

*DRAFT*

**COUNTY OF ORANGE  
2021-2029 HOUSING ELEMENT UPDATE**



**October 28, 2021**

**DRAFT**

**COUNTY OF ORANGE  
HOUSING ELEMENT**

**ADOPTED  
MONTH XX, 2022**

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## X. HOUSING ELEMENT



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### 1. INTRODUCTION

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#### **Purpose**

The purpose of the Housing Element is to ensure the County establishes policies, procedures and incentives in its land use planning and development activities that will result in the maintenance and expansion of the housing supply to adequately accommodate households current and future population living and expected to live in the unincorporated County. It institutes policies that will guide County decision-making, and establishes an action program to implement housing goals through 202.

Each jurisdiction within the Southern California Association of Governments (SCAG) region is required to adopt their 2021-2029 Housing Element by October 15, 2021. Although some County housing programs operate within cities, the County's Housing Element primarily addresses housing issues in the

unincorporated areas. Foremost among these issues is the provision of a mix of housing types to meet the needs of all economic segments of the unincorporated area. In response, the Housing Element makes provisions for affordable and accessible housing for special needs groups in the community, and is designed to provide guidance in the maintenance of existing affordable housing. These commitments are an expression of the statewide housing goal of “decent housing and a suitable living environment for every California family.”

### **Citizen Participation**

*California Government Code* requires that local government make a diligent effort to achieve public participation from all economic segments of the community in the development of the Housing Element. In the preparation of the Housing Element Update, a number of organizations and agencies that provide housing, or housing related services, were contacted. Responses from these groups helped guide the Housing Needs Assessment portion of the Housing Element, as well as the Action Plan.

Citizen involvement was accomplished in a number of different ways. Meetings were held with the County Housing Element Resource Team comprised of recognized leaders from business, housing advocacy, social service providers, non-profit organizations, the Building Industry Association, major landowners and developers, and non-profit builders. The Draft Housing Element was posted on the County’s website to facilitate public access and comments. (<https://ocds.ocpublicworks.com/service-areas/oc-development-services/planning-development/current-projects/all-districts-2>). Community workshops were hosted by OC Development Services, and public hearings were held by the Orange County Planning Commission and Board of Supervisors. This proactive outreach effort ensured broad involvement throughout the analytical and policy development phases of the project.

Appendix C provides additional detail regarding opportunities for public involvement along with a summary of public comments and how those comments have been addressed in the Housing Element.

### **Consistency with State Planning Law**

The Housing Element is one of the seven General Plan elements mandated by the State of California. Sections 65580 to 65590 of the *California Government Code* contain the legislative mandate for the housing element. State law requires that the County’s Housing Element consist of “*an identification and analysis of existing and projected housing needs and a statement of goals, policies,*

*quantified objectives, financial resources, and scheduled programs for the preservation, improvement and development of housing” (§65583).* In addition, the housing element shall identify adequate sites for housing, including rental housing, factory-built housing, and mobile homes, and shall make adequate provision for the existing and projected needs of all economic segments of the community.

There is no single approved format for a Housing Element. Instead, State law defines components of issues that must be addressed. A Housing Element should clearly identify and address, at a minimum, each component listed below:

The Element shall contain all of the following.

1. Review of existing Housing Element.
2. An assessment of existing and projected housing and employment trends to assess a locality’s housing needs for all income levels.
3. An inventory of resources relevant to meeting housing needs.
4. An inventory of constraints relevant to the meeting of these needs.
5. A statement of the community's goals, quantified objectives, and policies relative to the maintenance, preservation, improvement and development of housing.

A program that sets forth an eight-year schedule of actions the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the Housing Element.

### **General Plan Consistency**

The Housing Element is one of nine elements of the Orange County General Plan. The goals, policies, standards and proposals within this Element relate directly to, and are consistent with all other Elements. The County’s Housing Element identifies programs and resources required for the preservation, improvement and development of housing to meet the existing and projected needs of its population.

The Housing Element is affected by development policies contained in the Land Use Element, which establishes the location, type, intensity and distribution of land uses throughout the County, and defines the land use build-out potential. In designating the location and density of residential development, the Land Use Element places an upper limit on the number and types of housing units constructed in the unincorporated County. The acreage designated for a range of

commercial and office uses creates employment opportunities for various income groups. The presence and potential for jobs affects the current and future demand for housing at various income levels in the County.

The Public Services and Facilities Element, Resources Element, Safety Element, and Noise Element of the General Plan also affect the implementation of the Housing Element. Together, these Elements establish policies for providing essential infrastructure to all housing units, regulate the amount and variety of open space and recreation areas, delineate acceptable noise levels in residential areas, and establish programs to provide for the safety of the residents. In sum, policies contained in General Plan Elements directly affect the quality of life for all unincorporated County citizens.

The Eight-Year Action Plan contained in Section 5 (Housing Action Plan) includes the County’s commitments for implementation actions through October 2029.

### **Housing Element Organization**

The Housing Element is comprised of the following major components:

- The Community Profile and Needs Assessment (Section 2) contains an overview of the county’s population, housing and employment characteristics in the context of regional trends, as well as a discussion of existing and future housing needs, including special needs such as the elderly and large families, and the unincorporated area’s fair share of regional growth needs.
- Section 3 contains a review of housing constraints and resources, including governmental and market constraints to the maintenance, improvement and development of housing.
- Appendix A presents a review of the previous Housing Element, including a discussion of the appropriateness of goals and policies, the effectiveness of programs, and the progress in achieving quantified objectives.
- The goals, policies and programs that will guide the County’s actions through 2029 are presented in Section 5.

## 2. COMMUNITY PROFILE

The County of Orange is located along the Pacific Ocean between Los Angeles County to the north and northwest, San Bernardino County to the northeast, Riverside County to the east, and San Diego County to the southeast. A somewhat rectangular landmass, Orange County stretches approximately 40 miles along the coast and extends inland approximately 20 miles, covering 798 square miles.

The housing needs of the County are determined by demographic characteristics of the population (age, household size, employment, and/or ethnicity), and the characteristics of housing available to that population (e.g., number of units, tenure, size, cost). The regional housing market is seldom static, constantly changing with dynamic social and economic factors. As County demographics and household socioeconomic conditions change, different housing opportunities arise and/or must be created to meet demand. This section explores the characteristics of the existing and projected population and housing stock in order to define the extent of unmet housing needs in unincorporated Orange County. This information helps to provide direction in updating the County's Housing Element goals, policies, and programs.

### Population Trends and Characteristics

Between 2000 and 2020, Orange County grew by over 348,000 people, or approximately 12%. However, as a result of incorporations and annexations, the population of the unincorporated portions of the county declined by about 23.6% to 128,421 persons (**Table 2-1**).

**Table 2-1**  
**Population Trends 2000-2020 –**  
**Unincorporated Orange County**

	2000	2010	2020	Growth 2000-2020	
Unincorporated area	168,132	121,160	128,421	-39,711	-23.6%
County total	2,846,289	3,010,232	3,180,491	334,202	11.7%

Source: U.S. Census Bureau Decennial Census, California State Department of Finance, 2020 E-5 Report, SCAG Local Housing Data Pre-Certified Local Housing Data 2020

**Table 2-2** provides population projections through 2040 for unincorporated Orange County, as calculated by the Southern California Association of Governments 2016-2040 Regional Growth Forecast. The County of Orange unincorporated population is forecasted to grow by 49.2 %. In comparison, Orange County's population as a whole is forecasted to grow by 12.7 %.

**Table 2-2**  
**Population Growth Forecast (2012-2045)**

Jurisdiction	2012	2020	2035	2040	Percent Change 2012-2040
Unincorporated Area	121,160	128,421	177,900	180,100	48.6%
County Total	3,010,232	3,180,491	3,499,000	3,535,000	17.4%
<i>Source: SCAG 2016-2040 Regional Growth Forecast by Jurisdiction Report</i>					

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### *Age Composition*

The age breakdown of a population is an important factor in evaluating housing needs and projecting the direction of future housing development. According to the 2019 American Community Survey data shown in **Table 2-3**, residents in their prime working years (25-64) comprised about 60.8% of the unincorporated population. About 14.4% of residents were “senior citizens” age 65 and older. The median age of persons living in census designated places in Orange County increased between 2010 to 2019, except for the Las Flores Census Designated Place (CDP), which decreased by about 1% (**Table 2-4**).

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**Table 2-3**  
**Age Distribution – 2018**  
**Unincorporated Orange County**

	Under 5 years	5 to 19 years	20 to 34 years	35 to 49 years	50-64 Years	65 years +
2010	6.6%	21.4%	21.0%	22.9%	17.1%	11.2%
2015	6.1%	19.8%	21.3%	21.1%	18.9%	12.8%
2019	5.9%	18.9%	21.1%	20.1%	19.6%	14.4%
<i>Source: American Community Survey, 5-year Estimates, 2010, 2015, 2019</i>						

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**Table 2-4 Age Distribution by Census Designation Place**

Census Designated Place	2010	2019
Coto de Caza CDP	42.2	45.7
Ladera Ranch CDP	32.4	34.3
Las Flores CDP	33.2	32.3
Midway City CDP	37.1	39.9
North Tustin CDP	45.6	49.1
Rossmoor CDP	45.5	45.6
Sunset Beach CDP	43.9	N/A
Orange County	36.2	37.8

Source: American Community Survey, 5-Year Estimates, 2019.  
Note: Median age data available for Unincorporated CDPs only, not entire unincorporated area

### *Racial and Ethnic Composition*

**Table 2-5** shows racial and ethnic characteristics for the county as a whole. About 34% of Orange County residents were Hispanic compared to 39% statewide. About 61% of Orange County were white compared to just 59.7% statewide. Asians comprised the next largest minority group, with 20.5% of Orange County and 14.5% statewide.

**Table 2-5**

#### **Racial and Ethnic Breakdown for Orange County**

	White	Black or African American	American Indian and Alaska Native	Asian	Native Hawaiian or Other Pacific Islander	Some Other Race	Two or More Races	Hispanic or Latino
Orange County	61.0%	1.8%	0.5%	20.5%	0.3%	11.9%	4.1%	34.1%
California	59.7%	5.8%	0.8%	14.5%	0.4%	14.0%	4.9%	39.0%

Source: American Community Survey, 5-Year Estimates, 2019

### **Employment Trends**

Current employment and projected job growth have a significant influence on housing needs during this planning period. **Table 2-6** shows that about 65.6% of working-age persons in the entire County were in the workforce, as reported by 2019 American Community Survey estimates. About 6% of County residents worked at home, and 34% were not in the labor force (i.e., unemployed or not seeking work).

**Table 2-6**  
**Labor Force – Orange County**

	2010		2019	
	Persons	Percent	Persons	Percent
In labor force	1,559,264	67.30%	1,671,054	65.60%
-Work at home	66,404	4.70%	99,736	6.40%
Not in labor force	756,518	32.70%	877,328	34.40%
-With social security income	227,427	23.10%	278,565	26.80%
Total Population age 16+	2,315,782	100.0%	2,548,382	100.0%

Source: Census American Community, 5 year estimate, 2019  
Unincorporated data is included for CDPs only

In 2018, approximately 52.3% of the unincorporated working residents were employed in management and professional occupations (**Table 2-7**). A significant number of workers (24.6%) were employed in sales and office related occupations. A relatively low proportion of workers (11.5%) were employed in service-related occupations. Blue collar occupations such as machine operators, assemblers, farming, transportation, handlers and laborers constituted about 11% of the workforce.

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**Table 2-7**  
**Employment by Occupation**

Occupation	Unincorporated		Orange County	
	Persons	Percent	Persons	Percent
Management, professional and related	32,503	52.3%	2,616,827	34.2%
Service	7,146	11.5%	1,500,551	19.6%
Sales and office	15,294	24.6%	1,743,617	22.8%
Construction, extraction, and maintenance	2,560	4.1%	675,894	8.8%
Production, transportation, and material moving	4,623	7.5%	1,118,977	14.6%
Total Employment	62,126	100%	7,655,866	100%
Source: SCAG Local Housing Data Pre-Certified Local Housing Data 2020				

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Future housing needs are affected by the number and type of new jobs created during this planning period. **Table 2-8** shows projected job growth by industry for the Santa Ana-Anaheim-Irvine Metropolitan Statistical Area (MSA) (Orange County) for the period 2018-2028. Total employment in Orange County is expected to grow by 7.2% between 2018 and 2028. The overall growth is expected to add 126,300 new jobs and bring the employment of Orange County to over 1,890,000 by 2028.

Generally, residents who are employed in well-paying occupations have less difficulty obtaining adequate housing than residents in low paying occupations. Table 2-8 illustrates the growth trend in low-wage service industries such as health care and social assistance, and accommodation and food services.



**Table 2-8**  
**Projected Job Growth by Industry – 2018-2028**  
**Santa Ana-Anaheim-Irvine Metropolitan Statistical Area**

NAICS Code	Industry Title	Annual Average Employment		Employment Change	
		2018	2028	Jobs	Percent
	Total Employment	1,764,000	1,890,300	126,300	7.2
	Self-Employment (A)	109,100	117,300	8,200	7.5
	Unpaid Family Workers (B)	—	—	—	—
	Private Household Workers (C)	1,700	1,600	(100)	-5.9
	Total Farm	2000	1900	(100)	-5.0
	Total Nonfarm	1,651,200	1,769,500	118,300	7.2
1133,21	Mining and Logging	500	400	(100)	-20.0
23	Construction	106,300	113,000	6,700	6.3
31-33	Manufacturing	160,700	156,900	(3,800)	-2.4
22,42-49	Trade, Transportation, and Utilities	261,600	270,800	9,200	3.5
42	Wholesale Trade	79,800	81,400	1,600	2.0
44-45	Retail Trade	152,600	156,000	3,400	2.2
22,48-49	Transportation, Warehousing, and Utilities	29,200	33,400	4,200	14.4
48-49	Transportation and Warehousing	26,200	30,200	4,000	15.3
51	Information	26,700	29,700	3,000	11.2
52-53	Financial Activities	118,700	126,100	7,400	6.2
52	Finance and Insurance	79,300	84,300	5,000	6.3
53	Real Estate and Rental and Leasing	39,400	41,800	2,400	6.1
54-56	Professional and Business Services	317,000	346,500	29,500	9.3
55	Management of Companies and Enterprises	36,700	38,700	2,000	5.4
56	Admin/Support and Waste Mgmt & Remediation	151,300	163,600	12,300	8.1
61-62	Education Svcs, Health Care, and Social Assistance	224,700	263,600	38,900	17.3
61	Educational Services (Private)	29,300	33,900	4,600	15.7
62	Health Care and Social Assistance	195,400	229,700	34,300	17.6
71-72	Leisure and Hospitality	222,600	242,200	19,600	8.8
71	Arts, Entertainment, and Recreation	51,000	56,500	5,500	10.8
72	Accommodation and Food Services	171,700	185,700	14,000	8.2
81	Other Svcs (excludes Private Household Workers)	51,400	53,700	2,300	4.5
	Government	161,200	166,600	5,400	3.3
	Federal Government	11,100	11,200	100	0.9
	State and Local Government	150,200	155,400	5,200	3.5
	State Government	32,000	33,900	1,900	5.9
	Local Government	118,200	121,500	3,300	2.8

Source: California Employment Development Department, April 2021

Industry detail may not add up to totals due to independent rounding

(A) Self-Employed persons work for profit or fees in their own business, profession, trade, or farm. Only the unincorporated self-employed are included in this category. The estimated and projected employment numbers include all workers who are primarily self-employed and wage and salary workers who hold a secondary job as a self-employed worker.

(B) Unpaid family workers are those persons who work without pay for 15 or more hours per week on a farm or in a business operated by a member of the household to whom they are related by birth or marriage.

(C) Private Household Workers are employed as domestic workers whose primary activities are to maintain the household.

Industry employment is based on the Quarterly Census of Employment and Wages (QCEW) program.

## Household Characteristics

To understand current housing concerns and anticipated future needs, housing occupancy characteristics need to be identified. The following is an analysis of household size and income characteristics. As defined within the County’s Zoning

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Code, “a household includes all people occupying a single dwelling unit. A household shall also mean all people occupying two (2) dwelling units on the same site if both units are used as group homes owned or operated by the same operator” (7-9-95.1).

### *Household Composition and Size*

In 2019, 70% of households in Orange County consisted of families, and about 31% had school-age children. In comparison, in 2010, family households with school-age children were about 3% higher. All other household types remained about the same between these 9 years. About 21% of Orange County households were a single person living alone, compared to over 20% countywide (**Table 2-9**).

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**Table 2-9**  
**Orange County Household Composition 2010-2019**

Household Type			2019	
	Households	Percent	Households	Percent
Total households	992,781	100%	1,037,492	100%
Family households	708,491	71.4%	744,011	71.7%
-with own children under 18	335,587	33.8%	320,601	30.9%
Non-family households	284,290	28.6%	293,481	28.3%
-Householder living alone	207,849	20.9%	218,835	21.1%
Average household size	2.99	-	3.01	-
Source: Census 2010, Summary File 1- General Population and Housing Characteristics- Demographic Profile 1, American Community Survey, 5-Year Estimates, 2019				

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In many respects there are notable differences between renter and owner households. According to the 2019 American Community Survey data, over 18% of unincorporated renter households consisted of one person living alone, a significantly higher proportion than for owners (12%). Large households of 5 or more were more prevalent among renters (13.6%) than owners (14.5%). **Table 2-10** describes household size distribution by tenure.

**Table 2-10**  
**Household Size by Tenure (Owner vs. Renter) –**  
**Unincorporated Orange County**

Household Size	Owners		Renters	
	Households	Percent	Households	Percent
1 person households	3,878	12.0%	1708	18.3%
2 person households	11,293	35.0%	2457	26.3%
3 person households	5,734	17.8%	2,055	22.0%
4 person households	6,716	20.8%	1656	17.7%
5 person households	2,985	9.3%	918	9.8%
6 person households	1018	3.2%	355	3.8%
7+ person households	639	2.0%	205	2.2%
Total households	32,263	100%	9,354	100%
Source: American Community Survey, 2014-2018, 5-Year Estimates				

### ***Household Income***

Household income is a primary factor affecting housing needs in a community. According to the 2019 Census estimates, the median household income in Orange County was \$90,234, approximately 19.93% higher than the statewide median income of \$75,235 (**Table 2-11**). The table also shows the income differences between different areas of the county. The Coto de Caza and Ladera Ranch Census Designated Places (CDPs) had the highest incomes while the Midway City CDP area was lowest.

**Table 2-11**  
**Median Household Income**

Jurisdiction	Median Household Income	% of County Median Income
California	\$75,235	83.4%
<b>Orange County</b>	<b>\$90,234</b>	<b>100%</b>
Coto de Caza CDP	\$199,056	220.6%
Ladera Ranch CDP	\$161,348	178.8%
Las Flores CDP	68,625	76.1%
Midway City CDP	\$40,059	44.4%
North Tustin CDP	\$156,176	173.1%
Rossmoor CDP	\$127,891	141.7%
Sunset Beach CDP	N/A	N/A
Source: Census American Community Survey, 2019		

The State of California uses five income categories for the purpose of determining housing affordability and need in communities based on area median income (AMI), which refers to the midpoint of the income distribution for a specific geographic area, as defined by the U.S. Department of Housing and Urban Development (HUD) using data from the U.S. Census Bureau. This method is consistent with definitions of low- and moderate-income households used in

various Federal and State housing programs – e.g., Section 8 and State Density Bonus Law. These categories are as follows:

- **Extremely Low Income** – 30% or less of AMI
- **Very Low Income** - 50% or less of AMI;
- **Low Income** - 51% to 80% of AMI;
- **Moderate Income** - 81% to 120% of AMI; and
- **Above Moderate Income** - more than 120% of AMI.

The Department of Housing and Urban Development (HUD) annually develops median household income estimates for the purpose of determining program eligibility. According to HUD, the 2020 median household income for Orange County, which includes all cities and unincorporated areas, was \$103,000.

### **Housing Inventory and Market Conditions**

This section summarizes the housing inventory in the unincorporated county and prevailing market conditions.

#### ***Housing Stock Profile***

Table 2-12 summarizes the distribution of housing by type in the unincorporated portions of Orange County as of 2020. Throughout the unincorporated areas of Orange County, single-family detached (SFD) units characterize the most abundant household type (75.2%); larger multi-family projects of five or more units represent 10.3% of the stock; and single-family attached units, such as condominiums, represent 11% of the total households.

Looking at the change from 2000 to 2020, **Table 2-12** shows the housing stock of the unincorporated area has decreased by about 30.62% due to annexations and incorporations. The County of Orange has lost 168 unincorporated acres due to annexations since 2014. In particular, there has been a 9.5% decrease in acres from 176,553 acres in 2014 to the currently existing 176,385 acres within the unincorporated County areas.

**Table 2-12**  
**Housing by Type**

Structure Type	2000		2020		Growth	
	Units	Percent	Units	Percent	Units	Percent
<b>Unincorporated Area</b>						
Single-family detached	38,725	63%	31,909	75.2%	-6,816	-17.6%
Single-family attached	9,438	15%	4,674	11%	-4,764	-50.48%
Multi-family 2-4 units	2,530	4%	862	2%	-1,668	-65.9%
Multi-family 5+ units	9,925	16%	4,356	10.3%	-5,569	-56.1%
Mobile homes	543	1%	632	1.5%	89	16.4%
Total Units	61,161	100%	42,433	100%	-18,728	-30.62%
<b>Orange County</b>						
Single-family detached	489,657	51%	556,760	50.1%	-67,103	-13.7%
Single-family attached	124,702	13%	132,709	12%	8,007	6.4%
Multi-family 2-4 units	88,804	9%	94,718	8.5%	5,914	6.6%
Multi-family 5+ units	233,871	24%	293,712	26.4%	59,841	25.6%
Mobile homes	32,450	3%	33,522	3%	1,072	3.3%
Total Units	969,484	100%	1,111,421	100%	141,937	14.6%
Source: California Department of Finance, Table E-5, 2020						

### ***Tenure***

**Table 2-13** shows tenure (owner vs. renter) for the unincorporated areas compared to Orange County as a whole. According to the 2018-American Community Survey, 77.5% of housing units in the unincorporated area were owner-occupied, compared to 57.4% countywide.

**Table 2-13**  
**Household Tenure (Owner vs. Renter)**

Tenure	Unincorporated		Orange County	
	Units	Percent	Units	Percent
Owner occupied	32,263	77.5%	592,269	57.4%
Renter occupied	9,354	22.5%	440,104	42.6%
Total occupied units	41,617	100%	1,032,373	100%
Source: American Community Survey 2014-2018, U.S. Census Bureau				

### ***Vacancy Rates***

The vacancy rate is an indicator of the general availability of housing. It also reflects how well available units meet the current housing market demand. A low vacancy rate suggests that households may have difficulty finding housing within their price range; a high vacancy rate may indicate either an imbalance between household characteristics and the type of available units, an oversupply of housing, or special situations such as in areas where there are vacation homes.

The availability of vacant housing units provides households with choices on different unit types to accommodate changing needs (e.g., single persons, newly married couples, and elderly households typically need smaller units than

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households with school age children). A low vacancy rate may contribute to higher market rents and prices, and may limit the choices of households in finding adequate housing. It may also be related to overcrowding, as discussed later.

**Table 2-14** provides 2019 American Community Survey occupancy and tenure characteristics for the unincorporated areas compared to Orange County as a whole. Owner occupied housing units in unincorporated area represented 77.5% of all occupied housing units, whereas those in the County as a whole represented a lower 57.4% indicating a higher rate of rental units. The data indicated a 11.8% rental vacancy rate in the unincorporated area and a 26.3% rental vacancy rate in the County as a whole. These figures indicate a strong real estate market with relatively low vacancy – at the lowest in unincorporated area (3.8%) than in the County as a whole (5.7%).

**Table 2-14**  
**Housing Vacancy**

	Unincorporated		Orange County	
	Units	Percent	Units	Percent
Total housing units	42,433	100%	1,100,449	100%
Occupied units	40,804	96.2%	1,037,492	94.3%
-Owner occupied	31,623	77.5%	595,272	57.4%
-Renter occupied	9,181	22.5%	442,220	42.6%
Vacant units	1,629	3.8%	62,957	5.7%
-For rent	192	11.8%	16,547	26.3%
-For sale	456	28.0%	6,124	9.7%
-Rented or sold, not occupied	401	24.6%	9,492	15.1%
-For seasonal or occasional use	363	22.3%	18,865	30%
-All other vacancies	218	13.4%	11,929	19%
Source: American Community Survey, 5-Year Estimates, 2019; SCAG Local Housing Data Pre-Certified Local Housing Data 2020				

### *Age and Condition of Housing Stock*

Age is one measure of housing stock conditions and a factor for determining the need for rehabilitation. Without proper maintenance, housing units deteriorate over time. Thus, units that are older are more likely to need major repairs (e.g., a new roof or plumbing). As a general principle, houses 30 years or older are considered aged and are more likely to require moderate to major repairs. In addition, older houses may not be built to current standards for fire and earthquake safety. According to 2019 American Community Survey data, about 72.9% of owner-occupied units and 53% of rental units in the unincorporated area were built before 1990 and are approximately 30 years old or greater (**Table 2-15**); 41.5% are 60 years or older. This compares to 87% of units in the County as a whole, which were built before 1990 and 37.1% which were built before 1960.

**Table 2-15  
Age of Housing Stock**

Year Built	Unincorporated		Orange County	
	Units	Percent	Units	Percent
Total Units	42,433	100%	1,100,449	100%
2014 to present	1,612	3.8%	29,369	2.7%
2010-2013	806	1.9%	22,261	2.0%
2000-2009	9,081	21.4%	91,455	8.3%
1990-1999	6,323	14.9%	128,774	11.7%
1980-1989	2,928	6.9%	163,803	14.9%
1970-1979	4,074	9.6%	256,739	23.3%
1960-1969	6,959	16.4%	214,045	19.5%
1950-1959	8,784	20.7%	143,431	13.0%
–1940-1949	721	1.7%	23,121	2.1%
1939 and earlier	1,146	2.7%	27,451	2.5%

Source: Census American Community, 5-Year Estimates, 2019

As reported in recent Census estimates, only 0.1% of owner-occupied units and 1.1% of rental units in the unincorporated area lacked complete kitchen facilities while 0.2% of owner-occupied units and 1.3% of rental units lacked complete plumbing facilities (**Table 2-16**). There may also be units that require rehabilitation or replacement despite possessing complete kitchen and plumbing facilities.

**Table 2-16  
Kitchen and Plumbing Facilities**

	Unincorporated		Orange County	
	Units	Percent	Units	Percent
No Telephone Service Available	424	1.00%	21,459	1.95%
Lacking Plumbing Facilities	144	0.34%	4,292	0.39%
Lacking Complete Kitchen Facilities	424	1.00%	14,196	1.29%

Source: Census American Community Survey 2005-2019, SCAG Local Housing Data Pre-Certified Local Housing Data 2020

To more accurately determine the condition of the housing stock, the County conducted a recent assessment of code enforcement concerns within unincorporated Orange County. **Table 2-17** summarizes the results of the assessment.

**Table 2-17**  
**Housing Rehabilitation Need –**  
**Unincorporated Orange County – 2019-2020**

Unincorporated Area	Number of Property Maintenance Complaints in 2020	Number of Property Maintenance Complaints in 2019
Anaheim Island	72	54
Costa Mesa Islands	2	5
Coto De Caza	1	6
Foothill/Trabuco	1	5
Ladera Ranch	8	2
Las Flores	N/A	1
Midway City	76	30
North Tustin	69	146
Orange Park Acres	23	42
Placentia Islands	3	4
Rancho Mission Viejo	4	2
Rossmoor	18	34
Silverado-Modjeska	16	17
Yorba Linda Islands	1	10
Source: OC Public Works 2020		

Based on the assessment of recent property maintenance complaints in 2019 and 2020, most of the concerns are located in the Anaheim Islands, Midway City, North Tustin and Orange Park Acres. The complaints vary from the collection of junk and debris, lack of yard maintenance, storage of inoperable vehicles, unpermitted buildings, and animals/insects. Approximately 29 of the 300 total unincorporated properties with maintenance complaints in 2020 are noted as having unpermitted or substandard units; therefore approximately 1% of the total units may need to be replaced or rehabilitated.

***Housing Units Demolished or Converted in the Coastal Zone***

State law requires that coastal jurisdictions monitor and report the number of low- and moderate-income (“L/M”) housing units within the Coastal Zone that are constructed or lost due to demolition or conversion to non-residential uses since 1982.

The amount of unincorporated territory within the Coastal Zone has decreased considerably since 1982 due to the incorporation of Dana Point and Laguna Niguel as well as annexations to the Cities of Laguna Beach, Newport Beach, and Huntington Beach. The only major unincorporated area with residential development in the Coastal Zone is Emerald Bay. Bolsa Chica, Laguna Coast Wilderness Park, Aliso-Wood Canyon Regional Park and Banning Ranch are the other major unincorporated coastal areas. **Table 2-18** shows the number of



Low/Moderate income housing units constructed, demolished, converted and replaced within the Coastal Zone since 1982.

- A total of 33 units were demolished or converted between 1982 and 1988 but the income category of these units was not recorded.
- Between 1989 and 2000, 15 units were demolished and replaced including several in Emerald Bay which were demolished as a result of fire damage during the devastating fires that occurred in October 1993. The income category for these 15 units was not recorded. No L/M units were converted from residential to non-residential use during this time.
- From 2001 through 2012, 262 units were demolished including 221 units in a mobile home park.
- From 2012 to 2020, 23 units were demolished. The income category of these units is unknown.

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**Table 2-18**  
**Low- and Moderate- Income Units Constructed, Converted,**  
**Demolished, and Replaced in the Coastal Zone –**  
**1982-2020**

Time Period	Units Constructed	Units Demolished	Units Converted	Units Replaced
1982-1988	1278 <sup>b</sup>	29 <sup>a</sup>	4 <sup>a</sup>	n.a
1989-2000	0	15 <sup>a</sup>	0	15 <sup>a</sup>
2001-2012	77 <sup>a</sup>	262 <sup>a</sup>	0	n.a
2012-2020	27	23	0	n/a
Total	1382 <sup>a</sup>	29 <sup>a</sup>	4 <sup>a</sup>	15 <sup>a</sup>
Notes: a. Numbers reflect total units, not just Low/Moderate units. Income category not available b. Numbers reflect only Low/Moderate units. Source: Orange County, OC Public Works, OC Development Services				

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## Housing Cost

### *Housing Affordability Criteria*

State law establishes five income categories for purposes of housing programs based on the area (i.e., county) median income (“AMI”): extremely-low (30% or less of AMI), very-low (31-50% of AMI), low (51-80% of AMI), moderate (81-120% of AMI) and above moderate (over 120% of AMI). Housing affordability is based on the relationship between household income and housing expenses. According to HUD and the California Department of Housing and Community Development<sup>1</sup>, housing is considered “affordable” if the monthly payment is no more than 30% of a household’s gross income. In some areas (such as Orange County), these income limits may be increased to adjust for high housing costs.

Table 2-19 shows 2020 affordable rent levels and estimated affordable purchase prices for housing in Orange County<sup>2</sup> by income category. Based on state-adopted standards, the maximum affordable monthly rental housing costs for four-person extremely-low-income households is \$961, while the maximum affordable housing costs for four-person very-low-income households is \$1,601. The maximum affordable housing cost for four-person low-income households is \$2,561, while the maximum for four-person moderate-income households is \$3,090.

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**Table 2-19**  
**Income Categories and Affordable Housing Costs –**  
**Orange County**

2020 County Median Income = \$103,000	Income Limits	Affordable Rent	Affordable Price (est.)
Extremely Low (<30%)	\$38,450	\$961	\$125,800
Very Low (31-50%)	\$64,050	\$1,601	\$245,000
Low (51-80%)	\$102,450	\$2,561	\$424,000
Moderate (81-120%)	\$123,600	\$3,090	\$522,700
Assumptions: -Based on a family of 4 -30% of gross income for rent or Principal/Interest/Taxes/Insurance - 2020 HCD income limits; 30% gross household income as affordable housing cost; 15% of monthly affordable cost for taxes and insurance; 10% down payment; and 4.5% interest rate for a 30-year fixed-rate mortgage loan. Utilities based on Orange County Utility Allowance. Source: Orange County Housing Authority 2020 Utility Allowance Schedule and California Department of Housing and Community Development, 2020 income limits, and Kimley Horn and Associates Assumptions			

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<sup>1</sup> HCD memo of 2/25/2013 (<http://www.hcd.ca.gov/hpd/hrc/rep/state/inc2k13.pdf>)

<sup>2</sup> Affordable rent and purchase prices are based on county median income.

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Maximum purchase prices are more difficult to determine due to variations in mortgage interest rates and qualifying procedures, down payments, special tax assessments, homeowner association fees, property insurance rates, etc. With this caveat, the maximum home purchase prices by income category shown in **Table 2-19** have been estimated based on typical conditions.

### *For-Sale Housing*

Existing housing resale price statistics for calendar year 2021 are shown in **Table 20**.

**Table 2-20**  
**Orange County Median Home Prices – 2021**

City	ZIP	Median Price* (thousands)	
		SFD	Condo
Countywide		\$1,000	\$617
Aliso Viejo	92656	\$864	\$609
Anaheim	92801	\$695	\$494
Anaheim	92802	\$736	\$539
Anaheim	92804	\$730	\$442
Anaheim	92805	\$687	\$531
Anaheim	92806	\$769	\$483
Anaheim Hills	92807	\$918	\$543
Anaheim Hills	92808	\$1,000	\$578
Balboa Island	92662	\$3,230	\$2,550
Brea	92821	\$854	\$589
Brea	92823	\$1,010	\$787
Buena Park	90620	\$734	\$575
Buena Park	90621	\$751	\$626
Capistrano Beach	92624	\$1,460	\$905
Corona del Mar	92625	\$3,820	\$2,080
Costa Mesa	92626	\$1,010	\$641
Costa Mesa	92627	\$1,170	\$765
Cypress	90630	\$843	\$575
Dana Point	92629	\$1,520	\$822
Foothill Ranch	92610	\$937	\$540
Fountain Valley	92708	\$970	\$529
Fullerton	92831	\$839	\$448
Fullerton	92832	\$724	\$470
Fullerton	92833	\$816	\$564
Fullerton	92835	\$1,020	\$455
Garden Grove	92840	\$743	\$447
Garden Grove	92841	\$772	\$481
Garden Grove	92843	\$727	\$450
Garden Grove	92844	\$715	\$492
Garden Grove	92845	\$833	\$514
Huntington Beach	92646	\$1,070	\$626
Huntington Beach	92647	\$932	\$483
Huntington Beach	92648	\$1,400	\$762
Huntington Beach	92649	\$1,360	\$647
Irvine	92602	\$1,410	\$875
Irvine	92603	\$1,980	\$938
Irvine	92604	\$976	\$731

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City	ZIP	Median Price* (thousands)	
		SFD	Condo
Irvine	92606	\$1,020	\$679
Irvine	92612	\$904	\$745
Irvine	92614	\$967	\$701
Irvine	92618	\$1,400	\$879
Irvine	92620	\$1,190	\$852
La Habra	90631	\$799	\$452
La Palma	90623	\$891	\$548
Ladera Ranch	92694	\$1,070	\$665
Laguna Beach	92651	\$2,970	\$1,670
Laguna Hills	92653	\$1,120	\$536
Laguna Niguel	92677	\$1,140	\$584
Laguna Woods	92637	\$423	\$387
Lake Forest	92630	\$897	\$491
Los Alamitos	90720	\$1,190	\$749
Midway City	92655	\$851	\$494
Mission Viejo	92691	\$890	\$741
Mission Viejo	92692	\$930	\$617
Newport Beach	92661	\$4,050	\$1880
Newport Beach	92663	\$2,750	\$1130
Newport Coast	92657	\$4,620	\$1730
Orange	92865	\$807	\$559
Orange	92866	\$825	\$534
Orange	92867	\$951	\$648
Orange	92868	\$700	\$420
Orange	92869	\$974	\$545
Placentia	92870	\$836	\$538
Rancho St. Margarita	92688	\$849	\$537
San Clemente	92672	\$1,420	\$882
San Clemente	92673	\$1,230	\$784
San Juan Capistrano	92675	\$1,200	\$553
Santa Ana	92701	\$664	\$350
Santa Ana	92703	\$657	\$453
Santa Ana	92704	\$708	\$407
Santa Ana	92705	\$1,250	\$445
Santa Ana	92706	\$811	\$401
Santa Ana	92707	\$671	\$404
Seal Beach	90740	\$1,290	N/A
Silverado	92676	\$918	N/A
Stanton	90680	\$651	\$472
Sunset Beach	90742	\$2,460	\$1720
Trabuco Canyon	92678	\$932	649
Trabuco Canyon	92679	\$1,190	\$568
Tustin	92780	\$835	\$477
Tustin	92782	\$1,160	\$672
Villa Park	92861	\$1,590	N/A
Westminster	92683	\$824	\$558
Yorba Linda	92886	\$1,090	\$631
Yorba Linda	92887	\$1,150	\$536

Notes: \*Shown in thousands

Data for January 2019 retrieved on May 20, 2021

Source: DataQuick Information Systems

The table shows that the median price for resale single-family detached homes countywide was \$1,000,000 while for resale condos, the median price was \$617,000. Based on the estimated affordable purchase prices shown in 0, most resale condos and some single-family detached for-sale units were affordable to lower- or moderate-income households. These data illustrate the fact that public subsidies are generally required to reduce sales prices to a level that is affordable to very-low-income buyers.

### ***Rental Housing***

According to the ACS data for the County as a whole monthly median gross rent in Orange County reached a countywide total of \$1,854 in 2019. As **Table 2-21** shows, the median gross rent has increased for all unit sizes between 2015 and 2019. Studio apartments experienced the most rent increase with an approximate 30 percent increase since 2015. Units with at least 5 bedrooms had the lowest percent increase at 13.1 percent. Overall, the median gross rent increased by 19.8 percent between 2015 and 2019. Real estate professionals expect rents to continue rising in the near future as growing demand exceeds the pace of new apartment construction.

**Table 2-21**  
**Median Gross Rent by Bedrooms in Orange County (2015-2019)**

Unit Size	2015	2016	2017	2018	2019	Percent Change 2015-2019
Studio	\$1,115	\$1,164	\$1,256	\$1,358	\$1,457	30.7%
1 Bedroom	\$1,255	\$1,307	\$1,384	\$1,479	\$1,574	25.4%
2 Bedrooms	\$1,572	\$1,627	\$1,711	\$1,794	\$1,869	18.9%
3 Bedrooms	\$2,054	\$2,130	\$2,185	\$2,277	\$2,372	15.5%
4 Bedrooms	\$2,391	\$2,441	\$2,535	\$2,617	\$2,741	14.6%
5 or More Bedrooms	\$2,472	\$2,639	\$2,624	\$2,655	\$2,796	13.1%
<b>Median Gross Rent</b>	<b>\$1,548</b>	<b>\$1,608</b>	<b>\$1,693</b>	<b>\$1,777</b>	<b>\$1,854</b>	<b>19.8%</b>
<i>Source: American Community Survey, 5-Year Estimates, 2015, 2016, 2017, 2018, 2019.</i>						

When market rents are compared to the amounts lower-income households can afford to pay, it is clear that very-low- and extremely-low-income households have a difficult time finding housing without overpaying. The gap between market rent for an average apartment and affordable rent at the very-low-income level is about \$400 per month, while the gap at the extremely-low-income level is \$881 per month. However, at the low-income and moderate-income levels,

households have a much better chance of finding affordable rentals. The affordable payment for a 4-person low-income household falls between \$1,205 and \$1,926.

### **Housing Needs**

The following analysis of current housing conditions in unincorporated Orange County presents housing needs and concerns relative to various segments of the population. This analysis relies in part on the County’s Consolidated Plan, which addresses the needs of the lower-income segment of the community and strategies to address those needs.

Several factors will influence the need for new housing in Orange County in coming years. The three major needs categories considered in this element include:

- Existing housing needs resulting from the overcrowding, overpayment or substandard housing conditions;
- Housing needs of “special needs groups” such as the elderly, large families, homeless, and disabled; and
- Housing needs resulting from population growth.

Demographic and market conditions analysis indicates that the number of households at the extreme ends of the income spectrum will continue to grow (“polarization of income” phenomenon), while the traditional middle income segments’ participation in the housing market will decline both in size and activity.

In terms of specific housing needs, home ownership and first-time homebuyer programs are important for moderate- to above moderate-income population in achieving home ownership. Lower-income groups will need the most assistance in meeting the increasingly higher cost burdens associated with owning a home, but for the most part these groups will be unable to purchase homes in the County. The needs of lower income groups, therefore, are usually met by the rental market.

In sum, since Orange County has a large population of affluent homeowners, greater attention needs to be placed on the affordability gap in the resale of smaller and more moderately priced homes to lower-income and first-time homebuyers. Attention will need to be placed in creating more opportunities for larger families in the rental market as well.

## Existing Needs

### Overcrowding

Overcrowding is often closely related to household income and the cost of housing. The U.S. Census Bureau considers a household to be overcrowded when there is more than one person per room, excluding bathrooms and kitchens, with severe overcrowding when there are more than 1.5 occupants per room. **Table 2-22** summarizes recent Census estimates of overcrowding for the unincorporated area as compared to the entire county.

**Table 2-22**  
**Overcrowding**

	Unincorporated		Orange County	
	Households	Percent	Households	Percent
1.0+/Room Owner		2.2%		4.9%
1.5+/Room Owner		0.6%		1.3%
1.0+/Room Renter		10.1%		15.6%
1.5+/Room Renter		2.7%		6.4%

Source: SCAG Pre-Certified Local Housing Data, 2021

Overcrowding was much more prevalent among renters than for owner-occupied units in both the unincorporated area and Orange County as a whole. Approximately 13% of unincorporated renter households were overcrowded compared to only 2.8% of owner-occupants.

### Overpayment

According to State housing policy, overpaying occurs when housing costs exceed 30% of gross household income. **Table 2-23** displays recent estimates households in Orange County. According to SCAG and as shown in **Table 2-24**, over 50% of all renter households in the unincorporated area were overpaying for housing.

Although homeowners enjoy income and property tax deductions and other benefits that help to compensate for high housing costs, lower-income homeowners may need to defer maintenance or repairs due to limited funds, which can lead to deterioration. For lower-income renters, severe cost burden can require families to double up resulting in overcrowding and related problems.

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**Table 2-23**  
**Household Cost Burden - Orange County**

Income	Household Cost Burden		
	<30%	30-50%	>50%
<30% HAMFI	434	160	1,718
30-50% HAMFI	695	530	1,297
50-80% HAMFI	1,188	1,049	957
80-100% HAMFI	1,038	1,118	379
>100% HAMFI	16,170	2,711	458
Total Households	19,525	5,568	4,809

\*HAMFI refers to Housing Urban Development Area Median Family Income.  
Source: HUD CHAS, 2012-2016

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**Table 2-24**  
**Renter Overpayment by Income Category –**  
**Orange County Unincorporated Area**

% of Income Paid for Housing	Renters	
	Households	Percent
All households	9,354	100.0%
Less than 10%	265	2.83%
10-14.9%	776	8.30%
15-19.9%	686	7.33%
20-24.9%	1,035	11.06%
25-29.9%	1,023	10.94%
30-34.9%	1,029	11.0%
35-35.9%	695	7.43%
40-49.9%	853	9.12%
50% or more	2,328	24.89%
Not computed	664	7.10%
Households overpaying	4,905	52.40%

Source: SCAG Pre-Certified Local Housing Data – August 2020

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## **Special Needs Groups**

State Housing Law requires that the special needs of certain disadvantaged groups be addressed. These households typically experience difficulty in securing decent, affordable housing, and are not well guarded under market conditions. Many of these groups also fall under the category of extremely-low-income households. The needs of the elderly, handicapped, large families, female heads of household, the homeless and farm workers are addressed below:



### ***Extremely Low-Income Households***

The 2013-2017 Comprehensive Housing Affordability Strategy (CHAS) data indicates there are approximately 280,855 very low-income households living in the Orange County region. Very low-income households are those that earn 50% or less of the median family income (MFI) for Orange County. Extremely low-income households are those that earn less than 30% of the MFI. There are approximately 152,410 extremely low-income households in Orange County. **Table 2-25** below includes data characterizing affordability and cost burden for all income groups within the County of Orange.

Of the extremely low-income households living in the Orange County region, 122,605 have at least one of the four housing problems (80.4%). The housing problems identified by CHAS include the following:

- Units with physical defects (lacking a complete kitchen or plumbing facilities);
- Overcrowded conditions (housing units with more than one person per bedroom);
- Housing cost burdens exceeding 30 percent of gross income (including utilities).

Severe housing problems include units with physical defects and overcrowded conditions, as well as more than 1.5 person per bedroom and a cost burden greater than 50%.

**Table 2-25**  
**Housing Problems for all Households by Tenure – Orange County**

Income by Housing Problem	Household has at least 1 of 4 housing problems	Household has none of the 4 housing problems	Cost Burden not available, no other housing problem
<b>Owners</b>			
Less-than or = 30%	36,480	8,355	4,020
>30% to less-than or = 50% MFI	32,635	20,020	0
>50% to less-than or = 80% MFI	48,655	39,320	0
>80% to less-than or = 100% MFI	26,325	32,160	0
>100% MFI	57,535	283,050	0
<b>Total</b>	<b>201,625</b>	<b>382,905</b>	<b>4,020</b>
<b>Renters</b>			
Less-than or = 30%	86,125	8,715	8,715
>30% to less-than or = 50% MFI	70,490	5,300	0

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>50% to less-than or = 80% MFI	66,905	23,490	0
>80% to less-than or = 100% MFI	21,395	24,505	0
>100% MFI	17,930	102,855	0
Total	262,850	164,865	8,715

*Source: U.S. Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS) 2013-2017.*

### PROJECTED NEEDS

To calculate projected housing needs, the County assumes 50 percent of its very low-income regional housing need are extremely low-income households. As a result, from the very low-income need of 46,416 units, the County has a projected need of 23,208 units for extremely low-income households.

The Housing Action Plan Strategy addresses the needs of extremely-low-income households. However, it must be recognized that the development of new housing for the lowest income groups typically requires large public subsidies, and the level of need is greater than can be met due to funding limitations, especially during these times of declining public revenues.

### *Elderly Persons*

The large demographic group known as “Baby Boomers” born between 1946 and 1964 have played a dominant role in society throughout their lives. The oldest of the Boomers turned 75 in 2021 and the youngest of this group will turn 60 in 204. The growing wave of elderly retirees will have a huge impact on government, health care and the housing market.

The special housing needs of seniors are an important concern in Orange County. This is especially so since many retired persons are likely to be on fixed low incomes and at greater risk of housing overpayment. In addition, the elderly maintain special needs related to housing construction and location. Seniors often require ramps, handrails, lower cupboards and counters to allow greater access and mobility. In terms of location, because of limited mobility the elderly also typically need access to public facilities (e.g., medical and shopping) and public transit facilities.

Senior citizens also may need special security devices for their homes to allow greater self-protection. In many instances, the elderly prefer to stay in their own dwellings rather than relocate to a retirement community, and may require assistance with home repairs and manual house/yard work. In general, every

effort should be made to maintain the dignity, self-respect, and quality of life of senior residents in the County.

Finding reliable transportation to medical appointments, senior centers, meal sites and shopping remains a serious problem for seniors. Many seniors lack private transportation due to physical or financial limitations.

According to recent American Community Survey estimates, there were 27.4% of owner households and 16.3% of renter households in unincorporated Orange County where the householder was 65 or older (**Table 2-26**). Many elderly persons are dependent on fixed incomes and/or have a disability. Elderly homeowners may be physically unable to maintain their homes or cope with living alone. The housing needs of this group can be addressed through smaller units, second units on lots with existing homes, shared living arrangements, congregate housing and housing assistance programs (see also Section 3 – Constraints for more information on how the County’s land use regulations help to facilitate these types of housing options for seniors).

**Table 2-26**  
**Elderly Households by Tenure (Owner vs. Renter)**  
**Orange County Unincorporated Area**

Householder Age	Owners		Renters	
	Households	Percent	Households	Percent
Under 65 years	23,431	72.6%	7,825	83.7%
65 to 74 years	5,332	16.5%	839	9.0%
75 to 84 years	2,372	7.4%	498	5.3%
85 and over	1,128	3.5%	192	2.1%
<b>Total 65+ Households</b>	<b>8,832</b>	<b>27.4%</b>	<b>1,529</b>	<b>16.3%</b>
Total unincorporated households	32,263	100.0%	9,354	100.0%

Source: SCAG Local Housing Data Pre-Certified Local Housing Data 2020

### ***Large Families***

Household size is an indicator of the need for large units. Large households are defined as those with five or more members. Among both owners and renters, just under half of all unincorporated area households have only one or two members. About 16% of renter households and about 15% of owner households had five or more members (**Table 2-27**). This data, together with overcrowding statistics, indicates that although a large proportion of households are small, there is a significant need for large rental units with four or more bedrooms.

**Table 2-27**  
**Household Size by Tenure (Owner vs. Renter) –**  
**Unincorporated Orange County**

Household Size	Owners		Renters	
	Households	Percent	Households	Percent
1 person	3,878	12.0%	1,708	18.3%
2 persons	11,293	35.0%	2,457	26.3%
3 persons	5,734	17.8%	2,055	22%
4 persons	6,716	20.8%	1,656	17.7%
5 persons	2,985	9.3%	918	9.8%
6 persons	1,018	3.2%	355	3.8%
7+ persons	639	2%	205	2.2%
Total households	32,263	100%	9,354	100%

Source: SCAG Local Housing Data Pre-Certified Local Housing Data 2020

### *Single-Parent Households*

Single parent households face different challenges due to the greater need for daycare services, health care services, and other services. An issue observed for female-headed households with no spouse present is a lower average income due to income inequalities present in workplaces.

For Orange County as a whole, single parents represent 5.2 percent of householders, according to 2019 ACS 5-Year Estimates. There are 41,777 single-mother households and 12,508 single-father households in Orange County (4 percent and 1.2 percent, respectively).

### *Female-Headed Households*

The Census Bureau estimates that about 9% of owner households and 15% of renter households in the unincorporated area were headed by a female (**Table 2-28**).

**Table 2-28**  
**Household Type by Tenure (Owner vs. Renter)–**  
**Unincorporated Orange County**

Household Type	Owners		Renters	
	Households	Percent	Households	Percent
Married couple family	385,611	64.8%	183,649	41.5
Male householder, no spouse present	23,491	3.9%	31,541	7.1%
Female householder, no spouse present	51,654	8.7%	68,065	15.4%
Non-family households	134,516	22.6%	158,965	35.9%
Total households	595,272	100%	442,220	100%

Source: American Community Survey-5-Year Estimates, 2019

### ***Students***

The need for student housing is another significant factor affecting housing demand. Student housing often only produces a temporary housing need based on the duration of the educational institution enrolled in. The impact on housing demand is often increased in areas surrounding universities and colleges. According to 2019 ACS 5-Year Estimates, there are approximately 231,636 students in Orange County enrolled in undergraduate programs and 48,691 enrolled in graduate or professional programs. Together, this makes up just under 33 percent of the population over 3 years of age enrolled in school. There are no local universities within unincorporated Orange County; however, some of the unincorporated units may be utilized as student housing for local universities within neighboring jurisdictions. Students may seek shared housing situations to decrease expenses and can be assisted through roommate referral services offered on and off campus. College graduates provide a specialized pool of skilled labor that is vital to the economy; however, a lack of affordable housing may lead to their departure post-graduation.

### ***Persons with Disabilities***

Access and affordability are the two major housing needs of disabled persons. Physically disabled persons often require specially designed dwellings to permit access within the unit, as well as to and from a site. *California Administrative Code* Title 24 sets forth access and adaptability requirements for the physically handicapped (disabled). These regulations apply to all buildings such as motels, employee housing, factory-built housing, and privately funded, newly constructed apartment houses containing five or more dwelling units. The regulations also require that rampways, larger door widths, restroom modifications, etc. be designed to enable free access by the handicapped. Such standards, however, are not mandatory for new single-family residential construction.

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**Table 2-29**  
**Persons with Disabilities by Age –**  
**Orange County**

Disability by Age	Persons	%
Age 5 to 17 - total persons	703,641	
Hearing difficulty	3,884	0.6%
Vision difficulty	3,363	0.5%
Cognitive difficulty	14,903	2.9%
Ambulatory difficulty	2,811	0.5%
Self-care difficulty	5,770	1.1%

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Disability by Age	Persons	%
<b>Age 18 to 64 – total persons</b>	<b>1,998,667</b>	
Hearing difficulty	22,495	1.1%
Vision difficulty	20,555	1.0%
Cognitive difficulty	48,383	2.4%
Ambulatory difficulty	46,589	2.3%
Self-care difficulty	20,493	1.0%
Independent living difficulty	41,021	2.1%
<b>Age 65 and over – total persons</b>	<b>448,781</b>	
Hearing difficulty	53,881	12.0%
Vision difficulty	22,610	5.0%
Cognitive difficulty	37,661	8.4%
Ambulatory difficulty	83,960	18.7%
Self-care difficulty	38,172	8.5%
Independent living difficulty	64,465	14.4%
Source: American Community Survey 5-Year Estimates 2019		

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Disabled persons, have special needs regarding location. There is typically a desire to be located near public facilities, and near public transportation facilities that provide service to those who rely on them.

**Table 2-29** shows that in the under 65 age groups disabilities are relatively rare – typically 2% or less of the population. However, among seniors the incidence of disabilities increases significantly. Nearly 18.7% of persons in this age group reported an ambulatory difficulty, while more than 14% had an independent living difficulty. Members of this group are frequently on fixed incomes, or rely on public assistance.

### DEVELOPMENTALLY DISABLED

As defined by federal law, “developmental disability” means a severe, chronic disability of an individual that:

- Is attributable to a mental or physical impairment or combination of mental and physical impairments;
  - Is manifested before the individual attains age 22;
  - Is likely to continue indefinitely;
  - Results in substantial functional limitations in three or more of the following areas of major life activity: a) self-care; b) receptive and expressive language; c) learning; d) mobility; e) self-direction; f) capacity for independent living; or g) economic self-sufficiency;
  - Reflects the individual’s need for a combination and sequence of special, interdisciplinary, or generic services, individualized
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supports, or other forms of assistance that are of lifelong or extended duration and are individually planned and coordinated.

The Census does not record developmental disabilities. According to the U.S. Administration on Intellectual Developmental Disabilities, an accepted estimate of the percentage of the population that can be defined as having a developmental disability is 1.5 percent. Many persons with intellectual and development disabilities can live and work independently within a conventional housing environment. Individuals with more severe disabilities require a group living environment where supervision is provided. The most severely affected individuals may require an institutional environment where medical attention and physical therapy are provided. Because intellectual and developmental disabilities exist before adulthood, the first issue in supportive housing for the individuals with intellectual and developmental disabilities is the transition from the person's living situation as a child to an appropriate level of independence as an adult.

The State of California Department of Developmental Services (DDS) provided community-based services to approximately 331,999 persons with developmental disabilities and their families through a statewide system of 21 regional centers, four developmental centers, and two community-based facilities, for fiscal year 2017 to 2018. The Regional Center of Orange County (RCOC) is one of 21 regional centers in the State of California that serves as a point of entry to services for people with developmental disabilities. The RCOC is a private, non-profit community agency that contracts with local businesses to offer a wide range of services to individuals with developmental disabilities and their families. The goal of the RCOC is to help Orange County residents with developmental disabilities and their families obtain local services and support to help them live safely and with dignity in the community.

Any resident of Orange County who has a developmental disability that originated before 18 years of age is eligible for services. Services are offered to people with developmental disabilities based on Individual Program Plans (IPP) and may include: adult day programs; advocacy; assessment/consultation; behavior management programs; diagnosis and evaluation; independent living services; infant development programs; information and referrals; mobility training; prenatal diagnosis; residential care; respite care; physical and occupational therapy; transportation; consumer, family vendor training; and vocational training. The RCOC also coordinates the state-mandated Early Start program, which provides services for children under age three who have or are at substantial risk of having a developmental disability. According to the RCOC

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Facts and Statistics data, the RCOC currently serves over 22,000 individuals in Orange County with developmental disabilities and their families.

Based in Orange County, the Dayle McIntosh Center for the Disabled, also referred to as DMC, is a non-profit organization that provides services to people with disabilities and facilitates equal access and inclusion within the community. The mission of the DMC (<http://www.daylemc.org>) is to advance the empowerment, equality, integration and full participation of people with disabilities in the community. The DMC is a non-residential program, but instead promotes the full integration of persons with disabilities into the community, regardless of the disability, and aims to meet the standards and indicators established for operation of independent living centers in the federal Rehabilitation Act of 1973, as amended. The DMC is a peer-based organization meaning that most of the staff is composed of individuals who have disabilities themselves and have met the challenge of becoming self-sufficient. Its staff and board are composed of over 50% of people with disabilities. Its two offices, located in Anaheim and Laguna Hills, serve over 500,000 people with disabilities in Orange County and surrounding areas.

The County of Orange (County) housing programs and regulations facilitate the provision of special needs housing such as emergency shelters and transitional housing, permanent supportive housing, assisted living and group homes to serve the needs of persons with developmental disabilities.

### ***Homelessness***

Throughout the country, homelessness is a serious problem. Factors contributing to homelessness include: the general shortage of housing affordable to extremely low-to-moderate-income households; increases in the number of persons whose incomes fall below the poverty level; reductions in public subsidies and benefits de-institutionalization of the mentally ill; criminal justice system reforms at the federal and state level, and most recently the impacts of the COVID-19 pandemic.

### **PROFILES OF THE HOMELESS POPULATION IN ORANGE COUNTY**

The County of Orange (County) Health Care Agency (HCA) serves as the administrative entity for the Orange County Continuum of Care. As such, HCA undertakes a bi-annual “Point-in-Time” (PIT) count of the unsheltered homeless population in Orange County and an annual count of the sheltered population as part of its application for homeless assistance grant funds to U.S. Department of Housing and Urban Development (HUD) and State of California grant funds. The most recent PIT survey for which results are available was conducted in January



2019<sup>3</sup>. That survey estimated that there were approximately 6,860 persons experiencing homelessness in Orange County at the time of the survey<sup>4</sup>. Of those, the survey estimated that 42% of persons experiencing homelessness were sheltered and 58% were unsheltered. The 2019 PIT survey results indicated an increase in the homeless population compared to the findings of the 2017 PIT Count. However, it is important to note that the 2019 PIT Count incorporated a change in methodology that allowed the unsheltered count to take place over two days to ensure the county jurisdiction was canvassed effectively and collected unique identifying data points to de-duplicate records. Additionally, the 2019 PIT Count incorporated the use of ESRI Survey123 technology, an ArcGIS smartphone application that GIS mapped the locations and city of origin where individuals experiencing homelessness were surveyed and facilitated survey data collection. The ESRI Survey123 incorporated questions that collected demographic, subpopulation, homelessness related data as required by HUD.

By the very nature of homelessness, it is difficult to determine the location of homeless persons over an extended period of time. However, the incorporation of new technologies allowed for the 2019 PIT survey to enumerate persons experiencing unsheltered homelessness by jurisdiction, where traditionally this had only been captured for individual those in emergency shelters and transitional housing. The County released the finding of the 2019 PIT Count broken down by household type, subpopulations and jurisdictions. The County has estimated the number of homeless persons in the unincorporated area based on the data collected in the 2019 PIT Count. As of 2019, there were approximately 53 individuals experiencing homelessness in the unincorporated area of Orange County, in shelter programs and on the streets and places not meant for human habitation. This represents less than one percent of the homeless population as counted during the 2019 PIT. Although this method probably understates the number of persons experiencing homelessness in the unincorporated area since the domestic violence providers did not provide exact addresses to safeguard and protect the privacy of their clients, it is a methodology that has been represented in past Housing Element submitted by the County. This estimate of 53 persons is used for purposes of 2017 Senate Bill 2 (SB 2) analysis. Regardless of what methodology is used for estimating the location of the persons experiencing homelessness, this is a regional issue and the County will continue to address it from a regional perspective.

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<sup>3</sup> OC Health Care Agency received a waiver from HUD to forgo the 2021 unsheltered count due to the COVID-19 pandemic in an effort to safeguard the health of those most vulnerable and limit the spread of COVID-19 illness.

<sup>4</sup> 2019 Orange County Homeless Census & Survey, for OC Partnership by Focus Strategies

### COUNTY EFFORTS TO ADDRESS HOMELESSNESS

Senate Bill 2 (SB2) of 2007 requires that jurisdictions quantify the need for emergency shelter and determine whether existing facilities are adequate to serve the need of the homeless population. An emergency shelter is defined as “housing with minimal supportive services for persons experiencing homelessness that is limited to occupancy of six months or less by a person experiencing homelessness. No individual or household may be denied access to emergency shelter because of an inability to pay.” If adequate existing facilities are not available, the law requires jurisdictions to identify areas where new facilities are permitted “by-right” (i.e., without requiring a public hearing which is mandatory for some discretionary approvals such as a use permit). A jurisdiction could also satisfy its emergency shelter needs through multi-jurisdictional agreements with up to two adjacent communities. The County of Orange (County) Zoning Code allows emergency shelters by-right in the Housing Opportunities Overlay Zone, and transitional housing and permanent supportive housing is permitted as a residential use subject to the same standards as apply to other residential uses of the same type in the same zoning district.

In 2010, the Board of Supervisors (Board) created the Commission to End Homelessness to oversee the implementation of the goals and strategies in the Ten Year Plan to End Homelessness.

In 2012, the County adopted its updated *10-Year Plan to End Homelessness (Ten-Year Plan)*<sup>5</sup>. The Ten-Year Plan is the product of an integrated community collaboration and provides a roadmap of how to effectively end homelessness in Orange County within the next ten years. The efforts to develop such a Ten-Year Plan began in earnest in 2008 when a broad-based Working Group was established and charged with developing a plan. Working Group members represented various stakeholder groups including the business community, non-profit homeless service providers, technical consultants, philanthropic foundations, education, mental health, housing, shelter providers, and local government.

In addition to background information on the costs of homelessness and the extent of the need in Orange County, the Ten-Year Plan outlines the mission, vision, core values, key goals, strategies, and many of the important implementation actions necessary to successfully address homelessness in Orange County. The Ten-Year Plan will lead to positive, systematic changes in the way the community

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<sup>5</sup> <http://occommunityservices.org/civicax/filebank/blobdload.aspx?BlobID=15449>

addresses homelessness, and the goals and objectives within the Ten-Year Plan have largely been achieved by the County.

The following outlines milestones achieved within the Ten-Year Plan:

- In October 2016, the Director of Care Coordination produced an Assessment of Homeless Services in Orange County that outlined findings, recommendations, and next steps for Orange County. This Assessment served as the next steps and measured the progress to date of the Ten-Year Plan.
- In April 2018, the Director of Care Coordination presented an update to the Assessment of Homeless Services in Orange County and provided next steps to building the County's System of Care, which promotes regional collaboration and coordination to meet the unique needs of people experiencing homelessness in Orange County.
- In May 2018, the Board created the Office of Care Coordination to engage the entire Orange County region by working with cities and community-based organizations to coordinate public and private resources to meet the needs of the homeless population in Orange County and improve the overall countywide response to homelessness.

### **INVENTORY OF HOMELESS FACILITIES**

The facility and service needs of families and individuals experiencing homelessness generally include emergency shelter, transitional housing, permanent supportive housing, and supportive services such as job training and counseling, behavioral and general health services.

Emergency shelters often provide accommodation for a few days up to six months. Transitional housing provides shelter for an extended period of time (as long as 24 months) and generally includes integration with other social services and counseling programs that assist people in increasing their income and securing long-term housing. Permanent supportive housing is rental housing for low-income or people experiencing homelessness in addition to a disabling condition such as severe mental illness, substance abuse disorder, or HIV/AIDS with accompanying services that also further self-sufficiency and housing stability. In Orange County, permanent supportive housing is prioritized for individuals who are experiencing chronic homelessness, which is defined as being homeless for a year or longer continuously, or on three separate occasions totaling 12 months, and having a long-term disabling condition.

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The landscape of homeless services has changed significantly in Orange County since 2016, as the County and City jurisdictions have made significant investments in the development of emergency shelter, affordable housing and permanent supportive housing programs to address the needs of individuals and families experiencing homelessness. As of January 2021, a network of nonprofit organizations and local governments operates 59 emergency shelter programs (including those operating in response to COVID-19), 42 transitional housing programs, and -31 permanent supportive housing programs within the Orange County region. Specifically, the County, individual jurisdictions, and numerous agencies oversee a total of 2,857 beds in emergency shelters (**Table 2-30**), 899 beds in transitional housing shelters (**Table 2-31**) and 2,602 beds in permanent supportive housing settings (**Table 2-32**). Currently, 646 permanent supportive housing and affordable housing units are under development.

Unlike cities, the County plays a regional role in providing services to persons and families experiencing homelessness. The County-contracted facilities, such Bridges at Kraemer Place and the Yale Navigation Center that provides emergency shelter for-adults experiencing homelessness, is located outside of the County's jurisdictional boundary but serves individuals from throughout the County, including the unincorporated area. In addition, the County's OC Health Care Agency coordinates the grant application process through which local homeless service providers receive over \$23 million in federal funding annually for the Continuum of Care Program. The OC Health Care Agency also serves as the administrative entity for the Orange County Continuum of Care for State funding to address homelessness.

**Table 2-30  
Emergency Shelter Resources**

Organization Name	Project Name	Inventory Type	Target Pop.	Beds HH w/ Children	Beds HH w/o Children	Beds HH w/ only Children
1736 Family Crisis Center	SSVF EHA	C	NA	0	0	0
American Family Housing	Stanton Inn	C	NA	0	70	0
American Family Housing	Tahiti Motel Operations	U	NA	0	58	0
American Family Housing	Washington House	C	NA	0	16	0
Build Futures	Emergency Housing for Youth	C	NA	0	0	0
Casa Teresa	Emergency Maternity Shelter	C	NA	6	11	0
Casa Youth Shelter	Basic Center Group	C	NA	0	0	12
City Net	Santa Ana Armory	C	NA	0	0	0
CoC FEMA	CoC-Funded FEMA COVID-19	C	NA	0	0	0
Colette's Children's Home	Placentia Hope Emergency Shelter	C	NA	12	0	0
Family Assistance Ministries	Family House	C	NA	32	0	0
Family Assistance Ministries	Gilchrist House - Families	C	NA	9	0	0
Family Assistance Ministries	Project Room Key	C	NA	0	0	0
Friendship Shelter	Alternate Sleeping Location	C	NA	0	30	0
Friendship Shelter	Alternative Sleeping Location Drop-Offs	C	NA	0	0	0
Friendship Shelter	Bridge Housing Program	C	NA	0	28	0
Friendship Shelter	Safe Spaces	C	NA	0	2	0
Grandma's House of Hope	Bridge Re-Entry	C	NA	0	12	0
Grandma's House of Hope	Emergency Shelter CESH	C	NA	0	13	0
Grandma's House of Hope	Women's Emergency Shelter	C	NA	0	25	0
Human Options	Family Healing Center	C	DV	16	0	0
Human Options	Human Options Emergency Shelter	C	DV	29	0	0
Illumination Foundation	Fullerton Navigation Center	U	NA	0	90	0
Illumination Foundation	Gilbert House	C	NA	15	0	0
Illumination Foundation	La Mesa Emergency Shelter	C	NA	12	90	0
Illumination Foundation	Murphy House	C	NA	28	0	0

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Organization Name	Project Name	Inventory Type	Target Pop.	Beds HH w/ Children	Beds HH w/o Children	Beds HH w/ only Children
Illumination Foundation	Recuperative Care Program - Broadway	U	NA	0	62	0
Illumination Foundation	Recuperative Care Program - MIDWAY	C	NA	0	30	0
Illumination Foundation	Temporary Isolation Shelter - Orange/Anaheim	C	NA	0	0	0
Illumination Foundation	The Link	C	NA	40	160	0
Illumination Foundation	Theriahult House	C	NA	36	0	0
Interval House	Emergency Shelter	C	DV	68	3	0
Jamboree	Anaheim House	C	NA	0	6	0
Laura's House	Laura's Domestic Violence Emergency	C	DV	18	2	0
Mercy House	Bridges at Kramer Place	C	NA	0	142	0
Mercy House	Buena Park Emergency Shelter	C	NA	0	103	0
Mercy House	Costa Mesa Bridge Shelter	C	NA	0	29	0
Mercy House	Family Care Center	C	NA	36	0	0
Mercy House	FEMA - Costa Mesa	C	NA	0	0	0
Mercy House	FEMA - Santa Ana	C	NA	0	0	0
Mercy House	Huntington Beach Navigation Center	C	NA	0	124	0
Orange County Rescue Mission	ES Village of Hope	C	NA	33	33	0
Orange County Rescue Mission	Tustin Temporary Emergency Shelter	C	NA	9	48	0
PATH	Placentia Navigation Center	C	NA	0	100	0
PATH	Yale Navigation Center	U	NA	0	425	0
Pathways of Hope	New Vista Emergency	C	NA	44	0	0
Pathways of Hope	Via Esperanza	C	NA	45	0	0
Precious Life Shelter	Emergency Shelter	C	NA	0	6	0
Radiant Health Centers	Short Term Supportive Housing	C	HIV	0	0	0
Salvation Army	Anaheim Emergency Shelter	C	NA	0	325	0
Salvation Army	Salvation Army - FEMA Project	C	NA	0	28	0
The Eli Home	The Eli Home CARP Residential Recovery Shelter Program	C	DV	18	0	0
The Midnight Mission	Courtyard in OC	C	NA	0	238	0

Organization Name	Project Name	Inventory Type	Target Pop.	Beds HH w/ Children	Beds HH w/o Children	Beds HH w/ only Children
US Veterans Initiatives	SSVF EHA	C	NA	0	0	0
Volunteers of America	SSVF EHA	C	NA	0	0	0
Waymakers	Huntington Beach Youth Shelter	C	NA	0	0	4
WISEPlace	Safe Place	C	NA	0	30	0
Women's Transitional Living Center	45 Day Emergency Shelter	C	DV	37	0	0
Women's Transitional Living Center	Safety Net	C	DV	3	3	0

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**Table 2-31  
Transitional Housing Resources**

Organization Name	Project Name	Inventory Type	Target Pop.	Beds HH w/ Children	Beds HH w/o Children	Beds HH w/ only Children	Year-Round Beds
Build Futures	Emergency Housing for Youth	C	NA	0	0	0	0
Casa Teresa	Casa Teresa Parenting Program	C	NA	0	14	0	14
Casa Teresa	Casa Teresa Transformation I Program	C	NA	4	0	0	4
Casa Teresa	Casa Teresa Transformation II Program	C	NA	5	0	0	5
Colette's Children's Home	CCH Ariel Place/Anaheim	C	NA	9	0	0	9
Colette's Children's Home	CCH Cypress Street #2/Placentia	C	NA	8	2	0	10
Colette's Children's Home	Colette's Children's Home #1	C	NA	12	2	0	14
Colette's Children's Home	Colette's Children's Home #2	C	NA	12	1	0	13
Colette's Children's Home	Colette's Children's Home #3	C	NA	9	0	0	9
Colette's Children's Home	Cypress/Placentia III	C	NA	9	0	0	9
Colette's Children's Home	Dairyview	C	NA	12	2	0	14
Families Forward	I-Transitional Housing - Irvine	C	NA	4	0	0	4
Families Forward	I-Transitional Housing- Lake Forest	C	NA	12	0	0	12
Family Assistance Ministries	Gilchrist House - Individuals	C	NA	0	8	0	8
Grandma's House of Hope	GHH Men's Recovery Residence	C	NA	0	13	0	13
Grandma's House of Hope	GHH Men's Transitional Short Term Housing	C	NA	0	6	0	6
Grandma's House of Hope	Healing House	C	NA	0	12	0	12
Grandma's House of Hope	Men's Bridge	C	NA	0	10	0	10
Grandma's House of Hope	VOCA XH	C	NA	0	11	0	11
Grandma's House of Hope	Women's Bridge	C	NA	0	20	0	20
HIS House	CHESS - TAY	C	NA	0	14	0	14
HIS House	HIS House Transitional	C	NA	48	0	0	48
Human Options	Second Step	C	DV	48	0	0	48
Laura's House	Laura's Domestic Violence Transitional Housing Program	C	DV	7	0	0	8
Mary's Shelter	Transitional Living for Homeless Youth	C	NA	0		30	30



Organization Name	Project Name	Inventory Type	Target Pop.	Beds HH w/ Children	Beds HH w/o Children	Beds HH w/ only Children	Year-Round Beds
OC Gateway to Housing	Transitional Housing Program - Tustin	C	NA	28	0	0	28
OC Gateway to Housing	Transitional Housing Program- Santa Ana	C	NA	8	0	0	8
One Step Ministry	Our House	C	NA	9	0	0	9
Orange County Rescue Mission	Hope Family Housing-Buena Park	C	NA	65	0	0	65
Orange County Rescue Mission	House of Hope	C	NA	45	0	0	45
Orange County Rescue Mission	TH Village of Hope	C	NA	98	98	0	196
Orange County Rescue Mission	Tustin Veteran's Outpost	C	NA	16	10	0	26
Precious Life Shelter	Transitional Program	C	NA	25	0	0	25
Salvation Army	Transitional Housing - Buena Park	C	NA	6	0	0	6
Salvation Army	Transitional Housing - Tustin	C	NA	9	0	0	9
South County Outreach	SCO Transitional Housing - Laguna Niguel	C	NA	3	0	0	3
South County Outreach	SCO Transitional Housing - Lake Forest	C	NA	21	0	0	21
South County Outreach	SCO Transitional Housing - Mission Viejo	C	NA	6	0	0	6
Thomas House	2nd Step	C	NA	12	0	0	12
Thomas House	Thomas House Homeless Family Shelter #10	C	NA	64	0	0	64
WISEPlace	Positive Steps House	C	NA	0	5	0	5
WISEPlace	Steps to Independence	C	NA	0	19	0	19
Women's Transitional Living Center	Transitional Housing	C	DV	7	0	0	7

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**Table 2-32**  
**Permanent Supportive Housing Resources**

Organization Name	Project Name	Inventory Type	Target Pop.	Beds HH w/ Children	Beds HH w/o Children	Beds HH w/ only Children	Year-Round Beds	PIT Count	Total Beds
American Family Housing	Permanent Housing 2	C	NA	31	7	0	38	39	38
American Family Housing	Permanent Housing Collaborative	C	NA	36	8	0	44	40	44
Anaheim Supportive Housing	Tyrol Plaza	C	NA	0	12	0	12	12	12
Friendship Shelter	Henderson House Permanent Supportive Housing	C	NA	0	35	0	35	34	35
Illumination Foundation	SHP Stanton Multi-Service Center	C	NA	8	22	0	30	34	30
Illumination Foundation	Street 2 Home	C	NA	49	96	0	145	142	145
Jamboree	Diamond Apartments	C	NA	27	15	0	42	33	42
Jamboree	Doria Apartment Homes	C	NA	6	18	0	24	23	24
Jamboree	Heroes Landing	C	NA	15	70		85	86	85
Mercy House	AFH PSH Collaboration II	C	NA	0	7	0	7	7	7
Mercy House	CCH PSH Collaboration II	C	NA	0	1	0	1	1	1
Mercy House	CCH PSH Collaborative	C	NA	0	1	0	1	1	1
Mercy House	CoC Leasing	C	NA	9	13	0	22	26	22
Mercy House	FAM PSH Collaboration II	C	NA	0	12	0	12	12	12
Mercy House	FSI PSH Collaboration	C	NA	0	39	0	39	38	39
Mercy House	FSI PSH Collaboration II	C	NA	0	17	0	17	17	17
Mercy House	MCY PSH Collaboration II	C	NA	12	16	0	28	27	28
Mercy House	MCY PSH Collaborative	C	NA	12	106	0	118	140	118
Mercy House	Mills End and PSH Leasing Consolidation	C	NA	2	19	0	21	23	21
Mercy House	POH PSH Collaboration II	C	NA	0	20	0	20	20	20

Organization Name	Project Name	Inventory Type	Target Pop.	Beds HH w/ Children	Beds HH w/o Children	Beds HH w/ only Children	Year-Round Beds	PIT Count	Total Beds
Mercy House	The Aqua	C	NA	0	56	0	56	2	56
Orange County Housing Authority	#1 Consolidated Shelter Plus Care TRA	C	NA	153	123	0	276	329	276
Orange County Housing Authority	#2 Consolidated CoC TRA	C	NA	69	54	0	123	120	123
Orange County Housing Authority	#3 Consolidated CoC TRA	C	NA	99	84	0	183	179	183
Orange County Housing Authority	#4 Consolidated CoC TRA	C	NA	91	61	0	152	132	152
Orange County Housing Authority	Jackson Aisle	C	NA	0	29	0	29	27	29
Orange County Housing Authority	Placentia Veterans Village	C	NA	12	45	0	57	47	57
Orange County Housing Authority	Potter's Lane PB VASH	C	NA	0	8	0	8	9	8
Orange County Housing Authority	Salerno VASH	U	NA	20	11	0	31	0	31
Orange County Housing Authority	VASH	C	NA	574	397	0	971	949	971
Orange County Housing Authority	VASH Project-Based Vouchers - Newport Veteran's Housing	C	NA	0	6	0	6	6	6

The County funds one seasonal emergency shelters which is located in State National Guard armories in the Central Planning Service Area. This shelter provides up to 200 emergency shelter beds each night during the winter months. Along with beds, these shelters provide shower facilities and meals to individuals and families experiencing homelessness.

Additionally, the County funds the operations of two year-round emergency shelter programs for individuals experiencing homelessness, Bridges at Kraemer Place and the Yale Navigation Center. Bridges at Kraemer Place provides 200 beds of emergency shelter in the North Service Planning Area and the Yale Navigation Center provides 425 beds of emergency shelter in the Central Service Planning Area. Both programs have a large emphasis on housing focused case management and supporting participants in accessing needed resources and supportive services to assist them in securing appropriate housing options. The County is committed to supporting cities that operate their own emergency shelters and promoting coordination to increase access to shelter beds amongst the unsheltered population. There is one year-round program located in the unincorporated areas of the County. American Family Housing leases to Illumination Foundation for 18 transitional housing units in Midway City.

### ***Farm Workers***

As defined in the County of Orange Zoning Code, a farm worker is an employee engaged in agriculture, which includes farming in all its branches, including preparation for market and delivery to storage or to market or to carriers for transportation to market. Historically Orange County's economy was linked to agriculture. While there are still active farming areas on the Irvine Ranch, and some other cities, shifts in the local economy to production and service-oriented sectors have significantly curtailed agricultural production within the county. Today, Orange County is a mostly developed urban/suburban region, with a strong local economy. Although the county is increasingly capturing major employers in Southern California, this growth is not tied to an agricultural base.

Recent Census Bureau estimates reported about 5,000 persons employed in agricultural occupations in Orange County. About 6% of those farm workers live in unincorporated areas (Table 2-33).

**Table 2-33**  
**Agricultural Employment –**  
**Orange County and SCAG Region**

	% of County Total	SCAG Region
Employment in the Agricultural Industry	0.28%	3,778

Source: SCAG Local Housing Pre-Certified Local Housing Data 2020

The United States Department of Agriculture, National Agriculture Statistics provides data on hired farm labor across the United States. The data is compiled at both a State and County level. Within Orange County, a total of 99 farms reportedly hired 1,772 workers in 2017. Permanent workers, those who work 150 days or more, represent the largest category of workers with 1,106 workers (62 percent). A total of 666 workers (38 percent) are considered seasonal and work less than 150 days. Orange County reported 340 migrant workers (19 percent) with full time hired labor in 2017. In addition, the County reported 176 unpaid workers.

While there is still significant agricultural production on the Irvine Ranch and Rancho Mission Viejo, farmland has steadily decreased in recent decades.

### 3. CONSTRAINTS

#### Governmental Constraints

##### *Land Use Plans and Regulations*

##### GENERAL PLAN

Each city and county in California must prepare a comprehensive, long-term General Plan to guide its future. The land use element of the General Plan establishes the basic land uses and density of development within the various areas of the County. Under state law, the General Plan elements must be internally consistent, and the County's zoning must be consistent with the General Plan. Thus, the land use plan must provide suitable locations and densities to implement the policies of the Housing Element.

The Orange County General Plan Land Use Element provides for four residential land use designations, as shown in **Table 3-1**.

**Table 3-1**  
**Residential Land Use Categories –**  
**Orange County General Plan**

Designation	Maximum Density <sup>1</sup>	Description
Rural Residential (1A)	.025 – 0.5 du/ac	Limited residential use compatible with the natural character of the terrain.
Suburban (1B)	0.5 – 18 du/ac	Wide range of housing types, from estates on large lots to attached dwelling units (town homes, condominiums, and clustered arrangements)
Urban Residential (1C)	18.0 and above du/ac	Applied to areas where intensive residential development is compatible with surrounding urban development. Characterized by intensive residential uses such as apartments, condominiums, town homes and clustered residential units.
Urban Activity Center (6)	18+ <sup>2</sup>	Identifies locations intended for high-intensity mixed-use development. Intended to facilitate a more efficient use of transportation systems, conserve energy resources, and develop residential densities that enhance the ability to provide affordable housing.

Source: Orange County General Plan.

<sup>1</sup>Density expressed in dwelling units per net acre.

<sup>2</sup>Special development regulations apply to ensure that the ultimate development pattern is consistent with the intent of the category.

The Land Use Element of the Orange County General Plan designates approximately 72,382.63 gross acres (41%) of the unincorporated County's total land inventory (excluding Cleveland National Forest) for residential uses,

providing for a range of residential types and densities throughout the unincorporated County.

The maximum gross residential density in the Suburban Residential (1B) land use category is 18 dwelling units per acre, excluding any allowable density bonus. Gross density typically includes street rights-of-way, utility easements, local parks and other community infrastructure. Net densities, including allowable density bonus, are based on net parcel size and therefore may be significantly higher. Maximum densities within the Urban Residential (1C) and Urban Activity Center (6) land use categories are regulated by the applicable zoning, as well as by infrastructure and environmental constraints. The County’s approach to accommodating affordable housing has not solely been dependent on achieving high densities, but also on maintenance of a higher than average number of multi-family units as a proportion of total units, and upon successful leverage of state and federal subsidies for affordable housing.

Pursuant to AB 2348 (2004), the “default density” for most Orange County jurisdictions, including the unincorporated County, is 30 dwelling units per acre<sup>6</sup>. The default density refers to the density at which lower-income housing development is presumed to be feasible, although state law allows jurisdictions to propose alternative densities that are sufficient to facilitate affordable housing based on local experience and circumstances. Based on OC Community Resources’ recent experience with affordable apartment developments (see **Table 3-2**), projects at densities ranging from 12 to 63.4 dwelling units per acre have been built in recent years. A significant portion of these projects have been successfully developed at densities of 20 to 25 units per acre.

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<sup>6</sup> Memo of June 9, 2005 from California Department of Housing and Community Development on AB 2348 of 2004.

## CHAPTER X – HOUSING ELEMENT

**Table 3-2  
Summary of Affordable Projects: 2006 - 2020  
Orange County**

Project/Location	Year Built or Acquired	Total Units	General Plan	Zoning	Allowable Density (du/ac)	Project Density (du/ac)	Affordability/ Assistance Level
Laguna Canyon/Irvine	2006	120	Unknown	Med. Density Residential	Unknown	20.98	30 and 50%
Ability First Apartments/Irvine	2008	24	Med. Density Residential	2.3D – Med. Density Resid.	Unknown	12 units/acre	30% AMI
Dorado Senior Apartments/Buena Park	2007	150	Unknown	Commercial	Unknown	62 units/acre	30,50 and 60% AMI
Stratford Place and Windsor Court	2005	86	Unknown	Unknown	Unknown	28.01	30,50 and 60% AMI
Northwood Apartments/Irvine	2006	96	Medium High Density Residential	2.4C - Medium-High Density Residential	Unknown	20.96	30 & 50% AMI
Montecito Vista Apartments/Irvine	2006	162	Unknown	Research and Industrial	Unknown	22.98	30,50 and 60% AMI
Cornerstone Apartment Homes/Anaheim	2007	49	Suburban Residential	CN – Commercial Neighborhood and Housing Opportunities Overlay Zone	25	33.8	30,50 and 60% AMI
Granite Court	2008	71	Unknown	Unknown	Unknown	Unknown	30,50 and 60% AMI
Woodbury NE Apartments	2008	150	Unknown	Unknown	Unknown	Unknown	30,40 and 50% AMI
Birch Hills Apartment Homes	2012	114	Unknown	Unknown	Unknown	Unknown	30, 45 and 50% AMI
Buena Vista Apartments	2011	17	Suburban Residential	C2 General Business District	25	33.8	30, 40 and 60% AMI
Stonegate I Apartments	2009	38	Suburban Residential	C1 Local Business District	25	33.8	30, 40, 50 and 60% AMI
Stonegate II Apartments	2009	26	Suburban Residential	C1 Local Business District	25	33.8	30, 40, 50 and 60% AMI
San Clemente Senior Apartments	2012	76	Unknown	Unknown	Unknown	Unknown	30 & 50% AMI
Doria Apartment Homes Phase I	2011	60	Unknown	Unknown	Unknown	Unknown	30, 45 and 60% AMI
Avenida Villas	2011	29	Suburban Residential	R3 Apartment District	43	35.4	30% AMI
Diamond Aisle Apartments	2009	25	Unknown	Unknown	Unknown	Unknown	30% AMI
Bonterra Apartment Homes	2010	94	Suburban Residential	Planned Community	Unknown	21	30, 35, 50 and 60% AMI
Cerritos Family Apartments	2012	60	Suburban Residential	R2 Multifamily Dwelling District	43	30	50% and 80% AMI
Potter's Lane	2017	16	Community	C2 General Business	25	39	30% AMI
Heroes' Landing	2020	76	Commercial	Unknown	Unknown	Unknown	30% AMI
Casa Querencia	2021	57	Unknown	Unknown	Unknown	Unknown	30% and 60% AMI
Placentia Veterans Village	2020	50	Unknown	Unknown	Unknown	Unknown	30% AMI



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Project/Location	Year Built or Acquired	Total Units	General Plan	Zoning	Allowable Density (du/ac)	Project Density (du/ac)	Affordability/ Assistance Level
Salerno at Cypress Village	2020	80	Unknown	Unknown	Unknown	Unknown	30% AMI
Buena Esparanza	2021	70	Unknown	Unknown	Unknown	Unknown	30% AMI
Della Rosa	2020	50	Unknown	Unknown	Unknown	Unknown	30% and 50% AMI
Santa Ana Arts Collective	2020	58	Unknown	Unknown	Unknown	Unknown	30%, 35%, 40%, 60% AMI
Westminster Crossing	2021	65	Unknown	Unknown	Unknown	Unknown	20% and 70% AMI
Altrudy Senior Apartments	2021	48	Unknown	Unknown	Unknown	Unknown	30% AMI
FX Residences	2022	17	Unknown	Unknown	Unknown	Unknown	30% AMI
Legacy Square	2023	93	Unknown	Unknown	Unknown	Unknown	30% AMI
Fountain Valley Housing	2022	50	Unknown	Unknown	Unknown	Unknown	30% AMI
Casa Paloma	2022	71	Unknown	General Business	28	63.4	30% and 50% AMI
The Groves	2022	75	Community Commercial	Unknown	Unknown	Unknown	30% AMI
The Crossroads at Washington	2023	86	Unknown	Unknown	Unknown	Unknown	30% AMI
Villa St. Joseph	2023	50	Unknown	Unknown	Unknown	Unknown	20% AMI
Airport Inn	2021	58	Unknown	Unknown	Unknown	Unknown	30% AMI
Mountain View	2023	71	Unknown	Unknown	Unknown	Unknown	30% AMI
WISEPlace Supportive Housing	2024	52	Unknown	Unknown	Unknown	Unknown	30% AMI
Cartwright Family Apartments	2023	60	Unknown	Unknown	Unknown	Unknown	30%-80% AMI
Lincoln Avenue Apartments	2023	55	Unknown	Unknown	Unknown	Unknown	30%, 50%, 60%, and 70% AMI
Santa Angelina Senior Community	2023	65	Unknown	Unknown	Unknown	Unknown	25% and 60% AMI

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Project/Location	Year Built or Acquired	Total Units	General Plan	Zoning	Allowable Density (du/ac)	Project Density (du/ac)	Affordability/ Assistance Level
Orchard View Gardens	2023	66	Unknown	Unknown	Unknown	Unknown	30%-60% AMI
Center of Hope/The Salvation Army	2022	72	Unknown	Unknown	Unknown	Unknown	25% and 30% AMI
Westview House	2023	85	Unknown	Unknown	Unknown	Unknown	30% and 60% AMI
Huntington Beach Senior Housing	2023	43	Unknown	Unknown	Unknown	Unknown	30% and 50% AMI
Orange Corporate Yard	2023	62	Unknown	Unknown	Unknown	Unknown	30% and 60% AMI
North Harbor Village	2022	91	Unknown	Unknown	Unknown	Unknown	30% AMI
Homekey Property #1: Stanton Inn	2020	72	Unknown	Unknown	Unknown	Unknown	30% AMI
Homekey Property #2: Tahiti Motel	2020	60	Unknown	Unknown	Unknown	Unknown	30% AMI

\*Projects funded by the County through the Permanent Supportive Housing NOFA process.  
Source: OC Community Resources/Housing, 5/11/2021

The Orange County General Plan is not considered to be a constraint to the goals and policies of the Housing Element as the County’s zoning is consistent with the General Plan and adequate sites with appropriate densities have been identified to permit the construction of the County’s fair share of new housing units for the 2021-2029 planning period (see Section 4, Resources and Opportunities). Under the Housing Opportunities Overlay Regulations (Zoning Code Section 7-9-44) adopted in 2020, affordable housing developments are permitted by right at a density up to 43.5 units per acre, excluding density bonus. Since the January 10, 2006 adoption of the Housing Opportunities Overlay Zone, eight (8) projects have been built (within the Housing Opportunities Overlay Zone) which demonstrates the effectiveness of the regulations in facilitating the production of housing for lower-income families. Those projects, with densities between 30 and 63.4 units per acre, include affordable units at the 30%, 50% and 60% AMI level and

## **CHAPTER X – HOUSING ELEMENT**

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demonstrate that lower-income housing is feasible under current regulations (see further discussion in Appendix B, Land Inventory).

### **ZONING ORDINANCE**

Zoning regulations serve as a key General Plan implementation tool. The County's Zoning Code accommodates a diversity of residential housing types. It allows for innovation in design standards within parameters designated on Land Use Element, Table III-1 provided the overall density and dwelling unit capacity is not exceeded. The Orange County Zoning Code provides for 17 residential zoning districts, as listed below:

- A1 "General Agricultural" District
- AR "Agricultural Residential" District
- E1 "Estates" District
- RHE "Residential Hillside Estates" District
- E4 "Small Estates" District
- H "Housing Opportunities" Overlay District
- MX "Mixed-Use" Overlay District
- RE "Residential Estates" District
- R1 "Single-Family Residence" District
- RS "Residential, Single-Family" District<sup>2</sup>
- R2D "Two-Family Residence" District
- R2 "Multifamily Dwelling" District
- R3 "Apartment" District
- R4 "Suburban Multifamily Residential" District
- RP "Residential-Professional" District
- PC "Planned Community" District
- PD "Planned Development" Combining District

Of the 17 residential use zoning districts (including A1 General Agricultural), multi-family projects of four units or less are permitted "by right" in the R2, R3 and R4 zones, as well as in Planned Community Districts. In addition, duplexes are allowed by right in the R2D district. Single-family dwellings are allowed in all residential zones in the County. Allowable densities in these zones range from 0.4 units/acre in the A1 zone up to 65 units/acre in the R2 and R3 zones. The height limit is 35 feet in all zones except R3, which allows up to 65 feet. Please see 0 for a summary of the applicable development standards in these zoning districts. Notwithstanding the number of zoning districts identified, however, the overwhelming majority of development approved within the unincorporated County was accomplished under the PC "Planned Community" District.

**Planned Community District:** One particularly effective component of the County’s zoning regulations is the Planned Community (PC) designation. In general, each planned community is subject to the standard provisions of the Zoning Code. The purpose of this district is to provide the authority, regulations and procedures whereby large land areas can be planned, zoned, developed and administered as individual, integrated communities. It is intended that each planned community will be developed to take maximum advantage of its location, environment and physical features. Several of these planned communities are also the subject of development agreements, which identify the levels of development allowed and important public facilities that will accompany development.

**Rancho Mission Viejo Planned Community:** The most recently approved Planned Community is Rancho Mission Viejo, approved by the Board of Supervisors on November 8, 2004. Rancho Mission Viejo is located in southeastern Orange County east of San Juan Capistrano and north of San Clemente. Rancho Mission Viejo includes the development of 5,768 acres of the 22,683-acre Planned Community with a maximum of 14,000 dwelling units, 6,000 of which are forecasted to be age restricted, and 5.2 million sq. ft. of employment floor area. The remainder of Rancho Mission Viejo, 16,915 acres, is planned to remain as protected, permanent open space. Build-out of the planned community is expected in approximately 20 years.

As is the case with nearly all planned communities approved in Orange County, Rancho Mission Viejo is subject to a Development Agreement between the County and the landowner. The Ranch Plan Development Agreement requires that the developer offer for dedication an aggregate of 60 gross acres of land to the County, which would be graded and improved for the County’s development of low-income rental housing. In July 2006 the County and property owner entered into an Affordable Housing Implementation Agreement (AHIA), or as may be supplemented, that delineates the process for transferring the property to the County for development. Development assumptions for Rancho Mission Viejo are discussed in greater detail in Appendix B – Land Inventory.

Since the grand opening of Planning Area 1 in 2013, Rancho Mission Viejo and neighborhood builders have completed and sold/rented 1,247 housing units in Sendero PA1, of which 286 are deed-restricted senior housing (Age Qualified) units. In addition, 107 senior affordable apartments have been leased. Since the grand opening of PA2 in 2015 and through the end of 2019, RMV and neighborhood builders have obtained building permits for 2,507 market rate units in Esencia PA2, and occupancy permits (closings) for 2,475 market rate units, of which 830 have been deed-restricted senior housing (Age Qualified) units. In

addition, a 112-unit affordable family apartment project has been leased.

**Residential Professional District and Mixed-Use Overlay District:** Another particularly effective component of the County’s zoning regulations is mixed-use development, which is permitted in the RP and MX districts. In contrast to single-use zones, mixed-use combines residential with retail, office, commercial and/or entertainment developments. Mixed-use not only allows residents to live, work, and shop within walking distance, it strengthens the economy with an employee and retail base for local businesses. Mixed-use is especially beneficial for communities lacking vacant residential sites, creating the opportunity for new housing through infill development and decreasing housing costs through shared amenities and parking.

The County’s RP “Residential-Professional” district provides for the development and maintenance of moderate-intensity residential and office uses to produce an integrated mixed-use neighborhood of superior quality. The zone is principally designed to mix single family or mobile home dwelling units with professional and administrative offices.

The County’s MX “Mixed Use” Overlay District provides the opportunity to develop high density housing in commercial areas. These regulations are intended to facilitate the vertical and horizontal mixing of retail, office, and residential uses and development of mixed-use buildings accommodating both residential and employment activities. In both infill contexts and in larger projects, these regulations shall facilitate the inclusion of cultural, civic, education, and urban recreational uses and support transit-oriented development and alternative modes of transportation.

A summary of the development standards for the 17 zoning districts permitting residential development is provided in **Table 3-3**. These development standards are reasonably necessary to protect the public health, safety and welfare and maintain the quality of life, and are not considered to be constraints to the development of housing. For additional details, development standards for each zoning district are available on the County’s website, per Government Code 65940.1(a)(1)(B).

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**Table 3-3  
Summary of Residential Zoning Regulations –  
County of Orange**

Zone	Residential Uses Permitted By Right	Residential Uses Permitted With SDP/UP	Min. Land Area per Unit/Max. Density	Height Limit	From Ultimate Street R/W Line			From Property Line Not Abutting Street		On Panhandle Building Site from Any Property Line
					Front	Side	Rear	Side	Rear	
A1 "General Agricultural" District	<ul style="list-style-type: none"> <li>Single-family detached dwelling or mobile home per section 7-9-92.2 (one building site)</li> <li>Accessory Dwelling Units and Junior Accessory Dwelling Units</li> </ul>	<ul style="list-style-type: none"> <li>Community care facilities serving 7 to 12 persons</li> <li>Large Congregate living health facilities serving 7 to 12 persons per section 7-9-95</li> <li>Farmworker dwelling unit per section 7-9-134</li> <li>Farmworker housing complex per section 7-9-134</li> </ul>	4 acres/ 1 du/ac	35 ft.	20	5	25	5	25 <sup>4</sup>	10
AR "Agricultural Residential" District	<ul style="list-style-type: none"> <li>Community care facilities serving six (6) or fewer persons and large family day care homes (7-9-95.2)</li> <li>Single-family detached dwelling or mobile home per section 7-9-92.2 (one building site)</li> <li>Accessory Dwelling Units and Junior Accessory Dwelling Units</li> </ul>	<ul style="list-style-type: none"> <li>Community care facilities serving 7 to 12 persons</li> <li>Large Congregate living health facilities serving 7 to 12 persons per section 7-9-95</li> </ul>	7,200 sq.ft./ 6.1 du/ac	35 ft.	20	5	25	5	25 <sup>4</sup>	10
E1 "Estates" District	<ul style="list-style-type: none"> <li>Community care facilities serving six (6) or fewer persons and large family day care homes (7-9-95.2)</li> <li>Single-family dwelling or mobile home per section 7-9-92.2 (one per building site)</li> <li>Accessory Dwelling Units and Junior Accessory Dwelling Units</li> </ul>	<ul style="list-style-type: none"> <li>Community care facilities serving 7 to 12 persons</li> <li>Large Congregate living health facilities serving 7 to 12 persons per section 7-9-95</li> </ul>	1 acre/ 1.0 du/ac	35 ft.	45	20	50	20	50 <sup>4</sup>	10

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Zone	Residential Uses Permitted By Right	Residential Uses Permitted With SDP/UP	Min. Land Area per Unit/Max. Density	Height Limit	From Ultimate Street R/W Line			From Property Line Not Abutting Street		On Panhandle Building Site from Any Property Line
					Front	Side	Rear	Side	Rear	
RHE "Residential Hillside Estates" District	<ul style="list-style-type: none"> <li>Community care facilities serving six (6) or fewer persons and large family day care homes (7-9-95.2)</li> <li>Single-family dwelling or mobile home per section 7-9-92.2 (one per building site)</li> <li>Accessory Dwelling Units and Junior Accessory Dwelling Units</li> </ul>	<ul style="list-style-type: none"> <li>Community care facilities serving 7 to 12 persons</li> <li>Large Congregate living health facilities serving 7 to 12 persons per section 7-9-95</li> </ul>	10,000 sq.ft./ 4.4 du/ac	35 ft.	10	8	25	8	25 <sup>4</sup>	10
E4 "Small Estates" District	<ul style="list-style-type: none"> <li>Community care facilities serving six (6) or fewer persons and large family day care homes (7-9-95.2)</li> <li>Single-family dwelling or mobile home per section 7-9-92.2 (one per building site)</li> <li>Accessory Dwelling Units and Junior Accessory Dwelling Units</li> </ul>	<ul style="list-style-type: none"> <li>Community care facilities serving 7 to 12 persons</li> <li>Large Congregate living health facilities serving 7 to 12 persons per section 7-9-95</li> </ul>	10,000 sq.ft./ 4.4-du/ac	35 ft.	30	note <sup>1</sup>	25	note <sup>1</sup>	25 <sup>4</sup>	10
H "Housing Opportunities" Overlay District <sup>5</sup>	<ul style="list-style-type: none"> <li>See section 7-9-44</li> </ul>		Up to 43.5 du/ac	35 ft.	20	note <sup>2</sup>	25	note <sup>2</sup>	25 <sup>4</sup>	10
MX "Mixed-Use" Overlay District <sup>5</sup>	<ul style="list-style-type: none"> <li>See section 7-9-45</li> <li>May be combined with any commercial zoning district</li> </ul>	<ul style="list-style-type: none"> <li>All mixed-use projects shall be subject to a Use Permit</li> </ul>	Up to 33 du/ac	note <sup>5</sup>	note <sup>5</sup>	note <sup>5</sup>	note <sup>5</sup>	note <sup>5</sup>	note <sup>5</sup>	note <sup>5</sup>
RE "Residential Estates" District	<ul style="list-style-type: none"> <li>Community care facilities serving six (6) or fewer persons and large family day care homes (7-9-95.2)</li> <li>Single-family dwelling or mobile home per section 7-9- 92.2 (one per building site)</li> <li>Accessory Dwelling Units and Junior Accessory Dwelling Units</li> </ul>	<ul style="list-style-type: none"> <li>Community care facilities serving 7 to 12 persons</li> <li>Large group homes serving 7 or more persons per section 7-9-95</li> </ul>	20,000 sq.ft./ 2.2 du/ac	35 ft.	40	note <sup>1</sup>	25	note <sup>1</sup>	25 <sup>4</sup>	15

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Zone	Residential Uses Permitted By Right	Residential Uses Permitted With SDP/UP	Min. Land Area per Unit/Max. Density	Height Limit	From Ultimate Street R/W Line			From Property Line Not Abutting Street		On Panhandle Building Site from Any Property Line
					Front	Side	Rear	Side	Rear	
R1 "Single-Family Residence" District	<ul style="list-style-type: none"> <li>Community care facilities serving six (6) or fewer persons and large family day care homes (7-9-95.2)</li> <li>Single-family dwelling or mobile home per section 7-9-92.2 (one per building site)</li> <li>Accessory Dwelling Units and Junior Accessory Dwelling Units</li> </ul>	<ul style="list-style-type: none"> <li>Community care facilities serving 7 to 12 persons</li> <li>Large group homes serving 7 or more persons per section 7-9-95</li> </ul>	7,200 sq.ft./ 6.1 du/ac	35 ft.	20	5	25	5	25 <sup>4</sup>	10
RS "Residential, Single-Family District"	<ul style="list-style-type: none"> <li>Community care facilities serving six (6) or fewer persons and large family day care homes (7-9-95.2)</li> <li>Single-family dwelling or mobile home per section 7-9-92.2 (one per building site)</li> <li>Accessory Dwelling Units and Junior Accessory Dwelling Units</li> </ul>	<ul style="list-style-type: none"> <li>Community care facilities serving 7 to 12 persons</li> <li>Large group homes serving 7 or more persons per section 7-9-95</li> </ul>	7,000 sq.ft./ 6.2 du/ac	35 ft.	10	10	10	note <sup>3</sup>	0	10
R2D "Two-Family Residence" District	<ul style="list-style-type: none"> <li>Community care facilities serving six (6) or fewer persons and large family day care homes (7-9-95.2)</li> <li>Duplexes (one per building site)</li> <li>Single-family dwelling or mobile home per section 7-9-92.2 (one per building site)</li> <li>Accessory Dwelling Units</li> </ul>	<ul style="list-style-type: none"> <li>Residential condominium, stock cooperative, and community apartment projects per section 7-9-89 (two units maximum)</li> <li>Community care facilities serving 7 to 12 persons</li> <li>Large Congregate living health facilities serving 7 to 12 persons</li> <li>Large group homes serving 7 or more persons per section 7-9-95</li> <li>Group homes serving 7 or more persons per section 7-9-95</li> <li>Senior living facilities per section 7-9-98</li> </ul>	3,600 sq.ft./ 12.1 du/ac	35 ft.	20	5	25	5	25 <sup>4</sup>	10



## CHAPTER X – HOUSING ELEMENT

Zone	Residential Uses Permitted By Right	Residential Uses Permitted With SDP/UP	Min. Land Area per Unit/Max. Density	Height Limit	From Ultimate Street R/W Line			From Property Line Not Abutting Street		On Panhandle Building Site from Any Property Line
					Front	Side	Rear	Side	Rear	
R2 "Multifamily Dwelling" District	<ul style="list-style-type: none"> <li>Community care facilities serving six (6) or fewer persons and large family day care homes (7-9-95.2)</li> <li>Multi-family projects of four (4) or less dwelling unit</li> <li>Single-family dwelling or mobile home per section 7-9-92.2 (one per building site)</li> <li>Accessory Dwelling Units</li> </ul>	<ul style="list-style-type: none"> <li>Multi-family projects of five (5) or more dwelling units (except condominium, stock cooperative, and community apartment projects) per section 7-9-86</li> <li>Mobile home developments per section 7-9-92</li> <li>Residential condominium, stock cooperative, and community apartment projects per section 7-9-86</li> <li>Community care facilities serving 7 to 12 persons</li> <li>Large Congregate living health facilities serving 7 to 12 persons</li> <li>Group homes serving 7 or more persons per section 7-9-95</li> <li>Senior living facilities per section 7-9-98</li> <li>Senior citizen housing developments with less than 35 units per section 7-9-135</li> </ul>	1,000 sq.ft./ 43.5 du/ac	35 ft.	20	5	25	5	25 <sup>4</sup>	10

## CHAPTER X – HOUSING ELEMENT

Zone	Residential Uses Permitted By Right	Residential Uses Permitted With SDP/UP	Min. Land Area per Unit/Max. Density	Height Limit	From Ultimate Street R/W Line			From Property Line Not Abutting Street		On Panhandle Building Site from Any Property Line
					Front	Side	Rear	Side	Rear	
R3 "Apartment" District	<ul style="list-style-type: none"> <li>Boarding houses serving six (6) or fewer persons</li> <li>Community care facilities serving six (6) or fewer persons and large family day care homes (7-9-95.2)</li> <li>Multi-family projects of four (4) or less dwelling unit</li> <li>Single-family dwelling or mobile home per section 7-9-92.2 (one per building site)</li> <li>Accessory Dwelling Units</li> </ul>	<ul style="list-style-type: none"> <li>Fraternity or sorority houses</li> <li>Multifamily projects of five (5) or more dwelling units (except condominium, stock cooperative, and community apartment projects) per section 7-9-86</li> <li>Community care facilities serving 7 to 12 persons</li> <li>Large Congregate living health facilities serving 7 to 12 persons</li> <li>Mobile home developments per section 7-9-92</li> <li>Residential condominium, stock cooperative and community apartment projects per section 7-9-86</li> <li>Boarding houses serving more than 6 persons.</li> <li>Group homes serving 7 or more persons per section 7-9-95</li> <li>Senior living facilities per section 7-9-98</li> <li>Single-room occupancy (SRO) per section 7-9-88</li> <li>Senior citizen housing developments with less than 35 units per section 7-9-135</li> </ul>	1,000 sq.ft./ 43.5 du/ac	65 ft.	20	note <sup>2</sup>	25	note <sup>2</sup>	25 <sup>4</sup>	10

## CHAPTER X – HOUSING ELEMENT

Zone	Residential Uses Permitted By Right	Residential Uses Permitted With SDP/UP	Min. Land Area per Unit/Max. Density	Height Limit	From Ultimate Street R/W Line			From Property Line Not Abutting Street		On Panhandle Building Site from Any Property Line
					Front	Side	Rear	Side	Rear	
R4 "Suburban Multifamily Residential" District	<ul style="list-style-type: none"> <li>Community care facilities serving six (6) or fewer persons and large family day care homes (7-9-95.2)</li> <li>Multi-family projects of four (4) or less dwelling unit</li> <li>Single-family dwelling or mobile home per section 7-9-92.2 (one per building site)</li> <li>Accessory Dwelling Units</li> </ul>	<ul style="list-style-type: none"> <li>Multifamily projects of five (5) or more dwelling units (except condominium, stock cooperative, and community apartment projects) per section 7-9-86</li> <li>Community care facilities serving 7 to 12 persons</li> <li>Large Congregate living health facilities serving 7 to 12 persons</li> <li>Mobile home developments per section 7-9-92</li> <li>Residential condominium, stock cooperative and community apartment projects per section 7-9-86</li> <li>Group homes serving 7 or more persons per section 7-9-95</li> <li>Senior living facilities per section 7-9-98</li> <li>Senior citizen housing developments with less than 35 units per section 7-9-135</li> </ul>	3,000 sq.ft./ 14.5 du/ac	35 ft.	20	5	25	5	25 <sup>4</sup>	10
RP "Residential-Professional"	<ul style="list-style-type: none"> <li>Community care facilities serving six (6) or fewer persons and large family day care homes (7-9-95.2)</li> <li>Single-family dwelling or mobile home per section 7-9-92.2 (one per building site)</li> </ul>	<ul style="list-style-type: none"> <li>Multifamily projects of four (4) or less dwelling units</li> </ul>	3,000 sq.ft./ 14.5 du/ac	35 ft.	20	5	25	5	25 <sup>4</sup>	10
PC "Planned Community" District	<ul style="list-style-type: none"> <li>The purpose of this district is to provide the authority, regulations and procedures whereby large land areas can be planned, zoned, developed and administered as individual integrated communities</li> <li>Accessory Dwelling Units and Junior Accessory Dwelling Units</li> </ul>		For each proposed Planned Community, a specific PC Program Text shall be adopted by ordinance that specifies land use regulations and procedures applicable to all areas within the boundaries of the planned community.							

## CHAPTER X – HOUSING ELEMENT

Zone	Residential Uses Permitted By Right	Residential Uses Permitted With SDP/UP	Min. Land Area per Unit/Max. Density	Height Limit	From Ultimate Street R/W Line			From Property Line Not Abutting Street		On Panhandle Building Site from Any Property Line
					Front	Side	Rear	Side	Rear	
PD "Planned Development" Combining District	<ul style="list-style-type: none"> <li>The purpose of the PD "Planned Development" Combining District is to provide flexibility whereby land may be developed utilizing innovative site planning techniques (e.g., clustering of units and shared parking) to produce a development project that will preserve the community health, safety and general welfare and maintain the character of the surrounding neighborhood.</li> <li>Accessory Dwelling Units and Junior Accessory Dwelling Units</li> </ul>	<ul style="list-style-type: none"> <li>Planned (unit) developments not otherwise permitted through base district regulations.</li> </ul>			In any district where the district symbol is followed by, as a part of such symbol, the letters "(PD)," planned development projects shall be permitted subject to the use regulations, development standards, and other provisions. Projects located within this district that are not a planned development, or not part of a planned development, shall comply with the regulations of the base district and are not subject to the provisions of this section.					

Notes:

<sup>1</sup>Ten (10) percent average ultimate net width of building site-Maximum twenty (20) feet.

<sup>2</sup>Five (5) feet; add one (1) foot for each additional story over two (2).

<sup>3</sup>Ten (10) feet on one side only or ten (10) feet total of two (2) sides combined.

<sup>4</sup>In computing the depth of a rear set back from any building where such setbacks open on an alley, private street, public park or public beach, one-half of the width of such alley, street, park or beach may be deemed to be a portion of the rear setback, except that under this provision, no rear setback shall be less than 50 feet.

<sup>5</sup>H "Housing Opportunities" Overlay District and MX "Mixed-Use" Overlay District: Sites shall comply with the base district site development standards.

Source: County of Orange Zoning Code 2020, OC Public Works.

## CHAPTER X – HOUSING ELEMENT

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**Housing Opportunities Overlay Zone:** The goal of the Housing Opportunities Overlay Zone is to facilitate the development of affordable housing units on underutilized non-residentially zoned land in the unincorporated area. The Board of Supervisors adopted the Housing Opportunities Overlay Zone regulations on January 10, 2006. To provide guidelines for the development of Housing Opportunity sites, the Planning Commission approved the Housing Opportunities Manual on June 21, 2006.

The Housing Opportunities Overlay Zone allows affordable housing development by-right (i.e., without a conditional use permit) in the following districts:

- C1 – Local Business
- C2 – General Business
- CH – Commercial Highway
- CN – Commercial Neighborhood
- PA – Professional and Administrative Office
- M1 – Light Industrial

The Housing Opportunities Overlay Zone’s affordability requirements include the following criteria:

- Rental project;
- 100% of the units must be affordable to low and very-low income households (70% low income and 30% very low income) for at least 55 years.

If necessary in order to make the project economically feasible, the County offers the following incentives:

- Density bonus;
- Setback reduction;
- Increased maximum lot coverage; and/or
- Increased building height.

Although not considered an incentive, the County also offers alternative (reduced) parking requirements for residential development within the Housing Opportunities Overlay Zone. All other standards of the base commercial zoning district continue to apply.



Cornerstone

On December 9, 2008, the Board of Supervisors adopted a Zoning Code amendment extending the Housing Opportunities Overlay Zone regulations to properties zoned R2, R3, R4 and RP that are adjacent to arterial highways.

On July 28, 2020, the Board of Supervisors adopted a Zoning Code Amendment to increase the base density from 25 to 43.5 du/ac.

Since the adoption of the Housing Opportunities Overlay Zone, eight projects (within the Housing Opportunities Overlay Zone) with a total of 306 affordable units have been approved, which demonstrates the effectiveness of the regulations in facilitating the production of housing for lower-income families (see Table A-3). The average density of these projects has been over 37.68 units per acre as compared to the base density of 25 units per acre. Appendix B contains a detailed discussion of the additional development capacity of parcels in the Housing Opportunities Overlay Zone.

### OFF-STREET PARKING REQUIREMENTS

Parking is a necessary aspect of any development and can constrain the development of affordable housing. For every parking space that is required, there is less land available for development. Excessive parking requirements can thus drive up the cost of development. Parking requirements in the County of Orange, however, are similar to other jurisdictions and are not considered to be so stringent as to be a constraint to affordable development. Furthermore, the Zoning Code provides additional opportunities for developments to request alternatives to off-street parking regulations (Sec. 7-9-70.9). Residential parking requirements for the County are displayed in **Table 3-4**.

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The County’s Zoning Code assigns parking standards with the intent to promote efficient land use. It is intended that these regulations will result in properly designed parking facilities of sufficient capacity to minimize traffic congestion, enhance public safety, generally provide for the parking of motor vehicles at locations other than on the streets, and for safe passage of pedestrians to and from parked vehicles.

**Table 3-4  
Residential Parking Requirements –  
County of Orange**

Type of Residential Development	Required Parking Spaces		Comments
Attached / Detached Single-Family Dwellings	Two (2) covered spaces for each dwelling Those with less than 18-foot setback from back of curb or sidewalk shall provide one (1) additional space within 200 feet of dwelling Those dwellings with more than four (4) bedrooms shall provide an additional one-half (0.5) off-street parking space on the same parcel for each additional bedroom. In addition to the two (2) required covered spaces. If one additional space is required, it shall be covered. If more than one additional space is required, at least fifty percent (50%) of the additional spaces shall be covered and may be tandem spaces.		For purposes of this section, a room such as a den, study or sewing room shall be considered a bedroom.
Multifamily Dwellings	Zero to one-bedroom dwelling units	One and one-half (1.5) for each dwelling unit	For purposes of this section, a room such as a den, study or sewing room shall be considered a bedroom.
	Two-bedroom dwelling units	Two (2) off-street spaces for each dwelling unit. One (1) of the spaces shall be covered for each unit.	
	Three or more-bedroom dwelling units	Two and one-half (2.5) off-street spaces per dwelling unit, plus one-half (.5) off-street space for each bedroom in excess of three (3). Except as otherwise noted below, two (2) spaces shall be covered for each dwelling unit.	
	Five or more dwelling units, or accessory “second units”	The requirement that off-street spaces be covered is not applicable for larger multi-family projects (5+ units) or “second units.”  For building sites with five (5) or more dwelling units, the developer may opt to utilize a prescribed sliding scale based on unit size to create unassigned parking, in lieu of above requirements	
Guest Parking	In addition to above regulations, two-tenths (.2) guest parking spaces per dwelling units shall be provided		N/A

Source: County of Orange Zoning Code, 2020

### DENSITY BONUS

Beyond local requirements, California law allows for a 35% increase in the density of a residential development when a housing developer agrees to construct any of the following: a minimum of 20% of the total units of a housing development for lower income households or 10% of the total units for very low income households. A senior housing development is also eligible for a 20% density bonus if it includes at least 35 dwelling units, and the applicant seeks a density bonus.

The County must also provide at least one of the following:

- A reduction in site development standards or a modification of zoning code requirements or architectural design requirements that exceed the minimum building standards approved by the California Building Standards Commission.
- Approval of mixed use zoning in conjunction with the housing project if commercial, office, industrial, or other land uses will reduce the cost of the housing development and if the commercial, office, industrial, or other land uses are compatible with the housing project.
- Other regulatory incentives or concessions proposed by the developer or the city, county, or city and county that result in identifiable cost reductions.

The County of Orange complies with the density bonus provisions required by state law in residential zones when requested by the project applicant. In 2013 the density bonus provisions of the Zoning Code (Sec. 7-9-87) were amended to streamline the approval process for density bonus.

In July 2020, the Orange County Board of Supervisors adopted the Comprehensive Zoning Code, which also includes provisions to increase and exceed the density bonus and number of incentives that developers can obtain through application of the State’s Density Bonus Law, which is referenced in the Zoning Code (Sec. 7-9-87). In compliance with AB 1763, new regulations have been adopted to address the housing crisis and facilitate the production of higher density affordable housing units. An 80% density bonus is available for projects in which 100% of the units (exclusive of the manager’s units) are affordable to lower and moderate-income households with a maximum of 20% of the units affordable to moderate-income households and the remainder affordable to lower-income households.



## **CHAPTER X – HOUSING ELEMENT**

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Under Government Code Section 65915, known as the Density Bonus Law, the maximum bonus was 35%. California state law AB 2345 states that all jurisdictions in California are required to process projects proposing up to 50% additional density as long as those projects provide the additional Below Market Rate units (BMR) in the “base” portion of the project, unless the locality already allows a bonus above 35%. The bill also lowered the BMR thresholds for incentives for projects with low income BPRs.

Additionally, Government Code Section 65915 authorizes an applicant to receive 2 incentives or concessions for projects that include at least 17% of the total units for lower income households, at least 10% of the total units for very low income households, or at least 20% for persons or families of moderate income in a common interest development. It also allows an applicant to receive 3 incentives for projects that include at least 24% of the total units for lower income households, at least 15% of the total units for very low income households, or at least 30% for persons or families of moderate income in a common interest development.

AB 2345 also requires an allowance of up to 50% density bonus when the base BMR is proposed. The County’s Zoning Code refers to the latest State Density Bonus law provisions and implements the most recent changes of State law. A program is included in the County’s Zoning Code in compliance with State legislation.

### **MOBILE HOMES/MANUFACTURED HOUSING**

There is often an economy of scale in manufacturing homes in a plant rather than on site, thereby reducing cost. State law precludes local governments from prohibiting the installation of mobile or manufactured homes on permanent foundations on single-family lots. It also declares a mobile home park to be a permitted land use on any land planned and zoned for residential use and prohibits requiring the average density in a new mobile home park to be less than permitted by the Zoning Code.

In accordance with zoning regulations, the County has determined that like single-family homes, mobile homes and manufactured housing are principally permitted in all residential zones. The number of mobile home or manufactured dwelling units permitted, as well as minimum setback requirements, is the same as the maximum number of dwelling units and setback requirements permitted by the applicable district regulations. Off-street parking is consistent with the regulations found in 0above, except as follows: Two (2) parking spaces for each mobile home

dwelling unit; and one (1) parking space for each four (4) mobile home units to allow for additional guest parking.

As well, there are additional screening and landscaping requirements, and supplemental design criteria for mobile or manufactured home developments. The approving authority may grant exceptions if special circumstances are warranted, or if the requirements become excessive when applied to a specific development.

### **ACCESSORY DWELLING UNITS (ADUs)**

In response to state-mandated requirements and local needs, the County permits a property owner in any district, including planned community and specific plan areas, where a single-family unit exists on a parcel zoned for such purposes, to apply to establish an accessory dwelling unit (ADU) along with junior accessory dwelling unit (if owner occupied) by-right. Accessory dwelling units are also permitted on existing multifamily residential projects. State regulations also changed to allow property owners to convert existing garages and structures into ADUs and the County allows this change. Each ADU is required to have a separate address.

Accessory dwelling units serve to augment resources for senior housing, or other low- and moderate-income segments of the population. The development standards are reasonable to ensure neighborhood compatibility, and with the proposed amendment, will not present an unreasonable constraint to development.

In July 2020, the County's Comprehensive Zoning Code was updated in accordance with the October 2019 passage of AB 68, AB 881, AB 587, AB 671 and SB 13. The provisions encourage the development of ADUs by making the process less restrictive for homeowners.

### **FARMWORKER HOUSING**

California Health and Safety Code Sections 17021.5 and 17021.6 generally require agricultural employee housing to be permitted by-right, without a conditional use permit (CUP), in single-family zones for six or fewer persons and in agricultural zones with no more than 12 units or 36 beds. The Orange County Zoning Code currently permits farmworker housing in the A1 (General Agricultural) District with the approval of a Site Development Permit (SDP). A program is included in the Housing Plan to ensure the County's development standards allow farmworker housing by-right, without an SDP, in single-family zones for six or fewer persons.

### **LOW BARRIER NAVIGATION CENTERS**

AB 101 states that “The Legislature finds and declares that Low Barrier Navigation Center developments are essential tools for alleviating the homelessness crisis in this state and are a matter of statewide concern-.” Low Barrier Navigation Centers are defined as a Housing First, low-barrier, service-enriched shelter focused on moving people into permanent housing that provides temporary living facilities while case managers connect individuals experiencing homelessness to income, public benefits, health services, shelter, and housing. Low Barrier Navigation Centers are required as a use by right in areas zoned for mixed uses and nonresidential zones permitting multifamily uses if it meets specified requirements. The Orange County Zoning Code adopts State regulations on Low Barrier Navigation Centers to ensure the County’s development standards are updated in accordance with AB 101 to allow Low Barrier Navigation Centers by-right in all zones that permit mixed-uses and non-residential uses. In particular, the existing Bridges at Kraemer Place and Yale Navigation Center meet the criteria of Low Barrier Navigation Centers, as described above.

### **CONDOMINIUM CONVERSIONS**

In order to reduce the impacts of condominium conversions on residents of rental housing (including mobile home parks, duplexes and multi-family rental housing), some of which provides housing for low- and moderate-income persons, the County’s Zoning Ordinance (Section 7-9-89) provides for the following to be included with any conversion application:

1. Submission of an engineering report on the general condition of all structural, electrical, plumbing, and mechanical elements of the existing development.
2. Submission of a housing program which includes:
  - The means by which the provision of housing affordable to lower and moderate income households will be achieved;
  - A housing report addressing the balance of housing in the community, including vacancy rates and other available housing of similar type and rent;
  - As applicable, the estimated costs for movement of each mobile home to an available, reasonably comparable space;
  - A survey of existing tenants as to their length of occupancy, and the number of those projected to purchase one of the units; and

- A relocation plan that identifies the steps that will be taken to ensure the successful relocation of each tenant in the event the conversion take places.
3. Tenant provisions, including:
- (a) A requirement that the property owner provide tenants a ninety (90) day preemptive right to purchase units or right of exclusive occupancy upon more favorable terms and conditions than those on which the unit will be initially offered to the public; and
  - (b) All tenants must be provided with a minimum of one hundred eighty (180) days advance notice of the termination of their tenancy, except that one (1) year notice must be provided for units in a mobile home park.

When a condo conversion is permitted, the increase in the supply of moderately-priced for-sale units helps to compensate for the loss of rental units. The ordinance to regulate condominium conversions is reasonable to preserve rental housing opportunities, and does not present an unreasonable constraint on the production of ownership housing.

### **SPECIAL NEEDS HOUSING**

Persons with special needs include those in residential care facilities, persons with disabilities, the elderly, farm workers, persons needing emergency shelter or transitional living arrangements, and single room occupancy units. The County's provisions for these housing types are discussed below.

- **Community Care Facilities** – Community care facilities are licensed by the California Department of Social Services. These facilities provide non-medical, residential care, and supervision to children or adults in need of a supportive living environment. The services provided may include assistance in dressing and bathing, supervision of client activities; monitoring of food intake; or oversight of the client's property. Pursuant to Health and Safety Code Section 1502, as may be amended, community care facilities include the following: residential facility providing 24-hour care; adult day program; therapeutic day services facility; foster family agency; foster family care home; small family home; social rehabilitation facility community treatment facility; full service adoption agency; noncustodial adoption agency. In accordance with state law, small community care facilities that serve six (6) or fewer persons are permitted by-right in all residential districts.

Community care facilities that serve 7 to 12 persons are permitted within any residential zone subject to approval of an use permit.

- **Congregate Living Health Facility** –Congregate living health facilities are licensed by the State of California pursuant to Section 1250 of the Health and Safety Code, as may be amended, to provide inpatient care; including the following basic services: medical supervision, 24-hour skilled nursing and supportive care, dependent or catastrophically and several disabled. A congregate living health facility serving more than twelve (12) persons may be permitted in any district zoned for either multifamily residential or hotels subject to the approval of a Use Permit by Planning Commission pursuant to section 7-9-125.
- **Housing for Persons with Disabilities** – The County’s Zoning Code permits group accommodation for unrelated persons by defining “household” as *“all people occupying ~~one~~ a single dwelling unit. A household shall also mean all people occupying two (2) dwelling units on the same site if both units are used as group homes owned or operated by the same owner.”* *‘Household’ includes the occupants of community care facilities serving six (6) or fewer persons which are permitted or licensed by the State.”* (Section 7-9-95). This definition does not place a constraint on group homes for disabled persons.
- **Group Home.** Group Homes are defined as facilities that are “being used as a supportive living environment for persons who are considered handicapped under State or Federal law. A group home operated by a single operator or service provider (whether licensed or unlicensed) constitutes a single facility, whether the facility occupies one (1) or more dwelling units. Group homes shall not include the following: (1) community care facilities; (2) any group home that operates as a single housekeeping unit.” (Section 7-9-95.1). These types of residences for up to six (6) residents are allowed in any district, planned community, or specific plan area zoned for residential districts subject to a Group Home Permit, which is a ministerial approval. Group Homes with seven (7) or more residents are allowed in any district, planned community, or specific plan area zoned for multifamily subject to issuance of a Use Permit by the Planning Commission per section 7-9-125.

- **Sober Living Home** – Sober living homes are a type of group home operated as a cooperative living environment providing an alcohol and drug-free home for persons recovering from alcoholism and/or drug abuse, which are not required to be licensed by the State. Like other Group Homes, sober living homes for six (6) or fewer residents are allowed in residential districts, subject to a Group Home Permit. Also, similarly to other Group Homes, sober living homes of seven (7) or more residents shall be permitted in any zoning district zoned for multi-family residential uses subject to the issuance of a Use Permit by the Planning Commission per section 7-9-125 and compliance with certain conditions.

**Reasonable Accommodations.** Permitting requirements for Group and Sober Living Homes may be waived or modified for eligible disabled persons pursuant to Section 7-9-129 – Reasonable Accommodations.

In addition, the County’s building codes require that new residential construction comply with the federal accessibility standards contained in the California Building Code (2019 Edition), California Residential Code (2019 Edition), California Green Building Standards Code (2019 Edition), 2019 California Energy Code and the International Building Code (2018 Edition). In addition, any residential units constructed directly by the County, as well as public accommodations, are subject to provision of the Americans with Disabilities Act (ADA). ADA provisions include requirements for a minimum percentage of units in new developments to be fully accessible to the physically disabled. Provisions of fully accessible units may also increase the overall project development costs. Enforcement of ADA requirements is not at the discretion of the County, but is mandated under federal law under certain conditions.

In addition, the County’s Codified Ordinances contains the following provisions regarding housing for persons with disabilities:

- Reasonable accommodation. In addition to compliance with state and federal accessibility standards, including Title 24 and ADA requirements, Orange County has established reasonable accommodation procedures (Codified Ordinance Section 7-1-2).
- Concentration limitations. County codes do not establish maximum concentration requirements for residential facilities.

- Parking standards are based on use (e.g., single or multi-family, community care facilities), not on the type of occupant. The Zoning Code establishes standards for the number of handicapped parking stalls, including location and dimensions (Section 7-9-70).

Because site development standards contained in the Zoning Code are consistent with building code accessibility requirements, the Zoning Code does not place regulatory constraints on housing for persons with disabilities.

Compliance with building codes and the ADA may increase the cost of housing production and can also impact the viability of rehabilitation of older properties required to be brought up to current code standards. However, these regulations provide minimum standards that must be complied with in order to ensure the development of safe and accessible housing.

- **Farm Worker Housing** – As discussed in Section 2, (*Needs Assessment*), agricultural production in the unincorporated portion of Orange County has declined significantly. Orange County is a well-developed, mixed urban suburban region with an economy that is not tied to an agricultural base, and has limited need for on-site farm worker housing. The County's overall efforts to provide and maintain affordable housing opportunities will help to support the few seasonal farm workers that may choose to reside in the County. However, agricultural quarters are permitted within the General Agricultural (A1) district, subject to approval of a Site Development Permit.
- **Housing for the Elderly** – Senior housing projects are a permitted use within any residential zoning district. The Zoning Code also provides a density bonus for the construction of senior housing projects. The Zoning Ordinance is not considered to be a constraint to the development of senior housing because the regulations are the same as for other residential uses in the same districts.
- **Emergency Shelters, Transitional Housing and Supportive Housing** – Emergency shelters are facilities that provide a safe alternative to the streets either in a shelter facility, or through the use of motel vouchers. Emergency shelter is short-term, usually for 30 days or less. Transitional housing is longer-term emergency

housing, typically six months up to two years with the goal of participants transitioning to permanent housing upon program exit. Transitional housing requires that the resident participate in a structured program to work toward the established goals so that they can move on to permanent housing. Residents are often provided with an array of supportive services to assist them in meeting goals. Supportive Housing is longer term permanent housing that provides supportive services to ensure housing stability for participants.

For many years the County has been proactive in addressing the needs of the homeless population. In 2010 the Board established the Commission To End Homelessness to work collaboratively and provide strategic leadership and provide oversight of accountability for the implementation of goals and strategies in the Ten Year Plan To End Homelessness. (See the *Needs Assessment* section for a complete description of homeless needs and supporting activities).

It should be recognized that most of the homeless population (as well as the services needed by these individuals) are found in the urbanized core of the county, most of which is within incorporated cities. This pattern continues as unincorporated land is annexed or incorporated into new cities. Therefore, it is appropriate that most of the facilities for this population are also located in the cities. As with other categories of housing assistance, the OC Community Resources takes a broad perspective that includes more than just the unincorporated area, and many housing programs and affordable housing developments located in cities have been assisted by the County in recent years (see Table A-2 in Appendix A).

SB2 (2007) strengthened the planning requirements for emergency shelters and transitional/supportive housing. The bill requires jurisdictions to evaluate their needs for shelters compared to available facilities to address the need. Jurisdictions must also designate at least one location where a year-round shelter can be accommodated. It is estimated that the need for emergency shelter required by persons in the unincorporated area is approximately 53 (see discussion in Section 2 – Community Profile and Needs). In order to encourage and facilitate the establishment of additional facilities, the Zoning Code amendment to allow shelters by-right in the commercial and industrial



portions of the Housing Opportunities Overlay Zone was adopted by the Board of Supervisors in 2013.

“Boarding houses” are allowed by-right (6 or fewer residents) in multi-family residential districts or subject to a use permit (more than 6 residents) in the R-3 (apartment) district.

In addition, the County Zoning Code permits the construction of **Single Room Occupancy** (SRO) facilities in any district where hotels are permitted, subject to approval of a conditional use permit. These regulations facilitate the development or conversion of facilities to serve those in need of emergency shelter by expanding the geographic area where suitable facilities may be built and requiring only those conditions that are reasonably necessary to foster sound planning and neighborhood compatibility. The conditions and development standards that are applied to these facilities are no more stricter than those for conventional hotel or motel developments.

One SRO-type facility has been built in the unincorporated area in recent years – Jackson Aisle in Midway City. This project was facilitated through a density bonus and the modification of development standards including a reduction in the minimum land area per unit (from 1,000 to 342 square feet), reduction in setbacks, and reduced off-street parking. All of the units in this project are affordable at the extremely-low-income level.

### **BUILDING CODES**

Orange County has adopted the California Building Code (CBC) (2019 Edition), California Residential Code (2019 Edition), California Green Building Standards Code (2019 Edition), 2019 California Energy Code and the 2018 edition of the International Building Code (IBC), which establish construction standards for all residential buildings. These building codes are used as a collective set of rules to guide new construction, adaptive reuse, and renovation. The County's building codes are based on regulations necessary to protect the public health, safety and welfare. These minimum standards cannot be revised to be less stringent without sacrificing basic safety considerations and amenities.

The County's building codes are updated, as necessary, and reflect conditions unique to Orange County. They contain minimum building requirements for building/fire protection, structural and seismic safety and installation of devices/fixtures that reduce energy consumption. State law prohibits the

imposition of building standards that are not necessitated by local geographic, climatic or topographic conditions and requires that local governments making changes or modifications in building standards must report such changes to the Department of Housing and Community Development and file an expressed finding that the changes are needed.

Together, building and zoning codes help to preserve the housing stock by requiring owners to maintain their properties in sound condition. The County has adopted the strategy of taking a “hands-on” educational approach to enforcement by working closely with owners to explain and apply those codes that address building violations and substandard housing conditions. Code enforcement staff now leads a multi-agency effort that often entails coordination with Orange County Fire Authority, County Building Inspection, OC Community Resources, OC Health Care Agency, Orange County District Attorney, County Counsel, and other agencies to provide owners with guidance in making needed corrections and repairs, in order to maintain their properties in a safe and maintained condition.

Compliance with building codes may increase the cost of housing production and can also impact the viability of rehabilitation of older properties required to be brought up to current code standards. However, these regulations provide minimum standards that ensure the development of safe and accessible housing.

### ***Housing for Persons with Disabilities***

Both the Federal Fair Housing Amendment Act (FHAA) and the California Fair Employment and Housing Act require governments to make reasonable accommodations (that is, modifications or exceptions) in their zoning code and other land use regulations to afford disabled persons an equal opportunity to housing. State law also requires cities to analyze potential and actual constraints to the development, maintenance, and improvement of housing for persons with disabilities.

### **Reasonable Accommodation**

Reasonable accommodation in the land use and zoning context means providing individuals with disabilities, or developers of housing for people with disabilities, flexibility in the application of land use and zoning and building regulations, policies and procedures, or waiving certain requirements, when it is necessary to eliminate barriers to housing opportunities. For example, it may be reasonable to accommodate requests from persons with disabilities to waive a setback requirement or other standard of the Zoning Code to ensure that homes are

accessible for the mobility impaired. Whether a particular modification is reasonable depends on the circumstances.

The Orange County Zoning Code requires the following findings be made in order to grant a reasonable accommodation:

- Whether the housing, which is the subject of the request for reasonable accommodation, will be used by an individual with disabilities protected under the law;
- Whether the requested accommodation is necessary to make housing available to an individual with disabilities protected under the law;
- Whether the requested accommodation would impose an undue financial or administrative burden on the County; and
- Whether the requested accommodation would require a fundamental alteration in the nature of the County's land use and zoning or building program.

The Director, OC Development Services, is the reviewing authority of reasonable accommodation requests. The Director must notify the applicant within 30 days of an approved/denied request and also make a written decision on the request within 60 days of the determination date (Section 7-9-129).

### ***Development Processing Procedures***

#### **RESIDENTIAL PERMIT PROCESSING**

Builders and developers frequently cite the cost of holding land during the evaluation and review process as a significant factor in the cost of housing. Processing times vary with the complexity of the project. Fees are passed on to the buyer, and can ultimately increase costs.

Projects requiring use permits, zoning changes, or other discretionary actions necessitate a higher level of review, resulting in a longer processing timeline. Orange County's development approval process is designed to accommodate, not hinder, appropriate development.

Approval of discretionary permits for residential uses can typically be processed within 120 days after submission to the County. Construction of single-family homes on legal building sites do not require discretionary approval but requires only grading and/or building permit issuance. The permitting process policy identifies a timeframe of 15 business days for first plan check and 10 business days for second plan check, and includes concurrent planning and zoning review for compliance with local and State building codes prior to permit issuance. In the

case of multifamily development, the process begins with the submittal of a site development permit which is subject to administrative approval and do not require a public hearing. Larger subdivision projects are typically more complex and are referred to the Planning Commission and/or the Board of Supervisors for approval.

To facilitate the timely and efficient processing of residential development, the County established the County Services Counter (CSC) which is essentially a “One Stop Shop” resource for developers, property owners and builders. In the CSC customers can obtain assistance and information regarding the development process and regulations. This facility also serves as a centrally coordinated location to submit all permit applications, plans, and fees.

Additionally, OC Public Works has enhanced its electronic and phone-based resources to more effectively deliver processing services and provide information to residential developers. The OC Development Services website provides continuous access to filing instructions and applications as well as information regarding permit fees and deposits. The County currently offers an online permitting service for all permits types, such as building permit and planning applications. Plans are submitted electronically and applicants have the ability to check the status of their applications/permits as it is being reviewed. Issuance of the building permit shall be conducted electronically. The CSC also offers Express Permits in which applicants can expect to have simple permits reviewed and approved within 1 business day. This process is also conducted electronically.

These processes help to ensure that the development review process does not act as a constraint to housing development.

### **ENVIRONMENTAL REVIEW**

Environmental review is required for all development projects under the California Environmental Quality Act (CEQA), and for projects that receive federal funds under the National Environmental Policy Act (NEPA). An Environmental Impact Report (EIR) is required by CEQA of all developments that have the potential of creating significant impacts that cannot be mitigated. All of the planned communities which make up the southern and eastern portions of unincorporated Orange County required the preparation of EIRs. The only significant areas left to develop are future phases of the “Ranch Plan Planned Community” on Rancho Mission Viejo properties. Most infill residential projects in the unincorporated County are either Categorical Exempt or require only an Initial Study and Negative Declaration (or Mitigated Negative Declaration). The

Negative Declaration process typically takes 3-4 months to prepare, plus the mandated public review period.

The environmental review process can provide useful information for the County about impacts on local environments and needed mitigation measures, as well as useful construction and market information for builders, buyers, lenders, and others. In contrast, the process may be viewed by some parties as an expensive, complex, and time-consuming burden. However, because environmental review is required by state law (CEQA) and federal law (NEPA), it does not pose a significant constraint to housing development.

### ***Development Fees and Improvement Requirements***

Development fees include the County’s cost of processing applications and permits, as well as costs associated with the provision of public facilities required to serve new residents (often referred to as “impact fees”).

### **APPLICATION AND PERMIT PROCESSING FEES**

The County has adopted a hybrid fee system which includes a variety of fee types. The majority of building permit fees for both residential and commercial uses are calculated using the valuation-based system. Flat fees are charged for safety-related and simple ministerial permits, and actual costs are recovered for discretionary and grading permits. Based on the 2020-2023 fee schedule, there are approximately 6% valuation-based fees, 63% flat fees, and 11% costs based fees. The County conducts an audit of processing costs periodically to ensure that fees do not exceed actual costs. The latest fee update occurred in July 20. Initial fee deposits as of July 2020 are shown in **Table 3-5**.

Many processing fees are a result of state or federal mandates, such as plan check and inspection to ensure public health and safety of grading, flood control facilities, roads, bridges, and construction of buildings. Other costs are associated with state and federal requirements for protection of the environment such as Water Quality Management Plans under the Clean Water Act and National Pollutant Discharge Elimination System (NPDES), or Habitat Conservation Plans under the state’s Natural Communities Conservation Program.

The County has adopted several cost-saving measures to reduce permit processing fees, including the following:

- A simplified “by-right” approval process for qualifying multi-family projects in the Housing Opportunities Overlay Zone

- Pre-filing meetings to assist developers in preparing application packages with no charge for the first three hours of staff time for these meetings
- Planning and permit fee schedule reviewed on an annual basis
- Annual review of park in-lieu fees to reflect current market values
- Waiver of park fees for affordable housing projects

**Table 3-5  
FY 2021-22 Planning and Development Fees**

Fee Category	Deposit Amount*
<b>Planning and Application Fees</b>	
Tentative Parcel Map	\$5,000
Final Parcel Map	\$3,000
Tentative Tract Map	\$8,000
Final Tract Map	\$3,000
Use Permit	\$5,000-8,000
Variance	\$5,000-8,000
Area Plan	\$8,000
Site Development Plan	\$4,000-8,000
Zone Change	\$10,000
General Plan Amendment	\$10,000
Specific Plan Amendment	\$10,000
<b>Environmental</b>	
Environmental Impact Review	\$10,000 + 10%
Negative Declaration	\$5,000 + 10%

Source: County of Orange, July 2020

\* Items with deposits are based on actual processing costs which may exceed initial deposit amount

### **PUBLIC FACILITY (IMPACT) FEES AND IMPROVEMENT REQUIREMENTS**

After the passage of Proposition 13 in 1978 (Article 13A of the California Constitution) and its limitation on local governments' property tax revenues, cities and counties have faced increasing difficulty in providing public services and facilities to serve their residents. One of the main consequences of Proposition 13 has been the shift in funding of new infrastructure from general tax revenues to development impact fees and improvement requirements on land developers. The County requires developers to provide on-site and off-site improvements necessary to serve their projects, including water, sewer and other utility extensions, street construction, and traffic control device installation that are reasonably related to the project. Dedication of land or in-lieu fees may also be required of a project for rights-of-way, transit facilities, recreational facilities and school sites, consistent with the Subdivision Map Act. Many of these fees are under the control of other agencies such as school districts, water and wastewater districts, the Transportation Corridor Agencies and Orange County Transportation

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Authority, and the County has no authority over their amount or collection process. Impact fees that are controlled by the County of Orange are as follows:

- Library
- Streets and highways
- Drainage facilities
- Local parks

Development fees are passed on to renters and homebuyers in the cost of housing, and thus affect housing affordability. Fees associated with the extension and installation of utilities can be particularly demanding. Most agencies involved in the County's development review process obtain a majority of the revenue for their operations through development fees, and this trend is likely to continue in the future. These fees also help ensure quality development and the provision of adequate public services. For high priority affordable housing projects in the past the County has used redevelopment housing set-aside funds to help pay application fees and other costs associated with the development review process. **Table 3-6** shows development impact fees applied to new housing developments.

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**Table 3-6**  
**Development Impact Fees**

Fee Category	Fee Amount (per unit)
Parks	\$3,290 – 20,800/unit
Roads	\$919 – 24,655/unit
Toll Roads (Transportation Corridor Agencies)	\$2,513 – 6,056/unit
Schools	\$1.68 – 4.08/sq.ft

Source: County of Orange, September 2021

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In order to reduce the effects of fees on lower-income housing, the Board of Supervisors provided assistance to affordable projects in 2009 by adopting an ordinance to waive park fees for qualifying density bonus projects. Although development fees represent a significant component of housing costs, the County does what it can to minimize fees.

In order to estimate the effect of development fees on the total cost of housing, **Table 3-7** shows the fees that were paid by a recent affordable project in the unincorporated area. This project is located within the Housing Opportunities Overlay Zone and was completed in 2016. As noted in the table, impact fees represented 1.54% of total project cost, and permit processing fees were just 1% of total cost. This analysis demonstrates that the combined cost of permit processing and impact fees represent about 2.14% of the total cost of a typical project in the unincorporated area.

**Table 3-7**  
**Representative Multi-Family Development Cost Example**

Item	Total Project Cost	Cost per Unit <sup>1</sup>	% of Total
Land & off-site improvements	\$624,750	\$39,047	9.0%
Construction	\$4,337,849	\$271,116	62.3%
Architecture & survey	\$415,954	\$25,997	6.0%
Construction interest & legal	\$219,631	\$13,727	3.2%
Other soft costs (reserves, TCAC, marketing, etc.)	\$700,369	\$43,773	10.1%
Park fees	\$58,163	\$3,635	0.8%
School fees	\$16,368	\$1,023	0.2%
Road fees	Not required	Not Required	Not required
Sanitation District fees	\$32,810	\$2,051	0.5%
Permit processing	\$143,580	\$8,974	2.1%
Developer profit	\$416,000	\$26,000	6.0%
Total Costs	\$6,858,284	\$435,343	100%
<sup>1</sup> Based on 16 units in Midway City			

The July 2020 fee update resulted in an increase in the overall cost of planning and permitting services. The fees listed in **Table 3-7** can be found on the County's website.

### ***Senate Bill 35***

California Senate Bill 35 (SB 35), codified as Government Code Section 65913.41, was signed on September 29, 2017, and became effective January 1, 2018. SB 35 will automatically sunset on January 1, 2026 (Section 65913.4(m)). The intent of SB 35 is to expedite and facilitate construction of affordable housing. SB 35 applies to cities and counties that have not made sufficient progress toward meeting their affordable housing goals for above moderate- and lower-income levels as mandated by the State. In an effort to meet the affordable housing goals, SB 35 requires cities and counties to streamline the review and approval of certain qualifying affordable housing projects through a ministerial process.

As of 2018, when a jurisdiction has made insufficient progress toward their above moderate income RHNA and/or have not submitted the latest Housing Element



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Annual Progress Report, it is subject to the streamlined ministerial approval process (SB 35 (Chapter 366, Statutes of 2017) streamlining) for proposed developments with at least 50-percent affordability. All projects, which propose at least 50-percent affordable units are eligible for ministerial approval under SB 35 as determined by the SB 35 Statewide Determination Summary. To be eligible for SB 35 approval, sites must meet a long list of criteria, including:

- A multifamily housing development (at least two residential units) in an urbanized area;
- Located where 75% of the perimeter of the site is developed;
- Zoned or designated by the general plan for residential or mixed use residential;
- In a location where the locality’s share of regional housing needs has not been satisfied by building permits previously issued;
- One that includes affordable housing in accordance with SB 35 requirements;
- Consistent with the local government’s objective zoning and design review standards; and
- Willing to pay construction workers the state-determined “prevailing wage.”

A project does not qualify for SB 35 streamline processing if located within:

- A coastal zone, conservation lands, or habitat for protected species;
- Prime farmland or farmland of statewide importance;
- Wetlands or lands under conservation easement;
- A very high fire hazard severity zone;
- Hazardous waste site;
- Earthquake fault zone;
- Flood plain or floodway;

- A site with existing multi-family housing that has been occupied by tenants in the last ten years or is subject to rent control; or
- A site with existing affordable housing.

According to State HCD’s SB 35 Statewide Determination Summary (based on APR data received as of June 25, 2019), the County of Orange has not made sufficient progress towards its lower income RHNA and is therefore subject to SB 35. The County is subject to streamlined ministerial approval review for proposed housing developments with at least 50% affordability.

### **Non-Governmental Constraints**

#### ***Environmental Constraints***

Environmental constraints 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., FEMA floodplain regulations, the Clean Water Act, the Endangered Species Act, and the state Fish and Game Code and Alquist-Priolo Act). OC Public Works and other County agencies have the responsibility to enforce County policies and ordinances regulating development on flood plains, areas of potential seismic hazard, areas of excessive slope, conservation areas, areas with inappropriate conditions for septic tanks, and other environmental issues. Large portions of the remaining unincorporated County have one or more of these constraints. These problems usually reduce the density allowed and bring into play mitigation measures and other necessary requirements, which add to the total cost of the project. OC Public Works has developed an environmental data base with an extensive mapping system that is used in conjunction with the General Plan to facilitate a timely identification of environmental hazards and resources.

The County’s land use plans have been designed to protect sensitive areas from development to the extent feasible, and to protect public safety by avoiding development in hazardous areas. Significant areas of sensitive habitat in the central, coastal and southern portions of the County have been set-aside as permanent open space through adopted Multi-species Habitat Conservation Plans. While these policies and plans constrain residential development to some extent, they are necessary to support other public policies.

Five major environmental conditions constrain development in Orange County: noise, floods, wildland fires, geologic/seismic hazards, and natural and cultural resources.

- **Noise:** The major sources of significant noise in Orange County are aircraft and highway vehicles. While both can usually be mitigated to acceptable levels indoors, aircraft noise cannot be mitigated outdoors because of its overhead source. State law and County policy prohibit residential development and similar noise sensitive uses in high-noise (+65 CNEL) areas near John Wayne Airport. Noise in non-residential developments must be attenuated to protect users in those areas. Near major streets and highways, noise must also be attenuated. Thus, high-noise conditions may preclude certain uses in some areas and may increase development costs.
- **Flood Hazards:** Portions of Orange County are located in floodplain areas of varying degrees of risk, subject to “100-” and “500-year” floods. In many cases, development can occur in these areas through proper site planning, although mitigation costs may be high. There are, however, some areas where development in a floodplain is difficult and expensive to protect a project from extreme flood hazard.
- **Fire Hazards:** The foothill areas of Orange County are considered high to very high fire hazard areas. Future development in these areas must minimize potential fire hazards and adequate fire protection must be maintained. These requirements may raise development costs, but will not preclude development.
- **Geologic/Seismic Hazards:** Like the entire Southern California region, Orange County is located within an area of high seismic activity. Potential slope and seismic hazards constrain development in certain parts of the County. While both conditions seldom preclude development, they may ultimately increase the cost of construction.
- **Natural and Cultural Resources:** The presence of natural or cultural resources on vacant land may influence its future use. For example, critical habitat areas or archaeological sites may require preservation or sensitive planning. Such conditions may preclude development or increase the cost of construction.

### *Infrastructure Constraints*

Many rapidly growing areas – especially southern portions of the County – have found it difficult to expand infrastructure fast enough to keep up with new

development. Development places demands on all public services. It is the County's policy that the infrastructure for water, sewer, drainage and roads be in place before urban development is permitted. One method for controlling the pace of growth is by limiting capital investment in these facilities. Simply, if the capacity is not available, the development cannot occur. In some cases where capacity is inadequate, private developers may be required to construct the backbone infrastructure or incremental upgrades to existing facilities to serve large developments. Because facilities require huge front-end capital expenditures, some form of municipal financing may be needed.

The network of man-made and publicly owned facilities, such as roads, streets, water, drainage and sewer facilities form the internal framework, or infrastructure, of communities. The timing and pattern of installing these facilities (capital improvements) will play a part in the implementation of the County's General Plan by impacting the distribution of land uses.

Although capital facilities are built to accommodate present and anticipated needs, some (most notably water and sewer facilities, and roads) play a major role in determining the location, intensity and timing of future developments.

OC Public Works provides services on a regional basis, to unincorporated areas, and to other County agencies and departments. Chief among its regional services is providing flood protection countywide. OC Public Works operates and maintains the Orange County Flood Control District, a system of 350 miles of flood control channels, dams and other infrastructure that is continually built and expanded upon.

In lieu of considering individual projects or only those projects to be undertaken in a single year OC Public Works prepares and revises an annual Business Plan. The Business Plan projects annual expenditures for acquisition, construction, rehabilitation and replacement of public facilities, such as flood control, unincorporated roadway improvements, streetlights, traffic signals, agricultural commissioner and weights & measures programs, as well as the countywide system of harbors, beaches and parks. Future growth in Orange County requires the delivery of adequate services to all residents in the unincorporated County.

While infrastructure imbalances have been reduced in recent years through development phasing, the use of developer agreements and other mechanisms, infrastructure shortfalls do exist and may impede the fulfillment of housing objectives. A brief summary of the principal infrastructure systems serving the County follows:

- **Water:** Approximately 50% of Orange County’s water supply is imported into Southern California via the facilities of the Metropolitan Water District (MWD) of Southern California. MWD supplies are delivered by two principal facilities: (1) the Colorado River Aqueduct; and (2) the State Water Project. The rest of Orange County’s water supply comes from underground aquifers, several small groundwater basins, and recycled wastewater<sup>7</sup>. The groundwater supply is replenished by direct rainfall and other surface water that infiltrates into the ground, imported water purchased from MWD and recycled water.

The County of Orange has fourteen water districts and seventeen cities providing potable water to its residents and businesses. All these agencies purchase water through the Municipal Water District of Orange County (MWDOC) except for the cities of Anaheim, Fullerton, and Santa Ana which purchase directed from MWD. The County itself is not a provider of water. Rather unincorporated areas are served by a variety of public and private providers.

Water supply has always been a critical issue for southern California, with local sources of water providing less than half of the area’s water needs. In addition to some other resources (such as petroleum or mineral extraction), the County lacks enough water resources to meet its own needs. The direct implication of this deficiency is that the County has become more dependent on imported resources and, as a consequence, is increasingly vulnerable to actions and policies which it cannot directly influence much the same way that local jurisdictions are unable to influence the pricing and availability of imported oil supply allocations.

To lessen the constraints of insufficient local capacity to meet the County’s water demand, the majority of the necessary large-scale improvements within Orange County are projects to improve existing storage reservoirs or build additional storage facilities in south Orange County. The local water conveyance system will be implemented in conjunction with development phasing to meet the delivery demands in Orange County. Since 2008, the Groundwater Replenishment System Project, developed by the OCWD and the Orange County Sanitation District (OCSD), has added 72,000 acre-feet to the

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<sup>7</sup> Source: <https://www.mwdoc.com/wp-content/uploads/2017/05/Water-Supply.pdf>

groundwater basin every year. With increased water carrying capacity, this and other local and state/regional enhancements should lessen water-related constraints to new construction of housing in the Orange County market.

- **Sewer:** The collection, treatment, and disposal of wastewater in Orange County are undertaken by special districts and local governments. The County is not a provider of sewer service. The Orange County Sanitation District collects and treats wastewater for the northern and central areas of Orange County. There are seven districts that presently serve numerous cities plus unincorporated areas within the Districts' boundaries. The Districts' facilities collect the sewage from local cities, sanitary districts, County water districts, and sewer maintenance districts. Wastewater is then transported through the Districts' trunk sewers to the two major treatment facilities located in Fountain Valley. In the South County, sanitation services are provided by the South Orange County Wastewater Authority (SOCWA). SOCWA has ten member agencies and owns or operates four treatment facilities. The authority for sewer services in unincorporated areas not served by sanitary or water districts rests with the County Board of Supervisors. The funding for sewer services is provided by property taxes, augmentation funds, user fees, or investment income from reserves.

With these complex, coordinated infrastructure systems, the ability of the various special sewer districts to expand treatment capacities in an incremental fashion, as well as to construct new facilities where needed, has facilitated its rapid growth.

Most wastewater management agencies have long-range plans to address needed plant expansion/upgrading, based on anticipated population growth within their service areas. As a result of these, and comprehensive water supply studies such as the County Water Plan, the County's wastewater/sewage infrastructure should not serve as a direct constraint to the production of housing to meet the anticipated demand from population growth.

- **Flood Control:** Orange County's flood control effort is divided among three major areas: Tri-County system (San Bernardino, Riverside and Orange Counties), regional system, and local drainage program. With respect to the regional system, the Orange

County Flood Control District (OCFCD) is empowered to construct and maintain flood control works to prevent or minimize loss of life and property caused by flooding, and for water conservation. In the County's local drainage program, the storm drains are normally smaller facilities that collect drainage from local streets. In new developments, local drainage facilities are constructed by developers in accordance with master plans of drainage. In many older parts of Orange County, however, local systems were not built due to lack of major systems to accept their discharge. Limited funding from the County's General Fund or the Road Fund is used to implement local storm drains.

- OC Public Works – Flood Control Division, is responsible for implementing the Flood Control District's funded activities program, which includes the design, construction, operation, and maintenance of regional flood control facilities. Flood Control District revenue is obtained mainly from property taxes. The amount of Flood Control District revenue derived from property taxes is based on the average percentage received during the three years prior to the passage of Proposition 13, plus a proportionate share of the subsequent tax base growth. A main charge of the OC Public Works Flood Division is providing flood protection countywide. The Santa Ana River Project is the largest and most expensive such project. During 1999, for example, construction was completed on the Seven Oaks Dam and channel improvements throughout Orange County. These improvements now provide protection from flooding up to the 100-year magnitude for most of Orange County residents and businesses.

While not a direct constraint, the continued monitoring and implementation of the 1987 Clean Water Act will help guide new development, steering it away from areas that may be susceptible to flood damage. The County's available flood control infrastructure, along with continued flood plain management and successive implementation of the Flood Control District's master

plan, should minimize any undue constraints to the production of affordable and/or market rate housing in the County.

### *Land Costs*

Land represents one of the most significant components of the cost of new housing. Land values fluctuate with market conditions and the recent downturn in the housing market has affected land values negatively. Changes in land prices reflect the cyclical nature of the residential real estate market, and home prices and land values have experienced an increase in 2020 compared to previous years.

Land costs can also pose a significant constraint to the development of affordable and moderate-income housing and represents a significant cost component in residential development. Land costs may vary depending on whether the site is vacant or has an existing use that must be removed. Similarly, site constraints such as environmental issues (e.g. soil stability, seismic hazards, flooding) can also be factored into the cost of land. A July 2021 Zillow search for lots returned a number of properties ranging from \$20 million for 35.96 acres east of Brea, \$10,500,000 for 6,534 square feet in Emerald Bay, to \$75,999 for 0.81 acres in Silverado Canyon. The average cost of land in Unincorporated Orange County is \$20.89 per square foot. The holding cost of land during construction also adds to the price of housing. Holding costs vary depending on interest rates for acquisition and development loans. Interest rates are beyond the control of local jurisdictions. Reducing processing times for building permits in most jurisdictions can lessen land holding costs. However, the County's processing times are already among the most efficient in Orange County, and to reduce them further may compromise the County's ability to protect public health and safety.

Other factors affecting the costs of land include overall availability of developable lots within a given sub-region; environmental site conditions and constraints; public service and infrastructure availability; aesthetic considerations such as views, terrain and vegetation; the proximity to urban areas; parcel size; and housing inventory. As a result of the proliferation of short-term rentals in the community, the County adopted the short-term regulations with the Comprehensive Zoning Code Update, which was adopted in July 2020. Since its inception to September 2021, 20 short-term rental permits have been approved, and 17 are in review; subsequently, the short-term rental regulations have a minimal impact on the cost and supply of housing.

Most importantly, land availability and permitted development density determine land prices. As land becomes scarcer, the price of land increases. And in related fashion, land prices have a positive correlation with the number of units permitted



on each lot – that is, the more units permitted under General Plan land use guidelines, the higher the value of that land. In addition, more remote areas generally have less expensive (and larger tracts) of land, while smaller, more expensive parcels are typically located closer to urbanized areas. The County cannot control land prices, as they are set in the marketplace and are governed by such factors as speculation, demand, supply, and location.

### *Construction Costs*

Construction costs vary widely according to the type of development, with multi-family housing generally less expensive to construct than single-family homes on a square-foot and per unit basis. However, there is variation within each construction type, depending unit size and the quantity and quality of amenities provided. One indicator of construction costs is Building Valuation Data compiled by the International Code Council (ICC). The ICC was established in 1994 with the goal of developing a single set of national model construction codes, known as the International Codes or I-Codes. The ICC updates the estimated cost of construction at six-month intervals and provides estimates for the average cost of labor and materials for typical Type VA protected wood frame housing, which is commonly used in the construction of newer apartment buildings with no exposed wood visible. Estimates are based on “good-quality” construction, providing for materials and fixtures well above the minimum required by state and local building codes.

In August 2020, the ICC estimated the average per square foot cost for good-quality housing was approximately \$118.57 for multi-family housing, \$131.24 for single-family homes, and \$148.44 for residential care/assisted living facilities. Construction costs for custom homes and units with extra amenities are higher. Construction costs are dependent upon materials used and building height, as well as regulations set by the County’s adopted Zoning Code, Building Code and Fire Code. For example, according to the ICC, constructing an accessory dwelling unit (ADU) or converting a garage space for residential use using a Type VB unprotected wood framed housing, which often has exposed wood so there is no fire resistance, would cost about \$123.68 per square foot. Although construction costs are a significant portion of the overall development cost, they are consistent throughout the region and, when considering land costs, are not considered a major constraint to housing production in Orange County.

A reduction in the construction costs can be brought about in several ways. One such method is a reduction in amenities and quality of building materials in new homes (still above the minimum acceptability for health, safety, and adequate performance), which may result in lower sales prices. State Housing Law provides

that local building departments can authorize the use of materials and construction methods if the proposed design is found to be satisfactory and the materials or methods are at least equivalent to that prescribed by the applicable building codes.

### ***Cost and Availability of Financing***

The availability of financing affects a person’s ability to purchase or improve a home. The availability of financing in a community depends on a number of factors, including the type of lending institutions active in a community, lending practices, rates and fees charged, laws and regulations governing financial institutions, and equal access to such loans. Under the Home Mortgage Disclosure Act (HMDA), lending institutions are required to disclose information on the disposition of loan applications and the income, gender, and race of loan applicants. Lending activity is reviewed to determine if home financing is made available to all residents of a community. Data related to the disposition of loan applications submitted to financial institutions for home purchase, home improvement, and refinancing in the Anaheim-Santa Ana-Irvine Metropolitan Statistical Area (MSA)/Metropolitan Division (MD) is discussed below in **Table 3-8**.

**Table 3-8**  
**Disposition of Loan Applications by Race/Ethnicity– Anaheim-Santa Ana-Irvine MSA/MD**

Applications by Race/Ethnicity	Percent Approved	Percent Denied	Percent Other	Total (Count)
<b>LESS THAN 50% OF MSA/MD MEDIAN</b>				
American Indian and Alaska Native	26.2%	52.3%	23.1%	65
Asian	33.9%	42.5%	26.7%	1,382
Black or African American	41.6%	33.7%	25.8%	89
Native Hawaiian or other Pacific Islander	25.0%	44.2%	30.8%	52
White	45.6%	31.2%	26.1%	5,240
Hispanic or Latino	37.9%	38.2%	26.8%	1,566
<b>50-79% OF MSA/MD MEDIAN</b>				
American Indian and Alaska Native	38.1%	34.0%	29.9%	97
Asian	53.3%	25.3%	29.4%	3,153
Black or African American	43.4%	19.1%	41.4%	152
Native Hawaiian or other Pacific Islander	49.4%	39.8%	16.9%	83
White	54.5%	23.3%	27.6%	8,677
Hispanic or Latino	47.6%	27.7%	29.3%	3,245
<b>80-99% OF MSA/MD MEDIAN</b>				
American Indian and Alaska Native	51.4%	25.7%	31.4%	35

## CHAPTER X – HOUSING ELEMENT

Applications by Race/Ethnicity	Percent Approved	Percent Denied	Percent Other	Total (Count)
Asian	59.5%	19.2%	29.3%	1,495
Black or African American	52.9%	22.1%	30.9%	68
Native Hawaiian or other Pacific Islander	43.5%	13.0%	43.5%	23
White	61.9%	17.2%	26.1%	3,873
Hispanic or Latino	54.0%	21.4%	29.1%	1,347
<b>100-119% OF MSA/MD MEDIAN</b>				
American Indian and Alaska Native	48.9%	22.7%	29.5%	88
Asian	62.3%	15.6%	28.8%	4,820
Black or African American	55.6%	20.1%	28.6%	234
Native Hawaiian or other Pacific Islander	49.4%	27.6%	31.0%	87
White	66.2%	13.8%	25.1%	12,607
Hispanic or Latino	60.8%	16.4%	26.8%	3,398
<b>120% OR MORE OF MSA/MD MEDIAN</b>				
American Indian and Alaska Native	59.2%	13.0%	32.0%	169
Asian	62.8%	12.9%	29.0%	17,800
Black or African American	57.7%	17.3%	27.2%	624
Native Hawaiian or other Pacific Islander	64.2%	11.4%	26.8%	254
White	68.3%	11.3%	24.9%	49,811
Hispanic or Latino	64.6%	13.3%	26.7%	6,095
Source: Consumer Financial Protection Bureau, Disposition of loan applications, by Ethnicity/Race of applicant, 2019.				

**Table 3-8** shows the disposition of loan applications for the County of Orange, per the 2019 Home Mortgage Disclosure Act report from the Consumer Finance Protection Bureau. According to the data, above-moderate applicants in the 120% median income or more had the highest rates of loans approved. Of that income category, applicants who reported white had the highest percentage of approval and the number of applications. Very-low income applicants in the less than 50% of the MSA/MD median income categories showed higher percentages of denied loans than loans originated. According to the data, applicants who reported white were, on average, more likely to be approved for a loan than another race or ethnicity.

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**4. AFFIRMATIVELY FURTHERING FAIR HOUSING**

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AB 686 established new requirements for all California jurisdictions to ensure that local laws, programs, and activities affirmatively further fair housing. All Housing Elements due on or after January 1, 2021 must contain an Assessment of Fair Housing (AFH) consistent with the core elements of the analysis required by the federal Affirmatively Further Fair Housing Final Rule of April 23, 2020.

Fair housing is a condition in which individuals of similar income levels in the same housing market have like ranges of choice available to them regardless of race, color, ancestry, national origin, age, religion, sex, disability, marital status, familial status, source of income, sexual orientation, or any other arbitrary factor. Under State law, affirmatively further fair housing means “taking meaningful actions, in addition to combatting discrimination, that overcome patterns of segregation and foster inclusive communities free from barriers that restrict access to opportunity based on protected characteristics. These characteristics can include, but are not limited to race, religion, sex, marital status, ancestry, national origin, color, familial status, or disability.

State law also prohibits discrimination in the development process or in real property transactions, and it is the County’s policy to uphold the law in this regard. The Fair Housing Council of Orange County (FHCOC), a private non-profit fair housing group, is under contract to administer a wide variety of fair housing services to residents of Orange County. These services include:

- Serving as a fair housing resource for the region, including implementation of an affirmative fair housing marketing plan, testing, and complaint verification;
- Responding to all citizen complaints regarding violation of fair housing laws;
- Providing tenant-landlord counseling to all inquiring citizens;
- Promoting community awareness of tenant-landlord rights and responsibilities;
- Reporting monthly on complaint processing;
- Providing fair housing education to residents, County staff, community organizations, agencies, and service providers;
- Increasing the supply of affordable housing in high opportunity areas;

- Preventing displacement of low- and moderate-income residents, seniors, and people with disabilities;
- Increasing community integration for persons with disabilities;
- Ensuring equal access to housing for persons with protected characteristics, who are disproportionately likely to be lower-income and to experience homelessness; and
- Expanding access to opportunities for protected classes.

### **Needs Assessment**

On June 23, 2020, the Board of Supervisors approved the FY 2020-24 County of Orange Analysis of Impediments to Fair Housing. The purpose of this document is to affirmatively further fair housing opportunities, and is required for communities that administer federal programs, such as Community Development Block Grant, Emergency Solution Grant, and HOME.

The County of Orange Analysis of Impediments to Fair Housing Choice (AI) is a thorough examination of structural barriers to fair housing choice and access to opportunity for members of historically marginalized groups protected from discrimination by the federal Fair Housing Act (FHA). The AI also outlines fair housing priorities and goals to overcome fair housing issues. In addition, the County of Orange AI lays out meaningful strategies that can be implemented to achieve progress towards the County’s obligation to affirmatively furthering fair housing.

### ***Outreach***

The Lawyers’ Committee for Civil Rights Under Law (Lawyers’ Committee), in consultation with Orange County jurisdictions and with input from a wide range of stakeholders through a community participation process, prepared the AI. Stakeholders included tenants, landlords, homeowners, fair housing organizations, civil rights and advocacy organizations, legal and social services providers, housing developers, and industry groups. The Lawyers’ Committee met with stakeholders throughout the County, organized community meetings, and held focus group meetings with nonprofit organizations and government officials.

### ***Fair Housing Issues***

As required by federal regulations, the AI draws from various federal, state and local sources to conduct an analysis of fair housing issues such as patterns of integration and segregation of members of protected classes, racially or ethnically

concentrated areas of poverty regionally, disparities in access to opportunity for protected classes, and disproportionate housing needs.

The AI discusses two impediment categories: public and private sector impediments, which include housing discrimination, advertising, reasonable modifications and accommodations, hate crimes, real estate and lending practices, as well as zoning regulations. Additionally, the AI identifies the actions that will be undertaken by each jurisdiction to overcome the public and private sector impediments. The analysis also examines publicly supported housing in each city as well as fair housing issues for persons with disabilities. Private and public fair housing enforcement, outreach capacity, and resources are evaluated as well. The AI identifies contributing factors to fair housing issues and steps to be taken by each jurisdiction to overcome these barriers.

### ***Lending Practices***

Table 3-8 displays the disposition of loan applications for the Anaheim-Santa Ana-Irvine MSA/MD, per the 2019 Home Mortgage Disclosure Act report. Key findings, as shown in the table, include:

- Very low-income applicants (less than 50 percent of the MSA/MD median income) are more likely to have a loan application denied. The highest rates of denial were amongst those who identify as American Indian/Alaska Native (52.3 percent) and Native Hawaiian or Other Pacific Islander (44.2 percent).
- Above moderate-income applicants (at least 120 percent of the MSA/MD median income) experienced the highest rates of loan approvals. Within this income category, those who identify as White had the lowest percentage of denied applications (11.3 percent), while those who identify as Black or African American had the highest percentage of denials (17.3 percent).
- Across all income categories, applicants who identified as White had the highest rates of loan approvals.
- Overall, applicants who identified as White made the majority of all loan applications, followed by applicants who identified as Asian, then Hispanic, or Latino.

## **Analysis of Federal, State, and Local Data and Local Knowledge**

### ***Summary of Local Knowledge Analysis***

As a part of the Housing Element, the County considers protected class (such as race, ethnicity, income, etc.) and opportunity indicators as key factors in fair housing. Federal, state and local data provide regional context, background

information and supportive data which helps the County to understand fair housing issues and to identify key fair housing factors for Orange County. The section below uses available data to identify key trends and local contributing factors to fair housing.

### *Integration and Segregation Patterns and Trends*

The dissimilarity index is the most commonly used measure of segregation between two groups, reflecting their relative distributions across neighborhoods (as defined by census tracts). The index represents the percentage of the minority group that would have to move to new neighborhoods to achieve perfect integration of that group. An index score can range in value from 0 percent, indicating complete integration, to 100%, indicating complete segregation. An index number above 60 is considered to show high similarity and a segregated community.

It is important to note that segregation is a complex topic, difficult to generalize, and is influenced by many factors. Individual choices can be a cause of segregation, with some residents choosing to live among people of their own race or ethnic group. For instance, recent immigrants often depend on nearby relatives, friends, and ethnic institutions to help them adjust to a new country. Alternatively, when White residents leave neighborhoods that become more diverse, those neighborhoods can become segregated. Other factors, including housing market dynamics, availability of lending to different ethnic groups, availability of affordable housing, and discrimination can also cause residential segregation.

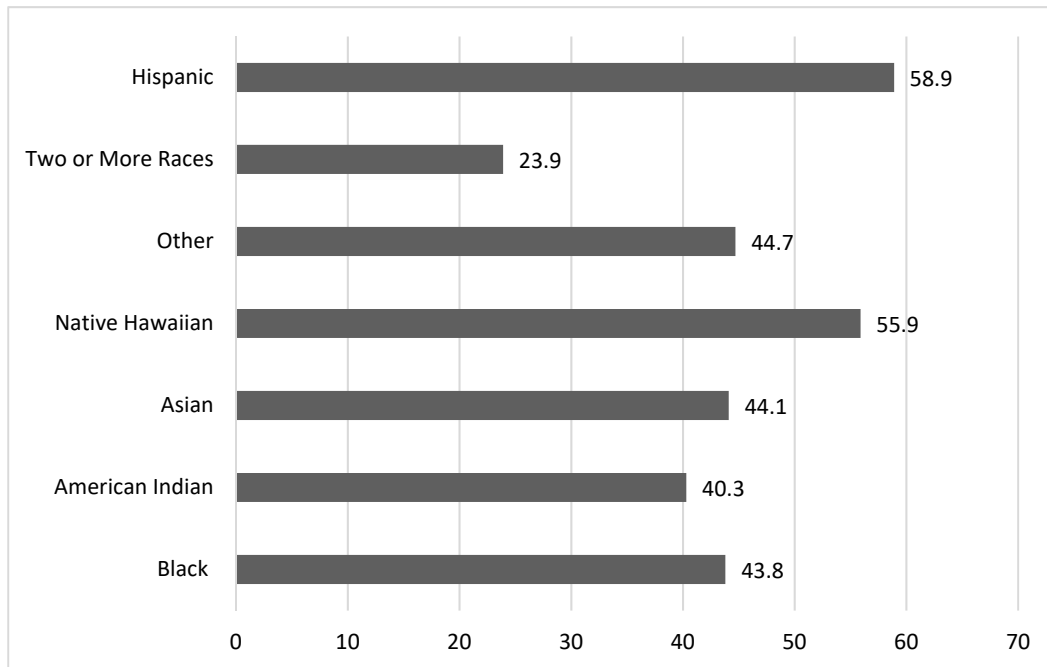
**Figure 4-1** shows the dissimilarity between each of the identified race and ethnic groups and Orange County's White population. The higher scores indicate higher levels of segregation amongst those race and ethnic groups. The White population within Orange County makes up most of the County's population with approximately 61 percent identifying as White alone (non-Hispanic or Latino) according to 2019 American Community Survey (ACS) 5-Year estimates.

Those who identify as Hispanic and those who identify as Native Hawaiian had the highest scores (58.9 and 55.9, respectively). Additionally, those who identify as Asian and Black also had high dissimilarity scores with 44.1 and 43.8, respectively. Those scores correlate directly with the percentage of people within that racial or ethnic group that would need to move into a predominantly White census tract to achieve a more integrated community. For instance, 58.9 percent of the Hispanic population would need to move into a predominantly White census tract to achieve "perfect" integration.

The Department of Housing and Community Development (HCD) considers dissimilarity index scores above 30 as moderate segregation and scores above 60 high segregation. While the County has no racial or ethnic populations with a dissimilarity index above 60, all populations aside from those identifying as two or more races have a score above 30. This means almost all groups experience moderate segregation from the White population. While segregation may be a result of ethnic enclaves or persons of similar cultures living nearby, there is often increased likelihood that segregated areas have fewer access to essential resources. As part of the County’s efforts to further fair housing, the County will consider increased targeted outreach to the County’s minority residents.

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**Figure 4-1**  
**Dissimilarity Index with White Population in Orange County**



*Source: Census Scope, Social Science Data Analysis Network*

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### ***Racially or Ethnically Concentrated Areas of Poverty (R/ECAP)***

To assist communities in identifying racially/ethnically concentrated areas of poverty (R/ECAPs), HUD has developed a census tract-based definition of R/ECAPs. The definition involves a racial/ethnic concentration threshold and a poverty test. The racial/ethnic concentration threshold is straightforward: R/ECAPs must have a non-white population of 50 percent or more. Regarding the

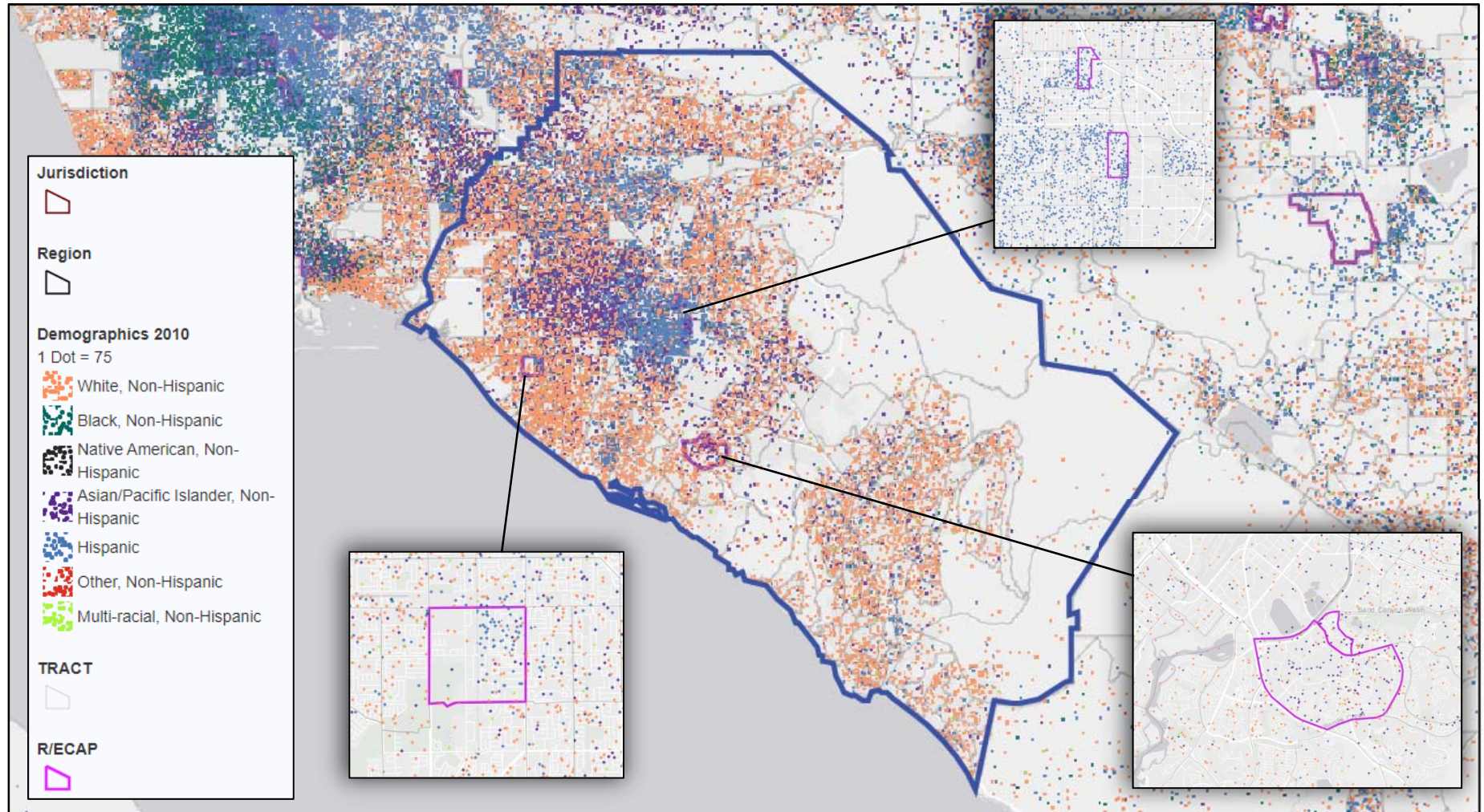


poverty threshold, AFFHI Documentation (June 2013) defines neighborhoods of extreme poverty as census tracts with 40 percent or more of individuals living at or below the poverty line. Because overall poverty levels are substantially lower in many parts of the country, HUD supplements this with an alternate criterion. Thus, a neighborhood can be a R/ECAP if it has a poverty rate that exceeds 40 percent or is three or more times the average tract poverty rate for the metropolitan/micropolitan area, whichever threshold is lower.

Location of residence can have a substantial effect on mental and physical health, education opportunities, and economic opportunities. Urban areas that are more residentially segregated by race and income tend to have lower levels of upward economic mobility than other areas. Research has found that racial inequality is thus amplified by residential segregation. However, these areas may also provide different opportunities, such as ethnic enclaves providing proximity to centers of cultural significance, or business, social networks and communities to help immigrants preserve cultural identity and establish themselves in new places. Overall, it is important to study and identify these areas to understand patterns of segregation and poverty in the County.

**Figure 4-2** below displays the R/ECAP analysis of the Orange County area. The figure shows there are five pockets of racially or ethnically concentrated areas of poverty in the northern and central areas of Orange County. There are also R/ECAPs in neighboring communities to the north and to the west. The County is committed to increasing housing mobility throughout Orange County and the region. This Housing Element outlines housing opportunities, affordable housing, and fair housing strategies to increase opportunities to all households.

**Figure 4-2**  
**R/ECAP Areas in Orange County**



Source: HUD Affirmatively Furthering Fair Housing Data and Mapping Tool, Data Versions: AFFHT0006, July 10, 2014

### *Disparities in Access to Opportunity*

#### **REGIONAL OPPORTUNITY INDEX (ROI)**

The UC Davis Center for Regional Change and Rabobank partnered to develop the Regional Opportunity Index (ROI) intended to help communities understand local social and economic opportunities. The goal of the ROI is to help target resources and policies toward people and places with the greatest need to foster thriving communities. The ROI incorporates both “people” and “place” components, integrating economic, infrastructure, environmental, and social indicators into a comprehensive assessment of the factors driving opportunity.”

The ROI: People is a relative measure of people's assets in education, the economy, housing, mobility/transportation, health/environment, and civic life as follows:

- **Educational Opportunity:** Assesses people’s relative success in gaining educational assets, in the form of a higher education, elementary school achievement, and regular elementary school attendance.
- **Economic Opportunity:** Measures the relative economic well-being of the people in a community, in the form of employment and income level.
- **Housing Opportunity:** Measures the relative residential stability of a community, in the form of homeownership and housing costs.
- **Mobility/Transportation Opportunity:** Contains indicators that assess a community’s relative opportunities for overcoming rural isolation.
- **Health/Environmental Opportunity:** Measures the relative health outcomes of the people within a community, in the form of infant and teen health and general health.
- **Civic Life Opportunity:** A relative social and political engagement of an area, in the form of households that speak English and voter turnout.

The ROI: Place is a relative measure of an area's assets in education, the economy, housing, mobility/transportation, health/environment, and civic life.

- **Education Opportunity:** Assesses a census tract's relative ability to provide educational opportunity, in the form of high-quality schools that meet the basic educational and social needs of the population.
- **Economic Opportunity:** Measures the relative economic climate of a community, in the form of access to employment and business climate.
- **Housing Opportunity:** Measures relative availability of housing in a community, in the form of housing sufficiency and housing affordability.

- **Health/Environment Opportunity:** A relative measure of how well communities meet the health needs of their constituents, in the form of access to health care and other health-related environments.
- **Civic Life Opportunity:** Measures the relative social and political stability of an area, in the form of neighborhood stability (living in same residence for one year) and US citizenship.

As the figures show, the majority of Orange County is classified as high opportunity zones with pockets of low opportunity in the north central area. This indicates generally high levels of relative opportunities that people can achieve as well as high levels of relative opportunities that the County provides. Table 4-1 below identifies the County's overall opportunity indicators compared to the State. The data shows the following key findings:

- The County has higher rates of college educated adults, high school graduates, and UC/CSU eligible students.
- Orange County residents experience higher employment rates and minimum basic income rates than the State. The County has a higher job availability rate and higher job quality.
- Orange County has a higher home ownership rate, but the cost housing affordability rate is lower than the State.
- Commute times are higher in Orange County, but County residents have higher access to vehicles.
- Overall health and environmental opportunities are comparable to the State. However, Orange County has higher access to prenatal care and health care availability.
- Orange County has comparable voting rates as the State, but Orange County residents have lower English-speaking rates and lower citizenship rates.

**Table 4-1**  
**Local and State Regional Opportunity Indicators**  
**for Place and People**

ROI Indicator		Orange County	California
Education	People		
	College Educated Adults	44%	38%
	Math Proficiency	77%	70%
	English Proficiency	72%	65%
	Elementary Truancy	16%	24%

## CHAPTER X – HOUSING ELEMENT

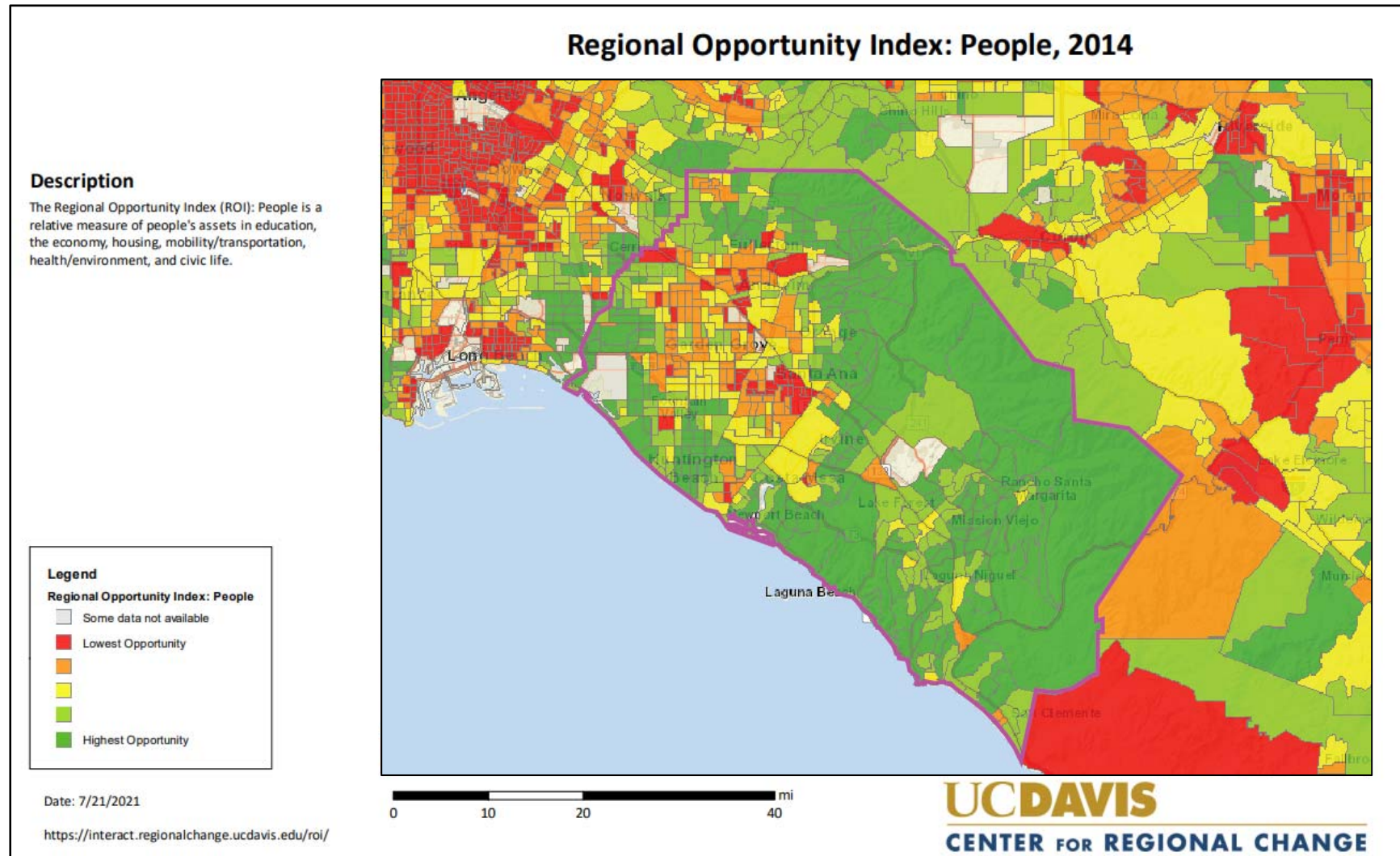
ROI Indicator		Orange County	California
	Place		
	High School Graduation Rate	92%	83%
	UC/CSU Eligibility	48%	41%
	Teacher Experience	54%	36%
	High School Discipline Rate	4%	6%
Economic	People		
	Employment Rate	92%	89%
	Minimum Basic Income	70%	64%
	Place		
	Job Availability	859.93	701.75
	Job Quality	42%	40%
	Job Growth	2%	3%
	Bank Accessibility	0.27	0.24
Housing	People		
	Home Ownership	58%	55%
	Housing Cost Burden	52%	52%
	Place		
	Housing Advocacy	89%	91%
	Housing Affordability	0.16	0.19
Mobility	People		
	Vehicle Availability	90%	86%
	Commute Time	61%	60%
	Internet Access	4.70	4
Health and Environment	People		
	Infant Health	95%	95%
	Birth to Teens	5%	7%
	Years of Life Lost	23.37	29.84
	Place		
	Air Quality	10.44	10.01
	Prenatal Care	90%	83%
	Access to Supermarket	53%	53%
	Health Care Availability	2.28	1.76

ROI Indicator		Orange County	California
Civic Life	People		
	Voting Rates	31%	31%
	English Speakers	87%	88%
	Place		
	US Citizenship	81%	83%
	Neighborhood Stability	85%	85%

Source: UC Davis Center for Regional Change and Rabobank, 2014.

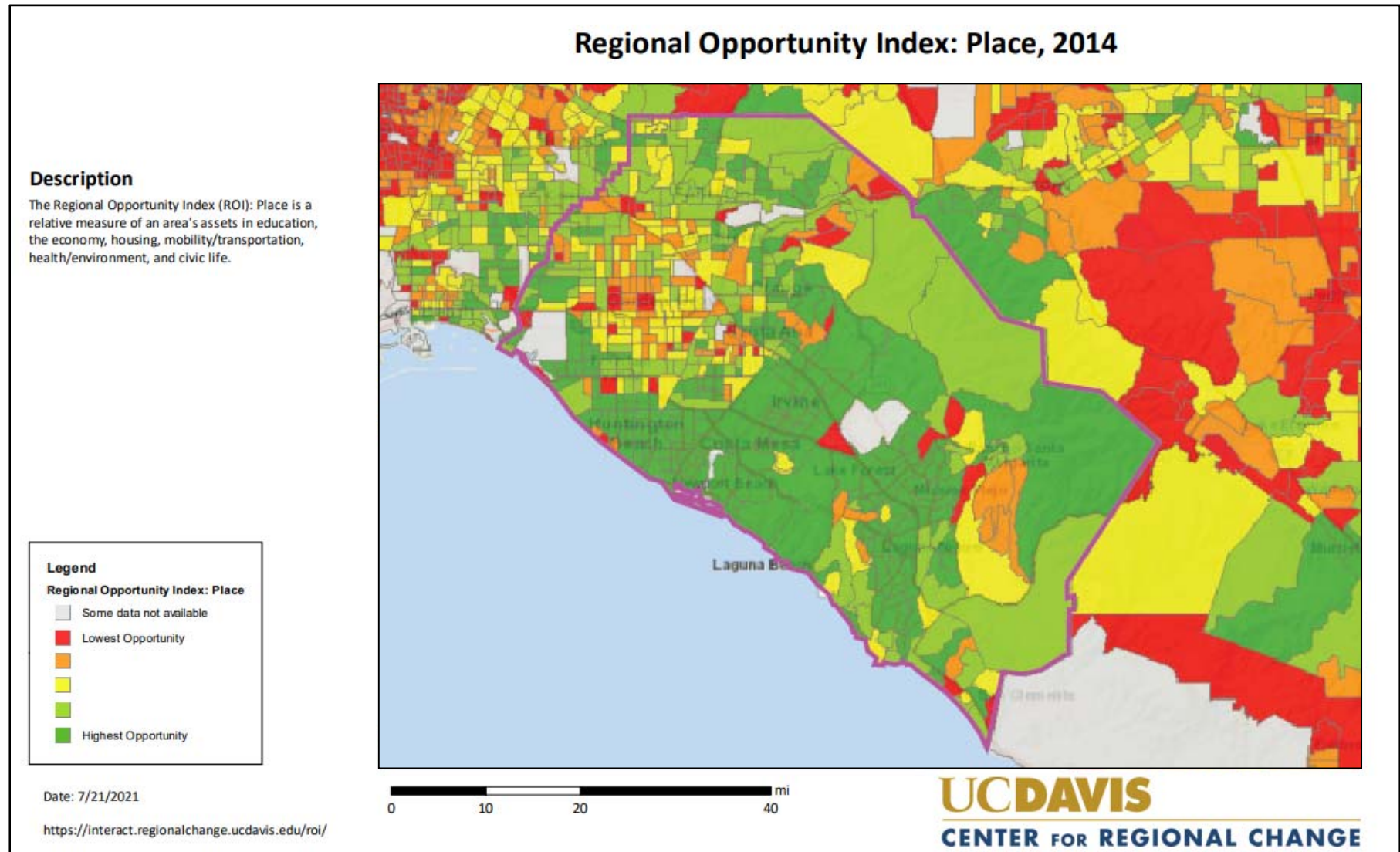


Figure 4-3  
Regional Opportunity Index: People, 2014



Source: UC Davis Center for Regional Change and Rabobank, 2014

Figure 4-4  
Regional Opportunity Index: Place, 2014



Source: UC Davis Center for Regional Change and Rabobank, 2014

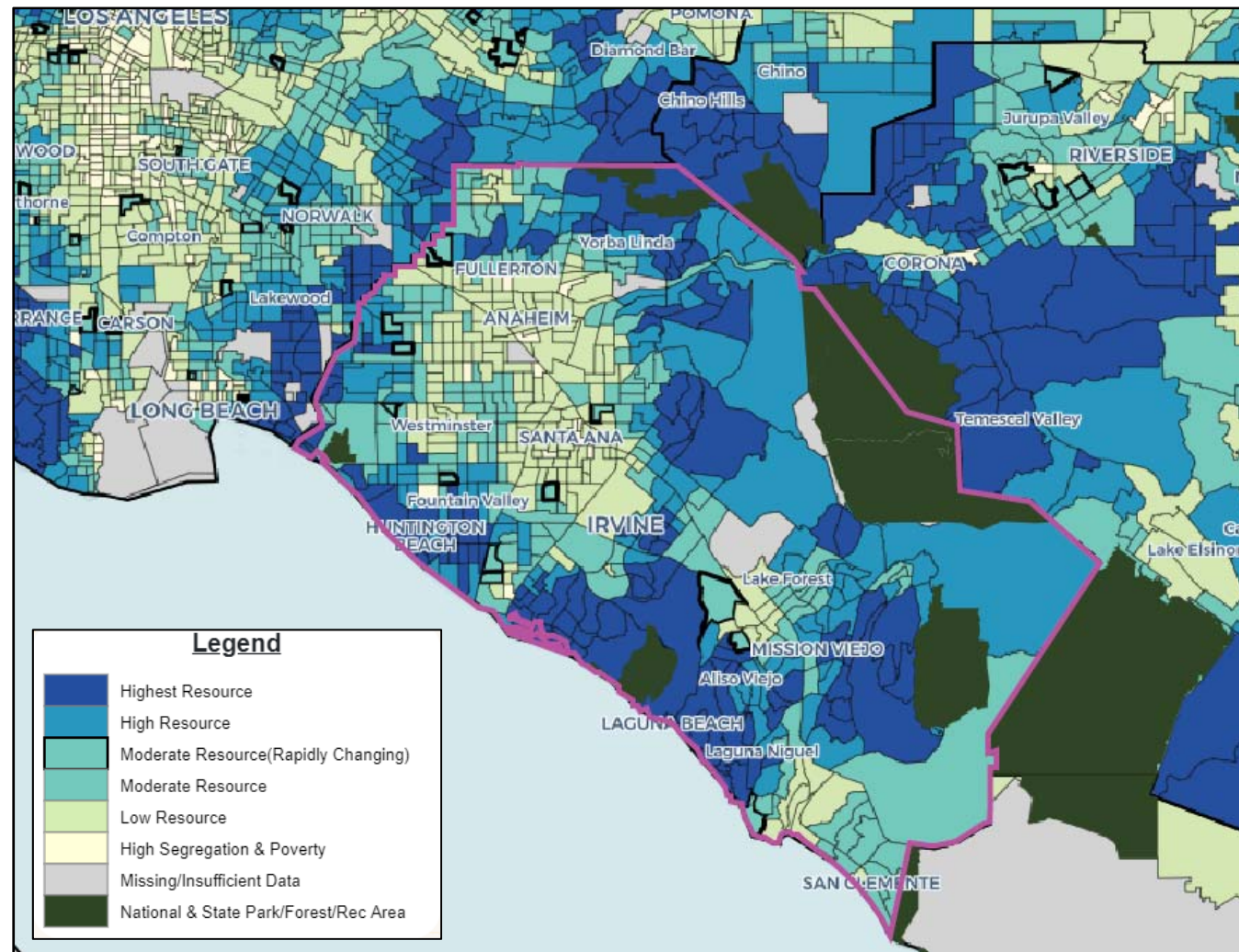


### CALIFORNIA TAX CREDIT ALLOCATION COMMITTEE – TCAC/HCD

State HCD together with the California Tax Credit Allocation Committee (TCAC) established the California Fair Housing Task Force to provide research, evidence-based policy recommendations, and other strategic recommendations to State HCD and other related state agencies/departments to further the fair housing goals (as defined by State HCD). The Task force developed the TCAC/HCD opportunity Area Maps to understand how public and private resources are spatially distributed. The Task force defines opportunities as pathways to better lives, including health, education, and employment. Overall, opportunity maps are intended to display which areas, according to research, offer low-income children and adults the best chance at economic advancement, high educational attainment, and good physical and mental health.

According to the Task Force’s methodology, the tool allocates 20% of the tracts in each region with the highest relative index scores to the “Highest Resource” designation and the next 20% to the “High Resource” designation. Each region then ends up with 40% of its total tracts as “Highest” or “High” resource. These two categories are intended to help State decision-makers identify tracts within each region that the research suggests low-income families are most likely to thrive, and where they typically do not have the option to live—but might, if given the choice. As shown in Figure 4-4a below, Orange County has large pockets of low resource and high segregation and poverty areas surrounded by moderate to high resource communities. The Cities of Anaheim, Santa Ana, Westminster, Lake Forest, and San Juan Capistrano have concentrations of low resources areas. The high segregation and poverty areas are mostly found in the north-central region of the County. The County is committed to exploring programs and methods of increasing housing access and opportunity to both existing residents, future residents, and households in nearby areas.

**Figure 4-4a**  
**Regional Opportunity Index: Place, 2014**



Source: California Tax Credit Allocation Committee and Department of Housing and Community Development, 2021.

**ACCESS TO TRANSIT**

AllTransit, which is an online database that tracks connectivity, access, and frequency in America, explores metrics that reveal the social and economic impact of transit, specifically looking at connectivity, access to jobs, and frequency of service. According to the data provided in **Table 4-2**, the County scored a 4.2 AllTransit performance score, illustrating a moderate access to public transit to commute to work. Access to transportation increases both economic and environmental/health opportunities. As **Figure 4-5** shows, the north-western portion of the county is well connected. The eastern region is made up of mountainous area which decreases accessibility; however, there is a lack of connectivity in the southern region of Orange County.

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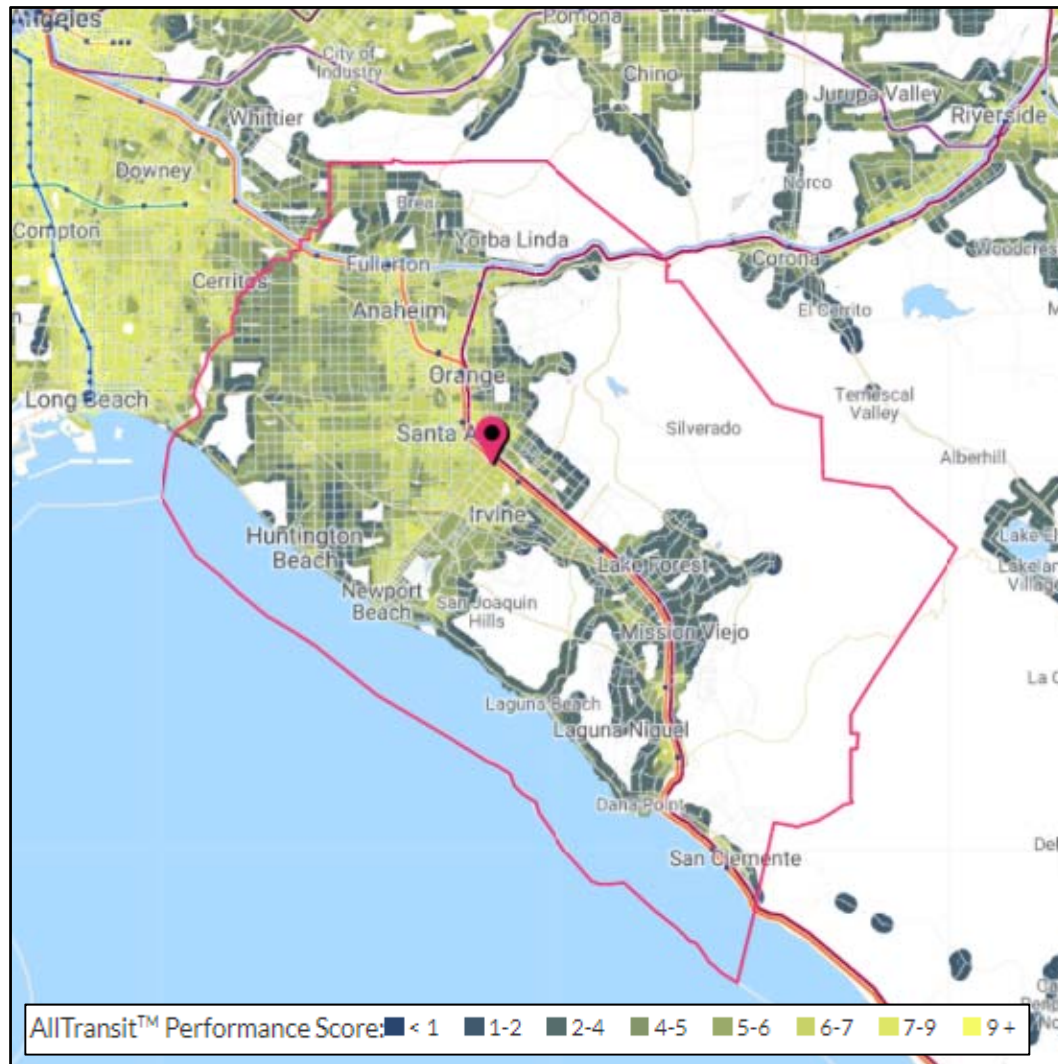
**Table 4-2**  
**Transit Indicators by Region, Orange County, 2021**

Jurisdiction	AllTransit Performance Score	Transit Trips Per Week within ½ Mile	Jobs Accessible in 30-Min Trip	Commuters Who Use Transit	Transit Routes Within ½ Mile
Orange County	4.2	528	172,595	2.28%	4

Source: AllTransit, American Community Survey, 2019.

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**Figure 4-5**  
**AllTransit Performance Score – Orange County**



*Source: AllTransit Metrics, ACS 2019*

## ENVIRONMENTAL JUSTICE

The California Office of Environmental Health Hazard Assessment (OEHHA) developed a screening methodology to help identify California communities disproportionately burdened by multiple sources of pollution called the California Communities Environmental Health Screening Tool (CalEnviro Screen). In addition to environmental factors (pollutant exposure, groundwater threats, toxic sites, and hazardous materials exposure) and sensitive receptors (seniors, children, persons with asthma, and low birth weight infants), CalEnviro Screen also takes into consideration socioeconomic factors. These factors include educational attainment, linguistic isolation, poverty,

and unemployment. Research has shown a heightened vulnerability of people of color and lower socioeconomic status to environmental pollutants.

The CalEnviro Model is made up of a suite of 20 statewide indicators of pollution burden and population characteristics associated with increased vulnerability to pollution's health effects. The model identifies areas of health risk by conducting the following:

- Uses a weighted scoring system to derive average pollution burden and population characteristics scores for each census tract.
- Comparing these scores for a given census tract to the other tracts in the state by multiplying the pollution burden and population characteristics components together.
- The final CalEnviro Screen score measures the relative pollution burdens and vulnerabilities in one census tract compared to others and is not a measure of health risk.

**Figure 4-6** shows the central and northern region of the County are generally high scoring. The majority of the southern area of the county is low scoring and has low pollution burdens. Overall, high scores signify high pollution burdens and high exposure to harmful pollutants, specifically for residents in low-income census tracts. Low-income residents, or areas with higher percentages of low-income households are often disproportionately affected by poor environmental quality. Providing housing options near essential resources and economic opportunity/jobs can decrease overall vehicle miles travelled (VMT), which in many cases is related to air quality. Additionally, the County may work with developers to implement and increase the use of environmentally friendly materials and strategies.

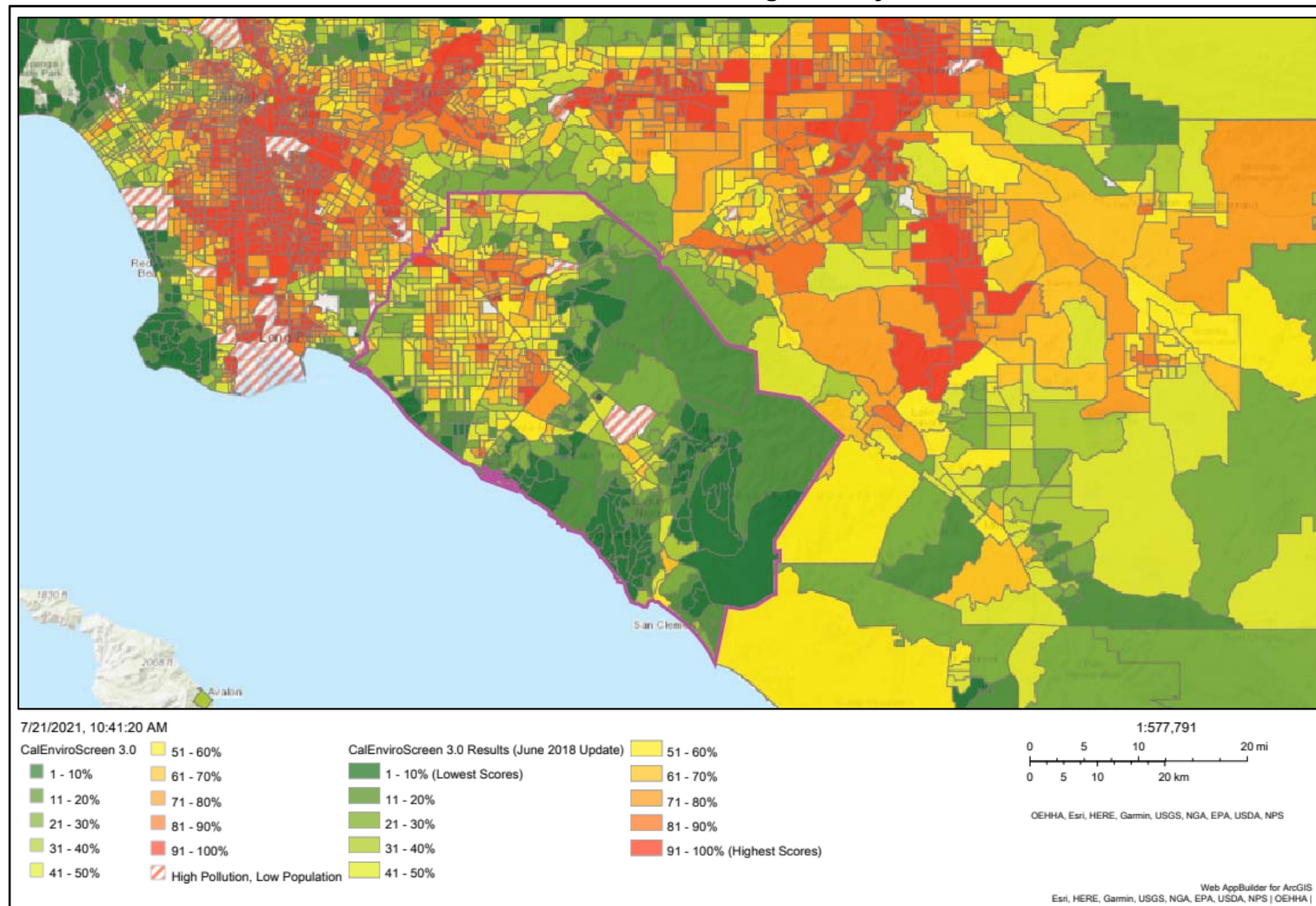
**Figure 4-7** shows census tract 6059087805 is generally high scoring with a CalEnviroScreen3.0 percentile of 80 - 85 percent. Most of this census tract is located within the Cities of Stanton and Anaheim, but there is an unincorporated area at the Northwest corner of Magnolia Avenue at Katella Avenue. This tract has a Pollution Burden Percentile of 85. Pollution Burden scores are derived from the average percentiles of the seven Exposure indicators (ozone and PM2.5 concentrations, diesel PM emissions, drinking water contaminants, pesticide use, toxic releases from facilities, and traffic density) and the five Environmental Effects indicators (cleanup sites, impaired water bodies, groundwater threats, hazardous waste facilities and generators, and solid waste sites and facilities). For the seven Exposures indicators and the five Environmental Effects indicators, the tract scored 53 in ozone, 66 in PM 2.5 (air quality), 34 in diesel, 67 in pesticides, 94 in toxic releases, 69 in traffic, 37 in drinking water, 82 in cleanups, 43 in groundwater threats, 83 in hazardous waste, 0 in impaired water, and 33 in solid waste. This tract contains 17 percent Children under 10 years in age. The average in California census tracts is 13 percent. The tract also contains 7 percent Elderly over 65. The average in California census tracts is 12 percent.

**Figure 4-8** shows census tract 6059087806 is generally high scoring with a CalEnviroScreen3.0 percentile of 75 - 80 percent. Most of this census tract is located within the Cities of Stanton and Anaheim, but there is an unincorporated area South of Cerritos Avenue, West of Gilbert Street, and North of Katella Avenue. This tract has a Pollution Burden Percentile of 54. For the seven Exposures indicators and the five Environmental Effects indicators, the tract scored 53 in ozone, 66 in PM 2.5 (air quality), 34 in diesel, 38 in pesticides, 95 in toxic releases, 66 in traffic, 37 in drinking water, 13 in cleanups, 52 in groundwater threats, 31 in hazardous waste, 0 in impaired water, and 0 in solid waste. This tract contains 17 percent Children under 10 years in age. The tract also contains 7 percent Elderly over 65.

**Figure 4-9** shows that census tract 6059052404 is indicated as High Population, Low Population with a total population of 549. Most of this census tract is located within the City of Irvine, but there is an unincorporated area within the census tract, which is a portion of the site for James A. Musick Facility. This tract has a Pollution Burden Percentile of 98. For the seven Exposures indicators and the five Environmental Effects indicators, the tract scored 65 in ozone, 33 in PM 2.5 (air quality), 63 in diesel, 95 in pesticides, 87 in toxic releases, 64 in traffic, 39 in drinking water, 74 in cleanups, 85 in groundwater threats, 88 in hazardous waste, 41 in impaired water, and 84 in solid waste. This tract contains 0 percent Children under 10 years in age. The tract also contains 0 percent Elderly over 65.

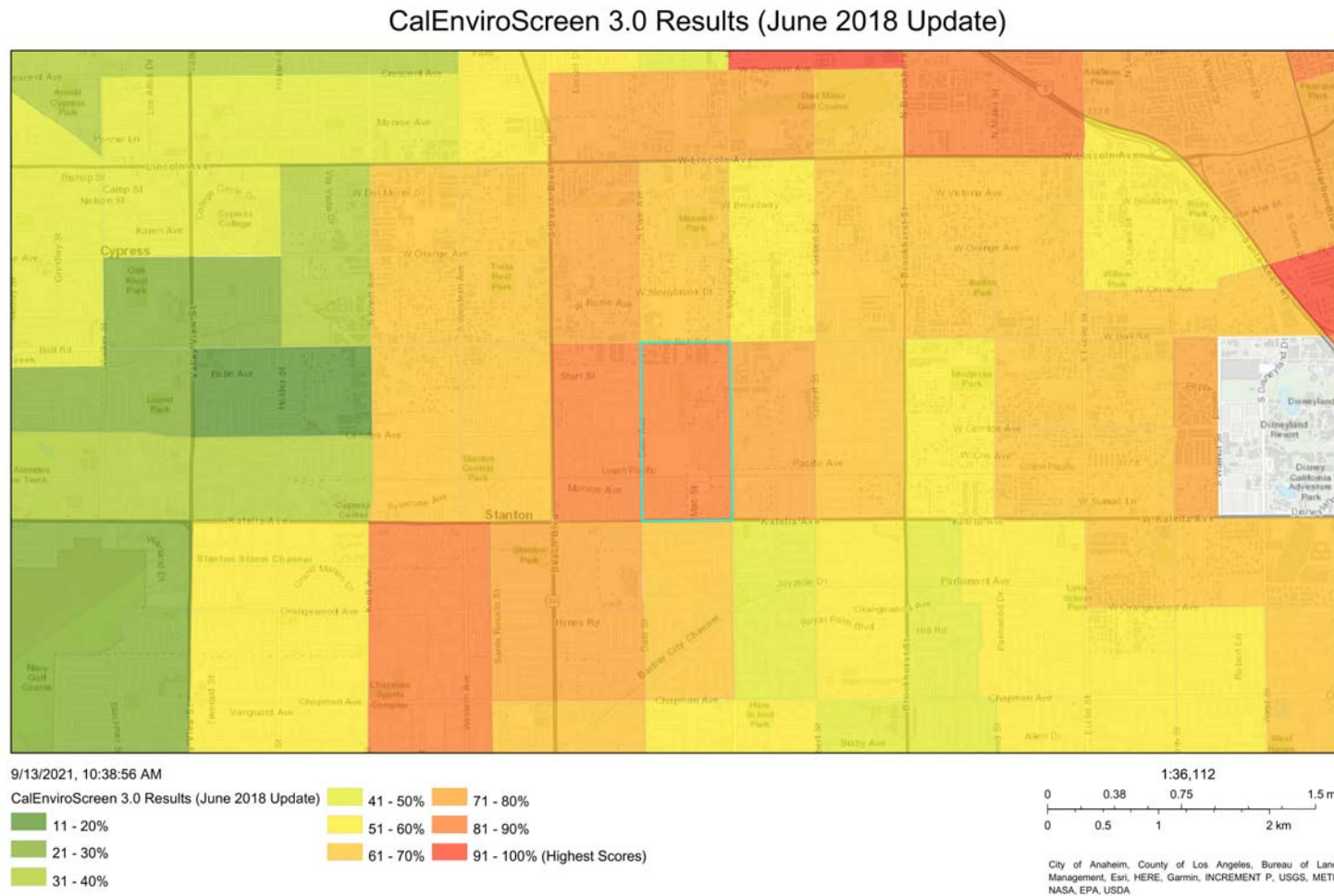


**Figure 4-6**  
**CalEnviro Screen 3.0, Orange County**



Source: CalEnviro Screen 3.0 Map Tool, June 2018 Update. Accessed July 21, 2021

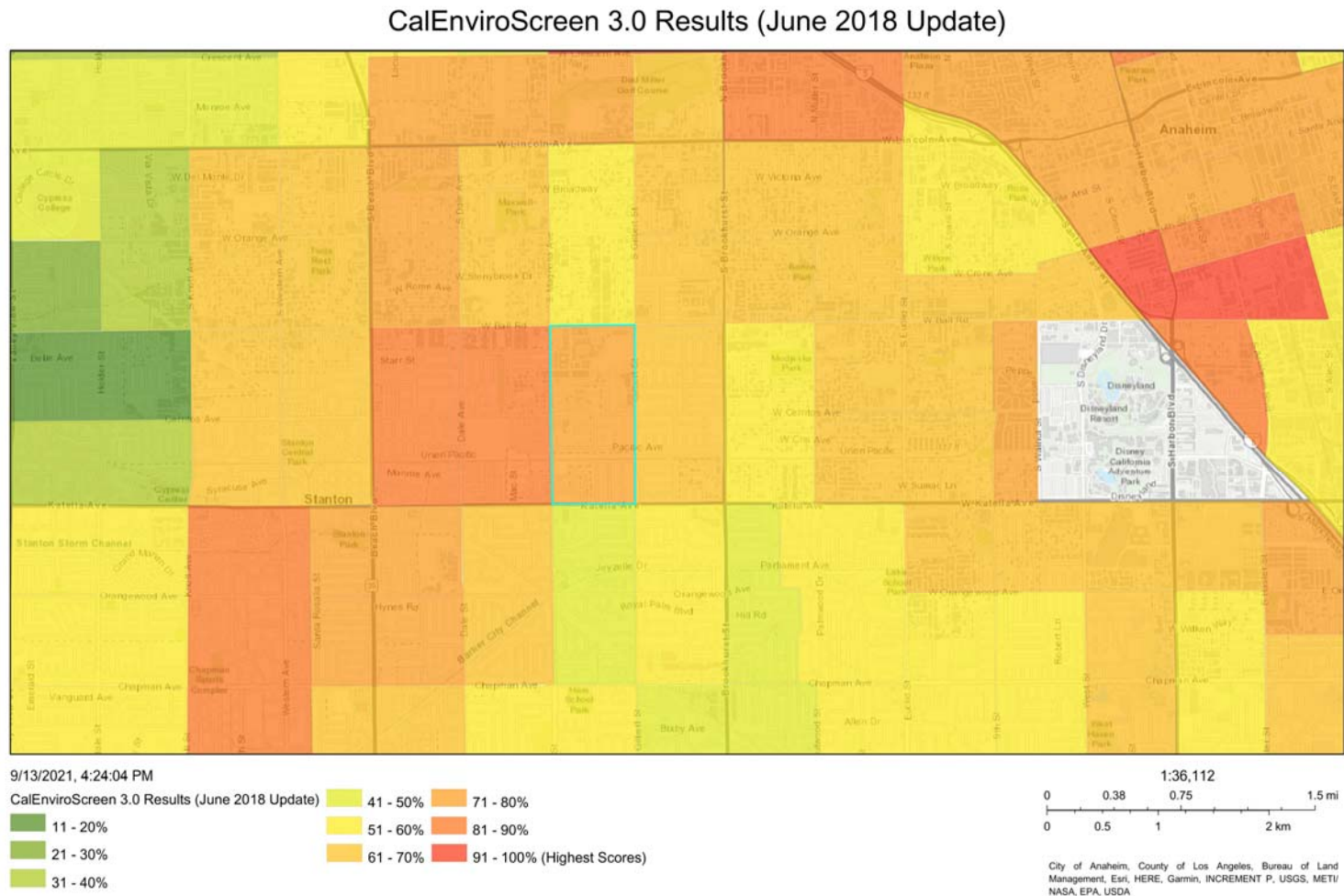
**Figure 4-7**  
**CalEnviro Screen 3.0, Orange County, Parcel 6059087805**



Source: CalEnviro Screen 3.0 Map Tool, June 2018 Update. Accessed September 13, 2021



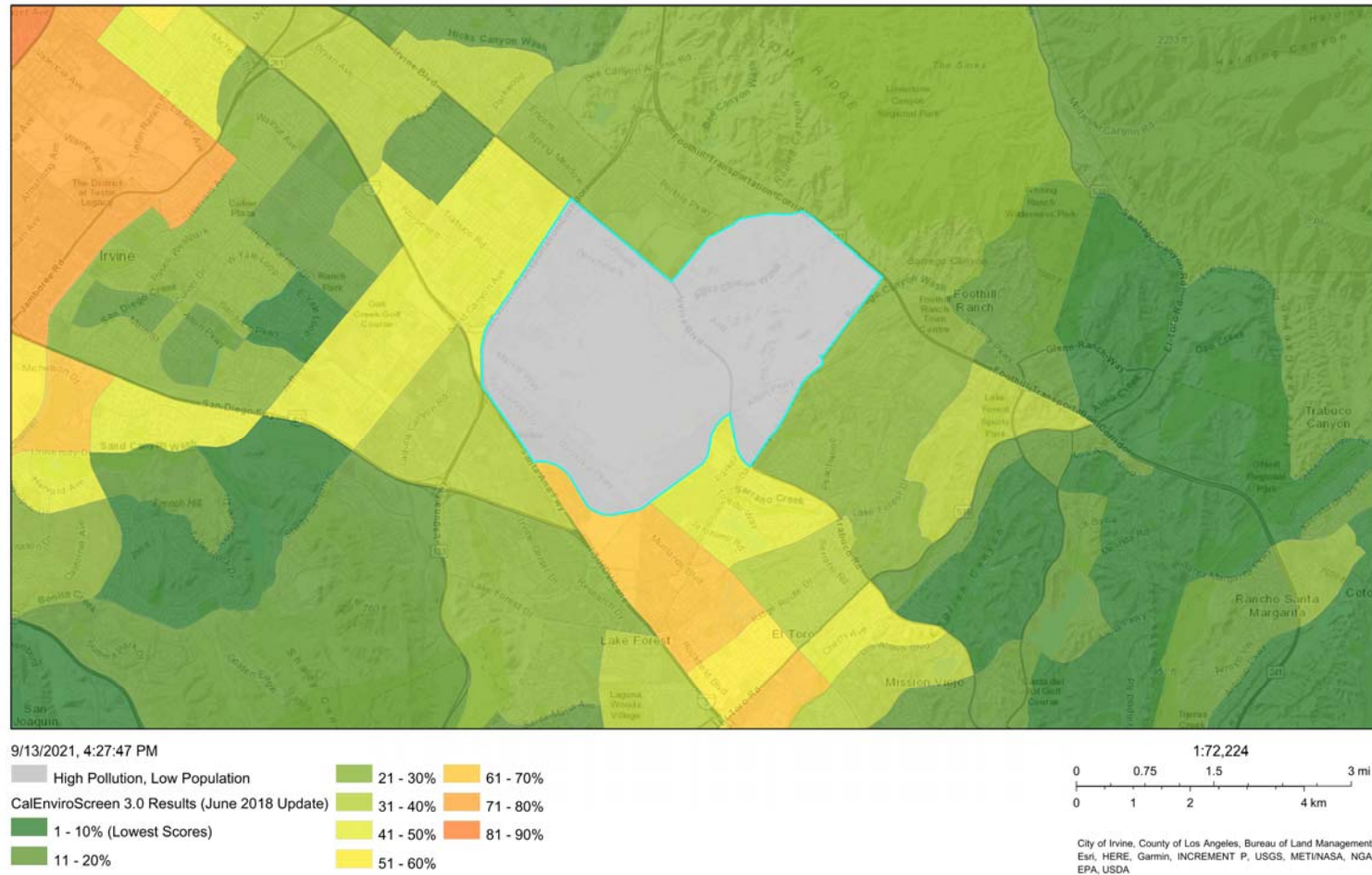
Figure 4-8  
CalEnviro Screen 3.0, Orange County, Parcel 6059087806



Source: CalEnviro Screen 3.0 Map Tool, June 2018 Update. Accessed September 13, 2021

**Figure 4-9**  
**CalEnviro Screen 3.0, Orange County, Parcel 6059052404**

CalEnviroScreen 3.0 Results (June 2018 Update)



Source: CalEnviro Screen 3.0 Map Tool, June 2018 Update. Accessed September 13, 2021

### *Discussion of Disproportionate Housing Needs*

The analysis of disproportionate housing needs within the County of Orange evaluates existing housing needs, need of the future housing population, and units within the community at-risk of converting to market-rate.

#### **EXISTING NEEDS**

The Orange County Housing Authority administers Section 8 Housing Choice vouchers within the County. According to the 2021 Annual PHA Plan, the Housing Authority has allocated 11,306 choice vouchers.

#### **FUTURE HOUSING NEEDS IN THE COUNTY OF ORANGE**

A variety of factors affect housing needs for different households. In particular, disability, income and other household characteristics are taken into consideration when proposing the type and size of housing units needed by different households, as well as accessibility of housing based on existing units in a jurisdiction. **Table 4-3** through **4-9** show data for demographic characteristics of the County, as compared to the State of California. Additional detailed analysis of the community’s demographics is outline in the Community Profile of this Housing Element.

**Table 4-3** displays the data for persons with disabilities in the County in comparison to the State. Persons with disabilities may require different features in a home to make housing more accessible, this includes, but is not limited to, ramps rather than stairs, lower and within reach counter tops, and other specific design features. Overall, the Orange County region has lower percentages of persons with disabilities compared to the State. Persons with ambulatory difficulties (a physical and permanent disability to such a degree that the person is unable to move from place to place without the aid of a wheelchair) and independent living difficulties represented the largest percentages of persons with disabilities in the County; this is the same in for California as a whole.

**Table 4-3**  
**Population by Disability Type**

Disability*	Orange County	California
Hearing Difficulty	2.5%	2.9%
Vision Difficulty	1.5%	2%
Cognitive Difficulty	3.4%	4.3%
Ambulatory Difficulty	4.5%	5.8%
Self-Care Difficulty	2.2%	2.6%
Independent Living Difficulty	4.3%	5.5%
<b>Total with a Disability</b>	<b>8.5%</b>	<b>10.6%</b>

\* Total of noninstitutionalized population with at least one disability.

Source: American Community Survey, 5-Year Estimates, 2019.

**Tables 4-4 and 4-5** display household type and income data for the County and the State. Amongst the two jurisdictions, households categorized as “family” made up the largest percent of households overall. Orange County has a higher percentage of family households than the state. Family households with children represent the same percentage for the County as the State, and represent larger percentages than non-family households. Households with children may require different or additional design standards and are often larger to accommodate additional persons to avoid overcrowding.

**Table 4-5** shows that Orange County has a higher household income than the State overall. Just under 50% of households in Orange County earn an annual income over \$100,000, while 37.7% of households in California earn that same amount. Generally, a higher percentage of married couple households typically result in a high median income in a community as these households may have more than one income source. Higher income provides means for safe and sufficient housing, as well as, the ability to update and renovate older attributes of the home.

**Table 4-4**  
**Population by Familial Status**

Familial Status	Orange County	California
Family Households	71.7%	68.7%
Married-Couple Family Households	54.9%	49.8%
With Related Children Under 18	34.1%	34%
Female Households, No Spouse	11.5%	13%
Non-Family Households	28.3%	31.3%
Households with One or More People 60 Years+	39.9%	39.1%
<b>Total Households</b>	<b>1,037,492</b>	<b>13,044,266</b>

Source: American Community Survey, 5-Year Estimates, 2019.

**Table 4-5  
Households by Income**

Household Income	Orange County	California
Less than \$10,000	4.2%	4.8%
\$10,000-\$14,999	2.7%	4.1%
\$15,000-\$24,999	5.6%	7.5%
\$25,000-\$34,999	6%	7.5%
\$35,000-\$49,999	8.8%	10.5%
\$50,000-\$74,999	14.6%	15.5%
\$75,000-\$99,999	12.8%	12.4%
\$100,000-\$149,999	18.6%	16.6%
\$150,000-\$199,999	11.1%	8.9%
\$200,000 or More	15.5%	12.2%
Median Income	\$90,234	\$75,235

*Source: American Community Survey, 5-Year Estimates, 2019.*

Table 4-6 displays data for households experiencing overpayment or cost burden in the County and State. Housing cost burden has a number of consequences for a household, such as displacement from their current home creating limited access to essential goods and employment by potentially increasing commute times. The HUD Consolidated Planning/CHAS Data shows that Orange County and California have very similar figures with both reporting approximately 40 percent of households paying more than 30 percent of their income for housing. Just under 20 percent of households in both jurisdictions pay at least 50 percent of their income for housing. Such a cost burden removes available income from other necessities such as food.

**Table 4-6  
Cost Burden**

Overpayment	Orange County	California
Cost Burden >30%	40.5%	40.1%
Cost Burden >50%	19.3%	19.4%
Cost Burden Not Available	1.4%	1.4%

*Source: American Community Survey, 5-Year Estimates, 2019.*

Table 4-7 displays data for household tenure (owner vs. renter) for Orange County and California. Homeownership is a crucial foundation for helping families with low incomes build strength, stability, and independence. The opportunity for transition into the homebuyer's market is important for persons and households in different communities as homeownership allows for increased stability and opportunity to age in place. The data shows that just above half of Orange County and California households own their own home (57.4 percent and 54.8 percent, respectively).

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**Table 4-7**  
**Household Tenure**

Household Tenure	Orange County	California
Owner Households	57.4%	54.8%
Renter Households	42.6%	45.2%
Total Occupied Housing Units	1,037,492	13,044,266

*Source: American Community Survey, 5-Year Estimates, 2019.*

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Table 4-8 displays data for overcrowding in the County and the State. Overcrowding is defined as 1.01 to 1.5 persons per bedroom living in a household, and severe overcrowding is defined as more than 1.51 persons per bedroom. Overcrowding often occurs when nonfamily members combine incomes to live in one household, such as roommates. It also occurs when there are not enough size appropriate housing options for larger or multigenerational families. The data shows there are more overcrowded renter households in the County than the State (4.2 percent and 3.6 percent, respectively). Overcrowding in owner households are similar for both jurisdictions. The data shows that overcrowding disproportionately affects renter households over owner households.

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**Table 4-8**  
**Households by Overcrowding**

Overcrowding and Tenure	Orange County	California
<b>Owner Households</b>		
Overcrowded	1.5%	1.6%
Severe Overcrowded	0.6%	0.6%
<b>Renter Households</b>		
Overcrowded	4.2%	3.6%
Severe Overcrowded	2.6%	2.4%

*Source: American Community Survey, 5-Year Estimates, 2019.*

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## **HOUSING STOCK**

Table 4-9 display comparative housing stock data for Orange County and California for overcrowded housing units by type. A variety of housing stock provides increased opportunity in communities for different size and household types. The data shows that half of Orange County housing units are single-family, detached units. The State reports a slightly higher percentage; however, it has a much lower percentage of single-family, attached units than Orange County (7 percent and 12.3 percent, respectively). Multi-family housing developments of 10 or more units are of similar percentages for both jurisdictions, with 19.1 percent for Orange County and 17.5 percent in California.

**Table 4-9**  
**Overcrowded Housing Units by Type**

Housing Unit Type	Orange County	California
1-Unit, Detached	50.6%	57.7%
1-Unit, Attached	12.3%	7.0%
2 Units	1.6%	2.4%
3 or 4 Units	6.9%	5.5%
5 to 9 Units	6.7%	6.0%
10 to 19 Units	5.4%	5.2%
20 or More Units	13.7%	12.3%
Mobile Home	2.7%	3.7%
Boat, RV, Van, etc.	0.1%	0.1%

*Source: American Community Survey, 5-Year Estimates, 2019.*

Table 4-10 below displays housing stock by year built for Orange County and California. Older housing generally requires more upkeep, regular maintenance, and can cause a cost burden on both renters and homeowners. The data shows a greater percentage of homes built throughout California before 1960 compared to Orange County. The County experienced a large housing boom between 1960 and 2000 which resulted in the development of about 70 percent of the total housing stock. In comparison, 57 percent of the State’s housing stock was built during those 40 years. Overall, increased numbers of older housing can lead to displacement, cost burden, and substandard living conditions.

**Table 4-10**  
**Number of Housing Units by Year Built**

Year Built	Orange County	California
Built 2014 or later	2.7%	1.7%
Built 2010 to 2013	2.0%	1.7%
Built 2000 to 2009	8.3%	11.2%
Built 1990 to 1999	11.7%	10.9%
Built 1980 to 1989	14.9%	15.0%
Built 1970 to 1979	23.3%	17.6%
Built 1960 to 1969	19.5%	13.4%
Built 1950 to 1959	13.0%	13.4%
Built 1940 to 1949	2.1%	5.9%
Built 1939 or earlier	2.5%	9.1%

*Source: American Community Survey, 5-Year Estimates, 2019.*

### Future Growth Needs

#### *Overview of the Regional Housing Needs Assessment*

The Regional Housing Needs Assessment (RHNA) is a key tool for local governments to plan for anticipated growth. The RHNA quantifies the anticipated need for housing within each jurisdiction for the period from 2021 to 2029.

Communities then determine how they will address this need through the process of updating the Housing Elements of their General Plans.

The current RHNA Allocation Plan was adopted by the Southern California Association of Governments (SCAG) in March 2021. The future need for housing is determined primarily by the forecasted growth in households in a community. Each new household, created by a child moving out of a parent's home, by a family moving to a community for employment, and so forth, creates the need for a housing unit. The housing need for new households is then adjusted to maintain a desirable level of vacancy to promote housing choice and mobility.

SCAG must take into consideration the following factors:

- Market demand for housing;
- Employment opportunities;
- Availability of suitable sites and public facilities;
- Commuting patterns;
- Type and tenure of housing;
- Loss of units in assisted housing developments;
- Over-concentration of lower income households; and
- Geological and topographical constraints.

An adjustment is also made to account for units expected to be lost due to demolition, natural disaster, or conversion to non-housing uses. The sum of these factors – household growth, vacancy need, and replacement need – determines the construction need for a community. Total housing need is then distributed among four income categories on the basis of the county's income distribution, with adjustments to avoid an over-concentration of lower-income households in any community.



### 2021-2029 Growth Needs

The total housing growth need for unincorporated Orange County during the 2021-2029 planning period is 10,406 units. This total is distributed by income category as shown in **Table 4-11**. Of the 3,139 very-low-income unit growth need, half (1,570 units) are estimated to be needed for extremely-low-income households during the planning period, as provided by state law<sup>8</sup>.

**Table 4-11**  
**Regional Housing Growth Needs –**  
**Unincorporated Orange County**

Very Low	Low	Moderate	Above Mod	Total
3,139	1,866	2,040	3,361	10,406
30.2%	17.9%	19.6%	32.3%	100%

Source: SCAG 2021

A discussion of the County’s capacity to accommodate this growth need is provided in the land inventory section of Appendix B.

### Preservation of Assisted Units at Risk of Conversion

State Housing Element Law requires the analysis of government-assisted housing units that are eligible to convert from low-income housing to market rate housing during the next 10 years due to expiring subsidies, mortgage prepayments, or expiration of affordability restrictions, and identification of programs aimed at their preservation.

Use restrictions, as defined by State law, means any federal, state or local statute, regulation, ordinance or contract which as a condition of receipt of any housing assistance, including a rental subsidy, mortgage subsidy, or mortgage insurance, to an assisted housing development, establishes maximum limitations on tenant income as a condition of eligibility for occupancy.

The following section analyzes the potential conversion of assisted housing units to market rate housing.

### Inventory of At-Risk Units

The time frame for the analysis of assisted units is the ten-year period from 2021 to 2029. An inventory of at-risk units was compiled based on a review of the Inventory of Federally Subsidized Low-Income Rental Units At-Risk of Conversion (California Housing Partnership Corporation), and information from

<sup>8</sup> Government Code §65583.a.1

OC Community Resources. At this time, there are no projects at risk of losing their use restrictions within the ten-year period.

### **SB 330**

Effective January 1, 2020, Senate Bill 330 (SB 330) aims to increase residential unit development, protect existing housing inventory, and expedite permit processing. The revised definition of “Housing Development” now contains residential projects of two or more units, mixed-use projects (with two-thirds of the floor area designated for residential use), transitional, supportive, and emergency housing projects. SB330 sets a temporary 5-year prohibition of residential density reduction associated with a “housing development project”, from January 1, 2020, to January 1, 2025. For example, during this temporary prohibition, a residential triplex cannot be demolished and replaced with a duplex as this would be a net loss of one unit.

The County is committed to making diligent efforts to engage underrepresented and disadvantaged communities in studying displacement.

### **Assessment of Contributing Factors to Fair Housing in Orange County**

As identified by the AI and the above analysis, the County experiences the following local contributing factors to fair housing:

- There are five racially or ethnically concentrated census tracts (RECAPS) within Orange County as identified by HUD. These identified census tracts have at least 50 percent non-white populations with a poverty rate that exceeds 40 percent and/or is three or more times the average tract poverty rate for the metropolitan area.
- The UC Davis Regional Opportunity Index shows that the majority of residents within Orange County have moderate to high levels of access to opportunity, with some areas of low access. Additionally, analysis of the TCAC/HCD Opportunity Area Maps show that a large number of census tracts in northern Orange County have a “low resource” designation, meaning there is low access to essential resources for existing residents in those census tracts.
- The County has demonstrated the ability to meet the anticipated future affordable housing needs of the community through the designation of sites to meet the very low- and low-income RHNA allocation (Appendix B). These sites are dispersed through the County’s unincorporated areas.

- The County is committed to making diligent efforts to engage underrepresented and disadvantaged communities in studying displacement. The AI also identifies the following cross-jurisdictional fair housing goals to mitigate the existing fair housing issues in the community:
- Increase the supply of fair housing in high opportunity areas.
- Prevent displacement of low- and moderate-income residents with protected characteristics, including Hispanic residents, Vietnamese residents, seniors, and people with disabilities.
- Increase community integration for persons with disabilities.
- Ensure equal access to housing for persons with protected characteristics, who are disproportionately likely to be lower-income and to experience homelessness.
- Expand access to opportunity for protected classes.

### **Analysis of Sites Pursuant to AB 686**

AB 686 requires that jurisdictions identify sites throughout the community in a manner that is consistent with its duty to affirmatively further fair housing. The site identification requirement involves not only an analysis of site capacity to accommodate the RHNA (provided in Appendix B), but also whether the identified sites serve the purpose of replacing segregated living patterns with truly integrated and balanced living patterns, transforming racially and ethnically concentrated areas of poverty into areas of opportunity.

### 5. HOUSING RESOURCES

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This section examines two major resources for meeting the unincorporated county's housing needs – land and financial resources. Opportunities for energy conservation are also discussed.

#### **Availability of Sites for Housing Production**

This section contains an analysis of land with the potential for housing development in the 2021-2029 planning period compared to the unincorporated county's remaining housing need.

Although the Housing Element covers the eight-year planning period from October 2021 through October 2029, the 6<sup>th</sup> RHNA cycle runs from January 1, 2021 through October 15, 2029.

#### **NEW MASTER-PLANNED COMMUNITIES**

During the past 50 years the majority of development in unincorporated Orange County has occurred in major landholdings under the planned community concept. Most of these areas were incorporated into new cities between 1988 and 2001, including Mission Viejo (1988), Dana Point (1989), Laguna Niguel (1989), Lake Forest (1991), Laguna Hills (1991), Laguna Woods (1999), Rancho Santa Margarita (2000), and Aliso Viejo (2001). Most of these areas were originally approved as planned communities in unincorporated Orange County.

Only one planned community in the unincorporated area, Rancho Mission Viejo – has a significant amount of land remaining to be developed during this Housing Element timeframe. Located in southeastern portion of the County east of Rancho Santa Margarita, Mission Viejo and San Juan Capistrano, Rancho Mission Viejo was approved in 2004 with a maximum of 14,000 residential units. It is expected to be the final large landholding that will be developed in unincorporated Orange County since all other significant undeveloped parcels are located within cities, regional parks or the Cleveland National Forest.

As part of the General Plan amendment, Planned Community (zone change) and development agreement for Rancho Mission Viejo, the property owner is required to comply with the Affordable Housing Implementation Plan, as amended (2016), which includes the Private Sector Alternative discussed under Strategies and Action section. dedicate an aggregate of 60 gross acres of land to the County for affordable housing development. Up to approximately 165 lower-income units could be produced in Rancho Mission Viejo Planning Area 3. Additional discussion of Rancho Mission Viejo is provided in Appendix B – Land Inventory.

**VACANT AND UNDERUTILIZED INFILL PARCELS – THE HOUSING OPPORTUNITIES OVERLAY ZONE**

The incorporation and build out of south Orange County have shifted the focus of residential development that is under the jurisdiction of the County to the older unincorporated islands in the northern portion of the county. The “first wave” of development in these areas occurred during the 1950s and ‘60s as suburban growth spread south from Los Angeles. Fifty years later a few scattered vacant parcels remain, but there is also significant potential for redevelopment of underutilized properties with higher-density apartments and condominiums. The 2000 Housing Element included an Action Plan item to designate such areas for higher-density development, and in 2006 the Housing Opportunities Overlay Zone was adopted. The Housing Opportunities Overlay Zone (Section 7-9-44.6 of the Zoning Code) provides the option of affordable multi-family development on commercial and industrial sites, and in 2008 the Housing Opportunities Overlay Zone was expanded to include properties that are conventionally zoned for multi-family development along arterial highways. A detailed discussion of the inventory of sites within the Housing Opportunities Overlay Zone is provided in Appendix B.

**VACANT AND UNDERUTILIZED INFILL PARCELS – THE MIXED-USE OVERLAY ZONE**

The Mixed-Use Overlay Zone (Section 7-9-45 of the Zoning Code) provides the opportunity to develop high density housing in commercial areas. These regulations are intended to facilitate the vertical and horizontal mixing of retail, office, and residential uses and the development of mixed-use buildings accommodating both residential and employment activities. In both infill contexts and in larger projects, these regulations shall facilitate the inclusion of cultural, civic, educational, and urban recreational uses and support transit-oriented development and alternative modes of transportation.

**COMPARISON OF LAND INVENTORY TO NEW HOUSING NEED**

The County’s strategy for accommodating the unincorporated area’s new housing need for this planning period is based on infill/redevelopment opportunity areas within the Housing Opportunities Overlay Zone and development of underdeveloped parcels, including Rancho Mission Viejo, Coyote Canyon, the Santa Ana Country Club, and areas within Brea Canyon. Table B-4 presents a summary of the land inventory in the unincorporated area compared to the remaining housing need. This table shows that there is a total estimated development capacity to accommodate 12,685 units, with 5,615 Very low/Low units, 2,092 Moderate units and 4,978 Above Moderate units based on current

## CHAPTER X – HOUSING ELEMENT

General Plan and zoning designations and the amendment of the HOO to accommodate up to 65 dwelling units per acres. An additional 800 dwelling units are anticipated to be developed as accessory dwelling units throughout the County of Orange. Appendix B provides a thorough discussion of the land inventory and a parcel-specific listing of sites, along with an explanation of all assumptions used in this analysis.

**Table 5-1 Summary of RHNA Status and Sites Inventory**

	Very Low Income	Low Income	Moderate Income	Above Moderate Income	Total
RHNA (2021-2029)	3,139	1,866	2,040	3,361	10,406
Units Constructed in Projection Period (Begins June 31, 2021)	0	0	0	0	0
Casa Paloma (permits issued 2021)	48	21	0	2	71
Crossroads at Washington (SCAG approved RHNA transfer)	20	0	22	0	42
Placentia Village for Veterans (SCAG approved RHNA transfer)	12	0	12	0	24
Remaining Unmet RHNA	3,059	1,845	2,006	3,359	10,269
<b>Sites Inventory – Existing Zoning</b>					
Housing Opportunity Overlay (HOO)	3,544		178	0	3,721
Rancho Mission Viejo	165		800	3,200	4,165
Coyote Canyon	264		621	171	1,056
Santa Ana Country Club (Costa Mesa Island)	435		0	0	435
Brea Canyon Parcels	110		220	770	1,100
<b>Total Potential Capacity - Existing Sites</b>	<b>4,518</b>		<b>1,819</b>	<b>4,141</b>	<b>10,477</b>
<b>Projected ADU Construction</b>					
Projected ADU Construction	544		240	16	800
<b>Sites Inventory Total</b>					
Total Units towards RHNA	5,062		2,059	4,157	11,277
Total Capacity Over RHNA Categories	3%		3%	24%	10%
Surplus/Shortfall	157		53	798	1,008

Sources: OC Development Services 2021; SCAG 2021

A comparison of these estimates with the County’s RHNA need shows that there is adequate capacity to accommodate the level of need in all income categories for the planning period. The Housing Action Plan contains a discussion of programs and policies to encourage and facilitate housing production, with particular emphasis on the lower-income categories.

## **Financial Resources**

The County has access to a variety of funding sources to provide adequate supply of decent and affordable housing.

### ***a. Federal Resources***

#### **HOME FUNDS**

The Home Investment Partnership (HOME) Program is a federal program, created as a result of the National Housing Affordability Act of 1990. Under HOME, HUD awards funds to localities on the basis of a formula that takes into account tightness of the local housing market, inadequate housing, poverty and housing production costs. Localities must qualify for at least \$500,000, based on HUD's distribution formula, to receive direct allocation of funds, or can apply to the state or combine with adjacent jurisdictions.

HOME funding is provided to jurisdictions to assist either rental housing or home ownership through acquisition, construction, reconstruction, and/or rehabilitation of affordable housing. Also possible is tenant based rental assistance, property acquisition, site improvements, and other expenses related to the provision of affordable housing and for projects that serve a group identified as having a special need related to housing. The local jurisdiction must make matching contributions to affordable housing under HOME.

#### **COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM (CDBG)**

Through the federal CDBG program, HUD provides funds to local governments for funding a range of community development activities. CDBG grants are awarded on a formula basis for housing activities, including acquisition, rehabilitation, homebuyer assistance, economic development, homeless services and public services. CDBG funds are subject to certain restrictions and cannot be used for new housing construction. CDBG grants benefit primarily persons/households with incomes not exceeding 80% of the County Median Family Income.

### **COMMUNITY DEVELOPMENT BLOCK GRANT - CORONAVIRUS AID, RELIEF AND ECONOMIC SECURITIES ACT FUNDING (CDBG-CV) AND CDBG-CV3**

CDBG-CV funds are to provide relief to eligible entities due to hardship caused by COVID-19. Eligible activities include funding to: construct a facility for testing, diagnosis; or treatment; rehabilitate a community facility to establish an infectious disease treatment clinic; acquire and rehabilitate, or construct, a group living facility that may be used to centralize patients undergoing treatment; rehabilitate a commercial building or closed school building to establish an infectious disease treatment clinic, e.g., by replacing the HVAC system; acquire, and quickly rehabilitate (if necessary) a motel or hotel building to expand capacity of hospitals to accommodate isolation of patients during recovery; make interim improvements to private properties to enable an individual patient to remain quarantined on a temporary basis; provide grants or loans to support new businesses or business expansion to create jobs and manufacture medical supplies necessary to respond to infectious disease; avoid job loss caused by business closures related to social distancing by providing short-term working capital assistance to small businesses to enable retention of jobs held by low- and moderate-income persons; provide technical assistance, grants, loans, and other financial assistance to establish, stabilize, and expand microenterprises that provide medical, food delivery, cleaning, and other services to support home health and quarantine.

CDBG-CV3 funds are being provided as grants to prevent, prepare for, and respond to the coronavirus pandemic. Eligible activities include funding for an Emergency Rental Assistance Program (ERAP) for renters who, as a result of the financial hardships caused by COVID-19, are struggling to meet their monthly rental obligations; implementation of interim housing through Project HomeKey; and interim housing to be provided at emergency shelter location in an urban county city that responds to the coronavirus pandemic on a regional basis.

### **EMERGENCY SOLUTIONS GRANT - CORONAVIRUS AID, RELIEF AND ECONOMIC SECURITIES ACT FUNDING (ESG-CV) AND ESG-CV2**

ESG-CV1 funds are to be used to prevent, prepare for, and respond to COVID-19 among individuals and families who are homeless or receiving homeless assistance; and to support additional homeless assistance and homelessness prevention activities to mitigate the impacts of COVID-19.

ESG-CV activities include the Extension of Homeless Shelters that provide



Homeless Prevention, Rapid Rehousing, HMIS and Administration.

ESG-CV2 funds are to help inform long-term, innovative solutions for addressing homelessness in the future while combatting COVID-19. ESG-CV2 activities include Funding will be used for the operations and essential services of the Yale Navigation Center, an emergency shelters program for individuals experiencing homelessness. Operation costs include providing food, rent, security, maintenance, repair, fuel, equipment, insurance, utilities, furnishings, and supplies necessary for their operation. Essential services including case management, education services, employment assistance, outpatient health services, legal services, mental health services, substance abuse treatment services, and transportation.

Funding will also be used for rapid rehousing activities, including rental assistance and housing relocation and stabilization services. This funding will support the expansion of Project Toolbelt, a housing project to facilitate the engagement and transition of approximately individuals experiencing homelessness from Project Roomkey into appropriate housing opportunities by using the “every tool in the toolbelt” approach.

### **SECTION 108 PROGRAM**

Section 108 is the loan guarantee provision of the CDBG program. This provision provides communities with a source of financing for a variety of housing and economic development activities. All rules and requirements of the CDBG program apply, and therefore all projects and activities must principally benefit low- and moderate-income persons, aid in the elimination or prevention of blight, or meet urgent needs of the community.

Monies received under the Section 108 loan guarantee program are limited to not more than 5 times the applicant's most recently approved CDBG amount, less prior Section 108 commitments. Activities eligible for these funds include: economic development activities eligible under CDBG; acquisition of real property; rehabilitation of publicly-owned property; housing rehabilitation eligible under CDBG; construction, reconstruction or installation of public facilities; related relocation, clearance or installation of public facilities; payment of interest on the guaranteed loan and issuance costs of public offerings; debt service reserves; and public works and site improvements.

Section 108 loans are secured and repaid by pledges of future and current CDBG funds. Additional security requirements may also be imposed on a case by case basis.

### **MORTGAGE CREDIT CERTIFICATE PROGRAM**

Under the Mortgage Credit Certificate (MCC) Program, first-time homebuyers receive a tax credit of up to 15% of the mortgage interest paid for the year based on a percentage of the interest paid on their mortgage. This credit typically amounts to \$80 to \$125 month. This tax credit allows the buyer to qualify more easily for home loans as it increases the effective income of the buyer. Under federal legislation, 20% of the allocation must be set-aside for first time homebuyers with incomes between 75% and 80% of the County median income. This program may be used alone or in conjunction with a Down Payment Assistance Loan. The mortgage tax credit allows participants to meet monthly housing costs for households unable to meet monthly market-level payments. Additionally, lenders may write down the cost of the mortgage based on the value of the credit.

For the 2013-2021 planning period, the County financed thirty-one (31) homes through the CEO's first-time home buyer program for low income and moderate income Orange County residents.

### **SECTION 8 HOUSING ASSISTANCE PAYMENTS AND CONTINUUM OF CARE/SHELTER PLUS CARE CERTIFICATES GRANT PROGRAMS**

The Section 8 Housing Choice Voucher Programs and Continuum of Care/Shelter Plus Care Certificate Grants provide monthly housing assistance payments to owners of rental properties in order to assist extremely low and very low-income families, elderly, and disabled persons with their rent. Section 8 participants can choose any housing that meets the requirements of the program and are not limited to units located within subsidized housing projects. The Orange County Housing Authority (OCHA) administers Section 8 Housing Choice vouchers within the unincorporated Orange County area. The subsidy typically represents the difference between 30% of the recipients' adjusted monthly income and the federally approved Fair Market Rents (FMR), locally established Payment Standards or the owner's Gross Rent; whichever is less. In general, the FMR for an area represents the 40th percentile of median rents in a designated local metropolitan area. These programs are designed to utilize privately owned, decent, safe and sanitary rental housing and assistance is available in the following forms:

Continuum of Care/Shelter Plus Care Housing Certificate Program. This program is funded with annual renewal grants to assist homeless/disabled individuals who are qualified and referred to the Housing Authority through the County Coordinated Entry System (CES). Under the certificate program,

the property owner selects an eligible tenant and enters into a contract with the Housing Authority that establishes the total rent, following an inspection and approval of the rental property. The actual approved rent cannot exceed contract rents for non-assisted units comparable units in the area as determined by a Rent Reasonable test. Once approved, eligible tenants must pay the highest of either 30% of adjusted income or 10% of gross income. Housing subsidized through this program must meet Federal Housing Quality Standards established by HUD.

Section 8 Existing Housing Choice Voucher Program (HCVP). This program is the largest tenant-based housing program and also includes Vouchers reserved for specific populations including the Veterans Administration Assisted Housing (VASH), Non-Elderly Disabled (NED), Family Unification, Project-based Vouchers (PBV), Mainstream and Homeownership programs. HCVP is similar to the Certificate Program and requires Housing Quality Standards inspections and the Rent Reasonableness Test to determine the approvable contract rent. However, the housing authority is able to establish Payment Standards which may be 90% to 110% of the published Fair Market Rents. The monthly Housing Assistance Payment (HAP) is determined by subtracting 30% of the tenant's adjusted income from the approved Gross Rent or Payment Standard (whichever is less). Overall rents are not restricted to the Fair Market Rents and a tenant is allowed to pay up to 40% of income if they choose a rental property that has a rent higher than the Payment Standard. If the contract rent is increased after the first year and the unit meets comparability tests, assisted tenants are allowed to pay a higher portion of their income if they choose to remain in the rental property rather than move to a lower cost unit.

#### **SECTION 202/811 HOUSING FOR ELDERLY OR HANDICAPPED HOUSING**

Under this federally administered program, direct loans are made to eligible, private nonprofit organizations and consumer operative sponsors to finance development of rental or cooperative housing facilities for occupancy by elderly or handicapped persons. The interest rates on such loans are determined annually. Section 8 funds are made available for all of the Section 202 units for the elderly. Rental assistance for 100% of the units for handicapped persons has also recently been made available. Section 811 can be used to develop group homes, independent living facilities, and intermediate care facilities.

Private, nonprofit sponsors may qualify for Section 202 no-interest capital financing loans. Households of one or more persons, the head of which is at least

## **CHAPTER X – HOUSING ELEMENT**

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62 years old or is a qualified non-elderly handicapped person between the ages of 18 and 62, are eligible to live in these units.

### **HOUSING OPPORTUNITIES FOR PERSONS WITH AIDS (HOPWA)**

The federally administered HOPWA program provides entitlement and competitive grants for housing assistance and supportive services for persons with AIDS. Funds can be used for:

- Acquisition, rehabilitation, lease and repair of facilities;
- New construction;
- Project-based or tenant-based rental assistance;
- Planning and support services;
- Operating costs;
- Short-term rent, mortgage, and utility payments;
- Administrative expenses.

### **SUPPORTIVE HOUSING**

The Supportive Housing Programs provide grants to public and private non-profit entities to promote the development of supportive housing and services. These grants are disbursed by HUD. Funds may be used for: acquisition of property; rehabilitation; new construction (under certain limitations); leasing of structures; operating and supportive services costs; and rental assistance.

### **FEDERAL EMERGENCY SHELTERS GRANTS (FESG)**

This federal program provides grants to (1) engage homeless individuals and families living on the street, (2) improve the number and quality of emergency shelters for homeless individuals and families, (3) help operate these shelters, (4) provide essential services to shelter residents, (5) rapidly re-house homeless individuals and families, and (6) prevent families and individuals from becoming homeless. Metropolitan cities, urban counties and territories may provide ESG funds to projects operated by units of general purpose local government or private nonprofit organizations.

#### ***b. State Resources and Programs***

### **AFFORDABLE HOUSING AND SUSTAINABLE COMMUNITIES PROGRAM (AHSC)**

This state program is administered by the Strategic Growth Council and implemented by the California Department of Housing and Community Development (State HCD). The AHSC Program funds land-use, housing,

transportation, and land preservation projects to support infill and compact development that reduce greenhouse gas ("GHG") emissions. Funding for the AHSC Program is provided from the Greenhouse Gas Reduction Fund (GGRF), an account established to receive Cap-and-Trade auction proceeds. The AHSC Program will assist project areas by providing grants and/or loans, or any combination thereof, that will achieve GHG emissions reductions and benefit Disadvantaged Communities through increasing accessibility of affordable housing, employment centers, and key destinations via low-carbon transportation resulting in fewer vehicle miles traveled (VMT) through shortened or reduced trip length or mode shift from Single Occupancy Vehicle (SOV) use to transit, bicycling, or walking.

### **CALHOME**

CalHome enables low- and very low-income households to become or remain homeowners. Eligible activities include predevelopment, site development, and site acquisition for development projects; rehabilitation and acquisition and rehabilitation of site-built housing, and rehabilitation, repair, and replacement of manufactured homes; and down payment assistance, mortgage financing, homebuyer counseling, and technical assistance for self-help.

### **CALIFORNIA EMERGENCY SOLUTIONS AND HOUSING (CESH)**

CESH Program provides funds for a variety of activities to assist persons experiencing or at risk of homelessness as authorized by SB 850 (Chapter 48, Statutes of 2018). State HCD administers the CESH Program with funding received from the Building Homes and Jobs Act Trust Fund (SB 2, Chapter 364, Statutes of 2017). CESH funds may be used for five primary activities: housing relocation and stabilization services (including rental assistance), operating subsidies for permanent housing, flexible housing subsidy funds, operating support for emergency housing interventions, and systems support for homelessness services and housing delivery systems. In addition, some administrative entities may use CESH funds to develop or update a Coordinated Entry System (CES), Homeless Management Information System (HMIS), or Homelessness Plan.

### **COMMUNITY DEVELOPMENT BLOCK GRANT - CORONAVIRUS AID, RELIEF AND ECONOMIC SECURITIES ACT FUNDING (CDBG-CV) AND CDBG-CV3**

CDBG-CV funds are to provide relief to eligible entities due to hardship caused by COVID-19. Eligible activities include funding to: construct a facility for testing, diagnosis; or treatment; rehabilitate a community facility to establish an infectious disease treatment clinic; acquire and rehabilitate, or construct, a group living facility that may be used to centralize patients undergoing treatment; rehabilitate a commercial building or closed school building to establish an infectious disease treatment clinic, e.g., by replacing the HVAC system; acquire, and quickly rehabilitate (if necessary) a motel or hotel building to expand capacity of hospitals to accommodate isolation of patients during recovery; make interim improvements to private properties to enable an individual patient to remain quarantined on a temporary basis; provide grants or loans to support new businesses or business expansion to create jobs and manufacture medical supplies necessary to respond to infectious disease; avoid job loss caused by business closures related to social distancing by providing short-term working capital assistance to small businesses to enable retention of jobs held by low- and moderate-income persons; provide technical assistance, grants, loans, and other financial assistance to establish, stabilize, and expand microenterprises that provide medical, food delivery, cleaning, and other services to support home health and quarantine.

CDBG-CV3 funds are being provided as grants to prevent, prepare for, and respond to the coronavirus pandemic. Eligible activities include funding for an Emergency Rental Assistance Program (ERAP) for renters who, as a result of the financial hardships caused by COVID-19, are struggling to meet their monthly rental obligations; implementation of interim housing through Project HomeKey; and interim housing to be provided at emergency shelter location in an urban county city that responds to the coronavirus pandemic on a regional basis.

### **EMERGENCY SOLUTIONS GRANT - CORONAVIRUS AID, RELIEF AND ECONOMIC SECURITIES ACT FUNDING (ESG-CV) AND ESG-CV2**

ESG-CV1 funds are to be used to prevent, prepare for, and respond to COVID-19 among individuals and families who are homeless or receiving homeless assistance; and to support additional homeless assistance and homelessness prevention activities to mitigate the impacts of COVID-19.

ESG-CV activities include the Extension of Homeless Shelters that provide

Homeless Prevention, Rapid Rehousing, HMIS and Administration.

ESG-CV2 funds are to help inform long-term, innovative solutions for addressing homelessness in the future while combatting COVID-19. ESG-CV2 activities include Funding will be used for the operations and essential services of the Yale Navigation Center, an emergency shelters program for individuals experiencing homelessness. Operation costs include providing food, rent, security, maintenance, repair, fuel, equipment, insurance, utilities, furnishings, and supplies necessary for their operation. Essential services including case management, education services, employment assistance, outpatient health services, legal services, mental health services, substance abuse treatment services, and transportation.

Funding will also be used for rapid rehousing activities, including rental assistance and housing relocation and stabilization services. This funding will support the expansion of Project Toolbelt, a housing project to facilitate the engagement and transition of approximately individuals experiencing homelessness from Project Roomkey into appropriate housing opportunities by using the “every tool in the toolbelt” approach.

### **GOLDEN STATE ACQUISITION FUND (GSAF)**

GSAF combined with matching funds, makes up to five-year loans to developers for acquisition or preservation of affordable housing.

### **HOMEKEY**

Homekey funds will be made available to purchase and rehabilitate housing, including hotels, motels, vacant apartment buildings, and other buildings and convert them into interim or permanent, long-term housing. Awarded funds must be used to provide housing for individuals and families experiencing homelessness or at risk of experiencing homelessness and who are impacted by the COVID-19 pandemic.

Eligible activities include acquisition or rehabilitation of motels, hotels, or hostels; master leasing of properties; acquisition of other sites and assets, including purchase of apartments or homes, adult residential facilities, residential care facilities for the elderly, manufactured housing, and other buildings with existing residential uses that could be converted to permanent or interim housing; conversion of units from nonresidential to residential in a structure with a certificate of occupancy as a motel, hotel, or hostel; purchase of affordability covenants and restrictions for units; relocation costs for individuals who are being displaced as a result of rehabilitation of existing units; and capitalized operating

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subsidies for units purchased, converted, or altered with funds provided pursuant to HSC section 50675.1.1.

### **HOUSING FOR A HEALTHY CALIFORNIA (HHC)**

The purpose of HHC is to reduce the financial burden on local and state resources due to the overutilization of emergency departments, inpatient care, nursing home stays and use of corrections systems and law enforcement resources as the point of health care provision for people who are chronically homeless or homeless and a high-cost health user.

The HHC program creates supportive housing for individuals who are recipients of or eligible for health care provided through the California Department of Health Care Services, Medi-Cal program. These funds competitively to counties for acquisition, new construction, reconstruction, rehabilitation, administrative costs, capitalized operating subsidy reserves (COSR), and rental subsidies and rental assistance for existing and new supportive housing opportunities to assist the HHC program's Target Population.

### **HOUSING-RELATED PARKS PROGRAM**

To increase the overall supply of housing affordable to lower income households by providing financial incentives to cities and counties with documented housing starts for newly-constructed units affordable to very low- or low-income households. Creation of new park and recreation facilities or improvement of existing park and recreation facilities.

### **INFILL INFRASTRUCTURE GRANT PROGRAM (IIG)**

The purpose of the IIG Program is to promote infill housing development by providing financial assistance for Capital Improvement Projects that are an integral part of, or necessary to facilitate the development of, a Qualifying Infill Project or a Qualifying Infill Area. To be eligible for funding, a Capital Improvement Project must be an integral part of, or necessary for the development of either a Qualifying Infill Project or housing designated within a Qualifying Infill Area. Eligible costs include the construction, rehabilitation, demolition, relocation, preservation, and acquisition of infrastructure.

**JOE SERNA, JR. FARMWORKER HOUSING GRANTS(FWHG):** FWHG funds are to be used to finance the new construction, rehabilitation, and acquisition of owner-occupied and rental units for agricultural workers, with a



priority for lower income households. Activities incurring costs in the development of homeowner or rental housing for agricultural workers, including land acquisition, site development, construction, rehabilitation, design services, operating and replacement reserves, repayment of predevelopment loans, provision of access for the elderly or disabled, relocation, homeowner counseling, and other reasonable and necessary costs are eligible.

### **LOCAL EARLY ASSISTANCE PROGRAM (LEAP)**

The Local Action Planning Grants (LEAP), provides grants complemented with technical assistance to local governments for the preparation and adoption of planning documents, and process improvements that accelerate housing production, and /or facilitates compliance to implement the 6<sup>th</sup> cycle Regional Housing Needs Assessment.

**LOCAL HOUSING TRUST FUND (LHTF):** LHTF assistance is to be used to provide matching funds to local and regional housing trust funds dedicated to the creation, rehabilitation, or preservation of affordable housing, transitional housing and emergency shelters. Eligible Activities include Loans for acquisition, predevelopment expenses and development of affordable rental housing projects, transitional housing projects, emergency shelters and homeownership projects, including down payment assistance to qualified first-time homebuyers, and for rehabilitation of homes owned by income-eligible homeowners. No more than 20 percent of each allocation may assist moderate-income households, and at least 30 percent of each allocation is required to assist extremely low-income households.

### **MULTI-FAMILY HOUSING PROGRAM (MHP)**

MHP funds are to assist the new construction, rehabilitation and preservation of permanent and transitional rental housing for lower income households. Senate Bill 3 (Chapter 365, Statutes 2017) authorized the Veterans and Affordable Housing Bond Act of 2018 (Proposition 1). This measure was adopted by voters on November 6, 2018. It authorizes the issuance of bonds in the amount of \$1.5 billion for the Multifamily Housing Program (MHP). California Department of Housing and Community Development (HCD) has developed draft MHP guidelines and is seeking feedback from stakeholders and interested parties.

Eligible Activities include new construction, rehabilitation, or acquisition and rehabilitation of permanent or transitional rental housing, and the conversion of nonresidential structures to rental housing. Projects are not eligible if construction

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has commenced as of the application date, or if they are receiving 9 percent federal low-income housing tax credits.

MHP funds will be provided for post-construction permanent financing only. Eligible costs include the cost of child care, after-school care, and social service facilities integrally linked to the assisted housing units; real property acquisition; refinancing to retain affordable rents; necessary on-site and off-site improvements; reasonable fees and consulting costs; and capitalized reserves.

### **NATIONAL HOUSING TRUST FUND (NHTF)**

NHTF funds assist in new construction of permanent housing for extremely low-income households. Eligible activities are to be used for New construction. Applicants include individuals, joint ventures, partnership, limited partnerships, trusts, corporations, limited liability corporations, local public entities, duly constituted governing body of Indian Reservations or Rancherias or other legal entities or any combination thereof that meet program requirements.

### **NO PLACE LIKE HOME (NPLH)**

NPLH funds are to be used to acquire, design, construct, rehabilitate, or preserve permanent supportive housing for persons who are experiencing homelessness, chronic homelessness or who are at risk of chronic homelessness, and who are in need of mental health services.

NPLH funds are to assist Adults with serious mental illness, or children with severe emotional disorders and their families and persons who require or are at risk of requiring acute psychiatric inpatient care, residential treatment, or outpatient crisis intervention because of a mental disorder with symptoms of psychosis, suicidality or violence and who are homeless, chronically homeless, or at risk of chronic homelessness.

At risk of chronic homelessness includes persons who are at high risk of long-term or intermittent homelessness, including persons with mental illness exiting institutionalized settings with a history of homelessness prior to institutionalization, and transition age youth experiencing homelessness or with significant barriers to housing stability.

**PET ASSISTANCE AND SUPPORT PROGRAM (PAS)**

PAS provides funding for qualified homeless shelters to provide shelter, food, and basic veterinary services for pets owned by individuals experiencing homelessness, along with staffing and liability insurance related to providing those services. Eligible uses include shelter, food, and basic veterinary services for pets owned by individuals experiencing homelessness, along with staffing and liability insurance related to providing those services.

**PERMANENT LOCAL HOUSING ALLOCATION (PLHA)**

The purpose of PLHA funds is to provide a permanent source of funding to all local governments in California to help cities and counties implement plans to increase the affordable housing stock. Funds will help to increase the supply of housing for households at or below 60% of area median income; increase assistance to affordable owner-occupied workforce housing; assist persons experiencing or at risk of homelessness; facilitate housing affordability, particularly for lower- and moderate-income households; promote projects and programs to meet the local government's unmet share of regional housing needs allocation; and ensure geographic equity in the distribution of the funds.

**PREDEVELOPMENT LOAN PROGRAM (PDLP)**

PDLP funds provide predevelopment capital to finance the start of low-income housing projects. Eligible activities include predevelopment costs of projects to construct, rehabilitate, convert, or preserve assisted housing, including manufactured housing and mobilehome parks. Eligible costs include but are not limited to site control, site acquisition for future low-income housing development, engineering studies, architectural plans, application fees, legal services, permits, bonding, and site preparation. Priority will be given to developments which are rural, located in the public transit corridors, or which preserve and acquire existing government-assisted rental housing at risk of conversion to market rents.

**REGIONAL EARLY ACTION PLANNING GRANTS (REAP)**

This program allows councils of governments (COGs) and other regional entities to collaborate on projects that have a broader regional impact on housing. Grant funding is intended to help regional entities and governments facilitate local housing production that will assist local governments in meeting their Regional Housing Need Allocation (RHNA).

### **SB 2 PLANNING GRANTS PROGRAM**

SB2 grants provide funding and technical assistance to all local governments in California to help cities and counties prepare, adopt, and implement plans and process improvements that streamline housing approvals and accelerate housing production. Funding is to help cities and counties accelerate housing production; streamline the approval of housing development affordable to owner and renter households at all income levels; facilitate housing affordability, particularly for lower- and moderate-income households; promote development consistent with the State Planning Priorities (Government Code Section 65041.1); and ensure geographic equity in the distribution and expenditure of the funds.

### **SUPPORTIVE HOUSING MULTIFAMILY HOUSING PROGRAM (SHMHP)**

SHMHP funds are to be used to provide low-interest loans to developers of permanent affordable rental housing that contain supportive housing units. SHMHP funds are for permanent financing only and may be used for new construction or rehabilitation of a multifamily rental housing development, or conversion of a nonresidential structure to a multifamily rental housing development. Eligible use of funds may include, but are not limited to, real property acquisition, refinancing to retain affordable rents, necessary on-site and off-site improvements, reasonable fees and consulting costs, capitalized reserves, facilities for childcare, after-school care, and social service facilities integrally linked to the restricted supportive housing units.

### **TRANSIT ORIENTED DEVELOPMENT HOUSING PROGRAM (TOD)**

TOD funds are to be used to increase public transit ridership by funding higher density affordable housing developments within one-quarter mile of transit stations and infrastructure improvements necessary for the development of specified housing developments. To be eligible for funding, a Project must consist of either, a rental housing development project; and/or an infrastructure project necessary for the development of specified housing developments, or to facilitate connections between these developments and the transit station, or both.

### **TRANSITIONAL HOUSING PROGRAM (THP)**

When left without support or resources, young adults aged 18 to 25 years ("transition age youth") can face huge barriers to finding safe, affordable homes. As a result, many of these youth are at extreme risk of falling into homelessness.

THP provides funding to counties for child welfare services agencies to help young adults aged 18 to 25 years find and maintain housing, with priority given to those formerly in the foster care or probation systems. (SB 80, Statutes of 2019). Funds shall be used to help young adults who are 18 to 25 years of age secure and maintain housing. Use of funds may include, but are not limited to identifying and assisting housing services for this population within each community; helping this population secure and maintain housing (with priority given to those formerly in the state's foster care or probation system); improving coordination of services and linkages to community resources within the child welfare system and the Homeless Continuum of Care; and outreach and targeting to serve those with the most-severe needs.

### **VETERANS HOUSING AND HOMELESSNESS PREVENTION PROGRAM (VHHP)**

VHHP funds are to be used for acquisition, construction, rehabilitation, and preservation of affordable multifamily housing for veterans and their families to allow veterans to access and maintain housing stability. Funds must be used to serve veterans and their families with at least 50 percent of the funds awarded shall serve veteran households with extremely low incomes. Of those units targeted to extremely low-income veteran housing, 60 percent shall be supportive housing units.

### **CALIFORNIA HOUSING FINANCE AGENCY (CALHFA)**

CalHFA provides below-market interest rate mortgage capital through the sale of tax-exempt notes and bonds.

- Home Mortgage Purchase Program: CHFA sells tax-exempt Mortgage Revenue Bonds to provide below-market financing through approved private lenders to first-time homebuyers for the purchase of new or existing homes. The program operates through participating lenders who originate loans for CHFA purchase.
- Self-Help Housing Program: CHFA assists nonprofit housing development corporations that acquire land, provide building plans, and package loans for self-help housing. Families, under the supervision of nonprofit corporations, provide the majority of the construction labor. CHFA makes commitments to self-help corporations for low-interest mortgages and provides credit enhancements to lenders who provide construction financing and preferential interest rates.

- **Multi-family Rental Housing Mortgage Loan Program:** This program finances the construction or substantial rehabilitation of projects containing 20 or more units. 20% of the units in a project must be set aside for low-income tenants at affordable rents for the greater of 15 years or as long as the mortgage is outstanding.

### **LOW-INCOME HOUSING TAX CREDIT (LIHTC) PROGRAM**

This state program provides for federal tax credits for private developers and investors who agree to set aside all or a portion of their units for low-income households and the elderly for no less than 15 years. A minimum of 20% of the units must be made available to families whose income is less than 50% of the County median income or 40% of the units must be made available to families whose income is up to 80% of the median.

Developers and investors must apply for an allocation of housing units from the State Allocation Committee, administered by the Tax Credit Allocation Committee. While the program is beneficial in adding low-income housing units to the local housing stock, the statewide allocations are limited under this program and the application process is expensive for the developer. In addition, single resident and elderly rental projects are not competitive based on the State's selection criteria.

### **CALIFORNIA MENTAL HEALTH SERVICES ACT (PROPOSITION 63 OF 2004)**

The passage of Proposition 63 (now known as the Mental Health Services Act or MHSA) in November 2004, provides the first opportunity in many years for the California Department of Mental Health (DMH) to provide increased funding, personnel and other resources to support county mental health programs and monitor progress toward statewide goals for children, transition age youth, adults, older adults and families. The Act addresses a broad continuum of prevention, early intervention and service needs and the necessary infrastructure, technology and training elements that will effectively support this system.

This Act imposes a 1% income tax on personal income in excess of \$1 million. Statewide, much of the funding is provided to county mental health programs to fund programs consistent with their local plans. MHSA funding has been approved to facilitate development, acquisition or rehabilitation of permanent supportive housing for the target population.

**c. Local and Private Resources and Programs**

**REDEVELOPMENT TAX INCREMENT FUNDS**

On December 29, 2011, the California Supreme Court (the Court) issued its opinion in *CRA v. Matosantos*, regarding the constitutionality of AB1X 26 & 27. In their opinion, the Court upheld the provisions of AB1X 26, effectively eliminating redevelopment agencies statewide, but struck down AB1X 27 the legislation that would have allowed redevelopment agencies to continue so long as they provided payments to the State. Pursuant to California Health & Safety Code Section 34170 et seq., the Orange County Development Agency was officially dissolved on February 1, 2012. As a result of that action, redevelopment funds are no longer available as leverage for use with Community Development Block Grant (CDBG) and/or Home Investment Partnership (HOME) funds. A Housing Successor Agency was established to wind down all remaining financial obligations of the Orange County Development Agency.

Affordable units produced or substantially rehabilitated through support by the former Orange County Development Agency’s Housing Set Aside Fund from 2006 to 2020 are identified in Table 5-2:

**Table 5-2  
Affordable Housing Assisted with Former OCDA Funds –  
2006-2020**

Project Description	New Units Produced
Cornerstone Apartments	49
Bonterra Apartment Homes	94
Stonegate I Apartments	38
Stonegate II Apartments	26
Avenida Villas	29
Dorado Senior Apartments	150
Montecito Vista Apartments	162
Stratford Place and Windsor Court	86
Granite Court Apartments	71
Woodbury NE Apartments	150
Diamond Aisle	29
Buena Vista Apartments	17
Potter’s Lane	15
Placentia Veterans Village	24
Della Rosa	25
Oakcrest Heights	54
Salerno at Cypress Village	37
<b>Total</b>	<b>1,056</b>

Based on the uncertainty of the Housing Successor Agency funds, and the ability to monitor and maintain the existing HSA assets, it is unknown how many new affordable units will be created through HSA funds in the future.

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### **BUILDING INDUSTRY ASSOCIATION/HOMEAID PROGRAM**

HomeAid Orange County was established in 1989 by the Orange County Chapter of the Building Industry Association of Southern California with the mission to end homelessness through the development of shelters, advocacy, and service for the homeless. In the last 25 years, HomeAid has developed 50 shelters, adding more than 1,000 beds and changed the lives of more than 50,000 people who have experienced homelessness.

### **Kennedy Commission**

The Kennedy Commission formed as a companion effort of the Affordable Housing Collaborative. The focus of this group is advocacy for the extremely-low-income group with incomes under \$10 per hour (approximately \$20,000 per year).

### **ORANGE COUNTY HOUSING TRUST (OCHT)**

OCHT is a fully qualified 501(c)(3) nonprofit private capital-funded trust dedicated to increasing the supply and availability of permanent supportive housing units and affordable housing developments in Orange County to prevent homelessness. With renewed interest to solve the homelessness crisis in Orange County, Orange County Business Council approached NeighborWorks Orange County to work together to retool OCHT and seek donations from the private sector interested in making a difference. Their focus is to provide gap financing for the acquisition, development or construction of supportive and affordable housing projects for developers who share our vision of ending homelessness in Orange County.

### **ORANGE COUNTY HOUSING FINANCE TRUST (OCHFT)**

In June 2018, the Board of Supervisors approved a Housing Funding Strategy in response to the crisis of homelessness and a shortage of supportive housing and affordable housing in Orange County. It set a target for the development of 2,700 new supportive housing units within six years. The Housing Funding Strategy identified all the funding sources for both capital and operating funding. While these numbers are significant it is not enough to fill the funding gap needed to achieve the target housing units.

The Orange County Housing Finance Trust (OCHFT) was formed in 2019 as a joint powers authority between the County of Orange and the cities throughout the county. OCHFT was created for the purpose of funding housing specifically assisting the homeless population and persons and families of extremely low, very low, and low income within the County of Orange.



### **COUNTY’S MORTGAGE ASSISTANCE PROGRAM**

The County’s Mortgage Assistance Program (MAP) provides silent (deferred payment) downpayment assistance loans to assist low-income first-time homebuyers (FTHB). Eligible FTHB’s annual income must not exceed 80% of the Area Median Income (AMI). The loans are designed to help with the down payment to purchase a home. The 3% simple interest, deferred payment loan has a 30-year term and a maximum loan amount of \$80,000. Homebuyers must occupy the property as their primary residence. There is a 1% minimum down payment requirement for this program and the total sales prices shall not exceed 85% of the Orange County median sales price for all homes. All applicants are required to attend a homebuyer education workshop. This program is available to eligible families in the unincorporated areas and in several participating cities.

Updated MAP policies and guidelines were approved by the Board of Supervisors on August 25, 2020. Eleven (11) households received a loan from the MAP during the 2013-2021 planning period. Whereas 0 loans were funded with HOME, eleven (11) loans were funded with CalHOME.

### **Opportunities for Energy Conservation**

State of California Energy Efficiency Standards for Residential and Nonresidential Buildings were established in 1978 in response to a legislative mandate to reduce California's energy consumption. The standards are codified in Title 24 of the California Code of Regulations and are updated periodically to allow consideration and possible incorporation of new energy efficiency technologies and methods. California's building efficiency standards (along with those for energy efficient appliances) have saved more than \$56 billion in electricity and natural gas costs since 1978. It is estimated the standards will save an additional \$23 billion by 2013<sup>9</sup>.

Title 24 sets forth mandatory energy standards and requires the adoption of an “energy budget” for all new residential buildings and additions to residential buildings. Separate requirements are adopted for “low-rise” residential construction (i.e., no more than 3 stories) and non-residential buildings, which includes hotels, motels, and multi-family residential buildings with four or more habitable stories. The standards specify energy saving design for lighting, walls, ceilings and floor installations, as well as heating and cooling equipment and systems, gas cooling devices, conservation standards and the use of non-depleting

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<sup>9</sup> California Energy Commission ([e](#))

energy sources, such as solar energy or wind power. The home building industry must comply with these standards while localities are responsible for enforcing the energy conservation regulations through the plan check and building inspection processes.

Examples of opportunities and techniques for reducing residential energy use include the following:

- **Glazing** – Glazing on south facing exterior walls allows for winter sunrays to warm the structure. Reducing glazing and regulating sunlight penetration on the west side of the unit prevents afternoon sunrays from overheating the unit.
- **Landscaping** – Strategically placed vegetation reduces the amount of direct sunlight on the windows. The incorporation of deciduous trees in the landscaping plans along the southern exposure of units reduces summer sunrays, while allowing penetration of winter sunrays to warm the units.
- **Building Design** – The implementation of roof overhangs above southerly facing windows shield the structure from solar rays during the summer months.
- **Cooling/Heating Systems** – The use of attic ventilation systems reduces attic temperatures during the summer months. Solar heating systems for swimming pool facilities saves on energy costs. Natural gas is conserved with the use of flow restrictors on all hot water faucets and showerheads.
- **Weatherizing Techniques** – Weatherization techniques such as insulation, caulking, and weather stripping can reduce energy use for air-conditioning up to 55% and for heating as much as 40%. Weatherization measures seal a dwelling unit to guard against heat gain in the summer and prevent heat loss in the winter.
- **Efficient Use of Appliances** – Appliances can be used in ways that increase their energy efficiency. Unnecessary appliances can be eliminated. Proper maintenance and use of stove, oven, clothes dryer, washer, dishwasher, and refrigerator can also reduce energy consumption. New appliance purchases can be made on the basis of efficiency ratings.

In addition to these architectural and construction techniques, thoughtful land use planning provides additional opportunities for energy savings. Examples of the County’s energy-saving land use strategies include higher density along transit routes and close to employment centers and infill development. The Housing Opportunities Overlay Zone advances this goal, as does the County’s long history of approving balanced communities such as Ladera Ranch and Rancho Mission Viejo planned communities.

## 6. HOUSING ACTION PLAN

This section of the Housing Element presents the County’s Housing Action Plan for the period 2021-2029. The goals, strategies and actions described below are organized according to major issue areas and reflect the findings of the County’s needs assessment and evaluation of the accomplishments since the last Housing Element update. The County will review these strategies and actions continuously throughout the planning period and make adjustments to better accomplish the objectives as necessary. A summary in matrix form, Table 6-2, is included at the end of this section that provides an overview of the Housing Action Plan to include program specifics identified in Sections 3 and 4 as well as the Appendices.

### Goals, Strategies, and Actions

#### Issue 1: How will the County accommodate its RHNA allocation for all income levels through 2029?

##### a. Discussion

An adequate supply of housing at affordable prices is critical to the long-term economic viability of Orange County. Previous surveys of business leaders have shown that the price of housing is the leading barrier to business expansion. A shortage of housing at affordable levels makes it more difficult for businesses, government and universities to recruit new employees, and exacerbates traffic congestion and air quality problems as workers commute longer distances in search of housing.

Through the Regional Housing Needs Assessment process, each jurisdiction is allocated a portion of the region’s housing need through the year 2029. The County of Orange’s allocation according to income category is shown in Table 6-1.

**Table 6-1  
Summary of Housing Needs by Income Category –  
2021-2029**

Very Low*	Low	Moderate	Above Mod	Total
3,139 30.2%	1,866 17.9%	2,040 19.6%	3,361 32.3%	10,406 100%

Source: SCAG 2021

State law requires that jurisdictions adopt plans and policies to address their RHNA allocation. The County proposes to address its need through a variety of policies and programs that minimize constraints to the development of new housing and proactively assist in the development of housing for persons with low and moderate incomes. As discussed previously, one of the County's most important, but increasingly limited, resources for housing production is vacant buildable land.

In the discussion of land inventory (Appendix B) it was seen that the unincorporated territory under the jurisdiction of the County has been reduced considerably over the past 30 years due to annexations and incorporations. Seven new cities in South County incorporated during this time and a number of major annexations occurred. Taken together, these jurisdictional changes resulted in a loss of over 60,000 acres of unincorporated territory.

The key implication of these jurisdictional realignments is that a far greater portion of new residential development in Orange County will take place within cities than was the case in the past. Since only one major new planned community remains to be developed in the unincorporated area (Rancho Mission Viejo), the County will continue to place major emphasis on infill development strategies in the urbanized unincorporated islands. This policy will require close cooperation with adjacent cities and surrounding neighborhoods to ensure that new development is compatible with the existing fabric of these communities. A key strategy of the County is to encourage housing on existing non-residential sites (primarily commercial), including underutilized sites along arterial highways, through application of the Housing Opportunities Overlay Zone. See Appendix B for a detailed discussion on this topic.

### ***b. Goals***

Goal 1. An adequate supply of housing that varies sufficiently in cost, style, tenure, and neighborhood type to meet the economic and social needs of every existing and future resident of the county; and which provides sufficient housing opportunities to achieve a better jobs-housing balance for employees of businesses located in the unincorporated area.

### ***c. Strategies and Actions***

Strategy 1a. Continue to support affordable housing production as one of the County's priorities.

*Action: Maintain and expand affordable housing as a priority for the County.*

*Action: Facilitate the production of affordable units by offering incentives such as density bonus, expedited permit processing, modifications to development standards, tax-exempt conduit financing, infrastructure financing assistance and direct financial assistance in exchange for a proportional commitment to provide units at affordable prices or rents.*

*Action: OC Community Resources staff will work cooperatively with other governmental agencies, business groups, universities, environmental organizations, housing advocates and the development community to increase public awareness of the importance of affordable housing to the County’s long-term viability and the programs to facilitate affordable housing.*

*Action: Aggressively pursue all state and federal housing grant funds for which the County is eligible and as feasible.*

*Action: The County Planning Department’s “Affordable Housing Project Manager” will continue to assist affordable housing developers through the County’s application review and approval process. The Project Manager will act as liaison between the developer and County staff to ensure that proposed projects are not unnecessarily delayed.*

*Action: Continue to encourage affordable housing development in the Housing Opportunities Overlay Zone.*

*Action: Enhance the feasibility of affordable housing development by encouraging consolidation of smaller adjacent parcels through “graduated density zoning” that allows increased density when small parcel are consolidated into a single building site according to the following formula:*

Parcel Size	Allowable Base Density*
Less than 0.50 acre	25 units/acre
0.50 acre to 0.99 acre	27.5 units/acre (10% increase)
1.00 acre or more	30 units/acre (20% increase)

\*Excluding density bonus

Strategy 1b. Ensure that new large-scale development includes a sufficient range of housing types and densities in appropriate locations to facilitate the production of housing for all economic segments, including very-low- and extremely-low-income households, consistent with the County’s quantified objectives.

*Action: Coordinate the location of major housing developments, particularly affordable housing and multi-family units, with existing and proposed highway and transit routes, major employment centers, shopping facilities and other services. (See Appendix B.)*

*Action: Encourage the provision of adequate sites at appropriate densities to accommodate affordable housing.*

*Action: To assist the development of housing for lower-income households on larger sites, the County will facilitate parcel maps and/or lot line adjustments resulting in parcel sizes that facilitate multifamily developments affordable to lower-income households in light of state, federal and local financing programs (i.e., 2 to 10 acres). The County will work with property owners and affordable housing developers to target and market the availability of sites with the best potential for development. In addition, the County will offer the following incentives for the development of affordable housing including but not limited to:*

- *expediting the approval process for parcel maps that include affordable housing units,*
- *ministerial (no public hearing) review of lot line adjustments,*
- *deferral of fees for projects affordable to lower-income households, if feasible,*
- *provide technical assistance to acquire funding, and*
- *modification of development standards.*

*Action: Establish affordable housing at the extremely-low-income and very-low-income levels as priorities in negotiating any future development agreements, or renegotiating existing development agreements in accordance with the County’s quantified objectives.*

*Action: Work with cities and LAFCO to ensure that new planned communities in sphere of influence areas provide adequate sites at appropriate densities for affordable housing.*

Over the past several decades the majority of residential development in the unincorporated area has occurred in large planned communities such as Mission Viejo, Laguna Niguel, Rancho Santa Margarita, Aliso Viejo, Foothill Ranch, and Talega. Nearly all of these areas have been incorporated into new cities. The unincorporated area has one remaining large planned community known as Rancho Mission Viejo, encompassing approximately 6,000 acres of developable land located in the southeastern portion of the county. A General Plan amendment, Planned Community Development Plan (zoning) and a development agreement were approved for this project by the Board of Supervisors in 2004. Since that time, the property owner has been working with the County to prepare detailed development and infrastructure plans. The approved zoning and development agreement allows 14,000 dwelling units and also requires the property owner to comply with the Affordable Housing Implementation Plan, as amended (2016), which includes the Private Sector Alternative discussed in Strategies and Actions section.

Since the grand opening of Planning Area 1 in 2013, Rancho Mission Viejo and neighborhood builders have completed and sold/rented 1,247 housing units in Sendero Planning Area 1, of which 286 are deed-restricted senior housing (Age Qualified) units. In addition, 107 senior affordable apartments have been leased. Since the grand opening of Planning Area 2 in 2015 and through the end of 2019, Rancho Mission Viejo and neighborhood builders have obtained building permits for 2,507 market rate units in Esencia Planning Area 2, and occupancy permits (closings) for 2,475 market rate units, of which 830 have been deed-restricted senior housing (Age Qualified) units. In addition, a 112-unit affordable family apartment project has been leased.

The development timetable for Rancho Mission Viejo will be determined by the property owner based on financial and market conditions. Tentative subdivision maps and infrastructure plans are moving forward and the property owner has projected a total of 4,165 dwelling units constructed before the end of the planning period.

According to the provisions of the Affordable Housing Implementation Agreement (AHIA), the number of affordable housing



sites provided would be “commensurate with the overall pace of development.” It is the intent of this Agreement that affordable housing projects would be constructed at the same time as adjacent market-rate projects to ensure a seamless residential neighborhood and to avoid any potential NIMBYism from residents of market-rate residential units.

Because Rancho Mission Viejo represents the most significant residential development opportunity in the unincorporated area, the County is committed to the following specific actions to facilitate its development.

**Alternative Approaches** – Pursuant to the AHIA and its subsequent Addenda No. 1 (2013) and No. 2 (2016), the County of Orange has approved three (3) alternatives for the provision / development of affordable housing on Rancho Mission Viejo (RMV) property: (1) the public sector option, (2) the private sector option, or (3) the possibility that affordable housing will be delivered using both the private sector and public sector options.

**CEQA** – The County of Orange certified Final Program EIR IP# 15-157 (OC Affordable Housing Implementation Plan—Ranch Plan, 2016) to address the impacts of the AHIA’s affordable housing program over and above the impacts of RMV providing the County of Orange with graded sites; access; and utilities to each affordable development site, as previously addressed by Final EIR #589.

**Private Sector Alternative** – Due to the loss of access to State redevelopment funds for construction of affordable housing, the County of Orange explored alternative methods of developing affordable housing units. Within Rancho Mission Viejo the private sector option is currently the most viable approach to providing affordable housing, whereby:

- RMV enters a long-term ground lease with an affordable housing builder and restricts the use of the site to low and very low-income households for a period of 55 years.
- RMV records an Irrevocable Offer of Dedication (IOD) which allows the County to obtain a housing site after 15 years, but not later than 55 years.
- RMV provides all required infrastructure (i.e., street access, grading and utility stub-outs) at no cost to the County.

- RMV receives credit toward the 60-acre requirement multiplied by a factor of two (for example, a five-gross-acre parcel that is developed under this approach would receive a Dedicated Land Credit of ten gross acres).

**Current Status** – To date, 219 affordable units on 7.8 acres have been developed within the RMV community using the private sector alternative; specifically:

- Sendero Bluffs: 107 DU on a 3.4-acre site in PA1 adjacent to Sendero Marketplace off Ortega Highway
- Esencia Norte: 112 DU on a 4.0-acre site in PA2.1 near the intersection of Cow Camp Road and Esencia Drive

Therefore, because developed acreage is counted double per the private sector alternative, 15.6 acres (i.e., two times 7.8 acres) have been credited thus far, and 44.4 acres remain of RMV’s pledge to provide up to 60-acres of land that may be used for the development of affordable housing. As such, a total of 22.2 gross acres of affordable housing could be developed using the private sector alternative, netting approximately 555 additional affordable units. A 22.2-gross-acre credit would be granted for private sector financing. The affordable housing would be distributed throughout the remaining Planning Areas 3, 4, 5, and 8 slated for development. The “OC Affordable Housing Implementation Plan EIR” anticipated distribution of these 22.2 acres by Planning Area, with 13.2 affordable housing acres identified for potential development within PA3, for a total of approximately 330 dwelling units. On September 13, 2019, the County of Orange Planning Commission approved the Planning Area 3 & 4 Master and Subarea Plans with references to potential affordable housing sites within Subarea Plans 3.3, 3.6, 3.7, 3.8, 3.11, 3.12 and 3.13 (all listed as up to 6-gross acres in size).

- The County has designated the Manager, Land Development as the primary point of contact for the developer to expedite applications and resolve issues that may arise;
- The Director, OC Community Resources/Housing is the primary designated contact for facilitating development of the sites to be dedicated for affordable housing;
- Affordable housing projects shall be approved by right;

- The County will report annually to State HCD and the Board of Supervisors regarding progress toward the development of Rancho Mission Viejo and its affordable housing sites.

Strategy 1c. Work with cities, community organizations and neighborhood groups to facilitate infill housing development in conjunction with neighborhood revitalization and annexation of unincorporated islands.

*Action: Continue to work with LAFCO to review unincorporated islands and identify priority areas with the highest potential for affordable housing development and annexation.*

Strategy 1d. Ensure that the County’s policies, codes, development review procedures and fees do not represent unjustified constraints to the development of new housing.

*Action: Continue to support the Development Processing Review Committee in reviewing existing and proposed codes, procedures and fees to ensure that they do not unreasonably hinder housing production. DPRC policy and code amendment recommendations will be implemented within one fiscal year.*

Strategy 1e. Continue to pursue policy changes at the state level to remove barriers to the production of affordable housing.

*Action: Seek concurrence from the state Department of Housing and Community Development that affordable units built in cities and assisted with County funds (i.e., multi-jurisdictional agreement) should be partially credited toward the County’s housing production for RHNA purposes in proportion to the amount of County funding.*

*Action: As feasible, work with developers to aggressively pursue tax-exempt bond and low-income tax credit allocations to ensure that Orange County receives its fair share of statewide funding under these programs.*

*Action: Support changes to the California Environmental Quality Act that would allow streamlined procedures in urbanized unincorporated areas similar to those available in cities.*

*Action: Support the removal of barriers to local flexibility in the administration and allocation of federal homeless assistance funding to allow these funds to be used to meet the specific needs of its homeless population.*

*Action: Work with cities and developers to research incentives for sharing Regional Housing Needs Assessment (RHNA) credits for units constructed within city boundaries through a multi-jurisdictional agreement.*

*Action: Establish a policy and procedures for County departments to coordinate the planning and development of new projects and programs, changes to existing projects and programs, and applications for funding opportunities, and to evaluate their potential impacts on regional housing needs as part of the Regional Housing Needs Assessment (RHNA) allocation process.*

*Strategy 1f. Support and encourage the development of permanent supportive housing including affordable housing opportunities for households with incomes less than 30% of area median income (AMI).*

*Action: Encourage developers seeking development agreements to include family rental housing as a part of the developments proposed, as appropriate. Seek funding sources for large families.*

*Action: Continue to support County funding criteria to encourage permanent supportive housing. Action: Enforce Zoning Code ordinance that requires supportive housing to be treated as a residential use.*

*Action: Solicit assistance from affordable housing developers and advocates in identifying potential constraints to the development of permanent supportive housing, and submit suggested actions to the DPRC for review.*

*Action: Continue to support the County Housing Authority and its participation in the Section 8 Rental Assistance Program and pursue additional Section 8 rental assistance vouchers when available.*

*Action: Continue the goal of producing a portion of units affordable at or below 30% area median income (AMI).*

*Action: Encourage developers seeking development agreements to include housing units affordable to households with incomes of less than 30% area median income (AMI).*

*Action: Continue the Tax-Exempt Single-Family Mortgage Revenue Bond Program for first-time homebuyers.*

*Action: Continue to publish the Affordable Housing Rental List.*

*Action: Monitor all subsidized projects annually to verify compliance with affordability covenants.*

*Action: Continue to pursue and provide assistance as described in the Housing Funding Strategy and Continuum of Care program.*

*Action: Identify additional sites that are now available or easily made available for transitional shelters for persons experiencing homelessness and families.*

*Action: Continue to implement Zoning Code regulations allowing emergency shelters without a conditional use permit or other discretionary permit in the commercial and industrial portions of the Housing Opportunities Overlay Zone subject to appropriate development standards pursuant to Government Code Sec. 65583.a.4.*

### **Issue 2: How can the County facilitate the rehabilitation and preservation of existing residential neighborhoods, especially affordable units?**

#### ***a. Discussion***

New construction represents a relatively small percentage of the unincorporated area's total housing inventory. The preservation and rehabilitation of the existing housing stock, especially affordable apartments, is essential in order for the County to meet its housing needs. Most of the housing in need of rehabilitation is located in the older unincorporated islands in North County. Of particular concern are assisted rental projects that are eligible to convert to market rate due to the expiration of agreements between the owners and government agencies.

The County participates in a variety of programs that provide assistance and incentives to property owners for carrying out needed repairs. Projects eligible to

convert to market rate have also been evaluated for opportunities to extend existing commitments to maintain rents at affordable levels.

It is also recognized that mature areas such as northern Orange County require ongoing investment for the general maintenance and periodic replacement of infrastructure such as streets, sidewalks, water and wastewater systems, storm drains, street lights, landscaping and other public facilities in order to maintain the quality of residential neighborhoods. Without this public investment, residents and landlords may be discouraged from making needed repairs to their properties and gradual deterioration may occur. In addition to the County's General Fund, the federal CDBG program provides financing for infrastructure maintenance and replacement.

Many of the older unincorporated neighborhoods are located in "islands" within city spheres of influence. The Board of Supervisors has established a policy of working cooperatively with the cities and LAFCO to facilitate the annexation of these islands in a timely manner. Where possible, such annexations should be part of a comprehensive program to help revitalize these communities by upgrading substandard housing and other facilities such as streets, storm drains, sidewalks, parks and schools.

### ***b. Goals***

- Goal 2a        Conserve and improve the condition of the existing housing stock, especially affordable housing.
- Goal 2b        Work cooperatively with cities and LAFCO to facilitate the annexation and revitalization of urbanized unincorporated islands.

### ***c. Strategies and Actions***

- Strategy 2a.    Continue to explore programs designed to rehabilitate deteriorated units and encourage the maintenance and minor repair of structurally sound housing units to prevent their deterioration.
- Action: Continue to research available housing funding to finance housing rehabilitation.*
- Strategy 2b.    Preserve the affordability of federal, state and County-subsidized units threatened with conversion to market rates.
- Action: Continue to monitor projects with expiring affordability covenants and take appropriate action to preserve these affordable units whenever possible.*

*Action: Continue to assist owners or purchasers of existing Mortgage Revenue Bond (MRB) projects to refund their bonds in exchange for augmented and/or extended affordability controls. Annually contact owners of at-risk units to gauge interest, provide a list of resources available for refund and negotiate terms on a project-by-project basis.*

- Strategy 2c. Enhance the quality of existing residential neighborhoods by maintaining public facilities and requiring residents and landlords to maintain their properties in good condition.

*Action: Continue the County's code enforcement and graffiti removal programs.*

*Action: Continue to provide ongoing infrastructure maintenance in existing residential neighborhoods through the capital improvement program.*

*Action: Continue to participate in the CDBG, HOME and related programs.*

*Action: Identify existing apartment complexes in need of repair and provide financial assistance or other incentives to encourage the owner to make a substantial investment in rehabilitation and ongoing maintenance and guarantee long-term affordability.*

*Action: Continue to work with LAFCO to review unincorporated islands and identify priority areas with the highest potential for affordable housing development and annexation.*

- Strategy 2d. Ensure that the conversion of rental units or mobile home parks to ownership or other uses occurs in a responsible manner to protect the rights of both owners and tenants.

*Action: Continue to enforce the provisions of the County's condominium and mobile home park conversion ordinance (Orange County Zoning Code Sec. 7-9-89).*

**Issue 3: How can the County ensure equal housing opportunities and prevent housing discrimination?****a. Discussion**

Equal housing opportunity is a fundamental right of all Americans. Federal and state fair housing laws make discrimination illegal, but enforcement action is sometimes necessary to ensure that existing laws are upheld. Existing federal law also requires new buildings to make reasonable accommodation for persons with disabilities.

**b. Goals**

Goal 3. Promote equal housing opportunities for all persons without discrimination on the basis of race, religion, ethnicity, sex, age, marital status, disability, or household composition.

**c. Strategies and Actions**

Strategy 3a. Continue to support enforcement of fair housing laws and organizations that provide fair housing information and intervention.

*Action: Provide financial assistance from CDBG funds or other sources to fair housing organizations.*

Strategy 3b. Facilitate the education of residents about their fair housing rights and of the process to make appropriate referrals for fair housing complaints.

*Action: Continue to develop analysis of impediments to fair housing. Provide federal/state/local information regarding discrimination to residents at family briefing sessions, including applicable Fair Housing Information and Discrimination Complaint Forms. Also maintain bilingual staff to assist non-English speaking families and handicap accessible offices.*

*Action: Continue to work with the fair housing agencies to provide information and regarding housing discrimination and intervention to resolve complaints. Literature is made available at County and fair housing agencies, as well as public libraries.*



Strategy 3c. Encourage the removal of architectural barriers in existing residential units, and ensure that new units comply with accessibility standards.

*Action: Continue to enforce building code provisions requiring accessible design.*

*Action: Continue to implement the reasonable accommodation ordinance.*

Strategy 3d. The housing needs of persons with disabilities, including persons with developmental disabilities are typically not addressed by Title 24 Regulations. The housing needs of persons with disabilities, in addition to basic affordability, range from slightly modifying existing units to requiring a varying range of supportive housing facilities. The County will encourage the development of supportive housing for persons with disabilities, including developmental disabilities through the following actions.

*Action: The County shall seek State and Federal monies, as funding becomes available, for permanent supportive housing construction and rehabilitation targeted for persons with disabilities, including persons with developmental disabilities.*

*Action: The County shall provide regulatory incentives, such as expedited permit processing and fee waiver, to projects targeted for persons with disabilities, including persons with developmental disabilities.*

*Action: The County shall reach out to developers of supportive housing as funding becomes available to encourage development of projects targeted for persons with disabilities, including persons with developmental disabilities.*

*Action: The County shall work with local resource agencies to implement an outreach program informing families within the county of housing and services available for persons with developmental disabilities.*

### **Issue 4: How can the County encourage energy conservation in existing and future residential developments?**

#### ***a. Discussion***

State law requires that jurisdictions analyze opportunities for energy conservation in residential development as part of their Housing Element review process. Controlling energy costs is one important component of the larger housing affordability issue.

#### ***b. Goals***

Goal 4: Reduce residential energy use within the County.

#### ***c. Strategies and Actions***

Strategy 4a. Encourage the use of energy conservation features in residential construction, remodeling and existing homes.

*Action: Continue to require new construction and remodeling projects to meet energy conservation requirements.*

*Action: Provide information regarding energy efficiency measures in the Orange County Housing Opportunities Manual.*

*Action: Provide clients with information regarding “CalGreen” – California’s Green Building Code.*

*Action: Discuss sustainable provisions from the Board adopted Comprehensive Zoning Code with property owners.*

### **Issue 5: How can the County increase the availability of child care facilities to lower-income families?**

#### ***a. Discussion***

Many lower-income families face challenges finding child care. The County can encourage the provision of child care facilities in new affordable housing developments by reducing regulatory barriers to such facilities in the Housing Opportunities Overlay Zone. Qualifying affordable developments are currently allowed by-right (i.e., no conditional use permit) in the Housing Opportunities Overlay Zone. The Housing Opportunities Overlay Zone regulations also allow the provision of a child care facility or family day care home in each development without the requirement for a discretionary permit. Provision of a child care facility or designation of a family day care home is at the discretion of each developer and is not a requirement in the Housing Opportunities Overlay Zone

regulations. The provision of a child care facility on the premises would make the project eligible for an additional density bonus or incentive which could increase the project's financial feasibility.

The developer of an affordable housing project may elect to include in the development a child care facility that would be set aside exclusively for that use. If a density bonus or incentive is granted as a result of the provision of this facility, the developer must abide by the requirements set forth in density bonus law regarding the operation of the facility for the entire affordability period. The Housing Opportunities Overlay Zone regulations further require that the facility be reserved for use by residents only and that the facility meet all applicable State laws including size, outdoor play areas and number of children. The facility could be operated either by the developer or by a State-licensed provider under contract to the developer.

A housing development that lacks the space in the development for a separate facility can still provide child care through the designation of a family day care home. This type of day care provider is home-based and would also be required to be State-licensed and to meet all applicable State laws regarding family day care regarding size, outdoor play areas and number of children. The designation of a family day care home does not meet the criteria set forth in density bonus law and therefore the development would not be eligible for an additional density bonus or incentive.

### ***b. Goals***

Goal 5. To encourage the provision of child care facilities in new affordable housing developments.

### ***c. Strategies and Actions***

Strategy 5. Reduce regulatory obstacles for new child care facilities within affordable housing developments.

*Action: Both the Zoning Code and Housing Opportunities Manual allow the provision of child care in affordable housing developments utilizing the Housing Opportunities Overlay Zone program. The County's Child Care Coordinator will assist in the development of the criteria and requirements for child care facilities and family day care homes. All conditions and requirements applied to this use will be delineated in the Affordable Housing Agreement entered*

*into between the County and developer for each affordable housing development.*

**Issue 6: How will the County monitor its accomplishments and make periodic adjustments to programs as necessary to reflect changing circumstances over the course of the planning period?**

**a. Discussion**

Circumstances, needs and funding availability will likely change over the 8-year timeframe of this Housing Element. In order to ensure that the County's efforts result in maximum effectiveness it is important to monitor these changing circumstances and make programmatic adjustments as necessary.

**b. Goals**

Goal 6. Monitor changing circumstances and make adjustments to County programs as necessary to maximize progress toward established goals and objectives.

**c. Strategies and Actions**

Strategy 6. Monitor changing circumstances on a continuous basis and make adjustments to programs as necessary to maximize progress toward established goals and objectives. Report annually to the Board of Supervisors, HUD and HCD regarding the County's progress in implementing housing programs.

*Action: As circumstances change, the County will make adjustments to program actions to maximize performance toward identified goals and objectives. Each year the County will report its progress in implementing housing programs to the Board of Supervisors, HUD and HCD. If new funding sources become available, new programs may be initiated to take advantage of such funds.*

### **Action Plan Summary**

Op provides a summary of the Housing Action Plan, including identification of responsible parties, objectives, and implementation schedules. The purpose of this table is to add specifics to the goals, strategies and actions identified above, to include anticipated time frames. Many of these details emanate from the results of analysis presented in Sections 3 and 4. Additional details related to several programs are also found in Appendices A through C.

**Table 6-2  
Action Plan Summary**

Strategy	Action	Responsible Agency	Funding Source	Objectives	Implementation Timeline
<b>1 New Housing Production</b>					
Strategy 1a. Continue to support affordable housing production as one of the County's priorities.	1a.1 Maintain and expand affordable housing as a priority for the County	OC Development Services, OC Community Resources, County Executive Office (CEO)	General Fund	Continued from previous Housing Element.	Ongoing, 2021-2029
	1a.2 Facilitate the production of affordable units by offering incentives such as density bonus, expedited permit processing, modifications to development standards, tax-exempt conduit financing, infrastructure financing assistance and direct financial assistance in exchange for a proportional commitment to provide units at affordable prices or rents.	OC Development Services, OC Community Resources	State and federal grants Redevelopment set-aside Bond financing	Continued from previous Housing Element. See Table VI-3	Ongoing, 2021-2029
	1a.3 Work cooperatively with other governmental agencies, business groups, universities, environmental organizations, housing advocates and the development community to increase public awareness of the importance of affordable housing to the County's long-term viability.	OC Community Resources, OC Development Services (Affordable Housing Project Manager)	General Fund State & federal grants	Continued from previous Housing Element. Increase public awareness of the importance of affordable housing to the County's long-term viability.	Ongoing, 2021-2029
	1a.4 Aggressively pursue all state and federal housing grant funds for which the County is eligible and is feasible.	OC Community Resources	General Fund State and federal grants	Continued from previous Housing Element. Continue to participate in existing programs (e.g., HOME) and submit applications for all new programs for which the County is eligible.	Ongoing, 2021-2029
	1a.5. The County Planning Department's "Affordable Housing Project Manager" will continue to assist affordable housing developers through the County's application review and approval process. The Project Manager will act as liaison between the developer and County staff to ensure that proposed projects are not unnecessarily delayed.	OC Development Services	General Fund	Continued from previous Housing Element. Expedite affordable housing development applications.	Ongoing, 2021-2029
	1a.6. Continue to encourage affordable housing development in the Housing Opportunities Overlay Zone.	OC Development Services	General Fund	Continued from previous Housing Element. Promote affordable housing development.	Ongoing, 2021-2029

## CHAPTER X – HOUSING ELEMENT

Strategy	Action	Responsible Agency	Funding Source	Objectives	Implementation Timeline
	1a.7. Create incentives for consolidation of small adjacent parcels by allowing “graduated” density increases for larger parcels resulting in base densities up to 30 units/acre excluding density bonus.	OC Development Services	General Fund	Continued from previous Housing Element. Continue to facilitate affordable housing development in the Housing Opportunities Overlay Zone using graduated density increases.	Ongoing, 2021-2029
Strategy 1b. Ensure that new large-scale development includes a sufficient range of housing types and densities in appropriate locations to facilitate the production of housing for all economic segments consistent with the County's quantified objectives.	1b.1 Coordinate the location of major housing developments, particularly affordable housing and multi-family units, with existing and proposed highway and transit routes, major employment centers, shopping facilities and other services. (see Appendix B)	OC Development Services	General Fund Development fees	Continued from previous Housing Element. Explore affordable housing sites at each new major intersection.	Ongoing, 2021-2029
	1b.2 Establish affordable housing at the Very-Low-Income level as a priority in negotiating any future development agreements, or renegotiating existing development agreements.	OC Development Services	General Fund Development fees	Continued from previous Housing Element. That all new or renegotiated developments include the provision of very-low-income housing	Ongoing, 2021-2029
	1b.3 Assist in the development of housing for lower-income households on larger sites, the County will facilitate parcel maps and/or lot line adjustments resulting in parcel sizes that facilitate multifamily developments affordable to lower-income households in light of state, federal and local financing programs (i.e., 2-10 acres). The County will work with property owners and affordable housing developers to target and market the availability of sites with the best potential for development. In addition, the County will offer incentives for the development of affordable housing.	OC Development Services, OC Community Resources	General Fund State and federal grants Redevelopment set-aside	Continued from previous Housing Element. Facilitate development of large parcels for affordable housing.	Ongoing, 2021-2029
Strategy 1c. Work with cities, community organizations and neighborhood groups to facilitate infill housing development in conjunction with neighborhood revitalization and annexation of unincorporated islands.	1c.1 Continue to work with LAFCO to review unincorporated islands and identify priority areas with the highest potential for affordable housing development and annexation. (See Appendix C.)	OC Development Services, OC Community Resources, LAFCO	General Fund State and federal grants Redevelopment set-aside	Continued from previous Housing Element. Develop revitalization and annexation plans for 3 priority areas	Ongoing, 2021-2029

## CHAPTER X – HOUSING ELEMENT

Strategy	Action	Responsible Agency	Funding Source	Objectives	Implementation Timeline
Strategy 1d. Ensure that the County's policies, codes, development review procedures and fees do not represent unjustified constraints to the development of new housing.	1d.1 Continue to support the Development Processing Review Committee in reviewing existing and proposed codes, procedures and fees to ensure that they do not unreasonably hinder housing production.	OC Development Services	General Fund	Continued from previous Housing Element. Continue to hold DPRC meetings on a monthly basis	Ongoing DPRC meetings; 2021-2029
Strategy 1e. Continue to pursue policy changes at the state level to remove barriers to the production of affordable housing.	1e.1 Seek concurrence from the state Department of Housing and Community Development that affordable units built in cities and assisted with County funds (i.e., multi-jurisdictional agreement) should be partially credited toward the County's housing production for RHNA purposes in proportion to the amount of County funding.	OC Community Resources, OC Development Services	General Fund	Continued from previous Housing Element. Seek concurrence from state HCD that new units assisted with County funds shall be credited to the County in proportion to the level of funding assistance, and if necessary, propose legislative action.	Ongoing, 2021-2029
	1e.2 Support County of Orange policy for departments to coordinate the planning and development of new projects and programs, changes to existing projects and programs, and applications for funding opportunities, and to evaluate their potential impacts on regional housing needs as part of the Regional Housing Needs Assessment (RHNA) allocation process.	OC Community Resources, OC Development Services, CEO Real Estate, OC Health Care Agency	General Fund	New policy that all projects recently annexed or affordable housing developments funded by the County within City limits be considered for RHNA transfers.	Ongoing, 2021-2029
	1e.3 As feasible, work with developers to aggressively pursue tax-exempt bond and low-income tax credit allocations to ensure that Orange County receives its fair share of statewide funding under these programs.	OC Community Resources, CEO	General Fund State & federal grants	Continued from previous Housing Element. Explore a proportionate share of bond and LIHTC allocations for unincorporated Orange County.	Ongoing 2021-2029, as NOFAs and other funding notifications are issued)
	1e.4 Support changes to the California Environmental Quality Act that would allow streamlined procedures in urbanized unincorporated areas similar to those available in cities.	OC Development Services	General Fund	Continued from previous Housing Element. Add this item to the County's legislative agenda	Ongoing, 2021-2029
	1e.5 Support the removal of barriers to local flexibility in the administration and allocation of federal homeless assistance funding to allow these funds to be used to meet the specific needs of its homeless population.	OC Community Resources, OC Development Services, OC Health Care Agency	General Fund	Continued from previous Housing Element. Facilitate homeless assistance	Ongoing, 2021-2029

## CHAPTER X – HOUSING ELEMENT

Strategy	Action	Responsible Agency	Funding Source	Objectives	Implementation Timeline
	1e.6 Work with cities and developers to research incentives for sharing Regional Housing Needs Assessment (RHNA) credits for units constructed within city boundaries through a multi-jurisdictional agreement.	OC Development Services	General Fund	Continued from previous Housing Element. Pursue RHNA credit commensurate with the level of funding support.	Ongoing, 2021-2029
	1e.7 Work with developers to research grants and loans funded by the Department of Toxic Substances Control (DTSC) to address environmental investigations and cleanups on properties with environmental constraints.	OC Community Resources, OC Development Services, CEO Real Estate	State grants and loans	New policy to facilitate development of sites with environmental constraints	Ongoing, 2021-2029
Strategy 1f. Support and encourage the development of permanent supportive housing including affordable housing opportunities for households with incomes less than 30% of area median income (AMI).	1f.1 Encourage developers seeking development agreements to include family rental housing as a part of the developments proposed and as appropriate. Seek funding sources for large families.	OC Development Services, OC Community Resources	General Fund	New policy to seek funding sources for large families.	Ongoing, 2021-2029
	1f.2 Continue to support County funding criteria to encourage permanent supportive housing	OC Community Resources	General Fund	Continued from previous Housing Element. Continue to release NOFAs for permanent supportive housing.	Ongoing, 2021-2029
	1f.3 Enforce Zoning Code ordinance that requires supportive housing to be treated as a residential use.	OC Development Services, OC Community Resources	General Fund State & federal grants	Continued from previous Housing Element. Continue to facilitate supportive housing development	Ongoing, 2021-2029
	1f.4 Solicit assistance from affordable housing developers and advocates in identifying potential constraints to the development of permanent supportive housing including current standards for traffic maintenance, parking ratios or other potential development standards, and submit suggested actions to the DPRC for review.	OC Development Services, OC Community Resources	General Fund; state & federal grants	Continued from previous Housing Element. Identify and remove constraints to permanent supportive housing	Ongoing, 2021-2029
	1f.5 Continue to support the County Housing Authority and its participation in the Section 8 Rental Assistance Program and pursue additional Section 8 rental assistance vouchers when available.	OC Housing Authority	HUD, Section 8	Continued from previous Housing Element. Maintain and expand rental assistance to lower-income households	Ongoing, 2021-2029
	1f.6 Continue the goal of developing 2,700 supportive housing units at or below 30% area median income (AMI) by 2025.	OC Community Resources	State & federal grants; tax credits; bonds, Section 8 (project based)	Modified policy to develop 2,700 new extremely-low-income units	Ongoing, 2021-2029



## CHAPTER X – HOUSING ELEMENT

Strategy	Action	Responsible Agency	Funding Source	Objectives	Implementation Timeline
	1f.7 Encourage developers seeking development agreements to include housing units affordable to households with incomes of less than 30% area median income (AMI).	OC Development Services	State & federal grants; tax credits; bonds	Continued from previous Housing Element. Encourage development of new extremely-low-income units during the planning period	Ongoing, 2021-2029
	1f.8 Continue the Tax-Exempt Single-Family Mortgage Revenue Bond Program for first-time homebuyers.	CEO Public Finance	Bonds	Continued from previous Housing Element. Expand affordable homeownership opportunities	Ongoing, 2021-2029
	1f.9 Continue to publish the Affordable Housing Rental List. Housing Referral Directory	OC Community Resources	Dept. budget	Continued from previous Housing Element. Provide information to lower-income renters	Ongoing, 2021-2029
	1f.10. Monitor all subsidized projects annually to verify compliance with affordability covenants.	OC Community Resources	State and federal grants	Continued from previous Housing Element. Maintain affordability of existing units to the greatest extent possible.	Ongoing, 2021-2029
	1f.11 Continue to pursue and provide assistance as described in the County's Housing Funding Strategy and Continuum of Care program.	OC Community Resources, OC Health Care Agency	Federal, state and local funding	Continued from previous Housing Element. Provide additional housing opportunities for the homeless	Ongoing, 2021-2029
	1f.12 Identify additional sites that are now available or easily made available for shelters for homeless persons and families.	OC, Health Care Agency OC Development Services	General Fund, state and federal grants	Continued from previous Housing Element. Provide additional housing opportunities for the homeless	Ongoing, 2021-2029
	1f.13 Continue to implement Zoning Code regulations to allowing emergency shelters without a conditional use permit or other discretionary permit in the commercial and industrial portions of the Housing Opportunities Overlay Zone subject to appropriate development standards pursuant to Government Code Sec. 65583.a.4.	OC Development Services	General Fund, state and federal grants	Continued from previous Housing Element. Provide additional housing opportunities for the homeless	Ongoing, 2021-2029
Strategy 1g. Complete the identified rezoning actions as identified in Appendix B to meet the County's Regional Housing Needs Assessment (RHNA) allocation at all income levels for the 2021-2029 planning period.	1g.1 Increase the maximum permitted residential density within the Housing Opportunities Overlay to 65 dwelling units per acre (du/ac).	OC Development Services	General Fund	New policy to identify adequate sites to meet the County's 2021-2029 RHNA allocation.	Within 36 months of adoption of the 6 <sup>th</sup> Cycle Housing Element.

## CHAPTER X – HOUSING ELEMENT

Strategy	Action	Responsible Agency	Funding Source	Objectives	Implementation Timeline
	1g.2 Discuss and coordinate with the City of Brea for the residential development of the identified parcels within the Brea Canyon Area (as shown in Appendix B).	OC Development Services	General Fund	New policy to identify adequate sites to meet the County's 2021-2029 RHNA allocation.	Within 36 months of adoption of the 6 <sup>th</sup> Cycle Housing Element.
	<p>1g.3 Pursuant to State Housing law, candidate sites identified in this Housing Element to accommodate a portion of the County's low- and very low -income RHNA that were identified in previously adopted Housing Elements must be rezoned to allow residential use by right at specified densities for housing developments in which at least 20 percent of the units are affordable to lower income households. By right shall mean the jurisdiction may not require any of the following discretionary actions, except if the project requires a subdivision:</p> <ul style="list-style-type: none"><li>• A conditional use permit</li><li>• A planned unit development permit</li><li>• Other discretionary, local-government review or approval that would constitute a "project"</li></ul> <p>The County may impose objective design review standards on projects. The County has identified as part of this Housing Element update vacant and nonvacant sites that were used in previous Housing Elements to meet the current RHNA need. To accommodate the provisions of State law, the County shall place a housing overlay zone over all nonvacant sites included in a prior Housing Element and all vacant sites included in two or more consecutive planning periods that permits by right development for projects that meet the requirements of State housing law. These sites are identified in <b>Appendix B</b>.</p>	OC Development Services	General Fund	New policy to comply with recent State law regarding candidate housing sites used in multiple housing elements.	Within 36 months of adoption of the 6 <sup>th</sup> Cycle Housing Element.

Strategy	Action	Responsible Agency	Funding Source	Objectives	Implementation Timeline
	<p>1g.3 Pursuant to State Housing law, candidate sites identified in this Housing Element to accommodate a portion of the County's low- and very low -income RHNA that were identified in previously adopted Housing Elements must be rezoned to allow residential use by right at specified densities for housing developments in which at least 20 percent of the units are affordable to lower income households. By right shall mean the jurisdiction may not require any of the following discretionary actions, except if the project requires a subdivision:</p> <ul style="list-style-type: none"> <li>• A conditional use permit</li> <li>• A planned unit development permit</li> <li>• Other discretionary, local-government review or approval that would constitute a "project"</li> </ul> <p>The County may impose objective design review standards on projects. The County has identified as part of this Housing Element update vacant and nonvacant sites that were used in previous Housing Elements to meet the current RHNA need. To accommodate the provisions of State law, the County shall place a housing overlay zone over all nonvacant sites included in a prior Housing Element and all vacant sites included in two or more consecutive planning periods that permits by right development for projects that meet the requirements of State housing law. These sites are identified in <b>Appendix B</b>.</p>	OC Development Services	General Fund	New policy to comply with recent State law regarding candidate housing sites used in multiple housing elements.	Within 36 months of adoption of the 6 <sup>th</sup> Cycle Housing Element.
<b>2. Rehabilitation and Preservation of Existing Neighborhoods</b>					
Strategy 2a. Continue to support programs designed to rehabilitate deteriorated units and encourage the maintenance and minor repair of structurally sound housing units to prevent their deterioration.	2a.1 Continue to use available housing funding to finance housing rehabilitation.	OC Community Resources	State & federal grants	Continued from previous Housing Element. See Table VI-4, Quantified Objectives	Ongoing, 2021-2029

## CHAPTER X – HOUSING ELEMENT

Strategy	Action	Responsible Agency	Funding Source	Objectives	Implementation Timeline
Strategy 2a. Continue to support programs designed to rehabilitate deteriorated units and encourage the maintenance and minor repair of structurally sound housing units to prevent their deterioration.	2b.1 Continue to monitor projects with expiring affordability covenants and take appropriate action to preserve these affordable units whenever possible.	OC Community Resources	State & federal grants General Fund	Continued from previous Housing Element. Contact each owner of projects eligible to convert on an annual basis and negotiate terms to preserve affordability	Ongoing, 2021-2029
Strategy 2b. Preserve the affordability of federal, state and County-subsidized units threatened with conversion to market rates.	2b.2 Continue to assist owners or purchasers of existing Mortgage Revenue Bond (MRB) projects to refund their bonds in exchange for augmented and/or extended affordability controls. Contact owners of at-risk units to gauge interest, provide a list of resources available for refund and negotiate terms on a project-by-project basis.	OC Community Resources, CEO Public Finance	State & federal grants	Continued from previous Housing Element. Preserve affordability of at-risk units	Ongoing, 2021-2029
Strategy 2c. Enhance the quality of existing residential neighborhoods by maintaining public facilities and requiring residents and landlords to maintain their properties in good condition.	2c.1 Continue the County's code enforcement and graffiti removal programs.	OC Development Services	State & federal grants General Fund	Continued from previous Housing Element. Continue to fund and operate existing program.	Ongoing, 2021-2029
	2c.2 Continue to provide ongoing infrastructure maintenance in existing residential neighborhoods through the capital improvement program (CIP).	OC Development Services, CEO	State & federal grants General Fund	Continued from previous Housing Element. Provide funding in the CIP for needed infrastructure maintenance	Ongoing, 2021-2029
	2c.3 Continue to participate in the CDBG, HOME and related programs.	OC Community Resources	CDBG, HOME	Continued from previous Housing Element. Submit applications to HUD as needed	Ongoing, 2021-2029
	2c.4 Identify existing apartment complexes in need of repair and provide financial assistance or other incentives to encourage the owner to make a substantial investment in rehabilitation and ongoing maintenance and guarantee long-term affordability.	OC Community Resources	State & federal grants General Fund	Continued from previous Housing Element. See Table VI-4, Quantified Objectives	Ongoing, 2021-2029
	2c.5 Continue to work with LAFCO to review unincorporated islands and identify potential sites for affordable housing development.	OC Development Services, OC Community Resources	General Fund State & federal grants	Modify policy to develop revitalization and annexation plans	Ongoing, 2021-2029

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Strategy	Action	Responsible Agency	Funding Source	Objectives	Implementation Timeline
Strategy 2d. Ensure that the conversion of rental units or mobile home parks to ownership or other uses occurs in a responsible manner to protect the rights of both owners and tenants.	2d.1 Continue to enforce the provisions of the County's condominium and mobile home park conversion ordinance (Orange County Code Sec. 7-9-89 and 7-9-92).	OC Development Services	General Fund	Continued from previous Housing Element. Ensure compliance with code	Ongoing, 2021-2029
Strategy 2e: Encourage the development of Accessory Dwelling Units.	2e.1 Prepare pre-approved ADU plans to streamline development of ADUs.	OC Development Services	General Fund	New policy to ensure compliance with code	Ongoing, 2021-2029
<b>3. Equal Housing Opportunity</b>					
Strategy 3a. Continue to support enforcement of fair housing laws and organizations that provide fair housing information and intervention.	3a.1 Provide financial assistance from CDBG funds or other sources to fair housing organizations.	OC Community Resources	State & federal grants	Continued from previous Housing Element. Continue to fund fair housing organizations at existing levels	Ongoing, 2021-2029
Strategy 3b. Facilitate the education of residents about their fair housing rights and of the process to make appropriate referrals for fair housing complaints.	3b.1 Continue to develop analysis of impediments to fair housing. Provide federal/state/local information regarding discrimination to residents at family briefing sessions, including applicable Fair Housing Information and Discrimination Complaint Forms. Also maintain bilingual staff to assist non-English speaking families and handicap accessible offices.	OC Community Resources	State and federal grants	Continued from previous Housing Element. Continue to provide information of fair housing practices	Ongoing, 2021-2029
	3b.2 Continue to work with fair housing agencies to provide information and regarding housing discrimination and intervention to resolve complaints. Literature is made available at County and fair housing agency offices, as well as public libraries.	OC Community Resources	State and federal grants	Continued from previous Housing Element. Continue to provide information of fair housing practices	Ongoing, 2021-2029
Strategy 3c. Promote the removal of architectural barriers in existing residential units, and ensure that new units comply with accessibility standards.	3c.1 Continue to enforce building code provisions requiring accessible design.	OC Development Services	Development fees	Continued from previous Housing Element. Ensure code compliance	Ongoing, 2021-2029
	3c.2 Continue to implement the reasonable accommodation ordinance.	OC Development Services	General Fund	Continued from previous Housing Element. Ensure reasonable accommodation for persons with disabilities.	Ongoing, 2021-2029

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Strategy	Action	Responsible Agency	Funding Source	Objectives	Implementation Timeline
Strategy 3d. The housing needs of persons with disabilities, including persons with developmental disabilities are typically not addressed by Title 24 Regulations. The housing needs of persons with disabilities, in addition to basic affordability, range from slightly modifying existing units to requiring a varying range of supportive housing facilities. The County will encourage the development of supportive housing for persons with disabilities, including developmental disabilities through the following actions.	3d.1. The County shall seek State and Federal monies, as funding becomes available, for permanent supportive housing construction and rehabilitation targeted for persons with disabilities, including persons with developmental disabilities.	OC Community Resources	Grant funds	Continued from previous Housing Element. Facilitate the provision of additional supportive housing.	Ongoing, 2021-2029
	3d.2 The County shall provide regulatory incentives, such as expedited permit processing and fee waiver, to projects targeted for persons with disabilities, including persons with developmental disabilities.	OC Development Services	General funds	Continued from previous Housing Element. Facilitate the provision of additional supportive housing.	Ongoing, 2021-2029
	3d.3 The County shall reach out to developers of supportive housing as funding becomes available to encourage development of projects targeted for persons with disabilities, including persons with developmental disabilities.	OC Community Resources	Grant funds	Continued from previous Housing Element. Facilitate the provision of additional supportive housing.	Ongoing, 2021-2029
	3d.4 The County shall work with local resource agencies to implement an outreach program informing families within the county of housing and services available for persons with developmental disabilities.	OC Health Care Agency	Grant funds	Continued from previous Housing Element. Strive to assist residents with developmental disabilities in securing appropriate housing accommodations.	Ongoing, 2021-2029
	3d.5 The County will continue to work diligently to accommodate the approval of group homes, ADA retrofit efforts, ADA compliance and/or other measures through the implementation of Title 24 as well as amend its procedures to provide more flexibility in the development of accommodations for persons with physical and developmental disabilities by eliminating the need for a planning variance.	OC Development Services	General Fund	Modify policy to strive to assist residents with developmental disabilities in securing appropriate housing accommodations.	Ongoing, 2021-2029
<b>4. Energy Conservation</b>					
Strategy 4a. Encourage the use of energy conservation features in	4a.1 Continue to require new construction and remodeling projects to meet energy conservation requirements.	OC Development Services	CDBG Utilities General Fund	Continued from previous Housing Element. Minimize residential energy and water use.	Ongoing, 2021-2029

## CHAPTER X – HOUSING ELEMENT

Strategy	Action	Responsible Agency	Funding Source	Objectives	Implementation Timeline
residential construction, remodeling and existing homes.	4a.2 Provide information regarding energy efficiency measures in the Orange County Housing Opportunities Manual.	OC Development Services	General Fund	Continued from previous Housing Element. Publicize available assistance programs through County website and flyers	Ongoing, 2021-2029
	4a.3 Provide clients with information regarding "CalGreen" – California's Green Building Code.	OC Development Services	General Fund	Continued from previous Housing Element. Provide information through County website and flyers	Ongoing, 2021-2029
	4a.4 Discuss sustainable features from Board approved Comprehensive Zoning Code Update with property owners.	OC Development Services	General Fund	New policy to provide information through County website and flyers	Ongoing, 2021-2029
<b>5. Child Care Facilities</b>					
Strategy 5. Reduce regulatory obstacles for new child care facilities within affordable housing developments	5a.1 Both the Zoning Code and Housing Opportunities Manual allow the provision of child care in affordable housing developments utilizing the Housing Opportunities Overlay Zone program. The County's Child Care Coordinator will be invited to assist in the development of the criteria and requirements for child care facilities and family day care homes. All conditions and requirements applied to this use will be delineated in the Affordable Housing Agreement entered into between the County and developer for each affordable housing development.	OC Development Services	General Fund	Continued from previous Housing Element. Continue to implement the Zoning Code and Housing Opportunities Overlay Zone to reduce regulatory barriers to child care facilities.	Ongoing, 2021-2029
<b>6. Monitoring and Reporting</b>					
Strategy 6a. Monitor changing circumstances on a continuous basis and make adjustments to programs as necessary to maximize progress toward established goals and objectives. Report annually to the Board of Supervisors, HUD and State HCD regarding the County's progress in implementing housing programs.	6a.1 As circumstances change, the County will make adjustments to program actions to maximize performance toward identified goals and objectives. Each year the County will report its progress in implementing housing programs to the Board of Supervisors, HUD and State HCD. If new funding sources become available, new programs may be initiated to take advantage of such funds.	OC Development Services; OC Community Resources	General Fund	Continued from previous Housing Element. Monitor circumstances and make periodic adjustments as necessary to best accomplish the County's goals and objectives.  Submit annual reports to the Board of Supervisors, HUD and State HCD.	Ongoing, 2021-2029. Annual Housing Element implementation and CAPER reports.

## CHAPTER X – HOUSING ELEMENT

Strategy	Action	Responsible Agency	Funding Source	Objectives	Implementation Timeline
Strategy 6b: Create a monitoring program to track ADU development and affordability levels throughout the planning period.	6b.1 This will allow the County to monitor the development of accessory units at all income levels. Additionally, the County will review their ADU development progress within 2 years of the adoption of the 6 <sup>th</sup> cycle Housing Element to evaluate if production estimates are being achieved. If ADUs are not being permitted as assumed in the Housing Element, the County will take the action within 6 months of completion of the ADU review to ensure that adequate capacity at each income level is maintained to meet the County's RHNA needs. These actions may include identification of adequate sites to meet the County's identified unaccommodated need.	OC Development Services	General Fund	New policy to develop the County of Orange pre-approved ADU plans and release to the public to streamline and facilitate the ADU permitting process and will continue to track ADU development by affordability level and report on annual APRs.	Within two years of adoption of the 6 <sup>th</sup> Cycle Housing Element.
	6b.2 Pursuant to Chapter 727, Statutes of 2005 (SB 1087), the County of Orange is required to deliver its adopted Housing Element and any amendments thereto to local water and sewer service providers. This legislation allows for coordination between the County and water and sewer providers when considering approval of new residential projects. Additionally, cooperation with local service providers will support the prioritization of water and sewer services for future residential development, including units affordable to lower-income households. The County will submit the adopted Housing Element to local water and sewer providers for their review and consideration when reviewing new residential projects.	OC Development Services	General Fund	Modify policy to comply with recent State law by making available copies of the adopted 6 <sup>th</sup> Cycle Housing Element to local water and sewer purveyors.	Within 6 months of adoption of the 6 <sup>th</sup> Cycle Housing Element



Strategy	Action	Responsible Agency	Funding Source	Objectives	Implementation Timeline
<b>7. Safety Element Update and Environmental Justice Policies</b>					
Strategy 7a. Update the County's Safety Element pursuant to the requirements of State law.	7a.1 SB 1035 requires that the County revise the Safety Element to identify new information relating to flood and fire hazards that was not previously available during the previous revision of the Safety Element. The County will revise the current Safety Element and take the document to the Board of Supervisors for adoption within 12 months of adoption of the 6th Cycle Housing Element.	OC Development Services	General Fund	New policy to update the County's Safety Element to meet the requirements of State law.	Within 12 months of adoption of the 6 <sup>th</sup> Cycle Housing Element
Strategy 7b. Incorporate environmental justice policies within the General Plan pursuant to State law.	7b1. SB 1000 (2018) requires that the County incorporate environmental justice policies within the General Plan. The County will amend portions of the General Plan to include environmental justice policies within 12 months of adoption of the 6th Cycle Housing Element.	OC Development Services	General Fund	New policy to review and revise, if necessary, the County's General Plan to include environmental justice policies to meet the requirements of State law.	Within 12 months of adoption of the 6 <sup>th</sup> Cycle Housing Element

## Quantified Objectives

### 1. *New Construction*

The County's quantified objectives for new construction for each program during the 6<sup>th</sup> cycle planning period are shown in **Table 6-3**. It should be noted that achievement of these objectives will be dependent on many factors beyond the County's control, such as funding availability, interest rates and general economic conditions.

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**Table 6-3**  
**New Construction –**  
**Quantified Objectives Summary 2021-2029**

Program	Very-Low	Low	Moderate	Above Moderate	Total
Objective	3,139	1,866	2,040	3,361	10,406

<sup>\*</sup> Per the 6<sup>th</sup> cycle RHNA period

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### 2. *Rehabilitation*

The County's rehabilitation program was inactive during 2014-2021. OC Community Resources is continuing to work towards the development of a new single-family rehabilitation program for unincorporated Orange County.

### 3. *Preservation/Assistance*

The County's objectives for preservation and assistance programs are shown in **Table 6-4**.

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**Table 6-4**  
**Preservation and Assistance –**  
**Quantified Objectives Summary, 2021-2029**

Program	Extremely Low	Very-Low	Low	Moderate	Above Moderate	TOTAL
Continuum of Care (CoC) previously referred to as Shelter Plus Care <sup>1</sup>	529	46	0	0	0	575
Housing Choice Vouchers (HCV) Previously referred to as Section 8 Rental Assistance <sup>1</sup>	8,461	1,715	313	11	0	10,500
<b>TOTALS</b>	<b>8,990</b>	<b>1,761</b>	<b>313</b>	<b>11</b>	<b>0</b>	<b>11,075</b>

<sup>1</sup>CountywideSource: OC Community Resources 2021. Projected number of occupancy units is the average between projected and actual active CoC and HCV Program participants from the previous period (2013-2021).

## **Appendix A – Evaluation of the 2013-2021 Housing Element**

Section 65588(a) of the *Government Code* requires that jurisdictions evaluate the effectiveness of the existing Housing Element, the appropriateness of goals, objectives and policies, and the progress in implementing programs for the previous planning period. This appendix contains a review the housing goals, policies, and programs of the previous Housing Element and evaluates the degree to which these programs have been implemented during the previous planning period, 2013 through 2021. The findings from this evaluation have been instrumental in determining the County’s 2021 Housing Implementation Program.

### **A. Program Evaluation**

Table A-1 summarizes the County’s accomplishments in implementing the programs contained in the previous Housing Element. Table A-2 shows units built from January 1, 2013 through December 2021. Second units and market-rate apartments have been assigned to the low-income category based on prevailing rents. Tables A-3 and A-4 summarize the County’s progress in meeting the quantified objectives from the previous Housing Element. For new construction, only units with affordability covenants have been included in the very-low and low categories.

### **Housing Opportunities Overlay Zone**

The County’s Housing Opportunities Overlay Zone allows multi-family residential development by-right at a density of 25 units per acre (or 43.5 units/acre in the R2 and R3 zones), excluding density bonus. The Housing Opportunities Overlay Zone regulations have been in effect since February 2006. Since that time, eight multi-family projects with a total of 421 affordable units have been approved under the Housing Opportunities Overlay Zone regulations (see Table B-1 for project details). In order to encourage use of Housing Opportunities Overlay Zone development opportunities, Implementation Action 1a. of the previous Housing Element called for expansion of the Housing Opportunities Overlay Zone to include parcels conventionally zoned for multi-family (i.e., R2, R3, R4 and RP) along arterial highways. The Zoning Code amendment for that expansion was adopted by the Board of Supervisors on December 9, 2008.

### **B. Progress in Meeting Quantified Objectives**

Tables A-2 through A-5 summarize the County’s progress in meeting the quantified objectives from the previous Housing Element.

**Appendix A – Evaluation of the 2013-2021 Housing Element**  
**CHAPTER X – HOUSING ELEMENT**

**Table A-1**  
**Housing Element Program Evaluation**  
**County of Orange –**  
**2013-2021**

Strategy	Action	Accomplishments
<b>1. New Housing Production</b>		
<b>Strategy 1a.</b> Establish affordable housing production as one of the County's highest priorities. 620	Maintain and expand affordable housing as a priority for the County	<ol style="list-style-type: none"> <li>1. Since 2014, the Board approved Notices of Funding Availability (NOFA) for project-based vouchers and funding remained open throughout 2019 to assist in the development of supportive housing throughout Orange County.</li> <li>2. In December 2019 the Board authorized issuance of the 2020 Supportive Housing NOFA for funding and project-based vouchers to facilitate the development of permanent supportive housing through Orange County, including unincorporated areas. OCCR released the 2020 NOFA on January 27, 2020, making \$10 million in MHSA funds, \$3 million in Home Investment Partnership Act (HOME) and Housing Successor Agency (HSA) funds and 200 Housing Choice Project-Based Vouchers (PBVs) available for the development of supportive housing units. The Board approved increases to the NOFA in funding and vouchers to accommodate funding additional projects. The 2020 NOFA is an open process and applications are accepted on a first-come, first-served basis. To date, H&amp;CD has received 15 applications requesting 307 PBVs and approximately \$18.2 million in combined requests.</li> <li>3. In March 2019, the Board approved the Orange County Housing Finance Trust (OCHFT) Joint Powers Agreement to facilitate the development of permanent supportive housing in Orange County. The County is a member of the OCHFT along with 23 Orange County Cities. In January 2020, OCHFT Board approved issuance of the 2020 Permanent Supportive Housing NOFA. In May 2020, the OCHFT receive a five-year commitment for a total of \$ 20.5 million in County Mental health Services Act funds and a five-year commitment of County General Fund in the Total amount of \$5 million. Those funds are to be used as sources of matching funds for the Local Housing Trust Fund Program (LHTF). In August 2020, OCHFT applied for LHTF. In October 2020, the OCHFT received notification of an award of more than \$4 million for development of permanent supportive and affordable housing units.</li> <li>4. OC Public Works, in collaboration with OC Community Resources, received \$310,000 of SB2 Planning Grant funds to create various administrative documents that will help establish and promote the newly formed OCHFT, and update planning documents to accelerate housing production. OC Public Works also received \$500,000 in LEAP funds to update the housing element and prepare other documents to accelerate housing production.</li> <li>5. Home Investment Partnership Program (HOME), Housing Successor Agency or Mental Health Services Act/Special Needs Housing Program and No Place Like Home funds were made available</li> </ol>

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Strategy	Action	Accomplishments
<b>Strategy 1b.</b> Ensure that new large-scale development includes a sufficient range of housing types and densities in appropriate locations to facilitate the production of housing for all economic		<p>during the reporting period to support affordable housing projects. Orange County continues to pursue opportunities to obtain housing grant funds.</p> <p>6. In June 2018, the Board approved the Housing Finance Strategy for the development of 2,700 supportive housing units. The strategy calls for the development of these units over the next seven years using existing County resources, as well as through leveraging a range of other housing development funding sources. The Board also approved the MHSA Permanent Supportive Housing Spending Plan for the use of \$70.5 million in MHSA funds in the development of supportive housing for the seriously mentally ill. Since the adoption of the Housing Funding Strategy in 2018, to date, in the county there are a total of 495 supportive and affordable housing units completed or built 620 units under construction or closing their construction loan, and 1,118 units in progress of funding which contributes to the overall accomplishment of supporting and tracking the development of 2,200 supportive and affordable housing units throughout the county.</p>
	Facilitate the production of affordable units by offering incentives such as density bonus, expedited permit processing, modifications to development standards, tax-exempt conduit financing, infrastructure financing assistance and direct financial assistance in exchange for a proportional commitment to provide units at affordable prices or rents.	Orange County continues to provide expedited processing and density bonus incentives to affordable housing projects. The County adopted an ordinance to allow the deferral of development impact fees and to exempt affordable housing projects from local park fees.
	Work cooperatively with other governmental agencies, business groups, universities, environmental organizations, housing advocates and the development community to increase public awareness of the importance of affordable housing to the County's long-term viability.	Orange County continues to work cooperatively with numerous agencies and organizations to increase public awareness of the importance of affordable housing to the County's long-term viability.
	Aggressively pursue all state and federal housing grant funds for which the County is eligible.	Orange County received funds from the SB 2 Planning Grant Program, Local Early Action Planning (LEAP) Program, and Covid ESG and Covid CDBG funds during the reporting period. Orange County continues to pursue housing grant funds.
	Coordinate the location of major housing developments, particularly affordable housing and multi-family units, with existing and proposed highway and transit routes, major employment centers, shopping facilities and other services. (see Appendix B)	The eight affordable housing projects approved since 2006 are located on or adjacent to transportation corridors.

## Appendix A – Evaluation of the 2013-2021 Housing Element

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Strategy	Action	Accomplishments
segments consistent with the County's quantified objectives.	Establish affordable housing at the Very-Low-Income level as a priority in negotiating development agreements for new planned communities, or renegotiating existing development agreements.	The provision of affordable housing will be encouraged in any future negotiated development agreements
	Work with cities and LAFCO to ensure that new planned communities in sphere of influence areas provide adequate sites at appropriate densities for affordable housing.	Rancho Mission Viejo Planning Area 3 –commenced development during the planning period. As a condition of approval, 60 acres of land will be dedicated to the County for affordable housing development.
	To assist the development of housing for lower-income households on larger sites, the County will facilitate parcel maps and/or lot line adjustments resulting in parcel sizes that facilitate multifamily developments affordable to lower-income households in light of state, federal and local financing programs (i.e., 2-10 acres). The County will work with property owners and affordable housing developers to target and market the availability of sites with the best potential for development. In addition, the County will offer incentives for the development of affordable housing.	Orange County will continue to provide information regarding potential sites available for the development of affordable housing projects.
<b>Strategy 1c.</b> Work with cities, community organizations and neighborhood groups to facilitate redevelopment and infill housing development in conjunction with neighborhood revitalization and annexation of unincorporated islands.	Continue to review unincorporated islands and identify priority areas with the highest potential for affordable housing development and annexation. (See Appendix C.)	In 2010, the Orange County Local Agency Formation Commission (LAFCO) developed the "Unincorporated Islands Incentive Program and Strategy Handbook" to facilitate annexation of unincorporated islands.
<b>Strategy 1d.</b> Ensure that the County's policies, codes, development review procedures and fees do not represent unjustified constraints to the development of new housing.	Continue to support the Development Processing Review Committee in reviewing existing and proposed codes, procedures and fees to ensure that they do not unreasonably hinder housing production.	The Orange County Development Processing and Review Committee (DPRC), made up on development stakeholders, continues to review and work with County staff to modify, if necessary, application and permit review and approval processes.
	Amend the Zoning Code provisions regarding second units in conformance with state law (AB 1866).	In accordance with the October 2019 passage of AB 68, AB 881, AB 587, AB 671 and SB 13, the Board of Supervisors adopted the Comprehensive Zoning Code Update, which addresses the requirements on ADUs, making the process ministerial and less restrictive to homeowners.
<b>Strategy 1e.</b> Pursue policy changes at the state level to remove barriers to the production of affordable housing.	Seek concurrence from the Department of Housing and Community Development that affordable units built in cities and assisted with County funds should be partially credited toward the County's housing production for RHNA purposes in proportion to the amount of County funding.	A mutually agreed upon RHNA Transfer Agreement between the City of Santa Ana and the County of Orange for the transfer of twenty (20) very low income units, and twenty-two (22) moderate income units was approved by Southern California Association of Governments in June 2021.

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Strategy	Action	Accomplishments
		<p>Another mutually agreed upon RHNA Transfer Agreement between the City of Placentia and the County of Orange for the transfer of twelve (12) very low income units, and twelve (12) moderate income units was approved by Southern California Association of Governments in July 2021.</p> <p>The County of Orange developed a policy on pursuing RHNA Transfers related to annexations, acquisitions and affordable housing projects funded by the County.</p>
	Aggressively pursue tax -exempt bond and low-income tax credit allocations to ensure that Orange County receives its fair share of statewide funding under these programs.	Orange County staff continues to work with developers on a project-by-project basis to leverage County resources to compete for available tax credits and funding from the State.
	Support legislative reform to strengthen anti-NIMBY laws and to reduce the chilling effect of defect litigation on multi-family and condominium housing production.	Orange County staff continues to monitor legislation that may increase obstacles to affordable housing development.
	Support changes to the California Environmental Quality Act that would allow streamlined procedures in urbanized unincorporated areas similar to those available in cities.	Orange County staff will continue to monitor legislation that may streamline CEQA procedures for projects in the unincorporated area.
<b>Strategy 1f.</b> Ensure that family units are encouraged in new affordable housing development, particularly for large families.	Encourage developers seeking development agreements to include family rental housing as a part of the developments proposed. Seek the goal that 10% of new rental units will be for large families.	The provision of affordable housing will be encouraged in any future negotiated development agreements.
	Continue to support County funding criteria to encourage the addition of large family units in new construction projects.	Large family units will continue to be accommodated as appropriate.
	Develop new financial and/or site standard incentives to encourage affordable housing developers to provide units for large families.	Orange County continues to work with developers to identify constraints to providing family units and how best to address them. The Orange County Housing Opportunities Overlay Zone provides incentives for the development of affordable housing on commercial sites in the unincorporated County by providing administrative approval of entitlements and by-right development.
	Solicit assistance from affordable housing developers and advocates in identifying potential constraints to the development of family units, including current standards for traffic maintenance, parking ratios or other potential development standards, and submit suggested actions to the DPRC for review.	Orange County continues to work with developers to identify constraints and discuss strategies to incorporate large family units.

## Appendix A – Evaluation of the 2013-2021 Housing Element

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Strategy	Action	Accomplishments
<b>2. Rehabilitation and Preservation of Existing Neighborhoods</b>		
<b>Strategy 2a.</b> Continue to support programs designed to rehabilitate deteriorated units and encourage the maintenance and minor repair of structurally sound housing units to prevent their deterioration.	Continue to use redevelopment agency housing set-aside funds, federal HOME funds, and other available funding to finance housing rehabilitation.	The County utilizes Federal Community Development Block Grant (CDBG) and State CalHome Funds to assist low income households with needed repairs to their homes. The County is continuing to work towards the development of a new single-family rehabilitation program for the unincorporated Orange County.
<b>Strategy 2b.</b> Preserve the affordability of federal, state and County-subsidized units threatened with conversion to market rates.	Continue to monitor projects with expiring affordability covenants and take appropriate action to preserve these affordable units whenever possible.	Orange County continues to work toward preserving the affordability of at-risk units on a project-by-project basis.
	Allocate and support potential sources of funds for mortgage refinancing, acquisition and rehabilitation including gap funding for nonprofit housing developers as intermediaries and for rental subsidy assistance for tenants of at-risk units.	
	Continue to assist owners or purchasers of existing Mortgage Revenue Bond (MRB) projects to refund their bonds in exchange for augmented and/or extended affordability controls. Annually contact owners of at-risk units to gauge interest, provide a list of resources available for refund and negotiate terms on a project-by-project basis.	
<b>Strategy 2c.</b> Enhance the quality of existing residential neighborhoods by maintaining public facilities and requiring residents and landlords to maintain their properties in good condition.	Continue the County's code enforcement and graffiti removal programs.	Orange County continues to enforce zoning code and property maintenance requirements throughout the unincorporated area.
	Continue to provide ongoing infrastructure maintenance in existing residential neighborhoods through the capital improvement program (CIP).	Orange County continues to provide infrastructure maintenance and improvements in the unincorporated area.
	Continue to participate in the CDBG program.	Orange County continues to participate in the CDBG program.
	Identify existing apartment complexes in need of repair and provide financial assistance or other incentives to encourage the owner to make a substantial investment in rehabilitation and ongoing maintenance and guarantee long-term affordability.	Orange County continues to research various forms of financial assistance for the repair and rehabilitation of existing housing stock.
	Review unincorporated islands and identify three priority areas with the highest potential for affordable housing development.	Orange County has identified potential sites for the development of affordable housing projects.



## Appendix A – Evaluation of the 2013-2021 Housing Element

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Strategy	Action	Accomplishments
<b>Strategy 2d.</b> Ensure that the conversion of rental units or mobile home parks to ownership or other uses occurs in a responsible manner to protect the rights of both owners and tenants.	Continue to enforce the provisions of the County's condominium and mobile home park conversion ordinance (Orange County Code Sec. 7-9-147).	Orange County continues to enforce the provisions of the County's condominium and mobile home conversion ordinance (Orange County Zoning Code Section 7-9-39)
<b>3. Equal Housing Opportunity</b>		
<b>Strategy 3a.</b> Continue to support enforcement of fair housing laws and organizations that provide fair housing information and intervention.	Provide financial assistance from CDBG funds or other sources to fair housing organizations.	Orange County continues to provide financial assistance from CDBG funds, or other sources, to fair housing organizations.
<b>Strategy 3b.</b> Facilitate the education of residents about their fair housing rights and of the process to make appropriate referrals for fair housing complaints.	Provide federal/state/local information regarding discrimination to residents at family briefing sessions, including applicable Fair Housing Information and Discrimination Complaint Forms. Also maintain bilingual staff to assist non-English speaking families and handicap accessible offices.	Orange County continues to provide information regarding housing discrimination to residents. The Orange County Board of Supervisors approved the County's 2020-2025 Analysis of Impediments to Fair Housing Choice and Fair Housing Action Plan.
	Continue to work with the Orange County Fair Housing Council to provide information and regarding housing discrimination and intervention to resolve complaints. Literature is made available at County and FHC offices, as well as public libraries.	Orange County continues to work with the Fair Housing Council to provide information to residents and regarding housing discrimination and intervention to resolve complaints.
<b>Strategy 3c.</b> Encourage the removal of architectural barriers in existing residential units, and ensure that new units comply with accessibility standards.	Continue to enforce building code provisions requiring accessible design.	Orange County continues to enforce building code provisions requiring accessible design. A reasonable accommodation ordinance was adopted in 2013.
<b>4. Assistance to Persons in Need</b>		
<b>Strategy 4a.</b> Encourage affordable housing opportunities for households with incomes less than 30% of area median income (AMI).	Continue to support the County Housing Authority and its participation in the Section 8 Rental Assistance Program and pursue additional Section 8 rental assistance vouchers when available.	The Orange County Housing Authority (OCHA) continues to participate in the Section 8 Housing Choice Voucher Program. OCHA also administers the Veterans Affairs Supportive Housing Program (VASH), the Non-Elderly Disabled (NED), the Mainstream Program, the Family Unification Program (FUP) and the Shelter Plus Care/Continuum of Care (CoC) Program. More than 12,000 households (over 25,000 people) receive housing assistance each month through OCHA's rental assistance programs.
	Continue the goal of producing units affordable at or below 30% AMI in the County's Rental Housing NOFA.	Orange County's NOFA continues to include the goal of producing affordable units to extremely-low income persons and households.
	Encourage developers seeking development agreements to include housing units affordable to households with incomes of less than 30% AMI.	The provision of affordable housing will be encouraged in any future negotiated development agreements.

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Strategy	Action	Accomplishments
<b>Strategy 4b.</b> Provide information and financial assistance to help low- and moderate-income households in obtaining affordable housing.	Continue the Tax -Exempt Single-Family Mortgage Revenue Bond Program for first-time homebuyers.	Orange County continues to provide the Tax-Exempt Single-Family Mortgage Revenue Bond Program for first-time homebuyers.
	Continue to publish the Housing Referral Directory	Orange County continues to publish the Affordable Rental Housing List.
<b>Strategy 4c.</b> Ensure that all affordable housing assisted with public funds remains affordable for the required time period, and recapture public funds when directly subsidized units are prematurely sold or otherwise withdrawn from the subsidizing program.	Monitor all bond-financed and other subsidized projects annually to verify compliance with affordability covenants.	Affordable housing projects are monitored on a regular basis to verify continued required affordability.
<b>Strategy 4d.</b> Continue to support the existing programs that address the needs of those in need of temporary and transitional housing.	Continue to provide assistance as described in the County's Continuum of Care program.	In June 2018, the Board approved the Housing Finance Strategy for the development of 2,700 supportive housing units. The strategy calls for the development of these units over the next seven years using existing County resources, as well as through leveraging a range of other housing development funding sources. The Board also approved the MHSA Permanent Supportive Housing Spending Plan for the use of \$70.5 million in MHSA funds in the development of supportive housing for the seriously mentally ill. Since the adoption of the Housing Funding Strategy in 2018, to date, in the county there are a total of 495 supportive and affordable housing units completed or built, 620 units under construction or closing their construction loan, and 1,118 units in progress of funding which contributes to the overall accomplishment of supporting and tracking the development of over 2,200 supportive and affordable housing units throughout the county.
	Identify additional sites that are now available or easily made available for transitional shelters for homeless persons and families.	Orange County will continue to provide information regarding the location of sites eligible under its Housing Opportunities Overlay Zone.
<b>5. Energy Conservation</b>		
Strategy 5a. Encourage the use of energy conservation features in residential construction, remodeling and existing homes.	Continue to require new construction and remodeling projects to meet energy conservation requirements.	Orange County continues to require new construction and remodeling projects to meet energy conservation requirements.
	Provide information regarding energy efficiency measures in the Orange County Housing Opportunities Manual.	Information regarding energy efficiency measures continues to be included in the Housing Opportunities Overlay Manual. Sustainable best practices are incorporated in the Comprehensive Update to the Zoning Code, and include various measures, such as the option to use pervious materials in driveways and allowing carport roof solar panels with no additional permit requirements. Additional language is proposed relating to electric vehicle charging stations, "hedges" are added as a type of wall or fence, alternative parking calculations are permitted along with new parking lot landscaping requirements.

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Strategy	Action	Accomplishments
	Provide clients with information regarding “CalGreen” – California’s Green Building Code.	Clients receive information regarding CALGreen (green building code) and energy conservation at County of Orange offices and on its websites.
<b>6. Child Care Facilities</b>		
Strategy 6. Amend existing regulations to remove regulatory obstacles for new child care facilities within affordable housing developments	Both the Zoning Code and Housing Opportunities Manual will be amended to allow the provision of child care in affordable housing developments utilizing the Housing Opportunities Overlay Zone program. The County’s Child Care Coordinator will be invited to assist in the development of the criteria and requirements for child care facilities and family day care homes. All conditions and requirements applied to this use will be delineated in the Affordable Housing Agreement entered into between the County and developer for each affordable housing development.	Orange County amended its Housing Opportunities Overlay Zone regulations in 2009 to provide incentives for the inclusion of child care facilities within affordable housing developments.

**Appendix A – Evaluation of the 2013-2021 Housing Element**  
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**Table A-2**  
**Residential Development Summary**  
**County of Orange**  
**2013-2021**

Location	Project*	Zoning	Income Level*				Total Project Units
			VL*	Low*	Mod	Upper	
Multifamily							
Anaheim	Cerritos	R1				60	60
Midway City	Potter's Lane 15352 Jackson	R1				16 37	16 37
Midway City		R3(1950)/35				17	17
Midway City		R3(1950)/35( H)				4	4
Stanton	Stonegate I Stonegate II	C1(H)				38 26	38 26
Rancho Mission Viejo		PC				637	637
Silverado-Modjeska		A1(SR)				2	2
Total Multifamily							837
Second Units							
Anaheim		R1				6	6
Anaheim		R2D				1	1
Costa Mesa		R1				1	1
Coto de Caza		S				1	1
Foothill Trabuco		S				1	1
Los Alamitos		R1/28 (C3849)				1	1
Midway City		R1				37	37
Midway City		R3(1950)/35 (H)				3	3
North Tustin		100-E4				3	3
North Tustin		125-E4- 20000				1	1
North Tustin		E4				1	1
North Tustin		E4-20000				1	1
North Tustin		NTSP				3	3
North Tustin		R1				4	4

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Location	Project*	Zoning	Income Level*				Total Project Units
			VL*	Low*	Mod	Upper	
Orange		70-R1				2	2
Orange		E4-1(E)				1	1
Orange		E4-1(SR)(E)				1	1
Orange		R4				1	1
Rancho Mission Viejo		PC				2	2
Santa Ana		100 - E4				2	2
Total Second Units							67
<b>Modular Units</b>							
Orange		R4				1	1
Total Modular							1
<b>Single Family Units</b>							
Anaheim		R1				28	28
Anaheim		R2D				1	1
Costa Mesa		R1				4	4
Costa Mesa		R4				5	5
Coto De Caza		S				14	14
Foothill-Trabuco		FTSP				7	7
Ladera Ranch		PC				477	477
Laguna Beach		R1(CD)(SR)				28	28
Los Alamitos		R1/28 (C3849)				38	38
Midway City		R1				35	35
Midway City		R3(1950)/35 (H)				8	8
North Tustin		100-E4				8	8
North Tustin		125-E4- 20000				8	8
North Tustin		E4				8	8
North Tustin		E4-20000				3	3
North Tustin		NTSP				5	5
North Tustin		R1				1	1
North Tustin		R1-18000				1	1
Orange		E4-1				2	2
Orange		E4-1(E)				3	3
Orange		E4-1(SR)(E)				2	2
Orange		R1				1	1

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Location	Project*	Zoning	Income Level*				Total Project Units
			VL*	Low*	Mod	Upper	
Orange		R1(SR)				4	4
Orange		R1-10000(SR)				1	1
Orange		R4				1	1
Rancho Mission Viejo		PC				2684	2684
Santa Ana		100 - E4				3	3
Santa Ana		E4-20000				1	1
Santa Ana		R1-10000(SR)				1	1
Silverado-Modjeska		A1				7	7
Total Single Family							3389

Lower-income apartments and second units are based on prevailing market rents  
Source: OC Development Services, 2021

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**Table A-3**  
**Affordable Housing Projects Completed 2013-2021**  
**Unincorporated Orange County**

Project	Status	Location	Zoning	Parcel Size (ac)	Density (du/ac)	Income Level				Total Units
						VL (EL*)	Low	Mod	Above Mod	
Sendero Bluffs	Completed and occupied	Rancho Mission Viejo	PC	2.78	38.4	32	74	0	1***	107
Esencia Norte	Completed and occupied	Rancho Mission Viejo	PC	4.0	28	34	77	0	1***	112
Potter's Lane	Completed and occupied	Midway City	C2	0.41	39	15	0	0	1***	16
Casa Paloma	Completed and occupied	Midway City	C2	1.12	63.4	48	19	0	2***	71
TOTALS (deed-restricted affordable units only)						129	170	0	5	306
Avg. Density of All Projects					42.2					
Avg. Density of Projects in Housing Opportunities Overlay Zone					51.2					

\* Extremely-low-income (30% AMI)

\*\* 60% AMI

\*\*\* Manager's unit (not deed-restricted)

Source: OC Development Services, 2021

**Appendix A – Evaluation of the 2013-2021 Housing Element**  
**CHAPTER X – HOUSING ELEMENT**

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**Table A-4**  
**Progress Towards Meeting New Housing Need**  
**Orange County Unincorporated Area**  
**2013-2021**

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	Very-Low*	Low*	Moderate*	Above-Moderate	Total
Total RHNA 2013-2021	0	879	979	2,174	5,272
Quantified Objective	1,240	879	979	2,174	5,272
Units Built 2013-2021	27	193	1	4,157	4,378
Total Units Built	27	193	1	4,157	TBD

Note: Includes production from January 1, 2013 through December 31, 2020 per the 5<sup>th</sup> Cycle RHNA.

\* Includes only affordable units with covenants

Source: SCAG RHNA and the County of Orange/OC Planning, 2021



**Rehabilitation  
Performance Evaluation vs. Quantified Objectives  
2013 – 2021**

The County’s rehabilitation program was inactive in 2013-2021. OC Community Resources is continuing to work towards the development of a new single-family rehabilitation program for unincorporated Orange County scheduled to begin in 2022.

**Table A-5  
Preservation and Assistance  
Performance Evaluation vs. Quantified Objectives  
2013 – 2021**

Program	Extremely Low	Very Low	Low	Moderate	Above Moderate	TOTAL
Continuum of Care (CoC) (previously referred to as Shelter Plus Care)	444	54	19	83		600
% Breakdown	74%	9%	3%	14%		100%
Actual	408	50	17	76		
% Breakdown	74%	9%	3%	14%		100%
Housing Choice Voucher (HCV) (previously referred to as Section 8 Rental Assistance)	5,396	1,466	433	3,810		11,105
% Breakdown	49%	13%	4%	34%		100%
Actual	4,808	1,314	386	3,386		9,894
% Breakdown	49%	13%	4%	34%		100%

Source: OC Community Resources / Occupancy data on the actual point in time income levels of active CoC and HCV Program participants is derived from the Income Characteristics Report prepared via Housing Pro on June 2021.

## **Appendix B – Land Inventory**

The Housing Element is required to include an inventory of suitable sites for housing development compared to the jurisdiction’s assigned share of the region’s housing need. The assumptions and methodology for the residential land inventory are provided in this appendix. The sites identified within the Housing Element represent the County of Orange’s ability to plan for housing at the designated income levels within the 6th housing cycle planning period (2021-2029).

Table B-1 shows the County’s 2021-2029 RHNA need by income category as well as a summary of the sites identified to meet that need. The analysis within this appendix shows that the County of Orange has the capacity to meet their 2021-2029 RHNA allocation through a variety of methods, including:

- Identification of development capacity on sites which either currently permit development of residential uses at or above 30 dwelling units per acre
- Identification of County owned properties suitable for the development of housing
- Future development of accessory dwelling units (ADUs)

**Appendix B – Land Inventory**  
**CHAPTER X – HOUSING ELEMENT**

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**Table B-1**  
**Summary of RHNA Status and Sites Inventory**

	Very Low Income	Low Income	Moderate Income	Above Moderate Income	Total
RHNA (2021-2029)	3,139	1,866	2,040	3,361	10,406
Units Constructed in Projection Period (Begins June 31, 2021)	0	0	0	0	0
Casa Paloma (permits issued 2021)	48	21	0	2	71
Crossroads at Washington (SCAG approved RHNA transfer)	20	0	22	0	42
Placentia Village for Veterans (SCAG approved RHNA transfer)	12	0	12	0	24
Remaining Unmet RHNA	3,059	1,845	2,006	3,359	10,269
<b>Sites Inventory – Existing Zoning</b>					
Housing Opportunity Overlay (HOO)	3,544		178	0	3,721
Rancho Mission Viejo	165		800	3,200	4,165
Coyote Canyon	264		621	171	1,056
Santa Ana Country Club (Costa Mesa Island)	435		0	0	435
Brea Canyon Parcels	110		220	770	1,100
<b>Total Potential Capacity - Existing Sites</b>	<b>4,518</b>		<b>1,819</b>	<b>4,141</b>	<b>10,477</b>
<b>Projected ADU Construction</b>					
Projected ADU Construction	544		240	16	800
<b>Sites Inventory Total</b>					
Total Units towards RHNA	5,062		2,059	4,157	11,277
Total Capacity Over RHNA Categories	3%		3%	24%	10%
Suprlus/Shortfall	157		53	798	1,008

Figure B-1



Figure B-2



Figure B-3





Figure B-4



Figure B-5





Figure B-6



Figure B-7



Figure B-8





Figure B-9



Figure B-10



Figure B-11





## Appendix B – Land Inventory

### CHAPTER X – HOUSING ELEMENT

Figure B-12

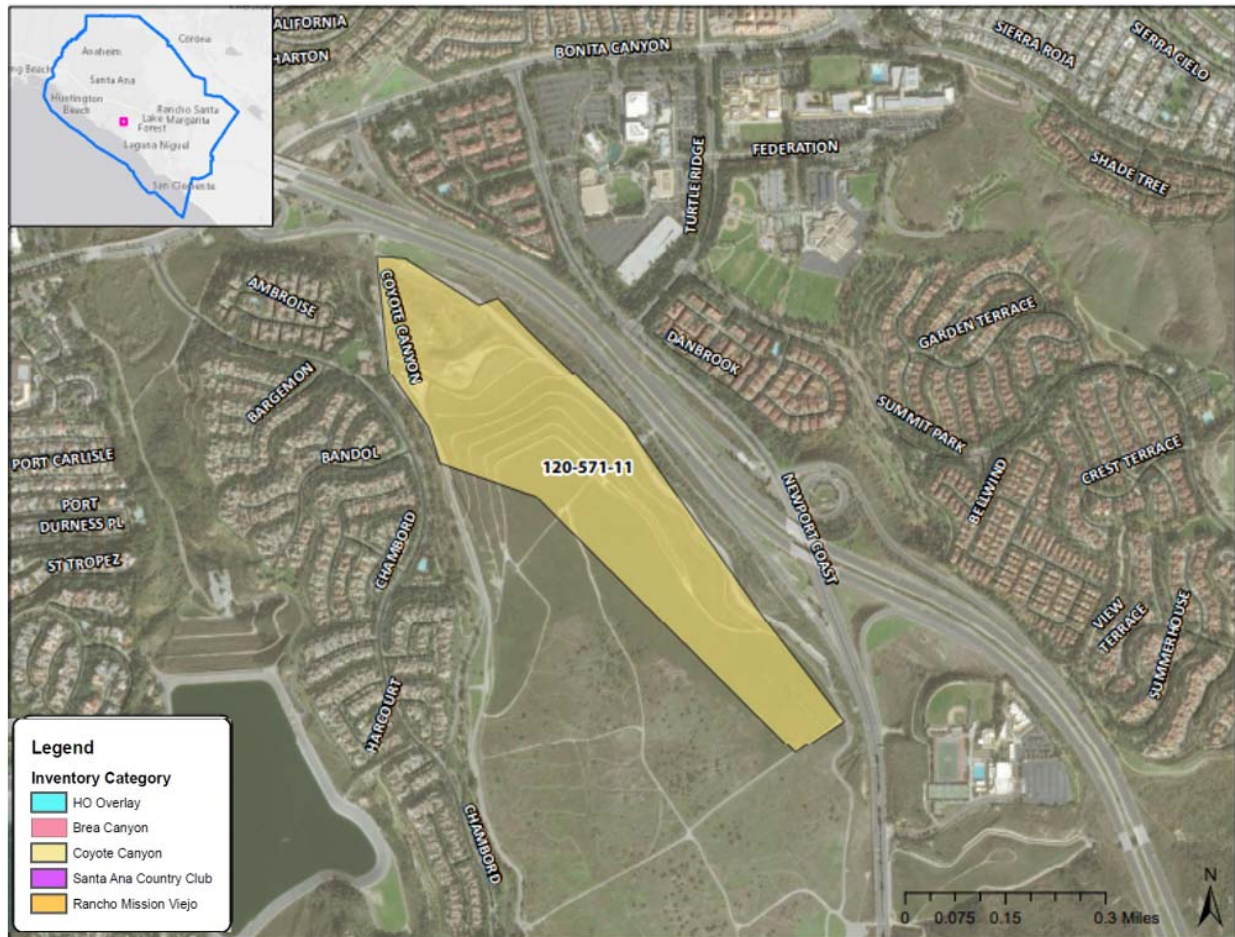
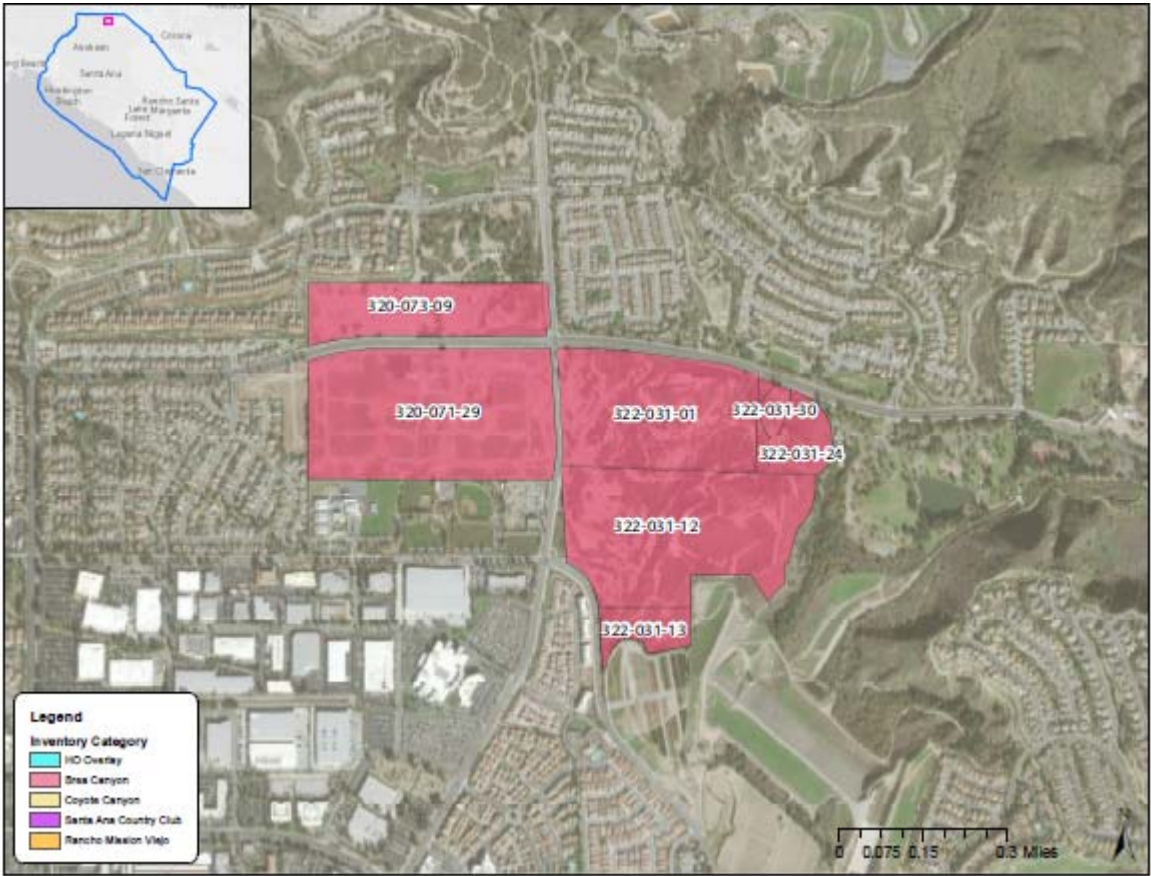


Figure B-13





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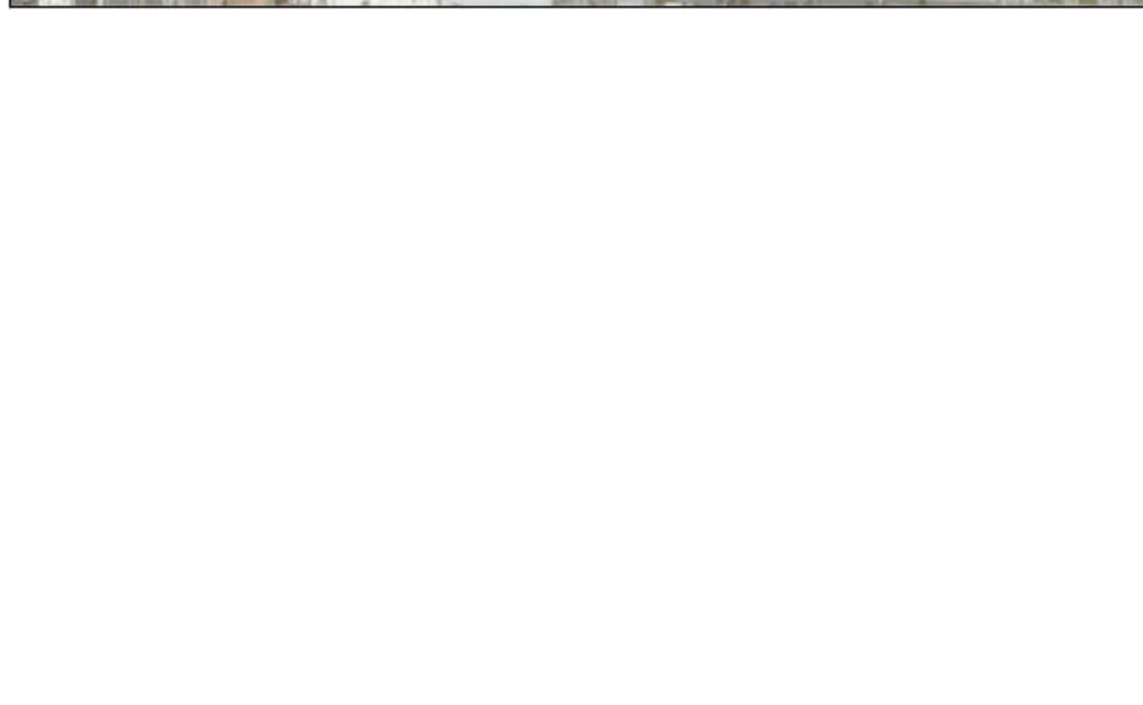


Figure B-15



Figure B-16



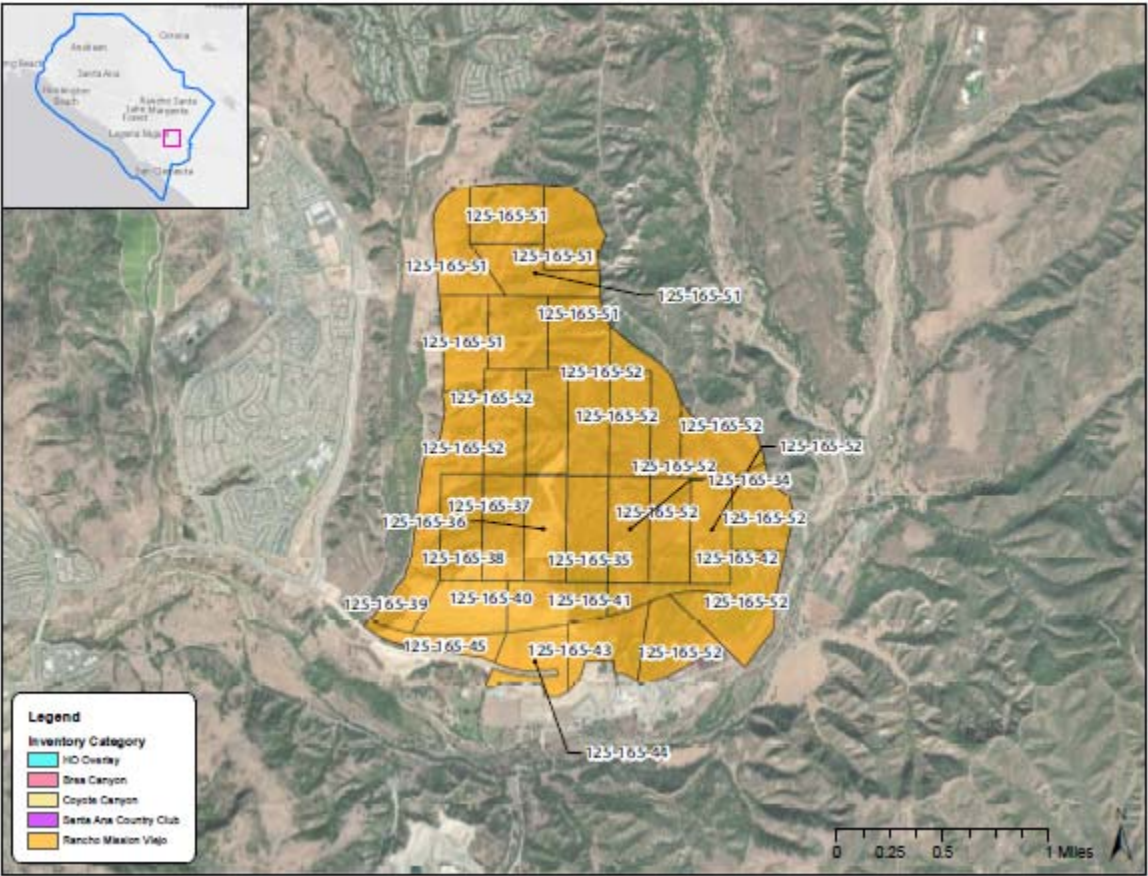




Figure B-18



Figure B-19



Units Approved

## Appendix B – Land Inventory

### CHAPTER X – HOUSING ELEMENT

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Table B-2 illustrates the affordable housing projects approved within unincorporated Orange County during 2006-2020. The following affordable housing projects were completed during this reporting period (2013-2021):

- **Esencia Norte** is located at the east side of Esencia Drive between Cow Camp Road and Andaza Street in the unincorporated community of Ranch Mission Viejo, includes a new construction development of 111 units serving large families with rents affordable to households earning 50-60% of area median income (AMI).
- **Sendero Bluffs** is located at northeast corner of Ortega Highway and Gateway Place in Rancho Mission Viejo, includes a new construction development of 106 units of housing serving seniors with rents affordable to households earning 50-60% of area median income (AMI).
- **Potter's Lane** is a 16-unit affordable housing apartment community per Housing Opportunities Overlay Zone Regulations. The project will be two stories, with 15 Studio units (480 sq. ft.), and one Manager's Unit (480 sq. ft.). The Project will be 100% affordable to low and very-low income households. Based upon its proposed affordability, the project is eligible for a 35% density bonus and three incentives.

The following project is the only affordable housing development currently underway:

- **Casa Paloma** is expected to be completed in June 2022. Casa Paloma is a 71-unit multi-family affordable housing apartment community in accordance with the Housing Opportunities Overlay Zone Regulations. Provisions within GC Section 65915 (AB 1763) allows for “unlimited” density for 100 percent affordable developments (within prescribed income categories) that are located within one-half mile of a major transit stop. The Casa Paloma project qualifies for the unlimited density bonus provision. The project’s proximity to a major transit stop also permits use of modified parking standards. Government Code Section 65915 states that parking is not required for the special needs housing and that the parking ratio shall not exceed 0.5 spaces per unit for the other affordable housing units. With these provisions, the project will require a total of 22 parking spaces, where a total of 28 parking spaces are provided.

**Appendix B – Land Inventory**  
**CHAPTER X – HOUSING ELEMENT**

**Table B-2**  
**Affordable Housing Projects Approved 2006- 2020**  
**Unincorporated Orange County**

Project	Status	Location	Zoning	Parcel Size (ac)	Density (du/ac)	Income Level				Total Units
						Very Low (Extremely Low*)	Low	Mod	Above Mod	
Avenida Villas	Completed and occupied	Anaheim area	R3	0.82	35.4	28			1***	28
Buena Vista	Completed and occupied	Orange-Olive	C2	0.5	34	14 (6)	3			17
Cornerstone (Summercrest)	Completed and occupied	Anaheim area	CN	1.45	33.8	34 (5)	14		1***	48
Tonner Hills/Jamboree Housing (Not in Housing Opportunities Overlay Zone)	Completed and occupied	Brea (recently annexed)	PC	4.5	21	65 (10)	28**		1***	93
Cerritos Family Apartments	Completed and occupied	Anaheim area	R2	2.047	29.3	19	41	0	1***	60
Stonegate I	Completed and occupied	Stanton area	C1	1.15	33	27	10	0	1***	38
Stonegate II	Completed and occupied	Stanton area	C1	0.76	34.2	19	6	0	1***	26
Sendero Bluffs	Completed and occupied	Rancho Mission Viejo	PC	2.781	38.48	32	74	0	1***	107
Esencia Norte	Completed and occupied	Rancho Mission Viejo	PC	4.0	28	34	77	0	1***	112
Potter's Lane	Completed and occupied	Midway City	C2	0.41	39	15	0	0	1***	16
Subtotal (Completed and Occupied)										359
Casa Paloma	Approved not completed	Midway City	C2	1.12	63.4	48	19	0	2***	71
Subtotal (Approved But Not Completed)										71
TOTALS (deed-restricted affordable units only)						TBD	TBD			430
Avg. density of all projects					37.91					
Avg. density of projects in Housing Opportunities Overlay Zone					39.78					

\* Extremely-low-income (30% AMI)

\*\* 60% AMI

\*\*\* Manager's Unit (not deed-restricted)

Source: OC Development Services, 2021



This appendix contains Table B-4, which identifies each candidate housing site within the County of Orange’s sites inventory. The sites are identified by assessor parcel number (APN) as well as a unique identifier used to track sites within the inventory. Additionally, the following information is provided for each parcel.

- Address
- Ownership
- Zoning (including Specific Plan areas, Urban Plans, and Overlays, if applicable)
- Size (Net developable acres removing known development constraints)
- Density
- Vacancy status
- Previous Housing Element identification
- Potential Development Capacity (Dwelling Units) by income category
- Description of existing use

### **Selection of Sites**

The County has identified parcels throughout the unincorporated areas within the County to meet their anticipated housing needs for the next eight years (2021-2029). The majority of these sites fall within the Housing Opportunity Overlay (HOO) which is described later in this appendix under the “Calculation of Unit Capacity” section. The identified sites have been evaluated to determine the extent to which on-site uses are likely to redevelop within the planning period. It was found that a number of the existing uses have the potential to redevelop based on redevelopment capacity, age of structures, or other existing characteristics. Many of the uses are in multi-tenant commercial centers with one ownership and most show little to no evidence of recent investment or redevelopment.

The County does not have access to most leasing information as these are generally private documents but has conducted an analysis to identify sites that show characteristics indicating they are likely to redevelop within the planning period.

### **Redevelopment of Non-Vacant Sites for Residential Uses**

The County of Orange does not have sufficient vacant land available to accommodate fifty percent of their low/very-low income RHNA. To accommodate the need at all income levels, the County has analyzed sites within non-residentially zoned areas that permit residential development through Specific Plans or through the Housing Opportunity Overlay (HOO) zone.

As part of the candidate housing sites analysis, the County has evaluated previous projects that have redeveloped within the HOO that included residential units. Those projects, including the zoning, use prior to redevelopment, and a project analysis of the approved development plan, are shown in **Table B-3**. The County’s analysis showed that prior uses on these redeveloped sites

## Appendix B – Land Inventory

### CHAPTER X – HOUSING ELEMENT

were similar in nature to the existing uses on sites identified within the sites inventory in **Table B-4**.

The County has also conducted a parcel specific analysis of existing uses for each of the identified sites. This analysis of existing uses, including indicators of a likelihood that the existing use will redevelop within the next eight years, are provided in Table B-4. This analysis is based on information readily available to the County or can be found through online research. The County does not always have access to private lease information but has included information that property owners have shared regarding individual sites.

The following residential development projects have been constructed on parcels within the HOO.

**Table B-3**  
**Affordable Housing Developments within the HOO**

	Project Address/ APN	Dwelling Units	Size	Zoning	Prior Use	Completed Project
1	9541-9581 W Ball Rd 127-284-01	49	1.45 acres	CN Commercial Neighborhood	Office/Retail Building	Cornerstone includes forty-eight (48) rental units and one (1) manager's unit. Rents fall between 30% and 60% AMI.
2	9602-9612 W Ball Rd 127-341-52	29	0.82 acre	R3 Apartment	Medical Office Building	Avenida Villas includes twenty-eight (28) rental units and one (1) manager's unit. Rents fall between 30% and 60% AMI.
3	16451 E Buena Vista St 360-383-02, 360- 383-03	17	0.51 acre	C2 General Business	Vacant	Buena Vista includes sixteen (16) rental units and one (1) manager's unit. Rents fall between 30% and 60% AMI.
4	9051 Katella 127-621-06, 127- 621-07	38	1.15 acre	C1 Local Business	Commercial/Car and RV storage	Stonegate I includes thirty-seven (37) rental units and one (1) manager's unit. Rents fall between 30% and 60% AMI.
5	8911 Katella 126-503-29	26	0.76 acre	C1 Local Business	Commercial/ RV rentals	Stonegate II includes twenty-five (25) rental units and one (1) manager's unit. Rents fall between 30% and 60% AMI.
6	9501 W Cerritos 127-401-39	60	2.047 acres	R2 Multifamily Dwellings	Church	Cerritos Family includes fifty-nine (59) rental units and one (1) manager's unit. Rents fall between 30% and 60% AMI.
7	15171 Jackson 107-151-16	16	0.41 acre	C2 General Business	Single-Family Residential Unit	Potter's Lane includes fifteen (15) rental units and one (1) manager's unit. Rents are at 30% AMI.

	Project Address/ APN	Dwelling Units	Size	Zoning	Prior Use	Completed Project
8	15162 Jackson, 15182 Jackson 107-180-11, 107- 180-23	71	1.12 acre	C2 General Business	Pottery Manufacturing Facility	Casa Paloma includes sixty-nine (69) rental units and one (1) manager's unit. Rents are at 30% and 50% AMI. Project is anticipated to be completed in June 2022.
Source: OC Development Services, 2021						

## Development of Large Site Parcels

The County of Orange is unique in its physical composition as it contains a number of large parcels and areas which are planned to be redeveloped as part of either existing specific plans or future master planned efforts.

The majority of the residential development in unincorporated Orange County that has occurred over the past 50 years has been in large-scale master planned communities. Unlike traditional zoning, Planned Community (PC) zoning provides certainty in the development process while allowing the property owner to maintain some degree of flexibility in the specific location of development. This type of zoning is more appropriate than traditional zoning because of the magnitude of the projects under a single ownership. Many planned communities in Orange County have encompassed thousands of acres developed over a period of several years. Previous examples of planned communities in unincorporated Orange County include Mission Viejo and Aliso Viejo, which later incorporated as cities, and Foothill Ranch and Talega, which were later annexed into the cities of Lake Forest and San Clemente, respectively.

The entitlement approval process for a planned community is similar to all other discretionary approvals. However, due to the complexity, size and long-term phasing of each project, the County will adopt several documents which together make up the “development plan” for the planned community. These documents include the Development Agreement, Planned Community Program Text, Statistical Table and Planned Community Development Map. These documents are adopted at the same time that the entitlements, which establishes the Planned Community (PC) zoning, are approved for the project:

- The Development Agreement sets forth the obligations of both the County and developer. It includes a description of the public benefits (e.g., affordable housing units) that will be provided by the developer and the timetable for their completion.
- The Planned Community Program Text describes the site development standards for each type of proposed residential and non-residential “zoning district” or land use, similar to the County’s Zoning Code district regulations.

- The Statistical Table controls the allowable number and type of housing units and the amount of non-residential development in each planning area of the project.
- The Planned Community Development Map depicts the various planning areas.

Planned Community zoning is more desirable than conventional zoning for large projects because it allows comprehensive, long-range planning for infrastructure while also providing the development certainty needed for property owners to obtain the financing needed to pay for development and public improvements. It also eliminates the need for frequent zone changes that would be necessary under conventional zoning to make adjustments due to market conditions or other circumstances. Instead of a zone change that would require public hearings at the Planning Commission and Board of Supervisors, adjustments to unit counts and locations are typically processed either ministerially by staff, or with only Planning Commission approval. This flexibility simplifies the development review process and reduces total development cost.

As previously demonstrated, the County of Orange’s land inventory is different from most jurisdictions as it is continually shrinking due to annexations from incorporated cities within the County. While this is a common practice, it serves to deplete the available land the County can identify within the Housing Element. Further justification of each of these potential sites is provided within this section.

### **Calculation of Unit Capacity – Affordability Assumptions**

This section describes the County of Orange’s methodology for calculating potential future yield on the identified candidate housing sites. For the following sites, the potential yield and justification is described above:

- Rancho Mission Viejo
- Coyote Canyon
- Brea Canyon Parcels
- Santa Ana Golf Course (Costa Mesa Island)

#### **Rancho Mission Viejo**

##### **Planned Community Zoning**

In November 2004 the Board of Supervisors adopted a General Plan Amendment, Development Agreement, Rancho Mission Viejo Planned Community Program with associated Statistical Table and Planned Community Development Map, and a Zoning Ordinance with associated Statistical Summary and Zoning Map for Rancho Mission Viejo. This action approved entitlements for the project and established Planned Community zoning on the property allowing the developer to move ahead with the construction of dwelling units, commercial, recreational

and other non-residential uses. Since 2004, Rancho Mission Viejo has been working with the County to prepare detailed development and infrastructure plans.

When developing the 2021-2029 RHNA Allocation Plan, SCAG utilized Orange County Projections (OCP) 2018, a dataset developed by the Center for Demographic Research under contract to the Orange County Council of Governments (OCCOG). Each local jurisdiction, including the County, participated in the development of OCP 2018 and provided population, employment and housing growth data for the current planning period. The forecast data submitted by the County included information provided by Rancho Mission Viejo. Rancho Mission Viejo forecasted that they would construct 4,165 dwelling units by the end of the 2021-2019 Housing Element planning period. These dwelling units were included in the County's forecast of new construction and are reflected in OCP 2018, the dataset used by SCAG to determine the County's RHNA allocation.

The development timetable for Rancho Mission Viejo will be determined by the property owner based on financial and market conditions. Although the recent recession has significantly affected the development schedule, the developer retains the entitlements and zoning necessary to move forward. The County is committed to the following specific actions to facilitate its development.

- The County has designated the Manager, Land Development as the primary point of contact for the developer to expedite applications and resolve issues that may arise;
- The Director, OC Community Resources/Housing is the primary designated contact for facilitating development of the sites to be dedicated for affordable housing;
- Affordable housing projects shall be approved administratively;
- The County will report annually to State HCD and the Board of Supervisors regarding progress toward the development of Rancho Mission Viejo and its affordable housing sites through a required Annual Monitoring Report.

### **Development Anticipated During the 2021-2029 Planning Period**

Plans for Rancho Mission Viejo Planning Area 3 is expected to be submitted for approval and is anticipated to accommodate approximately 4,165 units within the 2021-2029 6th Cycle Housing Element Period, 165 of which will be available at the very low and low income levels.

### **Coyote Canyon**

Coyote Canyon is a 375 acre former landfill property that is owned by the County of Orange. The site is located at 20661 Newport Coast Drive, between Bonita Canyon and San Joaquin Hills

Roads, in the City of Newport Beach and within the County of Orange Sphere of Influence. The County anticipates negotiation of a transfer agreement with the City for any future development that occurs on this site. A portion of the property is not subject to restrictions put in place regarding the former landfill use. This is the portion of the property identified within the County's Housing Element. The assumed buildout is projected at 1,056 units, 264 of which are projected to develop to be available to residents in the low and very-low income category.

### **Brea Canyon Parcels**

The Brea Canyon Parcels are located along the northern border towards the center of the City of Brea, near the cross streets of Lambert Road and Valencia Avenue. There is a 2005 pre-annexation agreement between the County of Orange, Brea, and Aera that anticipated a future master-planned community (labeled Brea 265) on the site. This property was not annexed as the project did not move forward as proposed.

The Brea 265 Specific Plan was developed in close consideration of community-driven growth strategies, including Brea Envisions and the City's the General Plan. The conceptual Brea 265 Specific Plan looked to uphold Brea's small-town feel, while providing a diverse range of housing to meet local needs. While this collection of parcels remains in the County of Orange, the City of Brea has long planned for housing to be developed on the site. The City's planning framework with the current General Plan calls for residential uses on the site. The parcels identified have also been pre-zoned as Hillside Residential by the City of Brea.

While some potential environmental constraints associated with the previous oil drilling use exist on the site, the Brea 265 Specific Plan demonstrated that the development of 1,100 residential units was feasible across the 265 acres of land, much of which was to remain natural open space. The plan envisioned a mixture of low-, medium- and high-density residential neighborhoods, parks, recreational amenities and open space, linked together by an extensive trail network with connections to the Tracks at Brea and other regional systems. At buildout, the proposed project would have provided 301 low density units, 273 medium-density units, and 526 high-density units, totaling 1,100 units with an overall average density of approximately 4 dwelling units per acre, provide 18.1 acres of parks/recreations uses and 55.7 acres of open space. Per the City of Brea's current inclusionary housing ordinance, at least 10% of the total units would be required to be provided at affordable below-market prices. It is anticipated that approximately 20% of the total units (largely those in the high-density category) will be affordable at the moderate income level, with the remaining 770 units available at the above moderate income level.

### **Santa Ana Golf Course (Costa Mesa Island)**

The Costa Mesa island includes one high-potential site of approximately 14.5 acres within the C2 zone. The property is currently used as a parking lot for the Santa Ana Country Club and represents a redevelopment opportunity. The site is level and excellent access is available from

Newport Blvd. The Santa Ana Golf Course parcel was identified in the County's 5th Cycle. Development potential for this site was identified as 362 potential units based on a density of 25 dwelling units per acre. These units were anticipated to all be developed at the low-income affordability level.

Development potential for the Santa Ana Golf Course in the 6th Cycle Housing Element anticipates an increase in previous assumptions regarding development on the site based on development at a density of 30 dwelling units per acre. Consistent with the assumptions for sites within the Housing Opportunity Overlay (which would include the Santa Ana golf Course currently zoned C2), all 435 units are anticipated to develop at the very low and low income categories.

### **Accessory Dwelling Units**

Accessory dwelling units, or ADUs, are housing units which may be developed in addition to an existing single- or multi-family residential use. These housing units can be free-standing or attached to a primary structure and are intended to provide additional housing on an existing residential lot. Often ADUs provide housing for family members or are rented to members of the community.

In accordance with the 2019 passage of AB 68, AB 881, AB 587, AB 671 and SB 13, the Comprehensive Zoning Code Update address changes to facilitate the development ADUs and JADUs. In 2018, the County issued permits for 19 ADUs, followed by 19 ADUs in 2019 and 50 ADUs in 2020, which is a 263% increase. For calendar year 2021 to early September, the County issued permits for 43 ADUs for development, and 38 are currently in review. This trend indicates a continued increase in ADU activity.

Based on past performance and the SCAG/HCD approved methodology, the County of Orange has determined that it is appropriate to anticipate the development of 800 accessory dwelling units during the 2021 to 2029 planning period. Approximately 544 of these units are anticipated to be affordable at the low and very-low income categories. 240 ADUs are anticipated to be affordable at the moderate income level and 16 ADUs are anticipated at the above moderate income level. This estimation is based on guidance from SCAG and HCD, along with surveys of existing ADUs in the SCAG region between April and June 2020.

As of September 2021, OC Development Services is preparing pre-approved ADU plans to streamline and facilitate the ADU permitting process, and will continue to track ADU development by affordability level and report on annual APRs.

### **Underutilized Infill Parcels**

Housing Opportunities Overlay Zone. The remaining sites identified to meet the County RHNA need are located within the County’s Housing Opportunity Overlay (HOO). The HOO is described in further detail in the following section. Each site has been evaluated to ensure there is adequate access to water and sewer connections as well as dry utilities. Each site is situated with a direct connection to a public street that has the appropriate water and sewer mains and other infrastructure to service the candidate site.

The Housing Opportunities Overlay Zone (Section 7-9-148.6 of the Zoning Code) creates the option of affordable housing development on conventionally-zoned commercial and industrial sites located primarily in unincorporated islands in the northern part of the county. The Housing Opportunities Overlay Zone regulations allow development of lower-income multi-family housing by-right on parcels within the following base zoning districts:

- C1 – Local Business
- C2 – General Business
- CH – Commercial Highway
- CN – Commercial Neighborhood
- PA – Professional and Administrative Office
- M1 – Light Industrial
- R2 – Residential, Single-Family (arterial highway frontage)
- R3 – Apartment (arterial highway frontage)
- R4 – Suburban Multifamily Residential (arterial highway frontage)
- RP – Residential-Professional (arterial highway frontage)

The Housing Opportunities Overlay Zone regulations require that 100% of the units be reserved for lower-income households, with at least 30% of units reserved for very-low-income households. Currently, the base density in all portions of the Housing Opportunities Overlay Zone except the R2 and R3 districts is 25 units/acre, and 43.5 units/acre in the R2 and R3 districts. The County’s 6<sup>th</sup> Cycle Housing Element includes Program 1q.1 which will amend the HOO to permit residential development at 65 dwelling units per acre for all zones where it is permitted. This density was determined based on discussions with the development community and others with local experience developing affordable housing within the County of Orange. This density allows increased flexibility in the type of development that may occur within these areas and presents additional opportunities for residential development. The County of Orange also commits through Program 1q.1 to amend the associated development standards within the HOO to reflect development at 65 dwelling units per acre. Due to the nature of the HOO as described in this section, all candidate housing sites within the HOO are assumed to develop as 100% affordable to lower-income households.



As reflected in Table B-3 above, the Housing Opportunities Overlay Zone has been very successful in stimulating affordable housing development, with 8 new residential projects approved since 2006.

Housing Opportunities Overlay Zone Site Inventory. A review of parcels within the Housing Opportunities Overlay Zone was conducted to assess the realistic development potential for housing development. Only those “high potential” sites meeting the following criteria were included in the site inventory:

- Parcel size: one-half acre minimum (smaller sites are included only if adjacent parcels can be consolidated)
- Parcel dimensions: width and depth will accommodate multi-family development (typically minimum 50 feet wide and 100 feet deep at any location on lot)
- For developed residential parcels: current density is less than one-half the allowable density
- For developed commercial parcels: high potential for conversion to residential or mixed-use based on existing site characteristics such as deteriorated or vacant structures, low building value compared to land value, or marginal economic uses (e.g., used car sales)
- No environmental constraints that would preclude development at a higher density (e.g., steep slopes >30%, or significant environmental hazards)
- No easements that would reduce development potential (e.g., roadway or major utility easements)

High potential underutilized sites are clustered in the areas described below. The land inventory tables show sites that often include multiple adjacent parcels with the potential for consolidation. The analysis includes the potential number of units that could be developed in each parcel using the base density of 25 units/acre or 43.5 units/acre in the R2 and R3 districts, which does not include density bonus. Actual development yield would usually be higher than this estimate because every project in the Housing Opportunities Overlay Zone will qualify for a density bonus. The analysis also includes the existing use, the size of existing structures, floor area ratio (FAR), the age of existing structure, and the ratio of the assessed value of improvements to total assessed value. Generally speaking, lower FAR, greater structure age and lower improvement ratio may affect the propensity for redevelopment to occur, although many other circumstances can also affect development decisions. It is important to recognize that this inventory of potential development sites is much smaller than the entire Housing Opportunities Overlay Zone because it only includes high potential sites based on the criteria listed above and in the following description of specific communities. Based on the allowable density of 25 units per acre (43.5 units per acre in the R2 and R3 zones), excluding any density bonus, the total capacity of the

Housing Opportunities Overlay Zone is more than 3,600 additional lower-income units. This is a conservative estimate since any residential project within the Housing Opportunities Overlay Zone will also qualify for a density bonus. The 3,654 potential units identified in the land inventory represent only about 29% of the total capacity -when density bonus is included.

### **Development of Small Site Parcels**

The County of Orange has identified several candidate housing sites that are smaller than half an acre in size. Assembly Bill 1397 identifies general size requirements for candidate housing sites of greater than half an acre and less than 10 acres in size. Many of the sites smaller than half an acre that have been identified the likelihood of redeveloping in conjunction with other parcels which collectively meet the half acre requirement. The likelihood of redevelopment was based primarily on common ownership amongst adjacent parcels which share a property line. In most instances, these parcels are currently developed as a single use and it is reasonable to anticipate that the collection of parcels will redevelop as one new development to maximize efficiency and design of the new use.

The County of Orange has previous recent experience developing affordable housing on sites smaller than half an acre. Potter's Lane, a 16-unit affordable housing development on a 0.41-acre site within the County's housing opportunities overlay, was completed in 2017. The development includes 15 units for homeless persons and 1 manager's unit.

### **Land Inventory Summary**

As discussed above, the land inventory analysis of underutilized sites considers the following factors, pursuant to *Government Code* §65583.2(a)(3) and §65583.2(g):

- A description of the existing use of each property;
- The extent to which existing uses may constitute an impediment to additional residential development;
- Recent development trends and market conditions; and
- The availability of regulatory or other incentives or standards to encourage additional residential development on these sites.

Based on the allowable base density of 25 units per acre (30 units per acre for parcels of one acre or more) and 43.5 units per acre in the R2 and R3 zones, excluding any density bonus, a total of 3,825 new lower-income units could be developed on the "high potential" sites identified in the Housing Opportunities Overlay Zone (Table B-4). This is a conservative estimate since any residential project within the Housing Opportunities Overlay Zone will also qualify for a density bonus. As noted in Table B-2, the average density for projects completed in the Housing Opportunities Overlay Zone is nearly 37 units per acre. In addition, the legal obligation

contained in the Rancho Mission Viejo Planned Community for dedication of an aggregate of 60 gross acres of land to the County for affordable housing creates the potential for up to approximately 1,800 additional lower-income units (up to 360 units may be developed during this planning period). Together, these vacant and underutilized sites can accommodate nearly 2,700 new lower-income units in the planning period. While the recent downturn in the real estate market has severely curtailed development activity, development activity is now increasing and the County’s successful track record of facilitating the development of affordable projects since the adoption of the Housing Opportunities Overlay Zone in 2006, combined with the ongoing efforts of Planning and Housing staff, will create the regulatory framework to encourage housing development to the extent as economic conditions improve allow.

**Table B-4** summarizes the unincorporated area land inventory compared to the County’s RHNA for the 2021-2029 planning period. This table shows that there is adequate capacity in all income categories to accommodate the unincorporated area’s RHNA.

**Table B-4**  
**Potential Sites to Accommodate County of Orange 2021-2029 RHNA**  
**Unincorporated Orange County (Land Use Capacity)**

APN	Unique ID	Consolidation Group	Zoning	General Plan Land Use	SITE ADDRESS	Existing Use	5th Cycle Site	Existing Units	Density	HO Overlay Density	Area (Acres)	Vacant	Low and Very Low Income	Mod	Above
Figure B-1															
086-521-47	12	N/A	C2(H)	Residential 1b	11061 LOS ALAMITOS BLVD LOS ALAMITOS 90720	Commercial	No	0	25	65	4.47	No	290	0	0
086-521-46	38	N/A	C1(SS)(H)	Residential 1b	11031 LOS ALAMITOS BLVD LOS ALAMITOS 90720	Commercial (with Car Wash)	No	0	25	65	1.35	No	87	0	0
086-521-19	40	N/A	C2(H)	Residential 1b	3352 KATELLA AVE LOS ALAMITOS 90720	Church	No	0	25	65	1.17	No	75	0	0
086-521-23	43	N/A	C2(SS)(H)	Residential 1b	11131 LOS ALAMITOS BLVD LOS ALAMITOS 90720	Commercial	No	0	25	65	1.13	No	73	0	0
086-521-11	49	N/A	C2(SS)(H)	Residential 1b	11088 WALLINGSFORD RD LOS ALAMITOS 90720	Church	No	0	25	65	0.95	No	61	0	0
086-521-24	92	N/A	C2(SS)(H)	Residential 1b	11171 LOS ALAMITOS BLVD LOS ALAMITOS 90720	Commercial (Gas station)	No	0	25	65	0.52	No	33	0	0
Figure B-2															
126-503-27	701	N/A	C1 (H)	Residential 1b	8885 KATELLA AVE STANTON 92683	Commercial (Bar/Restaurant)	Yes	0	25	65	0.45	No	29	0	0
127-621-10	764	N/A	C1(H)	Residential 1b	9001 KATELLA AVE STANTON 92804	Commercial (Liquor Store)	Yes	0	25	65	0.34	No	22	0	0

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APN	Unique ID	Consolidation Group	Zoning	General Plan Land Use	SITE ADDRESS	Existing Use	5th Cycle Site	Existing Units	Density	HO Overlay Density	Area (Acres)	Vacant	Low and Very Low Income	Mod	Above
Figure B-3															
127-092-32	46	N/A	C1(H)	Residential 1b	305 S BROOKHURST ST ANAHEIM 92804	Commercial	Yes	0	25	65	1.06	No	68	0	0
127-092-24	80	N/A	C1(H)	Residential 1b	331 S BROOKHURST ST ANAHEIM 92804	Commercial	Yes	0	25	65	0.59	No	38	0	0
127-092-25	84	N/A	C1(H)	Residential 1b	9291 S BROOKHURST ST ANAHEIM 92804	Commercial	Yes	0	25	65	0.56	No	36	0	0
Figure B-4															
127-242-18	806	N/A	C1(H)	Residential 1b	801 S BROOKHURST ST ANAHEIM 92804	Medical Center / Urgent Care	No	0	25	65	0.26	No	17	0	0
127-241-35	807	N/A	C1(H)	Residential 1b	791 W STONYBROOK DR ANAHEIM 92804	Commercial	No	0	25	65	0.26	No	16	0	0
Figure B-5															
097-103-31	60	N/A	C2(H)	Residential 1c	14582 BEACH BLVD MIDWAY CITY 92655	Meeting Hall / American Legion	Yes	0	25	65	0.85	No	55	0	0
Figure B-6															
097-132-16	749	N/A	R3	Residential 1c	14941 JACKSON ST MIDWAY CITY 92655	Commercial (supplies)	No	0	34	65	0.37	No	24	0	0
107-180-25	77	N/A	C2(H)	Residential 1c	15062 JACKSON ST MIDWAY CITY 92655	Vacant Commercial	Yes	0	25	65	0.62	No	40	0	0
107-180-03	79	N/A	C2(H)	Residential 1c	15032 JACKSON ST MIDWAY CITY 92655	Commercial	No	0	25	65	0.59	No	38	0	0

**Appendix B – Land Inventory**  
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APN	Unique ID	Consolidation Group	Zoning	General Plan Land Use	SITE ADDRESS	Existing Use	5th Cycle Site	Existing Units	Density	HO Overlay Density	Area (Acres)	Vacant	Low and Very Low Income	Mod	Above
107-180-26	85	N/A	C2(H)	Residential 1c	15052 JACKSON ST MIDWAY CITY 92655	Commercial	No	0	25	65	0.56	No	36	0	0
097-133-21	720	N/A	C2(H)	Residential 1c	8121 BOLSA AVE MIDWAY CITY 92655	Commercial	Yes	0	25	65	0.41	No	26	0	0
107-151-60	726	N/A	C2(H)	Residential 1c	15072 ADAMS ST MIDWAY CITY 92655	Commercial (Parking lot)	No	0	25	65	0.4	No	26	0	0
107-180-24	756	N/A	C2(H)	Residential 1c	8122 BOLSA AVE MIDWAY CITY 92655	Commercial (Used Car Lot)	Yes	0	25	65	0.36	No	23	0	0
107-151-02	779	N/A	C2(H)	Commercial 2a	15021 JACKSON ST MIDWAY CITY 92655	Commercial (Used Car Lot)	Yes	0	25	65	0.31	No	20	0	0
107-151-54	783	N/A	C2(H)	Commercial 2a	15041 JACKSON ST MIDWAY CITY 92655	Commercial (US Post Office)	Yes	0	25	65	0.31	No	20	0	0
107-151-56	812	N/A	C2(H)	Residential 1c	15012 MIDWAY PL MIDWAY CITY 92655	Commercial (Auto Sales)	No	0	25	65	0.25	No	16	0	0
<b>Figure B-7</b>															
107-180-31	82	N/A	C2(H)	Residential 1c	15201 VAN BUREN ST MIDWAY CITY 92655	Commercial (Car wash/Parking Lot)	Yes	0	25	65	0.57	No	37	0	0
107-151-67	88	N/A	C2(H)	Residential 1c	15300 BEACH BLVD, MIDWAY CITY 92683	Commercial (Parking lot)	No	0	25	65	0.55	No	35	0	0
107-151-33	713	N/A	C2(H)	Commercial 2a	15132 BEACH BLVD MIDWAY CITY 92655	Commercial (Auto Dealership)	Yes	0	25	65	0.41	No	26	0	0

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APN	Unique ID	Consolidation Group	Zoning	General Plan Land Use	SITE ADDRESS	Existing Use	5th Cycle Site	Existing Units	Density	HO Overlay Density	Area (Acres)	Vacant	Low and Very Low Income	Mod	Above
107-151-30	714	N/A	C2(H)	Commercial 2a	15212 BEACH BLVD MIDWAY CITY 92655	Commercial (Truck Rental)	Yes	0	25	65	0.41	Yes	26	0	0
107-151-32	715	N/A	C2(H)	Commercial 2a	15142 BEACH BLVD MIDWAY CITY 92655	Commercial (Auto Repair)	Yes	0	25	65	0.41	No	26	0	0
107-151-20	717	N/A	C2(H)	Commercial 2a	15201 JACKSON ST MIDWAY CITY 92655	Commercial (Parking Lot)	Yes	0	25	65	0.41	Yes	26	0	0
107-151-19	718	N/A	C2(H)	Commercial 2a	15191 JACKSON ST MIDWAY CITY 92655	Older non-conforming SFR	Yes	2	25	65	0.41	No	24	0	0
107-151-15	719	N/A	C2(H)	Commercial 2a	15161 JACKSON ST MIDWAY CITY 92655	Commercial	Yes	0	25	65	0.41	No	26	0	0
107-151-21	723	N/A	C2(H)	Commercial 2a	15211 JACKSON ST MIDWAY CITY 92655	Commercial (Parking Lot)	Yes	0	25	65	0.41	Yes	26	0	0
107-151-31	725	N/A	C2(H)	Commercial 2a	15122 BEACH BLVD MIDWAY CITY 92655	Commercial (Car Rental)	Yes	0	25	65	0.41	No	26	0	0
107-151-45	731	N/A	C2(H)	Commercial 2a	15135 JACKSON ST MIDWAY CITY 92655	Commercial (Auto Repair)	Yes	0	25	65	0.4	No	25	0	0
107-180-23	740	N/A	C2(H)	Residential 1c	15182 JACKSON ST MIDWAY CITY 92655	Commercial	Yes	0	25	65	0.37	No	24	0	0
107-180-10	741	N/A	C2(H)	Commercial 2a	15142 JACKSON ST MIDWAY CITY 92655	Commercial	Yes	0	25	65	0.37	No	24	0	0
107-180-09	742	N/A	C2(H)	Residential 1c	15132 JACKSON ST MIDWAY CITY 92655	Commercial (Building Supplies)	Yes	0	25	65	0.37	No	24	0	0

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APN	Unique ID	Consolidation Group	Zoning	General Plan Land Use	SITE ADDRESS	Existing Use	5th Cycle Site	Existing Units	Density	HO Overlay Density	Area (Acres)	Vacant	Low and Very Low Income	Mod	Above
107-151-47	769	N/A	C2(H)	Commercial 2a	15132 ADAMS ST MIDWAY CITY 92655	Commercial (Used Auto Dealer)	Yes	0	25	65	0.34	No	21	0	0
107-151-51	778	N/A	C2(H)	Commercial 2a	15114 ADAMS ST MIDWAY CITY 92655	Commercial Center	Yes	0	25	65	0.32	No	20	0	0
107-151-48	792	N/A	C2(H)	Commercial 2a	15131 JACKSON ST MIDWAY CITY 92655	Commercial	Yes	0	25	65	0.28	No	18	0	0
107-151-38	793	N/A	C2(H)	Commercial 2a	15111 JACKSON ST MIDWAY CITY 92655	Commercial (Building Supplies)	Yes	0	25	65	0.28	No	18	0	0
107-151-59	796	N/A	C2(H)	Commercial 2a	15232 BEACH BLVD MIDWAY CITY 92655	Commercial (Fast-food restaurant)	No	0	25	65	0.28	No	17	0	0
107-151-67	839	2	C2(H)	Residential 1c	ADDRESS NOT AVAILABLE 92683	Commercial (Parking Lot)	No	0	25	65	0.14	No	8	0	0
107-151-67	840	2	C2(H)	Residential 1c	ADDRESS NOT AVAILABLE 92683	Commercial (Parking Lot)	No	0	25	65	0.14	No	9	0	0
107-151-67	841	2	C2(H)	Residential 1c	ADDRESS NOT AVAILABLE 92683	Commercial (Parking Lot)	No	0	25	65	0.55	No	35	0	0
Figure B-8															
097-142-23	702	N/A	C2(H)	Residential 1c	8331 BOLSA AVE MIDWAY CITY 92782	Commercial (Auto Repair)	Yes	0	25	65	0.45	No	29	0	0
097-142-22	787	N/A	C2(H)	Residential 1c	8301 BOLSA AVE MIDWAY CITY 92655	Commercial (Smog check station)	Yes	0	25	65	0.3	No	19	0	0
097-144-19	801	N/A	C2(H)	Residential 1c	8451 BOLSA AVE MIDWAY CITY 92655	Commercial (Auto repair/Used car dealer)	Yes	0	25	65	0.27	No	17	0	0



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APN	Unique ID	Consolidation Group	Zoning	General Plan Land Use	SITE ADDRESS	Existing Use	5th Cycle Site	Existing Units	Density	HO Overlay Density	Area (Acres)	Vacant	Low and Very Low Income	Mod	Above
Figure B-9															
142-062-18	87	N/A	C1(H)	Residential 1b	15441 BEACH BLVD WESTMINSTER 92655	Commercial	No	0	25	65	0.55	No	35	0	0
142-062-15	759	N/A	C1(H)	Residential 1b	15451 BEACH BLVD MIDWAY CITY 92655	Commercial	Yes	0	25	65	0.35	No	23	0	0
142-062-17	842	N/A	100-C1-1000(H)	Residential 1b	15401 BEACH BLVD WESTMINSTER 92683	Hotel	No	0	25	65	2.26	No	147	0	0
Figure B-10															
144-251-08	704	N/A	C1(FP-2)(H)	Residential 1c	16292 HARBOR BLVD SANTA ANA 92677	Commercial (Auto Sales)	Yes	0	25	65	0.44	No	28	0	0
Figure B-11															
119-200-11	567	N/A	C2(H)	Open Space 5	20382 NEWPORT BLVD SANTA ANA 92707	Commercial (Golf course)	No	0	25	65	10.15	No	37	0	0
119-201-21	568	N/A	A1(SR)	Open Space 5	20491 SANTA ANA AVE COSTA MESA 92627	Commercial (Golf course)	No	0	0.25	N/A	110.43	No	398	0	0
439-101-40	15	N/A	CN(H)	Commercial 2a	2651 IRVINE AVE COSTA MESA 92627	Commercial Center	No	0	25	65	3.78	No	245	0	0
Figure B-12															
120-571-11	577	N/A	N/A	N/A	ADDRESS NOT AVAILABLE 92657	City of Newport Beach Ownership: County of Orange	No	0	6.08 units per net acre	N/A	203	Yes	264	621	171

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APN	Unique ID	Consolidation Group	Zoning	General Plan Land Use	SITE ADDRESS	Existing Use	5th Cycle Site	Existing Units	Density	HO Overlay Density	Area (Acres)	Vacant	Low and Very Low Income	Mod	Above
Figure B-13															
320-073-09	556	N/A	A1(O)	Residential 1b	2601 VALENCIA AVE BREA 92823	Industrial (Oil fields)	No	0	0.25	N/A	26.65	Yes	14	27	95
320-071-29	557	N/A	A1(O)	Residential 1b	2603 VALENCIA BREA 92823	Industrial (Oil fields)	No	0	0.25	N/A	65.54	Yes	33	67	234
322-031-01	558	N/A	A1(O)	Residential 1b	ADDRESS NOT AVAILABLE 92821	Industrial (Oil fields)	No	0	0.25	N/A	45.69	Yes	23	46	162
322-031-12	559	N/A	A1(O)	Residential 1b	ADDRESS NOT AVAILABLE 92886	Industrial (Oil fields)	No	0	0.25	N/A	58.92	Yes	30	60	210
322-031-24	560	N/A	A1(O)	Public Facilities 4	ADDRESS NOT AVAILABLE 92886	Industrial (Oil fields)	No	0	0.25	N/A	9.83	Yes	5	10	35
322-031-30	561	N/A	A1(O)	Public Facilities 4	16802 CARBON CANYON RD BREA 92886	Industrial (Oil fields)	No	0	0.25	N/A	2.26	No	1	2	8
322-031-13	566	N/A	A1(O)	Residential 1b	ADDRESS NOT AVAILABLE 92886	Industrial (Oil fields)	No	0	0.25	N/A	7.62	Yes	4	8	27
Figure B-14															
349-071-17	22	N/A	C1(SR)(H)	Residential 1b	6821 FAIRLYNN BLVD YORBA LINDA 92886	Commercial Center	No	0	25	65	2.58	No	167	0	0
349-071-18	91	N/A	C1(SR)(H)	Residential 1b	19851 ESPERANZA RD YORBA LINDA 92886	Commercial (Gas station)	No	0	25	65	0.52	No	33	0	0
349-693-37	93	N/A	CH(SS)(H)	Residential 1b	ADDRESS NOT AVAILABLE 92886	Vacant lot Ownership: State of California	No	0	25	65	0.51	Yes	33	0	0
349-071-25	786	N/A	C1(SR)(H)	Residential 1b	19741 ESPERANZA RD YORBA LINDA	Older non-conforming SFR	No	1	25	65	0.3	No	18	0	0

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APN	Unique ID	Consolidation Group	Zoning	General Plan Land Use	SITE ADDRESS	Existing Use	5th Cycle Site	Existing Units	Density	HO Overlay Density	Area (Acres)	Vacant	Low and Very Low Income	Mod	Above
					92886										
Figure B-15															
360-031-23	11	N/A	C2(H)	Residential 1b	15777 W LINCOLN AVE ORANGE 92865	Commercial (Recycling Service)	Yes	0	25	65	5.12	No	332	0	0
360-011-11	23	N/A	CH(FP-2)(H)	Residential 1b	15635 W LINCOLN AVE ORANGE 92865	Commercial (with Car Wash/Storage)	Yes	0	25	65	2.31	Yes	149	0	0
Figure B-16															
360-382-02	34	N/A	M1(H)	Residential 1b	8636 OLIVE AVE ORANGE 92865	Industrial (Recycling yard)	No	0	25	65	1.61	No	104	0	0
360-384-05	62	N/A	M1(H)	Residential 1b	2911 ORANGE OLIVE RD ORANGE 92865	Industrial	Yes	0	25	65	0.84	No	54	0	0
360-384-04	72	N/A	M1(H)	Residential 1b	2875 ORANGE OLIVE RD ORANGE 92865	Commercial (Auto Sales/Industrial)	No	0	25	65	0.7	No	45	0	0
Figure B-17															
093-113-21	75	N/A	C2(SR)(H)	Residential 1b	18511 CHAPMAN AVE ORANGE 92869	Commercial	No	0	25	65	0.63	No	40	0	0
093-114-01	736	N/A	C1(SR)(H)	Residential 1b	11924 EARLHAM ST ORANGE 92869	Commercial	No	0	25	65	0.38	No	24	0	0
093-113-27	810	N/A	C2(SR)(H)	Residential 1b	18571 E CHAPMAN AVE ORANGE 92869	Commercial (Restaurant)	No	0	25	65	0.26	No	16	0	0

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APN	Unique ID	Consolidation Group	Zoning	General Plan Land Use	SITE ADDRESS	Existing Use	5th Cycle Site	Existing Units	Density	HO Overlay Density	Area (Acres)	Vacant	Low and Very Low Income	Mod	Above
Figure B-18															
393-390-12	7	N/A	CC (SR)(H)	Residential 1b	10000 CRAWFORD CANYON RD ORANGE 92705	Commercial (Restaurant)	No	0	25	65	7.82	No	508	0	0
Figure B-19															
125-165-34	590	PA3	PC	N/A	N/A	Vacant Lot	No	0	6.08 units per net acre	N/A	62.38	Yes	*	26	106
125-165-35	591	PA3	PC	N/A	N/A	Vacant Lot	No	0	6.08 units per net acre	N/A	63.67	Yes	*	27	108
125-165-36	603	PA3	PC	N/A	N/A	Vacant Lot	No	0	6.08 units per net acre	N/A	63.67	Yes	*	27	108
125-165-37	580	PA3	PC	N/A	N/A	Vacant Lot	No	0	6.08 units per net acre	N/A	63.67	Yes	*	27	108
125-165-38	581	PA3	PC	N/A	N/A	Vacant Lot	No	0	6.08 units per net acre	N/A	63.67	Yes	*	27	108
125-165-39	579	PA3	PC	N/A	30241 Ranch Canyon Rancho Mission Viejo 92694	Residential/Recreation Facility	No	0	6.08 units per net acre	N/A	62.4	Yes	*	26	106
125-165-40	578	PA3	PC	N/A	31326 Saddle Rancho Mission Viejo 92694	Residential	No	0	6.08 units per	N/A	62.98	Yes	*	27	107

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APN	Unique ID	Consolidation Group	Zoning	General Plan Land Use	SITE ADDRESS	Existing Use	5th Cycle Site	Existing Units	Density	HO Overlay Density	Area (Acres)	Vacant	Low and Very Low Income	Mod	Above
									net acre						
125-165-41	602	PA3	PC	N/A	N/A	Vacant Lot	No	0	6.08 units per net acre	N/A	62.11	Yes	*	26	105
125-165-42	588	PA3	PC	N/A	N/A	Vacant Lot	No	0	6.08 units per net acre	N/A	62.23	Yes	*	26	105
125-165-43	598	PA3	PC	N/A	N/A	Vacant Lot	No	0	6.08 units per net acre	N/A	120.45	Yes	*	51	204
125-165-44	606	PA3	PC	N/A	31101 ORTEGA HWY Rancho Mission Viejo 92675	Residential/Vacant Lot	No	0	6.08 units per net acre	N/A	55.66	Yes	*	24	94
125-165-45	607	PA3	PC	N/A	31103 Cow Camp Rancho Mission Viejo 92675	Residential	No	0	6.08 units per net acre	N/A	31.74	Yes	*	13	54
125-165-51	584	PA3	PC	N/A	N/A	Vacant Lot	No	0	6.08 units per net acre	N/A	436	Yes	*	184	738
125-165-52	582	PA3	PC	N/A	N/A	Vacant Lot	No	0	6.08 units per net acre	N/A	680.3	Yes	*	288	1,151
*Potential Affordable Housing Sites will total 165 units															

## Appendix C – Public Participation Summary

Public participation is an important component of the planning process. Section 65583 of the Government Code states that, "the local government shall make diligent effort to achieve public participation of all economic segments of the community in the development of the housing element, and the program shall describe this effort." Meaningful community participation is also required in connection with the Assessment of Fair Housing (AFH). As part of the 6th Cycle Housing Element Update process, the County of Orange has provided residents and other interested parties numerous opportunities for review and comment. These engagement efforts included community workshops, meetings with Housing Element Resource Team, online and digital outreach, and public hearings. This proactive outreach effort invited broad involvement throughout the analytical and policy development phases of the project.

The following is a list of meetings and hearings held during the Housing Element update process.

February 16, 2021	Community Workshop #1
February 17, 2021	Resource Team #1
September 27, 2021	Community Workshop #2
September 28, 2021	Resource Team #2
October 27, 2021	Planning Commission Study Session
<i>Anticipated</i> January XX, 2022	Planning Commission hearing
<i>Anticipated</i> February XX, 2022	Board of Supervisors hearing

Notices of all Housing Element public hearings were published in the local newspaper in advance of each meeting, as well as posting the notices on the County's website: <https://ocds.ocpublicworks.com/>. The draft Housing Element was made available for review at County offices and posted on the website.

For this upcoming 2021-2029 Housing Element Update, OC Development Services conducted the following:

- Sent invitations to all of the advisory and non-advisory committees within the County of Orange (North Tustin Planning Advisory Committee, Coto de Caza Planning Advisory

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Committee, Orange Park Acres, Foothill Trabuco Specific Plan Review Board, Rossmoor Homeowners Association, etc.) for the Community Workshops.

- Requested that Kennedy Commission, Abrazar and La Colonia Independencia community centers send an email notice about the Community Workshops to those on their mailing list.

A community survey was also circulated to various agencies and groups, and translated in Spanish and Vietnamese. Oral translation services were also available upon request. Links to the community survey were posted on the County’s social media outlets. The survey generated 249 responses, and the results were as follows:

- The community was able to select 3 areas where they envisioned growth. 74 responses went to Ladera Ranch, 69 responses went to Rancho Mission Viejo, 62 responses to Foothill/Trabuco, 61 responses to Midway City, 59 responses to Silverado-Modjeska, and 56 responses towards North Tustin.
- The community was then asked to select 3 areas for where they want to see more housing. 165 responses went to areas in older shopping centers, and 140 responses supported areas near transit.
- When asked what type of housing was most needed, 109 responses were for single-family detached homes, 98 for senior housing, and 81 for multifamily housing.
- The community was asked to select 3 housing-related concerns. 103 responses were related to low inventory of available housing, 95 responses were for lack of available sites, and 91 responses were for lack of affordable housing.
- There were 80 write-in comments, which included a need for more affordable housing, density (for and against), maintaining existing neighborhoods, opposing ADUs in single family neighborhoods, opposing development in high fire areas (i.e. canyons), higher density near transit, along with some concerns related to homelessness, and traffic.

Table C-1 provides a summary of public comments and how those comments have been addressed in this Housing Element.

Table C-2 lists the Housing Element Resource Team.

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**Table C-1**  
**Summary of Public Comments**

Comment	Response
What is the County doing to reach out to the community?	<p>County staff, in collaboration with the consultant, hosted community workshops to discuss the Housing Element Update in February and September 2021. In particular, invitations were circulated to advisory and non-advisory committees (North Tustin Planning Advisory Committee, Coto de Caza Planning Advisory Committee, Orange Park Acres, Foothill Trabuco Specific Plan Review Board, Rossmoor Homeowners Association, etc.); advocacy groups; community centers; and posted on the County's Social Media Outlets.</p> <p>The Housing Element Community Survey and Flyers were translated to Spanish and Vietnamese. Oral translation services were also available upon request.</p>
The County needs more affordable housing.	<p>The County recognizes the need for affordable housing, housing for homeless and special needs, and housing for all income levels. OC Public Works has been collaborating with our housing partners at OC Community Resources on various affordable housing developments within unincorporated Orange County. In particular, the County's Housing Opportunities Overlay has led to the development of eight (8) affordable housing projects since 2006.</p>
What sort of strategies are being incorporated into the County's Housing Element?	<p>To encourage and facilitate the development of Accessory Dwelling Units (ADUs), County staff posted an ADU Flyer on our website, and released a Request for Proposal (RFP) to select a consultant to prepare pre-approved ADU plans. In 2020, OC Development Services issued permits for approximately 50 ADUs. For calendar year 2021 to early September, OC Development Services issued permits for 43 ADUs for development, and 38 are currently in review. This trend reflects a continued increase in ADU activity.</p> <p>As for other innovative strategies, the County provided financing and entitlements for Potter's Lane, a 16-unit shipping container development in Midway City.</p> <p>In order to address the number of very-low and low-income RHNA units, County staff is anticipating on increasing density from 25 to 65 units per acre for sites located within the County's Housing Opportunities Overlay.</p>
How were the Housing Element sites selected?	<p>In general, the land inventory is a listing of potential sites for development. A developer would have to submit a proposed application for the site to make the development come to fruition, and market conditions would dictate the type of housing to be built and population to be served.</p> <p>Characteristics that have been taken into consideration when evaluating the appropriateness of sites include physical features (e.g. size and shape of the site) and location (e.g. proximity and access to infrastructure, transit, job centers, etc.). As an example, the potential sites within the Housing Opportunities Overlay are also near public transit and other</p>



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Comment	Response
	<p>amenities, particularly within unincorporated Anaheim, unincorporated Stanton and Midway City.</p> <p>In particular, since the County's Housing Opportunities Overlay successfully led to the development of multiple affordable housing developments, County staff is anticipating approximately 3,825 units within the Overlay for this upcoming 6<sup>th</sup> Cycle Housing Element.</p> <p>Also, Rancho Mission Viejo encompasses a large portion of unincorporated Orange County so the site inventory reflects 4,165 total units within Rancho Mission Viejo for this upcoming 6<sup>th</sup> Cycle Housing Element.</p> <p>The County's area is decreasing as a result of annexations, thus smaller sites that may be merged and consolidated have also been incorporated into the site inventory. As an example, Potter's Lane was located on a site less than 1 acre.</p>
Do short-term rentals have an impact on the County's Housing Element?	<p>The County adopted short-term regulations within the Comprehensive Zoning Code Update, which was adopted in July 2020, as a result of the proliferation of short-term rentals in unincorporated Orange County.</p> <p>Since its inception to October 15, 2021, 20 short-term rental permits have been approved, 17 are currently in review, and some unpermitted STRs may still be located in the community. However, based on the number of STRs that we are aware of, there would be a minimal impact in the housing inventory.</p>
Was consideration given to the walkability of jobs and services in the non-residential areas of Rossmoor from nearby residential areas? This is the only remaining commercial area surrounded by residential uses in Rossmoor.	<p>In general, the candidate sites are identified in the inventory as they have potential for residential development; however, the market conditions would dictate whether development comes to fruition. Developments within the County's Housing Opportunities Overlay could either be residential or commercial. The surrounding uses around the Rossmoor commercial center were considered, and the sites were selected due to factors such as lot size.</p> <p>Walkability was considered when selecting candidate sites, and the County has taken into consideration surrounding uses and their proximity to transit and amenities.</p>
The community requested that a Silverado-Modjeska site be removed due to potential concerns related to flood, fire, lack of access to amenities, septic regulations, etc.	<p>After careful consideration of the public comments, the potential Silverado site (Assessor Parcel Number 876-034-04) has been removed from the Draft Housing Element; however, based on upcoming feedback from State HCD, County staff may be required to reassess all sites, including those that have been removed.</p>
Potential sites located within the County's Draft Housing Element have also been identified in other jurisdiction's Draft Housing Elements.	<p>In general, jurisdictions usually identify sites that are within their jurisdictional boundaries; however, Housing Element Law does allow jurisdictions to identify sites within their sphere of influence.</p>
Some of the potential sites within the County's Draft Housing Element are located in close proximity to John Wayne Airport (JWA), thus within JWA Safety	<p>The Housing Element itself serves as a planning document, which provides potential sites that are appropriately zoned to meet the County's RHNA at all income levels.</p>

**Appendix C – Public Participation Summary**  
**CHAPTER X – HOUSING ELEMENT**

Comment	Response
Zones, Noise Contours and Part 77 Obstruction Surface Areas, and Notification Areas.	<p>Environmental concerns, such as safety are addressed in the Draft Housing Element. Potential sites within the JWA planning areas will require discussions with the Airport Land Use Commission.</p> <p>If/when a developer proposes an application on one of the potential sites, additional environmental analysis for noise and safety would be conducted at that time.</p>
Banning Ranch, a vacant site located on the north side of Pacific Coast Highway, was identified in the County's 5th Cycle Housing Element as a site to accommodate future housing needs and identified in the Housing Element Update. There have been comments supporting the inclusion of Banning Ranch in the County's Land Inventory and comments requesting its exclusion. Banning Ranch offers the potential for 1,475 units towards meeting the RHNA.	<p>After careful consideration of the following: (1) recent efforts to conserve Banning Ranch as open space, including a private grant of \$50 million, the California Department of Fish and Wildlife's announcement of a \$8 million grant, and the United States Fish and Wildlife Service's announcement of a \$11 million grant all to support the purchase of Banning Ranch by the Trust for Public Land, which recently entered into an exclusive agreement with the property owner to purchase the property; (2) past efforts to develop areas of Banning Ranch have been unsuccessful due to non-compliance with the California Environmental Quality Act (See e.g. Banning Ranch Conservancy v. City of Newport Beach, 2 Cal.5th 918 (2017), making the area challenging and costly to develop; and (3) Banning Ranch contains wildlife habitat that hosts endangered or threatened species and is designated for special protection under the Coastal Act, the Banning Ranch area is not reflected in the County's Draft Housing Element Update.</p>
The County issued permits for a limited number of affordable housing units during the 5th Cycle Housing Element. Suggest using County-owned sites and adopting an inclusionary housing policy to encourage the development of affordable housing.	<p>Though potential housing opportunity sites are identified in the Housing Element, market conditions dictate whether housing will be built, the type of housing, and the actual income limits for that unit. The County has been successful in utilizing County-owned properties for affordable housing developments, as exemplified by the Crossroads at Washington project in the City of Santa Ana, and the Placentia Veteran's Village project in the City of Placentia, and will continue to collaborate with CEO Real Estate on future affordable housing opportunities. Staff will continue to explore other innovative strategies to encourage affordable housing development, such as inclusionary housing.</p>

**Appendix C – Public Participation Summary**  
**CHAPTER X – HOUSING ELEMENT**

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**Table C-2**  
**Housing Element Resource Team**

Amanda Carr	Deputy Director, OC Development Services
Nicole Walsh	Senior Assistant County Counsel, Office of County Counsel
Richard Vuong	Planning Manager, OC Development Services
Joanna Chang	Land Use Manager, OC Development Services
Brian Kurnow	Land Use Manager, OC Development Services
Cindy Salazar	Senior Planner, OC Development Services
Ilene Lundfelt	Associate Planner, OC Development Services
Nicholas Chen	Associate, Kimley-Horn
Molly Mendoza	Planning Analyst, Kimley-Horn
Ines Galmiche	Land Planning Analyst, Kimley-Horn
Erik Mumm	Planning Analyst, Kimley-Horn
Brian Leung	Planning Analyst, Kimley-Horn
Lala Ragen	Director, Performance Management and Policy, County Executive Office
Julia Bidwell	Director, Housing and Community Development, OC Community Resources
Juanita Preciado	Affordable Housing Development Administrator, OC Community Resources
Marie Vu	Manager, Housing Assistance Division, OC Community Resources
Zulima Lundy	Continuum of Care Manager, OC Health Care Agency
Jay Bullock	Vice President, Planning & Entitlement, Rancho Mission Viejo
Mike Balsamo	Senior Vice President, Governmental Relations, Rancho Mission Viejo
Lea Choum	Planning Manager, John Wayne Airport
Julie Fitch	Land Use Manager, John Wayne Airport
Tom Mason	Manager, CEO Real Estate
Brian Bauer	Land Development Manager, CEO Real Estate
Cesar Covarrubias	Executive Director, Kennedy Commission