

## **IV. HOUSING**

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## **I. INTRODUCTION**

### **A. Purpose of the Element**

Providing adequate housing for families and individuals of all economic levels is an important objective for State and local governments. The California Legislature amended the Government Code in 1980 to require that each local community include in its Housing Element a specific analysis of its housing needs and a realistic set of programs designed to meet those needs. This Housing Element carries out the required analysis.

### **B. State Housing Law Requirements**

The State Government Code describes the Housing Element as follows:

*The Housing Element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the preservation, improvement and development of housing. 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.*

Housing elements have been a required part of city General Plans since 1967. State law requires that the Housing Element be updated periodically, and this Housing Element covers the 2013 – 2021 planning period. The Housing Element provides information on the City's housing needs, resources and constraints; and establishes goals, policies, programs and objectives to address current circumstances and needs.

### **C. Relationship to Other Elements**

The City's General Plan is comprised of seven state-mandated elements (open space and conservation have been combined) and one optional element. The mandated elements include: Land Use, Circulation, Housing, Open Space/Conservation, Noise, and Seismic/Safety. The General Plan also includes an optional Growth Management Element. The Housing Element is most closely correlated with the Land Use Element, which identifies the allowable location and development characteristics for residential land uses.

Government Code Sec. 65302 requires that the Safety and Conservation elements be reviewed and updated as necessary to reflect current flood hazard and management information upon the next revision of the Housing Element after January 1, 2009. The City will ensure compliance with this requirement concurrent with the 2013-2021 Housing Element update.

## **D. Community Overview**

### *Regional Setting*

The City of Villa Park is located in north-central Orange County, approximately 15 miles northeast of the Pacific Ocean. Located near six major freeways that connect the City to other locations in Orange, Los Angeles and Riverside Counties, Villa Park is near the cities of Anaheim, Santa Ana, Tustin and Orange. The City was incorporated in 1962. Although the City has no direct freeway frontage, interstate and regional access to the City is provided by the SR-55 freeway. In addition, City connections to the counties of San Diego, Los Angeles, Riverside, and San Bernardino are provided by freeways nearby, including SR-57 (Orange Freeway), Interstate-5 (Santa Ana Freeway), SR-22 (Garden Grove Freeway) and SR-91 (Riverside Freeway).

### *Local Setting*

Villa Park encompasses 2.1 square miles and is the smallest city in Orange County. Most of the vacant land in the city is occupied by the Santiago Creek Recharge Basin and utility easements. Villa Park is a predominantly residential community with relatively few commercial businesses and professional offices. It has the smallest population of the cities in Orange County, and has no large employment centers or central business district. Geographically, Villa Park is almost completely surrounded by the City of Orange with only a small amount of unincorporated Orange County separating the two cities on the south side of the city. Villa Park contains only a small amount of vacant land or open space, and no sphere of influence. There is no privately-held vacant land adjacent to the City that could be annexed for development.

## **E. CITIZEN PARTICIPATION**

The citizen participation process for the 2013-2021 Housing Element included review by the Community Development and Public Safety Committee, a period of public comment on the Draft Housing Element, review of the Draft Housing Element by the City Council, and a Public Hearing on the final Housing Element. In order to involve the public, particularly low-income population and their representatives and/or advocates, the City completed outreach efforts listed below:

- The City notified by letter and solicited input on the Draft Housing Element from a variety of groups and non-profit housing organizations representing the interests of lower-income households and persons with special needs.
- Copies of the Draft Housing Element were available at the local library, City Hall and on the City's web-site.
- Each public hearing held by the City Council was noticed. Notice of each meeting involving the Housing Element was published in the local newspaper sent to all homeowners' associations, interested organizations and various State and Local Agencies.

Appendix B summarizes the comments received during the Housing Element update process and how those comments have been addressed.

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**II. HOUSING NEEDS ASSESSMENT**

This chapter includes an assessment of population and housing characteristics, housing needs in the community, including special needs, and the City’s share of regional housing needs to accommodate population growth.

**A. Population**

Villa Park had a population of 5,812 based on the 2010 Census. This represented an approximate 3% population decrease between 2000 and 2010. The population loss was largely attributed to the aging community and young adults or college students leaving home. Table IV-1 presents a summary of population and housing indicators for 2010 and 2013. During the 2010-2013 period, the population increased by 88 persons (1.5%).

**Table IV-1  
Population and Housing Indicators – 2010 and 2013  
Villa Park**

	2010	2013	Change
Total Population	5,812	5,900	88
Household Population	5,767	5,855	88
Group Quarters Population	45	45	0
Total Housing Units	2,016	2,018	2
Single Family Detached	1,985	1,987	2
Single Family Attached*	23	23	0
2-4 Units*	8	8	0
5+ Units*	0	0	0
Mobile Homes	0	0	0
Occupied Units	1,976	1,978	2
Vacant Units	40	40	0
Persons Per Household	2.92	2.96	0.04

Sources: 2010 Census of Population and Housing, Table DP-1, Profile of General Demographic Characteristics  
Department of Finance, Orange County Population and Housing Estimates, Series E5, January 1, 2013

\*There are no attached housing units in the city

Long-range projections of population and housing are prepared for each jurisdiction in Orange County by the Center for Demographic Research (CDR) at California State University Fullerton for use in various planning programs, including the Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS). The most recent adopted projections (OCP-2014) are summarized in Table IV-2 below.

**Table IV-2  
Demographic Projections 2012-2040  
Villa Park**

	2012	2040	Change	% Change
Population	5,889	6,098	209	3.5%
Housing Units	2,019	2,064	45	2.2%
Employment	1,511	1,711	200	13.2%

Source: CDR, 2014

## **B. Employment**

Villa Park is a small residential community surrounded by the City of Orange. Because the City is mostly “built-out” there is little opportunity for commercial and employment growth. It is assumed that the City exports a majority of its workforce to the larger nearby communities of Orange, Anaheim, Santa Ana, Irvine, and points beyond. The City currently has one 10-acre neighborhood-oriented shopping center comprised of approximately 60,000 square feet of retail/professional space. The shopping center is also the site of City Hall and the Villa Park branch of the Orange County Public Library.

Currently, the largest employer within Villa Park is the Orange Unified School District. The School District operates four schools within the city including two elementary schools, a middle school and a high school. In Villa Park, the School District employs approximately 225 full-time employees, and another 75 part-time employees. In addition to jobs located in the City’s sole commercial district, many home-based businesses are located in Villa Park. As shown in Table IV-2, employment in Villa Park is projected to increase modestly in the future.

## **C. Household Characteristics**

### *Household Composition*

Household characteristics are important indicators of the type of housing needed in a community. The Census defines a household as all persons who occupy a housing unit, which may include families related through marriage or blood, unrelated individuals living together, or individuals living alone. People living in retirement or convalescent homes, dormitories, or other group living situations are not considered households.

According to the 2010 Census, husband/wife families represented 77% of Villa Park households compared to 54% for the County as a whole (Table IV-3). About 11% of Villa Park households were persons living alone – a much smaller proportion than the entire County with 21%. Nearly half of all households in the city included someone 65 years of age and older, compared to just 25% for Orange County. The average household size for the City was very similar to Orange County as a whole (2.92 persons compared to 2.99 for the County).

**Table IV-3  
Household Composition  
Villa Park and Orange County**

Household Type	Villa Park		Orange County	
	Households	%	Households	%
<b>Family households:</b>	1,728	87%	708,491	71%
Husband-wife family	1,525	77%	538,268	54%
With own children under 18 years	505	26%	258,719	26%
Male householder, no wife present	80	4%	54,615	6%
With own children under 18 years	28	1%	22,972	2%
Female householder, no husband present	123	6%	115,608	12%
With own children under 18 years	24	1%	53,896	5%
<b>Nonfamily households:</b>	248	13%	284,290	29%
Householder living alone	208	11%	207,849	21%
Households with individuals under 18 years	625	32%	375,387	38%
Households with individuals 65 years and over	901	46%	252,420	25%
Total households	1,976	100%	992,781	100%
Average household size	2.92		2.99	

Source: 2010 Census, Table DP-1

*Tenure*

Housing units in Villa Park are predominantly owner-occupied, with only 4% rentals compared to 56% rental units for Orange County as a whole (Table IV-4). The 2010 Census reported the overall vacancy rate in the city as only 2% compared to 5% for Orange County.

*Overcrowding*

An overcrowded household is defined by the Census Bureau as more than one person per room, excluding bathrooms, kitchens, hallways, and porches. A severely overcrowded household is defined as more than 1.5 persons per room. Overcrowding results from a lack of affordable housing and/or a lack of available housing units of adequate size. Table IV-5 summarizes overcrowding by tenure for the City of Villa Park and Orange County. According to recent Census estimates, overcrowding was more prevalent among renters than owners. Approximately 6% of the City’s renter-occupied households were overcrowded compared to almost no overcrowded owner-occupied households. Overcrowding is much less prevalent in Villa Park than the County as a whole.

**Table IV-4  
Housing Tenure and Vacancy  
Villa Park and Orange County**

Housing Type	Villa Park		Orange County	
	Units	%	Units	%
<b>Occupied housing units</b>	1,976	98%	992,781	95%
Owner-occupied housing units	1,886	94%	588,313	56%
Average household size of owner-occupied units	2.91		2.98	
Renter-occupied housing units	90	4%	404,468	39%
Average household size of renter-occupied units	3.12		3.00	
<b>Vacant housing units</b>	40	2%	56,126	5%
For rent	3	0.1%	25,254	2.4%
Rented, not occupied	1	0.0%	1,327	0.1%
For sale only	10	0.5%	8,434	0.8%
Sold, not occupied	3	0.1%	2,096	0.2%
For seasonal, recreational, or occasional use	7	0.3%	10,806	1.0%
All other vacants	16	0.8%	8,209	0.8%
Homeowner vacancy rate (%)	0.5		1.4	
Rental vacancy rate (%)	3.2		5.9	
<b>Total housing units</b>	2,016	100%	1,048,907	100%

Source: 2010 Census, Table DP-1

**Table IV-5  
Overcrowding by Tenure  
Villa Park and Orange County**

Occupants per Room	Villa Park		Orange County	
	Units	%	Units	%
<b>Owner occupied units</b>	1,832	100%	583,146	100%
1.01 to 1.50	4	0.2%	17,133	2.9%
1.51 to 2.00	0	0.0%	4,355	0.7%
2.01 or more	0	0.0%	1,751	0.3%
<b>Renter occupied units</b>	122	100%	419,139	100%
1.01 to 1.50	0	0.0%	42,585	10.2%
1.51 to 2.00	0	0.0%	19,111	4.6%
2.01 or more	7	5.7%	7,171	1.7%

Source: Census 2010-2014 ACS, Table B25014

***Income and Overpayment***

Household income is a primary factor affecting housing needs in a community – the ability of residents to afford housing is directly related to household income. According to recent Census data, the median household income in Villa Park was more than \$150,000, which was about twice the Orange County median income of about \$76,000.

The income earned by a household is an important indicator of the household's ability to acquire adequate housing. While upper-income households have more discretionary income to spend on housing, lower- and moderate-income households are more limited in the range of housing they can afford. Typically, as household income decreases, the incidence of overpayment and overcrowding increases.

The following income categories are used in Housing Element analyses:

- **Extremely-low-income households** earn 30% or less of the area (county) median income (AMI), adjusted for household size;
- **Very-low-income households** earn between 31% and 50% of AMI, adjusted for household size;
- **Low-income households** earn between 51% and 80% of AMI, adjusted for household size;
- **Moderate-income households** earn between 81% and 120% of AMI, adjusted for household size; and,
- **Above-moderate-income households** earn over 120% of AMI, adjusted for household size.

State and federal standards consider a household to be overpaying for housing if it spends more than 30% of its gross income on housing. A household spending more than it can afford for housing has less money available for other necessities and emergency expenditures. Very-low-income households overpaying for housing are more likely to be at risk of becoming homeless than other households. Renter households typically overpay more often than owner households because of their lower incomes. Compared to renters, overpayment by owners is less of a concern because homeowners have the option to refinance a mortgage, or to sell the house and move into rentals or buy a less expensive home.

Recent Census estimates for overpayment are shown in Table IV-6. Overpayment among renters was most prevalent in the extremely-low- and very-low-income categories while a substantial percentage of owners at all income levels reported that they were overpaying.

**Table IV-6  
Overpayment by Income and Tenure  
Villa Park**

Income Category	Owners		Renters	
	Households	Percent	Households	Percent
Extremely low households	45		30	
Households overpaying	35	78%	10	33%
Very low households	75		15	
Households overpaying	40	53%	15	100%
Low households	120		0	
Households overpaying	40	33%	0	-
Moderate households	130		4	
Households overpaying	100	77%	0	0%
Above moderate households	1,460		30	
Households overpaying	580	40%	4	13%

Source: U.S. Department of Housing and Urban Development, CHAS based on 2008-2012 ACS

*Extremely Low Income Households*

Following the passage of AB 2634 in 2006, state law requires quantification and analysis of existing and projected housing needs of extremely-low-income (ELI) households. Extremely-low-income is defined as 30% of less of area median income, adjusted for household size. As of 2013 the area median income in Orange County was \$87,200. For ELI households, this results in an income of \$28,900 or less. ELI households have a variety of housing problems and needs.

**Existing Needs**

As noted in Table IV-6, recent Census data estimated that there are 45 ELI owner households and 30 ELI renter households in Villa Park. Of these, 78% of owners and 33% of renters were reported as overpaying for housing.

**Projected Needs**

The projected housing need for ELI households is assumed to be 50% of the very-low-income regional housing need of 3 units. As a result, the City has a projected need for 2 new ELI units during the 2013-2021 planning period. The resources and programs to address this need are the same as for other lower-income housing in general, and are discussed elsewhere in the Housing Element. Because the needs of ELI households overlap extensively with other special needs groups, further analysis and resources for these households can be found in the Special Needs and Constraints sections.

**D. Housing Stock Characteristics**

*Housing Units by Type*

The California Department of Finance estimated that there were 2,018 housing units in Villa Park in 2013. As shown in Table IV-7, there is a disparity in the totals for each housing classification calculated by the State and the City. The City does not have a Land Use classification that permitted multi-family or attached housing (other than second units), and records and site inspections conducted by staff confirm that none exist.

**Table IV-7  
Housing Stock Characteristics  
Villa Park**

<i>Type of Unit</i>	As reported by Dept. of Finance		As reported by City of Villa Park	
	Number of Units	Percent	Number of Units	Percent
1 unit, detached	1,987	98.5%	2,021	100%
1 unit, attached	23	1.1%	0	0%
2 to 4 units	8	0.4%	0	0%
5+ units	0	0%	0	0%
Mobile homes	0	0%	0	0%
Totals	2,018	100%	2,021	100%

Source: California Department of Finance, January 1, 2013

*Housing Conditions*

The age of housing is sometimes an indicator of potential housing quality problems. According to Census estimates, about two-thirds of the housing supply in Villa Park has been built since 1970 (Table IV-8). Considering the high home values and community pride of ownership in the city, substandard housing conditions are uncommon.

Definitions of substandard housing categories are as follows:

*Deteriorating* – not more than two intermediate (slight) defects or one major defect but still providing safe and adequate shelter.

*Dilapidated* – several intermediate defects or a critical defect plus extensive evidence of neglect or serious damage.

The housing units that are classified as deteriorating generally are considered amendable to some degree of rehabilitation. Dilapidated housing, however, is in such a state of disrepair that rehabilitation is no longer economically feasible and the unit should be replaced.

**Table IV-8  
Age of Housing Stock by Year Built  
Villa Park**

Year Built	Villa Park		Orange County	
	Units	%	Units	%
Built 2010 or later	0	0%	21,184	2%
Built 2000 to 2009	84	4%	63,957	6%
Built 1990 to 1999	106	5%	120,798	12%
Built 1980 to 1989	174	9%	167,031	16%
Built 1970 to 1979	937	47%	262,455	25%
Built 1960 to 1969	470	24%	215,213	21%
Built 1950 to 1959	159	8%	138,061	13%
Built 1940 to 1949	23	1%	26,745	3%
Built 1939 or earlier	47	2%	26,810	3%
<b>Total units</b>	<b>2,000</b>	<b>100%</b>	<b>1,042,254</b>	<b>100%</b>

Source: Census 2010-2014 ACS, Table DP-4

When considering historical maintenance of existing housing during the program period, it is believed that there are no housing units with substandard conditions that would require the replacement of the housing unit. City staff estimates that about 20 housing units, or approximately 1%, may be in need of some type of rehabilitation.

*Housing Costs and Affordability*

Home Price Trends

According to data from the California Association of Realtors, ownership housing costs in Villa Park are more than double the countywide median (Table IV-9). The median value of home sales in Villa Park in November 2013 was approximately \$1,300,000, compared to \$560,000 in Orange County as a whole. Median home prices in surrounding jurisdictions range from \$420,000 to \$725,000.

**Table IV-9  
Median Area Housing Prices**

Jurisdiction	ZIP Code	Median	Percent Change from 2012	Sales	Percent Change from 2012
City of Villa Park	92861	\$1.3 Million	15.4%	3	-57.1%
City of Orange	92867	\$555,000	22.1%	25	-19.4%
City of Orange	92868	\$420,000	29.2%	7	-36.4%
City of Santa Ana	92705	\$725,000	15.2%	40	60%
<b>Orange County</b>		<b>\$560,000</b>	<b>24.4%</b>	<b>2,632</b>	<b>-8.6%</b>

Source: California Association of Realtors, 2013

Home prices in Villa Park have increased over time with the median home price increasing 15% in 2013. Compared to the County and surrounding cities, Villa Park was one of the few cities that experienced an increase in median home prices. Overall the County's home prices decreased 8.6% and experienced value changes ranging from decreases of 22.7% to increases of 122.7% at the City level.

**Rental Prices**

There are no multi-family units in Villa Park; therefore, all rental units are individually-owned single-family units. An internet search<sup>1</sup> discovered two single-family homes offered for rent at prices ranging from \$4,900 to \$5,000 per month. No information is available regarding rents paid for second units.

**Affordability Gap Analysis**

The costs of home ownership and renting can be compared to a household's ability to pay for housing. Housing affordability is defined as paying no more than 30% of the household income on housing expenses. Table IV-10 summarizes affordable rents and purchase prices by income category based on the 2013 median income of \$87,200 for Orange County.

**Table IV-10  
Income Categories and Affordable Housing Costs  
Orange County**

2013 County Median Income = \$87,200	Annual Income Limits	Affordable Monthly Rent	Affordable Price (est.)
Extremely Low (<30%)	\$28,900	\$723	--
Very Low (31-50%)	\$48,150	\$1,204	--
Low (51-80%)	\$77,050	\$1,926	\$260,000
Moderate (81-120%)	\$104,650	\$2,616	\$400,000
Above moderate (120%+)	\$104,650+	\$2,616+	\$400,000+

Assumptions:  
 -Based on a family of 4  
 -30% of gross income for rent or Principal/Interest/Taxes/Insurance  
 -10% down payment, 4.5% interest, 1.25% taxes & insurance, \$200 HOA dues  
 Source: Cal. HCD; J.H. Douglas & Associates

Based on recent sales and rental market data, it is unlikely that low- and moderate-income households can find affordable housing in Villa Park except in second units.

<sup>1</sup> Zillow.com, accessed 6/12/2016

**E. Special Housing Needs**

State law identifies six groups that are considered to have special housing needs: persons with disabilities, including developmental disabilities; the elderly; large households (5+ persons); farm workers; female householders; and homeless persons in need of emergency shelter. These groups are discussed below, and City regulations for suitable types of housing to serve their needs are analyzed in the Constraints section.

*Elderly Persons*

Elderly persons are considered a special needs group because they are more likely to have fixed incomes and often have special needs related to housing location and construction. Because of limited mobility, elderly persons may need convenient access to services (e.g., medical and shopping) and public transit.

According to recent Census data, about 43% of owner households and 33% of renter households in Villa Park were headed by a householder age 65 or older (Table IV-11).

**Table IV-11  
Elderly Households by Tenure  
Villa Park**

Householder Age	Owner		Renter	
	Households	%	Households	%
Under 65 years	1,049	57%	82	67%
65 to 74 years	388	21%	40	33%
75 to 84 years	342	19%	0	0%
85 years and over	53	3%	0	0%
Total Households	1,832	100%	122	100%

Source: U.S. Census 2010-2014 ACS, Table B25007

*Large Households*

Large households are defined as having five or more persons living within the same housing unit. Large households are considered a special needs group because they require more space and more bedrooms. According to recent Census data, there were 196 households in Villa Park with at least five persons. Among owner-occupied units, 10% were large households while 20% of renter households had five or more persons (Table IV-12).

**Table IV-12  
Large Households by Tenure  
Villa Park**

Household Size	Owner		Renter	
	Households	%	Households	%
1 person	182	10%	6	5%
2 persons	680	37%	30	25%
3 persons	445	24%	17	14%
4 persons	354	19%	44	36%
5 persons	111	6%	25	20%
6 persons	48	3%	0	0%
7 persons or more	12	1%	0	0%
Total Households	1,832	100%	122	100%

Source: U.S. Census 2010-2014 ACS, Table B25009

*Female-Headed Households*

Female-headed households are a special needs group due to comparatively low rates of homeownership, lower incomes, and higher poverty rates experienced by this group. Recent Census data estimated that there were 78 female-headed households in Villa Park, representing about 4% of owner households and 5% of renter households (Table IV-13).

**Table IV-13  
Household Type by Tenure  
Villa Park**

Household Type	Owner		Renter	
	Households	%	Households	%
Married couple family	1,442	79%	106	87%
Male householder, no wife present	87	5%	5	4%
Female householder, no husband present	73	4%	5	4%
Non-family households	230	13%	6	5%
Total Households	1,832	100%	122	100%

Source: U.S. Census 2010-2014 ACS, Table B11012

*Persons with Disabilities*

Access and affordability are the two major housing needs for persons with disabilities. This often requires specially-designed dwelling units typically not found in market-rate housing. Additionally, locating near public facilities and public transit is important for this special needs group.

According to recent ACS estimates (Table IV-14), a relatively small proportion of working-age persons in Villa Park reported a disability. In the 18-64 age group less than 3% reported

any type of disability. Of those aged 65 and over, disabilities were much more prevalent. The most common reported disabilities among seniors included ambulatory difficulties (18%), independent living difficulties (9%) and hearing difficulty (12%). Housing opportunities for those with disabilities can be maximized through housing assistance programs and providing universal design features such as widened doorways, ramps, lowered countertops, single-level units and ground floor units.

**Table IV-14  
Disabilities by Age  
Villa Park**

Disability by Age	Persons	Percent
Under Age 5 - total persons	121	--
With a hearing difficulty	0	0.0%
With a vision difficulty	0	0.0%
Age 5 to 17 - total persons	953	
With a hearing difficulty	0	0.0%
With a vision difficulty	4	0.4%
With a cognitive difficulty	37	3.9%
With an ambulatory difficulty	0	0.0%
With a self-care difficulty	7	0.7%
Age 18 to 64 - total persons	3,341	
With a hearing difficulty	47	1.4%
With a vision difficulty	21	0.6%
With a cognitive difficulty	157	4.7%
With an ambulatory difficulty	37	1.1%
With a self-care difficulty	23	0.7%
With an independent living difficulty	46	1.4%
Age 65 and over* - total persons	1,496	
With a hearing difficulty	175	11.7%
With a vision difficulty	64	4.3%
With a cognitive difficulty	100	6.7%
With an ambulatory difficulty	273	18.2%
With a self-care difficulty	110	7.4%
With an independent living difficulty	128	8.6%

Source: U.S. Census, 2010-2014 ACS Table S1810

Note: Totals may exceed 100% due to multiple disabilities per person

### 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 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 Developmental Disabilities, an accepted estimate of the percentage of the population that can be defined as developmentally disabled is 1.5%. Many developmentally disabled persons can live and work independently within a conventional housing environment. More severely disabled individuals 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 developmental disabilities exist before adulthood, the first issue in supportive housing for the developmentally disabled is the transition from the person's living situation as a child to an appropriate level of independence as an adult.

The California Department of Developmental Services (DDS) currently provides community-based services to approximately 243,000 persons with developmental disabilities and their families through a statewide system of 21 regional centers, four developmental centers, and two community-based facilities. The Regional Center of Orange County (RCOC) is one of 21 regional centers in the State of California that provides 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.

Any resident of Orange County who has a developmental disability that originated before age 18 is eligible for services. Services are offered to people with developmental disabilities based on Individual Program Plans 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. 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. The RCOC currently serves approximately 17,000 individuals. Of those, approximately 37 individuals reside in Villa Park.

The mission of the Dayle McIntosh Center is to advance the empowerment, equality, integration and full participation of people with disabilities in the community. The Center is not a residential program, but instead promotes the full integration of disabled persons into the community. Dayle McIntosh Center is a consumer-driven organization serving all

disabilities. Its staff and board are composed of over 50% of people with disabilities. Its two offices service over 500,000 people in Orange County and surrounding areas with disabilities. The Center's main office is located in Garden Grove, approximately 5 miles to the west of Villa Park.

### *Homeless Population*

To estimate the number of homeless in the city an analysis of existing studies was conducted and different organizations and agencies were consulted. The County of Orange Housing and Community Services Department undertakes a biannual "Point-in-Time" survey of the homeless population as part of its application for homeless assistance grant funds. The Point-in-Time survey conducted in January 2013 estimated that there were approximately 4,251 homeless persons in Orange County at the time of the survey, of which 2,573 (61%) were sheltered and 1,678 (39%) were unsheltered<sup>2</sup>. The survey did not estimate the total homeless population by jurisdiction; however, the City of Villa Park represented approximately 0.2% of the total county population. Assuming a homeless distribution similar to the general population, the estimated number of homeless persons in Villa Park at any point in time would be 8 persons, although no homeless persons have been observed or reported in the city in recent years.

Senate Bill (SB) 2 of 2007 requires that jurisdictions quantify the need for emergency shelter and determine whether existing facilities are adequate to serve the need. An emergency shelter is defined as "housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less by a homeless person. No individual or household may be denied 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 discretionary approval such as a use permit). As noted in the Constraints section, the City's Zoning Code allows emergency shelters in the E-4 and R-1 zones by-right in compliance with SB 2.

### *Farm Workers*

Farm workers are defined as persons whose primary incomes are earned through seasonal agricultural work. Recent Census<sup>3</sup> data reported no Villa Park residents employed in agriculture or related industries. In the past, farm workers were housed at the Villa Park Orchard Association's facility, which no longer exists. Three small-scale wholesale nurseries currently occupy a total of approximately 5 acres of power line easements within the City. There currently are no orchards, row crops or other similar operations located in the City that would employ farm workers. Therefore, the number of farm workers in Villa Park is believed to be negligible.

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<sup>2</sup> OC Partnership, 2013 Orange County Homeless Count & Survey Report, July 2013

<sup>3</sup> 2010-2014 ACS, Table DP03

**F. Analysis of Assisted Housing at Risk of Conversion to Market Rate Housing**

All housing in Villa Park is comprised of detached single-family units that have been privately built and financed. Secondary dwelling units provide affordable housing, but none of those is assisted with housing subsidies. There are no assisted units in the city, and no affordable units are at risk of conversion to market rate housing.

**G. Regional Housing Need Assessment (RHNA)**

The Southern California Association of Governments (SCAG) is responsible for allocating housing growth needs to each jurisdiction in its region. A local jurisdiction's share of regional housing need is the number of additional housing units needed to accommodate projected household growth, to replace expected demolitions and conversion of housing units to non-housing uses, and to achieve a future vacancy rate that allows for healthy functioning of the housing market. The allocation is distributed among four income categories (very-low, low, moderate, and above-moderate) and is adjusted to avoid an over-concentration of lower-income households in jurisdictions that currently have a disproportionately high share of low-income residents. Cities must also plan for the growth needs of extremely-low-income (ELI) households. The ELI need is assumed to be 50% of the very-low-income allocation.

Table IV-15 shows the RHNA allocation for the City of Villa Park during the 2013-2021 planning period.

**Table IV-15  
RHNA Allocation 2013-2021  
Villa Park**

	Very Low (Extremely Low*)	Low	Moderate	Above Moderate	Total
Housing Units	3 (2)	2	3	6	14

Notes:

\*Extremely Low-Income need is assumed to be 50% of Very Low-Income need

Source: SCAG 2012

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### **III. HOUSING RESOURCES AND OPPORTUNITIES**

This chapter provides a description of the land resources and adequate sites to address the City's regional housing needs allocation for the 2013-2021 planning period. Additionally, the chapter discusses opportunities for energy conservation that can lower utility costs and increase housing affordability.

#### **A. Land Resources to Accommodate New Housing Needs**

California Housing Element law mandates that each city designate adequate sites with appropriate zoning and development standards and with the required public services and facilities to accommodate a range of housing types and prices. This evaluation of adequate sites represents planning goals, not a quota or mandate for production of housing within the planning period. The City must demonstrate that it has the capacity, or adequate sites, to accommodate the assigned need for housing at all income levels.

##### Regional Housing Needs Assessment

The Southern California Association of Governments (SCAG), in cooperation with local jurisdictions, is responsible for allocating the region's projected new housing demand in each city. This process is known as the Regional Housing Needs Assessment (RHNA) and the goals are referred to as the regional share goals for new housing construction. The allocation takes into account factors such as market demand for housing, employment opportunities, the availability of suitable sites and public facilities, commuting patterns, and type and tenure of housing needs. In determining a jurisdiction's share of new housing needs by income category, the allocation is adjusted to avoid an over-concentration of lower-income households in any jurisdiction. The allocation is divided into four income categories based on Area Median Income (AMI):

Extremely-Low Income:	30% or less of AMI
Very-Low Income:	31 to 50% of AMI
Low Income:	51 to 80% of AMI
Moderate Income:	81 to 120% of AMI
Above-Moderate Income:	Greater than 120% of AMI

The RHNA for the 2013-2021 planning period identifies the City of Villa Park's share of the region's housing needs as 14 new housing units, distributed among income categories as shown in Table IV-16.

##### Unaccommodated Need from the Prior Planning Period

Government Code §65584.09 requires that any portion of the regional housing need that was not accommodated in the prior planning period must be added to the housing need for the current period. The City's assigned RHNA share in the 4<sup>th</sup> planning cycle (2008-2013) was 11 units, of which 3 units were very-low-income and 2 units were low-income. For this

5<sup>th</sup> planning cycle, those units have been added to the RHNA allocation, as shown in Table IV-16.

**Table IV-16  
Regional Housing Needs Assessment 2013-2021  
Villa Park**

RHNA Planning Period	Very Low (Extremely Low*)	Low	Moderate	Above Moderate	Total
4 <sup>th</sup> cycle unaccommodated need	3	2	-	-	5
5 <sup>th</sup> cycle RHNA	3	2	3	6	14
Total need	6 (3)	4	3	6	19

Notes:

\*Extremely Low-Income need is assumed to be 50% of Very Low-Income need

Source: SCAG 2012, City of Villa Park

### Sites to Accommodate New Housing Needs

State law requires Housing Elements to include an inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites. Table IV-17 summarizes the City's inventory of sites that can accommodate residential development. The table shows that the City's land inventory can fully accommodate housing needs in all income categories for this projection period; however, a zoning amendment is required to fully address state requirements regarding sites to accommodate lower-income units. Program 1 in the Housing Plan (Chapter V) describes the specific actions the City will take to address those requirements.

#### *Lower-Income Sites*

Villa Park is the smallest city in Orange County and was incorporated in 1962. It has an area of only 2.1 square miles and is about 99% developed with single-family homes, most of which were built more than 30 years ago. Only a handful of vacant lots remain, which are suitable only for low-density development due to topography and access issues. With the exception of one commercial center of approximately 10 acres, the City is zoned entirely for single-family residences.

The best opportunity for multi-family housing is in the Town Center, which includes a grocery store, banks, a pharmacy with a postal substation, a variety of specialty shops and offices, City Hall and community room, and a branch of the Orange County Public Library. The two parcels at the northeast corner of the center contain City Hall, the library and a two-story office building, which was built in 1974. The City proposes to amend zoning regulations for these two parcels to allow residential or mixed-use development consistent with Government Code Sec. 65583.2(h) at a higher intensity than presently exists, which would create a financial incentive for redevelopment of these parcels (see Program 1 in the Housing Plan). These parcels can accommodate 28 units at a density of 20 units/acre, which is nearly three times the lower-income RHNA allocation of 10 units for this planning period.

Second units also provide opportunities for lower-income housing. As discussed in the Constraints chapter, the City permits second units by-right in conformance with state law. Given the low-density single-family character of the city and the very limited amount of land available for new development, second units are an important option for affordable housing. It is likely that some second units are occupied by family members or household employees with no rent charged, and therefore qualify as extremely-low-income units. Second units rented at market rates are likely affordable to moderate-income households. Approximately 10 second units have been approved in the last five years, an average of two per year. The land inventory assumes that second unit construction will continue at the same pace, generating approximately 16 additional units during the planning period as shown in Table IV-17. The land inventory assumes that potential second units will be equally divided between the low and moderate income categories.

*Moderate and Above-Moderate Income Sites*

The City's moderate-income need can be accommodated through second units as well as with the excess lower-income capacity in the Town Center.

Vacant single-family lots provide adequate capacity to accommodate the City's need for above-moderate income housing.

A discussion of public facilities and infrastructure needed to serve future development is contained in Section IV - Constraints. There are currently no known public service or infrastructure constraints that would preclude the level of development described in the RHNA during this planning period.

**Table IV-17  
Residential Sites Inventory**

APN	Address	General Plan	Zoning	Site Size (Acres)	Existing Use	Potential Units			Potential Constraints
						Lower	Moderate	Above Moderate	
<b>Town Center</b>									
372-232-10	17855 Santiago	Commercial	Com/Prof	0.49	City Hall/ Library	10			Existing building (City Hall); zoning amendment reqd.
372-232-17	17871 Santiago	Commercial	Com/Prof	0.92	Professional Offices	18			Existing building (office); zoning amendment reqd.
Subtotal				1.41		28			
<b>Single-Family Lots</b>									
372-592-03	9642 Santiago	Estate LDR	E-4 Res	1.33	Nursery			1	Current nursery use
372-462-05	Cannon	Estate LDR	E-4 Res	0.61	Vacant			1	None
370-021-13	19252 Carpenter	Estate LDR	E-4 Res	0.46	Vacant			1	None
372-541-29	19171 Mesa Drive	Estate LDR	E-4 Res	0.68	Vacant			1	None
372-251-03/24	Mesa Drive	Estate LDR	E-4 Res	0.60	Vacant			1	None
372-411-09	Mesa Drive	Estate LDR	E-4 Res	1.81	Vacant			1	None
372-491-27	Canyon Crest	Estate LDR	E-4 Res	0.48	Vacant			1	None
372-491-26	Canyon Crest	Estate LDR	E-4 Res	0.59	Vacant			1	None
372-491-25	Canyon Crest	Estate LDR	E-4 Res	0.51	Vacant			1	None
372-491-29	Canyon Crest	Estate LDR	E-4 Res	0.47	Vacant			1	None
372-491-28	Canyon Crest	Estate LDR	E-4 Res	0.48	Vacant			1	None
372-491-24	Canyon Crest	Estate LDR	E-4 Res	0.58	Vacant			1	None
372-402-06	18691 Valley Drive	Estate LDR	E-4 Res	0.43	Vacant			1	None
378-201-16	10412 Center Drive	Estate LDR	E-4 Res	0.46	Vacant			1	None
378-221-13	18462 Adams Ranch Rd	Estate LDR	E-4 Res	0.43	Vacant			1	None
Subtotal				6.24				15	
2nd units	Various					8	8		
<b>Totals</b>						<b>36</b>	<b>8</b>	<b>15</b>	

Insert sites map

## **B. Opportunities for Energy Conservation**

In relation to new residential development and especially affordable housing, construction of energy efficient buildings can add to the original production costs of ownership and rental housing. Over time, however, housing with energy conservation features will have reduced occupancy costs as the consumption of fuel and electricity is decreased. This means the monthly housing costs may be less than what they otherwise would have been if no energy conservation measures were incorporated in the new residential buildings. Reduced energy consumption is recognized as one way of achieving more affordable housing costs.

The City recognizes that there are several ways to achieve energy conservation in new and existing housing. All modifications to existing residential structures must meet current Title 24 Energy Conservation Standards. In order to encourage solar installation, the city does not charge planning fees and offers an expedited review process for solar installations. The City has seen a large increase in solar installation in recent years.

With no economic development function or Housing Department, it is not financially feasible at this time for Villa Park to provide other incentives to encourage green building techniques and materials in new and resale homes, or energy conserving retrofits. However, it is the intent to actively encourage such techniques and to direct interested parties to applicable information sources.

## **IV. CONSTRAINTS**

### **A. Governmental Constraints**

#### Land Use Controls

The General Plan and Zoning Code are the City's primary land use controls regulating housing development. The Land Use Element of the General Plan establishes the principal residential land use categories in the community. The Zoning Code establishes specific regulations for allowable uses, development standards, and approval procedures for the different land use districts in the city. This section also discusses how the City's land use regulations accommodate a range of housing types, including lower-income housing and persons with special needs.

#### *General Plan Land Use Element*

The General Plan residential land use categories include:

- Single Family - 3.0 dwelling units per acre
- Single Family - 2.5 dwelling units per acre
- Single Family - 1.75 dwelling units per acre

#### *Zoning Code*

In 1962, at the time of incorporation, a single "100-E4-20,000 Small Estates" Zone was adopted for the entire City. In the ensuing years, it became evident that this singular zoning district was more detrimental than beneficial to the City. For this reason, a change in zoning was adopted in order to achieve a well-balanced community and more effective land use transitions.

The zoning change created a transitional zone for the City with a small westerly section zoned for 8,000 square foot lots at a density of not more than three residences per acre adjacent to a 12,000 square foot zone with a density of 2.5 residences per acre. This action provided a gradual transition into the 20,000 square foot small estate zone with a density of 1.75 units per acre.

Along the westerly City border, there are approximately 79 acres zoned three dwelling units per acre. Adjacent to this section, on the easterly side of the zone, there are approximately 57 acres with a density of 2.5 dwelling units per acre. These two zones establish a gradual transition from the City of Orange into the 1.75 density small estate zone. The north and easterly portions of the City are entirely zoned for 20,000-square-foot small estate lots.

In addition, the City has a Planned Community (PC) zone allowing single-family residential developments, multiple housing developments, professional and administrative office areas, commercial centers, or any public or semi-public use or combination of uses through the

adoption of a development plan and text. One such development is The Orchards (Tract 13942), a 32-unit single-family residential development.

Currently there are ten zoning districts allowing residential land uses:

- R-1 (13,500 square feet)
- R-1(12,000 square feet)
- R-1 (10,000 square feet)
- R-1 (9,500 square feet)
- R-1 (9,000 square feet)
- R-1 (8,500 square feet)
- R-1 (8,400 square feet)
- R-1 (8,000 square feet)
- E-4 Small Estates)
- PC (Planned Community)
- CP (Commercial Professional)

The suffix for R-1 zones indicates minimum lot size. Other single-family development standards are summarized in Table IV-18. There are very few vacant residential lots remaining and these standards do not pose a significant constraint to new housing development.

**Table IV-18  
Single-Family Residential Development Standards**

	R-1 Zones	E-4 Zone
Minimum Lot Width	None	None
Front Yard Setbacks	20 ft.	30 ft.
Side Yard Setbacks	5 ft.	10-20 ft.
Rear Yard Setbacks	25 ft.	25 ft.
Building Heights	32 ft.	32 ft.
Off-Street Parking	2 garage stalls	2 garage stalls

Multi-family and mixed-use housing is conditionally permitted in the CP zone, which is located in the Town Center.

*Zoning for Lower-Income Housing and Persons with Disabilities or Special Needs*

Lower-Income Housing. Housing for lower-income persons can be provided in the CP zone by multi-family or mixed-use development, or in secondary dwelling units. As noted in Program 1 of the Housing Plan, a zoning amendment is proposed to establish additional incentives to facilitate multi-family or mixed-use development in the CP zone.

Second units. A secondary unit is considered "secondary" or "accessory" to the primary residence on the parcel. These uses typically have a private entrance, kitchen, bathroom and living area. All E-4 and R-1 zoned land within the City, which equates to more than 2,000 parcels, allow an attached or detached secondary dwelling unit ranging in size from 640 to 1200 square feet depending on the lot size. Second units have proven to be a very valuable housing resource for the city. Residents may construct second units as a housing

alternative for elderly or student family members, household employees or live-in care providers. Incentives provided by the City to facilitate second unit construction include expedited processing, low fees and reasonable development standards, which include the following:

- 1-story height limit
- A second dwelling unit may be rented or leased, but shall not be owned separately from the principal dwelling unit;
- A second dwelling unit shall be solely occupied by not more than two persons;
- Maximum Unit Size:

Lot Size (sq.ft.)	Maximum Second Unit Size (sq.ft.)
<i>Detached units</i>	
13,750 or less	640
13,751 to 18,000	900
18,001 or more	1,200
<i>Attached units:</i>	30% of the main house, or 1,200 sf

- The design and materials of the second dwelling unit shall be consistent with the design and materials of the principal dwelling unit and reasonably compatible with the design and materials of the structures in the surrounding area;
- In addition to the parking required for the primary residence, there shall be at least one independently accessible parking space for the second unit

The City continues to actively promote second unit construction by informing residents of the Second Unit Development Program, and by maintaining low application fees, expedited processing and reasonable development standards.

Farmworker Housing. Housing for agricultural employees is low-income housing available without requiring any special requirements. With no agricultural land within the City of Villa Park and little in the surrounding area, there is no identifiable need for Villa Park to provide housing specific to agricultural employees.

Emergency Shelters. An emergency shelter is housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less. In compliance with Senate Bill 2, emergency shelters are permitted within the E-4 and R-1 zoning districts by-right subject only to the same restrictions that apply to other residential uses of the same type in the same zone. There are approximately eight vacant parcels in these zones, which provide sufficient capacity to accommodate at least one year-round emergency shelter.

Transitional and Supportive Housing. Transitional housing is buildings configured as rental housing developments, but operated under program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible program recipient at some predetermined future point in time, which shall be no less than six months. Supportive housing is housing with no limit on length of stay, that is occupied by the target population, and that is linked to on-site or off-site services that assist the supportive housing

resident in retaining the housing, improving his or her health status, and maximizing his or her ability to live and, when possible, work in the community.

In compliance with Senate Bill 2, transitional and supportive housing are permitted within the E-4 and R-1 zoning districts subject only to those restrictions that apply to other residential dwellings of the same type in the same zone. Program 4 in the Housing Plan includes a zoning amendment to also allow transitional and supportive housing in any zone where residential use is permitted in conformance with state law.

Factory-built and Manufactured Housing. Factory built/manufactured housing is a type of housing unit that is largely constructed and assembled in a factory and then transported to sites of use. Factory built/manufactured housing, as permitted by State law is allowed in the E-4 and R-1 residential zones and is subject to the City's Site Plan Review process.

Mobile Homes. Mobile homes are large trailers, fitted with parts for connection to utilities that can be installed on a relatively permanent site and used as a residence. Mobile homes are only permitted as a residence during construction of a single-family dwelling.

Residential Care Facilities. Individuals with mental, physical, or developmental disabilities often need affordable, conveniently-located housing which, where necessary, has been specially adapted for wheelchair accessibility, along with other physical needs. Living arrangements for six or fewer persons with disabilities may be provided in single-family residences pursuant to state law.

Definition of "family" – The Zoning Code defines family as: *"an individual or two (2) or more persons living together as a single housekeeping unit in a single dwelling unit."* This definition is consistent with current housing law.

Separation requirements – The Zoning Code does not impose any separation requirements between residential care facilities.

Site planning requirements – The site planning requirements for residential care facilities are no different than for other single-family residential uses in the same zone.

Reasonable accommodation – The Zoning Code does not currently contain administrative procedures for reviewing and approving requests for modifications to building or zoning requirements in order to ensure reasonable accommodation for persons with disabilities. Program 4 is included in the Housing Plan to address this requirement.

### Building Codes

Villa Park has adopted the current editions of the California Building Codes. These are standardized codes adopted by most cities throughout California. The City does not impose local amendments to requirements or standards that are more stringent than those incorporated in the Code, with the exception of the Fire Code, as recommended by the Orange County Fire Authority.

Site Improvement Requirements

Most cities require site improvements as a part of the normal development process. As land is subdivided and built upon, the City requires improvement of adjacent streets, curbs and gutters, street trees, and other related infrastructure. In keeping with the rural character of the area, no street lights are required and sidewalks are avoided. The improvements required by the City are permitted by State law and are necessary for assuring public health and safety.

Development Fees

Fees and exactions required of developers are used to support a variety of functions which include checking submitted plans to ensure public safety and defraying a fair share of the cost of public facilities. Table IV-19 summarizes permit fees for a typical new home in Villa Park. Permit fees are based on the construction of a 3,500-square-foot home with an 800 square foot garage and a 400-square-foot patio. These fees are required to defray the cost of providing public services and protecting public health and safety.

**Table IV -19  
Typical Development Fees**

<b>Building Valuation Project Cost Breakdown</b>			
	New Living Area	New Garage Area	New Porch/Patio Area
Square Footage:	3,500	800	400
Cost Per Sq. Ft.:	\$110	\$55	\$35
Sub- Total Valuation:	\$385,000	\$44,000	\$14,000
Miscellaneous Costs:	-	-	-
<b>Total Project Valuation:</b>	<b>\$443,000</b>		
<b>Plan Check Fee:</b>	<b>\$1,930</b>		
<b>Permit Fee Breakdown</b>			
Building Permit Fees	Assessed Per Project		\$2,950
NPDES Inspection Fee	\$100 Per Permit		\$500
Site Plan Review	\$137 Per Project		\$137
Orange Unified School District School Fee (New Sq. Ft. > 500)	\$3.20 Per Sq. Ft. of Living Area		\$9,600
Sewer Connection Fee	For 4 Bedrooms		\$4,269
Villa Park License Tax (New Construction Only)	\$100 + \$10 Per Bedroom Over Two		\$120
Plumbing, Mechanical, and Electrical			\$500 +/-
<b>Approx. Total Permit Fees</b>	<b>\$20,000 (Includes School Fee and County Sewer Fee)</b>		
<b>% of Total Development Cost</b>	<b>1.3% (based on \$1.5M total home cost)</b>		

Source: City of Villa Park, 2016

Local Processing and Permit Procedures

Due to the fact that there is very little vacant land within Villa Park and the majority of the existing housing stock is less than 40 years old, development activity in the City is not extensive and primarily involves remodeling of existing single-family dwellings, in-fill development, and construction of second units. All development applications, including second units, are ministerially reviewed by the City's Planning, Building, and Engineering Departments unless a modification to development standards is requested. Most development applications are processed completely within two months.

**B. Non-Governmental Constraints**

Non-governmental constraints include environmental conditions, infrastructure requirements, and the cost of land, construction and financing.

Environmental Constraints

Within the City of Villa Park there are two environmental constraints on residential development:

- Flood hazard zones – Santiago Creek borders the city on the southeast, and some properties are within designated flood hazard zones. This constraint is mitigated by the City's participation in the Federal Emergency Management Agency's (FEMA) National Flood Insurance Program (NFIP).
- Geological conditions - Two earthquake faults lie within residential zoning districts. This issue is addressed through the application of the most current California Building Codes and the plan check review process.

Infrastructure

The city is nearly built-out, and infrastructure is in place to accommodate anticipated infill development.

*Water Supply*

Serrano Water District (SWD) serves the City of Villa Park. SWD receives its water supply from local surface water and groundwater from three wells located within the City of Villa Park. The District uses 4,200 to 4,400 acre feet of water annually, which also includes customers in the City of Orange.

The SWD owns 50% of Irvine Lake, 25% of the water in the lake, and is the managing district for the lake (facility and recreation). With 43 miles of pipe, 3 wells, a treatment plant, and two reservoirs, all infrastructure needed to support expected future infill development in Villa Park is already in place.

*Wastewater Collection and Treatment*

The City owns and operates a sanitary sewer system in coordination with the Orange County Sanitation District for the benefit of the residents of the community. The system was constructed primarily in the 1960s and '70s and is fully developed. The system consists of approximately 153,000 linear feet (29 miles) of collector and trunk sewer mains ranging in size from 8 to 15 inches in diameter. Some of the trunk mains are joint use mains with the City of Orange. It is estimated there are about 26 operating septic tank systems remaining in the city.

Wastewater treatment is provided by Orange County Sanitation District, of which Villa Park is a member. Treatment capacity is sufficient to accommodate projected development in Villa Park for the 2013-2021 planning period.

Land Cost

A key component in the cost of development is the price of raw land and any necessary improvements. In Villa Park, the virtual non-existence of vacant subdividable residential land combined with a high demand for such development keeps land costs high. Based on recent sales in the Villa Park area, the value of developable single-family lots is estimated to be approximately \$1 million or more depending on lot size and site features. Land costs of this magnitude make the development of affordable housing in the remaining vacant lots highly unlikely.

Construction Cost

Construction costs vary widely according to the type of development, with multi-family housing generally being less expensive to construct than single-family homes. However, there is wide variation within each construction type, depending on the size of the unit and the number and quality of amenities provided. The International Code Council estimates that the average cost of good quality construction is approximately \$120 per square foot for typical single-family homes, with low-rise multi-family construction somewhat lower. These costs are exclusive of the costs of land and soft costs, such as entitlements, financing, etc. In high-cost communities like Villa Park, new homes typically have a high level of amenities and features, resulting in higher than average construction cost.

Cost and Availability of Financing

Villa Park is similar to most other communities with regard to private sector home financing programs. The financial crisis that began in 2008 has affected the availability of real estate loans, and although interest rates in the past several years have been at historic low levels for those with good credit, most lower-income households have difficulty qualifying for home loans.

Under state law, it is illegal for real estate lending institutions to discriminate against entire neighborhoods in lending practices because of the physical or economic conditions in the area ("redlining"). There is no evidence of redlining in Villa Park.

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## **V. HOUSING PLAN**

### **A. Goals and Policies**

This portion of the Housing Element describes the housing strategy to be implemented by the City during the 2013-2021 planning period.

***Housing Element Goal: The City's principal goal is to contribute to meeting the statewide goal of a decent home and suitable living environment for all people.***

#### **Housing Policies:**

- H #1: To maintain a housing stock free of substandard conditions.
- H #2: To accommodate the special housing needs of the elderly, frail elderly and handicapped populations through the development of new second dwelling units.
- H #3: To meet the needs of low-income persons through the development of new second dwelling units.
- H #4: To continue to comply with State and Federal housing laws and regulations.
- H #5: To promote open and free choice of housing for all.
- H #6: To promote equal opportunity of choice throughout the housing market area for all residents regardless of race, creed, national origin or ethnicity.

### **B. Housing Programs**

The following programs describe specific actions the City of Villa Park will carry out over the eight-year Housing Element cycle to address the community's housing needs and the requirements of State law.

#### **Program 1 Adequate Sites to Accommodate Regional Housing Needs**

The City's share of regional housing needs for the 2013-2021 planning period is 19 units, including 10 lower-income units. To ensure that adequate sites are available to facilitate lower-income housing, a Zoning Code amendment will be processed to allow multi-family residential or mixed-use development in the C-P zone consistent with Government Code Sec. 65583.2(h) and (i). Adequate capacity currently exists to accommodate the City's share of moderate- and above-moderate-income housing.

*Responsibility:* The City Manager's Office and Planning Department  
*Timing:* Zoning amendment in 2016

*Funding:* General Fund  
*Objective:* Provide adequate sites to accommodate the City's RHNA allocation

**Program 2 Second Units**

Second units provide affordable housing opportunities for the elderly, household employees, disabled persons and low-income persons, as well as a source of income for retired homeowners. The City's zoning regulations allow second dwelling units within the R-1, E-4 and PC zones in conformance with state law. The City will continue to facilitate second unit construction by providing information to interested homeowners at City Hall and on the City website, and through expediting permit processing.

*Responsibility:* The City Manager's Office and Planning Department  
*Timing:* Throughout the planning period  
*Funding:* General Fund  
*Objective:* Facilitate additional second unit development

**Program 3 Facilitate Housing Development for All Economic Segments of the Community**

The City will continue to facilitate development of housing for persons of all income levels, including extremely-low-income persons, through incentives such as density bonus, second units, mixed-use development and expedited permit processing.

*Responsibility:* The City Manager's Office and Planning Department  
*Timing:* Throughout the planning period  
*Funding:* General Fund  
*Objective:* Facilitate housing development for all economic segments

**Program 4 Housing for Persons with Disabilities and Other Special Needs**

The City will continue to facilitate the provision of housing for persons with special needs, including developmental disabilities, such as emergency shelters, transitional and supportive housing, and residential care facilities. Zoning Code amendments will also be processed to ensure that transitional and supportive housing are permitted subject only to the same requirements as apply to other residential dwellings of the same type in the same zone, and establish procedures for reviewing and approving requests for reasonable accommodation in conformance with fair housing law.

*Responsibility:* The City Manager's Office and Planning Department  
*Timing:* Zoning amendments in 2016  
*Funding:* General Fund  
*Objective:* Ensure that City regulations encourage and facilitate the provision of housing for persons with special needs in conformance with state law

**Program 5 Encourage the Conservation and Maintenance of the City's Existing Housing Stock**

The City will continue to encourage property maintenance and rehabilitation through code enforcement, crime watch, and neighborhood beautification efforts. The City will include a link on the website and provide handouts indicating resources and programs available to encourage housing stock maintenance and rehabilitation.

<i>Responsibility:</i>	The City Manager's Office and Planning Department
<i>Timing:</i>	Throughout the planning period
<i>Funding:</i>	General Fund
<i>Objective:</i>	Conserve and maintain existing housing

**Program 6 Equal Housing Opportunities**

The City will advocate against discrimination in the sale, rental, or financing of housing based on race, religion, sex, marital status, ancestry, national origin, color, familial status, or disability. Information and referrals regarding fair housing laws and rights will be posted on the City's website and in City Hall and other public buildings.

<i>Responsibility:</i>	The City Manager's Office and Planning Department
<i>Timing:</i>	Throughout the planning period
<i>Funding:</i>	General Fund
<i>Objective:</i>	Encourage fair housing practices in the city

**Program 7 Energy Efficiency**

The City's will continue to encourage green building techniques and promote energy audits and participation in utility energy conservation programs by posting information on the City's website and in City Hall.

<i>Responsibility:</i>	The City Manager's Office and Planning Department
<i>Timing:</i>	Throughout the planning period
<i>Funding:</i>	General Fund
<i>Objective:</i>	Encourage energy efficiency in residential developments

**C. Quantified Objectives**

The City's quantified objectives for the construction, rehabilitation, and conservation/preservation of housing for the 2013-2021 planning period are shown in Table IV-20.

**Table IV-20  
Quantified Objectives 2013-2021**

	Very Low (Extremely Low)	Low	Moderate	Above Moderate
Construction	6 (3)	4	3	6
Rehabilitation	0	0	0	20
Conservation/Preservation	0	0	0	0

## **APPENDIX A**

### **EVALUATION OF THE PRIOR 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 each jurisdiction's 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. This analysis also includes an assessment of the appropriateness of goals, objectives and policies. The findings from this evaluation have been instrumental in crafting the 2013-2021 Housing Plan.

The City has reviewed the goals, objectives and policies and determined that they continue to be appropriate. Table A-1 summarizes the programs contained in the previous Housing Element along with the City's accomplishments and implications for future policies and actions. The results of this evaluation have been incorporated into the Housing Plan for the 2013-2021 period.

**Table A-1  
Housing Element Program Evaluation  
2008-2013**

Program	Responsible Agencies and Officials	Timeframe	Accomplishments and Future Actions
<i>Adequate Sites - Provide adequate sites to meet State requirements and the Regional Housing Need assessment</i>			
<p>1. The City of Villa Park anticipates substantially maintaining its present land use designations, but will review and make appropriate changes, if any, to its land use designations, if determined necessary by the City Council to ensure that the City retains its ability to provide sufficient capacity to meet its regional need and also provide sites to accommodate all income levels. Existing land use and zoning has and is expected to provide sufficient capacity and sites to meet its regional need and the needs of all income levels.</p>	<p>City Manager's Office and Planning Department</p>	<p>Ongoing</p>	<p>No land use changes were adopted. The new Housing Element includes a commitment to process a zoning amendment that would create opportunities for multi-family housing.</p>
<p>2. The City will implement programs to address the following housing types:</p> <p>a. Emergency Shelters - Currently, Villa Park's Zoning Ordinance does not specify zones where emergency shelters are allowed. This program commits the City to designating the E-4 Zone as a zone where emergency shelters will be permitted by right under standardized and objective procedures that are no more restrictive than those for similar residential uses. This program also commits the City to permitting emergency shelters in all R-1 districts with Conditional Use Permit Approval. Conditions for the use permit will be standardized and objective and will not impede the development of a homeless shelter. In addition, the City will consider participation in any regional effort to provide these facilities. This is in compliance with Senate Bill 2.</p>	<p>City Manager's Office and Planning Department.</p>	<p>December 2010</p>	<p>Ordinance 2012-567 was adopted to allow emergency shelters by-right in the E4 and R1 zones. This program has been completed.</p>
<p>b. Transitional Housing - Currently, Villa Park's Zoning Ordinance does not specify zones where transitional housing is allowed. This program commits the City to designating the E-4 Zone as a zone where transitional housing will be permitted by right under standardized and objective procedures that are no more restrictive than those for similar residential uses. This program also commits the City to permitting Transitional housing in all R-1 districts with Conditional Use Permit Approval. Conditions for the use permit will</p>	<p>City Manager's Office and Planning Department.</p>	<p>December 2010</p>	<p>Ordinance 2012-567 was adopted to allow transitional and supportive housing by-right in the E4 and R1 zones. A follow-up amendment is proposed in the new Housing Element to allow transitional and supportive housing subject only to the same requirements as apply to other</p>

Program	Responsible Agencies and Officials	Timeframe	Accomplishments and Future Actions
be standardized and objective and will not impede the development of transitional housing.			residential dwellings of the same type in the same zone.
c. Housing for Farm Workers - The City recognizes that State law prohibits cities from imposing conditional use permit requirements on housing for six or fewer employees if family housing of the same type in the same zone does not require a use permit. Current zoning permits housing of this type without a special use permit; however, due in large part to high land prices within Villa Park and a lack of a significant local agricultural industry no specific farm worker housing programs are planned for the current housing cycle.	City Manager's Office and Planning Department.	Completed	This program has been completed.
d. Single-Room Occupancy - The City of Villa Park currently has no multi-family land use or zoning classifications with which single-room occupancy can operate. As a City that is considered built-out, Villa Park has no opportunity to annex, and having relatively no potential for redevelopment, single-room occupancies are not a viable affordable housing unit type; therefore, no programs are planned for the current housing cycle.	City Manager's Office and Planning Department.	Completed	No action taken. The new Housing Element includes a commitment to process a zoning amendment that would create opportunities for multi-family housing.
e. Second Units - The City included requirements for second dwelling units within the Zoning Code. Per the Zoning Code, a second unit is an attached or detached residential unit on the same parcel or parcels as the primary unit, which provides complete, independent living facilities for one or more persons. The unit includes permanent provisions for living, sleeping, eating, cooking, and sanitation.	City Manager's Office and Planning Department.	Completed	This program has been completed.
<b><i>Housing for Various Income Levels - Assist in the development of adequate housing to meet the needs of extremely-low, very-low, low, and moderate-income households.</i></b>			
3. The City of Villa Park will implement a Density Bonus Ordinance pursuant to Government Code Section 65915.	City Manager's Office and Planning Department.	Implement a Density Bonus Ordinance by December 2010	Density bonus regulations were adopted in conformance with state law (Ordinance 2010-555). This program has been completed.
4. The City of Villa Park will publish information on its web-site and distribute information to homeowner associations, to the local public library, and to senior centers located near the City regarding all available Federal, State and Local programs which offer	City Manager's Office and Planning Department.	Affordable housing assistance information is currently available by accessing the City's housing program through a link on the	Links to housing assistance information was provided on the City website.

Program	Responsible Agencies and Officials	Timeframe	Accomplishments and Future Actions
assistance in the development of housing for extremely-low, very-low, low, and moderate-income households.		web-site and will be distributed annually to homeowner associations, to the local public library, and to senior centers located near the City beginning in June of 2011.	
5. Regulatory concessions in the form of expedited processing are available to affordable housing proponents.	City Manager's Office and Planning Department.	The City will continue its current efforts working with project proponents to expedite the processing of affordable housing projects.	No affordable housing projects were proposed. This program should be continued.
6. The City of Villa Park does not have a Redevelopment Agency and therefore has no low and moderate (L&M) income housing Fund.	na	na	This program no longer relevant and should be deleted.
<b><i>Governmental Constraints - Minimize governmental constraints to the development, improvement, and maintenance of housing, particularly affordable housing or housing accessible to persons with disabilities.</i></b>			
7. With respect to land use controls, building codes and required site improvements there are currently no significant governmental constraints to the development or maintenance of housing in the City. The City of Villa Park will continue to monitor its land use controls, Building Codes and required site improvements to identify and remove constraints to the development or maintenance of housing, particularly affordable housing or housing accessible to persons with disabilities.	City Manager's Office and Planning Department.	The City will continue its current efforts to work with project proponents to identify and eliminate governmental constraints.	The new Housing Element identifies actions the City will take to remove constraints to affordable housing and housing for persons with disabilities.
8. With respect to fees and exactions, there are currently no significant governmental constraints to the development and maintenance of housing in the City. The City of Villa Park annually reviews its fee schedule to ensure that its fees and exactions promote the development and maintenance of housing, particularly affordable housing or housing accessible to persons with disabilities.	City Manager's Office and Planning Department.	The City will continue to review its fee schedule annually to identify and eliminate governmental constraints related to fees and exactions.	The City's fees are reviewed periodically with the most recent fee schedule update in 2014 (Resolution No. 2014-3268).
9. The City of Villa Park will continue to educate the public on how to complete the development approval process and otherwise facilitate building permit and development plan processing for residential construction, particularly affordable housing or housing	City Manager's Office and Planning Department.	The City will continue its current efforts to provide material at the City Hall counter and on the web-site and work with project	In addition to the information handouts that are available at the public counter, the Municipal Code, Zoning Code extracts, policies,

Program	Responsible Agencies and Officials	Timeframe	Accomplishments and Future Actions
accessible to persons with disabilities.		proponents on an ongoing basis.	application forms, etc., are made available on the City's website.
10. The City of Villa Park will expedite project review of residential developments with a handicap-accessible or elderly component.	City Manager's Office and Planning Department.	The City will continue its current efforts to provide material at the City Hall counter and on the web-site and work with project proponents on an ongoing basis.	A total of 10 second units have been approved and constructed since 2011.
<b>Existing Affordable Housing Stock - Encourage the conservation and maintenance of the City's existing affordable housing stock.</b>			
11. The City of Villa Park will commit to educating the public regarding the need for property maintenance and rehabilitation, code enforcement, crime watch, neighborhood conservation and beautification, and other related issues. The City will educate the public by including a link on its web site and providing handouts indicating resources and programs available to encourage housing stock maintenance and rehabilitation.	City Manager's Office and Planning Department.	A web site link and handouts will be made available by June of 2011.	The following services are listed on the City website: <ul style="list-style-type: none"> <li>• OCFA PulsePoint App</li> <li>• Request a Home Vacation Check</li> <li>• No Solicitor List</li> <li>• Crime Stats</li> <li>• Neighborhood Watch</li> <li>• Crime Watch – OC Sheriff's Department</li> </ul> Code Enforcement services are provided under Building and Safety
12. The City of Villa Park will advocate and facilitate the rehabilitation of substandard residential properties by homeowners and landlords, utilizing a City code compliance program, when necessary, to improve overall housing quality and conditions.	City Manager's Office and Planning Department.	Activities are ongoing.	The City continued to implement the Code Compliance program. This program should be continued.
<b>Equal Housing Opportunity - The City of Villa Park will advocate against discrimination in the sale, rental, or financing of housing based on race, religion, sex, marital status, ancestry, national origin, color, familial status, or disability.</b>			
13. The City will make available information on fair housing laws and rights on the City's web-site. The City staff will have information on agencies that provide fair housing services in Orange County.	City Manager's Office and Planning Department.	Handouts will be made available beginning June of 2011.	Fair housing information and handouts are posted on the City website.
<b>Energy Efficiency - The City of Villa Park will encourage the utilization of green building techniques and promote energy audits and participation in utility programs.</b>			
14. The City will make available information on green building techniques, energy audits, and utility programs on the City's web-site.	City Manager's Office and Planning Department.	Activities are ongoing.	Information regarding energy conservation is posted on the City website.

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**APPENDIX B**

**PUBLIC PARTICIPATION**

This update to the Villa Park Housing Element has provided residents and other interested parties with opportunities to review draft documents and proposed programs, and to provide recommendations for consideration by decision-makers. Public notices of all Housing Element meetings were published in advance of each meeting, and the draft Housing Element was made available for review at City Hall and posted on the City's website.

As part of the public review process, the following public meetings were held to review the draft Housing Element.

June 13, 2016	Community Development & Public Safety Committee meeting
July 26, 2016	City Council Study Session
	City Council hearing

Table C-1 provides a list of persons and organizations that were sent direct mail notice of all public meetings on the Housing Element while Table C-2 summarizes comments received and how those comments have been addressed.

**Table B-1  
Public Notice List**

Kennedy Commission  
17701 Cowan # 200  
Irvine, CA 92614

LINC Housing Corporation  
110 Pine Avenue, Suite 500  
Long Beach, CA 90802

Jamboree Housing Corporation  
17701 Cowan Ave. Suite 200  
Irvine, CA 92614

Affirmed Housing Group  
13520 Evening Creek Dr. North, #160  
San Diego, CA 92128

The Olson Company  
30200 Old Ranch Pkwy, #250  
Seal Beach, CA 90740

So. Calif. Housing Development Corp.  
8265 Aspen Street, Suite 100  
Rancho Cucamonga, CA 91730

RC Hobbs Company  
1110 E. Chapman Ave., Suite 206  
Orange, CA 92866

County of Orange  
Public Works/Development Services  
300 North Flower Street  
Santa Ana, CA 92703-5000

City of Orange  
Community Development Dept.  
300 East Chapman Avenue  
Orange, CA 92866

**Table B-2  
Summary of Public Comments**

Comment	Response
What density is considered necessary for affordable housing?	Under state law, all of the lower-income categories (extremely-low, very-low and low) are treated the same with respect to the density considered suitable to facilitate housing development. In small jurisdictions such as Villa Park, a density of 20 units/acre is deemed appropriate for lower-income housing.

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