan from the former Yucaipa Redevelopment Agency (RDA), \$1.4 million in County HOME funds, \$479,000 in developer fees deferred by the City, and \$800,000 in competitive funds from the Federal Home Loan Bank. A 92-year ground lease was provided, with no rent for the term of the affordability agreement. Development costs totaled \$9.9 million, or \$220,000 per unit.

The Villas

Eagle Development built a 96-unit senior project, called the Villas, at 34232 County Line Road. Built in 2018/2019, the project includes 64 one-bedroom units and 35 two-bedroom units on a 3.6-acre RM-24 designated site at a density of 26 units per acre. Rents are deed restricted as affordable for households earning either very low (50% MFI) or low income (60% MFI) income. The affordability controls extend 55 years to 2074, guaranteeing long-term affordable units for Yucaipa seniors. The project is funded by bond proceeds, a developer loan, and \$1 million in developer fees deferred by the City. To facilitate the project, the City reduced the required minimum unit size, mix of one- and two-bedroom units, open space, parking spaces, and allowed a density bonus of 18 percent. The developer loan is to be repaid out of the proceeds of the project over a specified term.

Yucaipa Terrace

Yucaipa Terrace is a 50-unit affordable housing project for senior occupancy. Built in 2011, the former Redevelopment Agency approved an Affordable Housing Agreement with Corporation for Better Housing to finance the project. Per the terms of the Agreement, CBH would be able to use Housing Set -aside Funds, HOME Funds, up to \$7 million in tax-exempt bonds, and the 4% LIHTC (\$3.8 million) as part of the project' s financing. Additional financing included \$500,000 in deferred fees, and \$1.6 million in AHPs funds from the Federal Home Loan Bank. Currently, the San Bernardino County Housing Authority owns the project and issues project-based vouchers for 8 units. However, under the terms of the tax credit financing, the project will remain affordable to lower income seniors for 30 years, ending no earlier than 2041. Therefore, the project is not at risk of conversion to non low income uses by 2031 and therefore no further preservation analysis is undertaken.

Yucaipa Crest

Yucaipa Crest is a 45-unit apartment property that offers affordable housing for low and very low income seniors. Built in 1999, the project consists of 37 one-bedroom and 8 two-bedroom units. No information is available as to its original source of funding and development. However, the project is currently owned by the San Bernardino County Housing Authority and its affordability is maintained by project-based vouchers that are under renewable contract. The project's five-year contract expires in April 2028; and therefore, the property is technically at risk of conversion to market rents. However, as the project is owned by the HASCB, whose mission is to provide affordable housing, its risk of conversion is considered to be low compared to other affordable housing properties that are owned and managed by private, for-profit organizations. Preservation and replacement options for this property are presented later.

PUBLICLY ASSISTED MOBILE HOME PARKS

The City of Yucaipa is unique for its larger mobile home park communities; there are 42 mobile home parks containing 4,268 units within the community. Of the approximately 500 cities in California, Yucaipa has the seventh-largest number of mobile home units, exceeded only by jurisdictions such as Los Angeles, San Jose, San Diego, Fresno, Anaheim, and one smaller city, Hemet, in southern California. Of that total, 21 parks provide 2,104 units of senior-restricted housing; the remaining 21 parks provide 2,164 units for all ages.



Fremont Heights Senior Mobile Home Park

The City has established two mobile home park overlays (MHPs) to support the preservation of viable mobile home parks. These include a family mobile home park overlay (MHP1) and a senior mobile home park overlay (MHP2). As described later, an additional mobile home park overlay (MHP3) was established to allow the transition of mobile homes to other residential uses. Yucaipa also implements a rent stabilization program for mobile homes whereby annual rent increases are indexed to the consumer price index. Table 2-17 provides a summary of the City’s mobile home parks.

Table 2-17 Mobile Home Parks: Rent Stabilization Status

Mobile Home Parks	Rent Stabilization Status			
	Total Trailer Units	Rent Stabilized Units	Park Owned Units	Long-Term Leased Units
Family MHPs	2,164	1,386	474	304
Senior MHPs	2,104	1,565	334	205
Total Units	4,268	2,951	808	509
Percent		69%	19%	12%

Source: PlaceWorks, 2020.

Notes: Trailers on long-term leases are exempt from rent stabilization

The City of Yucaipa has provided financial assistance to four mobile home parks in return for placing long-term affordability covenants on the projects. The details of the affordability agreements with the Valley View, Rancho Del Sol, Grandview East, and El Dorado Palms parks are summarized below.

Valley View Mobile Home Park

Valley View Mobile Homes is a 77-space senior park owned by Augusta Communities. In 2000, the park was originally financed with \$1,600,000 in Mobile Home Park Revenue Bonds (Series A and B) that were issued by the former Yucaipa RDA and loaned to Augusta Communities. By 2012, Valley View had incurred significant deferred maintenance and rehabilitation needs. In 2012, the City agreed to a refunding bond issued by the Independent Cities Finance Authority (ICFA), a joint powers authority which the City is a member. In return, the affordability controls previously required by the City under California redevelopment law will continue to be maintained through 2050, guaranteeing rents affordable to 15 very low-income households and 43 low-income senior households living in the Valley View Mobile Home Park.

Rancho Del Sol and Grandview East Mobile Home Parks

In 1990, the former Yucaipa RDA was approached by COACH of San Diego to acquire and improve Rancho Del Sol and the Grandview East Mobile Home Estates. In 1991, the RDA and City Council approved the issuance of MHP Revenue Bonds Series 2001A and Subordinate Taxable Revenue Bonds Series 2001B and loaned the proceeds to COACH to finance acquisition and improvement of both parks in return for affordability restrictions. In 2012, at the request of COACH, the RDA issued and sold \$7.5 million in its Mobile Home Park Revenue Refunding and Refunding Bonds Series 2012A and Series 2012B for the purpose of refunding the RDA Bonds and financing certain capital improvements to both mobile home parks. In return, COACH will continue to maintain the affordability of 110 trailers for lower-income households. The affordability covenant extends 50 years, ending in 2050.

Eldorado Palms Mobile Home Park

In 1997, the Yucaipa RDA approved participation in the conversion of the Eldorado Palms Mobile Home Estates to nonprofit ownership. This approval also included RDA participation in financing the acquisition of the park by the issuance of tax-exempt bonds. In 1998, the City Council and former Yucaipa RDA adopted Resolutions No. 98-01, authorizing the sale and issuance of Mobile Home Park Revenue Bonds in an amount not to exceed \$7.5 million to finance the transfer of the El Dorado Palms to nonprofit ownership. In return, an affordability covenant was executed requiring no less than 20 percent of the spaces be rented to persons whose income is at or below 50 percent of AMI and that no less than 40 percent of the spaces be rented to persons whose income is at or below 80 percent of AMI for the qualified project period. The affordability covenant extends to an estimated date of 2048.

PRESERVATION OPTIONS

As noted from the prior assessment, the City has only one senior housing project–Yucaipa Crest– that is at risk of conversion between 2021-2031. This 45-unit senior housing project is owned by the HASCB and its affordability is governed by five year project based voucher contracts.

Available options fall into four categories:

- **New Construction.** Studies show that the median development costs per unit for affordable apartments in California are approximately \$250,000 (land included) and \$200,000 (without land) based on LIHTC projects. Development in southern California is more expensive and so more local projects are used to estimate new construction costs. In Yucaipa, two of the senior projects have generally cost between \$225,000 to \$325,000 per unit. Under these two scenarios, replacing the 45 at-risk affordable units would cost between \$10.1 and \$14.6 million.
- **Acquisition/Rehabilitation.** A city could acquire, rehabilitate, and deed restrict affordable senior units. Acquisition and rehabilitation projects have advantages in that they typically require extended affordability controls associated with the funding requirements of state and federal agencies. The average total development cost (inclusive of land) for such projects would be slightly less, such as 75 percent the cost of new construction. Under this scenario, replacing the 45 at-risk units would cost between \$7.6 and \$10.9 million. Because these are existing projects, the total development cost is inclusive of land costs.
- **Rehabilitation.** There is no industry standard for rehabilitation costs for multiple-family housing since the cost depends on the level of deferred maintenance and the improvements desired (e.g., energy conservation, roofing, kitchen/bathroom, fencing, or even paving). Assuming that rehabilitation projects average a minimum of \$100,000 per unit, the cost of preserving the 45 units would be \$4.5 million. However, rehabilitation projects generally have shorter covenants than full new construction and so the affordability term would need to be extended.
- **Extend Rent Subsidies.** Extending rent subsidies refers to providing subsidies based on the difference between the market rent and subsidized rent and length of affordability control desired (e.g., 30, 40, or 50 years). The fair market rents in San Bernardino County is \$1,289 per 2-bedroom unit and \$1,030 per 1-bedroom unit. Assuming occupancy of 1 person per bedroom, the maximum affordable rent would be \$660 for one-bedroom units and \$750 for two-bedroom units. Over 30 years, if the difference was applied, the total subsidy would be \$6.5 million.

Extending rent subsidies, at this time, would be the most affordable way to preserve at-risk projects in Yucaipa. This is the current approach being undertaken by the HASCB to control the affordability of the Yucaipa Crest.

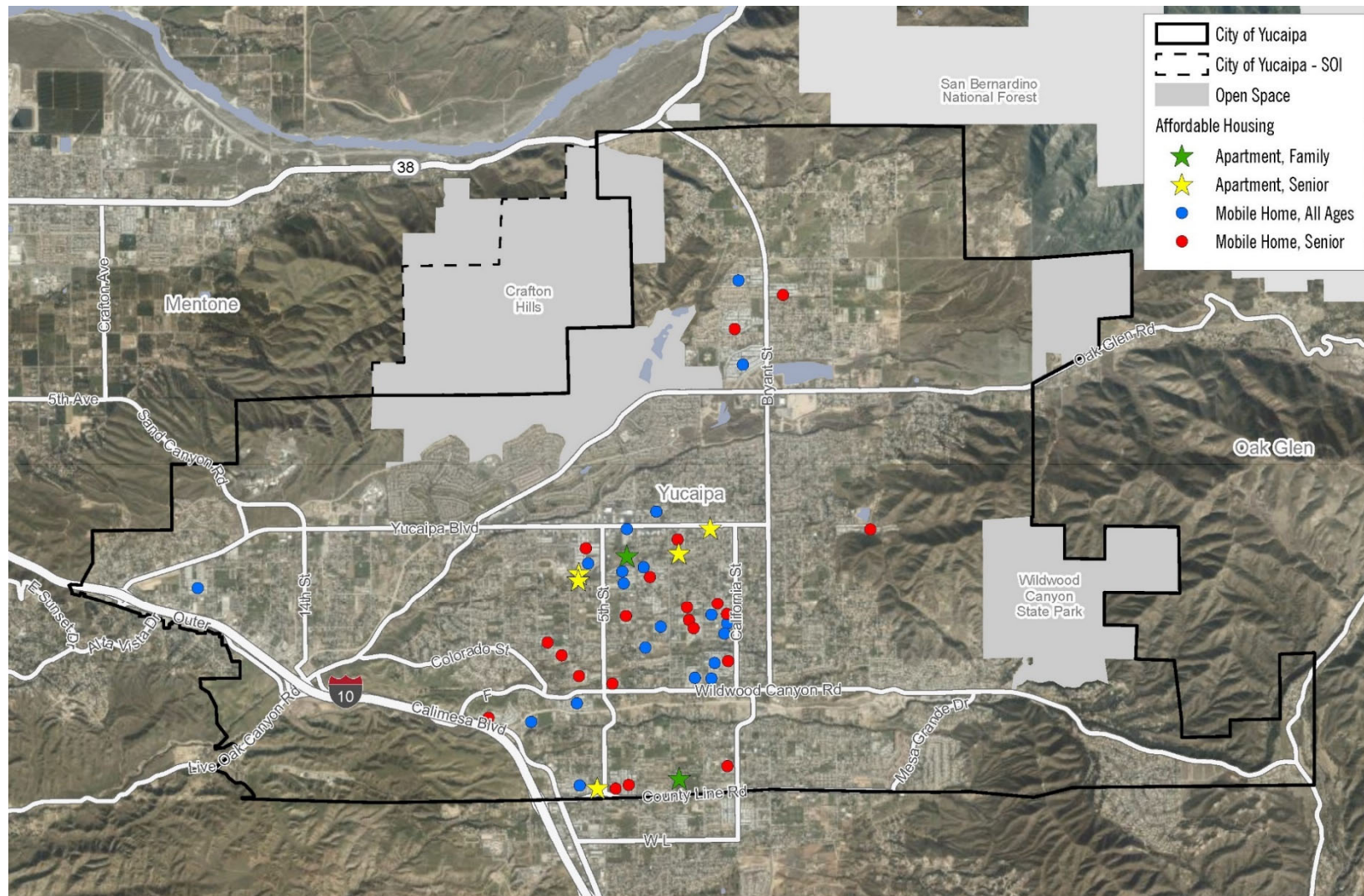


Figure 2-5 Location of Affordable Housing

2. Housing Needs

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3. CONSTRAINT ANALYSIS

This chapter contains an analysis of market, governmental, and environmental constraints to the production, maintenance, and improvement of housing for persons of all income levels, including persons with disabilities. Also included is an assessment of fair housing opportunity in Yucaipa.

A. MARKET CONSTRAINTS

Market conditions affect residential development in all cities. These factors may include the demand for housing, the balance of supply and demand (often measured by the vacancy rate), changes in financing, foreclosures, lending policies, and even pandemics, among others. The 2000s have seen each of these factors affect residential development in Yucaipa.

DEVELOPMENT COSTS

Development costs, in tandem with projected rents and sale prices of housing, affect the feasibility of building housing. Land costs include the costs of raw land and site improvements (e.g., grading, cut and fill, and cleanup). If an existing use is on the parcel, the developer must also factor in the price of an existing structure to be demolished. Other factors affecting land prices include availability, environmental site conditions, public service and infrastructure availability, aesthetic considerations, and parcel size.

Land prices vary throughout Yucaipa depending on the zone and location. Average land prices per square foot (psf) for vacant land ranged from \$1.68 in the RL District (North Bench and east Yucaipa), to \$3.47 in the RS District (Central Yucaipa), to \$4.43 in the RM District (multiple-family). However, underutilized residential sites with some level of improvements would be expected to be priced higher accordingly. Vacant commercial land averaged \$13.50 psf, although the range was quite large.

According to a cost data estimation tool provided by the Craftsman Book Company, a 2,000 square foot wood-framed single-story home is estimated to cost \$300,000 to \$350,000 to build, excluding land. Direct costs comprise about 75 percent of the total costs, with indirect costs, soft costs, and contractor markup comprising the remainder 25 percent. Apartment construction costs depend on the project type, size, and intended occupancy. Based on a limited sample, construction costs range from \$150–\$200 psf., which translates into \$150,000 to \$225,000 per unit.

Overall, residential land costs vary by jurisdiction depending on the availability of sites and density allowed. Construction costs vary less between jurisdictions, although costs are not immune to market distortions such as the COVID-19 pandemic. Cities have the most leverage in stimulating the production of affordable housing by providing land, where possible.

3. Constraint Analysis

DEVELOPMENT FEES

The City of Yucaipa charges service fees to cover the cost of processing development applications. City service fees include building permits, planning permits, environmental documentation, and other services required for residential development. Developers are also charged impact fees to fund the construction of “hard” infrastructure needed to support new housing. This might include public facilities, parks, public safety facilities, transportation infrastructure, schools, and water and sanitation facilities.

Table 3-1 shows the typical service and impact fees charged to developers. Building fees are not shown as they depend on the project valuation. [In accordance with transparency requirements in the Government Code §65940.1\(a\)\(1\)\(B\), development fees are posted along with a useful calculation worksheet at: https://yucaipa.org/development-fees/.](https://yucaipa.org/development-fees/)

Table 3-1 Residential Development Fee Schedule

Fee Category	Amount of Fee	
	Single Family	Multiple Family
Planning (all deposits unless noted)¹		
Planning Use Permit	\$2,000	\$2,000
Conditional Use Permit	N/A	\$3,400
Pre-application Review ²	\$2,000	\$2,000
Parcel Map	\$3,000	\$3,000
Architectural Review	\$1,000	\$1,000
<u>Lot Merger or Lot Line Adjustment (flat fee)</u>	<u>\$1,000</u>	<u>\$1,000</u>
Tentative Tract Map	\$5,000	\$5,000
Tentative Parcel Map Review	\$3,000	\$3,000
Final Parcel Map Development Plan Review	\$10,000	\$10,000
Final Tract Map Development Plan Review	\$10,000	\$10,000
General Plan Amendment	\$5,000	\$5,000
Environmental (all deposits)¹		
Initial Study	\$2,000	\$2,000
Negative/Mitigated Negative Declaration	\$1,000	\$1,000
Environmental Impact Report	\$6,000	\$6,000
Mitigation Monitoring	\$1,000	\$1,000
Development Impact Fees (Per Unit)³		
City Drainage Facilities	\$3,111	\$1,691
City Traffic Facilities	\$8,569	\$5,998
City Public Facilities	\$1,418	\$992
City Fire Facilities	\$828	\$828
City Park Facilities	\$2,948	\$2,064
YVWD Sewer Connection (estimate)	\$8,221	\$8,221
YVWD Water Connection (estimate)	\$13,849	\$7,254
YCUUSD School Fees (estimate)	\$14,540	\$7,997

Source: City of Yucaipa, 2020/21. http://www.yucaipa.org/wp-content/uploads/dev_svcs/DIF/DIF.pdf

1. Deposits are based on actual processing costs, which may exceed initial deposit amount.
2. Optional services and fee amount if desired by the developer.
3. Based on a single-family home of 2,000 sq ft and multifamily unit of 1,100 sq ft

To determine the impact of City and noncity fees on the cost of developing housing, the City calculated fees for two examples: (1) a standard, 2,000-square-foot, single-family home on a 0.23-acre lot and (2) an eight-unit apartment project of 1,100-square-foot units on 0.36 acres. As shown in Table 3-2, total residential development fees ranged from \$38,000–\$58,000 per unit. Of particular note, water and sewer fees together comprise the largest share, at 40 percent, of the total fee burden and school fees add 20–25 percent; the City does not have jurisdiction over these agencies or fees charged.

Based on the construction cost estimates earlier, fees comprise about 18–19 percent of construction costs, not including environmental processing fees.

Table 3-2 Fees as a Percent of Development Costs

Fee Category	Fees per Housing Unit	
	Single Family	Multiple Family
Building Permits ¹	\$4,700	\$3,314
City Impact Fees ²	\$16,873	\$11,573
School Impact (Yucaipa-Calimesa USD)	\$14,540	\$7,997
Water Service (Yucaipa Water District)	\$13,849	\$7,254
Sewer Service (Yucaipa Water District)	\$8,221	\$8,221
Total Fees (per unit)		
Total Development Fees per unit	\$58,183	\$38,359
Development Cost (average)	\$325,000	\$200,000
Percent of Cost attributable to fees	18%	19%

Source: City of Yucaipa, 2020.

1. Planning and environmental fees are not included above as they are variable and depend on location, scale of the project, environmental considerations, and other factors specific to projects.

2. City fees (those required by the City of Yucaipa) include drainage, road, public, fire, and park impact fees. City fees also include building permit fees.

The City implements programs to lessen the impact of fees for homebuilders. Developers may defer payment on fees from when the building permit is issued until occupancy, which reduces the loan needed to finance a project. This strategy was used to facilitate construction of an affordable senior project. For affordable housing, the developer can request incentives (e.g., increased density, reductions in standards, waivers of impact fees for bonus units, etc.) that reduce development costs. In addition to these efforts, the City also amended its Development Impact Fee Program in 2017 to reduce the per-unit costs levied for multiple-family dwelling units.

As infrastructure is a critical need for developing areas, the City has adopted programs to mitigate the cost of building and financing infrastructure as well. In 2019, the City adopted Resolution No 2019-44 authorizing participation in the Statewide Community Infrastructure Program. The City is also exploring the development and use of an Enhanced Infrastructure Financing District. Both of these programs are described later in this chapter.

AVAILABILITY OF FINANCING

The availability of financing is a key issue for consumers and developers. Developers, particularly those who build apartments and condominiums, depend on favorable financing for construction and bridge loans. On the flip side, mortgage rates are inversely related to home purchase activity; high rates discourage home buyers and low rates encourage home buying.

Mortgage Rates

Nearly all homebuyers must obtain a loan to purchase property, and as such loan variables, such as interest rates and insurance costs, play an important role in the decisions of homebuyers. For mortgage loans, a rate differential of 1 to 2 percent can make a large difference in the monthly mortgage payment. Homeowners must also consider the initial costs of improvements following purchase of a home. These costs could be related to making necessary repairs or tailoring a home to meet individual needs. The length of the loan term is also a key consideration in affording a home.

Mortgage rates affect the affordability of housing for prospective buyers; increases in interest rates make it more difficult to afford a home, while decreases in interest rates increase the number of potential homebuyers. Interest rates are determined by economic conditions and policies developed at the national level. While mortgage interest rates for new home purchases in 2012 were 4 percent for a 30-year fixed loan, competitive by historic standards, they have since fallen to 3 percent. Thus, the availability of mortgages is not a current constraint for most homebuyers. However, interest rate fluctuations, along with down-payment requirements, can vary over time and represents one key variable towards obtaining housing.

Construction Financing

Construction financing is also a key concern. While larger construction firms are often well capitalized and have sufficient capital reserves to finance the acquisition of land and development costs, smaller developers depend on securing construction financing that is often subject to economy. In a recent (2020) survey of the National Homebuilders Association, lenders reported a tightening in financing for acquisition, development, and construction costs. Further, various developers have also relayed that financing for multiple-family projects have been significantly impacted because of the COVID-19 pandemic. As the pandemic subsides, credit is anticipated to become more available as the market recovers to pre-2020 levels.

At present, the City of Yucaipa does not have sufficient financial resources to subsidize residential development, and developers must secure their own short-term and long-term construction financing. However, the City does have programs that can lower both construction and financing costs. For instance, the City is exploring the formation of an Enhanced Infrastructure Financing District to help fund infrastructure in certain areas of Yucaipa and has received a grant through the SCAG to implement this tool. The City also participates in the Statewide Community Infrastructure Program (SCIP) program, which is another tool to reduce construction financing costs.

OTHER NONGOVERNMENTAL FACTORS

In accordance with AB 879, the housing element must analyze additional potential and actual nongovernmental constraints. These include requests to develop housing at densities below those anticipated in a specified analysis, and the length of time between receiving approval for a housing development and the submittal of an application for building permits for that development. The intent is to determine whether these nongovernmental constraints hinder the construction of a locality's share of the regional housing need.

The following is a high-level assessment of the density, timing, and other nongovernmental factors affecting residential development.

- **Density of Development.** Density of development is often equated with the affordability of the home to prospective buyers and renters. As described in Chapter 4, single-family residential projects are being proposed near the higher end of densities allowed for by the zone. Many of the RM-designated apartment properties are proposed at a density of 8 du/ac and oftentimes at 16 du/ac if restricted for seniors. Affordable housing developers have also proposed new developments (e.g., senior housing) at near maximum densities and obtained density bonuses.
- **Timing of Development.** The length of time between receiving approval for a housing project and the submittal of a building permit application will vary depending on the size of project and the applicant. For example, some of the smaller-scale developers in the City will entitle several different projects, and then develop each individual project at a time. Other applicants may entitle a project that is intended to be sold to a homebuilder. However, in many cases, developers who received project approval will submit construction documents within a year.
- Many recent entitlements are in the permitting phase or completing the initial site preparation efforts to start building new units. In addition, the City permits concurrent review process to allow the simultaneous review of entitlement and construction plans in an effort to provide additional flexibility for developers and reduce project development timelines. For example, the Eagle Housing 96-unit senior housing project, the R.C. Hobbs 44-unit condominium project, and the McFayden multiple family projects all utilized this expedited process to help move forward.
- **Public Health Emergencies.** Like most cities, the COVID pandemic has impacted the timing of residential development. Early in the pandemic, it was not uncommon for projects to be temporarily stalled due to labor shortages, public health directives, or other side effects (e.g., material shortages and significant price increases for lumber). The effect was particularly hard for smaller developer/builders or homeowners wishing to build accessory dwelling units. These types of temporary market disruptions affect all communities in the southern California region and are expected to subside as the economy returns to normal.

B. LAND USE CONTROLS

This section introduces the City’s Municipal Code regulations that affect the location, density, and types of permitted residential land uses in Yucaipa and the general impact on the types and prices of housing. In accordance with transparency requirements in the Government Code §65940.1(a)(1)(B), the general plan, municipal code, development applications, and development standards are posted at: <https://yucaipa.org/development-services/>.

GENERAL PLAN LAND USE

State law requires each incorporated jurisdiction to have a comprehensive general plan that establishes the guidelines for all development within its jurisdictional boundaries. Yucaipa’s Land Use Element, a chapter of its general plan, establishes the basic land uses and density of development in the various planning areas of the city. The City of Yucaipa’s comprehensive General Plan provides five residential land use designations, shown in Table 3-3.

Table 3-3 Primary Residential Land Use Designations

General Plan Designation	Density Range	Primary Residential Use Allowed
RL Designation Rural Living	<1.0 units per acre	To encourage appropriate rural development where single-family residential is the primary use and where complementary agricultural or other uses are allowed
RS Designation Single-Family Residential	1.0–4.2 units per acre	To provide areas for single-family homes on individual lots and accessory and nonresidential uses that complement single-family neighborhoods
RM Designation Multiple Residential	4.2–8.0 units per acre	To provide areas for a variety of attached, detached, and/or mixed residential development with a wide range of densities and housing types
RM-24 Designation High-Density Residential	20–24 units per acre	To provide areas for quality high density residential uses suitable for apartments, townhomes, and condominiums in select areas of the community
Planned Development	Up to 8 units per acre	To allow residential, commercial, and/or manufacturing activities suitable for Specific Plans, large-scale planned developments, cluster development, etc.

Source: City of Yucaipa General Plan, 2020.
Notes: Suffix on RL designations refer to minimum acre (gross); suffix on RS and RM refers to minimum (net) square footage of an individual lot; suffix on RM-24 refers to maximum density
RL General Plan designations include RL-1, RL-2.5, RL-5, and RL-10.
RS General Plan designations include RS-72C, RS-10M, and RS 20-M.
RM General Plan designations include RM-72C and RM-10M; max density is 8.7 du/ac.

Residential development may also be permitted in the General Commercial and Service Commercial districts in conjunction with commercial developments subject to Planned Development review. Developers can also create Specific Plans with detailed residential land use districts other than those in the general plan. Recent examples include the Freeway Corridor and Uptown Specific Plans. The Freeway Corridor is undergoing an update to address the retail, commercial, and residential changes that occurred after the great recession.

Overlay Districts

The City's General Plan and Municipal Code include overlay districts to apply special development standards and/or permit processing requirements to sites with identifiable hazard constraints, environmental resources, or community concerns. Table 3-4 organizes the various overlay districts into three general groups and includes their purpose and intent.

Table 3-4 Overlay Districts in Yucaipa

Overlay District	Purpose and Intent
Hazard Protection	
FR: Fire Safety Overlay	Hazard protection overlays help to identify the physical and environmental constraints such as fire safety, floodplains, geologic hazards, noise hazards, and hazardous waste. These overlays define general areas that may be inappropriate for residential development or that are appropriate for development but require safety measures or mitigation.
FP: Floodplain Safety Overlay	
GH: Geologic Hazard Overlay	
NH: Noise Hazard Overlay	
Resource Preservation	
AP: Agricultural Preserve Overlay	Resource protection overlays address agricultural resources, biotic resources, cultural resources, mineral resources, paleontological resources, and scenic resources. These districts define areas that contain known resources and thus trigger the need for site-specific technical studies in conjunction with CEQA. Districts do not establish additional requirements for discretionary review versus other areas of the city.
BR: Biotic Resources Overlay	
CP: Cultural Resources Preserve.	
MR: Mineral Resources Overlay	
SR: Scenic Resources Overlay	
Land Use Modification	
AA: Additional Agriculture Overlay	Land use modification districts cover specific types of housing and locations. The AA and AH overlays are no longer used in Yucaipa. The MHP District contains three distinct overlays that address the preservation and reuse of mobile home parks. The SP District defines areas subject to requirements of an adopted specific plan, while the CH Overlay applies design standards to large-lot single-family residential neighborhoods in the RL and RS Districts.
AH: Alternate Housing Standards	
MHP: Mobile Home Park Overlay	
SP: Specific Plan Overlay	
CH: Custom Home Overlay	
Source: City of Yucaipa General Plan, 2020.	

Compliance with overlay district requirements may impact housing development costs to varying degrees depending on project location. However, the additional requirements in these areas are needed to protect the public health, safety, and welfare. Moreover, none of the higher-density sites designated to address the lower-income RHNA is within an overlay district. Therefore, for the reasons discussed previously, the overlay districts do not constrain the provision of affordable housing and instead pertain to more of the existing site conditions of an area.

3. Constraint Analysis

RESIDENTIAL USES BY ZONE

Housing element law requires cities to facilitate and encourage a range of housing types for all economic segments of the community. This includes the production of housing to meet various special needs of seniors, people with disabilities, farmworkers, homeless, and others. Yucaipa's Development Code provides for the housing types required by state law. The primary land use designations allowing residential uses are below and in Table 3-5.

RL: Rural Living

CG: General Commercial

RS: Single Residential

CN: Neighborhood Commercial

RM: Multiple Residential

CS: Service Commercial

RM-24: High-Density Residential

PD: Planned Development

Table 3-5 Permitted Residential Uses by Primary Zone

Type of Unit	Primary Land Use Districts							
	RL	RS	RM	RM-24	PD	CG	CN	CS
Conventional Housing								
+ Single-Family Detached	P	P	P		P			
+ Single-Family Attached			P		PD			
+ Multifamily (4 or less)			P		PD			
+ Multifamily (5 or more)			C	P	PD			
Other Types of Housing								
+ Manufactured Homes	P	P	P		P			
+ Mobile Homes ¹	C	C	C					
+ Accessory Dwelling	P	P	P	<u>P</u>	P			
Special-Needs Housing								
+ Residential Care <u>6 or less</u>	P	P	P		P			
+ Residential Care >6 clients ²			C		C			
+ Senior Housing (5 or more)			C		PD			
+ Single Room Occupancy ²								C
Homeless Facilities								
+ Emergency Shelter								P
+ Transitional Housing ²	P	P	C					
+ Supportive Housing ²	P	P	C					
+ Low Barrier Navigation Ctr	See Text							

Source: Yucaipa Development Code.

Notes:

P = Permitted by right; PD = Planned Development Permit; C = Conditionally Permitted

Mobile home parks are a nonconforming use in all land use districts, where not explicitly permitted.

1 Permitted by right if the use occupies a single-family home and serves 6 or fewer residents.

2 Larger facilities are allowed with an approved conditional use permit in the RM district only.

The following provisions describe how certain housing types are provided.

Manufactured Housing

Manufactured housing covers a range of different housing products constructed largely in a factory setting. These can include mobile homes, manufactured housing, whether built in a factory or assembled on-site, or other modular types of homes. The City of Yucaipa's provisions for allowing manufactured housing are noted below.

Mobile Homes

Prior to incorporation in 1989, the County established the largest inventory of mobile home parks in California within present day Yucaipa. A total of 42 mobile home parks were established, providing more than 4,400 mobile homes or 20 percent of all housing in the city. Today, mobile homes provide a source of affordable housing for many families and seniors in the community. Mobile homes are presently conditionally permitted in all residential zones and designated as a nonconforming use in other land use districts.

In the 1990s, the Mobile Home Park Overlay District was established to protect and promote the maintenance and viability of existing mobile home parks through appropriate zoning. It is an overlay district where mobile home parks are established as the primary land use to limit the conversion of existing affordable housing to other land uses. Over time, the City has modified the district to include three overlays to encourage the preservation and/or transition of properties depending on their current and future status:

- MHP Overlay 1: includes all mobile-home parks in Yucaipa, including family and senior-restricted parks.
- MHP Overlay 2: includes mobile home parks restricted for affordable housing and senior occupancy and protected from transition.
- MHP Overlay 3: includes parks eligible for transition to other land uses provided local, state, and federal regulations are adhered to.

Manufactured Homes

Homes constructed in a controlled factory environment and that adhere to federal construction codes are known as manufactured homes. Following construction, these single-family structures are moved to the home site and set up. Manufactured homes are typically delivered as panels or sections. State law preempts local governments from enacting more stringent design and other requirements on manufactured housing than conventional single-family residential dwellings constructed on the same lot.

State law allows factory-built housing to be constructed in any zone where similar types of housing are built. In accordance with Government Code Section 65852.3, a city, including a charter city, county, or city and county, shall allow the installation of manufactured homes certified under the National Manufactured Housing Construction and Safety Standards Act of 1974 (42 U.S.C. Section 5401 et seq.). In Yucaipa, the installation of manufactured homes is allowed as a by-right use in residential zones on lots designated for single-family homes, provided they are not more than 10 years old.

3. Constraint Analysis

Accessory Uses

The City of Yucaipa Municipal Code has provisions for the construction of different types of accessory uses in the community that offer housing for residents and employees. These are described below.

Accessory Dwelling Units

ADUs are an additional attached or detached residential unit that provides complete independent living facilities for one or more persons. The unit shall include permanent provisions for living, sleeping, eating, cooking, and sanitation on the same parcel that the single-family unit is located. The term “ADU” also includes an “efficiency unit,” as defined in Health and Safety Code Section 17958.1 and a “manufactured home” as defined in Health and Safety Code Section 18007. The City’s definition of ADU and Junior ADU is consistent with those specified by state law.

Most recently, in January 2020, the City Council enacted Ordinance 385 entitled “Accessory Dwelling Units” to incorporate the most recent changes to state law with respect to the allowance of ADUs. [The City’s Development Code establishes procedures for permitting an ADU, as a by-right use, on lots zoned for residential uses \(including the RM-24 zone\).](#) to implement state law for such uses, and to protect and preserve existing neighborhoods by ensuring appropriate design standards. Depending on the specifications of the unit, the ADU may be subject to an administrative Land Use Compliance Review process or be eligible for a streamlined building permit process. [Program #22 includes an update to the ADU provisions in the Development Code as needed consistent with state law.](#)

Other Accessory Dwellings

The Yucaipa Municipal Code also allows residential dwellings as an accessory use to a primary agricultural, commercial, industrial, or institutional use where such use is necessary for on-site residency to maintain, operate, and/or secure the primary nonresidential land use on the property. These uses are twofold:

- **Caretaker Housing.** Caretaker housing is the residential occupancy of a dwelling unit by the owners, operators, or caretaker employed to guard or operate part or all of the property on which the caretaker dwelling is located as an accessory use. The caretaker dwelling unit may be located either above the first floor or behind a primary commercial use.
- **Labor Quarters.** Labor quarters refers to the residential occupancy of a housing unit with individual, shared, or no kitchen facilities to provide accommodations for the employees and their families of agricultural, mining, logging, major construction, scientific exploration, or other remote land uses. Currently, no such units exist due to a lack of need.

In reviewing the Development Code, the City allows guest housing to be used by the occupants or temporary guests of the occupants of the premises and is not to be rented or otherwise used as a separate dwelling. The City also allows “dependent housing,” which is analogous to the traditional “granny flats.” The Housing Program contains a program to review these provisions for consistency with state law along with any new changes to ADU law.

Housing for People with Disabilities

The YMC allows for residential care facilities and senior housing that can accommodate residents with disabilities. During the prior planning period, the City adopted Ordinance 345 to bring codes into consistency with state law.

Small Residential Care Facilities

The Municipal Code defines a small residential care facility as “any State-licensed facility that provides care, services, or treatment in a community residential setting for six or fewer persons, not including the licensee or facility staff, and which is required by State law to be treated as a single housekeeping unit for zoning purposes.” The Health and Safety Code requires that such facilities serving six or fewer people to be considered a residential use of property, and subject only to the restrictions that apply to other dwellings of the same type in the same zone. Ordinance 345 requires the City to allow small residential care facilities in all zones allowing residential uses and treat them the same as any other residential use of the same type.

Large Residential Care Facilities

The YMC defines a residential care facility as “any State-licensed facility, place, site, or building, that provides care, services, or treatment in a community residential setting for seven or more individuals, who are not living together as a single housekeeping unit.” The YMC allows large, residential care facilities in the RM zone pursuant to a Conditional Use Permit. Ordinance 345 identifies the requirements for the application, physical design, and operation for such land uses to allow such uses to be treated similarly to other multiple-family type projects in terms of project and facility scale, and to ensure consistency with state licensing requirements. While the City will continually review state legislation and keep ordinances up to date, the City has assessed the group home regulations and does not find that these regulations act as constraints, since they still allow for group homes to be approved in certain zones.

Senior Housing

The City offers a 100-percent density bonus to facilitate the development of multifamily senior housing in the RM Land Use District. Senior housing projects (five or more units) are permitted by Conditional Use Permit in the RM District and by planned development permit in the PD and CG Districts. To facilitate projects, a parking reduction of 50 percent can be granted for senior projects through a variance. The City’s processing efforts ensure consistency with any applicable state regulations, such as AB 744, that may also provide flexibility for senior housing (and other density bonus) projects.

While the Municipal Code makes provisions for senior housing, the use is not defined. During the past few years, the housing industry has developed senior housing with differing levels of care, often all within the same facility or property. Given the number of seniors and housing types that could support senior needs, greater specificity in the municipal code may be warranted. The Housing Plan proposes to study the need to define senior housing, the permitting process, and zone where such housing types are permitted and, if warranted, make required amendments to the municipal code.

3. Constraint Analysis

Homeless Facilities

State law requires cities to identify adequate sites and standards to facilitate and encourage the development of emergency shelters, transitional housing, and permanent supportive housing.

Emergency Shelter

Emergency shelters are allowed by-right in the CS District. In accordance with state law, the City has adopted measures to ensure their safe and effective operation. An applicant must demonstrate that a shelter will have: (1) adequate security measures (e.g., external lighting, parking, outdoor facilities, and security staff); (2) be made available to residents for no more than 180 consecutive days; (3) provide staff and services to assist residents to obtain permanent shelter and income; (4) avoid locating within 300 feet of another shelter; and (5) provide a City-approved management plan for its operations.

Transitional Housing

The City Council enacted Ordinance No. 296 to address the need for transitional housing, defined as 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"...." The City permits transitional housing, as a by-right use, in single-family homes serving six or fewer residents in residential districts. Larger facilities are allowed with an approved Conditional Use Permit in the RM zone.

Supportive Housing

The YMC allows supportive housing, defined as "housing with no limit on length of stay, occupied by a targeted population (consistent with Government Code §65582) and that is linked to on-site or off-site services that assist the housing resident in retaining the housing, improving his or her health status, and maximizing his or her ability to live and, when possible, work in the city." The permit process and allowing zones are the same as transitional housing. However, in accordance with AB 2162, the YMC will be amended to allow supportive housing as a by-right use in zones where multifamily and mixed uses are permitted, including nonresidential zones permitting multifamily uses.

Low Barrier Navigation Center

The YMC allows single-room occupancy (SRO) units that can also provide accommodations for special-needs groups, including homeless people. The City allows SROs in the CS District with an approved Conditional Use Permit. AB 101 requires that a Low Barrier Navigation Center (LBNC) be a use by right in areas zoned for mixed uses and nonresidential zones permitting multifamily uses if it meets specified requirements. A LBNC is a Housing First, low-barrier, service-enriched shelter focused on moving people into permanent housing by providing temporary living facilities while case managers connect individuals experiencing homelessness to various services. The Housing Plan contains a program to amend the zoning code in accordance with state law.

C. DEVELOPMENT REGULATIONS

The Yucaipa Municipal Code and Development Code provide more specific residential development standards that determine building height, density, setbacks, parking, etc. They also regulate the permitting processes, required building code standards, and other features of new development.

RESIDENTIAL DEVELOPMENT STANDARDS

Table 3-6 lists residential development standards for housing in Yucaipa. The Development Code allows for semirural and suburban development at a density ranging from approximately 1 to 24 units per acre, except for higher densities within certain specific plan areas. In accordance with transparency requirements in the Government Code §65940.1(a)(1)(B), the City posts zoning and development standards at: <https://qcode.us/cod3-13ldg.3-13aipa/>.

Table 3-6 Residential Development Standards

Standard	Primary Residential General Plan/ Zoning Districts				
	RL	RS	RM	RM-24	PD
Density Range					
- Minimum	None	None	None	20 units	None
- Maximum	1.0 units	4.2 units	8.7 units	24 units	8.0 units
Lot and District Size					
- Min Lot Size (sq. ft.)	1 acre	7,200	7,200	5 acres	10 acres
- <u>Min. District Size</u>	<u>10 acres</u>	<u>10 acres</u>	<u>10 acres</u>	<u>5 acres</u>	<u>40 acres</u>
Lot Dimension (ft.)					
- Width	125	60	75	N/A	60
- Depth	125	100	100	N/A	100
Max. Allowed Building Height (ft.)	35	35	35	45	45
Building Stories	n.s.	n.s.	2 stories	3 stories	3 stories
Minimum Yards (ft.)					
- Front	30	25	20–30	30–40	25
- Rear	25	20	15	15–20	10
- Side	15	5-10	10–20	20–25	10
Lot Coverage (pcnt)					
- Max Lot Coverage	40%	55%	60%	60%	80%
- <u>Max. Bldg. Coverage</u>	<u>40%</u>	<u>40%</u>	<u>60%</u>	<u>50%</u>	<u>65%</u>

Source: City of Yucaipa, 2012.

Note: These standards are generalized. Small variations may exist.

The City has also adopted residential development standards as part of specific plans or focused overlay areas. These include the Crafton College Overlay, Freeway Corridor Specific Plan, Uptown Specific Plan, and other areas. The Housing Plan sets forth programs for each of these areas to facilitate residential development. In addition, the Freeway Corridor Specific and Uptown Specific Plan are proposed to be updated during the 2021-2029 planning period.

3. Constraint Analysis

Parking Standards

Adequate parking is an important component of well-designed development, contributing to the value of a project, the safety of residents, and livability. Yucaipa's parking regulations, shown in Table 3-7, are intended to promote efficient land use, reduced in street congestion and traffic hazards, vehicular and pedestrian safety, and financial feasibility for a new residential project.

Table 3-7 Parking Standards for Residential Uses

Types of Residential Development	Parking Requirements	
	Required Parking	Guest Spaces
Single-Family - Detached unit - Attached unit - Manufactured	2 spaces/unit in enclosed garage 2 spaces/unit in enclosed garage Same as a stick built home noted above	None
Multiple-Family ¹ - 1- bedroom unit - 2- bedroom unit - 3- bedroom unit	2.0 spaces per unit In enclosed garage or carport. In enclosed garage (mandatory) In enclosed garage (mandatory)	0.5 spaces, open, for each unit
Condominium ¹ - 2-3 bedroom unit - 4 + bedroom unit	2 spaces/unit in enclosed garage plus: one additional open space for 2/3 bd unit two additional open space for 4 bd unit	0.5 spaces, open, for each unit
Multiple- Family ² - Studio/efficiency unit - 1- or 2- bedroom unit - 3- bedroom unit	1.5 spaces in carport or enclosed garage 2.0 spaces in carport or enclosed garage 2.5 spaces in carport or enclosed garage	0.5 spaces, open, for each unit
Mobile Home Parks	2 spaces per unit (which may be tandem) on each mobile home lot	1 space per 10 units
Residential Care	For small facilities serving 6 or fewer residents, same as single-family house of the same type in the same zone. For larger facilities, one space for each 3 residents based on the capacity of the home, plus one space for each staff onsite	
Emergency Shelter	1 parking space for every 250 square feet of gross floor area unless demonstrated different parking need	
Transitional Housing and Supportive Housing	Same as single-family residential or multiple family residential, depending on the type of structure	
Single-Room Occupancy	Same as multiple-family standards for efficiency units.	

Source: City of Yucaipa, Municipal Code, 2012.

Note:

1. Applies in the RM district
2. Applies in the RM-24 District. 50% of the parking spaces must be in an enclosed garage.

The City offers parking reductions in several ways. Per state density bonus law, the City permits reduced vehicular parking ratios, inclusive of handicapped and guest parking, as follows: 1 on-site space for each 0–1 bed unit, 2 on-site spaces for each two- to three-bed unit, and 2 ½ spaces for each 4- or more bed unit. Reduced parking is also allowed through a minor variance. The City has also recently approved many apartments offering 1-, 2-, and 3-bedroom units (See Table 4-3), demonstrating that parking requirements, while adding to project costs, have not constrained the production of multiple-family housing.

Multiple-Family Development Standards

The RM-24 Land Use District implements General Plan policies that allow for high-quality multiple-family housing that also may be affordable to lower-income households. The District's intent is to provide for apartments that contain an industry standard level of amenities, coupled with appropriate parking, provide a desirable living environment, and do not replicate the issues associated with older apartments built prior to the City's incorporation.

Amenity standards are summarized below:

- **Apartment size.** The minimum size shall be 550 square feet for a studio, 650 square feet for a one-bedroom unit, 800 square feet for a two-bedroom unit, and 900 square feet for a three-bedroom unit. No more than 10 percent of the units shall be studios and no more than 35 percent shall be one-bedroom units.
- **Open space.** Open space improves the desirability and livability of a unit. To that end, each unit is required to have a minimum of private open space of 150 square feet, in the form of a patio or private yard, with a minimum dimension of 10 feet. For units above the ground floor, one or two balconies with a combined area of 100 square feet are required.
- **Unit amenities.** Each unit must have at least three amenity items, but only one item marked with an asterisk can be counted toward that requirement.

• fireplace	• <u>entry courtyard or arbor</u>
• <u>kitchen bay windows</u>	• <u>decorative doors</u>
• <u>skylights</u>	• <u>enclosed garage, where not required</u>
• <u>oversized closets</u>	• <u>air conditioner*</u>
• <u>refrigerator*</u>	• <u>security alarm system</u>
• <u>dishwasher*</u>	• <u>automatic garage door opener</u>
• <u>washer/dryer units*</u>	• <u>other comparable features</u>
- **Site amenities.** Projects consisting of 100 to 200 units shall provide at least five of the following recreational amenities: open lawn area of at least 100 feet, multiple enclosed tot lots with play equipment, pool and spa, community multipurpose room with kitchen, barbeque facility, sport court facilities, and jogging and walking trails with exercise station.

Municipal Code requirements to provide amenities in apartments are designed to meet the market demand of apartment residents and further fair housing, particularly for families with children at home. Many of these amenities are industry standards and add a nominal cost, when apportioned over the life of a building. In practice, the City approved the Bungalow Apartments which met these standards and all rents are affordable to moderate income households. The City facilitated development of the Villas, which also included amenities. Should reductions in amenities be needed, opportunities are available to obtain modification of these standards through a PD district or through waivers or incentives permitted under the City's density bonus provisions.

3. Constraint Analysis

Other Development Standards

The YMC provides additional regulations that guide the type, density, and quality of residential development. These include district size, lot and building coverage requirements, structure heights, and residential density among others. Additional standards and their cumulative impact are described below.

- **District Size.** The YMC has minimum acreage requirements for each residential district to prevent spot zoning. When the amendments creating the RM-24 zone were drafted, the minimum lot size for a RM-24 project equaled the minimum district size of 5 acres. However, the City has allowed RM-24 projects on smaller parcels as a matter of practice, consistent with how projects in other districts are implemented. To clarify practice, the City proposes to make a text amendment to the YMC to explicitly allow RM-24 projects on lots smaller than 5 acres.
- **Lot and Building Coverage.** The YMC offers a graduated lot coverage requirement, from 40 percent in the lowest density zones to 60 percent in the highest density zones, with a maximum coverage of 80 percent in the PD zone. Maximum building coverage ranges from 40 percent in low density zones to 50 percent in higher density zones, with a maximum of 65 percent with a PD zone. These lot and building coverage ratios are common in the Inland Empire and have not constrained development. Higher building coverage may require more expensive on-site infrastructure to satisfy County WQMP requirements.
- **Residential Densities.** Residential densities begin at 0.2 units per acre in the foothills of Yucaipa where minimum lot sizes are 50 acres. As topography becomes flatter on the valley floor, allowable densities generally increase to a maximum of 24 dwelling units per acre. The Housing Plan also proposes to increase maximum densities in the Uptown to 24 dwelling units per acre as a by right allowance. As can be seen from the land inventory and RHNA credits proposed, the City has a wide range of housing projects that have received entitlements and are anticipated to be developed during the 2021-2029 planning period.
- **Residential Heights.** Residential structures range from one story to three stories (35 to 45 feet) depending on the location of the proposed residential project. Higher residential structures have implications for fire engines, with taller structures requiring multimillion dollar ladder trucks to be able to provide appropriate fire suppression services. Maintaining ISO ratings for fire protection and insurance will require that a community be served by ladder trucks.
- **Cumulative Impact.** The City has entitled more than 50 developments for the 2021-2029 planning period. These include single-family homes, duplexes, condominiums, townhomes, and apartments. Additional accessory dwellings have been approved. These pipeline projects are meeting the allowable densities prescribed even with the cumulative impact of the development standards noted above and, furthermore, the projects can achieve maximum density without a variance. Therefore, current standards are not deemed an actual governmental constraint.

AFFORDABLE HOUSING INCENTIVES

Given the California court’s ruling that redevelopment authority is abolished, cities were left with few financial tools to assist in facilitating the production of affordable housing. With the loss of traditional financial means, the City of Yucaipa provides the following housing incentives:

- **Density bonus.** Ordinance 297 created a local density bonus ordinance that offers the same types of development incentives as required under state law. Because seniors make up a large percentage of residents, Ordinance 297 included a 100-percent density bonus for senior housing. Since its adoption, the City has approved the density bonus provision to facilitate the Green Valley Village senior project, located in Uptown Yucaipa, among other projects. The City’s density bonus ordinance is updated periodically in accordance with state law.
- **Planned development.** The PD District is intended to allow for innovative approaches in residential design. The PD District allows for a 100-percent density transfer provided all other performance criteria are met, and an additional 10-percent density bonus above the general plan land use district for projects that meet additional criteria. The planning commission can modify and reduce building setbacks, height, lot size, parking spaces, and amenity requirements. This tool has been used for the Chapman Heights Bungalows.
- **Minor variance.** The Municipal Code authorizes a minor variance to ensure that developers of any property, because of special circumstances, such as size, shape, topography, location, or surroundings, be accorded privileges common to properties in the same vicinity. The City Planner may approve requests to modify the following requirements of the code:
 - Up to 30% of parking requirements, not to exceed two spaces
 - 30–40% of front, side, and rear yard setbacks subject to conditions
 - Up to 30% of area requirements, excluding lot area requirements
 - Up to 30% of height limitations
 - Up to 30% of standards set forth in overlay districts
 - Up to 50% of maximum gross floor area requirements
 - Up to 20% of minimum floor width of single residential design
- **Fee waivers.** The City has several programs to reduce the impact of fees. The City allows development fees to be deferred until occupancy. Moreover, for affordable housing, the developer can request incentives (such as increased density, reductions in standards or waivers of impact fees for bonus units) that can be monetized and help to reduce the overall costs of development. An example of this is in the last housing element cycle, the City participated in three affordable housing projects, providing and/or facilitating gap funding for each project.

BUILDING CODES AND ENFORCEMENT

Building and property maintenance codes in Yucaipa are required to ensure that structures, including housing, are built in a safe manner, that individual properties and neighborhoods are well maintained, that owners see a financial benefit in improving properties, and that Yucaipa attracts and retains development that benefits its economy. To maintain quality residential development and property values, the City Council has recently enacted new building and property maintenance codes.

With respect to building and structures, the Yucaipa City Council has adopted all the building codes contained in the Building, Fire, Mechanical, Plumbing, Electrical, and Uniform Housing Code. The Health and Safety Code, Section 18938, establishes standards for all types of buildings and occupancies and requires these standards be adopted by all jurisdictions. The California Building Code allows communities to adopt modifications or additions to their local building codes that address specific local conditions. The City has adopted the 2019 Code with modifications primarily related to hazards.

The City's geographic area is overlain by various hazard zones. These include Alquist-Priolo Earthquake Fault Zones, 100- and 500-year Flood Hazards, and Very High Fire Hazard Severity Zones. For these areas, the City has established additional development code regulations to reduce the likelihood of sustaining damage from these natural hazards. As part of the 2016 General Plan update, the City revised its Safety Element to address new fire regulations promulgated by the Board of Forestry and Fire Protection. As part of the 2019 Triennial update, the City adopted new fire regulations.

The City has also adopted various property maintenance codes. First, the City abides by the International Property Maintenance Code, which dovetails with the California Building Code. For mobile home units, the City has assumed the responsibility of inspecting mobile home units, serving as a Local Enforcement Agency. Every seven years, the City inspects all the units to ensure compliance with Title 25. The Code Enforcement Division is responsible for enforcing state and local health and safety codes, property maintenance standards, and land use regulations.

Building codes add an incremental cost to the construction and maintenance of housing, particularly when enhanced measures have been adopted because of local topographical, geologic, and other hazards. However, cities vulnerable to natural hazards are mandated by state and federal law to ensure buildings, infrastructure, and public facilities can withstand natural disasters. The City Council has therefore made it a priority to adopt building codes that reduce or mitigate the damage from natural disasters. In addition, building codes (e.g., solar energy) feature energy-efficiency measures that lower the long-term operational cost with a larger up-front cost.

In any case, the City's building codes and their enforcement are not known to constrain the development of housing, including affordable housing, or cost more than any other jurisdiction in the region.

ENERGY CONSERVATION

The California Legislature adopted the Global Warming Solutions Act, which created a comprehensive, state regulatory program to reduce greenhouse gas emissions to 80 percent below 1990 levels by 2050. Through both SB 375 and AB 32, promoting energy conservation has become a consistent theme in regulations, green building practices, and business operations. Yucaipa has implemented several programs to encourage energy conservation.

Neighborhood Design

The Subdivision Map Act references the need for passive or natural heating or cooling opportunities. Strategies to reduce energy demand begin with efficient site planning. Sizing and configuring lots to maximize a building's solar orientation (east-west alignment for southern exposure) facilitates optimal use of passive heating and cooling techniques. Placing housing near jobs, services, and other amenities reduces energy consumption for transportation. Other design strategies with beneficial energy implications include installing trees for shade and clustering development.

Building Design

The City adheres to the California Green Building Standards Code (CALGreen). CALGreen requires enhanced design and construction of buildings using practices that encourage sustainability. The code addresses the five divisions of construction: planning and design, energy efficiency, water efficiency and conservation, material conservation and resource efficiency, and environmental quality. CALGreen applies to the planning, design, operation, construction, use, and occupancy of every newly built building or structure. Qualified additions and alterations to existing buildings are also covered.

Solar Energy

As of January 1, 2020, all new homes in California under four stories require rooftop photovoltaic solar panels to off-set their energy use. According to the Energy Commission, the solar panels add \$9,500 to the cost of construction. The new rule contains exemptions for shaded houses or homes with roofs that are too small for solar arrays, and additional provisions that require homes to have more efficient insulation, windows, appliances, lighting, and heating to further reduce reliance on natural gas. Additional incentives are offered by local utilities to incorporate solar power in residential projects.

General Plan Policy

The General Plan supports resource conservation through land use, design, and housing. Policy CDL-10.13 states that "designs should incorporate sustainability concepts: incorporate measures to wisely reduce, conserve, or manage energy and water; control off-site drainage; and recycle construction and demolition debris as practical and cost-effective." HN Policy 3.7 states: "Design and build homes to incorporate cost-effective best practices in energy conservation and water conservation (including dual plumbing for recycled water) that address and comply with state and federal mandates." HN Program 15 commits the City to implementing CALGreen.

PERMITTING PROCESSES

The City maintains various permit processing and review tools to ensure the appropriate level of staff and public review so that the final housing product is of appropriate quality and consistent with City regulations. The City is sensitive to time pressures faced by the development community and balances the need for a timely review with the public responsibility to approve only high-quality residential projects that minimize negative impacts and promote a healthful environment for residents and the community.

The typical development permits for residential development and the timeframes associated with their review and approval are summarized below and in Table 3-8. The timelines required for processing development applications and environmental clearance depend on project size and complexity, and to a large extent on the applicant responding to revisions during the process. However, survey feedback from those in the development community have noted that the City is responsive through the process and provides faster turn-around times than other communities in the region.

Land Use Compliance Review

Any expansion or change of use that would require additional parking or have more than 30 occupants, or result in the development of four or fewer multifamily units requires Land Use Compliance Review (LUCR). A LUCR is also required to authorize the expansion or alteration associated with an existing commercial, industrial, institutional, or multiple residential use that cumulatively involves no more than 25 percent or 500 square feet (whichever is greater) of the ground area covered by the land use. Residential projects within the RM-24 Land Use District are also subject to the LUCR process, where the expedited procedures were created to facilitate and encourage the production of multiple-family residential projects to address the RHNA. The majority of ADUs are not required to obtain a LUCR and may proceed to building permit approval if they meet state law requirements.

Steps and timeframes include:

- Submit application and fee to the City
- Application review for completeness (up to 30 days)
- Analysis of completed application by City staff (15 to 30 days)
- Final approval (45 to 60 days)

Planning Use Permit

The Planning Use Permit process is intended to provide a streamlined review mechanism for single purpose, small-scale development within the City of Yucaipa, where the proposed project is exempt from the California Environmental Quality Act (CEQA), classified as an infill development, does not require a variance, has adequate supporting infrastructure, and is ready for immediate development (not phased development). The project must also not be dependent on the concurrent filing of any other land use application. This process is generally used for many of the smaller developments in the city.

Steps and timeframes include:

- Submit application and fee to the City
- Application review for completeness (up to 30 days)
- Notification of the Public and Staff Analysis (30 to 45 days)
- Presentation of the Analysis to the Planning Commission (15 days)
- Final approval (75 to 90 days)

At the public hearing, the Planning Commission must make standard findings: that the site for the proposed use is adequate in size and shape to accommodate the proposed use and required features; the site has adequate street access and infrastructure in place; the proposed use will not have a substantial adverse effect on abutting property or the permitted use thereof; the site and use do not impede opportunities for the incorporation or use of solar energy systems, or passive or natural heating and cooling opportunities; the proposed use must be consistent with the goals, policies, standards, and maps of the General/Specific Plan; and the lawful conditions in the approval must be necessary to protect public health, safety, and general welfare.

Conditional Use Permit

The Conditional Use Permit application provides for the review of the location and design of the proposed use, configuration of improvements, potential impact on the surrounding area, and the evaluation of the use based on established standards. Steps and timeframes include:

- Submit application and fee to the City
- Development Services review for completeness (up to 30 days)
- Environmental Review – depends on project
- Notification of the Public and Staff Analysis (30 days)
- Presentation of the Analysis to the Planning Commission (15 days)
- Approval (75 to 90 days if an EIR is not required)

The City requires a Conditional Use Permit for multiple-family housing in the RM Districts if five or more units are proposed, and the Planning Commission must make the required findings for approval. However, it should be noted that the Conditional Use Permit process has not constrained achievement of the RHNA. As discussed later, multiple apartment projects have been conditionally permitted in these zones and are being counted toward the RHNA. The City has designated RM-24 and R-24 zones that allow for apartments as a by-right use at a density of 20 to 24 dwelling units per acre (du/ac), which, as shown later, are adequate for accommodating the lower-income RHNA.

Subdivision Process

The subdivision of land is the primary land use entitlement process for single-family residential projects and condominiums. The subdivision mapping process has two steps: Tentative Map review and Final Map. A Tentative Tract Map (TTM) is required for all subdivisions creating five or more parcels, five or more condominiums, a community apartment project containing five or more parcels, and for other limited applications. A Tentative Parcel Map (TPM) is required for the creation of no more than four new lots. A TPM generally follow

3. Constraint Analysis

the same review timeline as the LUCR process, and the TTM generally follows the same review timeline as the Conditional Use Permit process. Specific findings for Tentative Map are also required to be met.

After a Tentative Map is approved, the applicant's engineer submits a complete final map with the map-checking fee to the City Engineer prior to the expiration of the approval of the Tentative Map. The Final Map shall be in substantial conformance to the Tentative Map and must continue to meet the requirements of the City's Development Code. The City contracts with the County Surveyor to complete the necessary plan check of the Final Map.

Design Review

The City's Design Guidelines apply to all new construction, renovation, and modification projects, and provides direction on topics such as site planning, building massing and elements, building frontages, architectural design, entrances, exterior materials and colors, landscaping, utilitarian elements of building design, etc. The Design Guidelines place emphasis on: (1) providing guidelines with key objective design requirements; (2) providing clear and easy-to-understand direction for developers, architects, and designers; and (3) maintaining sensitivity to any impact on construction costs. The guidelines supplement standards in specific plans and the City's development code.

The Municipal Code contains specific development standards to ensure that quality multiple-family projects are built. The Yucaipa Municipal Code standards include:

- Site Design—placement and orientation of buildings
- Parking—parking spaces for residents, guests, and disabled
- Unit Amenities—size of unit and open space
- Architecture—massing, form, rooflines, façades, etc.
- Landscaping—provision of landscaping

Generally, single-family projects that require a tract map or similar step will require architectural review. In these cases, the City Planner will review the elevations and general conformance with design guidance. After the application is deemed complete, the Planning Commission serves as the Design Review Board and is responsible for reviewing the architecture as a regular business item, without considering the merits of the project itself. Therefore, while a hearing is required, it is limited in its scope of review. The use of the City's objective development and design standards facilitates timely compliance and review of residential projects proposed for development.

Environmental Review

The California Environmental Quality Act (CEQA), together with the State CEQA Guidelines, are intended to enhance the long-term protection of the environment, to encourage public participation in the process, and inform decision makers of the potential environmental impacts from a project. They present objectives, criteria, and procedures for the evaluation of projects and the preparation of Categorical Exemptions, (Mitigated) Negative Declarations (M/ND), and Environmental Impact Reports (EIR) to the extent needed.

Environmental review is often accomplished with an Initial Study (IS)/ND if the project is consistent with the general plan, or an MND if impacts can be mitigated. In some cases, an EIR is required should there be project-related impacts that cannot be mitigated to the applicable threshold of significance. In general, these larger projects will require additional time due to the complexity involved with complying with CEQA, additional technical studies needed to assess the project impacts, and mandated public review periods.

Table 3-8 Development Processing Time Limits

Step Required	Timeframe	Typical Residential Projects		
		Single-Family Home	Single-Family Subdivision	Multiple-Family Project
Land Use Compliance	30-60 days	N/A	N/A	Applies
Conditional Use Permit	90-120 days	N/A	N/A	N/A ³
Tentative Tract Map	90-120 days	N/A	Applies	N/A
Residential Project Design Review	Concurrent w/CUP-LUCR	N/A	Planning Commission	Planning Commission
Environmental Clearance	30 days for IS/ND ¹	N/A	IS/MND if consistent with land use district, generally and not exempt	
Timeline for project submittal to building permit		2 months	12-18 months ²	3 to 6 months

Source: City of Yucaipa, 202

1 Approximate public review period for draft CEQA document; technical studies, document preparation, and consultation efforts will be in addition to timeline and varies per project

2 Building permits occur after "Final" map recordation, which is a separate stage after the Tentative Map entitlement pursuant to Subdivision Map Act

The City strives to facilitate timely review of projects. The City provides permit processing guidelines to assist builders in applying for permits for residential uses. Developers are provided an "early consultation" preapplication process to identify issues in advance and reduce processing time. Expedited processing for affordable projects is also offered. Because of the relatively quick turnaround of applications for residential development, the City's permit process is not considered a constraint to housing production.

City Planning staff strive to expedite the processing of residential development applications, primarily through the concurrent reviews of conditional uses, land use compliance review, and design review. New state law now requires a formal expedited review consistent with regulations enacted under SB 35. To assist in that effort, HCD has developed an expedited process which local governments can adopt. In accordance with SB 35, the Housing Plan proposes the adoption of streamlined ministerial approval procedure and application.

3. Constraint Analysis

Reasonable Accommodation

Yucaipa examined its development standards and permitting process to identify potential constraints on the construction or improvement of housing occupied by people with a disability. Parking standards for group homes are equal to any single-/multiple-family residence. No additional development standards are required for housing for people with a disability. Housing and the permitting thereof is treated in a similar manner regardless of the occupancy. The City does not have distance requirements for care facilities.

Should a potential fair housing impediment exist not identified to date, the City of Yucaipa has created a process to provide individuals with disabilities reasonable accommodation in the application of the City's rules, policies, practices, and procedures (including land use and zoning regulations), as necessary to allow disabled persons to use and enjoy a dwelling. Reasonable accommodation is defined in two ways:

- **Minor reasonable accommodation.** Any deviation requested and/or granted from strict application of the City's laws, rules, policies, practices, and/or procedures of the City, including land use and zoning regulations, and which can be removed or terminated in 90 days or less after the need for the reasonable accommodation ends.
- **Major reasonable accommodation.** Any deviation requested and/or granted from strict application of the City's laws, rules, policies, practices, and/or procedures, including land use and zoning regulations, resulting in a physical modification to the property that cannot be restored or terminated within 90 days after the accommodation ends.

The Director has the authority to consider and act on any application (grant, modify, or deny) for a minor reasonable accommodation or refer the matter to the Planning Commission. The Planning Commission has the authority to review any requests for major reasonable accommodations. In making its decision, the Planning Commission must make the following findings:

- The requested accommodation is requested by or on behalf of one or more individuals with a disability protected by the Fair Housing Laws.
- The request for reasonable accommodation is necessary to provide one or more individuals with a disability an equal opportunity to use and enjoy the dwelling in accordance with the Fair Housing Laws.
- The requested reasonable accommodation will not impose an undue financial or administrative burden on the City.
- The requested accommodation will not require a fundamental alteration of the zoning or building laws, policies, and/or procedures of the City.
- The requested accommodation will not result in a direct and significant threat to the health or safety of other individuals or substantial physical damage to the property of others.

D. ENVIRONMENTAL CONCERNS

Yucaipa is defined by its topography and natural features. The community is crossed with various natural features, including hillsides, canyons, and drainage areas. Moreover, the City also has several Alquist-Priolo zones. The City has thus established overlay zones to address these potential hazards. The following briefly analyzes how environmental and infrastructure concerns are addressed to continue meeting Housing Element goals and objectives.

OVERLAY DISTRICTS

Environmental conditions that could pose constraints to housing development include physical features, such as steep slopes, fault zones, floodplains, sensitive biological habitat, and agricultural lands. In many cases, development of these areas is constrained by state and federal laws (e.g., Federal Emergency Management Agency [FEMA] floodplain regulations, the Clean Water Act, the Endangered Species Act, the California Fish and Game Code, and the Alquist-Priolo Act). The general plan has established five hazard protection overlays and six resource protection overlays. While these policies constrain residential development to some extent, they are also necessary to support other public policies and/or to protect the environment. None of the sites in the land inventory (Appendix B) are known to have environmental constraints that would preclude the assumed level of development.

Hazard protection and resource preservation overlays identify physical and environmental constraints for residential development. The hazard protection districts, which address fire safety, floodplains, geologic hazards, noise hazards, and hazardous waste, define areas that may be inappropriate for housing development or require defined safety measures or mitigation, such as brush clearing, flood-proofing, geologic mitigation, and noise mitigation. The resource protection districts define areas that contain known resources, such as agricultural, biotic, cultural, mineral, paleontological, and scenic resources. These zones trigger the need for site-specific technical studies in conjunction with environmental review under CEQA.

Overlay zones do not preclude the development of residential units, including requirements for affordable housing. None of the current overlay districts establish new requirements for discretionary review. Rather, the overlay districts are designed to ensure adequate analysis of environmental impacts, should they exist, to identify and mitigate those impacts, or to use site-specific design approaches to best complement those areas. Although compliance with the requirements of these districts may impact the cost of housing development to varying degrees depending on the location of the project, many are required under state law. Additional requirements in these areas are reasonably necessary to protect the public health, safety, and welfare and maintain a quality living environment, and are not considered to be unreasonable impediments to the construction of housing.

IMPROVEMENT REQUIREMENTS

The City of Yucaipa, like other cities across the county, requires developers to provide on-site and off-site improvements necessary to serve their projects. Such improvements may include water, sewer, and other utility extensions; street construction; and traffic control reasonably related to the project. The following outlines requirements for infrastructure and proactive measures undertaken by the City to reduce infrastructure costs for development.

Infrastructure Requirements

The City regulates the design, installation, and maintenance of improvements needed for new development. The City's Standard Design Guidelines provides specifications and standard drawings for use in the construction of public works improvements and site grading. Developers are typically required to construct or install the following:

- Grading and filling to approved grade, and construction of all necessary grade crossings, culverts, bridges, and other related works;
- Drains, facilities, channel improvements, and other works required to provide adequate drainage and protection from storm or floodwaters;
- Curbs/gutters and sidewalks on both sides of streets and the proximate side of each existing/dedicated street bordering a subdivision;
- Sewer mains, including dry sewers when required by the Water District, and all laterals required to serve each lot;
- Utilities, utility lines, and appurtenances, including dry utilities, water mains, fire hydrants, gas mains, telephone and electric lines, and all laterals and appurtenant equipment required to serve each lot;
- Asphalt concrete pavement, base material, and seal coat in all existing or dedicated streets and alleys or portions thereof;
- Planting of trees of the variety, size, and condition in accordance with the approved plans and specifications; and
- Streetlights of approved design and illumination intensity, street signs, warning signs, and regulatory signs where required.

Yucaipa assesses its improvement requirements from time to time to ensure they are modified so as to minimize potential cost impediments that would be placed in new development. Recently, the city adopted Ordinance 389 to address Edison's lengthy timeline for approving new underground utilities and its costs on the budget for residential projects. To remedy this issue, the threshold for undergrounding existing utilities was increased, and a separate exemption for "infill" type projects was established—providing pragmatic requirements for new development. The City may also provide infrastructure to facilitate commercial and residential developments where feasible.

Improvement Standards

Yucaipa requires a standard set of improvements to serve new development and these improvements are funded by impact fees or project requirements. The range and type of improvements required vary by different planning area of the community, the intensity or density of development, and existing deficiency of infrastructure noted below and in Table 3-9.

- **Level 4:** This applies to areas where only a limited amount of low-density development is planned and where lots are 5 to 10 acres. Required improvements are intended to be those needed to protect public health and focus on water, sewer, safe access, etc.
- **Level 3:** This applies to areas considered transitional, that are not labeled as either rural or urban. The area might have a moderate level of residential development expected to convert to higher density over the next 5 or 10 years. Typical lot sizes are 1 to 5 acres.
- **Level 2:** This applies to areas where planned density of development is relatively higher and where existing infrastructure, facilities, and distribution systems are largely in place. Typically, lot sizes range from one-half to one acre in size.
- **Level 1:** This applies to the areas planned for the highest density and of commercial, industrial, or single-family and multiple-family residential uses. In most cases, Level 1 is reserved for core areas of established areas where lot sizes are less than one-half acre in size.

Table 3-9 Improvement Standards

Standard	Improvement Levels Required			
	Level 1	Level 2	Level 3	Level 4
Physical Access	Yes	Yes	Yes	Yes
Paved Access	Yes	Yes	Yes	
Curbs and Gutters	Yes	Yes	Yes	
Sidewalks	Yes	Yes		
Street Lighting	Yes	Yes		
Water Purveyor	Yes	Yes	Yes	
Substantiated Water			Yes	Yes
Sewer	Yes	Yes	Yes	
Septic	Yes	Yes	Yes	Yes
Drainage	Yes	Yes	Yes	
Fire Flow	Yes	Yes	Yes	

Source: City of Yucaipa, 2012.

Yucaipa's Improvement standards are typical for cities in the inland empire. Roadway right-of-way is 104 feet for major highways, 88 feet for secondary highways, 66 feet for collectors, and 60 feet for local streets. Sidewalks are required to have at least 4 feet of unobstructed clearance. Fire flow requirements are per the Uniform Fire Code.

3. Constraint Analysis

Infrastructure Financing

Yucaipa's complex terrain means that certain residential development projects may need to install or improve infrastructure. Financing infrastructure can be an issue if the cost is not apportioned among all beneficiaries or if it is a prerequisite for residential development. The City of Yucaipa actively works to facilitate residential development through the implementation of programs that reduce the costs infrastructure required by residential developments, either directly or indirectly. These have included securing the financing for significant local and regional infrastructure.

Key programs include the following:

Statewide Community Infrastructure Program (SCIP)

The California Statewide Communities Development Authority (CSCDA) developed SCIP to assist in financing public benefit projects. The City approved participation in the Joint Powers Authority (JPA) (Res. 2019-44). The SCIP allows property owners to finance the impact fees that are required of them upon receiving land development entitlements or building permits. The program includes the financing of public capital improvements directly. If a property owner participates, the capital improvements and impact fees will be financed through tax-exempt bonds. CSCDA issues the bonds and places a special assessment on the owner's property to repay the financed fees, which helps reduce the upfront capital needed for the project.

Enhanced Infrastructure Financing District (EIFD)

SB 628 created EIFDs for the express purpose of helping to fund economic development projects. With amendments made over the last few years, EIFDs are now able to fund infrastructure maintenance and housing development, economic development, transportation infrastructure, sewage treatment, and climate adaptation projects, among others. In 2021, SCAG awarded the City a grant to study the formation of an EIFD that would encompass specific project areas needing infrastructure and that would address the City's 2021-2029 RHNA requirements. These areas include the Crafton Hills College Overlay District and Freeway Corridor Specific Plan, among others.

Transportation Improvements

While SCIP and EIFD target the provision of infrastructure for specific projects, the City also maintains a robust capital improvement plan for improving transportation infrastructure. Transportation projects include sidewalks, bike lanes, and roundabout projects that have improved the City's traffic circulation system, and pedestrian and vehicle safety. The City continues to improve Yucaipa Boulevard, which spans the city, from Uptown to Crafton Hills College. Several new all-weather crossing projects have also been built to provide safer routes for residents during adverse weather events. Taken together, these projects provide greater access between neighborhoods and key resources, and facilitate development of infill projects by providing needed infrastructure.

Water and Sanitation Infrastructure

The City of Yucaipa has built a variety of flood-control basin projects, including the Wildwood Canyon Basin, and Wilson II and III Basins, to provide flood attenuation and sediment reduction. These efforts have helped to remove most of the historic flood risks in the city; protect private properties, roadways, and other public infrastructure in the city; and allow for future residential development to occur in these areas. Specifically, flood control projects have removed much of Dunlap Acres from the 100-year floodplain. Flood control efforts have also provided opportunities for groundwater recharge that will allow for a more stable water supply as the City grows, and in total have reduced the need to build costly infrastructure.



Grant funded low water crossing

Another important water infrastructure improvement has been the Brine Line. The Brine Line was developed to reduce the salt load in the aquifer, which also benefits projects downstream that will create urban runoff (e.g., Freeway Corridor). The \$20 million brine-line runs 15 miles from Yucaipa to San Bernardino and connects to Yucaipa Valley Water District's Henry Wochholz Regional Water Facility in San Timoteo Canyon. The Brine Line is a critical piece of water infrastructure because it enables the Yucaipa Valley Water District to dispose of salts that are created by the districts' wastewater treatment plant as it recycles used water for irrigation purposes.

These are just a sample of the many major infrastructure projects completed during the past ten years in Yucaipa that reduce water-related risks, provide for the long-term water sustainability of the city, and facilitate and encourage residential development in accordance with the general plan.

E. FAIR HOUSING

This section addresses the fair housing requirements for housing elements. It begins with an overview of key requirements, describes outreach efforts to date, and provides the requisite analysis. Programs to address fair housing concerns are detailed in the Housing Plan of this Housing Element.

KEY REQUIREMENTS

In recent years, one of the most significant trends in state housing element law has been in the arena of fair housing. With the passage of AB 686 in 2019, all housing elements due on or after January 1, 2021, must now contain an Assessment of Fair Housing (AFH) that is completed in a manner consistent with the core elements of the analysis required by the federal Affirmatively Furthering Fair Housing (AFFH) Final Rule of July 16, 2015.

Fair housing has many different meanings. Under California law, affirmatively further fair housing means “taking meaningful actions that, taken together, address significant disparities in housing needs and in access to opportunity, replacing segregated living patterns with truly integrated and balanced living patterns, transforming racially and ethnically concentrated areas of poverty into areas of opportunity, and fostering and maintaining compliance with civil rights and fair housing laws” (California Government Code 8899.50(a)).

HCD has issued specific requirements for incorporating AB 686 requirements for fair housing into the update of the housing element:²

- **Assessment of Fair Housing.** This includes a summary of fair housing issues; an analysis of available federal, state, and local data knowledge to identify patterns of segregation or other barriers to fair housing; and prioritization of contributing factors to fair housing issues.
- **Housing Element Sites Inventory.** This includes the identification of sites for future housing to accommodate all income levels of the City’s share of the regional housing needs and select sites that also serve the purpose of furthering more integrated and balanced living patterns.
- **Responsive Housing Programs.** This includes the development of program(s) that affirmatively further fair housing and promote housing opportunities throughout the community for protected classes and addresses contributing factors identified in the AFH.

The AFH analysis includes a discussion of outreach conducted for this process and then follows with a discussion of each section. The analysis conforms to the requirements outlined in technical guidance provided by HCD.

². Affirmatively Furthering Fair Housing Guidance for All Public Entities and for Housing Elements. California Department of Housing and Community Development, April 2021.

FAIR HOUSING OUTREACH

In 2019/2020, San Bernardino County prepared an Analysis of Impediments for the unincorporated areas of the county as well as the municipalities that participate in San Bernardino County's CDBG program, which include the City of Yucaipa. A Consolidated Plan update was also prepared. The process and content followed the United States Department of Housing and Urban Development's (HUD's) regulations (24 CFR Parts 5, 91, 92, etc.), known as the AFFH Final Rule (2015). While the study was countywide in scope, it did contain specific findings in Yucaipa.

Outreach was an important and required component of this process. To inform the study, a broad array of outreach was conducted through community meetings, focus groups, and stakeholder consultations. More than 20 community meetings were held, including at City Council chambers in Yucaipa. Specific findings were also provided. While the county is vast in territory and outreach findings will vary among region, the public outreach meeting in Yucaipa identified fair housing issues specific to Yucaipa.

Specific comments were:

- Housing is a need, but the community is generally not receptive to apartments other than senior housing. There is a huge need for affordable senior housing; mobilehome parks are 30–40 percent seniors.
- Apartment housing is needed for young adults and adult children of Yucaipa residents and is more affordable than single-family homes. Housing issues stem from a lack of quantity/supply at all price levels.
- Issues related to housing condition/quality, particularly rental units and mobile home parks. There are opportunities to improve mobile home parks or convert them but there is no incentive to do that. There are also concerns about where existing residents could live during conversion.
- There is a very high need for curb, gutter, and sidewalk improvements, including ADA accessibility improvements.
- Strong community support for sidewalks and bus stops (including curb, gutter, ADA accessibility improvements), particularly as demographics change and there are fewer people looking for rural living.
- OmniTrans provides transit service, but people still have transportation challenges. Possible partnerships with Uber or Lyft to assist seniors get to medical services.

The City of Yucaipa attempted to reach out to the Inland Fair Housing Mediation Board on several occasions to talk with them about their observations and supplement the above information with the prevalence of fair housing cases. Calls were not returned. As discussed later, the City also reached out to HUD and the California Department of Fair Employment and Housing for information on discrimination cases and complaints for Yucaipa. The results of those contacts are detailed later in this section.

ASSESSMENT OF FAIR HOUSING

The AFH includes an analysis and summary of fair housing issues based on an analysis of integration and segregation, race and ethnicity, income patterns, disparities in access to opportunity, and disproportionate housing needs.

Patterns of Integration and Segregation

The AFH requires that jurisdictions address any patterns of segregation that may disproportionately affect persons of protected classes. To inform this assessment, data were collected on population and housing characteristics to assess the presence of patterns that suggest fair housing concerns.

Household Income

In 2018, Yucaipa's median household income was \$64,000, generally in the middle range of cities in the county. However, the median income differs by tenure, race/ethnicity, and household age. For instance, the median household income is approximately \$75,000 for owners and \$42,000 for renters. Regionally, the City's median household income profile is similar to Highland, Redlands, and surrounding unincorporated areas, but is higher than the more urban and industrial cities to the west (e.g., San Bernardino, Colton, Rialto).

Within Yucaipa, the North Bench, Chapman Heights, and Wildwood Canyon have higher income levels, reflective of the single-family, hillside homes. The Central Core, Dunlap Acres, and Uptown have the lowest median incomes. As shown in Figure 3-1, Yucaipa's median household income shows the following patterns by census block group:

- Lower Income. Nine (9) block groups have either a low or very low median income. These are concentrated in central Yucaipa, Dunlap Acres, and other areas where rent stabilized mobilehomes are located.
- Moderate income. Thirteen (13) block groups fall within the moderate income category, and are located primarily in east Yucaipa (Yucaipa Hills) and portions of Central Yucaipa.
- Above moderate. Eleven (11) block groups record a median income of above moderate income. These are located generally north of Yucaipa Boulevard which runs the entire width of the community.

Concentrations of low-moderate income refer to those areas where more than half of all households earn 80 percent or less of the area median family income. Areas east of Fremont Street to the eastern city limit, areas north of Yucaipa Boulevard ("Chapman Heights"), and areas north of Oak Glen ("North Bench") have less than 10 percent low- to moderate-income residents. Yucaipa's older core has the highest proportion of low- to moderate-income households. Dunlap Acres and Central Core have 40 to 75 percent of low-income residents. **Figure 3-2** shows low-moderate incomes by census block group in Yucaipa.

Race and Ethnicity

Yucaipa's race/ethnic composition is a product of its history and broader demographic changes occurring in the region. Yucaipa is predominantly White, comprising 60 percent of the City's population, down from 77 percent in 2000. Since the 2000 Census, Whites have increased in population by 1 percent. The largest percentage increase in non-White groups have been Asians (~275 percent), Hispanics (~140 percent), and African Americans (~60 percent). Whites are the majority in all tracts, although the Dunlap Acres and Central Core have a slightly higher percentage of non-Hispanic Whites.

Countywide, the race and ethnic distribution of the population is either predominantly Hispanic or White. Hispanic populations are the predominant population in central areas while Whites are predominant in the eastern portion of the county (which includes Yucaipa) and extends up into more rural, foothill, and mountain areas of San Bernardino County. However, portions of the western county (e.g., Chino Hills) are seeing a predominance of Asians. Meanwhile, much of the central county is predominantly Hispanics.

The dissimilarity index is a statistical tool for measuring segregation. The index represents the percentage of one group that would have to move to a different tract, block, or other area to be equally represented. An index score ranges from 0 (complete integration) to 100 (complete segregation). An index score above 60 is considered highly segregated, scores of 40 to 60 percent are moderate, and scores below that are low levels of segregation. Brown University provides the dissimilarity index score for all cities in California as of 2020. In Yucaipa, scores range from 15 for Whites-Hispanics, 21 for Whites-Asians, 12 for Whites-Blacks, and 31 for Hispanics-Asians—all high levels of integration.³

The diversity index provides another measure of race and ethnic integration. It represents the likelihood that two persons, chosen at random from the same area, belong to different race or ethnic groups. The diversity index ranges from 0 (no diversity) to 100 (complete diversity). If an area's entire population belongs to one race group and one ethnic group, then an area has no diversity. Over the past 30 years, the City's diversity index has significantly increased from a score of 29 in 1990 (low diversity) to 70 in 2020 (high level of diversity), and is anticipated, based on trends, to match the county over the next decade.

Table 3-10 Measures of Race and Ethnic Diversity

Year	City of Yucaipa Diversity Index	San Bernardino County Diversity Index
1990	29	64
2000	44	64
2010	55	74
2020	70	85

Source: Brown University, American Communities Project, 2020; ESRI Diversity Index, 2020. ARCGIS Online Mapper

³ Brown University provides measures of diversity and race and ethnic change for cities. Data is available at: <https://www.brown.edu/academics/spatial-structures-in-social-sciences/american-communities-project>

3. Constraint Analysis

Family Composition

Yucaipa is a family-oriented city; 70 percent of households in are families. Yet, fair housing concerns often occur based on familial status. Familial status refers to the presence of children under the age of 18 and the marital status of the head of households. Single-parent households are protected by fair housing law. In addition, female-headed households with children require special consideration and assistance because of their greater need for affordable housing and accessible day care, health care, and other supportive services.

While 70 percent of households are families, 31 percent are families with children. Married families with children comprise 25 percent of all households. Approximately 6 percent of all households are single-parents with children, with variations from 4 to 15 percent by census tract. Eastern Yucaipa is predominantly single-family homes and therefore shows a slightly higher percentage of family households, while central Yucaipa has fewer due to the high prevalence of seniors living in age restricted mobile home parks. There are no appreciable differences with the Dunlap Acres or Central Core.

Countywide, the percentage of total households that are families with children ranges from 21 to 52 percent and the median is 35 percent. For single parents with children, the proportion of total households is a median of 8 percent, although the range varies from 5 to 18 percent. The percent of families with children ranges from a low of 25 percent (Loma Linda) to a high of 52 percent in Adelanto. Single parent households ranges from a low of 5 percent in Loma Linda to 18 percent in Barstow. Communities with more affordable housing tend to have higher proportions for families and single parents with children.

Yucaipa has a limited number of family apartments, in part because housing prices have allowed people to buy homes compared to other cities. Most of the family apartments are single-story, offering attached units on long, narrow lots. Larger apartment properties are often age-restricted for “senior” occupancy. Anecdotally, Yucaipa has a high demand for family apartments due to the rising rents and declining vacancy rates. The City has received a significant number of proposals for new apartments, though many continue to be disproportionately “senior” housing in order to take advantage of development incentives.

The City has a demonstrated record of approving applications for apartments that offer opportunities for families with children. Most of these provide two and three- bedroom units suitable for families. Among others, these include:

- Crafton Communities – 30-unit apartment property
- Yucaipa Gardens – 24-unit apartment property
- Simmons 3rd Street – 23-unit apartment property
- Yucaipa Apartments – 19-unit apartment property

In addition, the City has permitted many condominium projects that provide housing accommodations that are suitable for families. The Housing Plan contains a policy to encourage the development of family apartments.

Disability Characteristics

Yucaipa has 6,267 people with a disability—totaling 12 percent of all residents. Seniors are disproportionately represented; almost 40 percent had a disability. While there are some geographic variations across the city, the percentage of people with a disability varies between 10 and 20 percent. Areas east of Bryant Street have a slightly higher percentage of disabled residents than areas west. Dunlap Acres has the highest percentage (20 percent) of its residents with a disability, as it is home to the largest independent senior project serving disabled residents. Setting aside that one facility, variations in the prevalence of disabilities are within a normal range (10 to 15 percent of residents) given the median ages of residents in Yucaipa and broader region.

Countywide, the percentage of people with a disability is remarkably stable. SBCTA studies on a regional level found that the approximately 11 percent of the population in the east San Bernardino Valley (which includes Yucaipa) and countywide have one or more disabilities. While stable overall, the prevalence of disabilities would be expected to be higher in certain tracts that contain a greater number of senior residents, retirement-oriented communities, age-restricted mobilehomes or senior housing, or other correlates with disability.

While most disabled people live in independent housing, Yucaipa has 26 residential care facilities for disabled residents. All new housing is required to meet state and federal “accessibility” regulations for people with disabilities. The City’s reasonable accommodation ordinance allows residents to request modifications of their homes to allow for greater access for disabled residents. The City has also approved the development of three senior projects that are fully accessible to people with disabilities in the community.

In addition to housing, the City also provides the following services that would address any disparities in the housing and community development needs of this group:

- **Transit Service.** OmniAccess provides residents with a disability transit services, at reduced fares, that allow them to access needed health, social, and other services.
- **Fair Housing.** The City (through the County Consortium) contracts with IFMB to provide fair housing services that will ensure that disabled people are treated fairly in the sale and rental of housing.
- **In-Home Services.** The County provides in-home supportive services (IHSS) for seniors and disabled people. IHSS is an alternative to out-of-home care, such as nursing homes or board and care facilities.
- **Transition Plan.** The City continues to make improvements and modifications to infrastructure, facilities, and services to allow people with a disability the ability to participate in community life.
- **Housing Preservation.** The City actively preserves the affordability of age restricted mobilehomes and the housing security of people with a disability through rent stabilization on space rents.

3. Constraint Analysis

Disproportionate Need and Displacement Risk

This AFH assesses disproportionate housing needs to understand how some residents and/or neighborhoods experience a greater prevalence (disproportionate) of severe housing needs compared to other areas in the city. The key issues include housing overpayment and overcrowding, housing conditions, neighborhood quality, and potential displacement concerns. However, it should be noted that results from the ACS, upon which this assessment is based, shows very high margins of error at the block group level, making it difficult to reach definitive conclusions on disproportionate need.

Overpayment

Housing overpayment—paying more than 30 percent of income toward rental or ownership housing—is widespread throughout the inland empire. Countywide, 55 percent of all renter households overpay for housing. The prevalence of renter overpayment ranges from a low of 42 percent in Yucaipa and Twentynine Palms to more than 60 percent in San Bernardino, Montclair, Highland, and Victorville. With respect to homeowners with a mortgage, countywide, the percentage of homeowners overpaying was 38 percent. The figures ranged from a low of 22 percent in Barstow to 44 percent in Adelanto.

In Yucaipa, 20 percent of homeowners in the city overpay for owned housing. As shown in **Figure 3-3**, the prevalence of homeowners overpaying for housing ranges from 20 percent in Dunlap Acres to 55 percent in the Central Core. Renter overpayment affects 42 percent of all renters in Yucaipa (Figure 3-4). Dunlap Acres (at 62 percent) has the highest percent of overpaying renter households. Rental overpayment is only 38 percent in the Central Core due to local rent stabilization laws covering the majority of mobilehomes. Newer areas (Chapman Heights) had the lowest proportion of renters overpaying.

Overcrowding

Housing overcrowding refers to situations where a home has more than one person per habitable room. Overcrowding places stress on occupants, accelerates the wear and tear on housing, and can cause traffic and parking issues in denser neighborhoods. Overcrowding is typically more prominent in communities with very low incomes, and race and ethnic concentrations. Countywide, housing overcrowding rates exceed 30 percent of households in Adelanto, Rialto, and San Bernardino. Yucaipa has the third lowest prevalence of overcrowding in the county, after Twentynine Palms and Yucca Valley.

As noted above, within the City of Yucaipa, housing overcrowding is significantly less prevalent than the majority of communities within the county. According to the 2014-2018 ACS, only 3 percent of homeowners and 5 percent of renters live in overcrowded conditions—relatively nominal compared. Among census tracts, the overcrowding rate can vary from 0 to 6 percent. As shown in **Figure 3-4**, smaller block groups show a higher prevalence of overcrowding, such as in Dunlap Acres and southern Yucaipa. However, due to the very small sample size, the ACS has a very high margin of error and inconsistent prevalence rates, even year-over-year, making any conclusions unreliable.

Concentrated Areas of Poverty and Affluence

Fair housing concerns can arise if income and race-ethnic concentrations are highly correlated and disproportionately concentrated in one or more areas. The following describe and analyze a racially or ethnically concentrated area of poverty (R/ECAPs) or concentrated areas of affluence.

Concentrated Areas of Poverty

A racially or ethnically concentrated area of poverty (R/ECAPs) is defined as a census block group where: 1) 50 percent or more of the population is non-White and 2) 40 percent or more of residents live in poverty. San Bernardino to the west has several R/ECAPs as do the cities of Riverside, Grand Terrace, and Redlands. Yucaipa has no census block groups or tracts that exceed 40 percent poverty.

- Dunlap Acres. This area is the original location of Yucaipa dating back to the early 1800s and has a 20 percent household poverty rate. Its race and ethnic composition is 57 percent White and 36 percent Hispanic. It was originally an agricultural area and lacked flood and sewer infrastructure. The City has made extensive infrastructure improvements in this area.
- Central Core: The Central Core is the second oldest area of Yucaipa. Approximately 25 percent of households are defined as living in poverty. Its race/ethnic composition is 41 percent White and 53 percent Hispanic. The high poverty rate is due to land use practices used by the County in approving the siting of 17 mobile home parks within this small area.

Concentrated Areas of Affluence

A racially concentrated area of affluence (RCCA) is the opposite of a R/ECAP. It is defined as a census block group in which two conditions are present: 1) 80 percent or more of residents identify as White and 2) the median household income exceeds \$125,000 annually (twice the county median family income). Countywide, areas of affluence are concentrated in Lake Arrowhead and Oak Glen and enclaves in cities such as Chino Hills, Rancho Cucamonga, and others.

As summarized below, Yucaipa does not meet the threshold for a RCCA with respect to income or race/ethnicity below.

- Median Income. With respect to the RCCA income threshold, three block groups have median incomes that exceed \$125,000 (e.g., North Bench, Wildwood Canyon, College area). None of these areas has a White population that exceeds 80 percent of residents. The block group with the highest median income of \$153,000 has a race-ethnic mix of Whites and Hispanics (53 and 46 percent respectively).
- Race/Ethnicity. Countywide, lower income census blocks are associated with nonwhite race/ethnic groups. In Yucaipa, while four census block groups exceed 80 percent White, they included the following median incomes: 1 very low, 1 low, 1 moderate, and 1 above moderate income. The above moderate income census block has a median household income of \$91,250, well below the threshold for a RCCA.

3. Constraint Analysis

Homelessness

Homelessness remains a significant issue for most cities in southern California. In San Bernardino County, the 2020 point-in-time count recorded 3,125 homeless individuals, an increase of 67 percent from the count of 1,866 in 2017. Homeless people are more present in urban centers, such as San Bernardino, Victorville, and other larger cities that generally are county service centers. The County PITC homeless census reported 17 homeless people as of 2020, the 5th lowest total of cities in San Bernardino County, and a slight increase from the 12 homeless people in Yucaipa identified during the 2017 count. The 2022 homeless county is in process and results will be available mid-year.

The City's Housing Plan has been expanded to address homelessness. On the regulatory side, the City is proposing code amendments to allow for a low barrier navigation center. In addition, the City is working with a local nonprofit to build and operate an emergency shelter. Family Services Association of Redlands also operates a service bank to assist residents at risk of homelessness. For more information on homelessness, please refer to the Community Profile Chapter (which contains a profile of homeless person's demographic, needs, and available housing resources) and the Housing Plan Chapter (which contains proactive programs) of this element.

Housing Conditions

Like most communities, the City does not have a housing conditions survey that documents the presence of housing that needs repair or rehabilitation. While multiple measures are used to document poor housing conditions (age, lack of kitchen and utilities, etc.), none are truly accurate measures. The City has designated seven mobile home parks within its MHP Overlay 3, which are known to have a higher concentration of substandard housing conditions. Anecdotally, much of the City's dilapidated housing is in the Central Core and Dunlap Acres, both of which are the oldest areas of the city and have many mobilehomes. In an effort to better document the need for housing rehabilitation need, the City will conduct a future windshield survey to understand the magnitude.

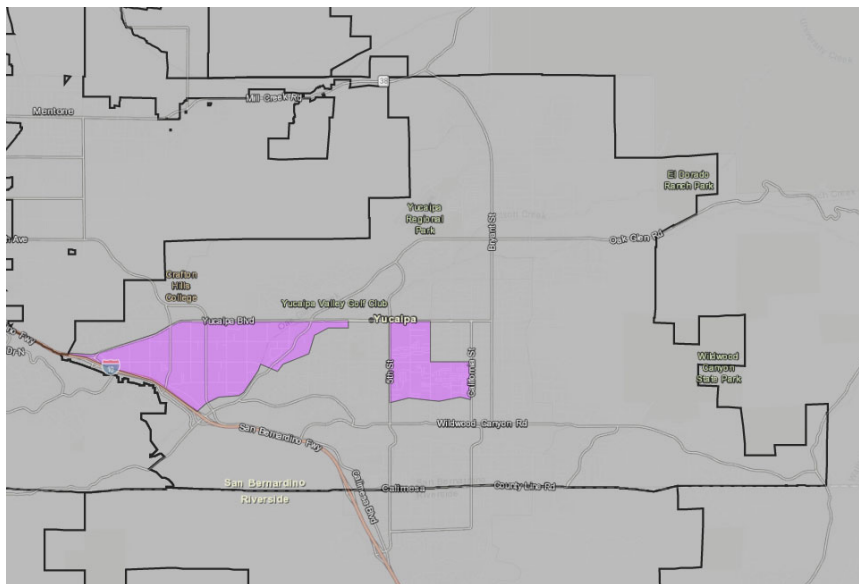
Regional surveys of housing conditions have been undertaken, but the measures used are not replicated by the Census Bureau for local governments. The only regional survey available is the 2019 American Housing Survey, which surveyed the Riverside-San Bernardino MSA for housing quality. The survey found that 97 percent of home were in adequate condition, 2 percent needed moderate repairs, and 1 percent of the homes were considered substandard. These statistics are very similar to Yucaipa in that approximately 1 percent of the units need rehabilitation and 1 or 2 percent required repairs. Unlike most communities, a large portion of Yucaipa's substandard housing is among older trailers in the mobilehome parks designated in the MHP Overlay 3.

Taken together, the prevalence of disproportionate need in the City is less than similar to or less than many cities in the Inland Empire. Programs to address them are discussed later in this chapter and in the Housing Plan.

Displacement Risk

Displacement risk refers to the potential involuntary move that a household could make due to landlord actions, market changes, or other disruptions. Displacement risk could be caused by: 1) increasing levels of overpayment and overcrowding due to housing costs; 2) significant investment or disinvestment in housing, transportation, jobs, or physical infrastructure that results in people leaving their housing; or 3) other local market or demographic change.

The Department of Housing and Community Development has posted maps identifying displacement risk. The Urban Displacement Project identifies two areas—Dunlap Acres and Central Core—that are at risk of displacement. Regionally, San Bernardino, Moreno Valley, and the Banning-Beaumont areas have displacement risk. Areas where there are high levels of very low income renters and people of color, coupled with rent increases, are most susceptible to being involuntarily forced o move outside their neighborhood.



Areas in Yucaipa identified as Displacement Concerns

Overpayment and overcrowding are often indicators of displacement risk. With respect to overcrowding, the prevalence has not increased in either Dunlap Acres or the Central Core over the decade. Moreover, as shown in Figure 3-3 and Figure 3-4, the prevalence of renter householders overpaying has not increased. Thus, while the map shows these areas as a displacement risk, it fails to consider the impact of rent stabilization. These two areas have a high prevalence of renters in mobilehome parks; however, they are protected by rent stabilization. While certain mobilehomes in the MHP Overlay 3 are anticipated to be removed over the planning period, the City has a mobile home replacement requirement that would fully mitigate the potential impact on tenants.

3. Constraint Analysis

Other Relevant Factors

The City of Yucaipa has two planning areas that are considered “disadvantaged,” and where significant efforts have been undertaken to improve their viability. These areas do not fall within traditional definitions of a disadvantaged area, but are rather areas in the community where underlying conditions that developed prior to the City’s incorporation have required additional reinvestment or tend to have disproportionate housing needs demonstrated earlier. **Figure 3-5** shows these areas and the significant level of investment undertaken.

Dunlap Acres

Dunlap Acres dates to the mid-1800s, 150 years before Yucaipa’s incorporation. Dunlap Acres contains the oldest residential structure in the county, the Yucaipa Adobe, built in 1842. The area was historically known for its agricultural uses, including farming, ranching, and dairy uses among others. The triangular area is bounded by Yucaipa Boulevard, Oak Glen Road, and the Interstate 10 freeway. The area was historically subject to severe and repeated flooding, lack of drainage, and water quality issues due to reliance on septic systems.

When the City incorporated in 1989, civic leaders recognized that past county investment decisions had contributed to the ‘disadvantaged’ status. While the City is not a social service provider, it can help address many of the infrastructure deficits that have long impeded the development of that planning area. The City worked with SBCFCD and YVWD to finance infrastructure investments for the Dunlap Acres area. Among others, improvements include:

- Multi-million-dollar improvements to Wilson Creek that, when finalized, will remove the entire Dunlap Acres from the 100-year flood plain
- Improvement and widening of Yucaipa Boulevard and Oak Glen Road that span the northern and eastern edge of Dunlap Acres
- Gradual installation of sewer infrastructure to remove the area’s reliance on septic systems, which had led to previous water quality violations
- Sidewalk installations along primary north south corridors (13th Street and 12th Street) from Yucaipa Boulevard to almost Oak Glen Road
- Development of the Gateway West center, which brings retail shopping, medical services, and jobs to an area that lacked access to services.
- Support for the City’s industrial core along the southern edge of the area, which provides manufacturing jobs for residents
- Approval of new apartments, condominiums, and small lot subdivisions, both market rate and affordable, in the area

The City continues to make investments in the Dunlap Acres planning area. A residential façade program has also been initiated that provides for low-interest matching loans for homeowners to improve their homes.

Central Core

The Central Core encompasses approximately 5 square miles in the heart of present-day Yucaipa. However, one of the more influential land use decisions in Yucaipa's history was made prior to the City's incorporation in 1989. Within a 10 to 15 year period, the County of San Bernardino created the largest per capita concentration of mobilehomes in the state of California. Approximately 27 mobilehome parks were approved within a four-square mile area, providing several thousand trailers for new residents to Yucaipa.

When the County of San Bernardino approved these mobilehome projects, little provision was made for standard street, drainage, or flooding infrastructure. Common infrastructure now required for suburban developments, such as sidewalks, drainage, and lighting, were lacking. While Yucaipa at that time was generally more rural, than suburban, and infrastructure needs were not as pressing, County land use decisions nonetheless left a legacy need.

Yucaipa incorporated in 1989, following a runup in real estate values, in which soaring home prices and rents threatened to displace mobile home residents. One of the earliest policy challenges was how to address housing costs. By 1990, the City Council enacted a rent stabilization ordinance to protect its income vulnerable residents—those living in mobilehome parks—from displacement. The City is one of 95 cities statewide with mobilehome rent stabilization.

However, additional efforts were also necessary to address other deficits. Over the past 30 years, the City has spearheaded efforts to improve the infrastructure and housing options in the Central Core and Uptown planning area. Among others, efforts have included:

- Development of Uptown, with a new Performing Arts Center, Uptown Park, Old Fire Station Museum, and other amenities
- Significant sidewalk projects extending from Yucaipa Boulevard southward through the central Core
- Assignment of the City Central Core as an Economic Opportunity Zone by the County of San Bernardino an eligible for investment incentives
- Development of affordable housing, including senior apartment homes within the southern portion of the Central Core
- Continuation of mobilehome rent stabilization, helping to prevent displacement and protect seniors and their affordable housing
- Floodway improvements along Wildwood Creek, protecting properties from flooding and incentivizing further development

The City continues to make investments in the Central Core planning area. A residential façade program has also been initiated that provides for low-interest matching loans for homeowners to improve their homes.

3. Constraint Analysis

ACCESS TO OPPORTUNITY

AB 686 requires the AFH to evaluate access to employment, schools, transit, housing mobility, and a healthy living environment throughout the city. The analysis must also assess any disparities in access to opportunity, such as further distance to jobs, proximity to hazardous environmental conditions, or limitations in the ability to move between neighborhoods.

Resource Opportunity Map

California Government Code §65583 (10)(A)(ii) requires the AFH to include a map of access to resources such as living-wage jobs, good schools, quality neighborhoods, and environmental features. The California Tax Credit Allocation Committee (TCAC), with input from HCD, issues opportunity maps each year. Sites proposed for housing development as well as programs designed to improve mobility should also be tailored to the particular resource deficits in an area.

Key findings are summarized below.

- **High Resource Areas.** Yucaipa's eastern half, east of Fremont Street, and Freeway Corridor are denoted "High Resource" areas. This designation denotes areas with high levels of employment and close proximity to jobs, access to high educational resources, low poverty rate, and low levels of environmental pollutants. Areas north of Yucaipa Boulevard are also considered to be high resource areas.
- **Moderate Resource Areas.** Areas located south of Yucaipa Boulevard (Dunlap Acres), and the City's Central Core are considered by TCAC to be moderate resource areas. These tracts generally have access to some of the same resources as the high resource areas, but have longer distances to travel to jobs, lower median home values, fewer educational opportunities, and greater level of environmental concerns.
- **Low Resource Areas.** The TCAC maps show that lower resource areas are not located in Yucaipa. Instead, they are more predominant in San Bernardino, Colton, Rialto, Morongo Reservation, Banning, and Moreno Valley, though the reasons differ among these communities. It should be noted, however, that these are census tract-level measures that might yield different results if assessed at the census block.
- **High Segregation and Poverty.** The City of San Bernardino to the west, portions of Riverside to the southwest, small areas of Redlands, and portions of Banning are denoted as high segregation and poverty areas. Yucaipa does not have any areas of high segregation and poverty. Prior sections of this chapter discussed areas of poverty in the community.

Figure 3-6 provides a regional map showing the location of different housing resource opportunity areas in the immediate region.

Economic Mobility

Yucaipa's local economy reflects that of a typical bedroom city. Of Yucaipa's employed residents, 88 percent work outside the city. This is largely due to Yucaipa being located adjacent to the national forest and vast open space lands to the northern, eastern, and southern edges. Nonetheless, the City has a very low unemployment rate compared to surrounding cities. As of 2021, the City's unemployment rate was 4.2 percent, lower than the county (5.2 percent) and the 7th lowest unemployment rate of all 24 cities in the county.

TCAC ranks the health of a local economy based on poverty, adult education, employment levels, and proximity to jobs. As illustrated in **Figure 3-7**, the City has relatively positive economic scores throughout the community, except in Dunlap Acres, Central Core, and south Yucaipa. These areas have higher rates of poverty, unemployment, and lower educational levels similar to San Bernardino and other urban areas. The difference is due to the concentration of age restricted mobile home parks, service-based economy, and farther commutes.

To improve economic outcomes, the City focuses on efforts to: 1) expand the local economy; 2) facilitate small business development; and 3) support educational opportunities for residents. These efforts include the following.

- **Freeway Corridor.** The City pursued and was awarded a SCAG grant to update the FCSP to anticipate and capitalize the projected market demand for residential, commercial, and industrial uses. SCAG awarded a second grant to fund an EIFD to finance infrastructure for the larger area. Both efforts have commenced and will take 2 years.
- **Incubator Program.** The City implements a business incubator program whereby local businesses work with certified business counselors to learn how to operate a business. In return for meeting qualifications, businesses are given low-cost office space. The City also partners with the Inland Empire Small Business Development Center to provide counseling, workshops, webinars, and other technical assistance.
- **Crafton Hills College.** The College provides Technical Education (CTE) programs that integrate classroom and technical job knowledge to provide career pathways. CTE tracks include Child Development and Education, Computer Systems, Emergency Medical Services, Fire Technology, Radiology, Digital Multi-Media, and Respiratory Care.
- **Linked Learning.** Yucaipa-Calimesa High School participates in the Linked Learning Academy, which combines rigorous academic courses integrated with career-based classroom learning, workplace experiences, and mentoring. The High School supports three curriculums—Engineering, Health and BioMedical, Law and Public Safety.

These strategies will help provide opportunities for business attraction and expansion, the development of startup businesses, the training of youth and adults for specific career pathways, and reduction of poverty among residents—all resulting in improved TCAC economic scores.

3. Constraint Analysis

Educational Opportunity

Educational opportunities are essential to securing living wage employment and maximizing income potential, individual health, and housing options. Yucaipa has a mix of elementary, middle school, and high school. According to TCAC and as summarized in Figure 3-8, Yucaipa ranks highly with positive economic outcomes across the community. The Yucaipa-Calimesa Unified School District ranks the seventh highest (top 25 percent) among the county. In contrast, areas directly east (Banning), west (San Bernardino), and southwest (Riverside and Moreno Valley) show significantly less positive education scores.

The California Department of Education ranks schools based on a combination of test scores and rates of improvement. **Table 3-11** shows the rankings of all schools in the local school district (YCJUSD). No school received a “red” ranking (lowest performance ranking). Of note, the schools with the greatest proportion of socioeconomically disadvantaged students have lower performance levels.

Table 3-11 School Rankings

Schools Serving Yucaipa	Performance Rankings		Proportion Disadvantaged Students
	English/ Language Arts	Math	
Competitive Edge Charter	Green	Green	25%
Inland Leaders Charter	Green	Blue	32%
Ridgeview Elementary	Green	Green	61%
Chapman Heights Elem.	Green	Yellow	39%
Wildwood Elementary	Green	Yellow	54%
Valley Elementary	Yellow	Yellow	77%
Calimesa Elementary	Yellow	Orange	80%
Mesa View Middle	Orange	Orange	59%
Dunlap Elementary	Orange	Orange	81%
Parkview Middle	Orange	Orange	58%
Yucaipa High School	Green	Yellow	48%

Source: California Department of Education, 2020 Rankings

● Higher performing < ● ● ● ● Lower Perform ●

Each school adopts a Local Control Accountability Plan (LCAP) to monitor expenditures and adjust programs to improve student performance. The LCAP is the recognized tool for improving educational outcomes. In addition to the LCAP, it is not uncommon for local school districts to submit and have approved bond measures for improving school facilities. In 2012, the school district proposed a \$100 million bond to improve schools, but voters disapproved it.

The City supports local schools through the “STARS” program. The Community Services Department provides a before and after school program at eight school sites. This program is a recreational, educational enrichment-based program for students in grades TK-8. This program provides a quality, safe, affordable, before and after school program, which strives to assist students to achieve higher grades and to improve school attendance and behavior. Approximately \$750,000 in funds is allocated for this program on an annual basis.

Transit Opportunity

Transit mobility refers to the ability of residents of all ages and abilities to access needed services and locations throughout the community. Yucaipa is situated at the southern edge of the San Bernardino National Forest, flanked by the Yucaipa Hills, the Badlands, and the Crafton Hills. The community's location and topography mean that transit routes and ridership patterns that are typical of other communities in southern California are less applicable.

The following transit options are available in Yucaipa.

Citywide Bus Routes

Omnitrans offers three transit routes for Yucaipa residents (**Figure 3-9**). Route 8 connects to San Bernardino via Loma Linda, Redlands, and Mentone. Route 19 connects to Redlands and Fontana. Route 319 is the primary intracity route. It runs two circular clockwise routes that converge at the City's transit center adjacent to City Hall. The north route runs north on 5th Street, west on Oak Glen, north on Sunnyside, south on Bryant, west on Avenue B, north on 2nd Street, and west on Yucaipa Boulevard. The southern route extends east along Yucaipa, south down California and Bryant before turning west on Countyline Road and then turning north on 5th Street. Routes run hourly from 6 a.m. to 8 p.m. weekdays although hours have been reduced during the pandemic. However, the routes serve low income block groups and mobile home parks.

Special-Needs Transit

Special transit is available for seniors and people with disabilities who have difficulty driving or choose not to drive a vehicle. OmniAccess Service is an ADA-mandated shared ride service that is available to qualified applicants whose physical or cognitive limitations prevent them from using regular fixed-route service. OmniAccess provides curb-to-curb service to complement the Omnitrans fixed-route bus system and is available during the same periods that fixed-route service operates. OmniAccess services areas up to three-quarter mile on either side of a bus route. Overall transit coverage for this service extends to most areas of Yucaipa, except northern Yucaipa, areas around the freeway, and Wildwood Canyon. As discussed below, the City also received a grant to augment transit services for seniors and people with disabilities.

New Transit Services for Seniors and Disabled Residents

Due to the COVID pandemic, OmniTrans cutback transit routes due to decreased ridership levels and funding. Subsequently, the City applied for a grant from the OmniTrans Measure I funds to address unmet/underserved transportation needs of seniors and/or persons with disabilities. In July 2020, the City applied to receive funds to cover the cost of staffing and capital funds to lease three green, high passenger vehicles/minibuses. The vehicles would be used to transport seniors to and from the Scherer Center for various activities and programs, city facilities, library, post office, and shopping centers. In addition to fixed routes, this opportunity would increase the total number of seniors and disabled people able to receive transportation services, particularly beneficial to seniors living in the age-restricted mobilehome parks in the community.

3. Constraint Analysis

Environmental Health

Environmental hazards are known to detract from the health of residents. In February 2021, the State of California released the fourth version of CalEnviroScreen, a tool that calculates “environmental health” for cities. A census tract with a composite score in or above the 75th percentile (ranks as the lowest 25 percent scoring tract statewide) is considered “disadvantaged.” Yucaipa does not have a disadvantaged community; the nearest ones are in San Bernardino, Moreno Valley, Colton, and Grand Terrace to the west and the Morongo Reservation and Banning to the east (**Figure 3-10**).



Yucaipa prides itself on providing a healthful living environment

Yucaipa is known as having one of the best environmental quality ratings in the region, ranking from a 21st to 61st percentile depending on location. Moving clockwise, environmental rankings are the 16th percentile for eastern Yucaipa, 21-32 percentile for southeastern Yucaipa near the county line, 51st percentile for southern Yucaipa along Interstate 10, 61st percentile for Dunlap Acres, 42nd percentile for the Freeway Corridor, 32nd percentile for northern Yucaipa, and 41st percent for the Uptown District. The lowest scores are generally found in tracts near the freeway because of vehicle air pollution.

Generally, areas of Yucaipa with the higher prevalence of poverty or the lowest median household incomes are in southern Yucaipa (adjacent to Interstate 10) or Dunlap Acres. These two areas have higher levels of environmental pollution. However, none of these areas qualify as a “disadvantaged community” based on pollution and socioeconomic characteristics. To address health concerns, the City’s Healthy Yucaipa Committee advise the City Council in all policy matters pertaining to promoting community health, while reviewing proposals for programs, projects and facilities promoting health and wellness.

Housing Mobility

Housing mobility refers to the ability to secure affordable housing citywide, move among neighborhoods, purchase a starter or move-up home, or downsize into appropriate housing if desired. Indicators of housing mobility in communities include the supply of different types of housing (e.g., apartments, condominiums, single-family homes, etc.), availability of housing products (especially large family apartments), availability of affordable housing, distribution of housing vouchers, and homeownership programs.

Product Mix

Yucaipa is predominantly a community of single-family detached homes comprising 68 percent of all units. Mobile homes total 22 percent of all units. Multiple-family housing and attached single-family homes comprise 10 percent of the housing stock; apartments are estimated to comprise one-half or 5 percent of the City's housing stock. Of the total number of apartments, approximately one in four units are age restricted. Although regional data is not available on the proportion of apartments by city, Yucaipa appears to have one of the lower per-capita number of apartment units.

RHNA Strategy

The City's strategy for addressing its 2021-2029 RHNA is to increase the number of apartment units. The Housing Plan calls for the development of multiple-family residential uses (e.g., apartments or condos/townhomes) in the RM-24 and R-24 zones, Uptown, and the Central Core. The City is also making investments (e.g., EFID, SCIP, and others) that will incentivize the production of multiple-family residential uses. However, as senior projects are entitled to receive a 100-percent density bonus, developers are widely using that development incentive to build age-restricted housing projects.

Voucher Use

With respect to affordable housing, residents have the opportunity to use rental housing vouchers at properties where they are accepted. Approximately 225 households use housing choice vouchers (HCV) in the city. As a share of available rentals, the use of vouchers varies from 2 to 15 percent of available rental units (**Figure 3-11**). Rental voucher use is concentrated in census tracts where apartments are built. The one exception is the census tract bounded by Wildwood Canyon, California Street, County Line Road, and 5th Street; no vouchers are used despite apartments being built in that area.

The City has been actively working to address the shortage of housing, particularly for low and moderate incomes. As noted in the following chapter, the City has approved more than 50 residential projects of all types—single-family homes, duplexes, triplexes, small apartments, senior housing, etc. In addition, the City is continuing to address its infrastructure challenges to make housing, particularly multiple-family housing, more feasible to build. The construction of accessory dwellings is also being incentivized.

3. Constraint Analysis

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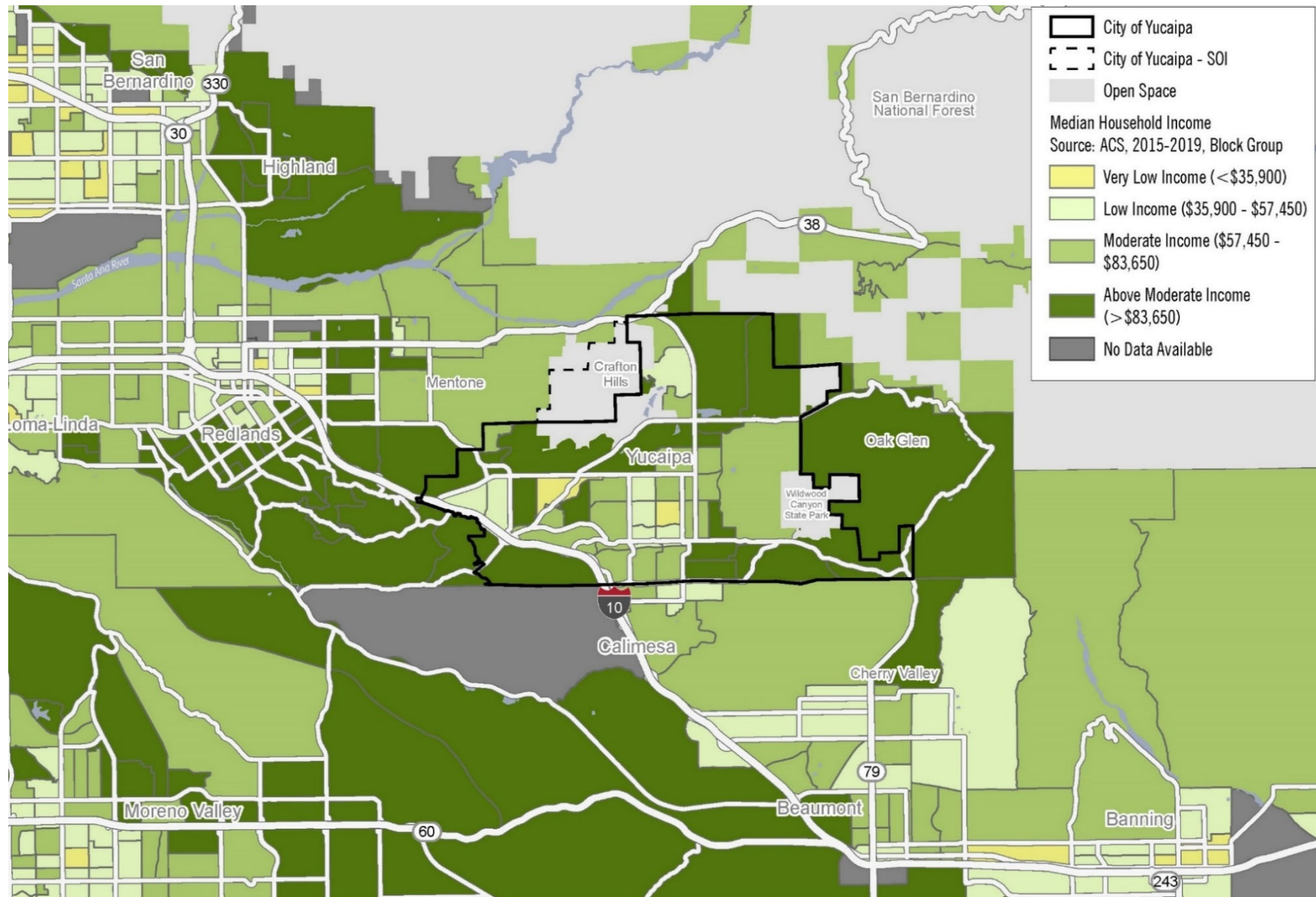


Figure 3-1 Median Household Income

3. Constraint Analysis

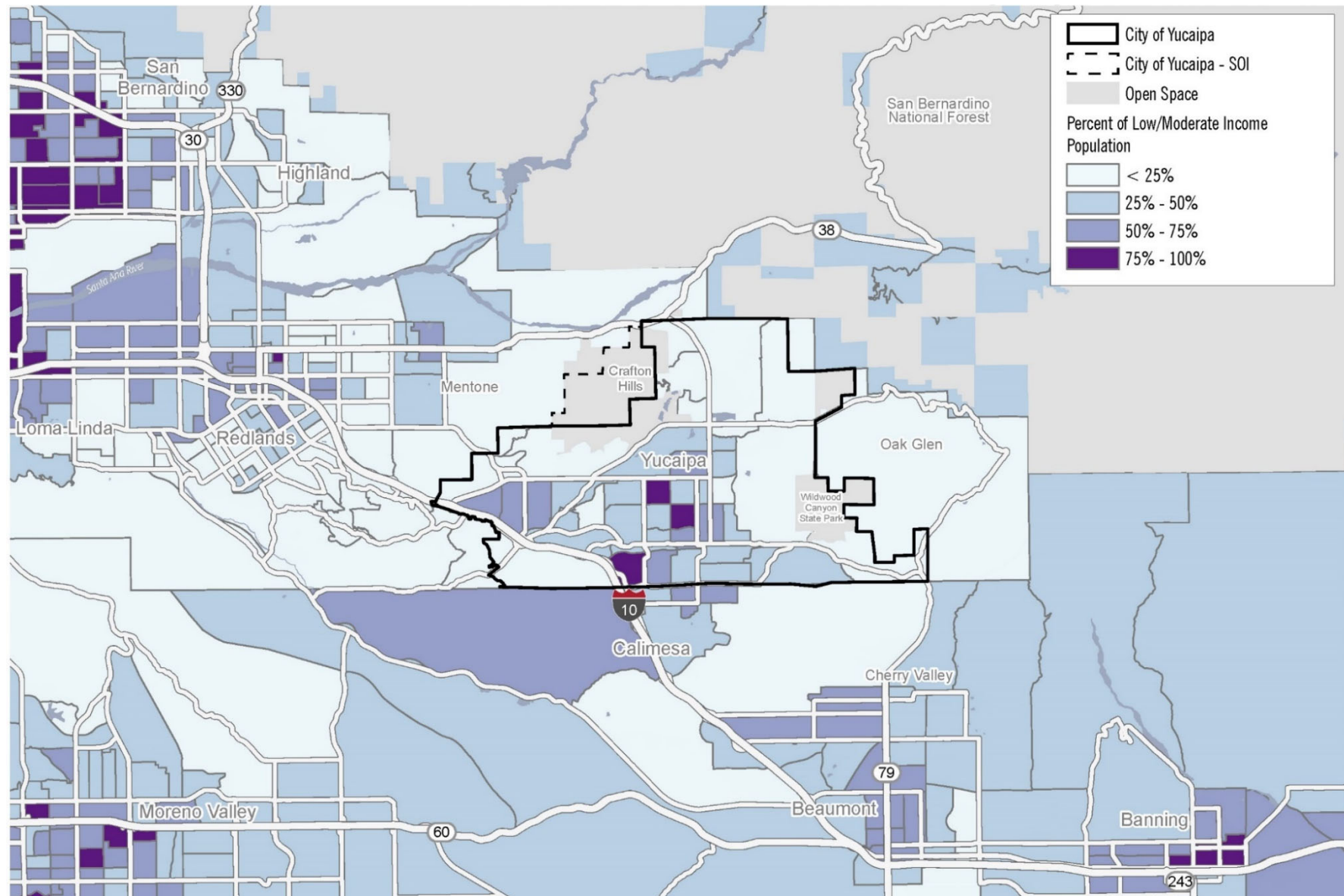


Figure 3-2 Low-Moderate Income Population

3. Constraint Analysis

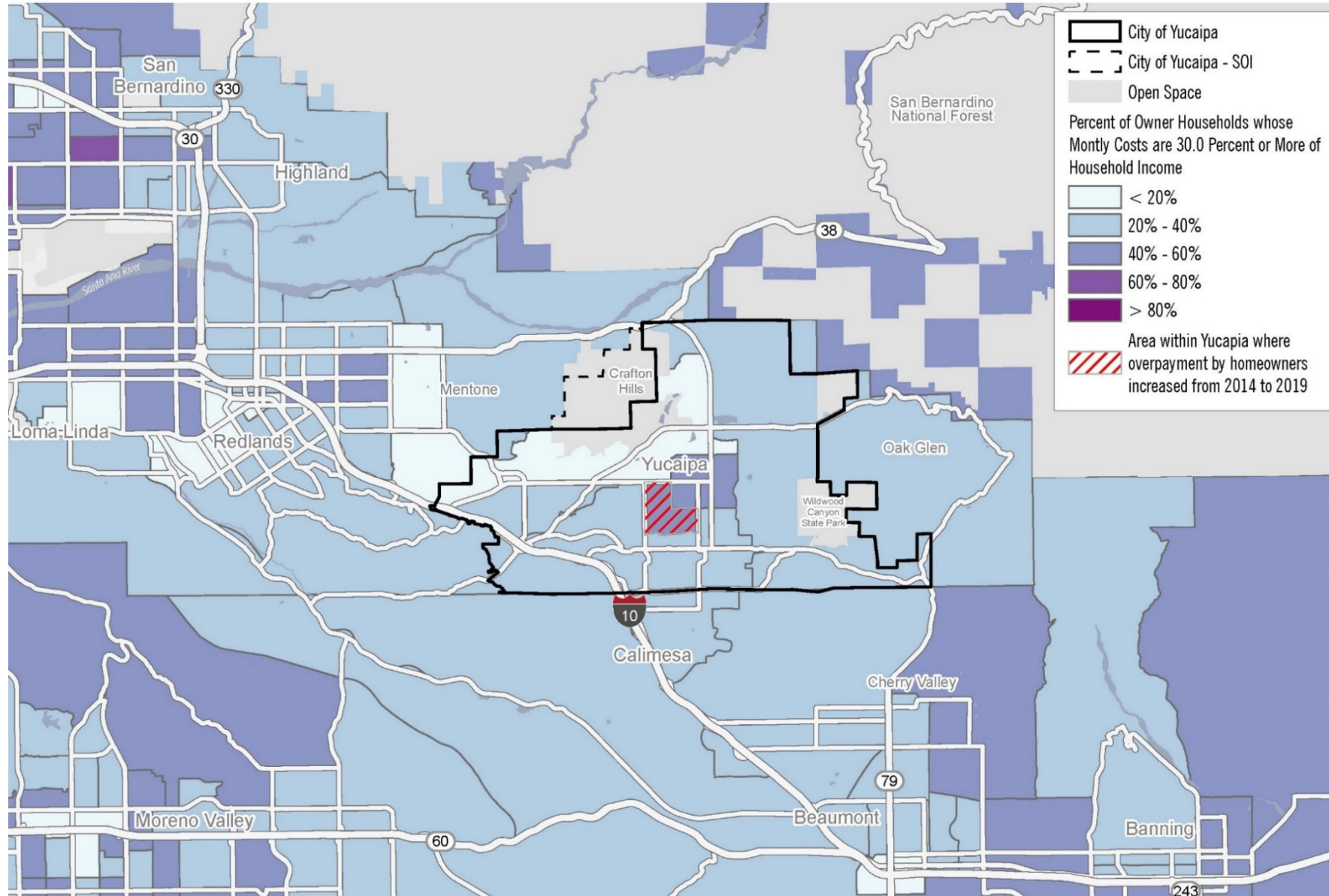


Figure 3-3 Housing Overpayment, Homeowners

3. Constraint Analysis

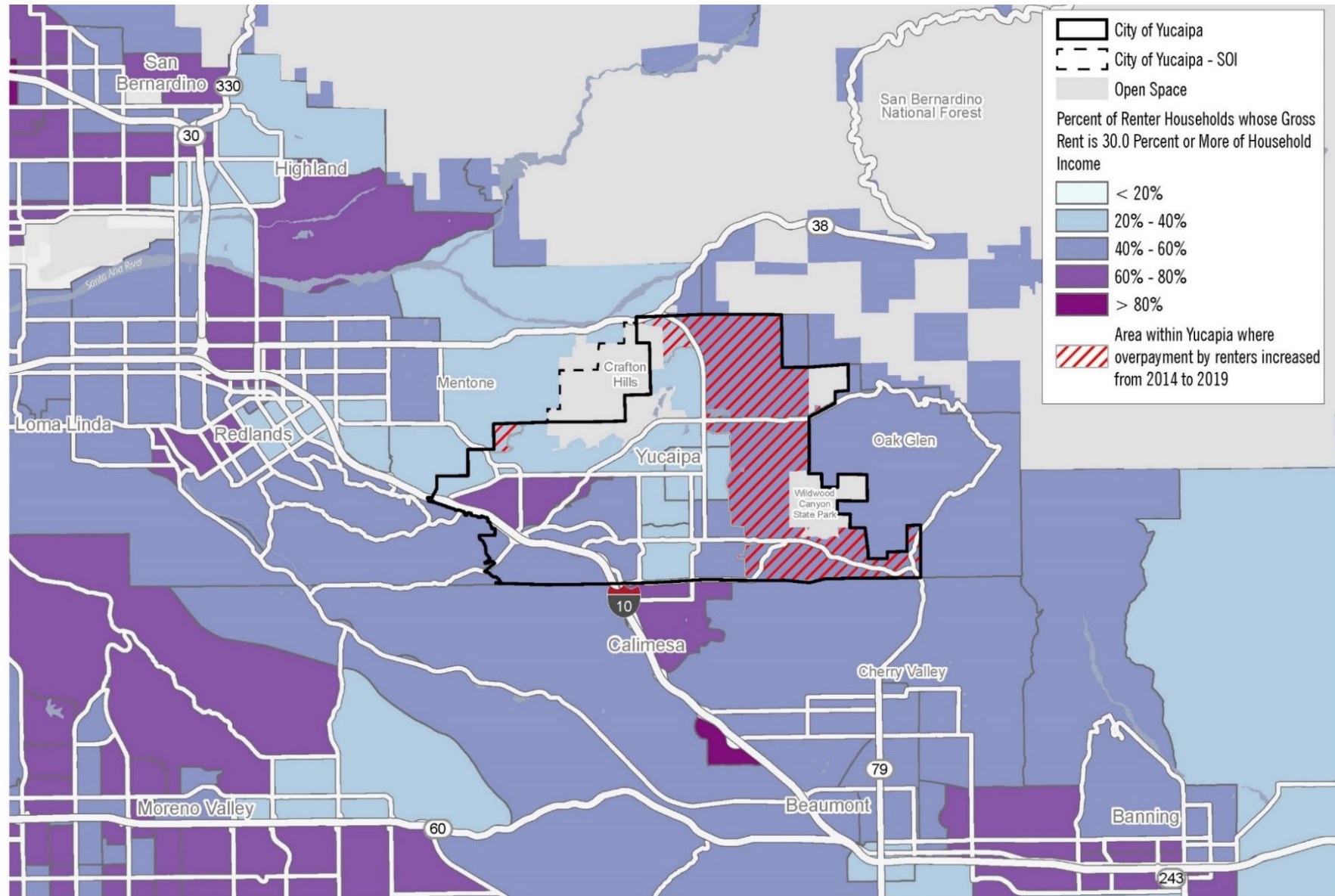


Figure 3-4 Housing Overpayment, Renters

3. Constraint Analysis

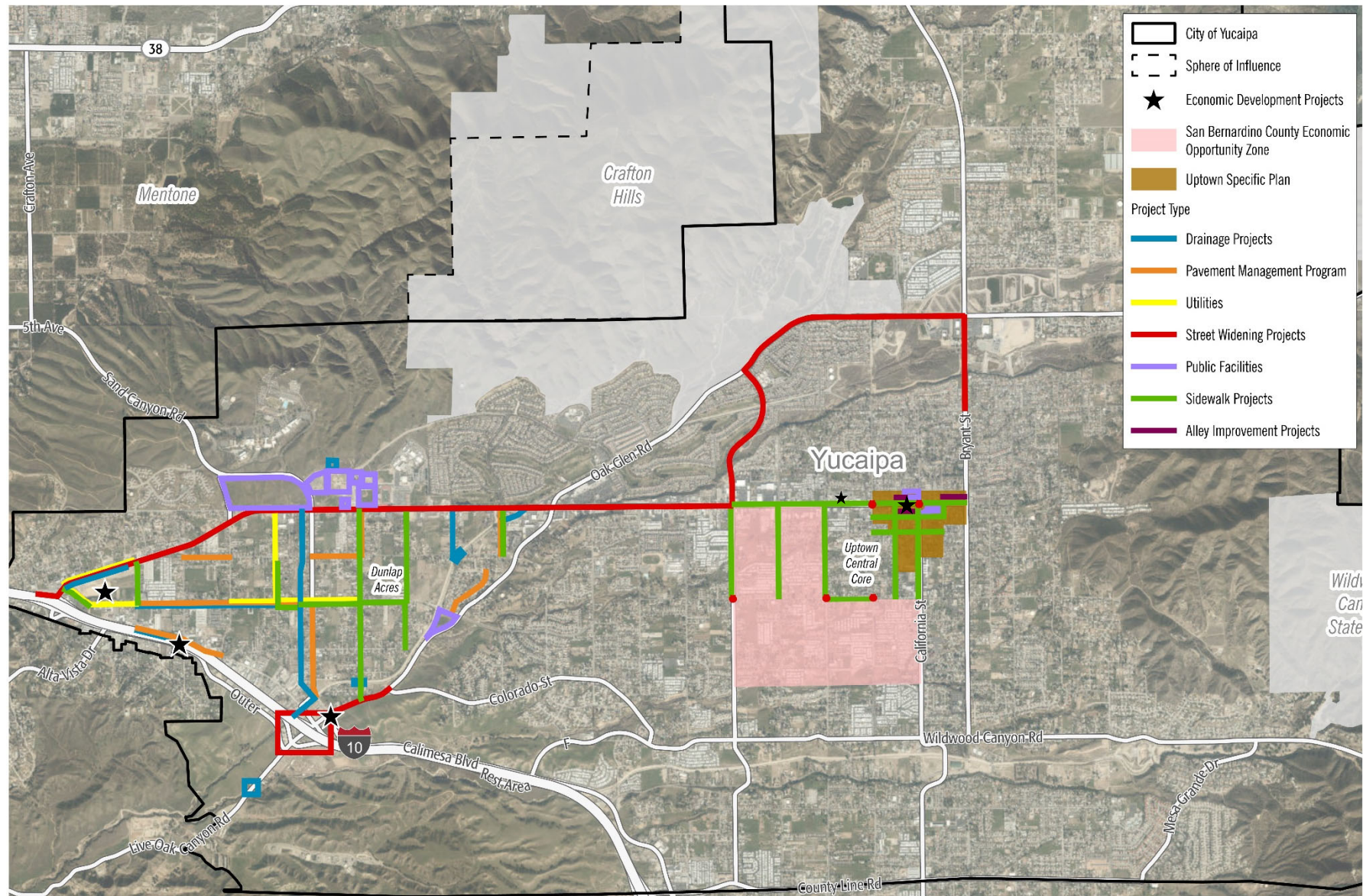


Figure 3-5 Dunlap Acre and Central Core : Sample of Place-Based Investments

3. Constraint Analysis

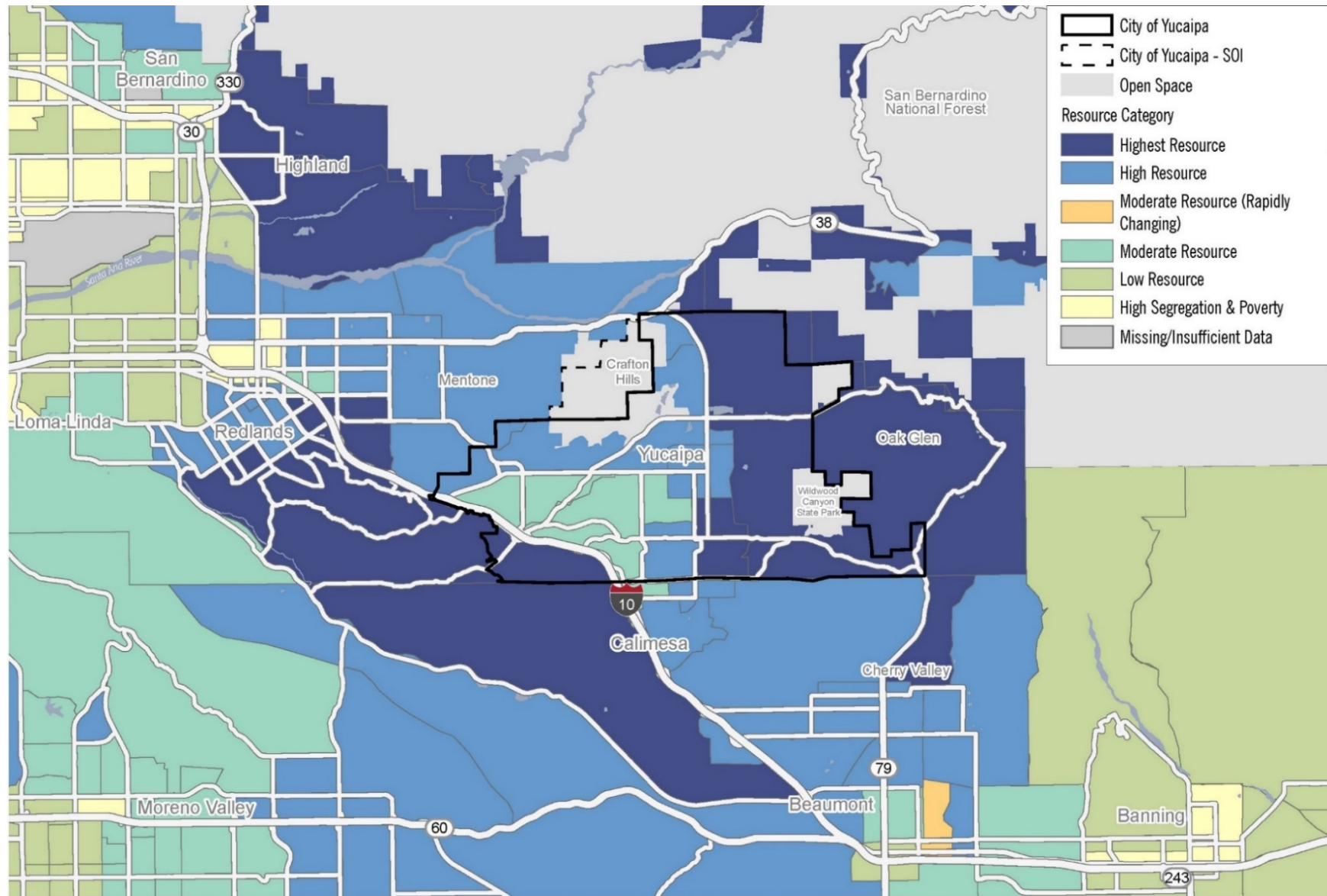


Figure 3-6 Housing Resource Opportunity Areas

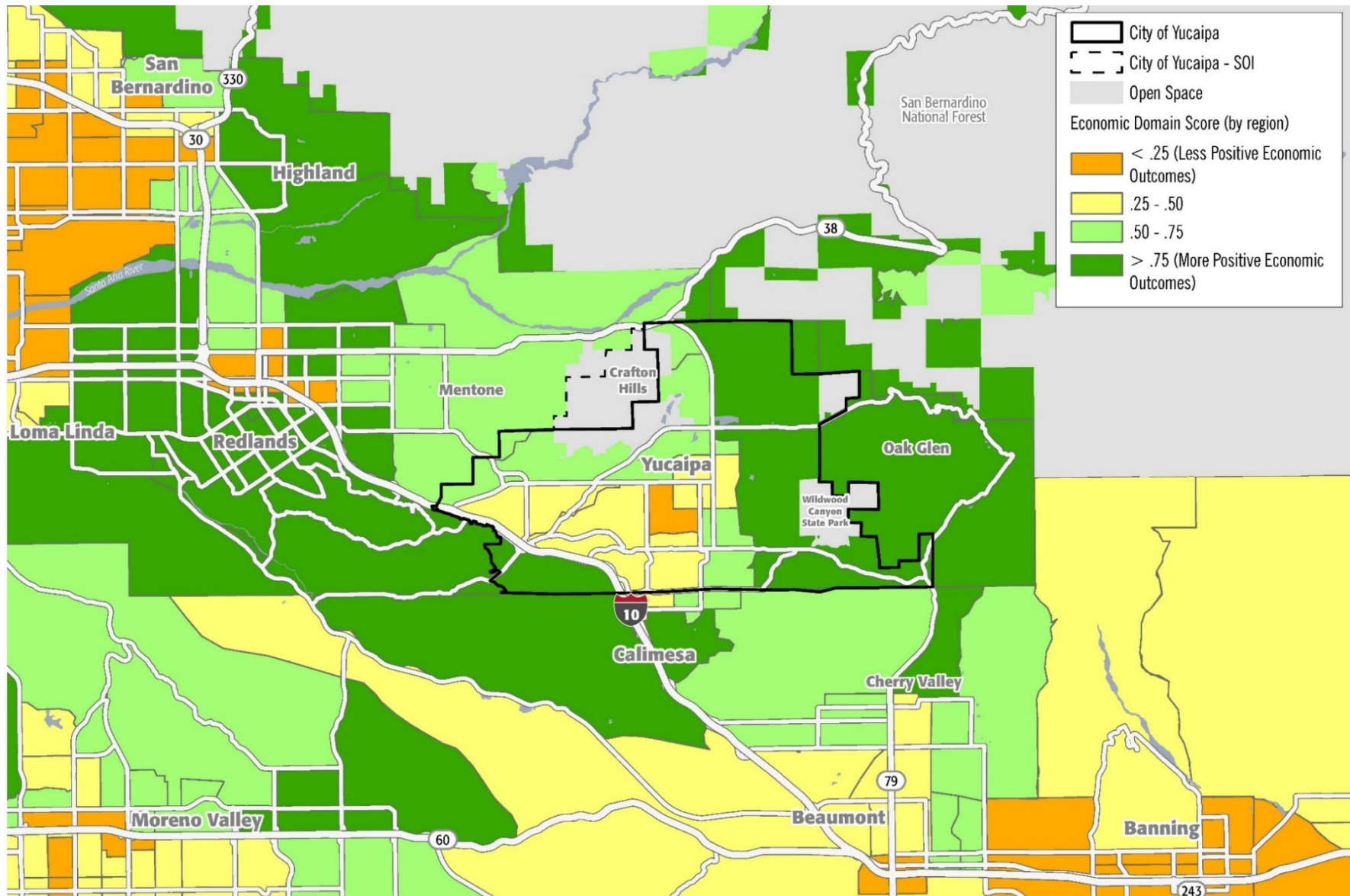


Figure 3-7 TCAC Economic Opportunity

3. Constraint Analysis

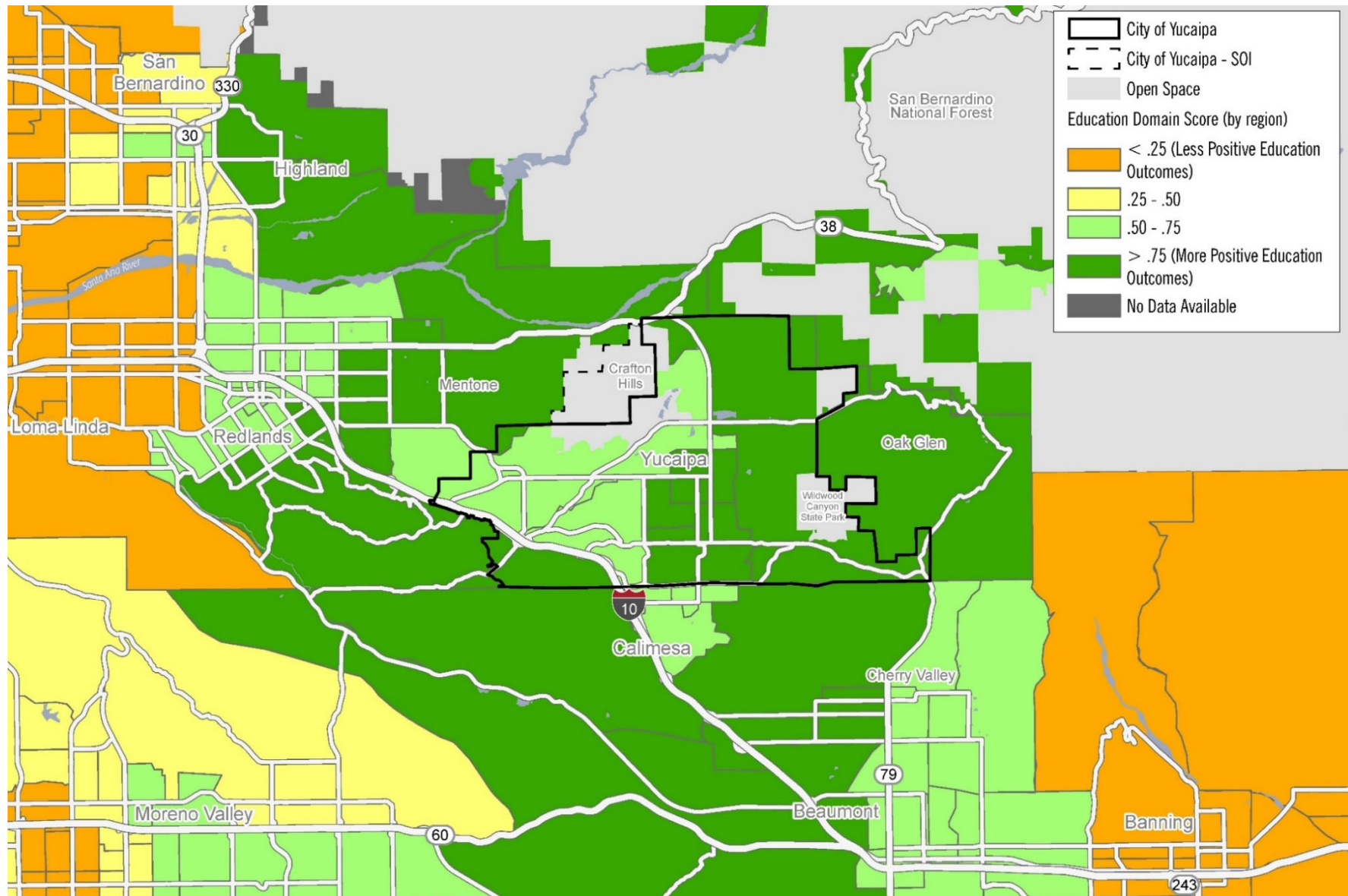


Figure 3-8 Educational Outcomes

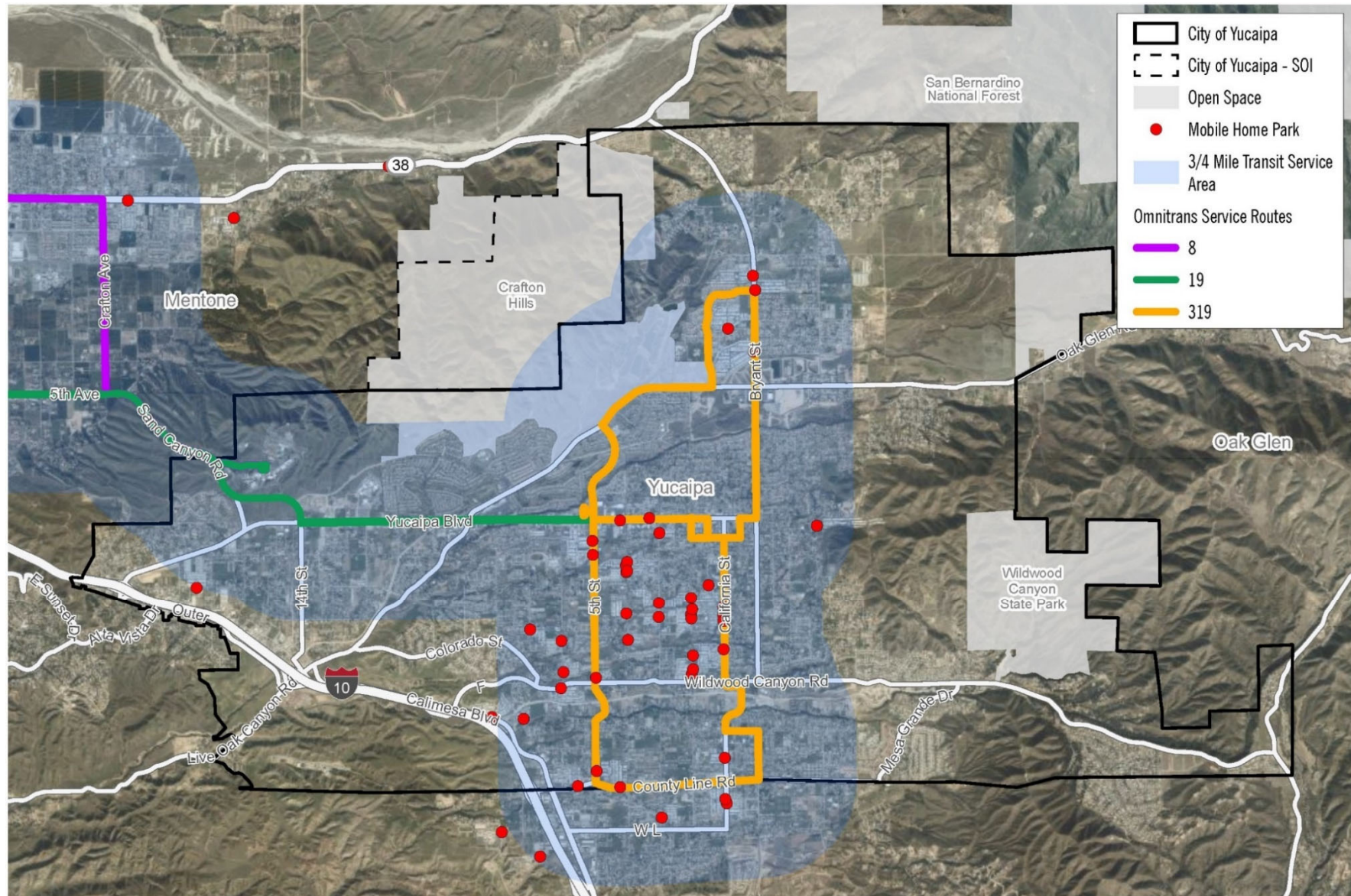


Figure 3-9 Transit Accessibility in Yucaipa

3. Constraint Analysis

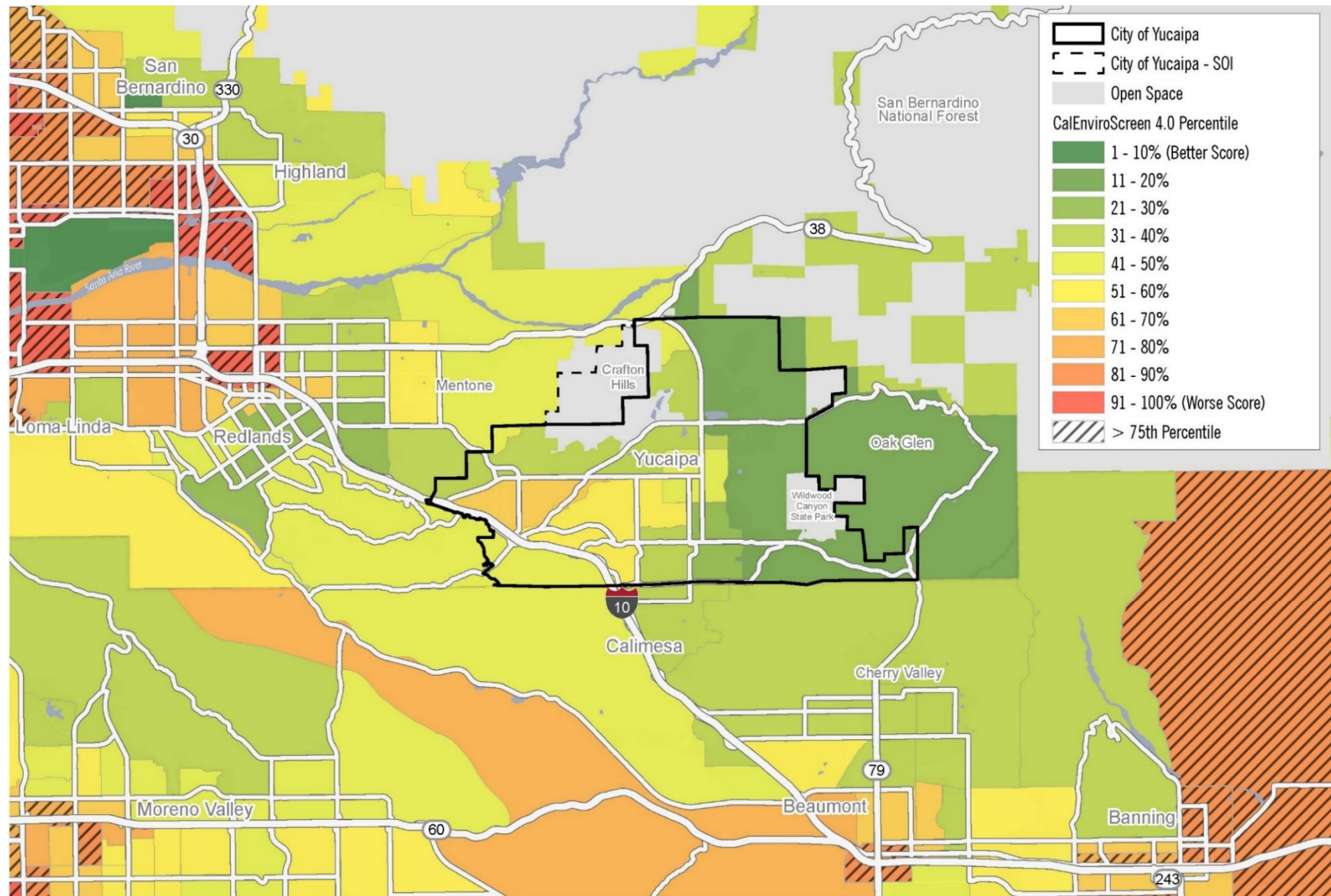


Figure 3-10 Environmental Assessment

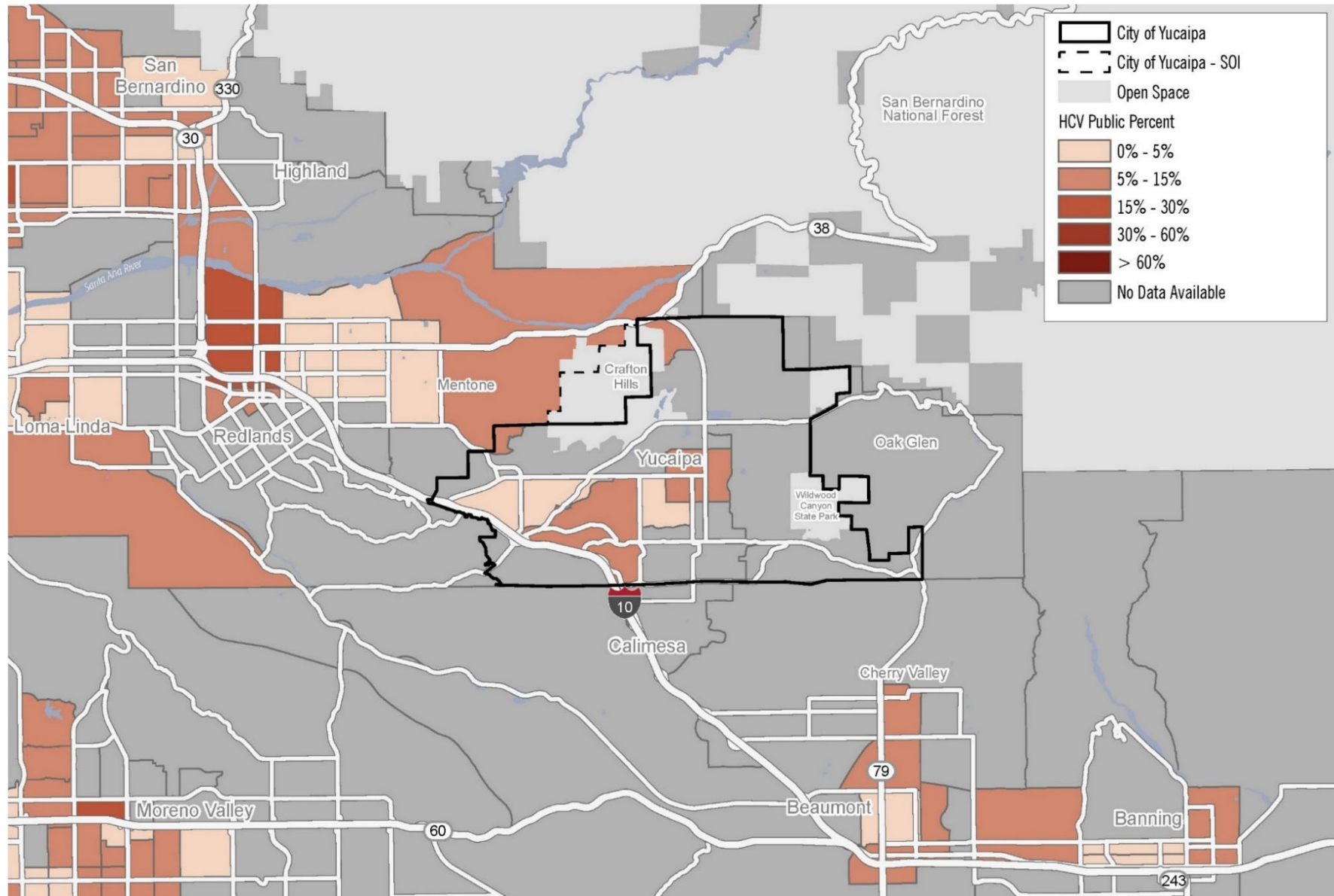


Figure 3-11 Prevalence of Housing Choice Voucher Use

3. Constraint Analysis

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Fair Housing Enforcement

The City supports compliance with fair housing laws and regulation through a twofold process: periodic review of City policies and code for compliance with State law, and referral of fair housing complaints to appropriate agencies. Concurrently with the Housing Element update, the City is conducting a review of the zoning ordinance and land use policies for fair housing compliance and has proposed revisions as needed. The City will continue to review land use policy, permitting practices, building codes, and municipal practice for compliance with state and federal fair-housing laws.

The City refers fair housing complaints to the Inland Fair Housing Mediation Board (IFHMB) and will continue to do so. IFHMB contracts with the county to provide education, advocacy, and litigation support in fair housing affairs. It provides housing counseling on tenant-landlord rights and responsibilities and investigates discrimination complaints. As a HUD-approved Housing Counseling Agency, IFHMB provides one-on-one counseling for individuals facing foreclosure, requesting rental information, experiencing homelessness, and conducts investigations of unfair and predatory lending practices.

Figure 3-12 shows housing discrimination cases filed with HUD and the California Department of Fair Employment and Housing countywide since 2013. The highest share of complaints was regarding discrimination based on disability, followed by race/color/national origin, and familial/marital status. In Yucaipa, 10 cases were filed over the past 8 years; 5 were for disabilities, 4 were for familial status, and 1 was based on sex. Five cases reported successful conciliation/settlement, two were withdrawn by complainant without resolution, and two had no cause determination.

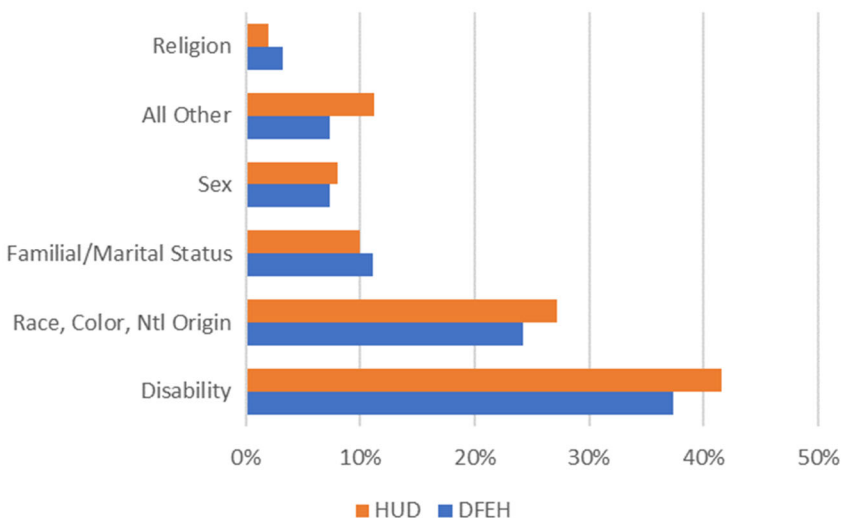


Figure 3-12 Housing Discrimination Cases Filed in the County

3. Constraint Analysis

Harassment at School

The importance of a safe and supportive learning environment is well known. Harassment creates an unsafe environment for students that also impedes educational achievement. At a broader scale, the quality of local schools is also a primary reason why individuals choose to live in a particular neighborhood. On an annual basis, the local school district can survey schools to understand the students they serve and improve the learning environment. Table 3-12 details the incidence of harassment at secondary schools in YCJUSD during academic year 2019/2020 and the bases for harassment.

Table 3-12 School Harassment in Yucaipa

Bases for Harassment	Percent of Students Citing Harassment, 2019/20		
	7 th Graders	9 th Grader	11 th Graders
Total harassed or bullied	36%	27%	38%
+ Race, ethnicity, national origin	14%	11%	18%
+ Religion	8%	6%	12%
+ Gender	9%	5%	10%
+ Sexual Orientation	13%	7	8%
+ Physical or Mental Disability	6%	4%	6%

Source: California Department of Education, Healthy Kids Survey, 2019

Harassment is not uncommon in schools, but the prevalence of harassment generally declines as students move upwards in grade levels. In 2017-2019, the latest available report on a statewide basis, the percentage of students across California who have experienced harassment or bullying in the past year was 37 percent among 7th graders, 30 percent among 9th graders, and 27 percent among 11th graders—very similar to rates in Riverside County schools. Surveys from San Bernardino County were not available.

YCJUSD surveyed students in 2019/2020, 10 years since their last survey. This survey found that although most of the responses by grade were similar to the statewide numbers, there was a notably higher percentage of 11th graders in YCJUSD experienced harassment than students in the same grade statewide. Race/ethnicity and/or national origin was the most frequently cited bias, followed by religion and gender. Asians were three times more likely to experience harassment than Hispanics and Whites.

The City assigns a school resource officer through its contract with the Yucaipa Sheriff Department to work with school officials and students to address safety and security issues affecting students. YCJUSD also partners with other local organizations to support the kindness program, including completing a Kindness Challenge Contest for students through a partnership with the Rotary Club of Yucaipa. Superintendent Cali Binks also helped initiate the “Family Promise of Yucaipa-Calimesa,” a nonprofit organization that provides resources to students facing homelessness or are at risk of homelessness. Continuing community participation in such programs, along with continued partnerships between the YCJUSD and the City, will continue to be instrumental in helping to provide resources and a safe learning environment for Yucaipa students.

CONTRIBUTING FACTORS

The housing element must include an identification and prioritization of fair housing issues and significant contributing factors to fair housing choice. A fair housing contributing factor (or contributing factors) means a factor that creates, contributes to, perpetuates, or increases the severity of one or more fair housing issues. Also required is an outline of meaningful actions that the housing element will propose to address underlying contributing factors.

The following fair housing issues were prioritized during implementation of the 2021-2029 Housing Element period.

- Displacement risk due to the shortage of new housing, particularly apartments affordable to lower- to moderate-income families with children, resulting in higher levels of overpayment.
- Displacement risk due to increased levels of housing overpayment, particularly among renter households, and the soaring prices of single-family homes, particularly in the last several years.
- Displacement risk due to poorer housing conditions/quality, particularly older rental units (apartments and single-family homes) and aging mobile home parks that have exceeded their useful life.
- Displacement risk due to the need for additional transportation services for seniors and people with disabilities who depend on convenient and affordable access to health, social, and community services.
- Displacement risk and reduced educational achievement outcomes due to a high prevalence of harassment experienced by students in the YCJUSD within the middle schools and high schools

Table 3-13 on the following page highlights fair housing issue in the city, contributing factors, and meaningful actions proposed to address identified fair housing issues. The Housing Plan includes meaningful programs and actions to address these fair housing issues and contributing factors. While all of the fair housing issues are significant and deserve action, the City prioritized those fair issues and contributing factors where it has direct jurisdiction and control over influencing the outcomes. For issues where the City showed a lower priority, this was because the primary service provider was an agency outside the jurisdiction and responsibility of City Hall.

3. Constraint Analysis

Table 3-13 Summary of Fair Housing Issues, Contributing Factors, and Actions

Fair Housing Issue	Priority	Contributing Factors	Meaningful Actions & Programs
Displacement risk due to the shortage of new housing, especially apartments affordable to lower-to moderate-income families, resulting in higher renter overpayment	High	<ul style="list-style-type: none"> Limited availability of land, density, and zoning for multifamily housing Due to topography, infrastructure is needed for many areas of the city Density bonuses (100%) favor senior housing over family housing 	<ul style="list-style-type: none"> City is redesignating land to accommodate its low-moderate RHNA goals (Program #7) City is making significant investments in creating financing tools to provide infrastructure (Program #11) City continues to work with county, nonprofits, and for-profits to build affordable housing (Program #28)
Displacement risk due to housing overpayment	High	<ul style="list-style-type: none"> Ownership and rental housing costs increasing faster than incomes Seniors and people with disabilities most at risk due to fixed incomes Shortage of production of new housing of all types to help moderate costs 	<ul style="list-style-type: none"> City will continue to actively promote HCV for rentals and will initiate new rental assistance (Program #25) Maintain rent stabilization of mobile home parks to protect long-term affordability (Program #23) City is actively processing and approving the plans for new housing development
Displacement risk due to poorer housing conditions/quality, particularly older rental units and aging mobile home parks	High	<ul style="list-style-type: none"> Many mobile home parks are aging, and some have exceeded their useful life Historical lack of funding available for housing rehabilitation Building and fire codes have changed, making older homes in need of updating 	<ul style="list-style-type: none"> City is assisting MHP conversion through removal of the DOR and use of by-right permit (Program #8) City is reaching out to nonprofits like Habitat for Humanity to provide home repairs (Program #28) Conduct inspections and enforce codes to prevent premature deterioration (Program #12)
Displacement risk due to the need for transit for seniors and disabled people to access health, social, and other services	Medium	<ul style="list-style-type: none"> Dispersal of senior housing and mobile home parks makes it difficult to serve all Transit funds limited due to low ridership and difficulty of maintaining all routes 	<ul style="list-style-type: none"> City will use the OmniTrans grant to supplement transit services for seniors and disabled people (Program #32) City will work with OmniTrans as part of the short-term transit plan to expand services (Program #32)
Displacement risk and reduced educational achievement outcomes due to a high prevalence of student harassment at local schools	Low	<ul style="list-style-type: none"> Harassment is complex issue and reflects school climate, enforcement, education, and student behavior City is becoming more multicultural resulting in need for education and appreciation of differences 	<ul style="list-style-type: none"> The City has no jurisdiction over the local school district, but will seek periodic reports from the School Resource Officer on progress made toward reducing the incidence of harassment

4. HOUSING RESOURCES

This chapter describes the land, financial, and administrative resources available to Yucaipa to address its existing and future housing needs, including its share of the RHNA.

A. REGIONAL HOUSING NEEDS

The regional housing needs mandate is one of the more fundamental mandates required of every local government in California. The California Legislature has stated that the availability of housing is of vital statewide importance, as is the early attainment of decent housing and a suitable living environment for every Californian. Therefore, HCD is required to develop housing needs projections for every region in California, including the region presided over by SCAG.

SCAG is responsible for assigning the state's housing targets to each city. In doing so, California law requires that SCAG consider specific planning considerations in allocating planning targets but is allowed to develop a tailored model for the region. SCAG's model considers the availability of land, adequacy of infrastructure and services, market demand for housing, fair housing, employment and transit, local population growth estimates, and many other housing and planning factors. Fair housing, employment, and transit accessibility have become more prominent factors.

For this Housing Element planning period, the SCAG region has been allocated at least 1.3 million housing units to be planned for between 2021 and 2029. This is 300 percent higher than the approximately 400,000 units required in the previous housing planning period. The high allocation is largely the result of underproduction of housing in the region, rapidly increasing housing prices and rents, and increasing levels of housing overpayment among residents. As a result, local governments across the region are facing unprecedented increases in housing planning goals.

In the City of Yucaipa, the RHNA goal increased approximately 78 percent since the last Housing Element planning period. For the 2014-2021 planning period, Yucaipa's RHNA was 1,605 units; the allocation increased 78 percent to 2,866 units for the 2021-2029 period. This allocation is divided into five specific affordability groups:

- Extremely low income: defined as earning 30 percent or less of the CMFI
- Very low income: defined as earning between 31 and 50 percent of CMFI
- Low income: defined as earning 51 to 80 percent of CMFI
- Moderate income: defined as earning 81 to 120 percent of CMFI
- Above moderate income: defined as earning above 120 percent of CMFI

4. Housing Resources

Table 4-1 summarizes the City of Yucaipa's 2021–2029 RHNA. State law allows for an appeal procedure for cities to seek adjustments in their RHNA, with subsequent reallocations of units distributed to cities throughout the SCAG region. The final allocation shown includes the results of the appeal process.

Table 4-1 Yucaipa RHNA Planning Target, 2021-2029

Household Income Category	Definition of Income Category	2021-2029 RHNA	
		Number of Housing Units	Percentage of Housing Units
Extremely Low ¹	30% or less of MFI	354	12%
Very Low ¹	31–50% of MFI	354	12%
Low	51–80% of MFI	493	17%
Moderate	81–120% of MFI	511	18%
Above Moderate	above 120% of MFI	1,154	40%
Total		2,866	100%

Source: Southern California Association of Governments, 2021

Notes:

1. The RHNA provides a very low requirement of 708 units. HCD assumes that 50 percent of the very low-income requirement is the extremely low-income requirement. The table above splits the City's very low-income RHNA into extremely low and very low.

Local governments are required to plan for their share of the region's housing need, and California law holds them responsible for ensuring that housing is planned commensurate with the total assigned need for each affordability category. However, state law does not require a city to build housing; that is the responsibility of the building industry. Instead, local governments can obtain credit toward meeting their RHNA target in four ways:

- **Housing Production.** Housing units built and occupied (received a certificate of occupancy) after the planning period for the Housing Element begins on July 1, 2021.
- **Planned Production.** Housing units proposed for construction that will likely be approved and built during the planning period, from July 2021 to October 2029.
- **Available Land.** Designation of vacant and underutilized sites with zoning, development standards, services, and public facilities in place so that housing can be built.
- **Alternative Credits.** Qualified projects that involve the rehabilitation, preservation, and conversion of non-affordable units to affordable units, subject to conditions.

The following section describes how the City will address their housing planning and production goals for the 2021-2029 RHNA.

B. HOUSING SITES

This section details the sites available for housing, suitability of residential development standards for facilitating housing affordable to different income levels, and the residential development projects currently in the pipeline.

LAND INVENTORY

As part of the 2021–2029 Housing Element, the City of Yucaipa updated its land inventory from the general plan and prior Housing Element. This was used as the starting point for the land inventory. That inventory was refined further with the following steps:

- Extracted vacant parcels for inclusion in the Housing Element. Vacant sites that are highly underused but could accommodate additional development were still excluded from the assessment.
- Discounted vacant parcels designated for nonresidential uses (commercial, industrial, etc.) and parcels that were fragments and did not meet the minimum lot size for development.
- Discounted vacant parcels designated for residential uses that are owned by public utilities, governmental entities, churches, and other entities that are not anticipated to be developed into residential uses.

Table 4-2 summarizes the residential development capacity in Yucaipa based on vacant parcels and density assumptions. However, it should be noted that many of the City's projects are occurring on underutilized sites. Therefore, the land inventory summarized below is a conservative estimate.

Table 4-2 Development Capacity on Vacant Sites

General Plan Land Use Category	Land Use Designations and Acres					
	Specific Zone	Nos. Parcels	Vacant Acres	Density Assumption	Housing Capacity ¹	Afford. Assumed
RL	RL-1	94	383.3	1 du/ac	383	AM
	RL-2.5	29	302.3	0.4 du/ac	121	AM
	RL-5	7	43.4	0.2 du/ac	9	AM
	RL-10	28	462.5	0.1 du/ac	46	AM
RS	RS-10M	50	60.9	3.2 du/ac	195	AM
	RS-20M	92	156.0	1.85 du/ac	289	AM
	RS-72C	30	28.2	4.2 du/ac	118	AM
RM	RM-10M	50	60.9	4.4 du/ac	195	MOD
	RM-72C	23	13.5	6 du/ac	81	MOD
	RM-24	2	26.3	20 du/ac	550 ²	LOW
	R-24	3	19.5	20 du/ac	390 ²	LOW
Total		408	1,557		2,304	

Source: PlaceWorks, 2020.

Notes:

1. The development capacity total is rounded to more accurately reflect the realistic capacity.

4. Housing Resources

Relationship of Zoning to Housing Affordability

Zoning and density standards are correlated to the affordability of housing. Typically, adequate zoning suitable for facilitating the construction of housing affordable to moderate-income households refers to multiple-family zones. The following analyzes the relationship of zoning in Yucaipa to the affordability of moderate and lower income housing built in the community.

Moderate Income Housing

Recent development demonstrates the appropriateness of RM zones for multiple-family apartments at moderate-income rents. The RM zones include both RM-10M and RM 72C, which allow for attached, detached, and/or mixed residential products at a density of 4.2 to 8.7 units per acre, respectively. In the past few years, the City has approved a dozen duplexes, triplexes, quadplexes, and apartments—all affordable to moderate-income households.

For instance, recently built three-bedroom, two-car garage, apartment-duplex units rent for \$1,700 per month in Yucaipa, which are easily affordable to moderate-income households of varying sizes. Even newer conventional-style apartments rent in the middle of the moderate-income range of affordability. Given this history, it is assumed that all RM zones allow a density sufficient to facilitate and encourage rents affordable to moderate-income households.

In Yucaipa, condos sell for prices affordable to moderate to above moderate-income households, depending on the project, amenities, size, and location. Local developers indicate that projects built in southern Yucaipa are more affordable to moderate-income households; projects in northern Yucaipa are affordable to above moderate-income households. In southern Yucaipa, the sales price is below \$400,000 for a three-bedroom unit – lower than \$430,000 for a four-bedroom unit threshold for moderate-income households.



This four-bedroom, 1,900-square-foot condo, sold for \$335,000 in 2017

Lower Income Housing

State law establishes that a zoning district that allows a range of density that includes 30 units per acre is sufficient for facilitating the construction of affordable housing for lower-income households in urban counties. For the 2008–2014 Housing Element, the City created a land use designation allowing 20–24 units per acre, which HCD accepted as adequate to encourage and facilitate affordable housing for lower-income households. This density rule remains relevant for the 2021-2029 Housing Element period.

As summarized below and in Table 4-3, four affordable projects have been approved/built in three different zones. Two projects were approved in 2021. These four projects provide affordable units at a density ranging from 16 to 24 units per acre. The projects also vary in size, from 6 units (on a small site less than 0.5 acres) to nearly 100 units. This track record demonstrates that a density of 16 - 24 is sufficient to accommodate lower income housing.

- Urban Housing Communities built the Horizon 76-unit project for very low/low income households at 12279 3rd Street in the RM-72C-district.
- Eagle Development built the Villas 96-unit project for very low/low income households at 34232 County Line Road in the RM-24 district.
- Eagle Development is approved for a 6-plex project for very low/low income households at County Line/5th Street in the RM-10M district.
- Bogh Engineering is approved for a 32-unit project for very low/low income households at 1201 Third Street in the RM-72C zone.

Table 4-3 Suitability of Density/Zones for Lower Income Housing

Characteristics	Recent Affordable Housing Projects			
	Eagle-Villas	Horizon Phase 1+2	12301 3rd Street	Eagle County Line
Characteristics				
+ Built/Approved	2018/19	2017/2018	2021	2021
+ GPLU/Zoning District	RM-24	RM-72C	RM-72C	RM-10M
+ Project Units	96 du	76	32	6
+ Site Acreage	3.4	4.5	2.0	0.46
+ Project Density	28 du/ac	17 du/ac	16 du/ac	13 du/ac
+ % Max density	100%+	100%+	100%+	100%+
+ Affordability	100% VLI	100% VLI	15% VL/L	45% VL/L
Incentive Provided				
+ Land Lease	No	No	No	No
+ Fee Waiver/Deferral	Yes	Yes	No	No
+ Financial Assistance	Yes	Yes	No	No
+ Density Bonus	Yes	Yes	Yes	Yes
+ Covenant Term	55 years	55 years	30 years	30 years
Source: PlaceWorks, 2020.				

4. Housing Resources

Residential Project Pipeline

The City of Yucaipa has more than 50 approved, entitled, and/or pending residential projects that are anticipated to be built and receive their certificate of occupancy or final inspection after July 1, 2021. As allowed under state housing element law, these approved and pending residential projects will be eligible for credit toward the 6th Cycle (2021-2029) RHNA.

As described below and listed in Table 4-4, housing pipeline projects represent a mix of residential types, price points, and affordability levels.

- **Mix of Housing Types.** The City is reviewing a broad range of housing products proposed for development. These include duplexes/triplexes, mobile home park expansion, single-family residential projects, condominiums, and apartment projects. These projects are occurring within existing residential neighborhoods, in underutilized commercial areas, and in infill locations. In some cases, the projects have secured general plan amendments to “upzone” certain areas.
- **Project affordability.** The affordability of the project is based on the type of residential product approved/entitled in the community, the market sales price or rent charged for recently built projects in the city, or, in the case of deed-restricted affordable projects, the affordability agreements and covenants. For market-rate apartments, the estimated rents and affordability of the projects were confirmed by telephone conversations with the developers based on similarly situated projects in Yucaipa, market conditions, and projected rents.
- **Vacant Sites.** While the land inventory discussed later includes only vacant sites, many projects approved in Yucaipa are on underused sites. Of the projects identified in Table 4-4 to be credited toward the 2021-2029 RHNA, almost half of the sites have an existing use. Typically, the existing use is an older, lower-cost single-family home, which may be dilapidated or need rehabilitation. Further, prior projects that have been built in the City have been on underutilized lots, and have also included the consolidation of several parcels to support a larger-scale project.
- **Mix of Housing Locations.** The City has approved proposals for residential development in virtually every area of the city. These areas include the Central District, North Bench, Uptown, Dunlap Acres, and Wildwood Canyon. Projects have also been approved along commercial corridors, specifically Yucaipa Boulevard. Moreover, with the planned update of the Freeway Corridor Specific Plan in 2021, additional opportunities for residential development are envisioned. However, many projects have not yet been developed, but are anticipated to be built with the uptick in the industry as the COVID pandemic subsides.

The City is not relying on nonvacant or mixed use sites to accommodate more than 50 percent of the RHNA for lower income households.

Table 4-4 Residential Projects in the Pipeline

ID	Project Specifics					Affordability Level			
	Project Name	Assessor Parcel Number	Type of housing	Approved Units	Acres	Very Low	Low	Mod	Above Mod
1	None	0318-101-57	SFR	3	2.4	0	0	0	3
2*	Pacific Horizon	0322-083-69, -71, -42, -43	SFR	21	12.9	0	0	0	21
3*	Vista Park	0319-152-13	Condo	40	6.8	0	0	13	27
4	Horizons-2	0319-351-57	Apt	27	0.4	0	27	0	0
5	None	0321-071-40	SFR	5	5.0	0	0	0	5
6*	MBTK-03	0319-233-88	Condo	57	4.4	0	0	18	39
7	Wilson Creek	0321-101-26, -12, -02	SFR	184	240	0	0	0	184
8*	Magnolia Gardens	0319-661-20	SFR	104	13.3	0	0	34	70
9	Yucaipa Crossings	0318-174-22	Condo	33	5.7	0	0	10	23
10*	Premium Land-1	0318-174-24	Condo	21	2.5	0	0	6	15
11*	Nova Homes/PL	0319-253-28, -29, -30, -84	Apt	200	8.4	0	0	200	0
12*	Land Engineering	1242-061-37	SFR	18	4.7	0	0	0	18
13*	Crafton Comm/PL	0319-121-24	Sr. Apt	30	1.9	0	0	30	0
14	Yucaipa Gardens	0318-164-14 & -15	Apt	24	2.9	0	0	24	0
15*	Bo Wu - 2	0318-342-24	SFR	8	1.76	0	0	0	8
16	Simmons-3 rd Street	0319-252-02 & -32	Apt	13	1.7	0	0	13	-0-
17	Wildwood Meadow	0318-192-10	SFR	28	9.4	0	0	0	28
18	None	0303-191-17	SFR	4	1.0	0	0	0	4
19*	None	0318-231-16	SFR	4	1.0	0	0	0	4
20	None	0319-242-13	Duplex	4	1.4	0	0	4	0
21*	Oak Creek SP	0303-181-16, -19	SFR	144	47	0	0	0	144
22	Aviana Villas	0319-132-19	Condo	32	5.0	0	0	10	22
23*	None	0322-452-01	SFR	2	2.0	0	0	0	2
24*	None	0321-071-28	SFR	4	3.1	0	0	0	4
25	Lakeview MHP	0303-051-54	MH	30	4.0	30	0	0	0
26	Huyck Land	0319-351-05	Apt	13	0.75	0	0	13	0
27*	None	0319-031-80, -81	SFR	2	0.9	0	0	0	2
28*	Bryant Street	0303-051-67	SFR	7	1.6	0	0	0	7
29	RC Hobbs	0318-201-59	Condo	44	6.9	0	0	15	29
30*	6 th St. Sr Housing	0318-163-44	Apt	27	1.9	0	0	27	0
31*	None	0300-561-14	SFR	2	4.1	0	0	0	2
32*	Copeland Condos	0319-112-02	Condo	18	2.7	0	0	5	13
33*	4 th Street Apts	0319-161-24	Duplex	16	2.4	0	0	16	0
34	5 th Street Duplexes	0319-233-58, 59	Duplex	16	0.9	0	0	16	0
35	6 th Street Duplexes	0318-164-21	Duplex	34	2.0	0	0	34	0

4. Housing Resources

Table 4-4 Residential Pipeline Projects

Project Specifics						Affordability Level			
ID	Project Name	APN	Type	Units	Acres	Very Low	Low	Mod	Above Mod
36	Conroy Senior	0303-133-04	Apt	32	1.8	0	0	32	0
37*	Lambert TTM	0318-221-02	SFR	13	5.1	0	0	0	13
38	Yucaipa Apts.	0300-191-32	Apt	19	2.4	0	0	19	0
39	34633 Ave H	0319-242-08	Triplex	3	0.5	0	0	3	0
40	Mountain Gate	Multiple	SFR	63	N/A	0	0	0	63
41	Wildwood Dickinson	Multiple	SFR	79	N/A	0	0	0	79
42	Oakdel Court	0321-251-01/11	SFR	7	0.46	0	0	0	7
43	Dallas Family	1242-191-10	SFR	22	15.43	0	0	0	22
44	Walter Ferguson	0321-531-15/28	SFR	9	N/A	0	0	0	9
45	Tract 14297	North Bench TTMSs	SFR	33	N/A	0	0	0	33
46	Tract 17965	North Bench TTMSs	SFR	27	N/A	0	0	0	27
47	Tract 18284	North Bench TTMSs	SFR	20	N/A	0	0	0	20
48	Eagle Development	0319-233-77	Apt	6	0.51	0	6	0	0
49	MBTK-1/PL	0319-112-03	Apt	150	4.77	0	0	150	0
50	Bogh Engineering	0319-351-02	Apt	32	1.90	0	0	32	0
51	Premium Land	0319-121-42	Sr. Apt	52	3.51	0	0	52	0
52	Neigh. Improvement	0319-381-12	Apt	18	1.14	0	0	18	0
53	Levy Affiliated	0319-012-40	Sr. Apt	32	2.46	0	0	32	0
54	21-115/TPM	0322-452-19	SFR	2	1.27	0	0	0	2
55	Ruxton	0301-061-03; 0301-072-13/17	Condo	70	9.15	0	0	22	48
Summary		All Projects	Mix	1,908	N/A	30	33	848	997
2021-2029 RHNA						708		493	511

Source: City of Yucaipa, 2021

Notes:

In addition to the project listed above, the City has additional projects with tentative tract maps that have been approved but are undergoing revisions as the original maps expired and/or changing economic situations warrant a review of product mix.

“*” projects with an asterisk were developed on sites with minimal existing uses

KEY HOUSING OPPORTUNITY SITES

While the prior section listed residential projects approved for development in Yucaipa, the remainder of this chapter focuses on strategies that the City will undertake to address the 1,201 units of very low- and low-income RHNA.

Strategy 1: Mobile Home Conversion

Prior to incorporation in 1989, the County established one of the largest concentrations of mobile home parks in California in present day Yucaipa. In Yucaipa, 42 mobile home parks provide more than 4,400 mobile homes or 20 percent of all housing units. Today, mobile homes provide a source of affordable housing for many families and seniors in the community. The City's Mobile Home Park (MHP) Overlay District is intended to protect, promote, and preserve the long-term supply of mobile home parks.

The City has three mobile home park overlays. MHP Overlay 1 includes all mobile home parks. MHP Overlay 2 includes age-restricted mobile homes. Most recently, MHP Overlay 3 was adopted to include only those parks eligible for transition to other land uses provided local, state, and federal regulations are adhered to. Overlay 3 was added as part of the General Plan update in 2016 to allow for the transition of up to seven mobile home parks that were acknowledged as dilapidated and requiring reconstruction and significant site improvements. [These sites were not used in a prior housing element.](#)

To implement the MHP3 Overlay, the City Council adopted Ordinance 344 and established mobile home park conversion standards and regulations. The Ordinance provided for the conversion of use procedures necessary to facilitate the transition of a park for other uses and allowed a maximum density of 16 du/ac that could be expanded to 24 du/ac with approval of a Development Opportunity Reserve (DOR). With the DOR, a total of 828 units could be developed in the MHP3 Overlay areas, which currently features 550 existing units, resulting in a net capacity increase of 278 units.

The feasibility of a mobile home park conversion depends on the willingness of the park owners and the financial benefit of such conversion. Based on recent interest expressed by several Yucaipa park owners, two of the seven MHP3-designated sites may be converted by 2029, yielding a net 100 new lower-income units. To facilitate this process, the City Council authorized additional incentives to encourage conversion of projects within the MHP3 Overlay. The following incentives are proposed for adoption in this Housing Element:

- Establish a by-right review process to allow for the conversion of the mobile home parks to another residential use;
- Increase the base density of 16 du/ac to a density of 24 du/ac and phase out the Development Opportunity Reserve; and
- Adhere to all relocation, replacement, and fair housing regulations to the extent required by local, state, and federal law.

4. Housing Resources

Strategy 2: Accessory Dwelling Units

Accessory dwellings are a key strategy for meeting the City's share of its RHNA for housing affordable to low- and moderate-income households. Yucaipa has many larger homes on larger lots that would allow space to build an ADU. As part of the survey issued for the 2021-2029 Housing Element, a majority of respondents noted interest in an ADU. To meet this growing interest and encourage ADUs, the City developed a FAQ brochure to inform property owners about the process and requirements for ADU applications.

State law has been amended to facilitate and encourage the production of accessory dwellings. In 2016, AB 2299 and SB 1069 required cities to revise their zoning code to conform to the new ADU law. In 2019, SB 68, AB 881, and SB 13 further amended California Government Code Sections 65852.2 and 65852.22, and Health and Safety Code Section 17980.12 pertaining to local regulations for ADUs. In January 2020, the City Council enacted Ordinance 385 to incorporate recent changes to state law with respect to ADUs.

Yucaipa has seen a marked increase in ADU permits issued each year. From 2018 to 2021, ADU permits rose from 3 (2018) to 5 (2019) to 12 (2020) to 36 in 2021. While the exact trend moving forward is unknown given that the number of ADUs permitted have progressively increased two and threefold in consecutive years, the City expects that 200–300 ADUs will be built from 2021 thru 2029. This is range of estimates could be more since developers for several planned single-family subdivisions have indicated interest in offering ADUs as a marketing tool. Moreover, half of the survey respondents expressed interest in building ADUs.

The affordability of the ADUs built in Yucaipa is based on SCAG's ADU survey and affordability assumptions for San Bernardino County. Applying those affordability assumptions to Yucaipa and the range of production estimates, the City can expect the production of 115 to 173 lower-income ADUs over the Housing Element period. Table 4-5 outlines the range of ADU projection estimates by affordability level. To encourage this level of production, the Housing Plan proposes a program to incentivize the production of ADUs.

Table 4-5 Accessory Dwelling Unit Projections, 2021-2029

Household Income Category	Definition of Income Category	Range of ADU Estimates		
		Current Trend	Mid Range	Maximum Trend
Very Low	0–50% of MFI	<u>45</u>	<u>57</u>	<u>68</u>
Low	51–80% of MFI	<u>70</u>	<u>87</u>	<u>104</u>
Moderate	81–120% of MFI	<u>70</u>	<u>87</u>	<u>104</u>
Above Mod	above 120% of MFI	<u>15</u>	<u>19</u>	<u>23</u>
ADUs Projected (2021-2029)		<u>200¹</u>	<u>250</u>	<u>300</u>
Total Lower Income		<u>115</u>	<u>144</u>	<u>173</u>

Source: City of Yucaipa, 2021

Notes:

The methodology for the affordability distribution of ADUs can be accessed online at:

https://scag.ca.gov/sites/main/files/file-attachments/adu_affordability_analysis_120120v2.pdf?1606868527

Strategy 3: Crafton Hills College Overlay

In 2016, the General Plan (Goal CDL-9) established the Crafton Hills College Overlay District to facilitate development of a Transit-Oriented Development encompassing the Crafton Hills College campus and portions of Dunlap Acres. Following adoption of an overlay, Ord. No. 350 was developed that would add Article 6, College Village Overlay District, to the Development Code, establishing the relationship between the Overlay District as designated by the General Plan, and adopting the College Village Overlay District Guidelines. This site was not included in the prior one or two housing elements.

The Guidelines provide greater flexibility in site design to support residential and commercial uses that can tie into the Crafton Hills College area and to leverage existing transit options along its frontage of Yucaipa Boulevard. The plan envisions a mix of single-family, multiple-family, and mixed uses in a campus setting south of Crafton Hills College. The overall development capacity is 400 units. Upon completion, the City is projecting a maximum of 100 units to be processed under the RM-24 standards, which is sufficient to facilitate and encourage the development of affordable low-income housing.



Crafton Hills College Overlay Site

The Housing Plan proposes to allow the development of the residential units, or a portion of the units, through a by-right process, similar to procedures for sites in the City's RM-24 Land Use District. While the overlay is in place, the City will adopt development and design standards prior to the final adoption of the City's Housing Element. Third, while the site would be anticipated to obtain water and sewer from existing lines along Yucaipa Boulevard, the City has received a grant from SCAG in 2021 to commence a study of an Enhanced Infrastructure Financing District to help finance interior site improvements.

4. Housing Resources

Strategy 4: Freeway Corridor Specific Plan

In 2007, the City Council adopted the Freeway Corridor Specific Plan (FCSP) in the southern portion of Yucaipa. This project was intended to provide regional commercial uses and residential neighborhoods in the single-largest developable area in Yucaipa. Under the current specific plan, 40 acres of R-24 designated land could accommodate 800 units at densities of 20-24 du/ac. These two vacant sites, while included in the prior two planning periods, have an appropriate general plan designation in place (due to a one-map system), are zoned at the appropriate densities (see page 4-5) to facilitate lower income housing, and allow multiple-family uses by right.

The FCSP has not been developed to date as the commercial retail market has fundamentally changed since the Great Recession. However, the FCSP remains a key opportunity for Yucaipa. To that end, the City pursued and was awarded a SCAG grant to update the FCSP so that it can better anticipate and capitalize the projected market demand for residential, commercial, and industrial uses. SCAG awarded a second grant to fund an EIFD to finance infrastructure for the larger area. Both efforts commenced in July 2021 and are anticipated to take two years to complete. In the meantime, the City is working with the landowners and prospective developers to align their interests.

While the specific plan area will not fully build out until the 7th cycle RHNA, certain areas are expected to develop in the short-term. Two R-24 designated sites along Live Oak Canyon Road and at 16th Street/Outer Highway 10 are intended to remain unchanged. These sites comprise 19.5 acres, allow for 20-24 du/ac, and could accommodate 390 multiple-family units. As noted earlier, this density has been successful in facilitating affordable housing projects. Sewer and water lines run along Outer Highway 10 to near Live Oak Canyon and would be extended and improved to serve the project. As noted, the City has been funded to develop an EIFD to finance infrastructure.



Freeway Corridor Specific Plan R-24 sites

Strategy 5: Oak Glen and Colorado Street/Avenue E

As part of the City's 2014-2021 Housing Element, a 20-acre parcel along Oak Glen Road and north of Colorado Street was redesignated as RM-24. This site remains a key housing site but will be augmented through the development of an adjoining site north of that parcel. The City Council approved acquisition of a 5.8-acre site, directly north of the existing housing site at the southeast corner of Oak Glen Road and Avenue E. The RM-24 site was in the 2014-2021 Housing Element but has an appropriate general plan designation in place (due to a one-map system), is zoned at the appropriate densities (page 4-5) to facilitate lower income housing, and allows multiple-family uses by right.

In 2021, the City was awarded a Local Early Action Program (LEAP) grant from HCD. Specifically, the LEAP grant will fund the design of water and recycled water infrastructure along Oak Glen Road to serve the parcel(s), the redesignation of the City-owned parcel to RM-24, and support the development of Dunlap Community Park to serve that community. The LEAP grant funds a cultural resources study for the City-owned parcel, addressing both CEQA and the tribal consultation process required for the rezoning action, and the City has been actively partnering with the San Manuel Band of Mission Indians to assess the subject site and provide, if required, any mitigations.

It is the intent that the LEAP activities will facilitate the development of these housing sites to address the City's lower-income targets for the 2021-2029 RHNA by removing a potential infrastructure constraint. The RM-24 site of 20 acres is generally flat, undeveloped, and outside the 100-year flood plain, although a portion is in the Alquist-Priolo Zone. CEQA clearance for this site for housing determined that no environmental issues required mitigation. As shown in Table 4-3, a density of 20-24 du/ac facilitates lower income housing. Taken together, both of the Oak Glen sites will yield 550 units.



Oak Glen/Colorado/Avenue E Sites

4. Housing Resources

Strategy 6: Uptown Business District Specific Plan

The Uptown Business District Specific Plan (Uptown SP) was adopted in July 1995, and then updated in 2013. The Specific Plan boundary is generally located along Yucaipa Boulevard, between 2nd Street and Bryant Street, and along California Street, between Acacia Avenue and Avenue D. The Specific Plan was intended to help revitalize the historic “Uptown” core by allowing for a vibrant mix of housing, commercial, and public uses—all within an area where residents can walk to restaurants, shops, breweries, and wineries.

To support the community’s vision of a revitalized Uptown Business District, the City has undertaken significant programs to enhance streets and landscaping, building façades, and public infrastructure. Roundabouts have been employed to smooth traffic flow and enhance the pedestrian experience. The City also recently developed the Yucaipa Performing Arts Center, a Class A venue that features an active calendar of musicians and performing artists. These community amenities, among others, have begun to create the synergy and market for additional residential and mixed uses.

The Uptown SP permits multiple-family housing and mixed uses (five or more units) pursuant to a Conditional Use Permit at a maximum density of 16 du/ac. The Uptown SP allows for a maximum density up to 24 du/ac through issuance of a Development Opportunity Reserve (DOR), an incentive-based system that rewards projects with additional units with approval by the City Council. The DOR has not been as effective as anticipated in encouraging the development of housing, particularly when existing uses must be recycled for housing.

This strategy addresses only a nominal amount of housing, but is included to fulfill goals of the general plan and Uptown Specific Plan. These sites were not included in the prior housing element. With respect to affordability levels, the units are split 85-15 percent between above moderate and lower income units.

Small Site Analysis

The Uptown SP has small sites (less than half an acre) that may feature existing and often highly underutilized uses. The City has identified five sites totaling 7.5 acres that collectively allow, at a density of 20–24 du/ac, a minimum of 154 new units. The Uptown Specific Plan does not have minimum lot sizes that require consolidation. However, the City would encourage a lot merger to ensure that lot lines do not intersect new developments. The Housing Element proposes a program to remove the DOR, allow by-right permitting at a density of 20-24 du/ac, and consider flexibility in standards to incentivize uptown development.

Even without the proposed specific plan amendments, affordable housing projects are feasible in the Uptown. The City facilitated the 45-unit affordable Green Valley Village senior housing project at 34955 Yucaipa Boulevard. Led by the City, the project involved the consolidation of three parcels. Built by the Corporation for Better Housing, the City partnered in securing low income tax credits, HOME funds, and set aside funds in return for long-term affordability. This site also offers nonresidential (mixed) uses on the ground floor of the project, making it the first successful mixed use project in Uptown.

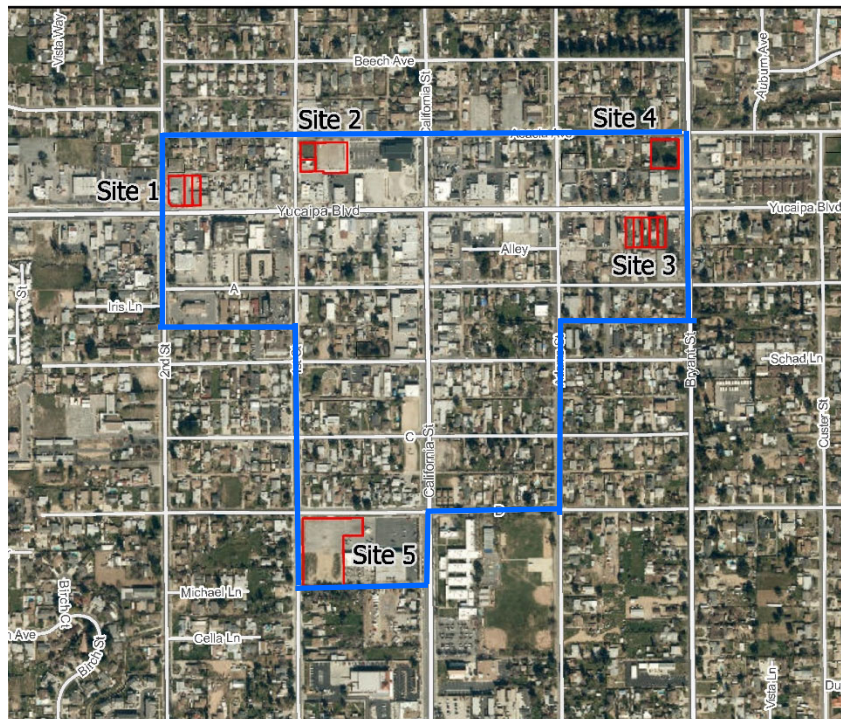


Quaint streets, sidewalks, and stores are part of the Uptown experience.



Yucaipa Performing Arts Center

The graphic illustrates the location of the Uptown sites proposed for residential and mixed uses. All of the requisite parcels are adjacent to one another, which would allow them to be consolidated into larger sites that are conducive for achieving the anticipated densities, product mix, and optimal building form desired for each location. Specific details on each site are described below.



Uptown Specific Plan sites

USP Site 1

This site consists of three parcels—two are vacant and one a shuttered business. All of the parcels are under common ownership and are currently for sale. Uptown parcels are not required to meet a minimum lot size standard so consolidation is not required. However, the City would likely require a lot merger so parcels lines do not intersect a proposed project. The USP allows mixed use or standalone residential and the City will encourage development by removing the DOR and allowing density of 20-24 du/ac by right. No known environmental or infrastructure limits would constrain development.

USP Site 2

This site consists of three parcels—two owned by one entity and one owned by the City. The parcels are directly adjacent to the Yucaipa Performing Arts Center and are highly valued for their location and development potential. Two parcels are vacant and the third has a small coffee shop on a 0.1-acre site. The City has already designated its parcel as surplus land. Uptown parcels are not required to meet a minimum lot size standard so consolidation is not required. However,

4. Housing Resources

the City would likely encourage a lot merger so parcels lines do not intersect a proposed project. The USP allows mixed use or standalone residential and the City will encourage development by removing the DOR and allowing 20-24 du/ac by right. There are no known environmental or infrastructure issues that would limit or constrain site development.

USP Site 3

This site includes five adjacent parcels under common ownership and one site under a second ownership. It includes a mix of commercial uses and housing. The property owner has expressed interest in its development. While Uptown parcels are not required to meet a minimum lot size and can develop without consolidation, the City would encourage a lot merger so parcels lines do not intersect a project. The USP allows mixed use or standalone residential and the City will encourage development by removing the DOR and allowing 20-24 du/ac by right. There are no known environmental or infrastructure constraints.

USP Site 4

This site includes one vacant site at the corner of Acacia and Bryant. The owner has expressed interest in developing the property. The current house on the property is boarded up, in substandard condition, has been vacant for many years, and now requires demolition. The general plan (Uptown Specific Plan) is in place and allows mixed use or standalone residential. The City will encourage development by removing the DOR and allowing 20-24 du/ac by right. The owner has expressed interest in redeveloping the entire site. There are no known infrastructure or environmental constraints to development of this site.

USP Site 5

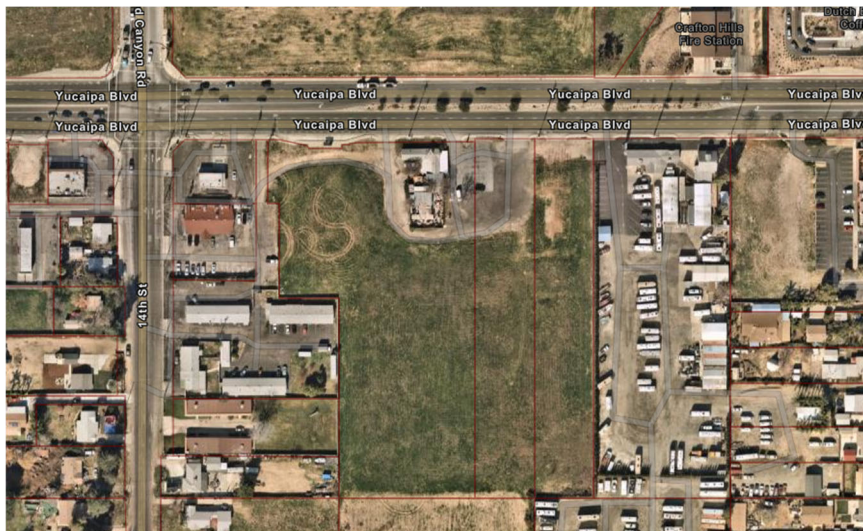
This site includes three parcels, one which is vacant. The middle parcel has a marginal retail strip center. The third parcel has a viable restaurant. Uptown parcels are not required to meet a minimum lot size standard so consolidation is not required. While a lot merger would be preferable, any of the properties could develop independently without the adjacent property. The most likely parcel to develop is the vacant site, which would be anticipated to incentivize the middle parcel to recycle to a more productive land use as well. The USP allows mixed use or standalone residential and the City will encourage development by removing the DOR and allowing 20-24 du/ac by right. There are no known infrastructure or environmental constraints to development.

As stated, the USP sites meet applicable City regulatory requirements. All sites have the appropriate general plan designation in place and, because of the City's one-map system, the zoning is the same as general plan. There are no known infrastructure or environmental constraints to development of the sites. No minimum lot sizes are required, but a lot merger would be encouraged. The Housing Plan proposes a program to remove the DOR, allow by-right permitting at a density of 20-24 du/ac, and consider additional flexibility (e.g., height, parking, density as appropriate) to encourage quality development.

Strategy 7: Corridor Development Opportunity Reserve

Yucaipa Boulevard serves as the primary arterial for the City, and the majority of this corridor is developed with, or planned for, commercial uses. However, the City recognizes that because of the current and foreseeable commercial real estate market, some of the existing vacant properties along this corridor may not be viable for commercial development. No sites along the commercial corridor were identified in the land inventory in the prior housing element. To ensure the marketability of the corridor to facilitate future development, a Commercial Corridor Overlay District will be overlain on the CG-designated properties along Yucaipa Boulevard, between 14th Street and 2nd Street.

Yucaipa Boulevard corridor would serve as feasible locations for new housing as existing infrastructure (water and sewer) is available, roadways can accommodate the vehicle use, and transit can support residential development. Many sites are current vacant and available for residential development. For example, the parcel at the northeast corner of Yucaipa Boulevard @ 14th Street /Sand Canyon is one of many examples of a viable site that could accommodate new residential development during the 2021-2029 planning period.



Yucaipa Boulevard/14th Street/Sand Canyon

As delineated in the Housing Program, the Overlay District will permit multiple-family residential or mixed-use projects at a density of at 20-24 du/ac in a by-right review process on parcels located within the overlay. This development pattern would represent a limited change from the land use intensity that is currently permitted with the existing commercial designation. The overall development capacity would be accommodated through a DOR initially established at 50-100 units, but one that could be modified to address any potential no-net-loss events that occur throughout the planning period.

The following summarizes the site inventory for lower income units.

4. Housing Resources

Table 4-6 Summary of Housing Sites

Strategy	Project Specifics				Land Uses			RHNA Credit
	Parcel Number	Owner	Acres	Existing GPLU	Existing Use	Density	Unit Count	
3. Crafton Hills College Overlay	029932146	A	18.3	CG-O	Vacant	20	100	Low
	029932178	A	27.2	CG-O		20		Low
4. FCSP	030116305	B	7.44	R-24	Vacant	20	190	Low
	030116307	B	2.17	R-24		20		Low
	030120135	B	10.0	R-24		20	200	Low
5. Oak Glen	031806126	City	5.75 net	IN*	Vacant	20	115	Low
	031806128	D	20.5	RM-24		20	410	Low
6. USP Site 1	030324312	E	0.14	USP	Vacant	20	11	85% above mod/ 15% low
	030324313	E	0.14	USP	Vacant	20		
	030324314	E	0.27	USP	Shuttered Laundromat	20		
6. USP Site 2	030325320	F	0.10	USP	Small coffee shop	20	20	85% above mod/ 15% low
	030325321	F	0.15	USP	Vacant	20		
	030325338	City	0.65	USP	Vacant	20		
6. USP Site 3	031906309	G	0.14	USP	Multi-tenant – Misc Commercial	20	19	85% above mod/ 15% low
	031906310	G	0.14	USP	Rental House**	20		
	031906311	G	0.14	USP	Vacant	20		
	031906312	G	0.14	USP	Rental House**	20		
	031906313	G	0.14	USP	Vacant	20		
	031906341	H	0.23	USP	Multi-tenant – Misc Commercial	20		
6. USP Site 4	030327339	I	0.47	USP	Boarded up House-Substandard	20	9	85% above mod/ 15% low
6. USP Site 5	031909223	J	1.91	USP	Viable restaurant	20	95	85% above mod/ 15% low
	031909225	K	1.01	USP	Underperforming Strip retail center	20		
	031909226	L	1.76	USP	Vacant	20		

Source: City of Yucaipa, 2021

Assumptions:

1. All sites (RM-24, USP, R-24, and CG-O have adequate general plan designations on their respective sites to accommodate multiple-family housing at 20-24 du/ac. Upon adoption of the housing element, only the IN-zoned site (asterisked *) will be redesignated.

2. Not all Uptown sites must be developed to address the lower income RHNA. The analysis assumes that 15 percent would be lower income and 85 percent would be above moderate income.

3. All sites meet minimum lot sizes where required by the Municipal Code. USP sites are not required to meet minimum lot sizes.

** Development of sites would have to be evaluated for replacement requirement in accordance with the Government Code statutes.

LARGE SITE FEASIBILITY

Several sites included in the land inventory are larger vacant parcels that range in size from 10 and 20 acres. Conventional opinion and state housing element law make assumptions that large sites are an impediment to development. However, general assumptions regarding project (in)feasibility based on parcel size do not reflect a complete understanding of the nuances of residential development, including the type of landowner or developer, how a project is financed, or other planning issues germane to development feasibility.

For large landowners who own the land and do not need to borrow funds, the project would be built in phases based on market demand for the project. For a 20-acre site, the developer would submit plans in progressive 5-acre increments until the site is developed. If a single landowner or developer needed financing for a construction loan, they would split the lot to 5-acre parcels. This is because a landowner would wish only to put up the specific parcel proposed for development as collateral, rather than tie the entire 20-acres as collateral. This minimizes risk for the developer, particularly those with less capital.

As a related aside, the process for lot splitting is not a constraint to residential development as it is a common and perfunctory administrative process which can be done for a minimal cost. The landowner would hire an engineer to review the site and create a parcel map with proposed lot lines. The landowner would then file a tentative parcel map at a fee of \$3,000 with the City. City staff would review the application for compliance with municipal codes. Then the landowner and/developer would file a final map with the County. No public hearing or other administrative process is required to complete the lot split.

In addition, the City of Yucaipa has over decades prioritized and assisted in financing infrastructure needed to make development feasible. Similarly, the City is investing in infrastructure for the FCSP site. The City is well into the process of amending the FCSP to more accurately reflect changes in market demand, adding R-6 and R-12 zones to address missing middle-income densities. While the R-24 sites have infrastructure, the City is developing an EIFD to facilitate the development of infrastructure for the entire specific plan.

The Oak Glen site also exceeds 10-acres in size and has similar challenges. However, like the FCSP site, the City is also actively involved in working to facilitate development and mitigate any potential constraint. For instance, the City has acquired the northern site and has received grants to design the infrastructure facilities for that site. The City is also entering into negotiations with affordable developers for that site. The express purpose of this effort is to design infrastructure that can be readily extended to the 20-acre site, lowering the cost of development to prospective residential developers.

Taken together, the City is taking direct proactive action to facilitate and encourage the development of the large sites and to remove potential constraints related to parcel size and infrastructure availability for the sites. Therefore, the size of sites is not deemed to hinder the feasibility of residential development and meeting the RHNA affordable housing goals.

SUMMARY OF RHNA CREDITS

Table 4-7 summarizes the City's strategy to achieve its 2021-2029 RHNA. The following provides a high-level summary of the City's RHNA strategies. Taken together, the City has adequate development capacity, through pipeline projects and proposed strategies, to fulfill the entire 2021-2029 with a remaining buffer for every income category.

- **Lower income.** Prior sections contained an analysis of the strategies that will be used to accommodate the lower-income RHNA. Sites and densities were demonstrated to be sufficient to accommodate affordable housing. In addition, specific programs were shown for each strategy that would encourage and facilitate housing production. Taken together, the City has excess capacity of 287 to 337 units.
- **Moderate income.** The City also has enough projects being proposed that will accommodate the entire moderate income requirement of the 2021-2029 RHNA. Should vacant sites also be credited to this requirement or should additional underutilized parcels be developed, there is sufficient buffer to accommodate the moderate-income RHNA requirement. Taken together, the City has excess capacity of 424 units.
- **Above-moderate income.** Above-moderate income housing refers to single-family homes built in Yucaipa. With updates for new projects and the sites in the Uptown, there is a surplus of 177 units. However, if Uptown sites are not built until later, a portion of the moderate income surplus is reallocated to the above moderate income deficit, eliminating any deficit in the above moderate income category.

Table 4-7 Summary of Credits toward the 2021-2029 RHNA

Land Use	RHNA Affordability Levels			
	Lower	Moderate	Above Moderate	Total
2021-2029 RHNA	1,201	511	1,154	2,866
Project Credits	63	<u>848</u>	<u>997</u>	<u>1,908</u>
Remainder (Deficit)	-1,138	+ <u>337</u>	- <u>157</u>	
Site Strategies				
#1. MobileHome Conversion	100	-0-	-0-	100
#2. Accessory Dwellings	<u>144</u>	<u>60</u>	<u>40</u>	<u>200</u>
#3. Crafton Hills College	100	-0-	-0-	100
#4. Freeway Corridor	390	-0-	-0-	390
#5. Oak Glen/Colorado	<u>550</u>	-0-	-0-	<u>550</u>
#6. Uptown Specific Plan	<u>22</u>	-0-	<u>132</u>	<u>154</u>
#7. Corridor DOR	50-100	-0-	-0-	50-100
Total Capacity: Sites	<u>1,350-1,400</u>	<u>60</u>	<u>177</u>	
Balance/Buffer	RHNA Met	RHNA Met	RHNA Met	RHNA Met

Source: City of Yucaipa, 2021

FAIR HOUSING IMPLICATIONS

State law, Government Code Section 65583(c)(10), requires the sites analysis to be analyzed to ensure that affordable housing is dispersed equitably rather than concentrated in areas of high segregation, poverty or low resource areas. By comparing the sites inventory to fair housing indicators in this assessment, this section analyzes whether the sites included in the 2021-2029 Housing Element sites inventory improve or exacerbate fair housing conditions, patterns of segregation, and access to opportunity throughout the City.

Development Setting

Yucaipa's patterns of residential development are largely determined by topography, safety hazards, and infrastructure. The City's topography ranges from an elevation of 2,600 to 5,200 feet amsl. Areas in south, west, and central Yucaipa—known as southern Yucaipa, Dunlap Acres, and Central Core—are low in elevation and historically susceptible to flooding. The North Bench, Yucaipa Hills and Wildwood Canyon, which extend north of Yucaipa and east of Bryant Street, have significant topography and are subject to wildfire hazards.

As mentioned earlier in Chapter 3, the City has made significant infrastructure improvements to the planning areas in the valley, namely Dunlap Acres, Central Core, and Uptown. These street, drainage, sewer, water, and floodway improvements have significantly reduced the floodplain and modernized these areas to support suburban residential development. As a result, Yucaipa has seen an increased in demand for land in these areas, shown by the number of development projects in the pipeline scheduled.

To understand the AFFH implications of development patterns, the City overlaid the type of entitled residential projects and proposed sites on maps depicting the TCAC resource categories and median household income for each census tract. Several patterns emerge.

- Single-family residential projects are directed in less urbanized and semi-rural areas north of Yucaipa Boulevard and/or East of Bryant Street. This includes the North Bench, Yucaipa Hills, and Wildwood Canyon. These areas have steeper topography and less urban infrastructure. These areas also are predominantly wealthier, with the median income exceeding the threshold for above moderate incomes.
- Condominiums, townhomes, duplexes, and triplexes, and smaller apartments are directed toward to the Central Core and Dunlap Acres. Dunlap Acres and Central Core are in the valley at an elevation 2,600 feet. These areas are slated for entry level homeownership and rental projects close to schools, transit, and other features that would reduce VMT.
- Apartment developments to address the shortfall of sites needed to accommodate the lower income RHNA are located in specific areas—Crafton College Overlay, Freeway Corridor, Oak Glen/Colorado, and the Uptown. These projects will be focused in areas where the City has made significant infrastructure, land use, and focused planning investments.

4. Housing Resources

Potential Effects on Integration and Segregation

New residential projects have the potential to impact the level of segregation or integration of Yucaipa residents in different neighborhoods. This section contains an evaluation of the City's residential sites inventory, entitled projects, and appropriate mapping to assess the potential effects on fair housing considerations of integration and segregation. Demographic characteristics analyzed include race/ethnicity, income, household type, and disability.

Key findings are below.

- **Race and Ethnicity.** The City has no high areas of racial/ethnic segregation or R/ECAPs; therefore, proposed development patterns will not exacerbate segregation. However, different areas have household income patterns that correlate with race/ethnicity. Hispanic residents are more concentrated in Dunlap Acres, Central Core, and Uptown, while Whites are more located in Yucaipa Hills, North Bench, and Wildwood Canyon. The entitled projects could support the same racial/ethnic residential patterns; however, 75 percent of the proposed projects, which include condominiums, are in Dunlap Acres and the Central Core.
- **Household Income.** Residential projects will continue, to some extent, household income patterns. Entitled residential projects, although consistent with the general plan, will add more single-family homes to the North Bench, Yucaipa Hills, and Wildwood Canyon. Dunlap Acres, Central Core, and Uptown will see an increase of condos and apartments affordable to low and moderate income families. While more affordable, these projects have the benefit of providing needed attainable housing to residents of these historically disadvantaged areas and would therefore not be anticipated to exacerbate concentrated poverty.
- **Household Type.** While household types may choose housing suited to their lifestyle needs, the City does not have a concentration of families, ages, or disabled people. However, seniors reside in mobile home parks within the Senior Mobile home Overlay zone, and the spaces are subject to a rent stabilization ordinance. The majority of mobile home parks are in south Yucaipa and the Central Core. However, the residential projects proposed—apartments, condos, single-family homes, and others—are broad enough and would not be expected to exacerbate existing concentrations of seniors or other demographic groups in the city.
- With respect to proposed sites to accommodate the lower income RHNA, the sites are highly distributed. The Freeway Corridor sites are in the highest resource area with a median income of above moderate incomes. The Crafton College Village is in the high resource area, and above moderate income area. The Oak Glen site is in the moderate resource and income census tract. Although not mapped, the City anticipates that affordable accessory dwellings will be located citywide, including on larger lots in the higher income areas. These apartments will attract a broad demographic—families, singles, and seniors—and thus will not exacerbate or cause any undue demographic concentrations.

Potential Effects on Disproportionate Burden

Disproportionate burden includes characteristics such as overpayment, overcrowding, substandard housing conditions, displacement, homelessness, and other conditions that affect members of a protected class. This section analyzes the proposed residential projects and housing sites for disproportionate burden on protected class.

Key findings are below.

- **Housing Problems.** As discussed in Chapter 3, the highest prevalence of housing overpayment is among homeowners in the Central Core. The prevalence of renter overpayment is highest in Dunlap Acres, Central Core, and single-family residences in the more expensive neighborhoods of North Bench, Yucaipa Hills, and Wildwood Canyon. The proposed residential projects materially increase the production of low and moderate income housing in the community. Increasing the supply of housing helps to moderate escalating rents and sales prices, thereby decreasing the overall level of housing overpayment.
- **Housing Conditions.** Conditions are more modest in Dunlap Acres and Central Core. The significant number of new residential projects should increase the values of homes in these neighborhoods, providing equity for homeowners. Moreover, the City has renewed its residential façade program for Dunlap Acres, Central Core, and the broader Uptown. This program provides very low interest loans, coupled with fee reductions, to incentivize property owners to improve their dwellings. Therefore, as a result of new development and/or reinvestment, the City's housing strategy will result in improved housing conditions for residents.
- **Displacement.** The HCD mapper program identifies two areas—Dunlap Acres and Central Core—as subject to potential displacement. Displacement risk is defined as areas that exceed a specific threshold for renters, people of color, and very low incomes or have a wide difference between the median rent of the tract compared to surrounding areas. While new development could increase housing prices and rents in the surrounding neighborhood, the displacement concern is low in Yucaipa. The Central Core and Dunlap Acres has a high concentration of very low income renters in mobile home parks. However, this group is protected from displacement due to the City's rent stabilization ordinance.
- **Relocation Concerns.** One of the City's strategies is to remove up to 2 family mobile home parks in the MHP Overlay 3. These are family parks which are dilapidated and cost prohibitive to rehabilitate or replace. Should these parks be removed, displacement concerns could arise in the absence of mitigating measures or affirmative action. However, potential developers wishing to remove a mobile home park would be required to rebuild the site with higher density multi-family housing and must provide adequate relocation assistance to any resident displaced.

4. Housing Resources

Potential Effects on Access to Opportunity

Housing can have a positive impact on access to community assets—be it economic mobility, healthful environment, education, and/or transit. In identifying sites for residential development, the entitled projects and proposed sites were overlain with specific indicators of opportunity to determine how they might improve or detract from opportunity.

Key findings are below.

- **Economic Mobility.** Discussions in the Economic Development Advisory Committee found that many employers continue to find their workforce moving out of Yucaipa or unable to live and afford housing in the community which they work in. The City has sought to encourage the development of a range of housing types and products, including family housing, to provide quality housing close to work opportunities that will support the local economy and help to retain local businesses.
- **Healthful Environment.** Yucaipa does not have a disadvantaged area according to CalEnviroScreen, although Dunlap Acres and the Freeway Corridor have the highest level of pollution due to freeway proximity. The City continues to improve Dunlap Acres and the Central Core with parks, sidewalks, trails, and safe routes to schools. The Freeway Corridor, a key site for affordable housing, will also be master planned with parks, trails, and recreational facilities. Other key sites such as Crafton College Village and Oak Glen are adjacent to existing or planned parks and trails.
- **Educational Assets.** Yucaipa benefits from an active educational system consisting not only of local public schools, but a community college. The housing proposed in Yucaipa would not be expected to detract from the quality of local schools as appropriate impact fees would be paid to improve schools. The projects proposed in the Dunlap Acres, Central Core, Freeway Corridor, Crafton College, Uptown, and Oak Glen Road would not be expected to exacerbate local educational assets as schools are generally of higher quality regardless of location in Yucaipa.
- **Public Transit.** Public transit is provided by OmniTrans. As is the case with public transit, it is often driven primarily by ridership trends. Communities like Yucaipa which are located at the edge of the broader metropolitan urban areas or near national forests often do not have the population density sufficient to financially justify extensive transit. The location of new housing within Dunlap Acres, Freeway Corridor, and Central Core will increase the population density near streets and are close to transit lines that run at higher frequencies.

In conclusion, new housing slated in designated areas of the City are significant opportunities to revitalize their respective neighborhoods. Housing will help to revitalize the Central Core and Dunlap Acres. The College Village will support Crafton College. The Freeway Corridor will include a mix of residential and job opportunities. And housing near the Uptown will support the economic development objectives to create a vibrant central core to the community.

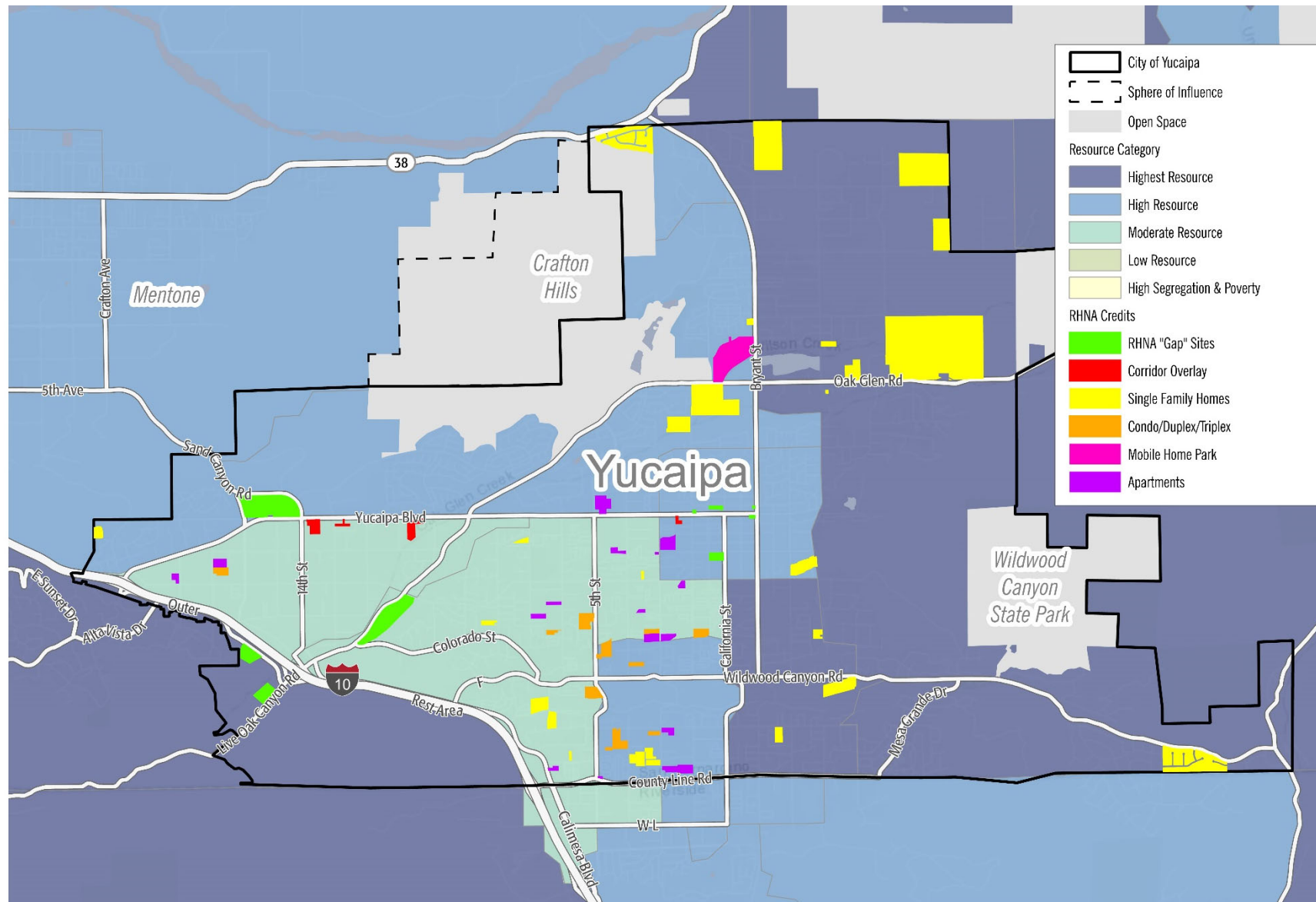


Figure 3-13 RHNA Credits and TCAC Opportunity Areas

4. Housing Resources

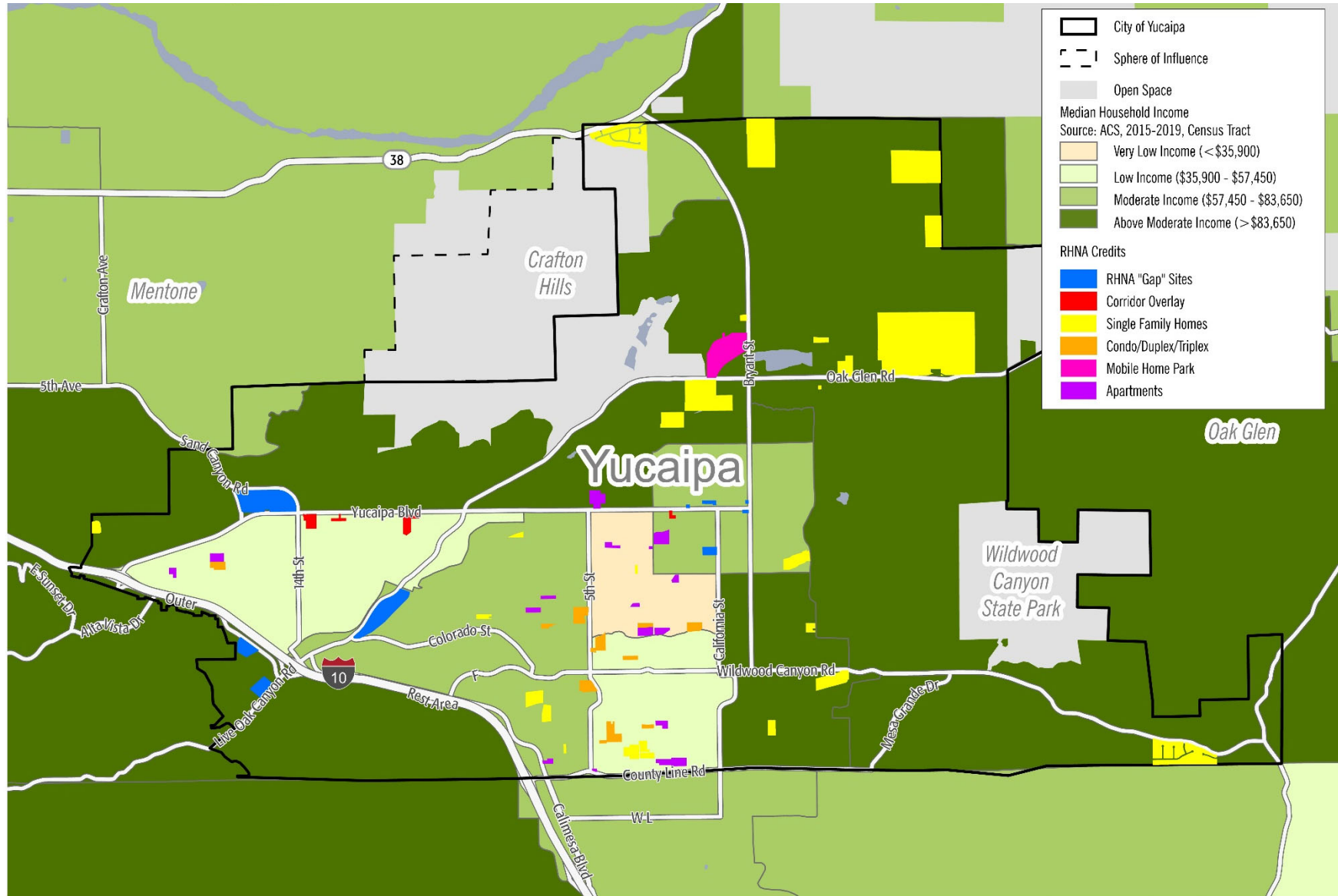


Figure 3-14 RHNA Credits and Median Income of Census Tracts

C. IMPLEMENTATION RESOURCES

Yucaipa has access to local, state, and federal financial administrative resources to fund the construction, improvement, and maintenance of housing or the administration of programs. These are described below.

FINANCIAL RESOURCES

Yucaipa has used or anticipates using the following resources to facilitate the production of housing in the community. These and other financial resources continue to be of value to the community.

- **Low-income housing tax credits (LIHTC).** LIHTCs are often used to purchase and rehabilitate at-risk projects, refinance affordable projects, or build affordable housing. The California TCAC oversees the application and allocation process for all LIHTC projects. Applicants compete for the funds, which are prioritized based on location, affordability, local housing needs, and public housing wait lists. The City used this source for the Yucaipa Terrace senior housing project.
- **HOME funds.** The HOME Partnership Program is granted to participating cities in the San Bernardino County Consortium to create and rehabilitate affordable housing for lower-income households. HOME funds can also provide direct rental or home purchase assistance to lower-income households. The County has used this program to fund the development and/or rehabilitation of 36 projects countywide, including three affordable housing projects currently funded in Yucaipa.
- **SCIP program.** The City participates in the Statewide Community Infrastructure Program, which allows property owners to finance the impact fees required of them for infrastructure. The program includes the financing of public capital improvements directly. If a property owner participates, the capital improvements and impact fees will be financed through tax-exempt bonds. CSCDA issues the bonds and places a special assessment on the owner's property to repay the fees.
- **Housing voucher program.** This program provides rent subsidies to very low-income households with a housing cost burden, or who are at risk of becoming homeless or being displaced. Voucher recipients rent housing from private landlords and pay a portion of their income toward rent. HACSB subsidizes the difference in monthly payments to the owner. The housing authority receives funding for more than 8,000 housing vouchers on an annual basis, including in Yucaipa.
- **Community development block grants.** This federal program is awarded to projects that benefit low and moderate income persons, aid in preventing/eliminating slums or blight, or meet other urgent needs. Eligible activities include property acquisition, rehabilitation, economic development, preservation, code enforcement, and public facilities and services. Yucaipa participates in the CDBG program through the County, which applies to HUD on behalf of non-entitlement cities.

ADMINISTRATIVE RESOURCES

A variety of governmental and nonprofit entities are available to assist in building and/or managing the production, preservation, and maintenance of affordable housing. The following list names some of the local entities.

- **San Bernardino County Housing Authority (HACSB).** The HACSB is a financial and administrative resource for preserving affordable housing. The Housing Authority collaborates with nonprofit organizations to build, rehabilitate, and fund affordable housing, and provides vouchers to maintain affordability after original covenants expire. In the event a project's affordability may expire, the Housing Authority could preserve affordability by providing rental vouchers or facilitate the transfer of the housing project to a nonprofit organization or allied corporation.
- **Housing Partners I, Inc.** Housing Partners is a nonprofit organization, affiliated with the HACSB, that develops, rehabilitates, and preserves lower and moderate income housing. The HACSB facilitated development of this nonprofit arm, Housing Partners, to allow the nonprofit organization to seek and secure funding beyond the traditional funding sources available to the HACSB. As described earlier, the HACSG has transferred six lower-income projects in Yucaipa to Housing Partners as a strategy to preserve the units.
- **Independent Cities Finance Authority (ICFA).** ICFA is a JPA established for the purpose of assisting local communities in raising capital to finance improvements, provide home mortgage financing, and provide financing in connection with the improvement, construction, acquisition, creation, rehabilitation and preservation of affordable housing, including mobile home parks. Yucaipa has used the ICFA to refinance bonds on two mobile home parks in conjunction with capital improvements along long-term covenants on both projects.
- **Qualified Entities.** Qualified entities are nonprofit organizations that have been approved by HCD to preserve affordable housing projects. To qualify, an entity must be capable of managing the project, maintaining affordability for at least 30 years or the remaining term of assistance, preserving the existing occupancy profile, maintaining rents at a predetermined level of affordability, and renewing subsidies if available. There are 30 agencies that are qualified entities in the Inland Empire.
- **Habitat for Humanity.** Habitat for Humanity implements several home repair and rehabilitation programs. Their "A Brush with Kindness" program offers free home repairs to low-income families. Sample projects include house/trim painting, weed abatement, address numbers, fence repair, and garage door painting. Through its partnership with Grid Alternative, low-income homeowners may also be eligible to receive free solar panels as part of the home repair program. Special incentives are offered for residents of disadvantaged cities.

5. PROGRAM EVALUATION

Section 65588(a) of the California Government Code requires that local governments evaluate the effectiveness of the existing housing element; the appropriateness of goals, objectives, and policies; and the progress in implementing housing programs for the previous planning period. This chapter addresses each of these components. This evaluation, coupled with input from public outreach during 2019-2020, was used to develop the goals, policies, and programs for the updated 2021-2029 Housing Element.

The 2014-2021 Housing Element goals were drafted in response to several key objectives. These included consistency with California Housing Element law, consistency with and supporting the Yucaipa General Plan, and the priorities expressed by the community, including residents, businesses, stakeholders, and elected officials. The element contained 3 goals, along with 15 supporting policies and 24 implementation programs.

The goals contained in the 2014-2021 Housing Element were threefold: (1) quality neighborhoods evidenced by well-maintained housing, ample public services, open space, and infrastructure that provide a quality place to live; (2) adequate residential sites through land use, zoning, and specific plan designations that allow a diversity of housing types, and (3) improved opportunities for moderate- and low-income residents and those with special needs to rent, purchase, or maintain housing.

To that end, this section includes:

- 1) Analysis of progress in implementation. This includes a comparison of significant differences between what was planned in the earlier housing element and what was achieved, including the differences to determine where results were met, exceeded, or fell short.
- 2) Analysis and evaluation of the general effectiveness of the element—what happened over the planning period and to what extent were the objectives, policies, and programs effective in achieving the housing element goals.
- 3) An analysis of the appropriateness of goals, objectives, policies, and programs for the subsequent housing element cycle (6th cycle). This includes what has been learned based on the analysis of progress and effectiveness of the previous housing element.

The following provides a summary of the progress achieved in meeting the quantified objectives of the Housing Element. This is followed by a program-by-program assessment of the programs in the prior housing element. This assessment, in tandem with community outreach, informs the goals, policies, and programs for the 2021-2029 Housing Element.

A. ACCOMPLISHMENTS

The following includes a discussion of progress toward meeting quantified objectives in the Housing Element and progress for each program.

QUANTIFIED OBJECTIVES

Housing Construction

The 2014-2021 Housing Element construction goal was 1,650 units. The City provided sites for new residential development and adopted various code amendments to facilitate and encourage the production of housing, including affordable housing. Specific successes were as follows:

- **Horizons Senior Project.** The City approved the construction of Phase I of the Horizons senior project. This 50-unit project (total of 77 units) is affordable to low-income residents. The project is funded by \$1.1 million from the City, \$1.1 million from CalHFA MHSA, a rental subsidy of \$3.1 million from the Housing Authority, and other private funds.
- **Villas.** Eagle Development built a 96-unit senior project at 34232 County Line Road, on a RM-24 designated site at a density of 26 units per acre. Rents are deed restricted as affordable for lower-income households. The project is funded by bond proceeds, a developer loan, \$1 million in developer fees deferred by the City, and a density bonus.
- **Freeway Corridor Specific Plan.** The City is moving forward with the update of the FCSP, which will provide sites for residential, commercial, and hospitality uses. Preparation commenced in 2021 and will ensure that housing sites for the future 6th cycle RHNA are ready for development in the 2021-2029 timeframe.
- **Cedar Glen.** In 2015, the Chapman Heights project (the largest planned development in Yucaipa) was completed. William Lyons Homes developed Cedar Glen, a 143-unit project of single-family homes on small lots at a density of 8 units per acre. The units presold at prices in the low \$300,000s, which is affordable to moderate income households.
- **Uptown Specific Plan.** The City revised its Uptown Specific Plan to capture new development and reinvestment opportunities stemming from the recently completed Performing Arts Center. Additional housing and nonresidential sites were designated at higher densities to facilitate and encourage the development of housing.
- **Oak Glen Creek Specific Plan.** The City approved a specific plan to accommodate three components—the Residential District (47.7 acres), the Open Space District (57.6 acres), and the Innovation District (6.7 acres). Buildout of the Specific Plan area would allow 200 single-family residential units and 20,000 square feet of nonresidential development.

Taken together, at least one-third the 2014–2021 RHNA was approved, entitled, or constructed. The remaining shortfall in housing production was due to the development climate in the Inland Empire.

Housing Rehabilitation and Preservation

The City's 2014-2021 Housing Element did not have a specific housing rehabilitation goal as public funds were not available to address these needs. Given that the Redevelopment Agency is now defunct and the county has had its HOME and CDBG allocation cut by upwards of 50 percent, no housing rehabilitation goals were committed to in the Housing Element. However, the condition of existing housing and the periodic need for reinvestment are ongoing issues in older parts of the city. This is addressed in the Housing Plan.

The Housing Element goal was to preserve 786 affordable housing units. Housing preservation goals were met; the County continued to provide Section 8 housing choice vouchers. The City has a large number of affordable deed-restricted projects, and all of them are preserved for the long term and presumably in perpetuity either through HACSB, its affiliates, or through deed restrictions that were required as a condition for receiving public assistance. None of the affordable projects are at risk of conversion at this time.

Table 5-1 shows a comparison of the goals and progress in meeting the various quantified objectives of the 2014-2021 Housing Element.

Table 5-1 Quantified Objectives, 2014-2021 Housing Element

Projects Built/Approved	Housing Units by Affordability			
	Very Low	Low	Moderate	Above
Goals				
Construction ¹	376	261	299	669
Rehabilitation ²	N/A	N/A	N/A	N/A
Preservation ³	786		--	--
Progress				
Construction	61	226	41	319
Rehabilitation	N/A	N/A	N/A	N/A
Preservation	786		N/A	N/A

1. Source: Housing Element Annual Progress Report, 2014-2020.

2. Note: N/A=not available.

3. 1. Represents the RHNA for the 2014-2021 planning period

4. 2. Represents projects funded by the County and City Redevelopment Agency

5. 3. Represents affordable housing that receives public funds in return for affordability covenants

Taken together, the City achieved a share of its housing goals. Construction levels tended to be lower than anticipated, but the shortfall was due to the inland empire market. During the planning period, no affordable housing project was converted from affordable to market rents. All mobile home parks were also preserved as affordable. Housing rehabilitation goals were not provided or met during the planning period due to lack of funding. This will be a renewed area of focus for the 2021-2029 housing element.

Special Needs Households

Meeting the special housing and service needs of seniors, individuals with disabilities, homeless people, large and female headed households, and other group continues to be a citywide priority. During the 2013-2021 planning period, the City led, participated, and/or supported initiatives to address the special housing needs of individuals and families in Yucaipa. The following is a brief synopsis of accomplishments.

- **Senior Housing.** The City facilitated the construction two senior apartment projects—the Horizons and Villas. These two projects provide 146 units of deed restricted apartments that is affordable to extremely low, very low, and low income seniors. The City also continued to fund senior services at its Senior Center, providing seniors a wide range of community support services. The center has been temporarily closed due to the COVID pandemic, but anticipates reopening following abatement of the pandemic and safety concerns diminish.
- **Family Services.** The City continues to offer services that support families, including large and female headed households. As example, the City's STARS program provides before and after school programs at 8 local schools while parents are at work or home. Yucaipa's Family Service Association provided food distribution and led a Yucaipa Outreach Project to provide COVID emergency rental assistance. With respect to housing, the City approved a variety of attached housing projects that offer moderate income ownership opportunities.
- **Homeless Services.** In 2016, the City adopted Ordinance 345, which redefined transitional and supportive housing and required permitting of such uses in residential districts subject to the same development standards as those for other similar uses in the same district. The City worked with a local faith-based organization to permit a new emergency shelter with capacity to accommodate the City's needs. The City also established an ad-hoc committee to periodically discuss ways to address local issues related to homelessness and advise the City Council.
- **Disabled Services.** In 2016, the City adopted Ordinance 345, a code amendment that defined residential care facilities, specified where such facilities are permitted, and set forth the permitting process for residential care facilities. In 2016, the City updated its Transition Plan to make City facilities, streets, and programs ADA-compliant to allow full access by people with disabilities. The City continues to make scheduled improvements to its facilities. OmniTrans continues to offer subsidized low cost transit for qualified individuals with disabilities.

The 2021-2029 Housing Element sets forth additional programs and services designed to meet the housing and service needs of special needs groups.

B. PUBLIC OUTREACH

The Housing Element outreach program builds off the General Plan update, completed in 2016. The General Plan is the official guiding document for the City, and its Housing Element should harmonize with the overall vision and goals expressed throughout the General Plan. It should be recognized that significant outreach efforts were completed as part of the City's first comprehensive General Plan Update, which was adopted in 2016. To support this update process, the City Council then formed the ad-hoc GPAC that consisted of members from City committees, community members at large, and also participation from the local development community as well.

Starting in 2012 and ending in 2014, the City Council conducted numerous study sessions regarding land use and related topics, including the creation of a College Village, improvements/changes to the "Dunlap" neighborhood surrounding the College Village area, and the inclusion or adjustment of various Overlay Zones. These study sessions also occurred after numerous public outreach meetings and subsequent to receiving GPAC recommendations.

In 2015, the City Council then conducted numerous study sessions to review each of the General Plan Elements in detail, subsequent to GPAC and review by applicable Commissions/Committees. Given the extensive outreach efforts (more than 60 public meetings) conducted as part of the General Plan update only a few years ago, many of the key visions that arose from that effort have been incorporated and strengthened with this Housing Element, building off the focus areas and overlay districts that now include new or modified programs that can streamline and better facilitate development goals initially envisioned.

The 2021-2029 Housing Element update included a multi-phased outreach effort. The program was designed to educate the public and decisionmakers about housing law, engage the public regarding key housing issues in Yucaipa, and help develop the policies and programs to support the future of Yucaipa's housing stock. These objectives were achieved through a combination of: 1) educational study sessions held before the City Council and Planning Commission; 2) community-wide and focused surveys to residents of the City; 3) housing workshops at different committees, organizations, and community events. The Housing Element was developed to represent the holistic vision generated from different perspectives gathered during the outreach efforts.

The Housing Element update aligned with the COVID-19 pandemic, which impacted traditional ways for community outreach for planning projects. However, to encourage community engagement in the update, the City established a webpage for the Housing Element update, which included the public draft document, and information on the Housing Element. A variety of press releases to the local paper, City website, and local community-oriented social media pages including Facebook were made to advertise progress. Each press release encouraged residents to participate and to reach out to the City on any questions they may have on the Update. Additionally, a Planning 101 press release was made that highlighted the function of the General Plan and how specific projects, such as new housing, move forward.

STUDY SESSIONS

Study sessions were conducted with the City Council and the Planning Commission to provide an open forum for discussion on housing-related issues, including changes to state law, identifying RHNA sites, and revising or developing new program strategies. Staff reports were prepared prior to the study sessions and made available on the City's website, which provided a summary of key policies or topics to be discussed.

In addition to formal Planning Commission and City Council review of the draft housing element on August 18 and September 23, 2021 prior to submittal to HCD, the following study sessions helped to inform the contents of the draft:

- January 13, 2020 - Housing Element Introduction: This discussion provided the initial introduction to the Housing Element update, including the function and goals of the Housing Element that would be further explored through these efforts.
- January 27, 2020 - Housing Element Law: This study session provided a high-level overview of key legislative changes that impact both overall housing policies as well as the new requirements that will need to be included in the Housing Element.
- March 23, 2020 - Annual Progress Report: Staff presented the progress made during the 5th Cycle housing element and new issues that should be considered for the 6th Cycle to achieve a significantly higher RHNA. As part of the successes the City has achieved was through partnerships, Program 28 was developed to further encourage these efforts..
- September 28, 2020 - High Level Priorities: This discussion focused on City Council priorities and key housing types that should receive additional focus as part of the Element's policies. The Council noted priority development areas from the general plan that should be further encouraged to support implementation. This included ways to remove constraints to key priority areas (Programs #10-13).
- January 11, 2021 – Refresher and Potential Sites: This session provided a review of housing issues and high-level priorities, potential housing sites that would help the City's RHNA requirements, and process/procedural updates that could further streamline the development review process. The framework for Programs 8-14 were developed based on this session.
- March 22, 2021 - Annual Progress Report: This meeting provided a foundation for the Housing Element update by showing recent housing production, highlighting pipeline projects submitted or entitled, and projects and areas of improvement that would apply for the next cycle.
- April 12, 2021 – Refining Policies: This session provided the results of the community-wide survey, and a discussion of key housing sites/programs and other supportive policies that best respond to the needs of the community. A variety of programs were created or modified based on the results of the outreach efforts and the direction of City Council.

COMMUNITY SURVEY

To support the Housing Element update process and gather feedback from residents on housing-related issues in the community, the City developed two surveys that were accessible online. One community survey focused on the City's housing issues in a more general and broad effort to guide the Housing Element goals and policies, and one was targeted specifically towards renters to help better understand their needs and priorities for housing opportunities.

The City posted the surveys in ways commonly accessed by residents. The surveys were provided on the City's website and posted through social media platforms including Facebook, Instagram, and Nextdoor, and also featured a press release on the NewsMirror (local paper). Residents could also contact city hall asking for additional information. These surveys, which were available for over two weeks, generated responses from more than 250 households.

Survey 1: Citywide

As part of the first survey, a third of respondents said that the cost of housing was a concern, and a quarter said there was limited supply of housing options that would best meet their needs. More than half of the respondents said more single-family homes are needed, and support was expressed for other housing products (e.g., apartments, townhomes, and accessory dwellings) to be built. Half of the homeowners indicated some interest in developing ADUs. However, 15 percent of respondents did not want any more housing in the City, and many also noted concerns with the number of units required with the RHNA. Residents identified that the two most important issues to address were providing housing for first-time buyers and ensuring neighborhood preservation. To provide the former, policies such as code provisions for small lot single family neighborhoods have been included to permit a broader type of housing products and give additional flexibility to market demands. In addition, efforts to encourage ADU production have also been included in the update. The survey results supported the development of Programs 3, 9, 20, and 23.

Survey 2: Focused Renter Survey

The second survey was designed to better understand the priorities of renters. All respondents noted that the reasonable cost/affordability of housing was the highest priority they had in finding a home, but that was also the most significant barrier to finding a home. Further, approximately 40 percent of respondents indicated that the cost is not a factor that is being met by their current living situation. Many respondents also noted that their current housing situation does not provide the supply or options that best meet their needs nor certain amenities that were desired (e.g., amenities oriented towards seniors, younger adults, or children). Over half the respondents noted concerns with the conditions of housing. Respondents were also asked if they had considered purchasing a single-family home, with half the respondents agreeing, but that current costs, along with available credit, were the primary limiting factor. The desire to create first time homebuyer projects is supported by Programs 20 and 27, and efforts to protect housing is supported by 23-26.

HOUSING WORKSHOPS

The City provided a variety of presentations to City committees and other groups to discuss the Housing Element Update and to solicit feedback. These discussions were most beneficial to the City's Yucaipa Valley Wine Country Planning Committee, which envisions the development of agricultural uses in residential areas, and the Economic Development Advisory Committee (EDAC), which is focused on encouraging economic development throughout the city.

Yucaipa Valley Wine Country Committee

Discussions with the Yucaipa Valley Wine Country Planning Committee regarding housing focused on no-net-loss requirements for areas zoned for housing as the City explored ways to help create an agricultural industry in the community. The committee's efforts ultimately resulted in the direction to prepare a specific plan that would achieve many different community objectives, including the creation of agricultural uses, preservation of open space, and ultimately a more efficient method of delivering the housing units that are currently permitted by the General Plan and Development Code. Their planning efforts are part of a grant from the California Department of Conservation and reflects a truly unique endeavor where different community and state objectives may be at odds with each other, and community members have to work together to create a positive outcome.

Economic Development Advisory Committee

The EDAC met on November 5, 2020. The discussion focused on new residential development projects, with the Committee noting that there is a limited supply of housing for younger professionals and first-time homebuyers. The committee acknowledged that the consequence of the limited supply is that young adults originally from Yucaipa are unable to move back to the city and start their families here, which in turn represents a economic and demographic loss. Further, the EDAC noted that overall efforts to support new development would in turn facilitate additional economic growth opportunities. Suggestions to encourage new housing were noted and ultimately were recommended to be in the Housing Element during one of the many Study Sessions held.

Communitywide Festival

The City also provided a Planning Division booth at the City's annual Music and Arts Festival, which was held on May 6 and May 7, 2021. This festival attracted thousands of residents to the downtown. The Housing Element update was presented so residents could provide input on key issues for inclusion. Encouraging more starter homes was the top recommendation made by residents—which is further reflected in the Housing Element programs. However, similar to the communitywide survey, a number of respondents noted concerns with the high number of units required by the 2021-2029 RHNA.

C. PROGRAM EVALUATION

Table 5-2 provides an assessment of programs in the 2014-2021 Housing Element, progress in meeting their objectives, and the appropriateness of the program for the 2021-2029 Housing Element.

Table 5-2 Program Assessment, 2014-2021 Housing Element

Programs	Program Specifics		Implementation Actions and Progress
	Objective	Funding Source Responsibility	Progress and Evaluation
Program 1 Code Enforcement	Continue to implement code enforcement activities to ensure compliance with City codes and maintain the quality of life in Yucaipa	Funding Source General funds Responsible Party Yucaipa (CDD)	<ul style="list-style-type: none"> Code Enforcement assists with code-related complaints, averaging 4,000 inspections annually. As required under Title 25, the City inspects 8 to 12 mobile home parks annually. Code enforcement continues to expand usage of the Explore Yucaipa phone-based application to send reports, track issues and use Public Works GIS system to improve case management. Program has been successful in maintaining quality of life and addressing public nuisances and regulatory requirements. Program will continue for the 2021-2029 Housing Element.
Program 2 Building Inspections	Continue to review plans, issue permits, and conduct inspections to ensure the safe construction of buildings.	Funding Source General funds Responsible Party Yucaipa CDD	<ul style="list-style-type: none"> Staff review and approve plans for new development, ensure that plans meet building construction and safety standards, and conduct inspections to ensure buildings are to code. Building staff continue to process reasonable accommodations submitted to ensure that disabled people are able to fully use their home or business. Fire Marshal reviews and conditions new proposals and enforces existing laws to ensure that buildings and properties meet all applicable fire, safety codes. Program has been successful in ensuring structures are built and maintained in safe condition and to current code. Program will continue for the 2021-2029 Housing Element.
Program 3 Single-Family Home Repairs	Seek funds to restore program for repair, maintenance, and rehab of single-family homes when notices of funding availability (NOFAs) are available.	Funding Source General funds Responsible Party Yucaipa CDD	<ul style="list-style-type: none"> In 2019, the City initiated a program for the repair, maintenance, and rehabilitation of the façade of homes. The program offers a matching, low-interest (2%) loan of up-to \$5,000 and reduced permit fees for buyers in two areas—Dunlap Acres and Uptown. Low interest rates have made it more feasible for homeowners to rehabilitate their homes with private financing. This trend has assisted in backfilling the need for CDBG and other federal funds. Program has been in place for one year; efforts were impacted as a result of the COVID-19 pandemic and increase in construction costs. The program will continue for the 2021-2029 Housing Element.
Program 4 Multifamily housing repair	Seek funds to encourage the repair, maintenance, and rehab of multiple-family housing when NOFAs are available.	Funding Source General funds Responsible Party Yucaipa CDD	<ul style="list-style-type: none"> City is a partner in the County's CDBG and HOME consortium, though funds are limited and are insufficient to address local needs. Continued efforts are needed to secure funds that can be used to assist property owners in maintaining their apartments. Housing Choice Voucher program regulations set forth housing quality standards which all units must meet before assistance can be paid and at least annually through the term of the assisted tenancy. Yucaipa has many older apartments that need investment. Limited federal funds are available unless the property owner agrees to deed restrictions. There remains an unmet need to modernize older units. Program has been dormant due to lack of funding. The program will continue for the 2021-2029 Housing Element.

5. Program Evaluation

Table 5-2 Program Assessment, 2014-2021 Housing Element

Programs	Program Specifics		Implementation Actions and Progress
	Objective	Funding Source Responsibility	Progress and Evaluation
Program 5 Crime Free Multifamily Housing	Continue implementation as a precondition for receiving a business license to operate	Funding Source General funds Responsible Party Yucaipa CDD	<ul style="list-style-type: none"> City's Emergency Services Coordinator and Yucaipa Police Department continue to require the program as a condition of a business license, offer resources to landlords to ensure safe living conditions for residents, and work in a cooperative manner with apartment owners to implement the program. This program was expanded to mobile home parks in 2018. The Police Department trained 57 property managers, involving 80% of the mobile home parks. 26 properties have been inspected for enhanced physical security using recognized principles of crime prevention and environmental design. Because of the effectiveness of the program in improving quality of life, the program will continue for the 2021-2029 Housing Element.
Program 6 Mobile Home Preservation	Regulate rents as allowed under state law; administer the Overlay District; consider reuse options for dilapidated MHPs.	Funding Source General funds Responsible Party Yucaipa CDD	<ul style="list-style-type: none"> The City continues to regulate mobile home conditions as permitted under state law. Rent reviews are also conducted on a biennial basis. In 2016, the City adopted a new Mobile Home Overlay 3, adding six aging mobile home parks that overlay. The City remains open to initiatives that would involve the acquisition and preservation of mobile home parks, particularly given new legislation that offers RHNA credits for eligible projects that rehabilitate, preserve, and deed restrict such uses. Given the many mobile homes and their importance in providing affordable housing to residents and seniors, the program will continue for the 2021-2029 Housing Element
Program 7 Uptown Specific Plan	Provide opportunities for infill housing; facilitate 50 new units. Amend specific plan to increase density to 24 du/ac where appropriate	Funding Source General funds Responsible Party Yucaipa CDD	<ul style="list-style-type: none"> The Specific Plan was amended in 2013 and allows for density bonuses for qualified senior housing. The City has been working with interested parties to develop housing within and adjacent to the downtown as economic development activity improves. No residential developments have been proposed in the downtown though interest remains for development opportunities that might present themselves to builders. The City expects continued developer interest in Uptown; program will continue for the 2021-2029 Housing Element with amendments.
Program 8 Freeway Corridor Specific Plan	Implement specific plan and work with property owners to encourage the development of property	Funding Source General funds Responsible Party Yucaipa CDD	<ul style="list-style-type: none"> In 2020, the City secured grants to amend the FCSP to allow for housing, commercial, and hospitality development. RFP is being distributed to consultants and the City expects the update to commence in 2021 and be completed by 2024. Additional financing tools are being explored to improve the cost effectiveness of constructing infrastructure. Among others, these include infrastructure financing districts, public assistance to the extent feasible, and other tools. As this represents the largest remaining undeveloped tract of land, this program will continue for the 2021-2029 Housing Element.
Program 9 Housing Incentives	Implement and monitor density bonus program. Encourage noncity utilities to provide financial incentives for affordable housing.	Funding Source General funds Responsible Party Yucaipa CDD	<ul style="list-style-type: none"> City successfully used the density bonus program to encourage and facilitate the development of the Horizons and Villa senior apartments, providing a substantial number of affordable units. Other regulatory housing incentives have also been provided to market rate developers to encourage and facilitate new residential development in the community. This program will continue for the 2021-2029 Housing Element.

Table 5-2 Program Assessment, 2014-2021 Housing Element

Programs	Program Specifics		Implementation Actions and Progress
	Objective	Funding Source Responsibility	Progress and Evaluation
Program 10 Minor Variance	Continue to use the minor variance process to modify height, setback, open space, parking, or other development standards as appropriate.	Funding Source General funds Responsible Party Yucaipa CDD	<ul style="list-style-type: none"> City has used this program to grant 20 + variances to accommodation special conditions. This tool has been effective to use when parcels are irregularly shaped or have site constraints that need to be addressed. Program will continue for the 2021-2029 Housing Element.
Program 11 Governmental Constraints	Revise definitions for social care facilities, farm labor quarters, and other uses consistent with state law by 2016.	Funding Source General funds Responsible Party Yucaipa CDD	<ul style="list-style-type: none"> In 2016, the City adopted Ordinance 345, which redefined residential care facilities, deleted social care facilities, detailed permitting standards for large care facilities, and made other changes to address fair housing law. Code amendments were also made to allow small residential care facilities serving six or fewer residents as a by-right use in residential zones as required by state law. Given further changes to state law that may occur, program will continue for the 2021-2029 Housing Element.
Program 12 Design Standards	Consider development and adoption of design standards for single-family units that are feasible, not cost prohibitive, and add property value.	Funding Source General funds Responsible Party Yucaipa CDD	<ul style="list-style-type: none"> In June 2019, the City Council adopted Design Guidelines to provide clarity and direction on site planning, building massing and elements, building frontages, architectural design, entrances, exterior materials and colors, landscaping, mechanical elements of building design, etc. Given changes to state law with respect to objective development and design standards, this program will continue for the 2021-2029 Housing Element.
Program 13 Planned Developments	Offer planned development permit process, where appropriate, to facilitate residential projects that further City goals.	Funding Source General funds Responsible Party Yucaipa CDD	<ul style="list-style-type: none"> No applications for planned development districts have been recently submitted in recent years; however, this tool has been used for larger developments, such as Chapman Heights. Given the flexibility offered by the PD, this program will continue for the 2021-2029 Housing Element.
Program 14 Assistance to Lower-Income Housing	Offer density bonuses, expedited permitting, and financial and regulatory incentives for affordable housing, including extremely low-income housing.	Funding Source General funds Responsible Party Yucaipa CDD	<ul style="list-style-type: none"> During the planning period, the City approved density bonus for several projects, including the 77-unit Horizons project and the 96-unit Villas project, both of which provide affordable housing for seniors. Given its importance to affordable housing, this program will continue for the 2021-2029 Housing Element.
Program 15 Energy Conservation	Require adherence to the Green Building Code and other cost-effective practices to reduce GHG emissions and responsibly conserve resources.	Funding Source General funds Responsible Party Yucaipa CDD	<ul style="list-style-type: none"> In 2019, the City adopted Ordinance No. 381 updating the CBC, including the Green Building Code. Implementation is ongoing. In 2015, the City adopted a Climate Action Plan to reduce GHG emissions consistent with targets expressed in AB 32, the Global Warming Solutions Act of 2006, and SB 375. Program will continue for the 2021-2029 Housing Element.
Program 17 Rental Housing Assistance	Seek opportunities and funds to help nonprofit organizations acquire, improve, and deed restrict mobile home parks.	Funding Source Federal vouchers Responsible Party Housing Authority	<ul style="list-style-type: none"> Ongoing. The voucher program is administered by the County Housing Authority. The City promotes the program by placing flyers in City Hall. The City was successful in working with the County in allocating additional housing vouchers to support the long-term affordability of the Horizons senior project. Program will continue for the 2021-2029 Housing Element.

5. Program Evaluation

Table 5-2 Program Assessment, 2014-2021 Housing Element

Programs	Program Specifics		Implementation Actions and Progress
	Objective	Funding Source Responsibility	Progress and Evaluation
Program 18 Homeowner Assistance	Seek additional funding sources to restore program to fund the repair, maintenance, and rehabilitation of single-family homes.	Funding Source General funds Responsible Party Yucaipa CDD	<ul style="list-style-type: none"> Program dormant. There has not been dedicated sources of county, state, or federal funds for this program. In addition, the cost of subsidy is high compared to rental projects. Nonetheless, this program will be continued with efforts to secure funding. Program will continue for the 2021-2029 Housing Element.
Program 19 Housing at Risk of Conversion	Monitor affordable housing and work with owners to facilitate and encourage preservation.	Funding Source General funds Responsible Party Yucaipa CDD	<ul style="list-style-type: none"> <u>During the prior planning period, Sunset Garden and Third Street were released from their affordability covenants on 5/31/2014 and 3/31/2018 respectively, which brought them back to market rate units.</u> <u>While the City does not have many remaining at-risk units (less than 50 units), the program will continue for the 2021-2029 Housing Element and strengthened to be more proactive.</u>
Program 20 Reasonable Accommodation	Process reasonable accommodations as situations arise.	Funding Source General funds Responsible Party Yucaipa CDD	<ul style="list-style-type: none"> No requests for reasonable accommodation have been placed though accessibility modifications for people with a disability are essential for many seeking to live in their home. Program will continue for the 2021-2029 Housing Element.
Program 21 Emergency Shelters	Participate in the County's continuum of care programs. Convene a City Council ad hoc group to address homelessness.	Funding Source City, County, and state funds Responsible Party Yucaipa CDD	<ul style="list-style-type: none"> In 2010, the City amended the Municipal Code to allow for emergency shelters in accordance with a management and operation plan. The City is working with a local faith-based agency to develop a shelter. The City participates in a multi-agency effort to manage the City's homeless population with the Police Department, County Behavioral Health, and local service and faith-based groups. Program will continue for the 2021-2029 Housing Element.
Program 22 Transitional and Supportive Housing	Amend municipal code to allow transitional and permanent supportive housing in all land use districts per state law.	Funding Source General funds Responsible Party Yucaipa CDD	<ul style="list-style-type: none"> In 2016, the City adopted Ordinance 345, which redefined transitional and supportive housing and required permitting of such uses in residential zones subject to the same development standards as those for other similar uses in the same zone. Given further changes to state law that may occur, program will continue for the 2021-2029 Housing Element.
Program 23 Environmental Regulations	Continue to implement overlay designations and hillside preservation ordinance.	Funding Source General funds Responsible Party Yucaipa CDD	<ul style="list-style-type: none"> Program continues to be implemented for residential developments proposed in the hillside overlay. Program will be further addressed with the update of the Freeway Corridor Specific Plan. Program will continue for the 2021-2029 Housing Element.
Program 24 Fair Housing	Provide referrals and informational brochures regarding fair housing. Also, amend municipal codes to eliminate potential constraint.	Funding Source General funds Responsible Party Yucaipa CDD	<ul style="list-style-type: none"> In 2016, the City adopted Ordinance No. 345, which redefined several definitions and land uses in the Municipal Code to address potential fair housing concerns. Program continues to be implemented and will continue for the 2021-2029 Housing Element.
Program 25 College Overlay District	Complete overlay district for the College Village; consider opportunities for housing	Funding Source General funds Responsible Party Yucaipa CDD	<ul style="list-style-type: none"> The College Overlay District remains an important strategy for the City to achieve its RHNA. While the Overlay was adopted as part of the General Plan update, amendments are required in the Municipal Code. Program continues to be implemented and will continue for the 2021-2029 Housing Element.

Source: Housing Element Annual Progress Reports, 2014–2020; City of Yucaipa, 2020.

6. HOUSING PLAN

The City of Yucaipa's Housing Plan includes goals, policies, and actions related to housing and are presented in this section. The policies are established to guide the development and preservation of a balanced inventory of housing to meet the needs of present and future residents of Yucaipa. This section includes goals that are intended to help accommodate and facilitate the development and maintenance of affordable housing. The City of Yucaipa will address local housing needs, market and governmental constraints, and resources available to meet the needs in the city.

For each goal, specific policies and programs are listed in the Housing Plan. Individual policies and programs included in this Housing Element are intended to provide a wide variety of programs to implement the City's General Plan goals. The Housing Plan includes programs currently in existence as well as new actions that are added to provide and facilitate housing opportunities. Actual programs will be implemented at the discretion of the City. It should be noted that the listing of a potential funding source of a particular program and/or action does not signify that money has been allocated or appropriated as a source of funding for such a program and/or action.



The following outlines the goals, policies, and programs to guide the City's housing strategy for the 2021-2029 Housing Element period.

A. GOALS AND POLICIES

GOAL HN-1: HOUSING AND NEIGHBORHOOD

Neighborhoods of well-maintained housing, ample public services, open space, and infrastructure that provide quality places to live.

Policies

- HN-1.1 Code Compliance.** Educate residents and businesses and enforce compliance with municipal codes (e.g., property maintenance, land use, vehicle, and safety) to maintain the quality of residential neighborhoods.
- HN-1.2 Housing Conditions.** Facilitate the repair, improvement, and rehabilitation of single-family homes, multiple-family housing, and mobile homes; proactively address the removal of blighting influences.
- HN-1.3 Public Services and Infrastructure.** Provide quality community facilities, parks and recreational options, infrastructure, water and sanitation, and other municipal services tailored to neighborhoods.
- HN-1.4 Mobile Home Preservation.** Preserve mobile home parks that are physically and economically sound through regulatory tools, acquisition by nonprofit organizations, rent stabilization, and investment in supporting infrastructure.
- HN-1.5 Neighborhood Safety.** Maintain neighborhood safety through traffic management, neighborhood watch, emergency preparedness, crime prevention through environmental design strategies, and other neighborhood safety programs.
- HN-1.6 Neighborhood Identity.** Recognize, preserve, and enhance neighborhood character through adherence to design, development, and other standards in the municipal code, overlay districts, and specific plans.
- HN-1.7 Resident Involvement.** Encourage active and informed participation by residents from each neighborhood to identify local needs and implement programs that beautify, preserve, and improve their neighborhoods.
- HN-1.8 Historic Preservation.** Promote the preservation of historically and architecturally significant buildings and neighborhoods through land use, design, and housing policies, including the survey of potential historic structures where appropriate.

GOAL HN-2: HOUSING SITES

Adequate sites through General Plan land use designations and specific plans that provide opportunities for a range in type, tenure, and affordability of housing in appropriate locations.

Policies

- HN-2.1 **Balanced Housing Stock.**** Designate adequate land for a range of housing, including single-family attached and detached, multiple-family housing, and mixed uses, including allowances for flexibility in development standards and lot designs.
- HN-2.2 **College Overlay.**** Allow for a flexible and synergistic mix of residential, commercial, institutional, and recreational uses in the College Overlay District that supports Crafton College, Dunlap Acres, and the surrounding community.
- HN-2.3 **Uptown Specific Plan.**** Allow for a flexible mix and building standards for higher-density residential and mixed uses, including senior housing, that increases the customer base and supports a vibrant and economically viable Uptown.
- HN-2.4 **North Bench and Wildwood Canyon.**** Require new residential development in the North Bench and Wildwood Canyon to be consistent with the rural character of those areas and ensure that they provide high-quality housing opportunities that leverage the unique setting of those areas.
- HN-2.5 **Dunlap Acres and Central Core.**** Preserve residential fabric of Dunlap Acres and Central Core, while allowing for infill on vacant parcels, underutilized parcels where deemed appropriate, or parcels that have been removed from the floodplain.
- HN-2.6 **Multiple-Family Housing.**** Encourage development of higher-density housing in the Freeway Corridor, commercial corridors, and other sites where infrastructure, circulation, and service facilities capable of handling such housing is located or planned.
- HN-2.7 **Mobile Home Park Reuse.**** Support transition of mobile home parks to other land uses for mobile home parks within the MHP Overlay 3; streamline the process for conversion to other land uses provided that appropriate relocation assistance is provided.
- HN-2.8 **Accessory Dwellings.**** Facilitate the development of well-designed accessory dwelling units that can expand rental housing opportunities for individuals and families seeking affordable housing.

GOAL HN-3: HOUSING DESIGN

Well-designed housing that contributes to property values, is affordable to Yucaipa residents, is practical and cost-effective to build, and affordable to a range of income levels.

Policies

- HN-3.1 Design Features.** Require new and rehabilitated residential units to be well designed, with appropriate attention to site planning, materials and colors, building treatments, landscaping, open space, parking, and environmentally sustainable practices.
- HN-3.2 Entitlement Process.** Offer flexible and streamlined entitlement processes that facilitate innovative and imaginative housing solutions yet balance the developer’s need for predictability in the approval process, governmental regulation, and oversight.
- HN-3.3 Housing Incentives.** Facilitate the development of market-rate and affordable housing through regulatory incentives (e.g., density bonus), permit processing (e.g., planned development), and other incentives, where feasible and appropriate.
- HN-3.4 Natural Environment.** Require appropriate measures to protect hillsides, viewsheds, sensitive habitat, oak trees, and other environmental resources in the review of applications for the development, expansion, and improvement of housing.
- HN-3.5 Overlay Districts.** Require adherence to housing-related regulations in the City’s overlay districts—hillside, custom home, natural hazards, scenic resources, biological resources, noise, cultural resources, and others, as applicable.
- HN-3.6 Compatibility.** Require that residential development and rehabilitation projects are compatible with the character of their neighborhood, comply with municipal code standards, and follow appropriate site planning and project design practices.
- HN-3.7 Resource Conservation.** Design and build homes to incorporate cost-effective best practices in energy conservation and water conservation (including dual plumbing for recycled water) that will effectively address and comply with state and federal mandates.
- HN-3.8 Supportive Infrastructure.** Facilitate the provision of infrastructure and services necessary to encourage new residential development commensurate with community goals and expectations for quality of life.

GOAL HN-4: HOUSING ASSISTANCE

Improved opportunities for moderate and low-income residents and those with special needs to affordably rent, purchase, maintain, and retain adequate housing.

Policies

- HN-4.1 Homebuyer Assistance.** Increase opportunities for residents and employees to own homes through the provision of homeownership assistance or regulatory assistance to encourage the production of affordable housing where feasible.
- HN-4.2 Rental Assistance.** Support the provision of rental assistance and emergency assistance for individuals and families earning lower incomes in Yucaipa, particularly for special-needs groups that would otherwise overpay for housing.
- HN-4.3 Assisted Housing Preservation.** Support the maintenance and long-term preservation of publicly subsidized affordable rental housing that is affordable to lower- to moderate-income and special-needs households.
- HN-4.4 Mobile Home Rent Stabilization.** Support the rental stabilization program for mobile home parks in the mobile home overlay district as a means of preserving the long-term affordability of housing for seniors and families.
- HN-4.5 Special Needs.** Address the special housing needs of seniors, families with children, disabled people, and homeless people through proactive programs aimed at housing production and assistance.
- HN-4.6 Collaborative Partnerships.** Support collaborative partnerships with nonprofit and faith-based organizations, developers, businesses, and state and federal agencies to develop, rehabilitate, preserve, and retain affordable housing.
- HN-4.7 Inclusionary Housing.** Explore opportunities for requiring the dedication of affordable housing, in lieu fees, or adequate land for residential or nonresidential projects of certain sizes.
- HN-4.8 Supportive Housing.** Support the provision of a variety of supportive services (e.g., childcare, employment training, and other assistance) that help residents live in Yucaipa.

GOAL HN-5: FAIR HOUSING

Promote equal and fair housing opportunities for residents of all ages, income levels, abilities, and status to reside in the type of housing best suited to their individual needs.

Policies

- HN-5.1 Prohibit Discrimination.** Prohibit discriminatory actions in all aspects affecting the sale, rental, or occupancy of housing based on protected status or arbitrary classification as a means to affirmatively further fair housing.
- HN-5.2 Municipal Practices.** Continue to administer municipal programs and activities relating to housing and community development in a manner that is consistent with the obligation to affirmatively further fair housing.
- HN-5.3 Senior Housing.** Support the continued development and maintenance of affordable rental and ownership housing and services that allow seniors to remain in their homes or seek retirement housing in Yucaipa.
- HN-5.4 Family Housing.** Facilitate and encourage the development of a range in types and affordability of family housing and the provision of supportive services to improve the long-term well-being of Yucaipa’s families and children.
- HN-5.5 People with Disabilities.** Facilitate the development of permanent, affordable, and accessible housing that allows people with all disabilities to live as independent and productive lives as possible.
- HN-5.6 Service-Enriched Housing.** Support organizations that provide services and service-enriched housing for seniors, large families, disabled people, veterans, homeless people, and those with medical conditions.
- HN-5.7 Emergency Housing.** Support the provision of housing and supportive services for residents in need of emergency housing accommodations, including shelter, transition, and permanent supportive housing.

B. HOUSING PROGRAMS

Yucaipa will implement the following programs to achieve the goals, policies, and objectives in the 2021-2029 Housing Element. Programs. Table 6-1 summarizes the objectives, timeframes, and other implementation measures.

1. Code Enforcement Program

The City code enforcement program is responsible for ensuring compliance with municipal codes to maintain the value and safety of property and structures and protect the health, safety, and welfare of residents. The Code Enforcement Division also works to enforce business license requirements, solid waste ordinance, yard sales, chicken ranches, and graffiti abatement. The program addresses overgrown vegetation, substandard buildings, debris and vehicles, stormwater drainage, green pools, unpermitted construction, etc. To continue to provide a healthful residential, commercial, and industrial environment, the City will continue implementing code enforcement.

Objective: Implement a broad code enforcement program for residential, commercial, and other land uses to ensure compliance with City ordinances.

2. Building Inspection Program

City building officials are responsible for inspecting housing the construction permits to ensure that structural conditions are safe and healthy for occupants. For a nominal fee, a City building inspector will conduct a field investigation to determine the physical condition of multiple-family properties at the request of interested buyers. In addition, the City inspects mobile homes at least once every seven years (required under the Mobile Home Parks Act and Special Occupancy Parks Act), with the City serving as a Local Enforcement Agency. As a means to ensure housing security and safety, and in accordance with state law, the City will continue to inspect housing and mobilehomes.

Objective: Continue to inspect building plans for compliance with state and federal law. Inspect mobile home parks every seven years and other multiple-family projects at the request of potential buyers.

3. Residential Improvement Program

Maintaining the condition and quality of housing is a key city goal for reducing potential displacement and improving housing security for residents. The City has reinitiated its residential façade loan program for single-family, multi-family, and mobile homes. The program is designed to improve housing mobility, security, and quality in the Dunlap Acres and Central Core neighborhoods. The program offers a matching, low-interest (2%) loan of up-to-\$5,000 to improve the façade of their homes. City plan check and building fees will be reduced by 25% for eligible projects. While all homes require some level of repair at some point, the City estimates that up to 500 homes might need repairs.

Objective: Implement the façade improvement program for residences in the Dunlap Acres and Central Core planning areas. Seek additional funding for wider application as NOFAs are released by the county or state.

6. Housing Plan

4. Multiple-Family Housing Repair

Historically, the City participated in the county's Multifamily Residential Rental Housing Revenue Bond Program that provided funds for housing rehabilitation. The County is no longer concentrating funding on apartment rehabilitation, unless projects include acquisition, rehabilitation, and affordability covenants. While the City has older apartment buildings, a housing survey has not been done and such a survey would not be able to assess the quality of interiors. However, like any tangible asset, apartments require maintenance and repair. The City estimates that up to 500 multiple-family units might need repairs. As a means to improve housing quality and security and reduce potential displacement concerns, the City will seek to refund and startup the program.

Objective: Seek funding opportunities to restore a program to fund the repair, maintenance, and rehabilitation of multiple-family homes.

5. Crime-Free Multi-Housing

The City's Crime Free Multi-Housing Program is a key crime prevention program on rental properties and mobile home parks. The goal is to reduce crime and blighting influences through community partnerships and pro-active steps to improve quality of life. Projects are enrolled as a condition of a business license. The program includes training seminars for the property managers and a requirement that each new lease or rental agreement contain a "crime free" addendum that enables eviction of people engaged in criminal activity. To maintain the safety of residents, maintain property values, and increase public acceptance of apartments, the City will continue to implement its program in compliance with fair housing law (A letter addressing fair housing implications is provided by RWG as part of the HCD review process).

Objective: Continue implementation for multiple-family rental properties and for mobile home parks and make changes, if necessary, to ensure compliance with applicable fair housing laws. Consider crime prevention through environmental design elements for new projects and existing developments.

6. Capital Improvement Program (CIP)

Every year, the City identifies needed improvements to capital facilities, such as streets, storm drains, park and facility improvements, water and wastewater system improvements, etc. These programs are correlated with goals, policies, and program of the General Plan. Expenditures are prioritized based on community needs and the availability of funding. Programs can be neighborhood specific, focused on low- to moderate-income areas, or be spread citywide with broader community benefit. The City's uses its CIP to improve the quality of infrastructure, reduce hazards, support housing development, and facilitate economic development (e.g., Crossroads) to those areas. As a means for place-based investment, the City will continue to use the CIP to invest in Dunlap Acres, Central Core, and the Uptown to help revitalize those areas.

Objective: Annually prepare and implement the CIP to improve community infrastructure in neighborhoods that maintain the quality of neighborhoods. Continue to focus improvements in Dunlap Acres and Central Core.

7. Land Inventory

This Housing Element provides an inventory of sites to accommodate the city's 2021-2029 RHNA. To achieve the RHNA, the City will: (1) maintain an inventory and map of sites for residential development; (2) monitor availability of sites to ensure no net loss in development capacity; and (3) if sites become insufficient for the RHNA or strategies are not completed in a prescribed timeframe, adjust the Yucaipa Corridor DOR within 180 days to ensure sufficient sites are available.

Where vacant sites were previously included in the housing element for two consecutive periods (specifically Freeway Corridor Specific Plan), the City will permit owner-occupied and rental multifamily uses by right pursuant to Government Code 65583.2(i) for developments in which 20 percent or more of the units are affordable to lower income households.

Objective: Maintain land inventory for the RHNA, periodically review for no-net-loss requirements; make list of available sites online for developers. Make amendments as needed in the Corridor DOR to ensure adequate capacity. Approve Freeway Corridor sites as needed to comply with Govt Code 65583.2(j).

8. Mobile Home Park Conversion

The City established a mobile home park overlay (MHP Overlay 3) that applied to seven parks that had deteriorate to the point that rehabilitation was no longer economically feasible. Ord. 344 established MHP conversion regulations and allowed a maximum density of 16 dwelling units per acre (du/ac) that could be expanded to 24 du/ac with discretionary approval of a DOR. To facilitate this process and reduce displacement concerns, the following incentives will be approved: (1) establish a by-right review process to allow conversion of mobile home parks; (2) increase the base density of 24 du/ac and phase out the DOR; and (3) continue to require adherence to all relocation, replacement, and fair housing regulations under local, state, and federal law.

Objective: Adopt incentives (density, by-right permitting, phasing out the DOR, etc.) to facilitate and encourage the reuse of mobile homes in the MHP3 Overlay.

9. Accessory Dwelling Units

Yucaipa has seen a threefold increase in (J)/ADU production over the past year. In 2019, Ordinance 1813 amended the municipal code consistent with changes in State law. These changes allowed (J)ADUs to be built concurrently with a single-family dwelling and opened areas where ADUs can be created in single-family and multifamily housing districts. Due to two and three fold annual increases in ADUs each year, Yucaipa is permitting 30 ADUs annually and expects that 250 ADUs will be permitted from 2021 to 2029. ADUs are an effective strategy to encourage affordable housing in high resource areas and offer housing options for lower income residents, seniors, students, etc.

Objective: Monitor progress in ADU production, adopt incentives to encourage ADUs (e.g., fee waivers, expedited procedures, etc.). If ADUs fall short of goals, increase the Corridor DOR to address any shortfall. Encourage new single-family subdivisions to include ADUs where appropriate. Periodically review and review ADU ordinance for compliance with state law.

6. Housing Plan

10. Uptown Specific Plan

The Uptown Business District Specific Plan encompasses 16 city blocks in the historic downtown. One of the key plan objectives is a mix of viable commercial and residential land uses. To promote a “downtown,” mixed-use character, the plan strongly encourages mixed-use developments, and it offers by-right 100-percent density bonus to 16 units per acre as a means to facilitate revitalization. A discretionary DOR provision allows an increased density up to 24 du/ac and additional incentives. The City has successfully attracted senior housing, completed street improvements, and installed pedestrian amenities in the area. To facilitate the development of up to 150 additional dwelling units on smaller sites in the Uptown, support local business with additional resident living nearby, and improve access to economic opportunity and jobs for residents, the City will amend the Uptown Specific Plan as prescribed below.

Objective: Amend Specific Plan to remove the Development Opportunity Reserve, permit 16-24 du/ac, and allow mixed use or stand alone residential by right. Consider additional measures, as needed, to allow projects to achieve maximum permitted density through building standard modifications

11. Freeway Corridor Specific Plan

The City’s Freeway Corridor Specific Plan (FCSP), adopted in 2007, is a 1,200-acre plus area in southern Yucaipa that is intended to provide a mix of residential, commercial, and industrial uses along with significant open space. The City received a SCAG grant to revise the FCSP to capture current market demand that has changed significantly since the Great Recession. With this update, two R-24 designated sites allowing 20-24 du/ac will remain, allowing a development capacity of 390 units. Although the R-24 sites are adjacent to water and sewer lines, improvements will be needed. The City will use a SCAG grant to fund the development of an EIFD or other tool to reduce costs of necessary infrastructure. As a means to increase housing opportunity, the City will update the FCSP.

Objective: Revise/implement the FCSP to facilitate development of housing. Work with property owners to encourage development of the property and develop an EIFD to encourage and facilitate the FCSP development.

12. Oak Glen Site

The Oak Glen property is identified by the City as a primary and future site for the development of multiple-family apartments at a density of 20-24 du/ac. This site is identified in the land inventory as meeting the lower income RHNA. The site includes two adjacent parcels, one of which is zoned RM-24 and the other site is zoned (IN) Institutional. The City is using a LEAP grant to complete a cultural study to address the CEQA requirements, and design water and sewer infrastructure that can serve the needs of both sites. The project is also intended to help revitalize the Dunlap Acres and Central Core planning areas of the community. When completed, these efforts are intended to remove potential constraints to the development of both sites, consecutively or jointly.

Objective: Complete the general plan EIR addendum by 2022 and rezone site from IN to RM-24 to facilitate development of multiple-family housing.

13. Crafton Hills College Overlay

In 2016, the Crafton Hills College Overlay District was adopted to facilitate development of a Transit-Oriented Development encompassing the College campus and portions of Dunlap Acres. The plan envisions a mix of single-family, multiple-family, and mixed uses in a campus setting with more than 400 units permitted. The General Plan designation/zoning district is in place. Ordinance No. 350 was developed to formally add Article 6, College Village Overlay District, to the Development Code and adopt the District Guidelines. Upon completion, the City is projecting a maximum of 100 units to be built under the RM-24 standards. The Crafton College also just received a grant to study the feasibility of housing. This will encourage the development of affordable housing, increase use of educational resources at the College, and benefit the Dunlap area.

Objective: Formally adopt Overlay District design regulations, allow residential uses at 20–24 du/ac, and develop an EIFD to facilitate the financing of site infrastructure to accommodate at least 100 new housing units.

14. Corridor Development Opportunity Reserve

Yucaipa Boulevard is a primary corridor developed with, or planned for, commercial uses. However, the City recognizes that because of the current and foreseeable commercial real estate market, some of the existing vacant properties along this corridor may not be viable for commercial development. To ensure the marketability of the corridor to facilitate future development, a Commercial Corridor Overlay District will be overlain on the CG-designated properties along Yucaipa Boulevard, between 14th Street and 2nd Street. The City will create an Overlay District that permits multiple-family residential or mixed-use projects at a density of at 20-24 du/ac in a by-right review process on parcels located within the overlay.

Objective: Formally adopt a Corridor DOR along Yucaipa Boulevard on CG-designated parcels between 2nd and 14th Street. The DOR will allow residential uses with a by-right process at 20–24 du/ac. The DOR, initially established at 50 to 100 units, will vary based on the unmet RHNA and status with SB 166.

15. Density Bonus Program

The Municipal Code offers a two-part density bonus ordinance. Projects that comply with state law requirements are entitled to receive all density bonuses that are spelled out in the California Government Code. In addition, the City adopted Ordinance 297 that offers the same types of development incentives as required under state law but also allows for a 100-percent density bonus for senior housing in select residential and commercial zones. In addition, developers can request concessions (e.g., parking, development standards, and financial incentives, etc.) to make the project financially feasible. Changes have been made to the state density bonus law in recent years.

Objective: Continue to implement and monitor the density bonus program and update to comply with changes in state law over the past several years. Consider additional density bonuses beyond state law requirements for projects that provide amenities for family-oriented affordable housing.

16. Minor Variance Program

The City uses the minor variance program to ensure that any property, because of special circumstances (size, shape, topography, location, or surroundings), is allowed privileges of other properties in the same vicinity. To implement this program, City staff may administratively approve requests for minor variances with the approval of standard findings in the municipal code. Planning commission approval may be necessary if referred to them. The program allows the approval of modifications that allow specific percentage reductions to minimum floor widths, parking requirements, setbacks, and maximum gross floor area requirements. To remove barriers to and facilitate housing opportunity, the City will continue to implement its minor variance program.

Objective: Continue to implement the minor variance program for housing projects and seek opportunities to facilitate the development of housing.

17. Expedited Processing

Consistent with SB 330, housing projects for which a preliminary application is submitted that complies with general plan and zoning standards is subject only to development standards and fees applicable at the time of submittal. This applies to all projects unless the project square footage or unit count changes by more than 20% after the preliminary application is submitted. A developer must submit a full application for the project within 180 days of submitting the preliminary application. Yucaipa offers predevelopment meetings with applicants before submitting formal applications to define information needed to review a project, streamline the review process, and further communication between applicants and City departments. To facilitate housing opportunity, the City will create an expedited permit process as required by state law.

Objective: Establish written policy or procedure to allow for an approval process for eligible projects, as required under California Government Code Section 65913.4. consider other streamlined processes for infill-type projects.

18. Residential Design Standards

Ensuring quality building and site design is essential to providing quality residential settings that contribute to the long-term benefit of residents. The City adopted Citywide Design Guidelines (2019) for the construction, renovation, and modification of residential, commercial, and industrial uses. Tailored guidance is provided for special uses, such as accessory dwellings (in light of new state law), building additions, as well as subdivision design. The Design Guidelines place emphasis on: (1) providing guidelines with key objective design requirements; (2) providing clear and easy-to-understand direction for developers, architects, and designers; and (3) maintaining sensitivity to any impact on construction costs. The guidelines supplement design standards in specific plans and the City's development code.

Objective: Implement residential design standards. Periodically review provisions to ensure that their application is feasible, not cost prohibitive, and consistent with state law requirements.

19. Planned Development and/or Specific Plans

The Planned Development or Specific Plan process is intended to facilitate the development of properties, including housing, where greater flexibility in site design and housing products is desired and to facilitate the more efficient use of land than would be possible through the strict application of the current land use district regulations. Tailored standards can encourage more creative and imaginative planning of mixed-use, multi-phased residential, commercial, or industrial developments within the framework of a single cohesive plan should be used to create quality focused areas for development. To continue facilitating new housing opportunities and improving housing mobility, the City will offer PDs and/or specific plans permit process where appropriate.

Objective: Offer the planned development or Specific Plan permit process, where appropriate, to facilitate residential projects that further communitywide goals.

20. Small Lot Subdivision

With the increase in housing prices, there is a growing need for more flexibility in the types of housing products offered, particularly nontraditional residential development formats on infill sites. To that end, the City desires to create a Small Lot Subdivision Ordinance with development standards that accommodate smaller housing products in creative formats; facilitate more “urban” single-family residences; support contextually appropriate development given the variety of infill settings in Yucaipa; and allow for fee-simple housing production. To facilitate and improve housing mobility and affordability for residents of all incomes, the City will create a smaller lot subdivision ordinance.

Objective: Develop a small lot subdivision ordinance, such as in the RM zone, that facilitates creative opportunities for developing nontraditional housing products, along with development tools or standards to achieve its goals.

21. Lot Consolidation Program

The YMC (Article 7 Lot Merger a Section 83.040) specifies the process for lot mergers and/or consolidation. The City's policy is to require a lot merger or consolidation as a condition for approval of proposals for residential projects so as to ensure that lot lines do not split projects. Typically, the lot consolidation or merger process is a simple process. To facilitate housing mobility, the City will play an active role in facilitating lot mergers/consolidation, particularly as it relates to parcels listed in the sites inventory. For example, the City will work with developers and owners of small sites to identify and consolidate parcels to facilitate the development of housing affordable to lower-income households. Lot consolidation requests will be processed ministerially.

Objective: Amend the development code to further clarify lot mergers for residential and mixed use projects on multiple parcels.

Assist project applicants in processing lot mergers and consolidations through an administrative approval process.

22. Development Code Update

During the course of the housing element update, the City recognizes that certain provisions of the development process may merit further review and update to address potential constraints to the development of housing. Some of the changes are due to changes in state law , while others are text amendments needed to clarify development processing practices.

Objective:

- Revise density bonus ordinance for consistency with the latest changes in state law as of 2022; periodically review for ongoing consistency.
- Clarify intent of the minimum district size and allowance of RM-24 zone projects by right where the size of the parcel is less than 5 acres in size.
- Amend zoning code to make required changes to provisions for low barrier navigation centers, permanent supportive housing, and accessory dwelling units
- Periodically review municipal codes, regulations, and development processes to identify potential constraints and ways to mitigate them.

23. Mobile Home Preservation

Yucaipa's 42 mobile home parks containing more than 4,000 units. These communities provide a variety of living styles from family/all-age parks to senior parks, and from smaller trailer parks to large communities with amenities. The City has established two mobile home park overlays (MHPs) to support the preservation of viable mobile home parks and reduce displacement concerns for lower income residents. Yucaipa implements a rent stabilization program for mobile homes whereby annual rent increases are indexed to the consumer price index. Mobile homes have served as a valuable source of affordable housing, particularly for lower-income seniors on fixed incomes and families.

Objective: Continue to preserve the City's mobile homes in the MHP Overlay 1 and 2, annually review rents in accordance with the rent stabilization ordinance, and conduct inspections required by state law.

24. Housing at Risk of Conversion

Yucaipa has 300 units of apartments and 310 mobile home units that receive public assistance in return for long-term affordability covenants. Presently, only the Yucaipa Crest Senior Apartments is at low risk of conversion by 2028, since the property is owned by the Housing Authority and receives renewable vouchers from the federal government. Therefore, the City will continue to monitor projects to determine whether assistance can be provided.

Objective: Monitor and oversee preservation of assisted multi-family housing. Work with property owners to ensure proper noticing as required by state law. Work with HACSB to facilitate preservation of Yucaipa Crest Apartments. Explore options to preserve affordability of mobilehome parks as they become eligible.

25. Rental Housing Assistance

The Housing Authority of the County of San Bernardino (HACSB) coordinates Section 8 rental assistance on behalf of Yucaipa. HACSB extends rental subsidies to very low-income households. The HACSB implements the Move-to-Work national demonstration program. In conjunction with housing voucher assistance, the HACSB requires voucher holders to participate in employment training, life skills, and other programs designed to improve the ability of participants to become more self-sufficient and transition off rental assistance within five years. To improve housing security for lower and moderate income residents, the City will continue to support the County's rental housing voucher program and will initiate a new rental assistance program using federal funding to support households impacted by the COVID-19 pandemic.

Objective: Promote the program by providing brochures at the public counter, senior center, library, and realtors. Initiate and implement the COVID-19 rental relief program as long as funding is available.

26. Extremely Low Income (ELI) Housing

Yucaipa has a multifaceted program to address the needs of ELI households. The City offers regulatory and financial incentives (e.g., density bonus, minor modification, and fee deferrals) for proposed affordable housing projects. The City works with developers to seek funding (e.g., MHSA, HOME, etc.) to assist in the development of affordable housing for ELI and VLI households (e.g., Horizons project). The City allows certain fees to be deferred until occupancy or paid through the SCIP program, making it more feasible for developers to obtain housing loans. The City publicizes the County's rental voucher program. Finally, ADUs are encouraged, many of which are affordable to ELI households.

Objective: Offer density bonuses, expedited permitting, and financial and regulatory incentives for affordable housing to ELI households. Publicize the County's voucher program and City's emergency rental assistance program that will address the needs of ELI households. Promote development of ADUs and work with developers to incorporate ELI housing in subsidized properties.

27. Homeownership Assistance

The City historically provided homeownership assistance programs through participation with the County of San Bernardino. Under the HOME program, interest-free deferred ("silent second") loans were provided to eligible households. Homeownership assistance was provided through the single-family home mortgage revenue bond program. This program offered below-market, 30-year, fixed-rate loans to first-time homebuyers. In recent years, however, both of these programs were defunded by the County. Until funding is restored or an alternative to redevelopment financing is developed, the City will seek funding opportunities, such as grants or nonprofit organizations, to assist in restarting these programs.

Objective: Seek funds to provide affordable homeownership opportunities as NOFAs become available.

28. Collaborative Partnerships

As a means of further leveraging housing assistance for lower- and moderate-income households, the City will encourage partnerships with local organizations and other government agencies that offer housing-related services, such as the development of affordable housing and homeless prevention services. These organizations and agencies will include, but not be limited, to the following: Habitat for Humanity, San Bernardino County Transportation Authority, nonprofit developers, Inland Regional Center, and other nonprofit and for-profit organizations. These partnerships will help to augment the financial and administrative resources needed to implement housing programs and further the goals and policies of the Housing Element.

Objective: Continue to work with current housing and supportive service partners and, as needed, evaluate expanding partnership to augment administrative and financial resources to achieve housing goals.

29. Replacement Housing

New state law requires the housing element to include a program in the housing element and policy requiring the replacement of units affordable to the same or lower income level as a condition of any development on a nonvacant site consistent with requirements set forth in Density Bonus Law (Government Code 65915(c)(3)). Replacement requirements shall be required for sites identified in the inventory that have, or within the past five years have had, residential uses that have been vacated or demolished, and: 1) were subject to a recorded covenant, ordinance, or law that restricts rents to levels affordable to persons and families of low or very low-income, or 2) subject to any other form of local rent or price control, or 3) occupied by low or very low-income households.

Objective: Where applicable, require replacement housing units for qualified sites in accordance with (Gov. Code, § 65583.2 (g)(3) and § 65915c 3).

30. Housing for People with Disabilities

Yucaipa employs a multifaceted approach to addressing the housing needs of people with disabilities and protecting them from displacement. The Building and Safety Division enforces regulations requiring adaptability and accessibility of apartment buildings to provide housing suitable to disabled residents. The YMC allows for major or minor reasonable accommodation in the application of the City's rules, policies, practices, and procedures (including land use and zoning regulations) to allow disabled persons to use and enjoy a dwelling. The City makes ADA improvements to infrastructure and public facilities. Finally, the zoning code allows residential facilities as required by state law. To maintain and improve housing security among disabled people and provide access to opportunity (education), public services, and housing, the City will continue to provide housing, services, and transit designed to meet their needs.

Objective: Implement a multi-faceted strategy for providing housing for people with disabilities. Periodically review state statutes and best practices and, if needed, amend City processes. Implement transition plan to make infrastructure, facilities, and programs accessible to disabled people.

31. Housing for Homeless People

Over the past decade, the City has increased housing opportunities for homeless people by amending the municipal code to allow emergency shelters, transitional housing, and permanent supportive housing as a by-right use in various zoning districts as required by state law. The City recently permitted its first emergency shelter with Set Free Church, which can accommodate Yucaipa's homeless residents. The City funds local nonprofit agencies to serve needy individuals and homeless people. The City also works with the County on a regional approach to addressing homelessness. To address the disproportionate needs of homeless people and improve access to opportunity for housing, services, education, and other supportive services, the City will amend the YMC as required and support provision of homeless services.

Objective:

- Continue to support provision of housing and supportive services, including participating with the county and adjacent cities, for Yucaipa residents who are at-risk of or are experiencing homelessness.
- Amend the development code to allow a low barrier navigation center and permanent supportive housing as a by-right land use in areas designated for mixed uses and nonresidential zones permitting multifamily uses in accordance with GC §65662 and GC §65651.
- Amend the development code to modify parking requirements for emergency shelters to accommodate staff working at the shelter in accordance with AB 139 codified as GC 65583 (a)(4)(a)(ii).

32. Senior Housing

Senior citizens (age 65+) have grown to make up more than one quarter of Yucaipa households, and this age group continues to increase in number. Many seniors live in single-family homes or mobile homes. Among seniors, key housing needs include, among others, income support, home accessibility, affordable rent and property maintenance, and transit. Addressing the housing needs of seniors requires strategies that foster independent living as well as strategies that encourage the provision of a variety of supportive living environments for seniors of all income levels. To maintain and improve housing security among seniors and provide access to opportunity (education), public services, and housing, the City will continue to provide housing, seniors services, and transit designed specifically to meet the needs of senior citizens.

Objective:

- Continue to pursue opportunities to provide a range of housing options to address the diverse needs of Yucaipa's senior citizens.
- Continue to provide senior services through the Scherer Community Center and leverage county services.
- Continue to offer subsidized transit services to seniors with disabilities and seek opportunities to expand as needed

33. Fair Housing Services

Yucaipa is committed to ensuring fair housing opportunities so people in all walks of life have the opportunity to find suitable housing in the city. To that end, the City participates in the County consortium, which contracts with a fair housing service provider, Inland Fair Housing Mediation Board, to provide landlord/tenant education, conduct testing of the rental and ownership market, and investigate and mediate housing complaints where needed. However, the City may need to consider contracting directly with a fair housing provider to ensure the most responsive service.

Objectives:

- Consider contracting directly with a local fair housing provider to perform a wide range of educational, advocacy, and mediation services.
- Continue to provide referrals regarding fair housing to California Department of Employment and Fair Housing, the local fair housing service providers, or federal agencies.
- As required by the federal government, participate in the Analysis of Impediments to Fair Housing Choice or Fair Housing Assessment prepared by the county and implement its findings.
- Distribute information about fair housing laws and resources in libraries, community centers, social service offices, City website, and other public locations to ensure that residents know where to access services.

Table 6-1 Housing Implementation Programs, 2021-2029

Programs	Implementation Actions and Progress			
	Action	Funding Source	Responsible Party	Timeframe
Program #1 Code Enforcement	<ul style="list-style-type: none"> Continue to implement code enforcement activities to ensure compliance with City ordinances 	General Fund	Yucaipa DSD	<ul style="list-style-type: none"> Ongoing
Program #2 Building Permits and Inspection	<ul style="list-style-type: none"> Continue to inspect building plans for compliance with state and federal law Inspect mobile home parks every seven years and other multiple-family projects at the request of potential buyers 	General Fund and Fees	Yucaipa DSD	<ul style="list-style-type: none"> As projects are proposed. Every 7 years as required by state law
Program #3 Residential Improvement program	<ul style="list-style-type: none"> Implement the façade improvement program in the Dunlap Acres and Central Core planning areas Seek additional funding for wider application as NOFAs are released by the county or state. 	General Fund	Yucaipa DSD	<ul style="list-style-type: none"> Ongoing As applicable NOFAs available
Program #4 Multiple-Family Housing Repair	<ul style="list-style-type: none"> Seek funds to restore program for repair, maintenance, and rehab of multiple-family housing units 	General Fund	Yucaipa DSD	<ul style="list-style-type: none"> As applicable NOFAs become available
Program #5 Voluntary Crime Free Multi-Housing	<ul style="list-style-type: none"> Continue implementation for multi-family and mobile home properties Consider crime prevention through environmental design elements for new projects and existing developments 	General Fund	Yucaipa DSD	<ul style="list-style-type: none"> Ongoing
Program #6: Capital Improvements	<ul style="list-style-type: none"> Annually prepare the CIP to improve community infrastructure that maintains the quality of neighborhoods Continue to focus improvements in the Dunlap Acres and Central Core areas 	General Fund	Yucaipa DSD	<ul style="list-style-type: none"> Annually as part of the annual budget
Program #7: Land Inventory	<ul style="list-style-type: none"> Maintain land inventory for the RHNA, review for compliance with no-net-loss law; make list of available sites online for prospective developers Make amendments as needed in the Corridor DOR to ensure that sufficient sites are available per SB 166 Approve Freeway Corridor sites as needed to comply with Govt Code 65583.2(j). 	General Fund	Yucaipa DSD	<ul style="list-style-type: none"> Publicize online once element is adopted As projects are proposed; adjust for SB 166 As projects are proposed; adjust for SB 166
Program #8 Mobile Home Conversion	<ul style="list-style-type: none"> Adopt package of incentives (density, by-right permitting, phasing out DOR, etc.) to facilitate and encourage reuse of mobile homes in the MHP3 Overlay 	General Fund	Yucaipa DSD	<ul style="list-style-type: none"> Update Ordinance 344 by 2022
Program #9 Accessory Dwelling Units	<ul style="list-style-type: none"> Annually monitor ADU production, adopt incentives to encourage ADUs (e.g. fee waivers, expedited process, etc.) If ADU production falls short of goals by 2024, increase the Corridor DOR to address any shortfall Encourage new subdivisions to include ADUs where appropriate. Periodically review and review ADU ordinance for compliance with state law (See Program #22) 	General Fund	Yucaipa DSD	<ul style="list-style-type: none"> Annually as part of preparation of the APR Annually as part of the APR As projects are proposed As state law is amended

6. Housing Plan

Table 6-1 Housing Implementation Programs, 2021-2029

Programs	Implementation Actions and Progress			
	Action	Funding Source	Responsible Party	Timeframe
Program #10 Uptown Specific Plan	<ul style="list-style-type: none"> Provide opportunities for infill housing for at least 150 units Amend specific plan to permit 24 du/ac in a by-right process and add flexibility to permit additional density and building standard modifications 	General Fund	Yucaipa DSD	<ul style="list-style-type: none"> Amend Specific Plan by the end of 2022
Program #11 Freeway Corridor Specific Plan	<ul style="list-style-type: none"> Revise the FCSP to facilitate development of housing that can meet market demand Work with property owners to encourage development of site, and EIFD to facilitate development 	General Fund	Yucaipa DSD	<ul style="list-style-type: none"> Complete FCSP update and EIFD by 2024
Program #12: Oak Glen Site	<ul style="list-style-type: none"> Complete the general plan EIR addendum by 2022 Rezone one 5 acre site along Oak Glen Road from IN to RM-24 	General Fund	Yucaipa DSD	<ul style="list-style-type: none"> CEQA study by 2022 Concurrent with adoption of element
Program #13 Crafton Hills College Overlay	<ul style="list-style-type: none"> Formally adopt Overlay District development & design regulations Allow residential uses at 20–24 du/ac to accommodate at least 100 units Develop an EIFD to facilitate the financing of site infrastructure 	General Fund	Yucaipa DSD	<ul style="list-style-type: none"> Adopt overlay by 2022 Part of overlay Adopt EIFD by 2023
Program #14 Corridor Development Opportunity Reserve	<ul style="list-style-type: none"> Adopt Yucaipa BI DOR allowing housing by right at 20-24 du/ac Set DOR (capacity) at a level to accommodate unmet RHNA 	General Fund	Yucaipa DSD	<ul style="list-style-type: none"> Adopt in 2022 Adjust as needed to address SB 166 need
Program #15 Density Bonus	<ul style="list-style-type: none"> Continue to implement and monitor use of the density bonus program Update to comply with changes in state law over the past several years 	General Fund	Yucaipa DSD	<ul style="list-style-type: none"> Ongoing Amend within one year of adopting HE
Program #16 Minor Variance	<ul style="list-style-type: none"> Implement the minor variance program for housing projects and seek opportunities to facilitate the development of housing 	General Fund	Yucaipa DSD	<ul style="list-style-type: none"> Consider requests as projects are submitted
Program #17 Expedited Review	<ul style="list-style-type: none"> Establish written policy or procedure to allow for a residential approval process for eligible projects under Government Code Section 65913.4 	General Fund	Yucaipa DSD	<ul style="list-style-type: none"> Adopt policy and/or procedure by 2022
Program #18 Residential Design Standards	<ul style="list-style-type: none"> Implement design standards. Periodically review provisions to ensure their application is feasible, not cost prohibitive, and consistent with state law requirements 	General Fund	Yucaipa DSD	<ul style="list-style-type: none"> Implement as projects are submitted
Program #19 Planned Developments and/or Specific Plans	<ul style="list-style-type: none"> Offer the planned development or Specific Plan permit process, where appropriate, to facilitate residential projects that further citywide goals 	General Fund	Yucaipa DSD	<ul style="list-style-type: none"> Implement as projects are submitted

Table 6-1 Housing Implementation Programs, 2021-2029

	Action	Funding Source	Responsible Party	Timeframe
Program #20 Small Lot Subdivision	<ul style="list-style-type: none"> Develop a small lot subdivision ordinance, such as in the RM zone, that facilitates creative opportunities for developing nontraditional housing products, along with tools or standards to achieve its goals 	General Fund	Yucaipa DSD	Adopt by 2024
Program 21 Lot Consolidation	<ul style="list-style-type: none"> Amend the development code to further clarify lot mergers for residential and mixed use projects on multiple parcels Assist project applicants in processing lot mergers and consolidations through an administrative approval process 	General Fund	Yucaipa DSD	Amend within one year of adopting housing element
Program #22 Development Code update	<ul style="list-style-type: none"> Revise density bonus ordinance for consistency with the latest changes in state law as of 2022; periodically review Clarify intent of the minimum district size and allowance of RM-24 zone projects by right where the parcel size is < 5 acres. Amend zoning code to make required changes for low barrier navigation centers, permanent supportive housing, and accessory dwelling units Review codes, regulations, and development processes to identify potential constraints and ways to mitigate them. 	General Fund	Yucaipa DSD	Review and amend within one year of adopting housing element
Program #23 Mobile Home Preservation	<ul style="list-style-type: none"> Preserve the City's mobile homes in the MHP Overlay 1 and 2, annually review rents in accordance with the rent stabilization ordinance, and conduct required inspections 	City General Fund	Yucaipa DSD	Ongoing
Program 24 Housing At-Risk of Conversion	<ul style="list-style-type: none"> Monitor preservation of publicly assisted multiple-family housing. Work with the Housing Authority to facilitate preservation of Yucaipa Crest. Explore options to preserve the affordability of mobile home parks 	City General Fund	Yucaipa DSD	Ongoing
Program #25 Rental Housing Assistance	<ul style="list-style-type: none"> Promote HCV program by providing brochures at the public counter, senior center, library, and realtors Initiate and implement COVID-19 rental relief program as funding is available 	Federal Housing Vouchers	Yucaipa DSD; HACSB	Ongoing
Program #26 Extremely Low Income Housing	<ul style="list-style-type: none"> Offer density bonuses, expedited permitting, and financial/regulatory incentives for lower income housing Publicize County's voucher program and City's emergency rental assistance to address the needs of ELI households Promote development of ADUs and work with developers to incorporate ELI housing in subsidized properties 	General Fund General Fund General Fund	Yucaipa DSD Yucaipa DSD Yucaipa DSD	<ul style="list-style-type: none"> Consider as projects are submitted Publicize at public planning counter Encourage as projects are submitted
Program #27 Homeownership Assistance	<ul style="list-style-type: none"> Seek funds to provide affordable homeownership opportunities as NOFAs become available 	State and federal funds	Yucaipa DSD	When applicable NOFAs are available

6. Housing Plan

	Action	Funding Source	Responsible Party	Timeframe		
Program #28 Collaborative Partnership	<ul style="list-style-type: none">Continue to work with current housing and supportive service partners and, as needed, evaluate expanding partnership to augment administrative and financial resources to achieve housing goals	General Fund	Yucaipa DSD	Ongoing		
Program #29 Replacement Housing	<ul style="list-style-type: none">Where applicable, require replacement housing units for qualified sites in accordance with (Gov. Code, § 65583.2 (g)(3) and § 65915c 3)	General Fund	Yucaipa DSD	As projects are proposed		
Program #30 Housing for People with Disabilities	<ul style="list-style-type: none">Implement a multi-faceted strategy for providing housing accommodations for people with disabilities.Periodically review state statutes and best practices and, if needed, amend City processesContinue to implement transition plan to make infrastructure, facilities, and programs accessible to disabled people	General Fund County Funds	Yucaipa DSD	Ongoing		
Program #31 Housing for Homeless	<ul style="list-style-type: none">Support provision of housing and support services, including participating with the county and adjacent cities, for Yucaipa residents who are at-risk of or are experiencing homelessnessAmend development code to allow a low barrier navigation center and permanent supportive housing as a by-right land use in areas designated for mixed uses and nonresidential zones permitting multi-family uses in accordance with state lawAmend development code to modify parking requirements for emergency shelters to accommodate staff working at the shelter in accordance with state law	General Fund County Funds	Yucaipa DSD	<ul style="list-style-type: none">OngoingWithin one year of adoption of the housing elementWithin one year of adoption of the housing element		
Program #32 Housing for Seniors	<ul style="list-style-type: none">Continue to pursue opportunities to provide housing options to address the diverse needs of Yucaipa's seniorsContinue to provide senior services through the Scherer Community Center and leverage county services.Continue to offer subsidized transit services to seniors with disabilities and seek opportunities to expand as needed	General Fund County Funds	Yucaipa DSD	Ongoing		
Program #33 Fair Housing	<ul style="list-style-type: none">Consider contracting directly with a fair housing provider to perform educational, advocacy, mediation servicesContinue to provide referrals regarding fair housing to DFEH, the local fair housing service providers, or HUDParticipate in the Analysis of Impediments or AFH prepared by the county and implement its findings.Distribute information about fair and equal housing laws and resources to ensure residents can access services	General Fund County Funds	Yucaipa DSD	Ongoing		
Development Activity	Quantified Objectives by Household Income Level					
	Ext. Low	Very Low		Low	Moderate	Above
New Construction	354	354		493	511	1,154
Rehabilitation	50	50	50	-0-	-0-	
Preservation	786			-0-	-0-	



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HCD Comment	Status
A. Review and Revisions	
Special Needs Population (HCD Letter Appendix, p. 1) Provide evaluation of the effectiveness of goals, policies, and related actions in meeting the housing needs of special needs populations (e.g., elderly, disabled, large households, female headed households, farmworkers and homeless).	Detailed accomplishments for special needs programs See Page 5-4
B. Housing Needs Assessment	
Regional Trends and Patterns (HCD Letter Appendix, p. 1) The element must analyze regional patterns and trends for each category and subcategory of analysis. A regional analysis should compare conditions at the local level to the rest of the region (county or other subregional geography).	Provided analysis of regional patterns and trends for each category of analysis. See pp. 3-32 thru 3-47.
Race/Ethnic Concentrated Areas of Poverty (HCD Letter Appendix, p. 1) The element should provide supporting maps and/or data to show which census block groups have household poverty rates of 15-20% and analyze them in relationship to other categories of analysis (e.g., segregation and integration, access to opportunity, and disproportionate housing needs).	Element analyzed two higher poverty areas: Dunlap Acres and Central Core with respect to all categories/groups. See pp. 3-32 thru 3-41.
Access to Opportunity (HCD Letter Appendix, p. 2) The element should include complete local data for economic conditions and analyze the data for trends and patterns. In addition, the element should provide analysis of disparities in access to opportunity that specifically address the housing and community development needs of persons with disabilities.	Revised economic conditions (see pp. 3-42 thru 3-47). Revised disability analysis comparing city to the region. No concentration exists.
Disproportionate Need including Displacement (HCD Letter Appendix, p. 2) The element should include complete local data for homelessness and analyze the data for trends and patterns.	Included more complete local data for homelessness and analyzed patterns and trends. (see pp. 3-38)
Other Relevant Factors (HCD Letter Appendix, p. 2) The element must analyze the impact of the Program 5 Crime Free Multi-Housing on affirmatively furthering fair housing (AFFH) throughout the City. Additional other relevant factors include historical land use and investment practices or other information and demographic trends	See Attorney Letter for the Crime-Free Program. Analyzed investment in oldest areas (See pp. 3-40 and 3-41)
Sites to Meet the 2021-2029 RHNA (HCD Letter Appendix, p. 2) Include a map of the sites that states that proposed sites to meet the lower-income RHNA are geographically distributed to AFFH. Accompanying analysis shall also be reflective of housing development at all income-levels and evaluate the sites relative to socio-economic patterns. Address how the sites are identified to improve conditions (or if sites exacerbate conditions, how a program can mitigate the impact), whether sites are isolated by income group and should be supported by local data and knowledge.	Revised discussion to show how sites are distributed throughout the City, are not concentrated, nor exacerbate conditions. Maps included. (See pp. 4-21 thru 4-26.
Goals, Policies, and Metrics (HCD Letter App. p. 2) Currently, programs are not sufficient to facilitate meaningful change and address AFFH. Based on the outcomes of a complete analysis, the element must be revised to add or modify goals and actions to respond to the analysis and to the identified and prioritized contributing factors to fair housing issues and must be significant and meaningful enough to overcome identified patterns and trends. Actions must have metrics and milestones as appropriate and must address housing mobility enhancement, new housing choices and affordability in high opportunity areas, place-based strategies for community preservation and revitalization and displacement protection.	Revised specific programs listed in the contributing factors table to show how they relate to fair housing. Included place-based program efforts Table 3-13 (pp. 3-62)
Analysis of Housing Characteristics (HCD Letter, App. p. 3)	Revisions made See pp. 2-12

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HCD Comment	Status
However, it must include analysis of the condition of the existing housing stock and estimate the number of units in need of rehabilitation and replacement.	
Sites Inventory (HCD Letter, App. p. 3) While there does seem to be a surplus of sites in the moderate-income category, the element must either reallocate capacity from this surplus to show that there are sufficient sites to accommodate the RHNA by income group or include a program to rezone capacity to accommodate the shortfall	Readjusted Uptown Sites so that no shortfall exists. Surplus also exists in moderate income category to address a shortfall in the above mod category. See p. 4-20, Table 4-7
Previously Identified Sites (HCD Letter, App. p. 3) The element must indicate if sites identified in the inventory were previously identified in past housing elements. If nonvacant sites identified in a prior adopted housing element or vacant sites identified in two or more consecutive planning periods, the sites are inadequate to accommodate housing for lower-income households unless conditions are met (Govt Code 65583.2(c))	Clarifications made under description of each strategy. See pp. 4-9 to pp. 4-18 Program #7 includes commitment to comply with Govt Code 65583.2 Sub. c
Small Sites (HCD Letter, App. p. 3) The element should provide specific examples with the densities, affordability and, if applicable, circumstances leading to consolidation (e.g., common ownership). The element should relate these examples to sites identified to accommodate the lower income RHNA to demonstrate sites can adequately accommodate the City's lower-income housing need. As the element relies on consolidated small sites to accommodate the RHNA for lower-income households (Strategy 6 sites 1, 2, and 3), it should include a program(s) to facilitate lot consolidation and development of housing on small sites.	Clarified that small sites in Uptown are not needed to accommodate the lower income RHNA. However, provided example of small lot project and created lot consolidation program to encourage development. See pp. 4-14 thru 4-16 See new Program #21
Large Sites (HCD Letter, App. p. 4) The element must include analysis describing the feasibility of large parcel development of housing affordable to lower-income households. For example, the analysis could describe opportunities for specific-plan development and further subdivision or other methods to facilitate the development of housing affordable to lower-income households on large sites.	Clarified how two large sites are anticipated to develop in phased fashion. City is working to facilitate development. See pp. 4-19
Zoning for Lower Income Households (HCD Letter, App. p. 4) Element assumes densities at 24 units per acre can accommodate the housing need for lower-income, but it does not include a complete analysis supporting the appropriateness of this density to facilitate lower-income housing.	Demonstrated how sites zoned for 20-24 du/ac is being built on with affordable housing. See pp. 4-5
Suitability of NonVacant Sites (HCD Letter, App. p. 4) The element must include an analysis demonstrating the potential for redevelopment of nonvacant sites. The description of existing uses should be sufficiently detailed to facilitate an analysis demonstrating the potential for additional development in the planning period. In addition, the element needs to also analyze the extent that existing uses may impede additional housing.	Nonvacant sites not needed to accommodate the RHNA given the surplus in moderate income category. However, demonstrated how Uptown sites could develop. See pp. 4-14 thru 4-16.
Replacement Requirement (HCD Letter, App. p. 5) If the sites inventory identifies sites with existing residential uses (Strategy 6 sites 3 and 4), it must identify whether they are affordable to lower-income households or describe whether the additional residential development on the site requires the demolition of the existing residential use. For nonvacant sites with existing, vacated, or demolished residential uses and occupied by, or subject to an affordability requirement for, lower-income households within the last five years there must be a replacement housing program for units affordable to lower-income households (Gov. Code, § 65583.2, subd. (g)(3)).	City does not need nonvacant Uptown sites to satisfy RHNA. However, replacement program added nonetheless in case that becomes the case in the future. This would also apply to the mobilehome park conversion. See Program #29.

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HCD Comment	Status
<p>Accessory Dwelling Units (HCD Letter, App. p. 5)</p> <p>The element assumes an ADU build out of 50 ADU and/or JADU per year based upon 2020 and potential 2021 production levels. The element lists 43 permitted ADUs in 2020, but HCD data lists 19 ADUs produced in 2020. Given the City has only produced an average of 10 units per year since 2018, it is not clear if this production level will be achievable in the planning period. Thus, the element should be updated to include a realistic estimate of the potential for ADUs and include policies and programs that incentivize production.</p>	<p>Clarified that ADUs permitted jumped to 36 annually in 2021, justifying current estimate. Clarified ADUs allowed in both RM-24 and on PD Zones. See Programs #9 and #22 for updates to ADU Ordinance.</p>
<p>Sites with Zoning (HCD Letter, App. p. 5 and 6)</p> <p>Emergency Shelters parking requirements should be updated per AB 139. <i>Accessory Dwelling Units (ADUs)</i>: ADUs do not appear to be permitted consistent with state law. For example, ADUs are not permitted in all zones allowing residential uses (Table 3-5). The element should demonstrate consistency with state requirements including programs as appropriate.</p>	<p>Clarified ADUs permitted by right in RM-24 and PD Zones. Proposed required code changes for ADUs and parking. Programs #9, #22, and #31.</p>
<p>Land Use Controls ((HCD Letter, App. p. 6)</p> <p>The element must identify and analyze all relevant land use controls impacts as potential constraints on a variety of housing types. Evaluate the cumulative impacts of land use controls on the cost and supply of housing, including the ability to achieve maximum densities and cost and supply of housing. For example, the element must analyze minimum lot size requirements (e.g., RM-24 minimum lot size is five acres where multifamily is allowed) [p.3-12]. The element must also clarify whether sites identified to accommodate for lower income RHNA meets minimum lot sizes by zoning district (p. 3-12 and 4-17) or would require lot consolidation to be developed. Furthermore, the element should describe typical amenities required for multifamily and parking requirements for one bedroom multifamily and analyze these requirements for impacts to the cost of development. The analysis should also describe past or current efforts to remove identified governmental constraints. The element should include programs to address or remove the identified constraints.</p>	<p>Analysis clarified impact of parking with respect to recent projects (pp. 3-14), analyzed amenity standards (pp. 3-15), other standards such as district size, lot/building coverage, height, density, and cumulative standards (see pp. 3-16.) Program #22 committed to periodic review and amending of identified constraints.</p>
<p>Local Processing and Permit Procedures (HCD Letter, App. p. 6)</p> <p>The element should describe the City's SB35 (Chapter 366, Statutes of 2017) streamlined ministerial approval procedure and application and include programs if appropriate.</p>	<p>Element analyzed permit process (pp. 3-23) and included Program 17 to establish expedited process.</p>
<p>Zoning, Development Standards and Fee Transparency (HCD Letter, App. p. 6)</p> <p>The element must clarify its compliance with new transparency requirements for posting all zoning, development standards and fees for each parcel on the jurisdiction's website.</p>	<p>Made clarifications on website posting (see pp. 3-2 and 3-13).</p>
<p>Low Barrier Navigation Centers and Permanent Supportive Housing (HCD Letter, App. p. 6)</p> <p>Low barrier navigation centers and permanent supportive housing shall be a use by-right in zones where multifamily and mixed uses are permitted, including nonresidential zones permitting multifamily uses pursuant to Government Code sections 65651 and 65662. The element must demonstrate compliance with this requirement and include programs as appropriate.</p>	<p>Analyzed in housing element (pp. 3-12) and proposed Programs #22 and #31 to comply with state law.</p>
<p>Constraints on Housing for People with Disabilities (HCD Letter, App. p. 7)</p> <p>The element details that residential care facilities six or fewer are treated same as residential uses and permitted RL, RS, RM and PD zones. However, facilities serving seven or more persons are treated similarly to other multifamily-family type projects and conditionally permitted in RM & PD zones (p. 3-7 and 3-10). The element should analyze the process as a potential constraint on housing for persons with disabilities, including whether the uses are excluded from</p>	<p>City included Program #30 to address changes that may be necessary to existing codes and processes.</p>

Response to HCD Comments on 1st draft

HCD Comment	Status
some residential zones and add or modify programs as appropriate to ensure zoning permits group homes objectively with approval certainty.	
Crime Free Ordinance (HCD Letter, App. p. 7) In Program 5, the City states that it will continue to implement a “Crime Free” ordinance. This program could be potentially problematic for a number of reasons including impeding the City’s ability to AFFH, and the City should provide further analysis on whether this ordinance could constitute a constraint on providing housing for all income levels throughout the city.	See Attorney Letter. Included Program #5 to Continue implementation of program and make changes, if needed, to ensure compliance with fair housing laws.
Length of Time to Issue Building Permit (HCD Letter, App. p. 8) The element must be revised to include the length of time between receiving approval for a housing development and submittal of an application for building permits that potentially hinder the construction of a locality’s share of the regional housing need.	Clarified timeframe of development (See pp. 3-5)
Homeless Needs (HCD Letter, App. p. 8) Include a current local estimate of the number homeless individuals and families in need of emergency shelter based on annual and seasonal need. When possible, the estimate should be divided into single males, single females, and families (one or more adults with children) as the shelter needs of each subgroup differ significantly. Furthermore, the analysis should include how the current estimate and 32 beds year-round is determined and the total capacity in the CS zone (p. 2-27).	Revised count (pp. 2-26), assessed unmet need, and justified CS-Zone suitable to address any shortfall (p. 2-27). Discussed in fair housing section as well (pp. 3-38). Committed to code amendments (Program #31)
At-Risk Analysis (HCD Letter, App. p. 8) The element identifies Yucaipa Crest is expected to expire in 2026. If units are identified as at-risk within a ten-year period (2021–2031), the analysis of “at-risk” units must include the following (Gov. Code, § 65583, subd. (a)(9).):	Reanalyzed Yucaipa Crest and Terrace at risk status; (p. 2-31) and included Program #24 to address preservation.
C. Housing Programs	
Housing Programs (HCD Letter, App. p. 9) To address the program requirements of Govt Code 65583, sub (c)(1-6), and to facilitate implementation, programs should include: (1) a description of the City’s specific role in implementation; (2) definitive implementation timelines; (3) objectives, quantified where appropriate; and (4) identification of responsible agencies and officials. Programs to be revised include the following: •General: All programs must be evaluated to provide discrete timing to account for how often the action will occur as well as to ensure a beneficial impact throughout the planning period and quantify objectives where feasible. •Program 3 (Single-Family Home Repair): Quantify the number of homes needing repair. •Program 4 (Multiple-Family Housing Repair): Quantify the number of units needing repair.	Reviewed programs and adjusted as necessary to make them definitive, quantifiable, and clarify responsible party where possible. Made changes to Program #3 and #4 to quantify homes needing repair.
Identify Actions to make sites available (HCD Letter, App. p. 9) HCD understands while the general plan designations for sites within the CG-O, R-24,IN, RM-24, CG-USP land use designations are in place, it is unclear which sites need rezoning and whether the implementing zoning amendments have yet to be adopted. Please be aware, if zoning is not in place by beginning of the planning period (October 15, 2021), the element must include a program to commit to adopting the zoning changes. For programs expected to accommodate a shortfall of sites to meet the RHNA for lower-income households (Program 10, 12, and 13), the program must commit to housing element rezone requirements pursuant to Govt code 65583.2 (h) and (i).	All sites have appropriate zoning that allow residential development, except 5-acre site zoned IN. The site will be rezoned to RM-24 concurrent at housing element adoption. (See Program #12)

Response to HCD Comments on 1st draft

HCD Comment	Status
<p>Extremely Low Income Program (HCD Letter, App. p. 10)</p> <p>The element must include a program(s) to assist in the development of housing affordable to low-, very low- and ELI households. Programs must be revised or added to assist in development of housing for ELI households. Program actions could include prioritizing some funding for housing developments affordable to ELI households and offering financial incentives or regulatory concessions to encourage the development of housing types, such as multifamily, SRO units, to address the identified housing needs for ELI households.</p>	<p>Program #26 added</p>
<p>Public Participation</p>	
<p>Public Participation (HCD Letter, App. p. 11)</p> <p>While the element includes a general summary of the public participation process (p.1-4 and p.5-4), it must demonstrate diligent efforts were made to involve all economic segments of the community in the development of the housing element, specifically lower-income households. The element could describe efforts to provide translation services and to circulate the housing element among low- and moderate-income households and organizations that represent them and to involve such groups and persons in the element throughout the process. In addition, the element should summarize public comments and describe how they were considered and incorporated</p> <p>The availability of the document to the public and opportunity for public comment prior to submittal to HCD is essential to the public process and HCD's review. The City must proactively make future revisions available to the public, including any commenters, prior to submitting any revisions to HCD and diligently consider and address comments, including making revisions to the document where appropriate. HCD's future review will consider the extent to which the revised element documents how the City solicited, considered, and addressed public comments in the element. The City's consideration of public comments must not be limited by HCD's findings in this review letter.</p>	<p>The City complied with AB215 requirements prior to submittal to HCD.</p> <p>Housing Element revised description of public outreach process (See pp. 5-5 thru 5-8) and how the results were incorporated in the element.</p>



CITY OF YUCAIPA
CRIME FREE MULTI-HOUSING PROGRAM
MOBILE HOME CRIME-FREE LEASE ADDENDUM



In consideration of the execution or renewal of a lease of the dwelling unit identified in the lease, Owner and Resident agree as follows:

Resident, any members of the resident's household or a guest or other person under the resident's control:

1. Shall not engage in criminal activity, including drug-related criminal activity, on or near the said premises. "Drug-related criminal activity" means the illegal manufacture, sale, distribution, use, or possession with intent to manufacture, sell, distribute, or use of a controlled substance (as defined in Section 102 of the Controlled Substance Act [21 U.S.C. 802]).
2. Shall not engage in any act intended to facilitate criminal activity, including drug-related criminal activity, on or near the said premises.
3. Will not permit the dwelling unit to be used for, or to facilitate criminal activity, including drug-related criminal activity, regardless of whether the individual engaging in such activity is a member of the household, or a guest.
4. Shall not engage in the unlawful manufacturing, selling, using, storing, keeping, or giving of a controlled substance as defined in Health & Safety Code §11350, et seq., at any locations, whether on or near the dwelling unit premises or otherwise.
5. Shall not engage in any illegal activity, including: prostitution as defined in Penal Code §647(b); criminal street gang activity, as defined in Penal Code §186.20 et seq.; criminal threats, as prohibited in Penal Code §422 PC; assault and battery, as prohibited in Penal Code §240 & 242; burglary, as prohibited in Penal Code §459; the unlawful use and discharge of firearms, as prohibited in Penal Code §245; sexual offenses, as prohibited in Penal Code §269 and 288, or any breach of the lease agreement that otherwise jeopardizes the health, safety and welfare of the landlord, his agent or other tenant or involving imminent or actual serious property damage.

6. VIOLATION OF THE ABOVE PROVISIONS SHALL BE A MATERIAL AND IRREPARABLE VIOLATION OF THE LEASE AND GOOD CAUSE FOR IMMEDIATE TERMINATION OF TENANCY.

A single violation of any of the provisions of this added addendum shall be deemed a serious violation and a material and irreparable non-compliance. It is understood that a single violation shall be good cause for termination of the lease. Unless otherwise provided by law, proof of violation shall not require criminal conviction, but shall be by a preponderance of the evidence.

7. In case of conflict between the provisions of this addendum and any other provisions of the lease, the provisions of the addendum shall govern.

8. This LEASE ADDENDUM is incorporated into the lease executed or renewed this day between Owner and Resident.

Property Name: _____

Address: _____ **Space #:** _____

Resident Signature: _____ **Date:** _____

Resident Signature: _____ **Date:** _____

Owner or Agent Signature: _____ **Date:** _____

**DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT
DIVISION OF HOUSING POLICY DEVELOPMENT**

2020 W. El Camino Avenue, Suite 500
Sacramento, CA 95833
(916) 263-2911 / FAX (916) 263-7453
www.hcd.ca.gov



November 1, 2021

Fermin Preciado, Director
Development Services/City Engineer
City of Yucaipa
34272 Yucaipa Blvd
Yucaipa, CA 92399

Dear Fermin Preciado:

RE: City of Yucaipa's 6th Cycle (2021-2029) Draft Housing Element

Thank you for submitting the City of Yucaipa's (City) draft housing element received for review on September 2, 2021. Pursuant to Government Code section 65585, subdivision (b), the California Department of Housing and Community Development (HCD) is reporting the results of its review. Our review was facilitated by a telephone conversation on October 22, 2021 with Benjamin Matlock, Planning Manager.

The draft element addresses many statutory requirements; however, revisions will be necessary to comply with State Housing Element Law (Article 10.6 of the Gov. Code). The enclosed Appendix describes revisions needed to comply with State Housing Element Law.

As a reminder, the City's 6th cycle housing element was due October 15, 2021. As of today, the City has not completed the housing element process for the 6th cycle. The City's 5th cycle housing element no longer satisfies statutory requirements. HCD encourages the City to revise the element as described above, adopt, and submit to HCD to regain housing element compliance.

For your information, pursuant to Assembly Bill 1398 (Chapter 358, Statutes of 2021), if a local government fails to adopt a compliant housing element within 120 days of the statutory deadline (October 15, 2021), then any rezoning to accommodate the regional housing needs allocation, including for lower-income households, shall be completed no later than one year from the statutory deadline. Otherwise, the local government's housing element will no longer comply with State Housing Element Law, and HCD may revoke its finding of substantial compliance pursuant to Government Code section 65585, subdivision (i).

For your information, some general plan element updates are triggered by housing element adoption. HCD reminds the County to consider timing provisions and welcomes the opportunity to provide assistance. For information, please see the Technical Advisories issued by the Governor's Office of Planning and Research at: http://opr.ca.gov/docs/OPR_Appendix_C_final.pdf and http://opr.ca.gov/docs/Final_6.26.15.pdf.

Public participation in the development, adoption and implementation of the housing element is essential to effective housing planning. Throughout the housing element process, the City should continue to engage the community, including organizations that represent lower-income and special needs households, by making information regularly available and considering and incorporating comments where appropriate.

Pursuant to Government Code section 65583.3, subdivision (b), the City must utilize standards, forms, and definitions adopted by HCD when preparing the sites inventory. Please see HCD's housing element webpage at <https://www.hcd.ca.gov/community-development/housing-element/index.shtml#element> for a copy of the form and instructions. The City can reach out to HCD at sitesinventory@hcd.ca.gov for technical assistance. Please note, upon adoption of the housing element, the City must submit an electronic version of the sites inventory with its adopted housing element to sitesinventory@hcd.ca.gov.

Several federal, state, and regional funding programs consider housing element compliance as an eligibility or ranking criteria. For example, the CalTrans Senate Bill (SB) 1 Sustainable Communities grant; the Strategic Growth Council and HCD's Affordable Housing and Sustainable Communities programs; and HCD's Permanent Local Housing Allocation consider housing element compliance and/or annual reporting requirements pursuant to Government Code section 65400. With a compliant housing element, the City will meet housing element requirements for these and other funding sources.

HCD appreciates the City's staff hard work provided during our review. We are committed to assist the City in addressing all statutory requirements of State Housing Element Law. If you have any questions or need additional technical assistance, please contact Divya Sen, of our staff, at Divya.Sen@hcd.ca.gov.

Sincerely,



Paul McDougall
Senior Program Manager

Enclosure

APPENDIX CITY OF YUCAIPA

The following changes are necessary to bring the City's housing element into compliance with Article 10.6 of the Government Code. Accompanying each recommended change, we cite the supporting section of the Government Code.

Housing element technical assistance information is available on HCD's website at <http://www.hcd.ca.gov/community-development/housing-element/housing-element-memos.shtml>. Among other resources, the housing element section contains HCD's latest technical assistance tool, *Building Blocks for Effective Housing Elements (Building Blocks)*, available at <http://www.hcd.ca.gov/community-development/building-blocks/index.shtml> and includes the Government Code addressing State Housing Element Law and other resources.

A. Review and Revision

Review the previous element to evaluate the appropriateness, effectiveness, and progress in implementation, and reflect the results of this review in the revised element. (Gov. Code, § 65588 (a) and (b).)

Special Needs Populations: As part of the review of programs in the past cycle, the element must provide an evaluation of the cumulative effectiveness of goals, policies, and related actions in meeting the housing needs of special needs populations (e.g., elderly, persons with disabilities, large households, female-headed households, farmworkers, and persons experiencing homelessness).

B. Housing Needs, Resources, and Constraints

1. *Affirmatively further[ing] fair housing in accordance with Chapter 15 (commencing with Section 8899.50) of Division 1 of Title 2...shall include an assessment of fair housing in the jurisdiction (Gov. Code, § 65583, subd. (c)(10)(A))*

Regional Trends and Patterns: For all categories of analysis (e.g., segregation and integration, racially and ethnically concentrated areas of affluence, access to opportunity, and disproportionate housing needs, including displacement), the element addresses some requirements to analyze local patterns and trends. However, the element must also analyze regional patterns and trends for each category and subcategory of analysis. A regional analysis should compare conditions at the local level to the rest of the region. This analysis could compare the locality at a county level or other subregional geography.

Racial/Ethnic Concentrated Areas of Poverty (R/ECAP): The element should provide supporting maps and/or data to show which census block groups have household poverty rates of 15 to 20 percent and analyze those block groups in relationship to other categories of analysis (e.g., segregation and integration, access to opportunity, and disproportionate housing needs). To support the analysis of areas of concentrated affluence, the element could also include maps to analyze where the City's higher income residents reside.

Access to Opportunity: The element includes local data (pp. 3-34 to 3-39) on access to opportunity of education, transportation, and environment, but it does not include local analysis on economic conditions. The element should include complete local data for economic conditions and analyze the data for trends and patterns. In addition, the element should provide analysis of disparities in access to opportunity that must specifically address the housing and community development needs of persons with disabilities (see page 36 of the [AFFH Guidance Memo](#)).

Disproportionate Housing Needs including Displacement Risks: The element includes local data (pp. 3-33) on cost burden, overcrowding, substandard housing, and displacement, but it should also include local analysis on homelessness. The element should include complete local data for homelessness and analyze the data for trends and patterns.

Other Relevant Factors: While the element includes local data and knowledge, it must also include other relevant factors that contribute to fair housing issues in the jurisdiction. For instance, the element must analyze the impact of the Program 5 Crime Free Multi-Housing on affirmatively furthering fair housing (AFFH) throughout the City. Additional other relevant factors include historical land use and investment practices or other information and demographic trends.

Sites: The element should include a map of the site inventory that states that the proposed sites to meet lower-income regional housing needs allocation (RHNA) are geographically distributed to AFFH. The accompanying analysis shall also be reflective of housing development at all income-levels and evaluate the sites relative to socio-economic patterns. The site inventory analysis should address how the sites are identified to improve conditions (or if sites exacerbate conditions, how a program can mitigate the impact), whether the sites are isolated by income group and should be supported by local data and knowledge.

Goals, Priorities, Metrics, and Milestones: Goals and actions must create meaningful impact to overcome contributing factors to fair housing issues. Currently, programs are not sufficient to facilitate meaningful change and address AFFH requirements. Based on the outcomes of a complete analysis, the element must be revised to add or modify goals and actions. Goals and actions must specifically respond to the analysis and to the identified and prioritized contributing factors to fair housing issues and must be significant and meaningful enough to overcome identified patterns and trends. Actions must have metrics and milestones as appropriate and must address housing mobility enhancement, new housing choices and affordability in high opportunity areas, place-based strategies for community preservation and revitalization and displacement protection.

2. *Include an analysis and documentation of household characteristics, including level of payment compared to ability to pay, housing characteristics, including overcrowding, and housing stock condition. (Gov. Code, § 65583, subd. (a)(2).)*

The element identifies the age of the housing stock (p. 2-11). However, it must include analysis of the condition of the existing housing stock and estimate the number of units in need of rehabilitation and replacement. For example, the analysis could include estimates from a recent windshield survey or sampling, estimates from the code enforcement agency, or information from knowledgeable builders/developers, including non-profit housing developers or organizations.

For additional information, see the Building Blocks at <http://www.hcd.ca.gov/community-development/building-blocks/housing-needs/housing-stock-characteristics.shtml>.

3. *An inventory of land suitable and available for residential development, including vacant sites and sites having realistic and demonstrated potential for redevelopment during the planning period to meet the locality's housing need for a designated income level, and an analysis of the relationship of zoning and public facilities and services to these sites. (Gov. Code, § 65583, subd. (a)(3).)*

The City has a RHNA of 2,866 housing units, of which 1,201 are for lower-income households. To address this need, the element relies on approved and planned projects, vacant sites, and underutilized sites. To demonstrate the adequacy of these sites and strategies to accommodate the City's RHNA, the element must include complete analyses:

Sites Inventory: Table 4-6 (p. 4-18) shows a shortfall in sites available for the above moderate housing category. While there does seem to be a surplus of sites in the moderate-income category, the element must either reallocate capacity from this surplus to show that there are sufficient sites to accommodate the RHNA by income group or include a program to rezone capacity to accommodate the shortfall.

Previously Identified Nonvacant and Vacant Sites: The element must indicate if sites identified in the inventory were previously identified in past housing elements. If nonvacant sites identified in a prior adopted housing element or vacant sites identified in two or more consecutive planning periods, the sites are inadequate to accommodate housing for lower-income households unless:

- The site's current zoning is appropriate for the development of housing affordable to lower-income households by either including analysis or meeting the appropriate density; and
- The site is subject to a housing element program that requires rezoning within three years of the beginning of the planning period to allow residential use by-right for housing developments in which at least 20 percent of the units are affordable to lower-income households. (Gov. Code, § 65583.2, subd. (c).)

Small Sites: The site inventory identifies small sites to accommodate the City's lower-income RHNA (Strategy 6 sites 1, 2, 3, and 4). Sites smaller than a half-acre in size are deemed inadequate to accommodate housing for lower-income households unless it is demonstrated, with sufficient evidence, that sites are suitable to accommodate housing for

lower-income households. The element should provide specific examples with the densities, affordability and, if applicable, circumstances leading to consolidation, such as common ownership. The element should relate these examples to the sites identified to accommodate the RHNA for lower-income households to demonstrate that these sites can adequately accommodate the City's lower-income housing need.

As the element relies on consolidated small sites to accommodate the RHNA for lower-income households (Strategy 6 sites 1, 2, and 3), it should include a program(s) to facilitate lot consolidation and development of housing on small sites. For example, the program could commit to (1) granting density bonuses above state density bonus law (Gov. Code, § 65915.); (2) deferring fees specifically for consolidation; (3) expediting permit processing; (4) identifying and targeting specific financial resources; and, (5) modifying development standards. For additional information, see the *Building Blocks* at <http://www.hcd.ca.gov/community-development/building-blocks/program-requirements/address-remove-mitigate-constraints.shtml>.

Large Sites: Strategies 3 and 5 accommodate the City housing need for lower-income households are large parcels between 10 and 20.5 acres (p. 4-17). Since most developments utilizing state or federal financial resources include 50 to 150 units, the element must include analysis describing the feasibility of large parcel development of housing affordable to lower-income households. For example, the analysis could describe opportunities for specific-plan development and further subdivision or other methods to facilitate the development of housing affordable to lower-income households on large sites. For additional information, see the Building Blocks at <http://www.hcd.ca.gov/community-development/building-blocks/site-inventory-analysis/analysis-of-sites-and-zoning.shtml#realistic>.

Zoning for Lower-Income Households: The element assumes densities at 24 units per acre can accommodate the housing need for lower-income, but it does not include a complete analysis supporting the appropriateness of this density to facilitate lower-income housing. Pursuant to Section 65583.2(c)(3)(A) and (B), the element must identify sites with zoning and densities appropriate to encourage and facilitate the development of housing for lower-income households based on factors such as market demand, financial feasibility and development experience within zones. For communities with densities that meet specific standards (at least 30 units per acre for Yucaipa), this analysis is not required (Section 65583.2(c)(3)(B)).

Suitability of Nonvacant Sites: The element must include an analysis demonstrating the potential for redevelopment of nonvacant sites. To address this requirement, the element describes in general the existing use of each nonvacant site for example "commercial". This alone is not adequate to demonstrate the potential for redevelopment in the planning period. The description of existing uses should be sufficiently detailed to facilitate an analysis demonstrating the potential for additional development in the planning period. In addition, the element needs to also analyze the extent that existing uses may impede additional residential development. The element can summarize past experiences converting existing uses to higher density residential development, include current market demand for the existing use, provide analysis of existing leases or contracts that would perpetuate the existing use or prevent additional residential development and include

current information on development trends and market conditions in the City and relate those trends to the sites identified. The element could also consider indicators such as age and condition of the existing structure expressed developer interest, low improvement to land value ratio, and other factors.

In addition, specific analysis and actions are necessary if the housing element relies upon nonvacant sites to accommodate more than 50 percent of the RHNA for lower-income households. For your information, the housing element must demonstrate existing uses are not an impediment to additional residential development and will likely discontinue in the planning period. (Gov. Code, § 65583.2, subd. (g)(2).) Absent findings (e.g., adoption resolution) based on substantial evidence, the existing uses will be presumed to impede additional residential development and will not be utilized toward demonstrating adequate sites to accommodate the RHNA.

Replacement Housing Requirements: If the sites inventory identifies sites with existing residential uses (Strategy 6 sites 3 and 4), it must identify whether they are affordable to lower-income households or describe whether the additional residential development on the site requires the demolition of the existing residential use. For nonvacant sites with existing, vacated, or demolished residential uses and occupied by, or subject to an affordability requirement for, lower-income households within the last five years there must be a replacement housing program for units affordable to lower-income households (Gov. Code, § 65583.2, subd. (g)(3)). Absent a replacement housing program, these sites are not adequate sites to accommodate lower-income households. The replacement housing program has the same requirements as set forth in Government Code section. 65915, subdivision (c)(3). The housing element must be revised to include such analysis and a program, if necessary.

Accessory Dwelling Units (ADU): The element assumes an ADU buildout of 31 ADUs per year for a potential buildout of 251 units within the planning period. Given that the City has permitted 3 ADUs in 2018, 5 in 2019, 12 in 2020 (for an average of 6 units per year), it is not clear if a production level of 31 ADUs per year will be achievable over the planning period. As a result, the element should be updated to include a realistic estimate of potential ADU production. Depending on the analysis, the element must commit to monitor ADU production throughout the course of the planning period and implement additional actions if not meeting target numbers anticipated in the housing element. In addition to monitoring production, this program should also monitor affordability. Additional actions, if necessary, should be taken in a timely manner (e.g., within 6 months). Finally, if necessary, the degree of additional actions should be in stride with the degree of the gap in production and affordability. For example, if actual production and affordability of ADUs is far from anticipated trends, then rezoning or something similar would be an appropriate action. If actual production and affordability is near anticipated trends, then measures like outreach and marketing might be more appropriate.

Sites with Zoning for a Variety of Housing Types:

- *Emergency Shelters:* Emergency Shelters parking requirements should be updated pursuant to AB 139 (Chapter 335, Statutes of 2019).

- *Accessory Dwelling Units (ADUs):* ADUs do not appear to be permitted consistent with state law. For example, ADUs are not permitted in all zones allowing residential uses (Table 3-5). The element should demonstrate consistency with state requirements including programs as appropriate.
4. *An analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the types of housing identified in paragraph (1) of subdivision (c), and for persons with disabilities as identified in the analysis pursuant to paragraph (7), 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 in accordance with Government Code section 65584 and from meeting the need for housing for persons with disabilities, supportive housing, transitional housing, and emergency shelters identified pursuant to paragraph (7). Transitional housing and supportive housing shall be considered a residential use of property, and shall be subject only to those restrictions that apply to other residential dwellings of the same type in the same zone. (Gov. Code, § 65583, subd. (a)(5).)*

Land-Use Controls: The element must identify and analyze all relevant land use controls impacts as potential constraints on a variety of housing types (e.g., multifamily rental housing, mobilehomes, transitional housing). The analysis must also evaluate the cumulative impacts of land use controls on the cost and supply of housing, including the ability to achieve maximum densities and cost and supply of housing. For example, the element must analyze minimum lot size requirements (e.g., RM-24 minimum lot size is five acres where multifamily is allowed) [p.3-12]. The element must also clarify whether sites identified to accommodate for lower income RHNA meets minimum lot sizes by zoning district (p. 3-12 and 4-17) or would require lot consolidation to be developed. Furthermore, the element should describe typical amenities required for multifamily and parking requirements for one bedroom multifamily and analyze these requirements for impacts to the cost of development. The analysis should also describe past or current efforts to remove identified governmental constraints. The element should include programs to address or remove the identified constraints.

Local Processing and Permit Procedures: The element should describe the City's SB35 (Chapter 366, Statutes of 2017) streamlined ministerial approval procedure and application and include programs if appropriate.

Zoning, Development Standards and Fees: The element must clarify its compliance with new transparency requirements for posting all zoning, development standards and fees for each parcel on the jurisdiction's website.

Low Barrier Navigation Centers and Permanent Supportive Housing: Low barrier navigation centers and permanent supportive housing shall be a use by-right in zones where multifamily and mixed uses are permitted, including nonresidential zones

permitting multifamily uses pursuant to Government Code sections 65651 and 65662. The element must demonstrate compliance with this requirement and include programs as appropriate.

Constraints on Housing for Persons with Disabilities: The element currently details that residential care facilities six or fewer are treated same as residential uses and permitted RL, RS, RM and PD zones. However, residential care facilities serving seven or more persons are treated similarly to other multifamily-family type projects and conditionally permitted in RM & PD zones (p. 3-7 and 3-10). The element should analyze the process as a potential constraint on housing for persons with disabilities, including whether the uses are excluded from some residential zones and add or modify programs as appropriate to ensure zoning permits group homes objectively with approval certainty.

“Crime Free” Ordinance: In Program 5, the City states that it will continue to implement a “Crime Free” ordinance. This program could be potentially problematic for a number of reasons including impeding the City’s ability to AFFH, and the City should provide further analysis on whether this ordinance could constitute a constraint on providing housing for all income levels throughout the community. Such analysis should address:

- how the program is enforced or implemented;
 - what entity is charged with implementation and enforcement (e.g., police, code enforcement);
 - whether the program or ordinance applies to both renters and homeowners;
 - whether the program or ordinance is enforced against federally subsidized properties, or against housing that serves specific populations (e.g., people re-entering from contact with the criminal legal system or housing serving people with mental health or developmental disabilities);
 - whether the program or ordinance requires or encourages property owners to conduct a criminal background check; and
 - what conduct is covered by the ordinance/policy, and what locations of alleged criminal activity the ordinance covers (e.g., on the premises or off premises)
5. *An analysis of potential and actual nongovernmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the availability of financing, the price of land, the cost of construction, the requests to develop housing at densities below those anticipated in the analysis required by subdivision (c) of Government Code section 65583.2, and the length of time between receiving approval for a housing development and submittal of an application for building permits for that housing development that hinder the construction of a locality’s share of the regional housing need in accordance with Government Code section 65584. The analysis shall also demonstrate local efforts to remove nongovernmental constraints that create a gap between the locality’s planning for the development of housing for all income levels and the construction of that housing. (Gov. Code, § 65583, subd. (a)(6).)*

The element must be revised to include the length of time between receiving approval for a housing development and submittal of an application for building permits that potentially hinder the construction of a locality's share of the regional housing need.

6. *Analyze any special housing needs such as elderly; persons with disabilities, including a developmental disability; large families; farmworkers; families with female heads of households; and families and persons in need of emergency shelter. (Gov. Code, § 65583, subd. (a)(7).)*

The element must include a current local estimate of the number homeless individuals and families in need of emergency shelter. The need for emergency shelters must be based on annual and seasonal need. Information regarding homeless individuals and families within the community can be found by contacting local Continuum of Care or service providers. When possible, the estimate should be divided into single males, single females, and families (one or more adults with children) as the shelter needs of each subgroup differ significantly. Furthermore, the analysis should include how the current estimate and 32 beds year-round is determined and the total capacity in the CS zone (p. 2-27).

For additional information, see the Building Blocks at <http://www.hcd.ca.gov/community-development/building-blocks/site-inventory-analysis/zoning-for-variety-housing-types.shtml>.

7. *Analyze existing assisted housing developments that are eligible to change to non-low-income housing uses during the next ten years due to termination of subsidy contracts, mortgage prepayment, or expiration of use restrictions. (Gov. Code, § 65583, subd. (a)(9) through 65583(a)(9)(D).)*

The element identifies Yucaipa Crest is expected to expire in 2026. If units are identified as at-risk within a ten-year period (2021–2031), the analysis of “at-risk” units must include the following (Gov. Code, § 65583, subd. (a)(9).):

- Listing of each development by project name and address
- Type of governmental assistance received
- Earliest date of change from low-income use; and
- Total number of elderly and non-elderly units.
- Estimated total cost for producing, replacing, and preserving the units at-risk.
- Identification of public and private non-profit corporations known to the City to have the legal and managerial capacity to acquire and manage at-risk units.
- Identification and consideration of use of federal, state and local financing and subsidy programs.

For additional information and sample analysis, see the *Building Blocks* at <http://www.hcd.ca.gov/community-development/building-blocks/housing-needs/assisted-housing-developments.shtml> and for more information on identifying units at-risk, see the California Housing Partnership Corporation at <http://www.chpc.net>.

C. Housing Programs

1. *Include a program which sets forth a schedule of actions during the planning period, each with a timeline for implementation, which may recognize that certain programs are ongoing, such that there will be beneficial impacts of the programs within the planning period, that the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the housing element through the administration of land use and development controls, the provision of regulatory concessions and incentives, and the utilization of appropriate federal and state financing and subsidy programs when available. The program shall include an identification of the agencies and officials responsible for the implementation of the various actions. (Gov. Code, § 65583, subd. (c).)*

To address the program requirements of Government Code section 65583, subdivision (c)(1-6), and to facilitate implementation, programs should include: (1) a description of the City's specific role in implementation; (2) definitive implementation timelines; (3) objectives, quantified where appropriate; and (4) identification of responsible agencies and officials. Programs to be revised include the following:

- General: All programs must be evaluated to provide discrete timing (e.g., month, year) to account for how often the action will occur as well as to ensure a beneficial impact throughout the planning period and quantify objectives where feasible.
- *Program 3 (Single-Family Home Repair)*: Quantify the number of homes needing repair.
- *Program 4 (Multiple-Family Housing Repair)*: Quantify the number of units needing repair.

2. *Identify actions that will be taken to make sites available during the planning period with appropriate zoning and development standards and with services and facilities to accommodate that portion of the city's or county's share of the regional housing need for each income level that could not be accommodated on sites identified in the inventory completed pursuant to paragraph (3) of subdivision (a) without rezoning, and to comply with the requirements of Government Code section 65584.09. Sites shall be identified as needed to facilitate and encourage the development of a variety of types of housing for all income levels, including multifamily rental housing, factory-built housing, mobilehomes, housing for agricultural employees, supportive housing, single-room occupancy units, emergency shelters, and transitional housing. (Gov. Code, § 65583, subd. (c)(1).)*

As noted in Finding B4, the element does not include a complete site analysis; therefore, the adequacy of sites and zoning were not established. Based on the results of a complete sites inventory and analysis, the City may need to add or revise programs to address a shortfall of sites or zoning available to encourage a variety of housing types. In addition, the element should be revised as follows:

HCD understands while the general plan designations for sites within the CG-O, R-24, IN, RM-24, CG-USP land use designations are in place, it is unclear which sites need rezoning and whether the implementing zoning amendments have yet to be adopted. Please be aware, if zoning is not in place by beginning of the planning period (October

15, 2021), the element must include a program to commit to adopting the zoning changes. For programs that are expected to accommodate a shortfall of sites to meet the RHNA for lower-income households (Program 10, 12, and 13), the program must commit to housing element rezone requirements pursuant to Government Code section 65583.2 (h) and (i).

3. *The housing element shall contain programs which assist in the development of adequate housing to meet the needs of extremely low-, very low-, low- and moderate-income households. (Gov. Code, § 65583, subd. (c)(2).)*

The element must include a program(s) to assist in the development of housing affordable to low-, very low- and ELI households. Programs must be revised or added to the element to assist in the development of housing for ELI households. Program actions could include prioritizing some funding for housing developments affordable to ELI households and offering financial incentives or regulatory concessions to encourage the development of housing types, such as multifamily, SRO units, to address the identified housing needs for ELI households. For additional information, see the Building Blocks at <http://www.hcd.ca.gov/community-development/building-blocks/housing-needs/extremely-low-income-housing-needs.shtml>.

4. *Address and, where appropriate and legally possible, remove governmental and nongovernmental constraints to the maintenance, improvement, and development of housing, including housing for all income levels and housing for persons with disabilities. The program shall remove constraints to, and provide reasonable accommodations for housing designed for, intended for occupancy by, or with supportive services for, persons with disabilities. (Gov. Code, § 65583, subd. (c)(3).)*

As noted in Finding(s) B4 and B5, the element requires a complete analysis of potential governmental and nongovernmental constraints. Depending upon the results of that analysis, the City may need to revise or add programs and address and remove or mitigate any identified constraints.

5. *Promote and affirmatively further fair housing opportunities and promote housing throughout the community or communities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status, or disability, and other characteristics protected by the California Fair Employment and Housing Act (Part 2.8 (commencing with Section 12900) of Division 3 of Title 2), Section 65008, and any other state and federal fair housing and planning law. (Gov. Code, § 65583, subd. (c)(5).)*

As noted in Finding B1, the element must include a complete analysis of AFFH. Based on the outcomes of that analysis, the element must add or modify programs.

E. Public Participation

Local governments shall make a diligent effort to achieve public participation of all economic segments of the community in the development of the housing element, and the element shall describe this effort. (Gov. Code, § 65583, subd.(c)(8).)

While the element includes a general summary of the public participation process (p.1-4 and p.5-4)), it must also demonstrate diligent efforts were made to involve all economic segments of the community in the development of the housing element, specifically lower-income households. The element could describe the efforts to provide translation services and to circulate the housing element among low- and moderate-income households and organizations that represent them and to involve such groups and persons in the element throughout the process. In addition, the element should also summarize the public comments and describe how they were considered and incorporated into the element. For additional information, see the Building Blocks at <http://www.hcd.ca.gov/community-development/building-blocks/getting-started/public-participation.shtml>.

In addition, HCD understands the City made the element available to the public concurrent with its submittal to HCD. By not providing an opportunity for the public to review and comment on a draft of the element in advance of submission, the City has not yet complied with statutory mandates to make a diligent effort to encourage the public participation in the development of the element and it reduces HCD's ability to consider public comments in the course of its review. The availability of the document to the public and opportunity for public comment prior to submittal to HCD is essential to the public process and HCD's review. The City must proactively make future revisions available to the public, including any commenters, prior to submitting any revisions to HCD and diligently consider and address comments, including making revisions to the document where appropriate. HCD's future review will consider the extent to which the revised element documents how the City solicited, considered, and addressed public comments in the element. The City's consideration of public comments must not be limited by HCD's findings in this review letter.