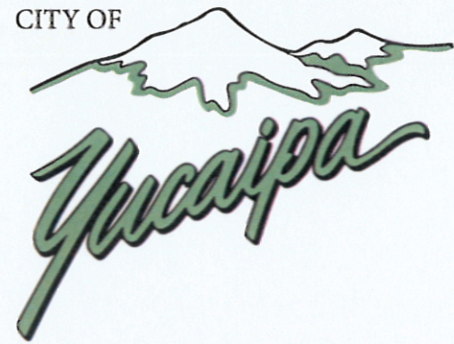


September 2, 2021

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



RE: Yucaipa 2021-2029 Draft Housing Element

To whom it may concern:


The City of Yucaipa is pleased to submit its draft Housing Element for the 6<sup>th</sup> Housing Cycle for Department of Housing and Community Development's review. Despite the challenges of developing a master plan document during a pandemic, the City has worked to engage stakeholders and the community at large, with these combined efforts creating a plan that will guide the future residential development of the community and provide housing opportunities for all "Yucaipians."

Throughout the years, the City has strived to provide an environment that is conducive towards those looking to develop their properties. This is evident in surveys that note that we are one of the top business-friendly communities in the region, to the variety of public works projects that have been developed by the City to remove infrastructure impediments that had previously limited residential development. In addition, the City continuously seeks partnerships to help make housing a reality; such partnerships have resulted in the City receiving an "A" for low income housing as part of the Southern California News Group 2021 housing report card. These collective efforts help best position the City to facilitate housing opportunities, and this draft Housing Element builds off the City's progress and expands upon our successes to further improve such opportunities.

The City looks forward to your review. We believe that our approach will help the City meet its housing needs, providing a plan that addresses the needs of our citizen and maintains Yucaipa's status as the "Jewel of the Inland Empire."

If you have any questions, please feel free to contact me at (909) 797-2489 x261 or via email at [bmatlock@yucaipa.org](mailto:bmatlock@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  
City Council

# Yucaipa General Plan 2021-2029 Housing Element

August 23, 2021





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## ABBREVIATIONS AND ACRONYMS

|          |  |
|----------|--|
| (J)ADU   | Junior Accessory Dwelling Unit                           |
| ACS      | American Community Survey                                |
| ADA      | Americans with Disability Act                            |
| ADUs     | Accessory Dwelling Units                                 |
| 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.

The City of Yucaipa conducted a public engagement program to solicit views from the community on housing issues of concern. Because of the COVID-19 pandemic, 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 included in discussions with other committees. 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.
- 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.
- 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.
- 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

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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.

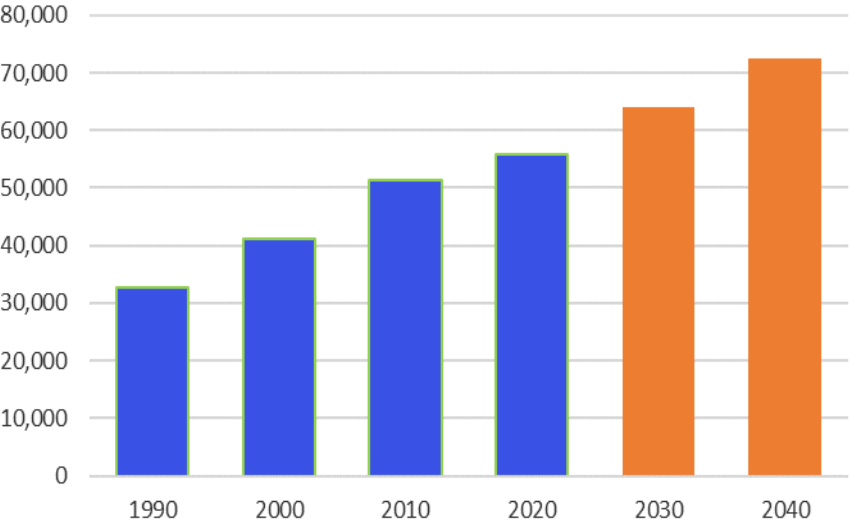
## A. DEMOGRAPHIC TRENDS

### 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**

## 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%      |
| <b>Household Size</b>   |            |         |            |         |
| 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.



## 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<br>FT only: \$66,250 |
| Services (healthcare support, food prep, bldg. maintenance, personal care) | 4,120                  | 18%                 | All jobs: \$18,400<br>FT only: \$32,100 |
| Sales and office occupations (including administrative support)            | 5,410                  | 23%                 | All jobs: \$29,600<br>FT only: \$47,200 |
| Production, transportation, and material moving occupations                | 2,608                  | 11%                 | All jobs: \$31,500<br>FT only: \$44,500 |
| Natural resources, construction, and maintenance occupations               | 2,534                  | 11%                 | All jobs: \$42,200<br>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%              |
| <b>RHNA Income Categories</b> |                  |         |                  |
| + 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.

Comprehensive Housing Affordability Strategy (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 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. Extremely low-income 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.

Extremely low-income households vary by race/ethnicity, tenure, and household type. The highest share of extremely low-income households in Yucaipa was among Hispanics, which, at 18 percent, was just slightly higher than the average of 15 percent citywide. By tenure, extremely low-income 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 households.

Responding to the housing needs of the extremely low-income population in Yucaipa requires more than a one-size-fits-all strategy. For homeowners, particularly elderly living on a fixed income, providing housing support services (e.g., grants to fix homes or social services) may be most needed. For college students seeking housing, providing more options for them to secure apartment living or accessory units may be needed. For disabled people, the issue may be the simple lack of housing suited toward their specific needs.

Table 2-5 summarizes the prevalence of extremely low-income households in Yucaipa by tenure, race and ethnicity, and household type.

**Table 2-5 Extremely Low-Income Households**

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

Source: Southern California Association of Governments, 2020 based on analysis of Comprehensive Housing Affordability Strategy (CHAS).

## 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 |
| <b>Total Housing Units</b> | 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%                  |
| <b>Vacancy Rate</b>        |                 |                     |                 |                     |
| + 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 |
| <b>Single-Family Housing</b>   |                 |                     |                 |                     |
| + Single-Family Detached       | 13,501          | 69%                 | 13,792          | 68%                 |
| + Single-Family Attached       | 550             | 3%                  | 554             | 3%                  |
| <b>Multiple-Family Housing</b> |                 |                     |                 |                     |
| + Multiple-Family (2-4 units)  | 730             | 4%                  | 753             | 4%                  |
| + Multiple-Family (5 or more)  | 543             | 3%                  | 752             | 4%                  |
| <b>Mobile Homes and others</b> | 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, and only 1 to 2 percent of the homes are considered substandard. The quality of housing distinguishes Yucaipa from many older communities in the region.

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

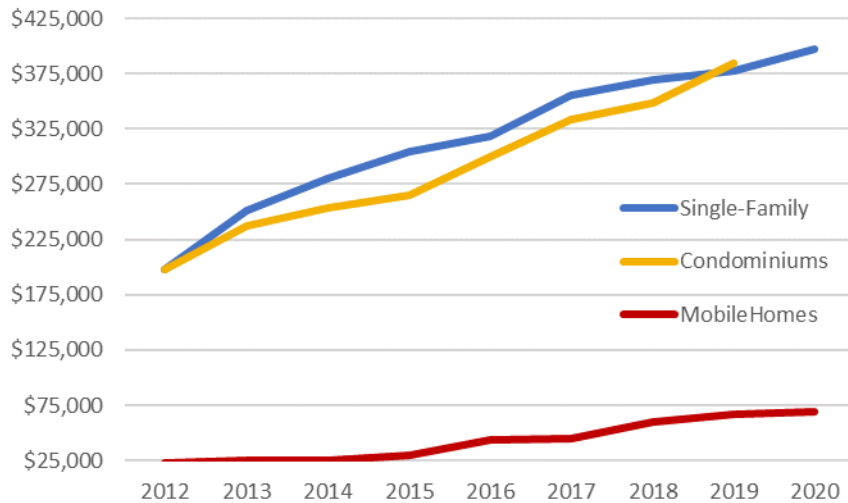
- **Central Yucaipa.** As one of the oldest neighborhoods, many homes in this area could benefit from repairs and rehabilitation. Infrastructure, such as sidewalks and sewer lines, are also incomplete in certain locations and could benefit from repairs and improvements. The City has master infrastructure plans to address these issues, and continually allocates funding and applies for grants to improve the infrastructure.
- **Mobile home parks.** The City has 42 mobile home parks. The City conducts inspections every year in compliance with Title 25 standard, which includes a standard list of items that need to be reviewed. Structural deficiencies and other documented health and safety issues are required to be brought up to code. Many of the mobile park homes are aging and dwelling units could benefit from targeted repairs.
- **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. The funds have not been used extensively. Prior to the demise of redevelopment, the City used tax increment funds for rehabilitation loans and grants. The County of San Bernardino Economic Development Department also has a HOME rental rehabilitation program.

The City funded a façade rehabilitation program which was temporarily halted during the COVID-19 pandemic. That program is scheduled to be renewed during the 2021-2029 housing element period.

## 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**

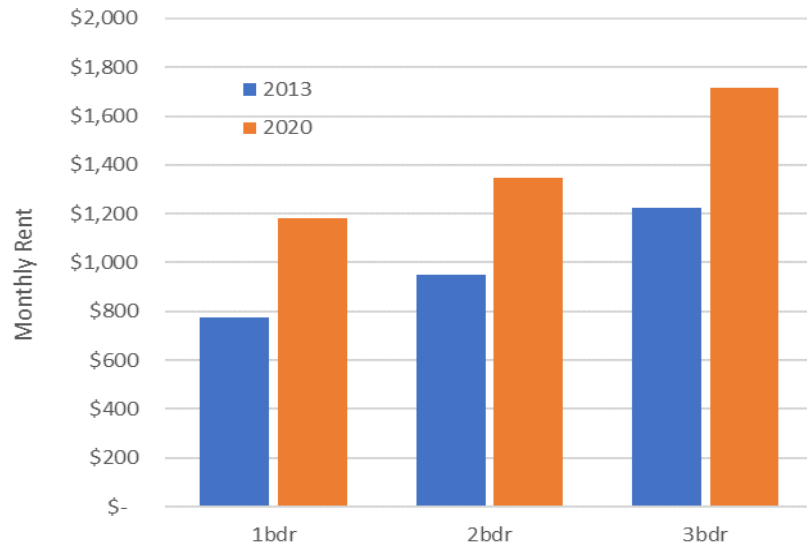
| Bedrooms             | Housing Type and Average Price |                           |             |
|----------------------|--------------------------------|---------------------------|-------------|
|                      | Single-Family                  | Condominium and Townhomes | Mobile Home |
| <b>Average Price</b> | \$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’ first-time 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 new renters. 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 <sup>1</sup>                       | 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) |
| <b>Maximum Income Limits<sup>1</sup></b>           |                         |                   |                   |                     |                     |
| 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            |
| <b>Maximum Affordable Home Price<sup>2</sup></b>   |                         |                   |                   |                     |                     |
| 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           |
| <b>Maximum Affordable Monthly Rent<sup>3</sup></b> |                         |                   |                   |                     |                     |
| 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

- 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.
- 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.
- 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.

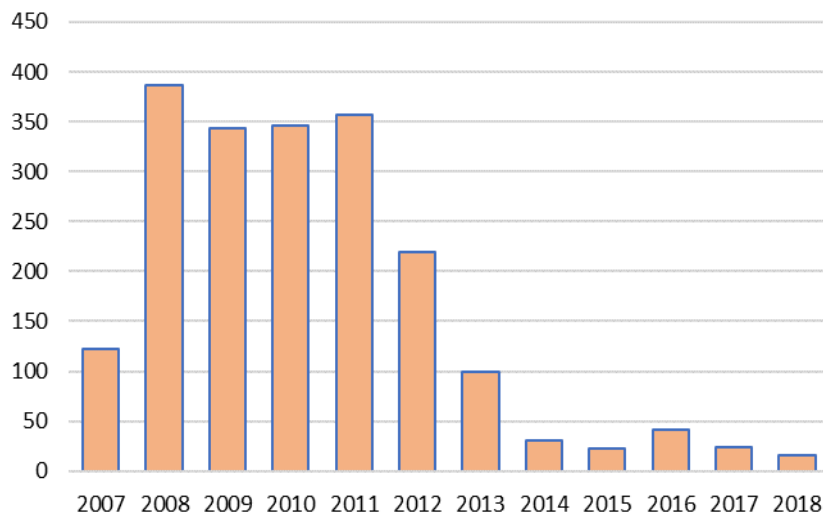
### ***Above Moderate Income***

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 Trends, 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 American Community Survey.

- **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. Approximately 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    |
| <b>Percentage</b> |             |        |              |        |
| 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.

In addition to housing, an appropriate mix of affordable support services provided locally can benefit seniors living in Yucaipa. Support services are essential in facilitating the ability of seniors (and any household) to live as independently as possible without having to change their residences. Services can include transportation, health care, home maintenance assistance, and low-cost loans or grants to rehabilitate homes. Many of the faith-based institutions in Yucaipa provide these types of services.





## 2. Housing Needs

### **Housing Accommodations**

Many Yucaipa seniors reside in conventional 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 also provides for a variety of housing options that are age-restricted for seniors, shown in Table 2-13.

- **Age-restricted apartments.** According to City records, Yucaipa has a total of four deed-restricted affordable apartment projects that provide about 191 units of housing that is affordable to lower-income seniors. Several additional projects for seniors are in the planning stage, where they have been entitled 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 65583(e)), 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 may 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 in the community.

### **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.

### 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 living on the streets or in housing facilities that serve homeless persons in the county. Over the following seven years, the number of homeless people countywide has gradually increased to 3,125 as of January 2020. During the same time, the number of homeless people in Yucaipa increased from 12 to 17 individuals. However, other school surveys suggest that many children are marginally housed and do not technically fall within the “sheltered” population.

In Yucaipa, the vast majority of homeless people surveyed are White males, between ages 25 to 61 years. The majority were chronically homeless, and who suffered from multiple disabilities. One-half of homeless people had a substance abuse problem that seriously limited their ability to live independently. Contrary to recent concerns countywide, none had been released in the past year from a correctional facility. Regardless, the multiplicity of needs among homeless people and families in Yucaipa and countywide underscores the need for a coordinated and multi-faceted approach to address homelessness.

A countywide approach to addressing homelessness has developed over the last 15 years. In 2007, by order of the County Board of Supervisors, the San Bernardino County Homeless Partnership (SBCHP) was formed with the intent 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.

San Bernardino County has adopted a Rapid Re-Housing approach to addressing homelessness. This is a time-limited intervention designed 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.

### ***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. While local governments are not required to build or fund housing, state law mandated that zoning and development standards be amended in a manner to remove impediments to the development of emergency shelters, transitional housing, and permanent supportive housing. In that manner, appropriate facilities to house homeless people could be developed where the need for facilities existed.

The City has made requisite amendments to municipal codes in compliance with state law. In 2010, Ordinance No. 296 was enacted to allow emergency shelters as a by-right use in the CS district, and transitional housing and supportive housing as a conditional use in the RM 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 residential unit and also in the RM, RM-24, and PD zones if configured and approved consistent as a multiple-family project.

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:

- A local nonprofit organization has applied for permits for emergency shelter and other relevant emergency conditions at its Yucaipa church facility. This facility will add 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 provide intake services to low-income, homeless, and at-risk homeless to Yucaipa families. The City of Yucaipa has provided Community Activity Grants each year to support the Family Service Association efforts.

As of 2020, of the total 17 homeless people in Yucaipa, 4 individuals (25 percent) are sheltered and 13 remain unsheltered. As noted above, the new shelter will add 32 beds of emergency shelter, which is enough to provide temporary accommodations to all of Yucaipa's homeless population.



## 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

Yucaipa has about 3,300 deed-restricted affordable housing and rent-stabilized affordable housing units in the community. These units comprise approximately 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.

**Table 2-16 Publicly Assisted Housing in Yucaipa**

| Project Name and Address                           | Project Characteristics |                  |  |                                     |
|--|-------------------------|------------------|--|-------------------------------------|
|  | Total Units             | Afford. Units    | Funding Source                         | Built / Earliest Expiration Date    |
| <b>Seniors</b>                                     |                         |                  |  |                                     |
| Yucaipa Crest<br>12385 6 <sup>th</sup> Street      | 45 du                   | 11 VLI<br>45 Low | Home funds<br>HACSB-PBV                | 11 du: 6/30/22<br>45 du: perpetuity |
| Yucaipa Terrace<br>12435 6 <sup>th</sup> Street    | 51 du                   | 44 VLI<br>7 Low  | HACSB-PBV; LIHTC;<br>City RDA; HCD RCP | 51 PBV: perpetuity<br>LIHTC (2041)  |
| Green Valley<br>34955 Yucaipa Bl.                  | 45 du                   | 26 VLI<br>18 Low | LIHTC; RDA; HOME;<br>PBV               | 2011<br>2066                        |
| Horizons -Yucaipa<br>12266 3 <sup>rd</sup> Street  | 50 du                   | 42 VL;<br>7 Low  | MHSA; 4% LIHTC,<br>HOME, RDA; PBV      | 2017<br>2072                        |
| The Villas<br>34232 County Line                    | 96 du                   | 19 VL<br>76 Low  | City fee deferral,<br>bond proceeds    | 2019<br>2074                        |
| Eldorado Palms<br>35218 Fir Street                 | 215 du                  | 43 VL<br>84 Low  | \$7.0 million<br>RDA/MRB               | 1998<br>2048                        |
| Valley View<br>12995 6 <sup>th</sup> Street        | 75 du                   | 15 VL<br>43 Low  | \$1.6 million<br>RDA/MRB               | 2000<br>2050                        |
| <b>Families</b>                                    |                         |                  |  |                                     |
| Sunset Gardens<br>12296 4 <sup>th</sup> Street     | 39 du                   | Low              | HACSB-PBV;<br>Home funds               | 1990<br>Perpetuity                  |
| Third Street Apts.<br>13629 3 <sup>rd</sup> Street | 19 du                   | Low              | Beacon Property<br>Management          | 1990<br>Perpetuity                  |
| 12626 14 <sup>th</sup> Street                      | 5 du                    | Low              | HPI-owned<br>HACSB- PBV                | 5 PBV units: Perpetuity             |
| 12171- 83 14 <sup>th</sup> Street                  | 4 du                    | Low              |  | 4 PBV units: Perpetuity             |
| 35152 (A-D) Eureka                                 | 4 du                    | Low              |  | 4 PBV units: Perpetuity             |
| Rancho del Sol<br>12351 4 <sup>th</sup> Street     | 110 du                  | 42 VL            | \$7.0 million<br>RDA/MRB               | 2001                                |
| Grandview East<br>12700 2 <sup>nd</sup> Street     | 99 du                   | 82 Low           |  | 2051                                |
| Notes:   |                         |                  |  |                                     |
| HACSB: San Bernardino County Housing Authority     |                         |                  | RDA: former Redevelopment Agency       |                                     |
| HOME: HOME Partnership Program                     |                         |                  | LIHTC: Low Income Housing Tax Credits  |                                     |
| MHSA: Mental Health Services Administration        |                         |                  | PBV: Project Based vouchers            |                                     |
| MRB: Mortgage Revenue Bond                         |                         |                  |  |                                     |

## 2. Housing Needs

### ***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. The project includes 64 one-bedroom units and 35 two-bedroom units on a 3.6-acre RM-24 zoned site at a density of 26 units per acre. Rents are deed restricted as affordable for households earning 50 to 60 percent of CMFI. The affordability controls extend 55 years to 2074. 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 total cost of the apartment project was approximately \$11.8 million. The developer loan is to be repaid out of the proceeds of the project over a specified term.



*Villas at Yucaipa*

The other affordable housing projects are owned by the County Housing Authority (HACSB), many of which offer affordable family housing. Several have been transferred to its affiliate nonprofit, Housing Partners. The HACSB allocates project-based housing vouchers to each of these projects. Recently, the HACSB authorized a contract to continue the rehabilitation and improvement of these three projects. In any case, none of these projects are at-risk of conversion over the Housing Element period, ending in 2029.

## 2. Housing Needs

### 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***

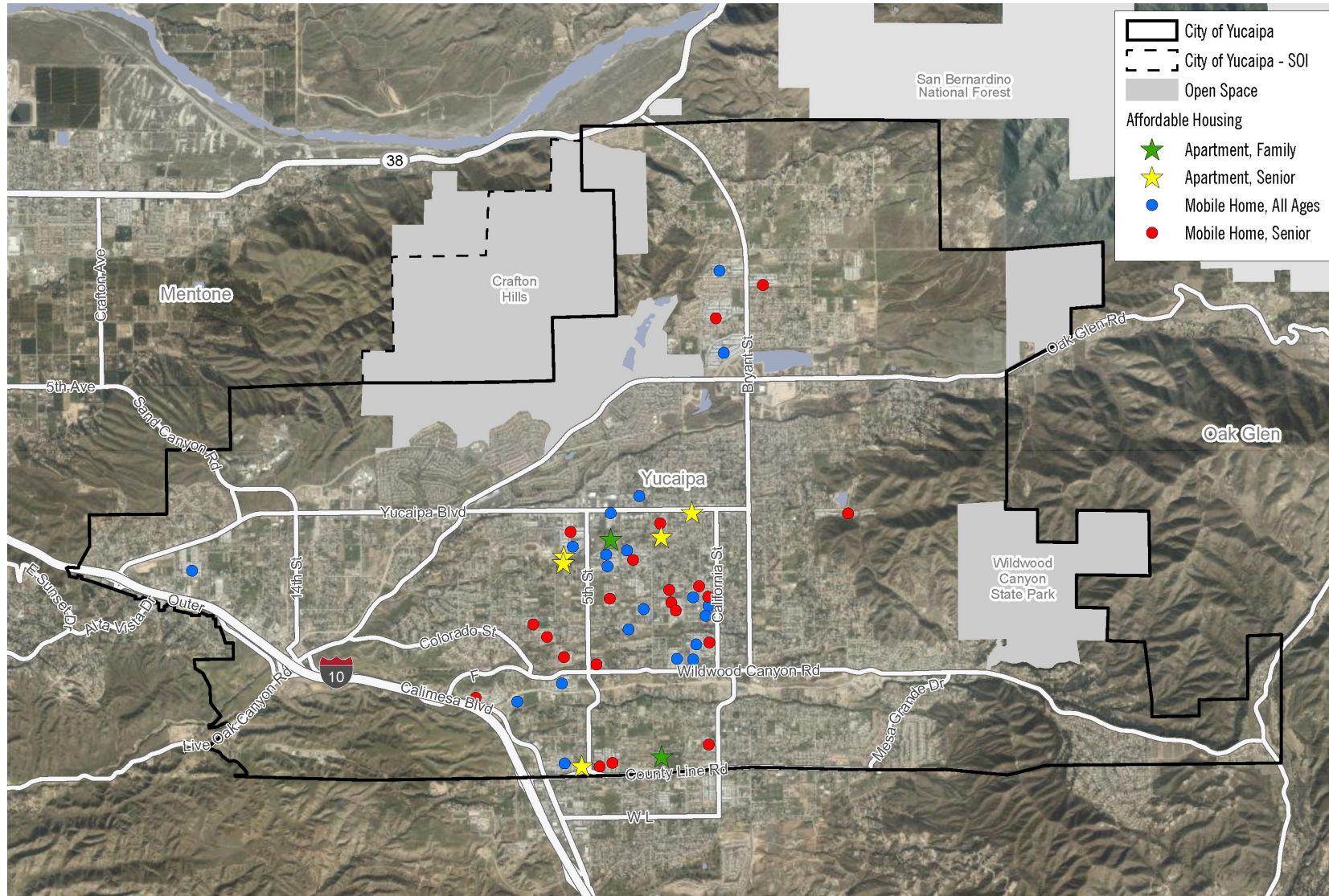
In 1990, the former Yucaipa RDA was approached by COACH of San Diego to acquire and improve Rancho Del Sol and the Grandview East Mobile Home Estates. In 1991, the RDA and City Council approved the issuance of MHP Revenue Bonds Series 2001A and Subordinate Taxable Revenue Bonds Series 2001B and loaned 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.

Figure 2-5 on the following page shows the location of affordable apartments and mobile homes in the city.

## 2. Housing Needs



**Figure 2-5 Location of Affordable Housing**

## 3. CONSTRAINT ANALYSIS

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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 CONDITIONS

Market factors affect residential development in all communities. 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 \$200,000 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.



## 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.

**Table 3-1 Residential Development Fee Schedule**

| Fee Category  | Amount of Fee |                 |
|---|---------------|-----------------|
|   | Single Family | Multiple Family |
| <b>Planning (all deposits)<sup>1</sup></b>            |               |                 |
| Planning Use Permit                                   | \$2,000       | \$2,000         |
| Conditional Use Permit                                | N/A           | \$3,400         |
| Pre-application Review <sup>2</sup>                   | \$2,000       | \$2,000         |
| Parcel Map  | \$3,000       | \$3,000         |
| Architectural Review                                  | \$1,000       | \$1,000         |
| 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         |
| <b>Environmental (all deposits)<sup>1</sup></b>       |               |                 |
| 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         |
| <b>Development Impact Fees (Per Unit)<sup>3</sup></b> |               |                 |
| 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         |
| YCJUSD 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](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 <sup>1</sup>          | \$4,700               | \$3,314         |
| City Impact Fees <sup>2</sup>          | \$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         |
| <b>Total Fees (per unit)</b>           |                       |                 |
| 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.

## 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. This section also sets the foundation for the land inventory.

### GENERAL PLAN LAND USE

As required by state law, Yucaipa’s General Plan Land Use Element establishes the basic land uses and density of development in the various areas of the city. Under state law, the General Plan elements must be internally consistent with one another, and the City’s zoning must be consistent with the General Plan. 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<br>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<br>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<br>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<br>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 multifamily 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 Specific Plan and Uptown Specific Plan. The Freeway Corridor Specific Plan is undergoing an update to address the significant retail, commercial, and residential changes that have occurred since the great recession.

## 4. Housing Resources

### 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   |
|------------------------------------|--|
| <b>Hazard Protection</b>           |  |
| 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           |  |
| <b>Resource Preservation</b>       |  |
| 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       |  |
| <b>Land Use Modification</b>       |  |
| 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.

## 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
- RS: Single Residential
- RM: Multiple Residential
- RM-24: High-Density Residential
- CG: General Commercial
- CN: Neighborhood Commercial
- CS: Service Commercial
- 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 |
| <b>Conventional Housing</b>          |                            |    |    |       |    |    |    |    |
| + 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 |    |    |    |
| <b>Other Types of Housing</b>        |                            |    |    |       |    |    |    |    |
| + Manufactured Homes                 | P                          | P  | P  |       | P  |    |    |    |
| + Mobile Homes <sup>1</sup>          | C                          | C  | C  |       |    |    |    |    |
| + Accessory Dwelling                 | P                          | P  | P  |       | P  |    |    |    |
| <b>Special-Needs Housing</b>         |                            |    |    |       |    |    |    |    |
| + Residential Care <7 clients        | P                          | P  | P  |       | P  |    |    |    |
| + Residential Care >6 clients        |                            |    | C  |       | C  |    |    |    |
| + Senior Housing (5 or more)         |                            |    | C  |       | PD |    |    |    |
| + Single Room Occupancy <sup>2</sup> |                            |    |    |       |    |    |    | C  |
| <b>Homeless Facilities</b>           |                            |    |    |       |    |    |    |    |
| + Emergency Shelter                  |                            |    |    |       |    |    |    | P  |
| + Transitional Housing <sup>2</sup>  | P                          | P  | C  |       |    |    |    |    |
| + Supportive Housing <sup>2</sup>    | P                          | P  | C  |       |    |    |    |    |

Source: Yucaipa Development Code.

Notes:

P = Permitted by right

PD = Planned Development Permit

C = Conditionally Permitted

<sup>1</sup> Mobile home parks are a nonconforming use in all land use districts, where not explicitly permitted.

<sup>2</sup> Permitted by right if the use occupies a single-family home and serves 6 or fewer residents.

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.

## 4. Housing Resources

### ***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 zoned for single-family homes, provided they are not more than 10 years old.

### ***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 on lots zoned for residential uses, to implement state law requiring consideration 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.

#### ***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.



## 4. Housing Resources

### ***Housing for People with Disabilities***

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

#### ***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 Municipal Code defines a large 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 Yucaipa Municipal Code allows large, residential care facilities in the RM zone pursuant to a Conditional Use Permit. To provide appropriate regulations, Ordinance 345 identifies the application requirements, physical design requirements, and operational requirements for such residential land uses. The process has been designed 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.

#### ***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.

### ***Homeless Facilities***

Senate Bill 2 (enacted in 2010) requires cities to facilitate and encourage the production of housing suitable for homeless people, including emergency shelters, transitional, and permanent supportive housing. The Municipal Code permits such facilities as specified below in accordance with state law.

### ***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 Municipal Code allows supportive housing, defined as "housing with no limit on length of stay, occupied by a targeted population (consistent with Government Code Section 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 permitting process and zones where such uses are allowed are identical to that of transitional housing. In accordance with AB 2162, the Municipal Code should be amended to allow supportive housing as a by-right use in zones where multifamily and mixed uses are permitted.

### ***Single-Room Occupancy***

The Municipal Code allows single-room occupancy units that can also provide housing accommodations for special-needs groups. Adopted in 2010, Ordinance No. 296 sets forth permit processing, development standards, and other regulations in the CS District with an approved Conditional Use Permit. To facilitate development, a single-room occupancy unit can be built at smaller sizes than typical rental units, is not required but may contain a full/partial kitchen or bathroom facilities, shall comply with accessibility requirements, and shall provide on-site management if the project has 10 or more units. A management and operations plan is also required.

## 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.

**Table 3-6 Residential Development Standards**

| Standard                                 | Primary Residential Zoning Districts |           |           |          |                 |
|--|--------------------------------------|-----------|-----------|----------|-----------------|
|  | RL                                   | RS        | RM        | RM-24    | PD <sup>1</sup> |
| Density Range                            |                                      |           |           |          |                 |
| - Minimum                                | None                                 | None      | None      | 20 units | None            |
| - Maximum                                | 1.0 units                            | 4.2 units | 8.7 units | 24 units | 8.0 units       |
| Min Lot Size (sq. ft.)                   | 1 acre                               | 7,200     | 7,200     | 5 acres  | 10 acres        |
| 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              |
| 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 (% of lot covered by bldg.) | 40%                                  | 55%       | 50-60%    | 60%      | 80%             |

Source: City of Yucaipa, 2012.

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

<sup>1</sup> Standards for the Planned Development District may be modified by the Planning Department.

The Planned Development (PD) District is the most flexible zone. This district allows for innovative approaches in residential design and identifies areas suitable for large-scale planned development and the use of specific plans. The Planning Commission, in reviewing Planned Developments, can modify development standards, including building setbacks, height, lot size, and parking requirements. Using the PD District and Planned Development Permit process, the City is able to reduce or modify residential development standards to improve housing affordability, aesthetics, and feasibility.

The City has also adopted Specific Plans or Overlay Districts that feature their own development standards and density requirements. This includes the Freeway Corridor Specific Plan, the Uptown Business District Specific Plan, and the College Village Overlay, and serve as key sites for future housing.

### Parking Standards

Adequate parking is an important component of well-designed development, contributing to the value of a project, the safety of residents, its appearance, and livability. To that end, Yucaipa’s parking regulations, shown in Table 3-7, are intended to promote efficient land use, reduce street congestion and traffic hazards, promote vehicular and pedestrian safety, and improve the ability to secure financing 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<br>- Detached unit<br>- Attached unit<br>- Manufactured housing                            | 2 spaces/unit in enclosed garage<br>2 spaces/unit in enclosed garage<br>Same as a stick built home noted above  | None                            |
| Multiple-Family <sup>1</sup><br>- 1- bedroom unit<br>- 2- bedroom unit<br>- 3- bedroom unit              | 2.0 spaces per unit<br>In enclosed garage or carport.<br>In enclosed garage (mandatory)<br>In enclosed garage (mandatory)   | 0.5 spaces, open, for each unit |
| Condominium <sup>1</sup><br>- 2-3 bedroom unit<br>- 4 or more bedroom unit                               | 2 spaces/unit in enclosed garage plus:<br>one additional open space for 2/3 bd unit<br>two additional open space for 4 bd unit  | 0.5 spaces, open, for each unit |
| Multiple-Family <sup>2</sup><br>- Studio/efficiency unit<br>- 1- or 2- bedroom unit<br>- 3- bedroom unit | 1.5 spaces in carport or enclosed garage<br>2.0 spaces in carport or enclosed garage<br>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 Facilities  | Same as single-family house of the same type in the same zone.  |                                 |
| Large Residential Care   | one parking space for each three residents based on the resident capacity of the home, plus one space for each staff member who will be onsite during the largest shift |                                 |
| 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.

For affordable housing that qualifies under the density bonus ordinance and at the request of the developer, the City permits reduced vehicular parking ratios, inclusive of handicapped and guest parking, as follows: (1) one on-site space for each 0–1 bedroom unit, (2) two on-site parking spaces for each two-to three-bedroom unit, and (3) two and one-half spaces for each four- or more bedroom unit. Additional reductions may be permitted pursuant to state law, and additional flexibility is also available within the Uptown District.

## 4. Housing Resources

### ***Multiple-Family Development Standards***

The RM-24 Land Use District facilitates the implementation of 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 a level of amenities not typically included with older apartments. The RM-24 District provides for alternative review procedures and development standards to the existing multiple-residential requirements and standards.

Amenity standards required for apartment development includes:

- **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. To assure that small units are not overly concentrated, 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 and site amenities.** Each unit must have at least three amenity items, but only one item marked with an asterisk can be counted toward that requirement. These amenities include fireplaces, skylights, oversized closets, refrigerators, washer/dryers, dishwasher, enclosed garage, bay windows, air conditioners, and other comparable features.
- **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, sport court facilities, and jogging and walking trails with exercise station.

These amenities do not constrain development of multiple-family housing. The Bungalows Apartments are a highly amenitized project in the Chapman Heights development. In addition, the City recently facilitated development of two affordable housing projects, each of which contain amenities in a higher-density apartment setting. The City may also permit modifications to these standards with minor variances for projects that qualify, or through waivers/incentives permitted pursuant to the City's Density Bonus provisions.

These residential standards are consistent with other similarly situated cities in San Bernardino County where affordable multiple-family housing is built, such as Fontana and Rancho Cucamonga. In addition, the City has a history of modifying these standards to facilitate the development of affordable housing. Therefore, the residential development standards are not considered a constraint to the production of new apartments.

## 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 development standards, including building setbacks, height, lot size, and parking 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 percent of parking requirements, not to exceed two spaces
  - 30–40 percent of front, side, and rear yard setbacks subject to conditions
  - Up to 30 percent of area requirements, excluding lot area requirements
  - Up to 30 percent of height limitations
  - Up to 30 percent of standards set forth in overlay districts
  - Up to 50 percent of maximum gross floor area requirements
  - Up to 20 percent 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. 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 community.

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 approved 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.

## 4. Housing Resources

### ***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 follows 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.

**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 outlines typical steps and time required to process a residential project from initial project submittal to building permit.

**Table 3-8 Development Processing Time Limits**

| Step Required                                     | Timeframe                      | Typical Residential Projects |   |                     |
|---|--------------------------------|------------------------------|---|---------------------|
|   |                                | Single-Family Residence      | Single-Family Subdivision   | Multiple-Family     |
| Land Use Compliance                               | 30-60 days                     | N/A                          | N/A   | Applies             |
| Conditional Use Permit                            | 90-120 days                    | N/A                          | N/A   | N/A <sup>3</sup>    |
| 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 <sup>1</sup> | 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 <sup>2</sup>   | 3 to 6 months       |

Source: City of Yucaipa, 2020.

- <sup>1</sup> 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
- <sup>2</sup> Building permits occur after "Final" map recordation, which is a separate stage after the Tentative Map entitlement pursuant to Subdivision Map Act
- <sup>3</sup> Conditional use permit is only applicable if the multifamily project is not in the RM-24 zone

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.

## 4. Housing Resources

### 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 compliment 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.



### **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)***

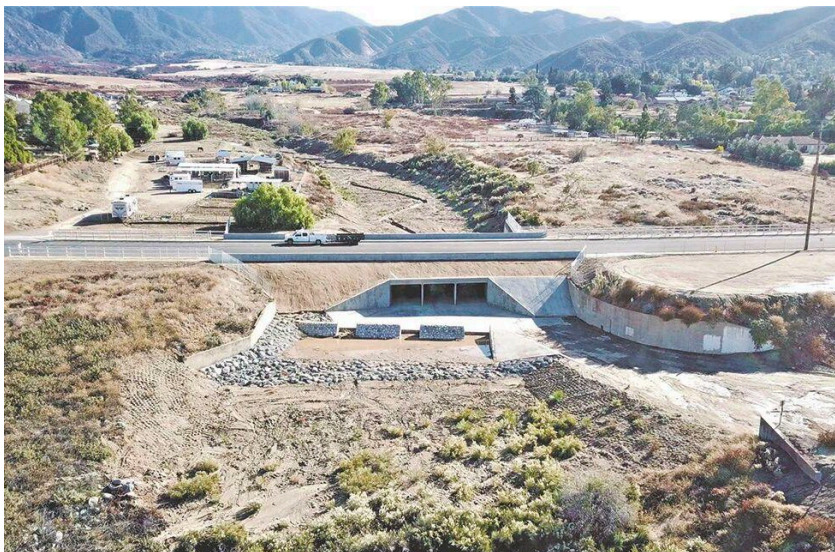
SB 628 created EIFDs to help fund economic development projects. With amendments made over the last few years, EIFDs are now able to fund infrastructure maintenance and housing development, economic development, transportation infrastructure, sewage treatment, and climate adaptation projects, among others. 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 widen and improve Yucaipa Boulevard, which spans the city, from the Uptown District 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:<sup>1</sup>

- **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.

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1. 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 those for senior housing. There is a huge need for affordable senior housing; mobile home 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, and 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. 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. With respect to race and ethnic groups, Hispanics have the largest share of low-income households (46 percent of their group), followed by Whites (38 percent), and all other groups, such as Asians, African Americans, and multiple race and ethnic groups (20 percent). Income tends to be greatest in middle adult years, and less in young adult and senior years.

Within Yucaipa, the median household income pattern varies geographically and by housing type (**Figure 3-1**). North of Yucaipa Boulevard and east of Bryant Street the income levels are highest; these areas are home to low-density, single-family homes in the Yucaipa Hills. Located north of Yucaipa Boulevard and below the Crafton Hills is the Chapman Heights development, a new community that also has higher incomes. Wildwood Canyon in east Yucaipa also has higher household incomes. The Central Core, Dunlap Acres, and Uptown have the lowest median incomes.

**Figure 3-2** shows the proportion of households in a census block group that are low-moderate incomes, defined as earning less than 80 percent of CMFI. 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 and the predominance of rent-stabilized mobile home parks.

Yucaipa's income levels are clearly correlated with demographic, housing, and economic characteristics that reflect the differences that would be expected in any community. However, it is also clear that even though Yucaipa has a larger retirement resident base, its median household income continues to increase faster than the county and neighboring jurisdictions. As residents continue to be drawn to Yucaipa's quality of life, safety, rural to suburban lifestyles, and historic uptown, the city can expect increasing household incomes and increasing home prices.

### ***Family Composition***

Yucaipa has historically been a highly family-oriented community, largely due to the predominance of single-family housing in the majority of the city. More than 70 percent of households are families. This is a high percentage given that Yucaipa has the second-highest percentage (12 percent) of seniors living alone in the county. Countywide, the city has the second-lowest share of its households (5 percent) made up of female-headed households with children. Generally, about 40 percent of residents ages 18 or older live with a spouse, except east of Bryant Street, where more than 63 percent do. Eastern Yucaipa is predominantly single-family residential areas and therefore shows a higher percentage of family households.

However, 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 current 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 overall declining vacancy rates. As discussed later, 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 Housing Plan contains a policy to encourage the development of family apartments.

### ***Disability Characteristics***

Yucaipa has 6,267 people with a disability—12 percent of residents (ACS 2014–2018). Among age groups, seniors were disproportionately represented; almost 40 percent of seniors had a disability. While there are some geographic variations across the community in prevalence, the percentage of people with a disability will vary from 10 to 20 percent and is similar to adjacent communities. Within Yucaipa, areas generally east of Bryant Street have a slightly higher percentage of residents with a disability than areas west of Bryant Street. Within the Dunlap Acres area, about 20 percent of residents are disabled. The variations in the prevalence of disabilities are within a normal range and do not reveal any evidence of disability-based segregation in the community.

To meet the housing needs of disabled people in Yucaipa, 26 residential care facilities provide 778 beds. However, the vast majority of disabled people prefer independent housing. The City has adopted a reasonable accommodation ordinance that allows residents to request modifications of their housing to allow for greater access. All new housing is required to meet state and federal regulations to ensure accessibility for disabled people. OmniAccess provides reduced transit fares for people with disabilities in Yucaipa that allows them to access needed health, social, and other services. 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. Program 27 describes the City’s approach to housing disabled disabilities.

## 4. Housing Resources

### ***Race and Ethnicity***

Yucaipa's race/ethnic composition is a product of its history and broader demographic changes occurring in the San Bernardino Valley. Yucaipa is predominantly White, though it continues to diversify. Today, Whites comprise 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 were Asians (~275 percent), Hispanics (~140 percent), and African Americans (~60 percent). These trends in increased representation are reflective of patterns across the Inland Empire.

The dissimilarity index is a statistical tool for measuring resident segregation. The index represents the percentage of one group that would have to move to a different census tract, block group, or other area of the community 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, meaning that 60 percent of one group would need to move to a different tract. Index scores of 40 to 60 percent are moderate, and index scores below that are low levels of segregation.

As of 2018, there are generally low levels of segregation between Whites and Hispanics (score of 23), but progressively higher rates between Whites and Asians (43), and Whites and African Americans (score of 70). These scores should not be interpreted as segregation. A shortcoming of the dissimilarity index is that the scores become highly skewed with small sample sizes. This is the case with Asians and African Americans who comprise only a small percentage of residents. Moreover, census block groups do not approximate neighborhoods well and often extend beyond the City's boundaries.

### ***Concentrated Areas of Poverty and Affluence***

A racially or ethnically concentrated area of poverty (R/ECAPs) is an area in which 50 percent or more of the population identifies as non-White and 40 percent or more of residents live in poverty. Yucaipa does not have any census block groups that meet either category in a R/ECAP, although three census block groups do have household poverty rates of 15 to 20 percent. To the west, San Bernardino has a cluster of census block groups that qualify as an R/ECAP and small clusters are in Riverside, Grand Terrace, and Redlands. In any case, the City of Yucaipa does not have R/ECAPs.

A racially concentrated area of affluence is defined as a census tract in which 80 percent or more of the population is White and has a median income greater than \$125,000 annually. Yucaipa's higher-earning-income households reside throughout the city, particularly in eastern Yucaipa, Wildwood Canyon, and parts of Chapman Heights. There are a few census block groups where White residents exceed 80 percent of the residents. However, when considering both race/ethnicity and income, no census tracts in or overlapping with Yucaipa qualifies as a racially concentrated area of affluence.

## **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 assessed include housing overpayment and overcrowding, housing conditions, neighborhood quality, and the potential displacement associated with these conditions.

### ***Overpayment***

Housing overpayment—paying more than 30 percent of income toward housing—is widespread throughout the inland empire. In Yucaipa, 29 percent of homeowners overpay for housing, better than the surrounding region as a whole (**Figure 3-3**). The proportion of homeowners overpaying for ownership housing ranges from 20 to 40 percent citywide; however, two census block groups have a high proportion of households overpaying. However, this is a more pressing issue among renters as 49 percent of renters in Yucaipa overpay for housing (**Figure 3-4**). The Central Core and Dunlap Acres have the greatest level of overpayment among renters. Renter overpayment worsened in the eastern half of Yucaipa. Newer areas (Chapman Heights) had the lowest proportion of renters overpaying for housing.

### ***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. In Yucaipa, only 3 percent of homeowners and 5 percent of renters live in overcrowded conditions—relatively nominal compared to housing overpayment. However, the overcrowding rate of two census block groups is somewhat higher at 10 percent. Compared to the region, Yucaipa’s overcrowding rate is far less than surrounding communities.

### ***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 original areas of the city. In an effort to better document the need for housing rehabilitation need, the City will conduct a windshield survey to understand the magnitude.

These measures of disproportionate need are common in the inland empire and programs to address them are discussed in the housing mobility section.



## 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 Section 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 effective educational opportunities, a low concentration of poverty, 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 of these areas in the community. These areas would require affirmative responses to address the local causes and conditions resulting from high segregation and poverty.

**Figure 3-5** 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. The City has a higher portion of jobs in sectors that provide goods and services to residents, including retail trade, education, accommodation and food services, and other services, and a smaller portion of jobs in sectors often providing goods and services exported to other areas, including wholesale trade; manufacturing; information; and professional/scientific/technical services. As of 2018, the City offered 8,400 jobs, of which, 2,600 were held by residents. Of Yucaipa's employed residents, 88 percent work outside the city. HUD's job proximity index shows Yucaipa has low access to jobs (**Figure 3-6**).

Housing availability and affordability is also related to the local economy. Anecdotal evidence suggests that many local employers are increasingly seeing their workforce commute into Yucaipa rather than live in the city. This is due in part to the rising prices of single-family housing and the limited availability of opportunities for affordable rentals and homeownership. The City's housing strategy is geared at increasing the range of housing types and products in the community, which will allow the workforce to live in Yucaipa.

In addition, the City supports programs and planning efforts directed at land use, business incubation, education, and employment training. These efforts include:

- **Freeway Corridor.** 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 have commenced and will take 2 years.
- **Incubator Program.** The City implements a business incubator program whereby local businesses can work with professional certified business counselors to learn to successfully operate a business. In return for meeting qualifications, businesses are given low-cost office space. Enrollment is limited to residents that will operate their business locally.
- **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, and Law and Public Safety.

Among other strategies, these strategies will help provide opportunities for business attraction and expansion, the development of startup businesses, and training of youth and adults for specific career pathways.

## 4. Housing Resources

### **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 3-7**). 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.

## Educational Opportunity

Educational opportunities are essential to securing living wage employment and maximizing income potential, individual health, and housing options. Yucaipa has eight elementary schools, one middle school, one high school, and two continuation/alternative high schools. The California Department of Education has developed a new method of assessing school performance based on an ordinal colored-based rating system. Colors are assigned based on the combination of a scores-based ranking and the degree to which a school's performance is maintained, improved, or declines.

**Table 3-10** shows the rankings of all schools in the Yucaipa-Calimesa Joint Unified School District (YCJUSD) that are in the community. Yucaipa schools range in performance levels from Orange to Blue. No school received a "red" ranking (the lowest performance ranking). Of note, the schools with the greatest percentage of socioeconomically disadvantaged students have generally lower performance levels. This is particularly the case for Calimesa Elementary, Valley Elementary, and Dunlap Elementary.

**Table 3-10 School Rankings**

| Schools Serving Yucaipa  | Performance Rankings      |        | % Socioeconomic Disadvantaged Students |
|--------------------------|---------------------------|--------|--|
|                          | English/<br>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:



Each school adopts a Local Control Accountability Plan (LCAP) to monitor expenditures and adjust programs to improve student performance. LCAPs can be found on the district's website. The LCAP is the recognized planning tool to address district goals and plans 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 local schools, but voters disapproved it. No other bond measures are proposed at this time.

### **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 3-8**). Route 8 connects San Bernardino and Yucaipa via Loma Linda, Redlands, and Mentone. Route 19 connects Yucaipa 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. Hours and routes have been reduced as a result of low ridership because of the pandemic.

#### ***Special-Needs Transit***

Special transit options are 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 Omnitrans 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. The 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—all predominantly very low-density, single-family neighborhoods.

#### ***New Transit Services***

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, this opportunity would increase the total number of seniors able to receive transportation services within the community.

## Environmental Health

Hazards in the environment are known to influence the health of residents. In February 2021, the California Office for Environmental Health Hazard Assessment (OEHHA) released the fourth version of CalEnviroScreen, a tool that calculates and maps “environmental health” scores for cities statewide. 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 3-9**).

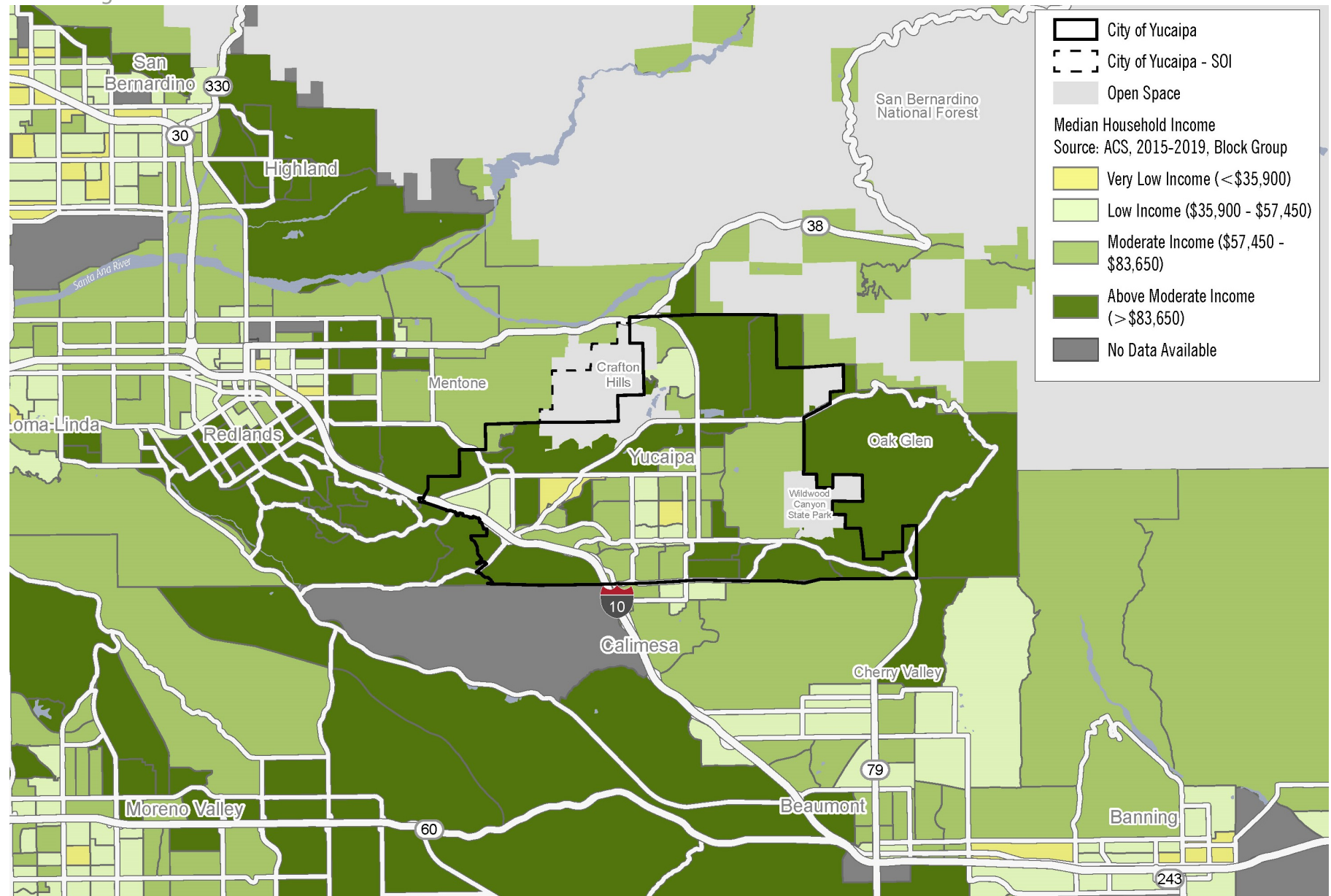
Yucaipa is known as having one of the best environmental quality ratings in the region, ranking from a 21st to 61st percentile depending on location. Moving clockwise, environmental rankings are the 16th percentile for eastern Yucaipa, 21-32 percentile for southeastern Yucaipa near the county line, 51st 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.

Despite this variation, Yucaipa is known for providing a more healthful living environment than adjacent communities and one in which residents take great pride in preserving.



*Yucaipa prides itself on providing a healthful living environment*

#### 4. Housing Resources



**Figure 3-1 Median Household Income**

4. Housing Resources

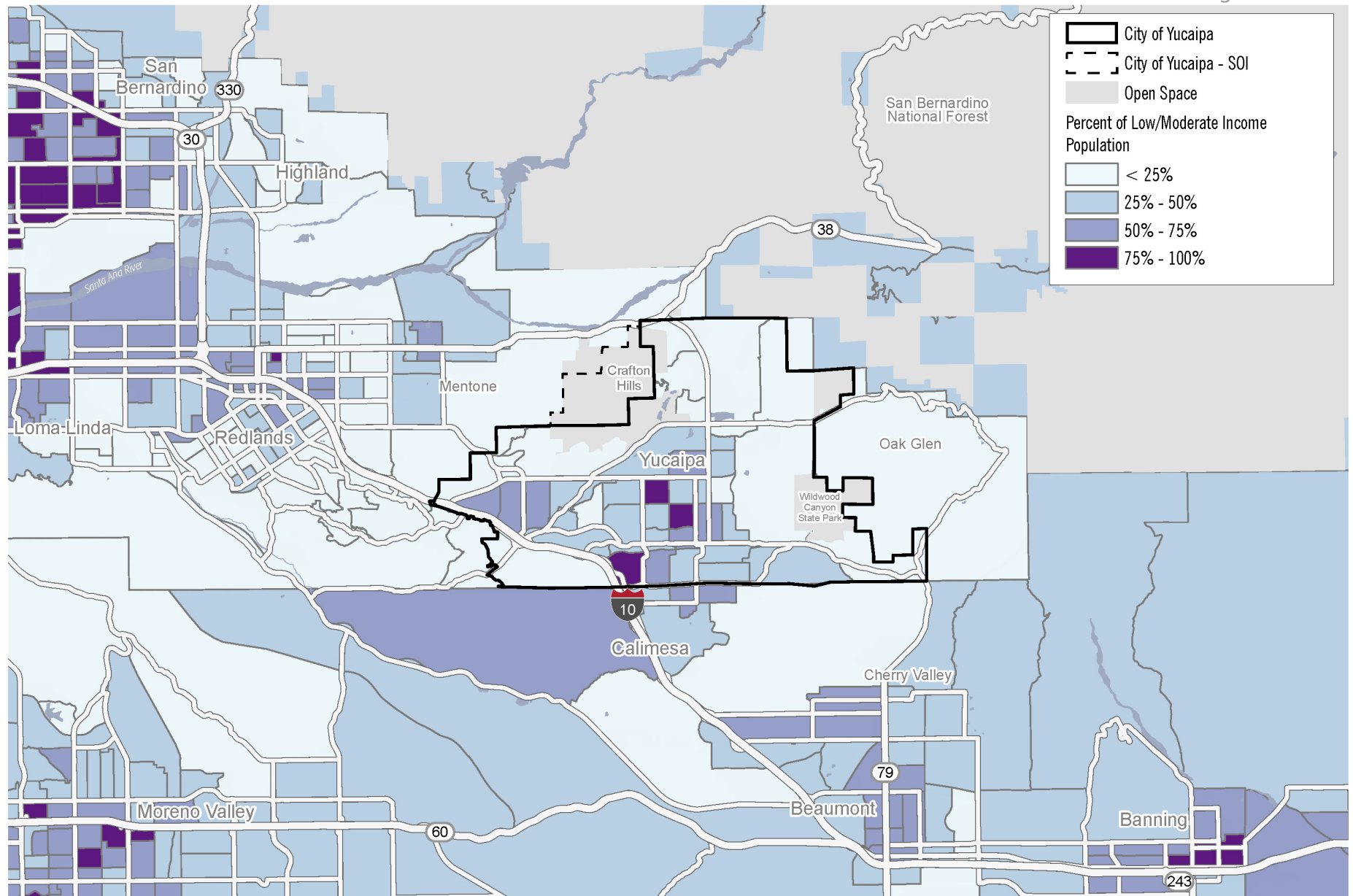
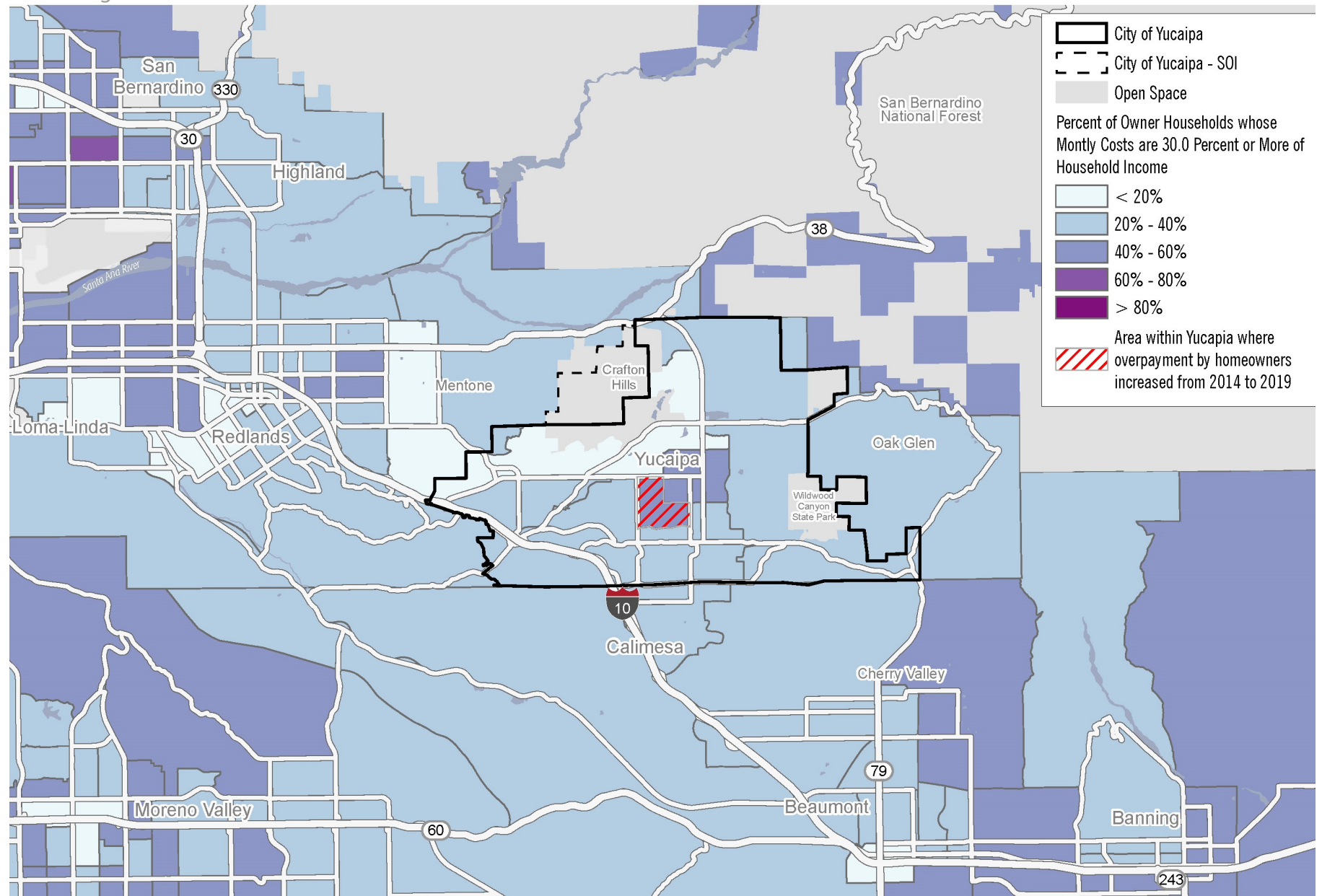


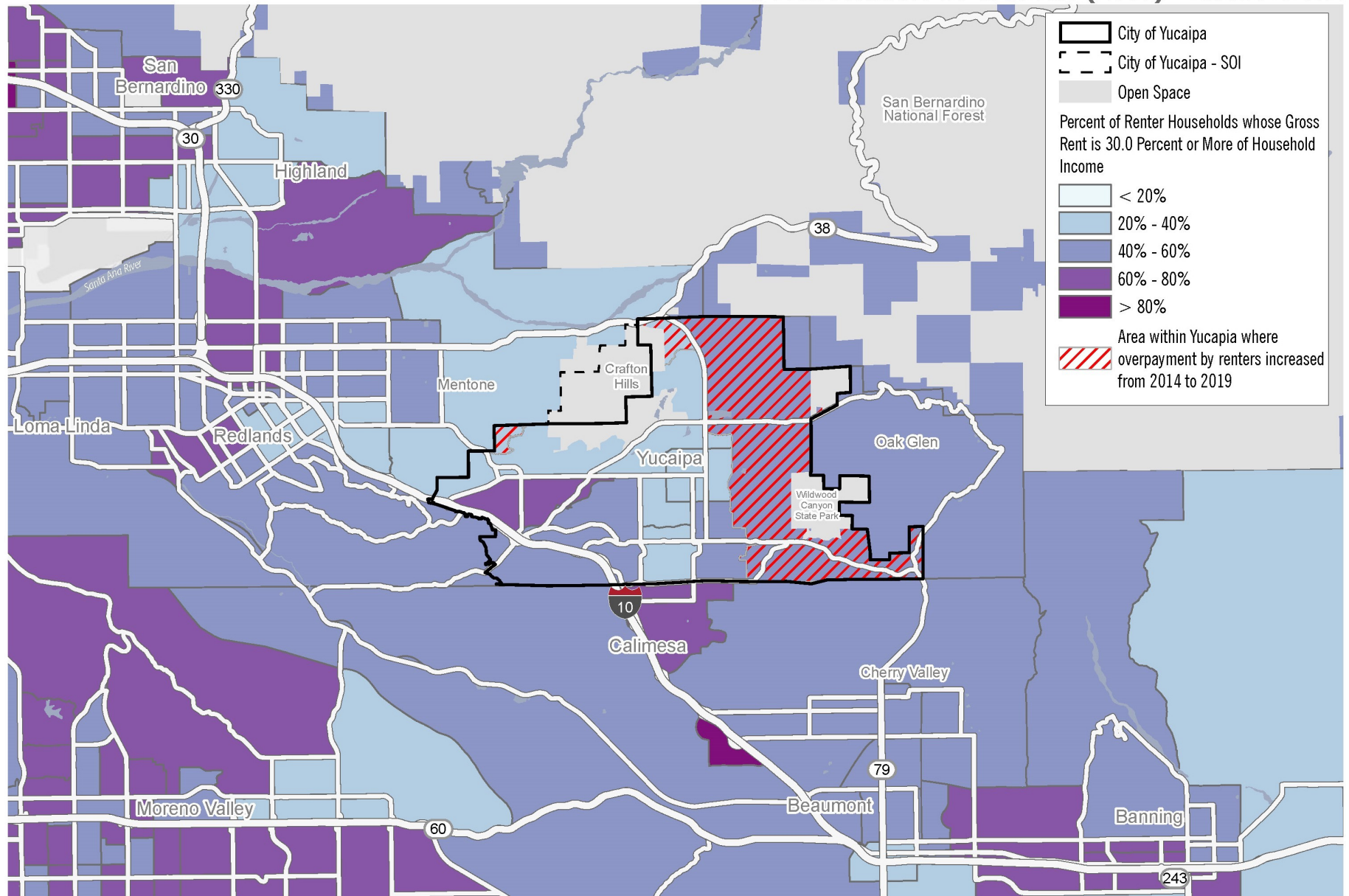
Figure 3-2 Low-Moderate Income Population



#### 4. Housing Resources

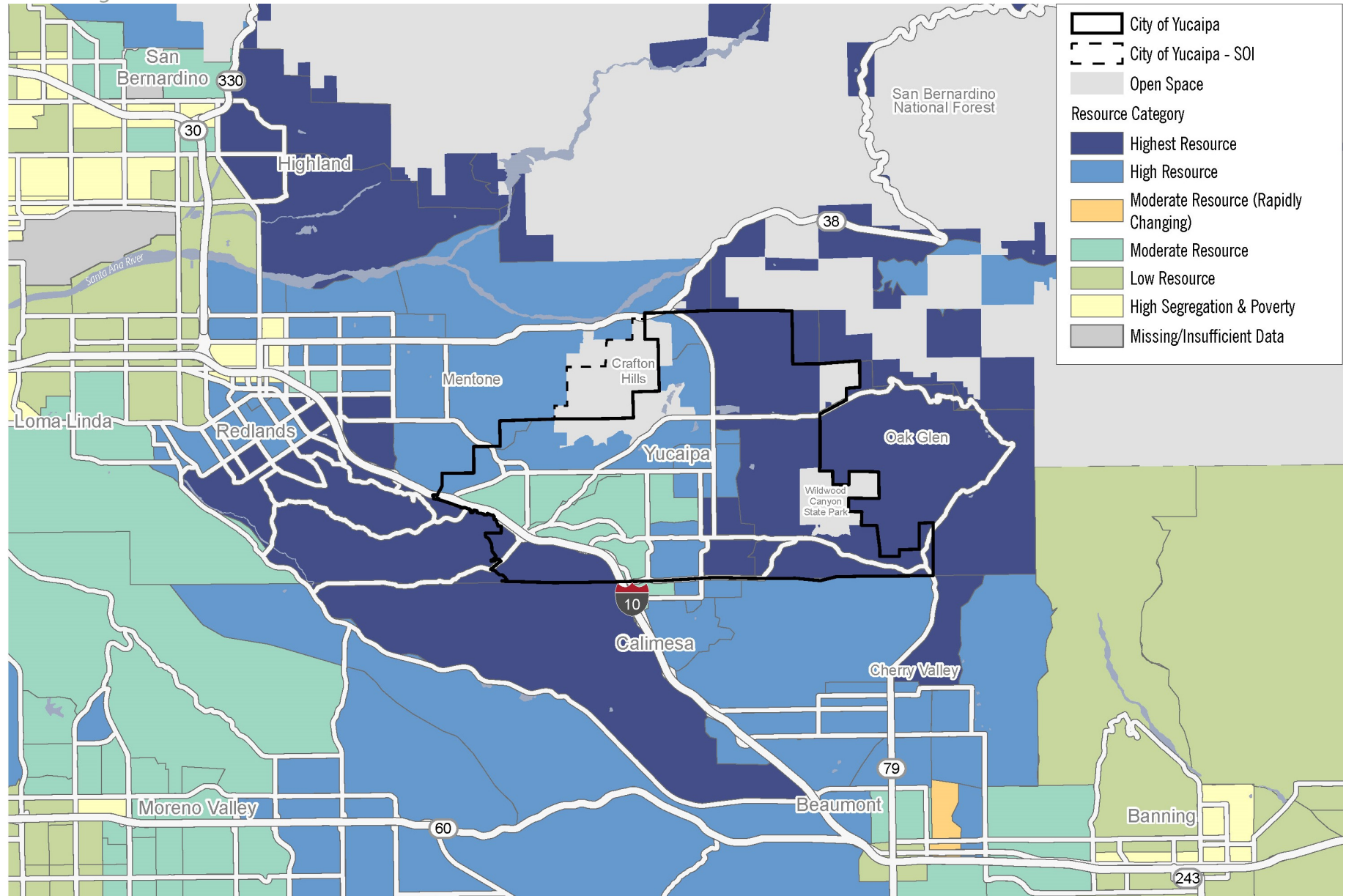


**Figure 3-3 Housing Overpayment, Homeowners**



**Figure 3-4 Housing Overpayment, Renters**

#### 4. Housing Resources



**Figure 3-5 Housing Resource Opportunity Areas**

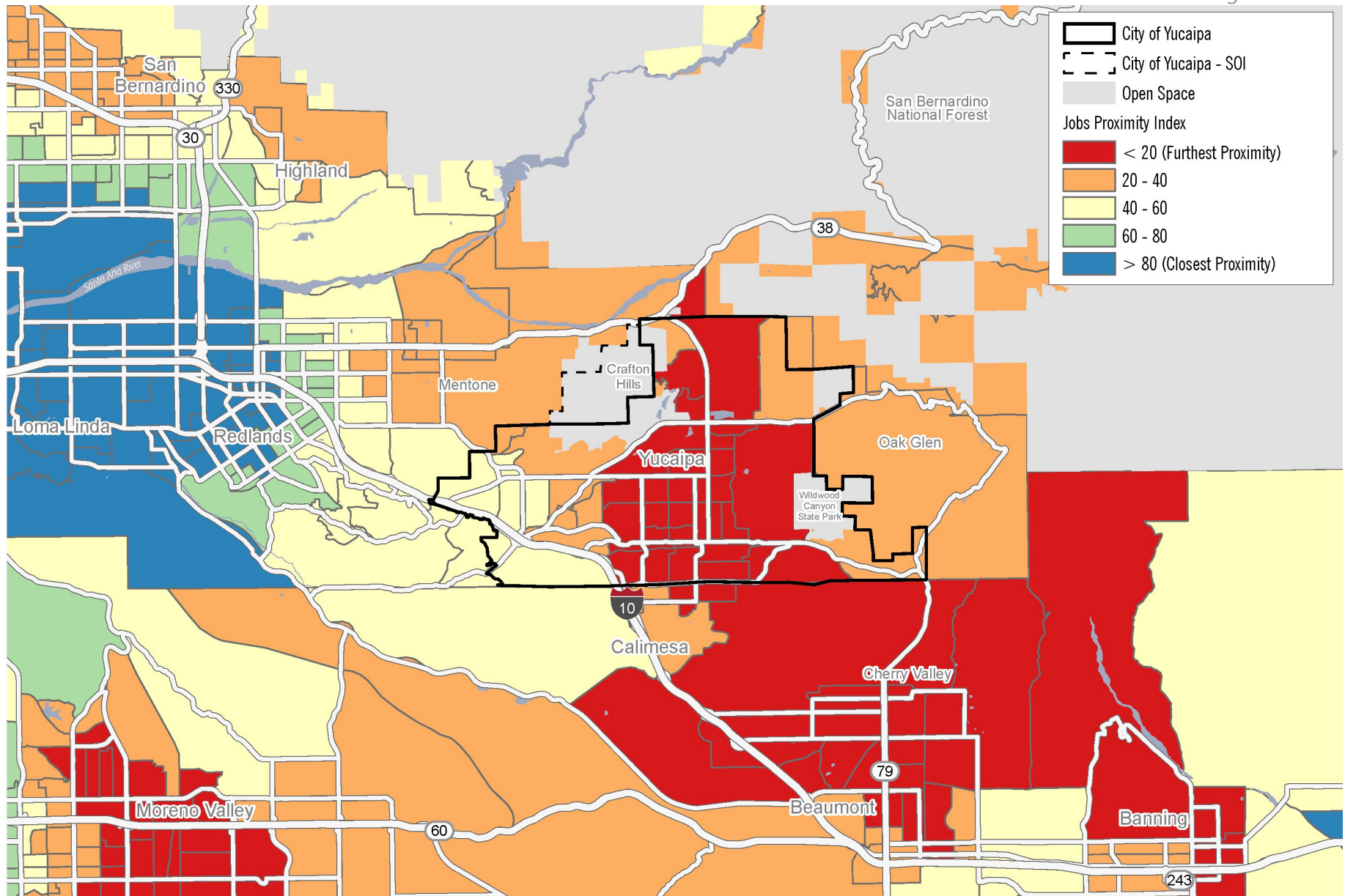
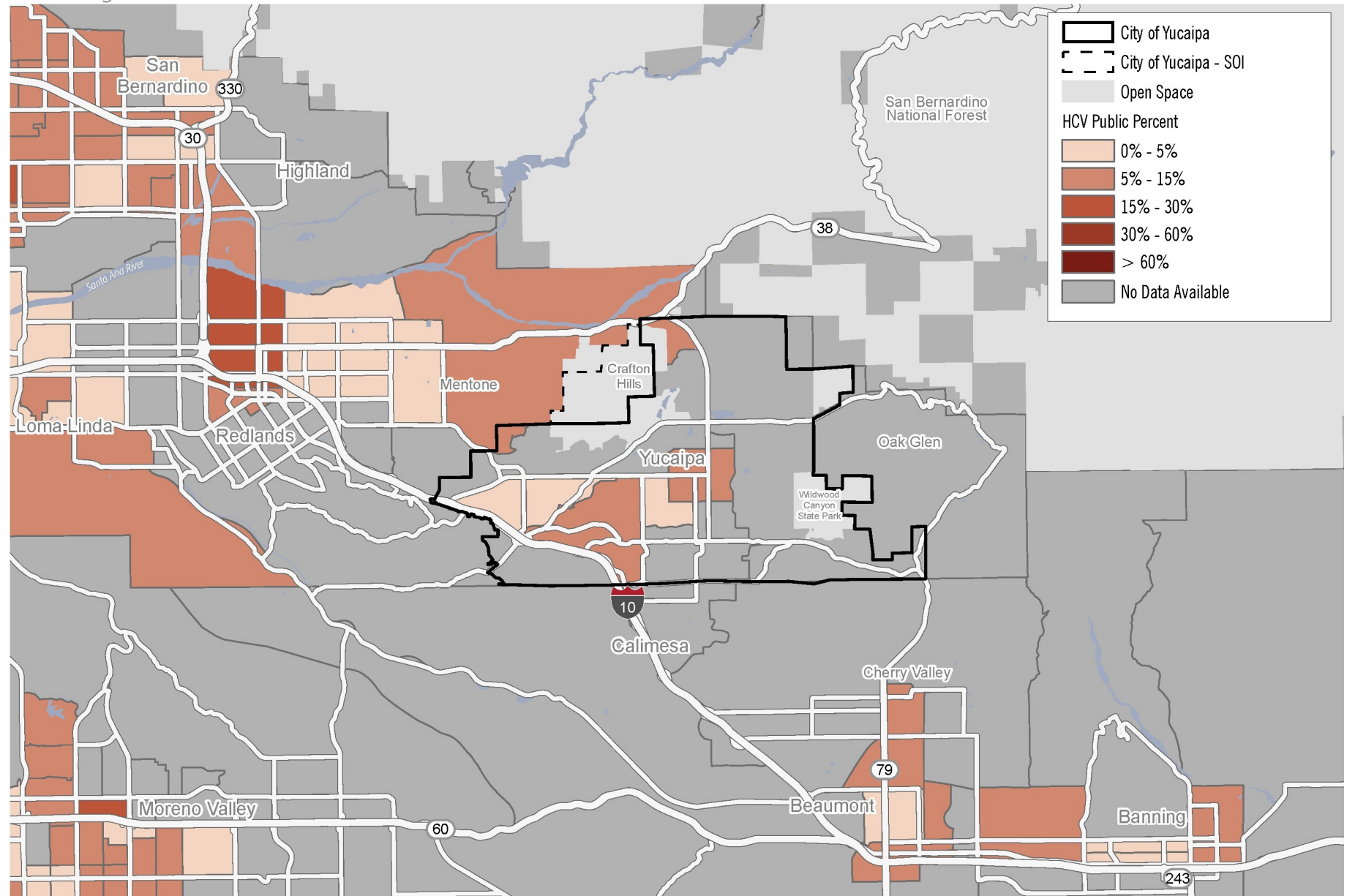


Figure 3-6 Jobs Proximity Index

#### 4. Housing Resources



**Figure 3-7 Prevalence of Housing Choice Voucher Use**

4. Housing Resources

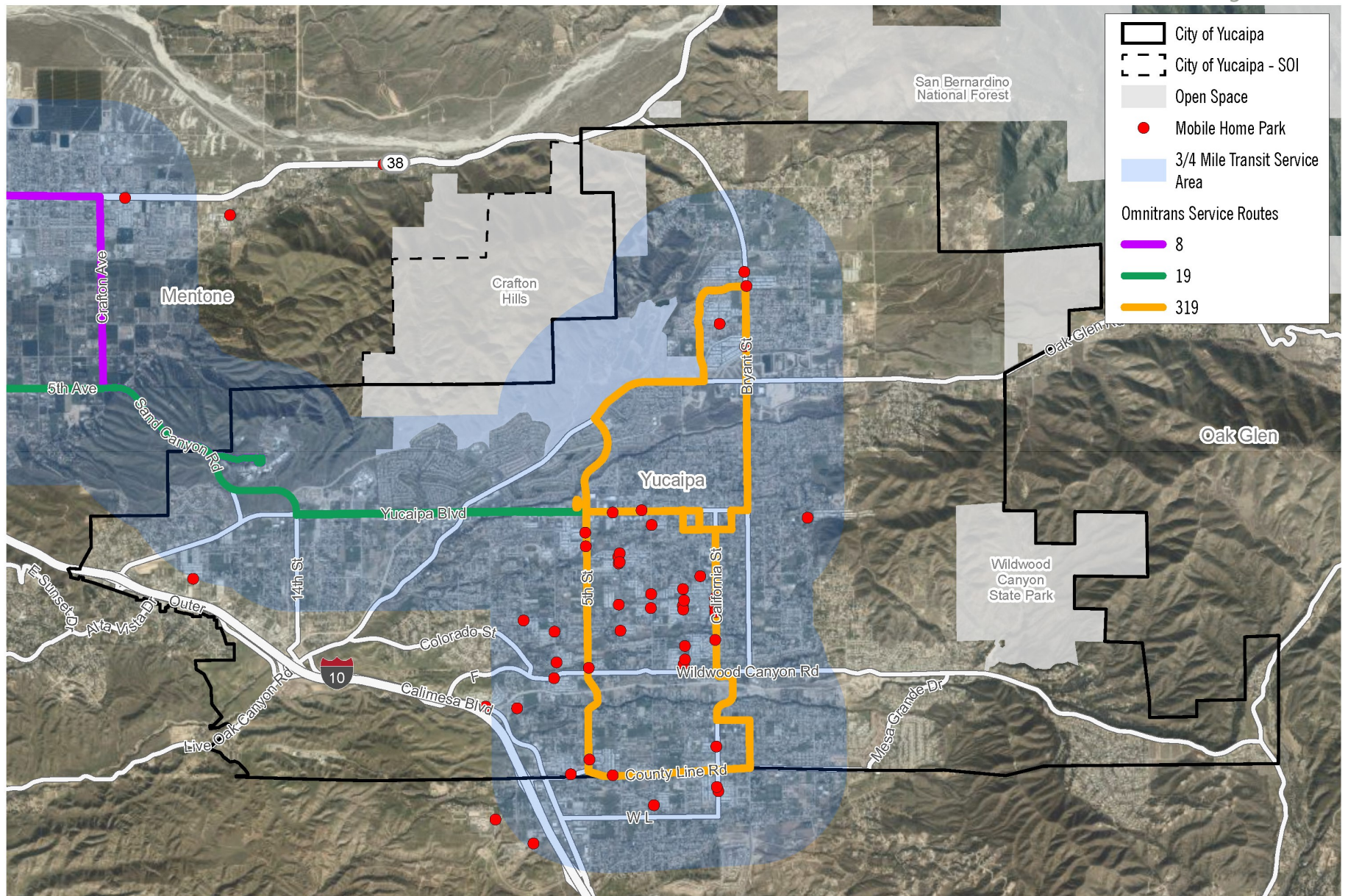
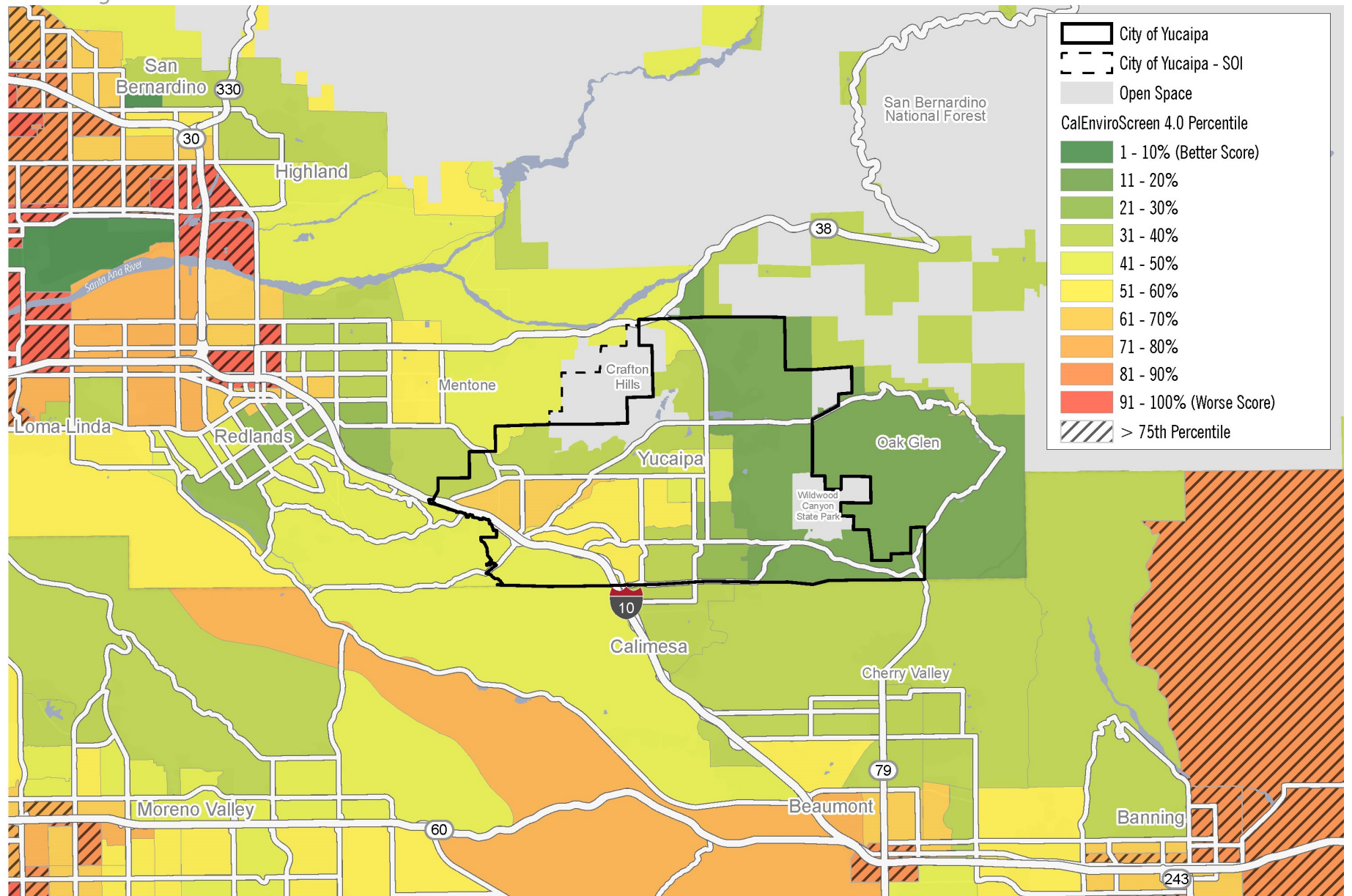


Figure 3-8 Transit Accessibility in Yucaipa

#### 4. Housing Resources



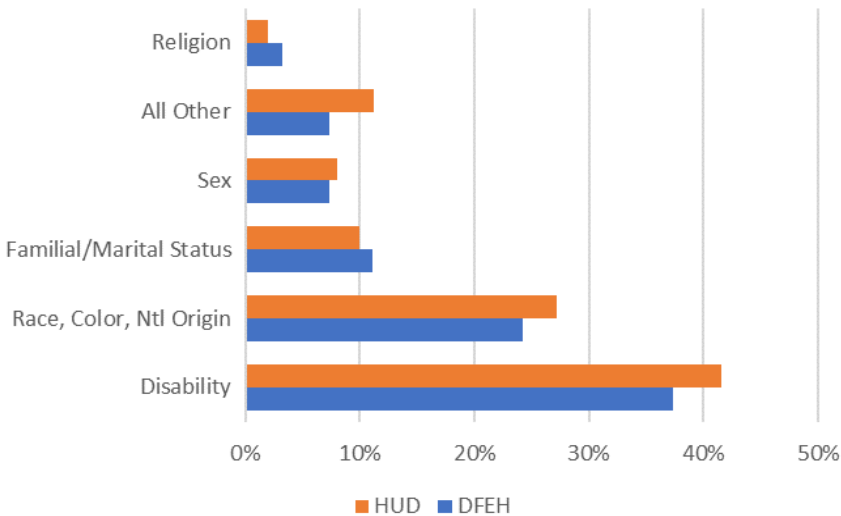
**Figure 3-9 Environmental Assessment**

### 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 3-10** 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 3-10 Housing Discrimination Cases Filed in the County**



## 4. Housing Resources

### **Harassment at School**

Fair housing discrimination cases are often the focus of fair housing studies, but school district surveys also provide insight regarding community biases. The importance of a safe and supportive learning environment is well known. While often not resulting in formal legal action, harassment at local schools 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 may choose to live in a particular neighborhood.

For nearly two decades, the California Department of Education has provided surveys for local schools that would help them understand the students they serve and improve the learning environment in school. For this study, recent years have seen the survey expand to track statistics on harassment and bullying. Table 3-11 details the incidence of harassment at secondary schools in YCJUSD during academic year 2019/2020 and the bases for harassment.

**Table 3-11 School Harassment in Yucaipa**

| Bases for Harassment               | Percent of Students Citing Harassment, 2019/20 |                        |                          |
|------------------------------------|--|------------------------|--------------------------|
|                                    | 7 <sup>th</sup> Graders                        | 9 <sup>th</sup> Grader | 11 <sup>th</sup> 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

Note: Numbers of individual incidents will exceed total percentage of students experiencing harassment because the same student may experience harassment for multiple reasons

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.

School safety remains a concern for students and their families. The City has assigned 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 3-12 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.

## 4. Housing Resources

**Table 3-12 Summary of Fair Housing Issues, Contributing Factors, and Actions**

| Fair Housing Issue   | Priority | Contributing Factors  | Meaningful Actions   |
|--|----------|---|--|
| 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"> <li>• Limited availability of land, density, and zoning for multifamily housing</li> <li>• Due to topography, infrastructure is needed for many areas of the city</li> <li>• Density bonuses (100%) favor senior housing over family housing</li> </ul>                            | <ul style="list-style-type: none"> <li>• City is redesignating land to accommodate its low-moderate RHNA goals</li> <li>• City is making significant investments in creating financing tools to provide infrastructure</li> <li>• City continues to work with county, nonprofits, and for-profits to build affordable housing</li> </ul>   |
| Displacement risk due to housing overpayment   | High     | <ul style="list-style-type: none"> <li>• Ownership and rental housing costs increasing faster than incomes</li> <li>• Seniors and people with disabilities most at risk due to fixed incomes</li> <li>• Shortage of production of new housing of all types to help moderate costs</li> </ul>                          | <ul style="list-style-type: none"> <li>• City will continue to actively promote HCV for rentals and will develop more</li> <li>• Maintain rent stabilization of mobile home parks to protect long-term affordability</li> <li>• City is actively processing and approving the plans for new housing development</li> </ul>   |
| Displacement risk due to poorer housing conditions/ quality, particularly older rental units and aging mobile home parks   | High     | <ul style="list-style-type: none"> <li>• Many mobile home parks are aging, and some have exceeded their useful life</li> <li>• Historical lack of funding available for housing rehabilitation</li> <li>• Building and fire codes have changed, making older homes not be in compliance with current codes</li> </ul> | <ul style="list-style-type: none"> <li>• City is assisting MHP conversion through removal of the DOR and use of by-right permit</li> <li>• City is reaching out to nonprofits like Habitat for Humanity to provide home repairs</li> <li>• Conduct inspections and enforce codes to prevent premature deterioration</li> <li>• Create development approaches to encourage development</li> </ul> |
| 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"> <li>• Dispersal of senior housing and mobile home parks citywide makes it difficult to serve all areas evenly</li> <li>• Transit funding is limited due to lower ridership levels in recent years and difficulty of maintaining all routes</li> </ul>                              | <ul style="list-style-type: none"> <li>• City will use the OmniTrans grant to supplement existing transit services for seniors and people with disabilities</li> <li>• City will work with OmniTrans as part of the short-term transit plan to seek options for expanding services in the future</li> </ul>  |
| Displacement risk and reduced educational achievement outcomes due to a high prevalence of student harassment and bullying at local schools                          | Low      | <ul style="list-style-type: none"> <li>• Harassment is complex issue and reflects school climate, enforcement, education, and student behavior</li> <li>• City is becoming more multicultural in population resulting in greater conflicts and need for appreciation of differences among students</li> </ul>         | <ul style="list-style-type: none"> <li>• 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</li> </ul>  |

## 4. HOUSING RESOURCES

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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 <sup>1</sup> | 30% or less of MFI            | 354                     | 12%                         |
| Very Low <sup>1</sup>      | 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

1. The RHNA only provides a total estimate for the 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 zoned for nonresidential uses (commercial, industrial, etc.) and parcels that were fragments and did not meet the minimum lot size for development.
- Discounted vacant parcels zoned 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 Vacant Sites to Accommodate Remaining RHNA**

| General Plan Land Use Category | Land Use Designations and Acres |              |              |                    |                               |                 |
|--------------------------------|---------------------------------|--------------|--------------|--------------------|-------------------------------|-----------------|
|                                | Specific Zone                   | Nos. Parcels | Vacant Acres | Density Assumption | Housing Capacity <sup>1</sup> | 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 <sup>2</sup>              | LOW             |
|                                | R-24                            | 3            | 19.5         | 20 du/ac           | 390 <sup>2</sup>              | LOW             |
| Total                          |                                 | 408          | 1,557        |                    | 2,304                         |                 |

Source: PlaceWorks, 2020.

Notation:

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. This is the case in Yucaipa as well. The RM zones include both RM-10M and RM 72C, which allow for attached, detached, and/or mixed residential development at a density of 4.2 to 8.7 units per acre, respectively. In the past several years, the City has approved a dozen duplexes, triplexes, quadplexes, and apartments, all of which are affordable to moderate-income households.

Recent development demonstrates the appropriateness of RM zones for multiple-family apartments at moderate-income rents. 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 apartment rents affordable to moderate-income households.

In Yucaipa, condominiums sell for prices affordable to moderate to above moderate-income households. The sales prices for these projects depend 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 and is lower than \$430,000 for a four-bedroom unit—all within the range affordable to moderate-income households.



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

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, and HCD accepted that density as adequate to encourage and facilitate affordable housing for lower-income households. As described below, this density threshold has been successful in facilitating the development of housing affordable to low-income households.

- **Horizons.** Urban Housing Communities, in partnership with the City, built a 76-unit senior project at 12279 3rd Street **in the RM-72C-district**. Rents levels were deed restricted as affordable for very low income households till 2072. The project is funded with \$6.4 million in 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 deferred fees. This project was built on a 4.9-acre site at a density of 16 du/acre.
- **The Villas.** Eagle Development, in partnership with the City, developed a 96-unit senior project at 34232 County Line Road **in the RM-24 district**. Rents are deed restricted as affordable for very low-income households for 55 years. The project is funded by bond proceeds, a developer loan, and \$1 million in City-deferred fees. To facilitate the project, the City modified the required unit size, mix of units, open space, and parking. The Villas received minimal public subsidies yet was built at 26 du/acre.

### Summary Density Thresholds

- Taken together, recent residential development projects show that density is highly correlated with housing affordability. As such, the following density levels are being used as an indication of sites that would be suitable housing affordable at different levels.
- **Lower-income housing.** RM-24 and R-24 provide a density of 20-24 units per acre and are suitable for affordable housing. This threshold is supported by a recently developed project in the RM-24 zone, which received a small density bonus.
- **Moderate-income housing.** RM-10M and RM-72C, which allow for multiple-family development at a density of 4.2–8.7 units per acre are assumed, based on market-rate developments, as offering a density suitable for moderate-income projects built in southern Yucaipa.
- **Above moderate-income housing.** Any RL or RS-zoned property where single-family residential is developed is assumed to be affordable only to above moderate-income households. There may be exceptions in certain areas of the city on a case-by-case basis.



## 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 4-3, 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 that are being 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.
- **Mix of Vacant and Underused Sites.** While the land inventory discussed later includes only purely vacant sites, a significant portion of projects approved in Yucaipa are situated on underused sites. Of the projects identified in Table 4-3 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 within underutilized lots, and have also included the consolidation of several different independent parcels to support a larger-scale project. Because of the City’s larger lots, recycling of uses is feasible.
- **Mix of Housing Locations.** The City has approved proposals for residential development in virtually every area of the community. 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.

**Table 4-3 Residential Projects in the Pipeline**

| ID  | Project Specifics               |                            |        |       |       | Affordability Level |     |     |           |
|-----|---------------------------------|----------------------------|--------|-------|-------|---------------------|-----|-----|-----------|
|     | Project Name                    | Assessor's Parcel Number   | Type   | 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                | 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     | AM    | 0                   | 0   | 0   | 8         |
| 16  | Simmons-3 <sup>rd</sup> Street  | 0319-252-02 & -32          | Apts   | 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* | TTM 20130                       | 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 <sup>th</sup> 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 <sup>th</sup> Street Apts     | 0319-161-24                | Duplex | 16    | 2.4   | 0                   | 0   | 16  | 0         |
| 34  | 5 <sup>th</sup> Street Duplexes | 0319-233-58, 59            | Duplex | 16    | 0.9   | 0                   | 0   | 16  | 0         |
| 35  | 6 <sup>th</sup> Street Duplexes | 0318-164-21                | Duplex | 34    | 2.0   | 0                   | 0   | 34  | 0         |

## 4. Housing Resources

**Table 4-3 Residential Pipeline Projects**

| ID             | Project Name       | Project Specifics   |            |              |            | Affordability Level |           |            |            |
|----------------|--------------------|---------------------|------------|--------------|------------|---------------------|-----------|------------|------------|
|                |                    | 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            | N/A        | 0                   | 0         | 0          | 7          |
| 43             | Dallas Family      | 1242-191-10         | SFR        | 22           | N/A        | 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  |                     | Apt        | 6            | N/A        | 0                   | 6         | 0          | 0          |
| 49             | MBTK-1/PL          | 0319-112-03         | Apt        | 150          | N/A        | 0                   | 0         | 150        | 0          |
| 50             | Bogh Engineering   | 0319-351-02         | Apt        | 32           | N/A        | 0                   | 0         | 32         | 0          |
| 51             | Premium Land       | 0319-121-42         | Apt        | 52           | N/A        | 0                   | 0         | 52         | 0          |
| 52             | Neigh. Improvement | 0319-381-12         | Apt        | 18           | N/A        | 0                   | 0         | 18         | 0          |
| 53             | Levy Affiliated    | 0319-012-40         | Apt        | 32           | N/A        | 0                   | 0         | 32         | 0          |
| 54             | 21-115/TPM         | 0322-452-19         | SFR        | 2            | N/A        | 0                   | 0         | 0          | 2          |
| <b>Summary</b> |                    | <b>All Projects</b> | <b>Mix</b> | <b>1,838</b> | <b>N/A</b> | <b>30</b>           | <b>33</b> | <b>826</b> | <b>949</b> |

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

Taken together, Yucaipa’s 2021-2029 RHNA includes 511 units for the moderate-income allocation and 1,154 units for the above-moderate income allocation (Table 4-1). As shown earlier, pipeline projects alone (Table 4-3) can address the moderate and above-moderate income RHNA, when the surplus moderate income units are credited to above moderate income category. Although these two categories have been fully addressed at this time, it should be noted that the RHNA is a “minimum” housing production goal and the City is still interested in providing housing for all income levels.

The remainder of this chapter will focus on key strategies that the City will undertake to address the 1,201-unit very low- and low-income RHNA, collectively referred to as the lower-income RHNA.

## KEY HOUSING OPPORTUNITY SITES

While the prior section listed residential projects approved for development in Yucaipa, there are additional strategies proposed to address the remaining RHNA for the 2021-2029 Housing Element.

### 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 for senior occupancy. 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.

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 foremost on the willingness of the park owners and the financial benefit of such conversion. Based on recent interest expressed by several Yucaipa park owners, up to two of the seven MHP3-designated sites may be converted between 2021 and 2029, yielding a net 100 new affordable lower-income units. To facilitate this process, the City Council authorized the development of additional incentives to encourage conversion of projects within the MHP3 Overlay that could address the City's low-income share of its 2021-2029 RHNA. The following incentives will be approved as part of the adoption of the 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 applications, increasing from just 4 units in 2019 to 12 units in 2020. During the first quarter of 2021, the City received 12 applications and is on pace to receive 36 applications by year end. Based on past and current trends, the City expects that 250 to 350 ADUs will be built during the Housing Element period of 2021-2029. It should be noted, however, that in addition to the ADU production trends mentioned above, developers for several planned single-family subdivision projects have indicated interest in offering ADUs as a marketing tool for their projects.

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 144 to 204 lower-income ADUs over the Housing Element period. Table 4-4 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 4-4 Accessory Dwelling Unit Projections, 2021-2029**

| Household Income Category  | Definition of Income Category | Range of ADU Estimates |               |
|----------------------------|-------------------------------|------------------------|---------------|
|                            |                               | Current Trend          | Maximum Trend |
| Very Low                   | 0–50% of MFI                  | 57                     | 81            |
| Low                        | 51–80% of MFI                 | 87                     | 123           |
| Moderate                   | 81–120% of MFI                | 87                     | 123           |
| Above Moderate             | above 120% of MFI             | 20                     | 28            |
| ADUs Projected (2021-2029) |                               | 250                    | 350           |
| Total Lower Income         |                               | 144                    | 204           |

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](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 the development of a Transit-Oriented Development encompassing the Crafton Hills College campus and portions of the Dunlap neighborhood. Following adoption and preparation of an overlay, Ordinance No. 350 was developed that would formally 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 also adopting the College Village Overlay District Guidelines.

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. Secondly, the design guidelines would be adopted. Both actions will occur 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 2007/08, the City Council adopted the Freeway Corridor Specific Plan (FCSP) in the southern portion of Yucaipa along Interstate 10. This project was intended to provide regionally significant commercial uses and residential neighborhoods in the single-largest developable area in Yucaipa. Under the current specific plan, up to 2,400 residential units could be developed. Of that total, 40 acres of R-24 designated land could accommodate a minimum of 800 units at densities of 20-24 du/ac. Historically, these sites provided capacity for affordable housing in the 2014-2021 Housing Element.

The FCSP has not been developed to date as the market has 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 supply 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, the City designated an 8.7-acre parcel along the east side of Oak Glen Road, and north of Colorado Street, 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 also 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. Council directed staff to redesignate the City-owned parcel from IN to RM-24, meaning that both of the two sites will be redesignated RM-24.

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.

It is the intent that the LEAP activities will address potential infrastructure constraints and will facilitate the development of these housing sites to address the City’s lower-income targets for the 2021-2029 RHNA. 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 to redesignate this site for housing determined that no environmental issues required mitigation. The smaller site has been sealed to address potential site constraints. Taken together, both sites are anticipated to 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.



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

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 currently permits multiple-family residential uses and mixed uses (five or more units) with the approval of 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 through a qualitative review process. The DOR is approved by the City Council at their discretion. The current DOR has not been as effective as anticipated in encouraging the development of housing, particularly when existing uses must be recycled for housing.

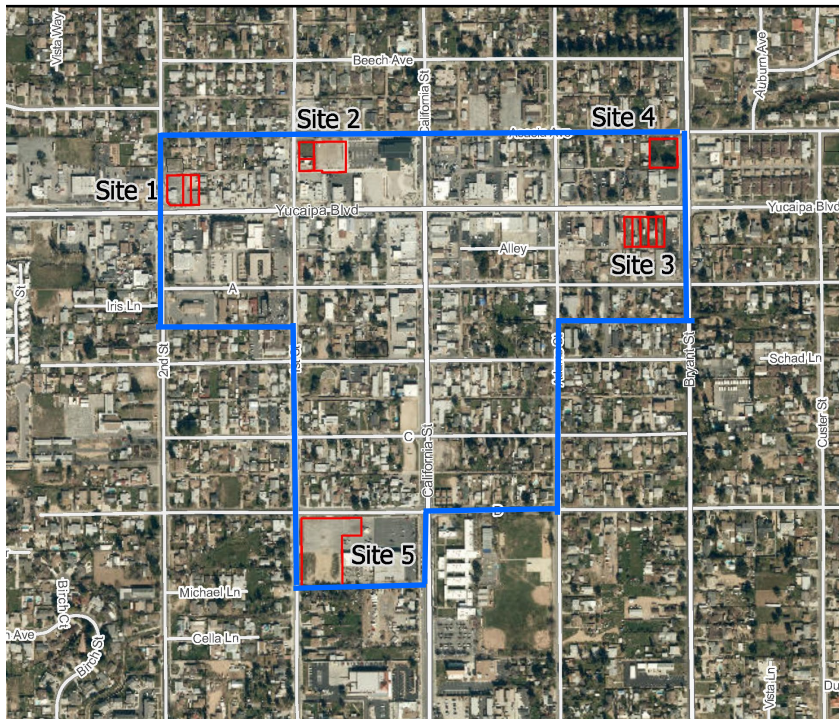
The Uptown SP encompasses one of the older areas of the city and sites tend to be small and may feature existing development, oftentimes highly underutilized. However, affordable housing projects have been successfully built in the Uptown SP area. This included the 45-unit affordable Green Valley Village senior housing project at 34955 Yucaipa Boulevard, which involved the consolidation of several parcels to make the project feasible. The City worked with the Corporation for Better Housing and secured tax credits, HOME funds, and redevelopment set aside funds to finance its development and long-term affordability to lower-income seniors in Yucaipa. This site also offers nonresidential (mixed) uses on the ground floor of the project.



*Yucaipa Performing Arts Center*

Several key areas are candidates for new housing: the underutilized site at the northeast corner of 2nd Street and Yucaipa Boulevard, the southeast corner of 1st Street and Acacia that includes the vacant City-owned area adjacent to the Yucaipa Performing Arts Center, the underutilized and/or legal-nonconforming uses along the southwest corner of Yucaipa Boulevard and Bryant Street, and the vacant lot at the southwest corner of Acacia and Bryant. These five sites encompass 8.86 acres and could, at 20–24 du/ac, accommodate 177 units assuming a density of 20 du/ac. The City anticipates removing the DOR process and allowing residential and mixed uses by right.

The graphic illustrates the location of the Uptown sites proposed for residential and mixed uses. In the five locations, all of the requisite parcels are adjacent to one another, which would allow them to be consolidated into larger housing sites that are conducive for achieving the anticipated densities, product mix, and optimal building form desired for each location.



*Uptown Specific Plan sites*

As mentioned earlier, all of the potential housing sites are deemed feasible for residential and/or mixed-use development. Most of the sites are vacant or shuttered or have a single-family residence that would get wrapped into the new building (e.g., Site 3). Site 3 also has a commercial use on the Bryant Street parcel, but there is interest in reviewing options for more value-added uses. Sites 1 and 5 are for sale, and buyers have expressed interest in residential development. In addition, the City owns several of the parcels, and is interested in consolidating all of the parcels together as an incentive for facilitating and encouraging development of larger residential projects.

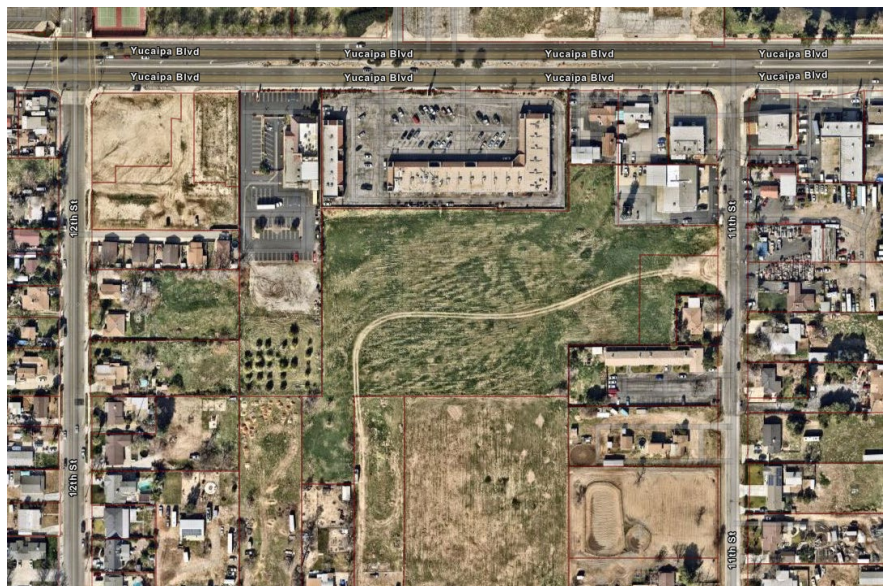
The Housing Plan proposes to update the Specific Plan and provide greater clarity in direction to facilitate the development of housing and mixed uses. In addition, the city is interested in allowing additional incentives with respect to development standards (e.g., such as height, parking, or density as appropriate) to encourage quality housing developments.

## 4. Housing Resources

### **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. 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 vehicle use, and transit can support residential development. For example, the parcel located between 10th Street and 11th Street, directly behind an existing commercial development (Yucaipa Plaza), and the site at the northeast corner of Yucaipa Boulevard and 12th Street/Sand Canyon is an example of a viable location that could accommodate new housing.



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.

Table 4-5 summarizes the City's strategies 3 through 6 for achieving the lower-income RHNA for the 2021-2029 Housing Element. Strategy 1, mobile home conversion is not shown as the location depends on owner interest. Strategy 2, accessory dwelling unit production, is not shown as it is based on development of parcels yet to be determined. For strategies 3 through 6, actions needed to remove potential constraints or facilitate and encourage the development of housing are included in the Housing Plan. Strategy 7 is not shown as it is contingent on the RHNA shortfall as applicable.

**Table 4-5 Summary of Housing Sites**

| Strategy                         | Project Specifics        |       |          |               | Land Uses    |         |              | RHNA Credit |
|----------------------------------|--------------------------|-------|----------|---------------|--------------|---------|--------------|-------------|
|                                  | Assessor's Parcel Number | Owner | Acres    | GPLU - Zoning | 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          | Vacant       | 20      |              | Low         |
| 4. FCSP                          | 030116305                | B     | 7.44     | R-24          | Vacant       | 20      | 190          | Low         |
|                                  | 030116307                | B     | 2.17     | R-24          | Vacant       | 20      |              | Low         |
|                                  | 030120135                | B     | 10.0     | R-24          | Vacant       | 20      | 200          | Low         |
| 5. Oak Glen                      | 031806126                | City  | 5.75 net | IN            | Vacant       | 20      | 115          | Low         |
|                                  | 031806128                | D     | 20.5     | RM-24         | Vacant       | 20      | 410          | Low         |
| 6. USP Site 1                    | 030324312                | E     | 0.14     | CG-USP        | Vacant       | 20      | 11           | Low         |
|                                  | 030324313                | E     | 0.14     | CG-USP        | Vacant       | 20      |              | Low         |
|                                  | 030324314                | E     | 0.27     | CG-USP        | Comm.        | 20      |              | Low         |
| 6. USP Site 2                    | 030325320                | F     | 0.10     | CG-USP        | Comm         | 20      | 43           | Low         |
|                                  | 030325321                | F     | 0.15     | CG-USP        | Vacant       | 20      |              | Low         |
|                                  | 030325338                | City  | 1.917    | CG-USP        | Vacant       | 20      |              | Low         |
| 6. USP Site 3                    | 031906309                | G     | 0.14     | CG-USP        | Comm         | 20      | 19           | Low         |
|                                  | 031906310                | G     | 0.14     | CG-USP        | Comm         | 20      |              | Low         |
|                                  | 031906311                | G     | 0.14     | CG-USP        | Vacant       | 20      |              | Low         |
|                                  | 031906312                | G     | 0.14     | CG-USP        | Comm         | 20      |              | Low         |
|                                  | 031906313                | G     | 0.14     | CG-USP        | Vacant       | 20      |              | Low         |
|                                  | 031906341                | H     | 0.23     | CG-USP        | Comm         | 20      |              | Low         |
| 6. USP Site 4                    | 030327339                | I     | 0.47     | CG-USP        | Comm         | 20      | 9            | Low         |
| 6. USP Site 5                    | 031909223                | J     | 1.91     | CG-USP        | Comm         | 20      | 95           | Low         |
|                                  | 031909225                | K     | 1.01     | CG-USP        | Comm         | 20      |              | Low         |
|                                  | 031909226                | L     | 1.82     | CG-USP        | Vacant       | 20      |              | Low         |
| <b>Summary</b>                   |                          |       |          |               |              |         | <b>1,192</b> | <b>Low</b>  |

Source: City of Yucaipa, 2021

## 4. Housing Resources

### SUMMARY OF RHNA CREDITS

Table 4-6 summarizes the City’s strategy to achieve its 2021-2029 RHNA. It is recognized, however, that these strategies are deemed conservative—the City expects that additional residential and/or mixed-use projects will occur on underutilized sites or along major commercial corridors. The following provides a high-level summary of the City’s RHNA strategies.

- **Above -moderate income.** The City has received a number of proposals for single-family homes throughout the community. Additional capacity for several hundred homes is being processed through tentative tract maps that have not been credited to date toward the RHNA. In either case, there is sufficient capacity to accommodate the above moderate-income housing requirement of the RHNA.
- **Moderate income.** Similar to the above moderate income requirement, 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.
- **Lower income.** Prior sections contained an analysis of the seven 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 and that would also remove any potential constraints to development.

**Table 4-6 Summary of Credits toward the 2021-2029 RHNA**

| Land Use                  | RHNA Affordability Levels |          |                |             |
|---------------------------|---------------------------|----------|----------------|-------------|
|                           | Lower                     | Moderate | Above Moderate | Total       |
| <b>2021-2029 RHNA</b>     | 1,201                     | 511      | 1,154          | 2,866       |
| Project Credits           | 63                        | 826      | 949            | 1,838       |
| Remainder (Deficit)       | -1,138                    | +315     | -205           | 1,028       |
| <b>Strategies</b>         |                           |          |                |             |
| #1. MobileHome Conversion | 100                       | -0-      | -0-            | 100         |
| #2. Accessory Dwellings   | 144                       | 87       | 20             | 250         |
| #3. Crafton Hills College | 100                       | -0-      | -0-            | 100         |
| #4. Freeway Corridor      | 390                       | -0-      | -0-            | 390         |
| #5. Oak Glen/Colorado     | 525                       | -0-      | -0-            | 525         |
| #6. Uptown Specific Plan  | 177                       | -0-      | -0-            | 177         |
| #7. Corridor DOR          | 50-100                    | -0-      | -0-            | 50-100      |
| <b>Total Capacity</b>     | 1,486-1,536               | 87       | 20             | 1,592-1,642 |
| <b>Balance/Buffer</b>     | RHNA Met                  | RHNA Met | RHNA Met       | RHNA Met    |

Source: City of Yucaipa, 2021

## 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 jurisdictions 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 throughout the county, including three affordable housing projects currently funded in Yucaipa.
- **SCIP Program.** The City participates in the Statewide Community Infrastructure Program (SCIP), 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 financed 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. The County Housing Authority 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 the prevention or elimination of slums or blight, or meet other urgent needs. Eligible activities include property acquisition, rehabilitation, preservation, economic development, 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.

## 4. Housing Resources

### ADMINISTRATIVE RESOURCES

Housing partners that work with the City in building and/or managing the production, preservation, and maintenance of affordable housing include the following.

- **San Bernardino County Housing Authority.** The Housing Authority 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 communities.

## 5. PROGRAM EVALUATION

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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 zoned 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 completed a revision of the 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 |
| <b>Goals</b>                |                                |     |          |       |
| Construction <sup>1</sup>   | 376                            | 261 | 299      | 669   |
| Rehabilitation <sup>2</sup> | N/A                            | N/A | N/A      | N/A   |
| Preservation <sup>3</sup>   | 786                            |     | --       | --    |
| <b>Progress</b>             |                                |     |          |       |
| Construction                | 61                             | 226 | 41       | 319   |
| Rehabilitation              | N/A                            | N/A | N/A      | N/A   |
| Preservation                | 786                            |     | N/A      | N/A   |

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

Note: N/A=not available.

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

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

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.

## B. 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 accessible online. One 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 surveys were provided on the City's website and posted through the City's social media platforms including Facebook, Instagram, and Nextdoor. Press releases were also made to discuss the Housing Element and encourage community participation. All the surveys had introductory list of questions intended to understand the details of the participants, include percentage of homeowners, age of the residents, and household size details—these responses generally mirrored the community's census profile, and provide an accurate cross-section of the community and their needs.

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 was needed in the City, and there was also support for other housing products (e.g., apartments, townhomes, and accessory dwellings) to be built. In fact, half of the respondents that own homes indicated some interest in developing ADUs. However, 15% of respondents said that they 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 was providing housing for first-time buyers and ensuring neighborhood preservation.

The second survey was posted 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% of respondents that the cost is not a factor that is actually 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 available housing. Respondents were also asked if they had considered purchasing a single-family home, with half the respondents noting in the affirmative, but that the current costs, along with their available credit, were the primary limiting factor.

These survey results were folded into the Assessment of Fair Housing, the goals and policies to meet these identified unmet housing needs, and the final strategies proposed to help achieve the City's 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<br>Responsibility  | Progress and Evaluation   |
| Program 1<br>Code Enforcement           | Continue to implement code enforcement activities to ensure compliance with City codes and maintain the quality of life in Yucaipa                  | <b>Funding Source</b><br>General funds<br><br><b>Responsible Party</b><br>Yucaipa (CDD) | <ul style="list-style-type: none"> <li>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.</li> <li>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.</li> <li>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.</li> </ul>   |
| Program 2<br>Building Inspections       | Continue to review plans, issue permits, and conduct inspections to ensure the safe construction of buildings.                                      | <b>Funding Source</b><br>General funds<br><br><b>Responsible Party</b><br>Yucaipa CDD   | <ul style="list-style-type: none"> <li>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.</li> <li>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.</li> <li>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.</li> </ul>  |
| Program 3<br>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. | <b>Funding Source</b><br>General funds<br><br><b>Responsible Party</b><br>Yucaipa CDD   | <ul style="list-style-type: none"> <li>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.</li> <li>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.</li> <li>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.</li> </ul>  |
| Program 4<br>Multifamily housing repair | Seek funds to encourage the repair, maintenance, and rehab of multiple-family housing when NOFAs are available.                                     | <b>Funding Source</b><br>General funds<br><br><b>Responsible Party</b><br>Yucaipa CDD   | <ul style="list-style-type: none"> <li>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.</li> <li>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.</li> <li>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.</li> <li>Program has been dormant due to lack of funding. The program will continue for the 2021-2029 Housing Element.</li> </ul> |

## 5. Program Evaluation

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

| Programs  | Program Specifics  |   | Implementation Actions and Progress   |
|---|--|---|---|
|   | Objective  | Funding Source<br>Responsibility  | Progress and Evaluation   |
| Program 5<br>Crime Free<br>Multifamily<br>Housing | Continue implementation as a precondition for receiving a business license to operate  | <b>Funding Source</b><br>General funds<br><br><b>Responsible Party</b><br>Yucaipa CDD | <ul style="list-style-type: none"> <li>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.</li> <li>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.</li> <li>Because of the effectiveness of the program in improving quality of life, the program will continue for the 2021-2029 Housing Element.</li> </ul> |
| Program 6<br>Mobile Home<br>Preservation          | Regulate rents as allowed under state law; administer the Overlay District; consider reuse options for dilapidated MHPs.                 | <b>Funding Source</b><br>General funds<br><br><b>Responsible Party</b><br>Yucaipa CDD | <ul style="list-style-type: none"> <li>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.</li> <li>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.</li> <li>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</li> </ul>  |
| Program 7<br>Uptown Specific<br>Plan              | Provide opportunities for infill housing; facilitate 50 new units. Amend specific plan to increase density to 24 du/ac where appropriate | <b>Funding Source</b><br>General funds<br><br><b>Responsible Party</b><br>Yucaipa CDD | <ul style="list-style-type: none"> <li>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.</li> <li>No residential developments have been proposed in the downtown though interest remains for development opportunities that might present themselves to builders.</li> <li>The City expects continued developer interest in Uptown; program will continue for the 2021-2029 Housing Element with amendments.</li> </ul>  |
| Program 8<br>Freeway<br>Corridor Specific<br>Plan | Implement specific plan and work with property owners to encourage the development of property   | <b>Funding Source</b><br>General funds<br><br><b>Responsible Party</b><br>Yucaipa CDD | <ul style="list-style-type: none"> <li>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.</li> <li>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.</li> <li>As this represents the largest remaining undeveloped tract of land, this program will continue for the 2021-2029 Housing Element.</li> </ul>  |
| Program 9<br>Housing<br>Incentives                | Implement and monitor density bonus program. Encourage noncity utilities to provide financial incentives for affordable housing.         | <b>Funding Source</b><br>General funds<br><br><b>Responsible Party</b><br>Yucaipa CDD | <ul style="list-style-type: none"> <li>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.</li> <li>Other regulatory housing incentives have also been provided to market rate developers to encourage and facilitate new residential development in the community.</li> <li>This program will continue for the 2021-2029 Housing Element.</li> </ul>   |

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

| Programs   | Program Specifics  |  | Implementation Actions and Progress   |
|--|--|--|---|
|  | Objective  | Funding Source<br>Responsibility   | Progress and Evaluation   |
| Program 10<br>Minor Variance                           | Continue to use the minor variance process to modify height, setback, open space, parking, or other development standards as appropriate.            | <b>Funding Source</b><br>General funds<br><b>Responsible Party</b><br>Yucaipa CDD          | <ul style="list-style-type: none"> <li>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.</li> <li>Program will continue for the 2021-2029 Housing Element.</li> </ul>   |
| Program 11<br>Governmental<br>Constraints              | Revise definitions for social care facilities, farm labor quarters, and other uses consistent with state law by 2016.                                | <b>Funding Source</b><br>General funds<br><b>Responsible Party</b><br>Yucaipa CDD          | <ul style="list-style-type: none"> <li>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.</li> <li>Given further changes to state law that may occur, program will continue for the 2021-2029 Housing Element.</li> </ul> |
| Program 12<br>Design<br>Standards                      | Consider development and adoption of design standards for single-family units that are feasible, not cost prohibitive, and add property value.       | <b>Funding Source</b><br>General funds<br><b>Responsible Party</b><br>Yucaipa CDD          | <ul style="list-style-type: none"> <li>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.</li> <li>Given changes to state law with respect to objective development and design standards, this program will continue for the 2021-2029 Housing Element.</li> </ul>  |
| Program 13<br>Planned<br>Developments                  | Offer planned development permit process, where appropriate, to facilitate residential projects that further City goals.                             | <b>Funding Source</b><br>General funds<br><b>Responsible Party</b><br>Yucaipa CDD          | <ul style="list-style-type: none"> <li>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.</li> <li>Given the flexibility offered by the PD, this program will continue for the 2021-2029 Housing Element.</li> </ul>  |
| Program 14<br>Assistance to<br>Lower-Income<br>Housing | Offer density bonuses, expedited permitting, and financial and regulatory incentives for affordable housing, including extremely low-income housing. | <b>Funding Source</b><br>General funds<br><b>Responsible Party</b><br>Yucaipa CDD          | <ul style="list-style-type: none"> <li>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.</li> <li>Given its importance to affordable housing, this program will continue for the 2021-2029 Housing Element.</li> </ul>   |
| Program 15<br>Energy<br>Conservation                   | Require adherence to the Green Building Code and other cost-effective practices to reduce GHG emissions and responsibly conserve resources.          | <b>Funding Source</b><br>General funds<br><b>Responsible Party</b><br>Yucaipa CDD          | <ul style="list-style-type: none"> <li>In 2019, the City adopted Ordinance No. 381 updating the CBC, including the Green Building Code. Implementation is ongoing.</li> <li>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.</li> <li>Program will continue for the 2021-2029 Housing Element.</li> </ul>  |
| Program 17<br>Rental Housing<br>Assistance             | Seek opportunities and funds to help nonprofit organizations acquire, improve, and deed restrict mobile home parks.                                  | <b>Funding Source</b><br>Federal vouchers<br><b>Responsible Party</b><br>Housing Authority | <ul style="list-style-type: none"> <li>Ongoing. The voucher program is administered by the County Housing Authority. The City promotes the program by placing flyers in City Hall.</li> <li>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.</li> <li>Program will continue for the 2021-2029 Housing Element.</li> </ul>  |

## 5. Program Evaluation

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

| Programs  | Program Specifics  |  | Implementation Actions and Progress   |
|---|--|--|---|
|   | Objective  | Funding Source<br>Responsibility   | Progress and Evaluation   |
| Program 18<br>Homeowner<br>Assistance                   | Seek additional funding sources to restore program to fund the repair, maintenance, and rehabilitation of single-family homes.                   | <b>Funding Source</b><br>General funds<br><br><b>Responsible Party</b><br>Yucaipa CDD                    | <ul style="list-style-type: none"> <li>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.</li> <li>Program will continue for the 2021-2029 Housing Element.</li> </ul>  |
| Program 19<br>Housing at Risk<br>of Conversion          | Monitor affordable housing and work with owners to facilitate and encourage preservation.  | <b>Funding Source</b><br>General funds<br><br><b>Responsible Party</b><br>Yucaipa CDD                    | <ul style="list-style-type: none"> <li>None of the City's projects are at risk of conversion so program efforts have largely been related to monitoring activities.</li> <li>Program will continue for the 2021-2029 Housing Element.</li> </ul>  |
| Program 20<br>Reasonable<br>Accommodatio<br>n           | Process reasonable accommodations as situations arise.   | <b>Funding Source</b><br>General funds<br><br><b>Responsible Party</b><br>Yucaipa CDD                    | <ul style="list-style-type: none"> <li>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.</li> <li>Program will continue for the 2021-2029 Housing Element.</li> </ul>   |
| Program 21<br>Emergency<br>Shelters                     | Participate in the County's continuum of care programs. Convene a City Council ad hoc group to address homelessness.                             | <b>Funding Source</b><br>City, County, and<br>state funds<br><br><b>Responsible Party</b><br>Yucaipa CDD | <ul style="list-style-type: none"> <li>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.</li> <li>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.</li> <li>Program will continue for the 2021-2029 Housing Element.</li> </ul> |
| Program 22<br>Transitional and<br>Supportive<br>Housing | Amend municipal code to allow transitional and permanent supportive housing in all land use districts per state law.                             | <b>Funding Source</b><br>General funds<br><br><b>Responsible Party</b><br>Yucaipa CDD                    | <ul style="list-style-type: none"> <li>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.</li> <li>Given further changes to state law that may occur, program will continue for the 2021-2029 Housing Element.</li> </ul>   |
| Program 23<br>Environmental<br>Regulations              | Continue to implement overlay designations and hillside preservation ordinance.  | <b>Funding Source</b><br>General funds<br><br><b>Responsible Party</b><br>Yucaipa CDD                    | <ul style="list-style-type: none"> <li>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.</li> <li>Program will continue for the 2021-2029 Housing Element.</li> </ul>   |
| Program 24<br>Fair Housing                              | Continue to provide referrals and informational brochures regarding fair housing. Also, amend municipal codes to eliminate potential constraint. | <b>Funding Source</b><br>General funds<br><br><b>Responsible Party</b><br>Yucaipa CDD                    | <ul style="list-style-type: none"> <li>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.</li> <li>Program continues to be implemented and will continue for the 2021-2029 Housing Element.</li> </ul>  |
| Program 25<br>College Overlay<br>District               | Complete overlay district for the College Village; consider opportunities for housing  | <b>Funding Source</b><br>General funds<br><br><b>Responsible Party</b><br>Yucaipa CDD                    | <ul style="list-style-type: none"> <li>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.</li> <li>Program continues to be implemented and will continue for the 2021-2029 Housing Element.</li> </ul>   |

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

# 6. HOUSING PLAN

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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

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

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#### 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

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**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.**

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### 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

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**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.**

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#### **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

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

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### 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

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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.

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### 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 are organized by goal topic. Table 6-1 provides a summary of the objectives, timeframes, and other implementation measures.

### Goal HN-1: Housing and Neighborhood Improvement

#### 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 program addresses overgrown vegetation, substandard buildings, accumulation of debris and vehicles, yard sales, graffiti, stormwater drainage, green pools, unpermitted construction, land use violations, chicken operations, and other health and safety codes. City officers work with residents and businesses to remedy code violations in a timely manner.

**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 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. In accordance with the California Department of Housing and Community Development, these inspections focus primarily on serious code violations.

**Objective:** Inspect mobile home parks every seven years and other multiple-family projects at the request of potential buyers.

#### 3. Single-Family Home Repair

Maintaining the quality of single-family residences prevents blight and maintains property values. As a member of the county CDBG consortium, the City has historically offered funds to repair single-family homes. A residential façade improvement program is also available for qualified homeowners. Both programs were significantly curtailed due to CDBG cutbacks, effectively eliminating this program. Until funding is restored or an alternative to redevelopment financing is developed, the City will seek funding opportunities. This may include working with Habitat for Humanity or other nonprofit organizations to secure funding for single-family home programs.

**Objective:** Seek funding to restore the housing program for the repair, maintenance, and rehabilitation of single-family homes.

### 4. Multiple-Family Housing Repair

Historically, the City participated in the county's Multifamily Residential Rental Housing Revenue Bond Program that provides funding for new construction, acquisition, and/or rehabilitation of multifamily housing. To qualify for funding, a specified number of units are required to remain affordable to eligible, low-income households for a specified number of years. In past years, the grant focused on existing projects. The County is now concentrating its efforts on the construction of new projects or the rehabilitation and deed restriction of existing projects, and so funding is no longer available. Similarly, state funds are typically unavailable for the rehabilitation of apartments. Nonetheless, the City will continue to seek funds to restart this 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

Yucaipa recognizes that providing housing safe from crime and blight protects the health, safety, and welfare of all residents. 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 through community partnerships and pro-active steps to improve the quality of life for our community. All applicable 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 the property owner/manager to evict people engaged in criminal activity. This program continues to maintain the quality of life in Yucaipa.

**Objective:** Continue implementation of the program as a precondition for receiving a business license for the operation of multiple-family rental properties and for mobile home parks in the city. Consider crime prevention through environmental design elements for new projects and existing developments.

### 6. Capital Improvements

The City implements neighborhood and citywide infrastructure projects as part of its overall 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. This process helps the City maintain the quality of its operating infrastructure, address and prevent the accumulation of deferred maintenance, and wisely expend resources.

**Objective:** Annually prepare and implement the CIP to improve community infrastructure in neighborhoods that maintain the quality of neighborhoods.

## Goal HN-2: Housing Sites Programs

### 7. Land Inventory

This Housing Element provides an inventory of vacant and underutilized sites to accommodate the city's share of the 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 residential sites become insufficient for the RHNA or strategies are not completed in a prescribed timeframe (e.g., MHP conversion, ADU production, etc.), adjust the Yucaipa Corridor DOR within 180 days to ensure sufficient sites are available. See Program 13 for more specifics regarding the Corridor Development Opportunity Reserve.

**Objective:** Maintain land inventory for the RHNA, periodically review for compliance with no-net-loss requirements, and make amendments as needed in the Corridor Development Opportunity Reserve (DOR) to ensure that sufficient sites are available per SB 166. Make list of available sites online to market the sites to prospective developers.

### 8. Mobile Home Park Conversion

The City of Yucaipa 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. Ordinance 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, 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 package of incentives (density, by-right permitting, phasing out the DOR, and others) to facilitate and encourage the reuse of mobile homes in the MHP3 Overlay.

### 9. Accessory Dwelling Units

As is the case with many cities across California, Yucaipa has seen a threefold increase in (J)/ADU production over the past year, particularly in communities where land is available for such units. In 2019, the City adopted Ordinance 1813 to make 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. Yucaipa is currently permitting 30 ADUs annually and expects 250 ADUs will be permitted from 2021 to 2029.

**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.



### 10. Uptown Specific Plan

The Uptown Business District Specific Plan encompasses 16 city blocks of neighborhood-serving businesses and many older homes on smaller-size lots. 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 DOR provision allows an increased density up to 24 du/ac. Additional incentives are offered through a development reserve. The City has been successful in attracting a new senior project, completing street improvements, and installing pedestrian amenities within the plan area.

**Objective:** 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.

### 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 Enhanced Infrastructure Financing District to reduce the costs of improving necessary infrastructure.

**Objective:** Revise and implement the Freeway Corridor Specific Plan to facilitate the development of housing that can meet market demand, work with property owners to encourage the development of the property and develop an EIFD to encourage and facilitate the FCSP development.

### 12. 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. The plan envisions a mix of single-family, multiple-family, and mixed uses in a campus setting with more than 400 units permitted. 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 processed under the RM-24 standards to encourage development of affordable low-income housing.

**Objective:** Formally adopt Overlay District and 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.

### 13. 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. 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. A DOR would be established initially at 250 units but would vary based on progress achieved in the sites inventory.

**Objective:** Formally adopt a Corridor DOR along Yucaipa Boulevard on CG-designated parcels between 2<sup>nd</sup> and 14<sup>th</sup> 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.

### Goal HN-3: Housing Design Programs

#### 14. 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 exceptional amenities for family-oriented affordable housing projects.

#### 15. Minor Variance Program

The minor variance program is a tool intended to ensure that any property, because of special circumstances (e.g., 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. General items to be included in the minor variance program include: (1) up to 20 percent of minimum floor width of single residential design; (2) up to 30 percent of parking requirements, not to exceed two spaces; (3) 30 to 40

## 6. Housing Plan

percent of front, side, and rear yard setbacks subject to conditions; and (4) up to 50 percent of maximum gross floor area standards.

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

### 16. Expedited Processing

Consistent with SB 330, housing projects for which a preliminary application is submitted that complies with general plan and zoning standards are 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 percent after the preliminary application is submitted. The 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 the information needed to review a project, streamline the review process, and further communication between applicants and City departments.

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

### 17. 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.

### 18. 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. This tool has been used to facilitate the Chapman Heights project and will be used to for the revision of the Freeway Corridor Specific Plan as well.

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

### 19. Smaller Lot Subdivision

With the increase in housing prices statewide and regionally, 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 residential products; support contextually appropriate development given the variety of infill settings in Yucaipa; and allow for fee-simple housing production. The goal is to stimulate new housing production other than solely relying on traditional single-family homes or more complex condominium projects.

**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.

## Goal HN-4: Housing Assistance

### 20. Mobile Home Preservation

The City of Yucaipa is unique for its larger mobile home park communities; there are 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. Yucaipa also 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.

### 21. Housing at Risk of Conversion

Yucaipa has 300 units of senior and family affordable apartments and 310 mobile home units that receive public assistance in return for long-term affordability covenants. Presently, none are at risk of conversion through 2021 because: (1) the projects are owned by nonprofits or the housing authority, who have not expressed an intent to convert the projects, and (2) the residential projects have long-term deed restrictions guaranteeing

## 6. Housing Plan

affordability. Although none are at risk, the City will continue to monitor projects to determine whether assistance can be provided. One example is where the City worked with ICFA to issue mortgage revenue bonds to secure funding for capital improvements in mobile home parks.

**Objective:** Monitor the affordable housing stock and work with owners to facilitate and encourage maintenance and rehabilitation.

### 22. 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. Looking forward, the City will also be initiating a new rental assistance program using federal funding through the County Consortium 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.

### 23. Assistance to Lower-Income Housing

Yucaipa offers incentives to facilitate affordable housing. The City offers a range of regulatory and financial incentives (e.g., density bonus, minor modification, and fee deferrals) for affordable housing projects. The City seeks grant funding, such as the MHSA program used for senior housing, to finance affordable housing for extremely low- and very low-income seniors. To assist in facilitating the development of affordable housing, the City makes provision to allow certain fees to be deferred until occupancy or paid through the SCIP program, making it more feasible for developers to obtain housing loans. These tools encourage the construction of housing affordable to extremely low, very low, and lower-income households.

**Objective:** Offer density bonuses, expedited permitting, and financial and regulatory incentives for affordable housing to extremely low-, very low-, and low-income households in Yucaipa.

### 24. 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.

## 25. 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.

## Goal HN-5: Affirmatively Furthering Fair Housing

### 26. Housing for People with Disabilities

Yucaipa employs a multifaceted approach to addressing the housing needs of people with disabilities. With respect to housing, the Building and Safety Division enforces regulations requiring adaptability and accessibility of apartment buildings to provide housing suitable to disabled residents. The Yucaipa Municipal Code also provides a process for requesting 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 continues to make ADA improvements to its sidewalks and public facilities in accordance with its transition plan. Finally, the zoning code allows residential facilities serving six or fewer residents as a by-right use in all zones allowing residential uses.

**Objective:** 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 processes.

### 27. Housing for Homeless People

Over the past decade, the City has amended its municipal code to facilitate housing for homeless people. These included code amendments 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 will address the full need for accommodating Yucaipa's homeless residents. The

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City funds a variety of nonprofit agencies to serve needy individuals and homeless people in Yucaipa. The City also continues to work with the County on a regional approach to addressing homelessness. These programs help to serve those in need of emergency housing and assistance.

**Objective:** Continue to support the 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.

### 28. 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. The City currently offers 29 different housing projects that offer senior housing.

**Objective:** Continue to pursue opportunities to provide a range of housing options to address the diverse needs of Yucaipa's senior citizens.

### 29. 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 and equal 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  |
| <b>Goal #1: Housing and Neighborhood Quality</b> |   |                       |                   |  |
| Program #1<br>Code Enforcement                   | Continue to implement code enforcement activities to ensure compliance with City ordinances.  | General Fund          | Yucaipa DSD       | Ongoing  |
| Program #2<br>Building Inspection                | Inspect mobile home parks every seven years and other multiple-family projects at the request of buyers.  | General Fund and Fees | Yucaipa DSD       | Every 7 years as required by state law   |
| Program #3<br>Single-Family Home Repair          | Continue to implement and seek additional funds to provide a program for the repair, maintenance, and rehab of single-family homes.   | General Fund          | Yucaipa DSD       | When applicable NOFAs are available  |
| Program #4<br>Multiple-Family Housing Repair     | Seek funds to restore program for repair, maintenance, and rehab of multiple-family housing units.  | General Fund          | Yucaipa DSD       | When applicable NOFAs are available  |
| Program #5<br>Voluntary Crime Free Multi-Housing | Continue implementation as a precondition for receiving a business license to operate multi-family and mobile home properties in the city. Consider crime prevention through environmental design elements for new projects and existing developments.  | General Fund          | Yucaipa DSD       | Ongoing  |
| Program #6:<br>Capital Improvements              | Annually prepare and implement the CIP to improve community infrastructure that maintain the quality of neighborhoods.  | General Fund          | Yucaipa DSD       | Ongoing  |
| <b>Goal #2: Housing Production</b>               |   |                       |                   |  |
| Program #7:<br>Land Inventory                    | Maintain land inventory for the RHNA, periodically review for compliance with no-net-loss law, and make amendments as needed in the Corridor DOR to ensure that sufficient sites are available per SB 166. Make list of available sites online to market the sites to prospective developers.   | General Fund          | Yucaipa DSD       | As projects are proposed; adjust as needed to comply with SB 166<br>Publicize online once housing element is adopted |
| Program #8<br>Mobile Home Conversion             | Adopt package of incentives (density, by-right permitting, phasing out the DOR, and others) to facilitate and encourage the reuse of mobile homes in the MHP3 Overlay.  | General Fund          | Yucaipa DSD       | Complete update to Ordinance 344 by 2022   |
| Program #9<br>Accessory Dwelling Units           | Annually monitor ADU production, adopt incentives to encourage ADUs (e.g., fee waivers, expedited procedures, etc.). If ADU levels fall short of goals by 2024, increase the Corridor DOR to address any shortfall. Encourage new single-family subdivisions to include ADUs where appropriate. | General Fund          | Yucaipa DSD       | Annually   |
| Program #10<br>Uptown Specific Plan              | 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       | Amend Specific Plan by the end of 2022   |
| Program #11<br>Freeway Corridor Specific Plan    | Revise the FCSP to facilitate development of housing that can meet market demand, work with property owners to encourage development of the site, and develop EIFD to facilitate development.   | General Fund          | Yucaipa DSD       | Complete FCSP update and EIFD by 2024  |



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**Table 6-1 Housing Implementation Programs, 2021-2029**

| Programs  | Implementation Actions and Progress  |                   |                   |   |
|---|--|-------------------|-------------------|---|
|   | Action   | Funding Source    | Responsible Party | Timeframe   |
| Program #12<br>Crafton Hills College Overlay              | Formally adopt Overlay District and 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.       | General Fund      | Yucaipa DSD       | Adopt Overlay by 2021; Adopt EIFD by 2023                             |
| Program #13<br>Corridor Development Opportunity Reserve   | Adopt Corridor DOR along Yucaipa Boulevard and DOR that allows residential uses by right at 20–24 du/ac. The DOR will vary based on the unmet RHNA and compliance with SB 166.   | General Fund      | Yucaipa DSD       | Adopt in 2022. Adjust on a project-by-project basis to address SB 166 |
| <b>Goal #3: Housing Design</b>                            |  |                   |                   |   |
| Program #14<br>Density Bonus                              | Continue to implement and monitor the use of the density bonus program; update to comply with changes in state law over the past several years.  | General Fund      | Yucaipa DSD       | Ongoing   |
| Program #15<br>Minor Variance                             | Continue to implement the minor variance program for housing projects and seek opportunities to facilitate the development of housing.   | General Fund      | Yucaipa DSD       | Consider as projects are submitted                                    |
| Program #16<br>Expedited Review                           | Establish a written policy or procedure to allow for a residential approval process for eligible projects, as required under Government Code Section 65913.4.  | General Fund      | Yucaipa DSD       | Adopt policy and/or procedure by 2022                                 |
| Program #17<br>Residential Design Standards               | Implement residential design standards. Periodically review provisions to ensure that their application is feasible, not cost prohibitive, and consistent with state law requirements.                                     | General Fund      | Yucaipa DSD       | Consider as projects are submitted                                    |
| Program #18<br>Planned Developments and/or Specific Plans | Offer the planned development or Specific Plan permit process, where appropriate, to facilitate residential projects that further citywide goals.  | General Fund      | Yucaipa DSD       | Consider as projects are submitted                                    |
| Program #19<br>Small Lot Subdivision                      | 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. | General Fund      | Yucaipa DSD       | Adopt by 2024   |
| <b>Goal #4: Housing Assistance</b>                        |  |                   |                   |   |
| Program #20<br>Mobile Home Preservation                   | 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.                         | City General Fund | Yucaipa DSD       | Ongoing   |
| Program #21<br>Housing at Risk of Conversion              | Monitor the affordable housing stock and work with owners to facilitate and encourage maintenance and rehabilitation.  | General Fund      | Yucaipa DSD       | Ongoing   |

**Table 6-1 Housing Implementation Programs, 2021-2029**

| Programs  | Implementation Actions and Progress  |                              |                       |                                     |       |
|---|--|------------------------------|-----------------------|-------------------------------------|-------|
|   | Action   | Funding Source               | Responsible Party     | Timeframe                           |       |
| Program #22<br>Rental Housing Assistance            | 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.   | Federal Housing Vouchers     | Yucaipa DSD;<br>HACSB | Ongoing                             |       |
| Program #23<br>Assistance to Lower Income Housing   | Offer density bonuses, expedited permitting, and financial/regulatory incentives for extremely low-, very low-, and low-income housing.  | General Fund                 | Yucaipa DSD           | Consider as projects are submitted  |       |
| Program #24<br>Homeownership Assistance             | Seek funds to provide affordable homeownership opportunities as NOFAs become available.  | State and federal funds      | Yucaipa DSD           | When applicable NOFAs are available |       |
| Program #25<br>Collaborative Partnership            | 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                             |       |
| <b>Goal #5: Fair Housing</b>                        |  |                              |                       |                                     |       |
| Program #26<br>Housing for People with Disabilities | 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 processes.  | General Fund<br>County Funds | Yucaipa DSD           | Ongoing                             |       |
| Program #27<br>Housing for Homeless                 | Continue to support the provision of housing and supportive services, including participating with the county and adjacent cities, for residents who are at-risk of or experiencing homelessness.  | General Fund<br>County Funds | Yucaipa DSD           | Ongoing                             |       |
| Program #28<br>Housing for Seniors                  | Continue to pursue opportunities to provide housing options to address the diverse needs of Yucaipa's senior citizens.   | General Fund<br>County Funds | Yucaipa DSD           | Ongoing                             |       |
| Program #29<br>Fair Housing                         | <ul style="list-style-type: none"> <li>• Consider contracting directly with a fair housing provider to perform educational, advocacy, mediation services.</li> <li>• Continue to provide referrals regarding fair housing to DFEH, the local fair housing service providers, or HUD.</li> <li>• Participate in the Analysis of Impediments to Fair Housing or AFH prepared by the county and implement its findings.</li> <li>• Distribute information about fair and equal housing laws and resources to ensure residents can access services.</li> </ul> | General Fund<br>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                                      |  | -0-                          |                       | -0-                                 | -0-   |
| Preservation  |  | 786                          |                       | -0-                                 | -0-   |

Source: City of Yucaipa, 2021.

## 6. Housing Plan

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