COUNTY OF SAN BERNARDINO

2013–2021 HOUSING ELEMENT

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Adopted

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5 HOUSING ELEMNT

5A INTRODUCTION

5.1.1 PURPOSE OF THE HOUSING ELEMENT

All California cities and counties are required by state law to prepare a housing element to address their existing local housing needs and assigned share of the region's need for housing production. Specifically, Sections 65580 to 65589 of the California Government Code require that each city and county identify and analyze existing and projected housing needs and prepare a series of goals, policies, and quantified objectives, financial resources and scheduled programs to further the development, improvement, and preservation of housing.

To that end, state law requires that the housing element address the following goals:

- Identify adequate sites to facilitate and encourage housing for households of all economic levels, including persons with disabilities.
- Remove, as legally feasible and appropriate, governmental constraints to housing production, maintenance, and improvement.
- Assist in the development of adequate housing for low and moderate income households.
- Preserve for lower income households the publicly assisted multiple-family housing developments in each community.
- Conserve and improve the condition of housing and neighborhoods, including existing affordable housing.
- Promote a range of housing opportunities for all individuals and households consistent with fair and equal housing opportunity.

Taken together, the housing element is a comprehensive statement by San Bernardino County's government to its unincorporated communities of its commitments to facilitate and encourage the development of housing. These commitments are expressed in an integrated framework of goals, policies, and programs. The housing element goals are based on the County's vision, priorities, and state law requirements, and the housing policies and programs are the primary strategies to implement the housing element goals and achieve the County's vision.

5.1.2 CONTENT OF THE HOUSING ELEMENT

The content for the housing element is regulated by state law. State law requires that certain components be addressed, but leaves discretion as to how the element itself is organized. The County of San Bernardino Housing Element is organized to be consistent with the general plan. The housing element contains two sections: 1) a housing policy framework, which sets forth the goals, policies, and programs to be implemented; and 2) a series of technical appendices that address specific statutory requirements in state law and that support the housing policy framework.

The County of San Bernardino's 2013–2021 Housing Element contains a detailed series of goals, policies, and programs to address the state law requirements and the needs of the unincorporated communities of San Bernardino County. Included are general housing policies and programs that apply countywide as well as specific policies that apply in the Mountain, Desert, and Valley regions. Because the County of San Bernardino provides housing services to the unincorporated areas and certain communities within the Consortium, programs address eligible jurisdictions.

The essential data that support the housing element are consolidated into four appendices:

- Appendix 5A, *Community Profile*, is an overview of the County's population, housing, household, and employment characteristics in the context of regional trends. This essentially serves as the statement of housing needs in the county.

- Appendix 5B, *Housing Constraints*, is a review of housing constraints and resources, including governmental and market constraints to the maintenance, improvement, and development of housing.

- Appendix 5C, *Housing Accomplishments*, reviews the previous housing element discusses the appropriateness of goals and policies, the effectiveness of programs, and the progress in achieving quantified objectives.

- Appendix 5D, *Community Outreach*, explains the County's community outreach process. The appendix lists the locations, times, and invitees to community outreach meetings. Also included is a summary of the primary findings of the community engagement process.

- Appendix 5E, *Housing Resources*, demonstrates how the County meets its designated share of the Regional Housing Needs Assessment (RHNA) and provides maps of residentially zoned land to illustrate the development potential remaining in the County.

When adopted by the County Board of Supervisors, the housing element and technical appendices by reference form the legal basis for housing goals, policies, and programs to implement for the duration of the 2013–2021 housing element planning period.

5.1.3 RELATIONSHIP TO OTHER ELEMENTS

The 2013-2021housing element is the only element of the San Bernardino County General Plan that is both adopted as a stand-alone document and part of the comprehensive general plan. The goals, policies, standards, and proposals in this element relate directly to and are consistent with all of the other general plan 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 land use policies that establish the location, type, intensity, and distribution of land uses throughout the County, thus defining the land use buildout potential. In designating the location and density of residential development, the land use element prescribes the ultimate number and types of housing units that could be constructed in the unincorporated County. However, in order to provide a cohesive and consistent planning framework, the housing element is related to and consistent with other planning efforts, including:

- **Consolidated Plan.** The consolidated plan is required by federal regulations and guides the expenditure of federal funds for eligible housing and community development activities. Unlike the housing element which guides housing activities for all economic segments, the consolidated plan places primary emphasis on addressing the housing and service needs of low and moderate income households and persons with special needs.

- **Safety and Conservation Elements.** State law requires counties and cities to amend their safety and conservation elements to include an analysis and policies for flood hazard and management information upon the next revision of the housing element on or after January 1, 2009. The housing element is consistent with the safety and conservation element and no further amendments are needed at this time.

- **Water and Sewer Plans.** Prior to adoption, the housing element has been distributed to affected water and sewer providers to ensure consistency in housing planning efforts. The housing element contains a series of policies and programs to further coordinate the provision of water and sewer service, adopt priority permitting processes for lower income housing, and otherwise ensure consistency between the various planning efforts.

- **General Plan Consistency.** The 2013-2021housing element builds on and is consistent with the other elements in the general plan. To maintain consistency, the housing element references supporting policies in other chapters of the general plan. The County also maintains consistency among elements by ensuring that proposed changes in one element are reflected in other elements.

5.1.4 CITIZEN PARTICIPATION

California law requires that local governments make a diligent effort to achieve participation from all economic segments of the public in the development of the housing element.

Community outreach for the San Bernardino County Housing Element comprises three phases that span the 4th and 5th housing element update cycles. The first phase, conducted as part of the 2010–2015 consolidated plan, solicited information for the community needs assessment. The countywide Vision process, a comprehensive outreach program that continues through the 4th and 5th update cycles, is the second phase of outreach. The third component of the outreach program will be prehearing workshops to be held in each region, followed by public hearings for adoption.

Each phase of the housing element outreach program is briefly summarized below, and the findings and process involved are explained in greater detail in Appendix D.

- **Phase 1–Housing Workshops.** In 2009, the County of San Bernardino Economic Development Agency engaged in a multifaceted approach to obtain community input as part of the Consolidated Plan. This included 20 duly noticed public forums in the 12 Consortium cities and 8 unincorporated communities. In addition, the County distributed or made available online surveys to the public and stakeholders throughout the county. Responses from approximately 450 residents and a broad range of 90 organizations and service providers identified multiple needs, with an emphasis on services.

- **Phase 2–County Visioning.** In 2010, the County of San Bernardino and San Bernardino Association of Governments embarked upon the first countywide Visioning Project to define the direction for the County of San Bernardino to take. The outreach program included 18 community meetings throughout the incorporated and unincorporated areas. The visioning process also included an online survey that garnered more than 3,600 responses. For issues requiring specialized attention, the outreach program included dozens of focused issue groups—all directed at identifying key issues and needs for the County to address.

- **Phase 3–Public Workshops and Hearings.** Prior to adoption, workshops will be held in each region of the unincorporated county to provide an opportunity to review the draft housing element and to verify and update input received in previous outreach efforts. The County will also use this opportunity to invite participation in the next housing element development for the 5th Cycle, as well as the programmed updates to the County general plan and community plans, scheduled to begin in 2013. The findings and input from each phase of public participation and outreach will be reflected in the final housing element.

Comments received from each of these community venues are woven throughout different sections of the housing element and the various goals, policies, and implementing programs.

5.2 HOUSING GOALS

The County of San Bernardino, in adopting the housing element, adopts the goals, policies, and programs to be implemented over the 2013-2021timeframe covered by the element.

5.2.1 HOUSING PRODUCTION AND SUPPLY

Ensuring the construction of an appropriate type and affordability of housing served by adequate infrastructure and community services does not occur by accident. Uncoordinated and short-term focused decisions lead to leap-frog development, inadequate infrastructure, unintended environmental impacts, and less than optimal housing design. For the County of San Bernardino to create livable communities that offer high quality housing for residents and workforce, provide adequate water and sewer services, and a place for business investment requires steadfast planning and implementation.

GOAL H-1. **A broad range of housing types in sufficient quantity, location, and affordability levels to meet the lifestyle needs of current and future residents, including those with special needs.**

POLICIES

H-1.1 Encourage the use of community plans to guide the production and location of a range of housing types, densities, and affordability levels in a manner that recognizes the unique characteristics, issues, and opportunities for each community.

H-1.2 Support the integrated planning and provision of appropriate infrastructure (including water, sewer, and roadways) concurrent with and as a condition of residential development as a means to create more livable communities.

H-1.3 Enforce multiple-family residential development standards, amenity requirements, and other regulations to ensure the development of quality rental and homeownership opportunities for residents.

H-1.5 Work with the Southern California Association of Governments, Local Agency Formation Commission, and cities to develop agreements for the transfer of the regional housing need allocation as a precondition for annexations.

H-1.6 Encourage energy-conservation techniques and upgrades in both the construction and rehabilitation of residential units that will reduce the life-cycle costs of housing. Continue the Insulation and Weatherization Program for eligible households.

5.2.2 GOVERNMENTAL DEVELOPMENT REGULATIONS

The County is committed to facilitating and encouraging the production, maintenance and improvement of housing in our region. However, various factors may limit that goal, such as governmental regulations and the housing market. Whereas land use policy and municipal codes

provide a regulatory framework, existing regulations cannot address every situation. In order to facilitate desired development and realize the greatest community benefits, the County's regulatory framework must be flexible and incentive based. The development review process must be time sensitive, predictable, and thorough. The review process must support long-term community benefits, rather than just short-term gain. Finally, the regulatory framework must contain incentives to stimulate desired private investment and realize community features that improve quality of life.

GOAL H-2. **An efficient administrative process that recognizes the need for efficient and timely review of residential projects while also ensuring and valuing the need for quality design, environmental review, and planning.**

POLICIES

H-2.1 Review the Development Code regularly for possible revisions that might unduly constrain the production or rehabilitation of residential development.

H-2.2 Continue to utilize Planned Development density bonus and density transfer provisions as described in the County Development Code to allow the development of lot sizes less than that normally required by residential land use districts.

H-2.3 **Allow flexibility in the application of residential and mixed-use development standards in order to gain benefits such as exceptional design quality, economic advantages, sustainability, or other benefits that would not otherwise be realized.**

H-2.4 **M**aintain incentives that can be offered when projects provide benefits to the community such as exceptional design quality, economic advantages, environmental sustainability, or other benefits that would not otherwise be realized.

H-2.5 Create and maintain a residential development review process that provides certainty and transparency for project stakeholders and the public, yet allows for the appropriate review to facilitate quality housing development.

H-2.6 Ensure the efficient provision of critical infrastructure needed to accompany residential development and the building of complete communities, and ensure that the costs are fairly apportioned to the development community.

5.2.3 HOUSING AND NEIGHBORHOOD QUALITY

The County of San Bernardino contains a vast number of smaller neighborhoods, towns, unincorporated islands, and communities. Neighborhoods have a wide variety of lot sizes,

housing types, history and culture, and environment. Whether rural, suburban, or urban, our neighborhoods should provide an environment for all residents to enjoy a high quality of life. Yet creating quality neighborhoods involves more than removing blight; this goal includes ensuring each neighborhood has safe and quality housing, ample recreational opportunities, a sense of place, safety and security, infrastructure and public facilities, and desired community services. The County will strive to work with communities, residents, and business to create and sustain quality neighborhoods in all of our communities and regions—rural, suburban, and urban—in the unincorporated county.

GOAL H-3. **Neighborhoods that protect the health, safety, and welfare of the community, and enhance public and private efforts in maintaining, reinvesting in, and upgrading the existing housing stock.**

POLICIES

H-3.1 Support the provision of adequate public services, infrastructure, open space, nonmotorized transportation routes, and public safety for neighborhoods in the unincorporated area that are consistent with community plans.

H-3.2 Support the timely removal of neighborhood blight through graffiti abatement, abandoned or inoperative automobile removal, trash and debris removal, housing repair, and other code enforcement efforts.

H-3.3 Enforce all applicable state and county health, safety, building, and zoning laws directed at housing and property maintenance to maintain healthful, sound, and attractive residential properties.

H-3.4 Encourage the rehabilitation, repair, and improvement of single-family, multiple-family housing, and mobile homes and, if needed, the demolition of substandard housing through available loan and grant programs.

H-3.5 Inspect assisted multifamily rental housing, contract shelters, voucher hotels, and other housing projects on a regular basis to ensure that properties are regularly repaired and maintained in good condition.

H-3.6 Support comprehensive neighborhood efforts to address housing conditions, property maintenance, infrastructure repair, public safety, landscaping, and other issues affecting the livability of neighborhoods.

5.2.4 AFFORDABLE HOUSING ASSISTANCE

Providing housing assistance is an important strategy for achieving homeownership, giving renters a greater range of housing choices and protecting vulnerable residents from displacement. Yet the changing economy has presented significant challenges to this end. Tighter financing

requirements make it difficult to afford housing, resulting in increasing cost burdens for residents. The downturn in the economy and housing market has placed families at risk of losing housing. While the County and Housing Authority still provide rental vouchers and affordable housing, the state and federal governments have taken millions in redevelopment, CDBG, and HOME funds. These factors require the County to be deliberate in allocating its limited resources and work to leverage efforts with partners to pool resources to assist households.

GOAL H-4. **Assist in the development, maintenance, modernization, and preservation of affordable housing; provide assistance where feasible for residents to rent or purchase adequate housing in San Bernardino County.**

POLICIES

H-4.1 Preserve publicly assisted and multiple-family housing units that are at risk of converting from lower income affordability to market rents due to the completion of affordability covenants or funding contracts.

H-4.2 Support the provision of rental assistance to qualified extremely low, very low, and low income households and special needs households served by the County Housing Authority, Department of Behavioral Services, and other County entities.

H-4.3 Support the expansion of homeownership opportunities and preservation by offering financial assistance when available, working in collaboration with partners to increase funding, and supporting foreclosure prevention programs.

H-4.4 Support the Housing Authority's efforts to modernize and replace, where needed, existing multiple-family projects to provide safe, sound, and affordable housing options for qualified low income individuals and families.

H-4.5 Continue to form and strengthen partnerships with nonprofit organizations, public agencies, community-based organizations, and housing developers in order to increase housing opportunities for very low and low income households.

H-4.6 Further fair housing opportunities by prohibiting discrimination in the housing market; providing education, support, and enforcement services to address discriminatory practices; and removing potential impediments to equal housing opportunity.

5.2.5 MOUNTAIN REGION POLICIES

Mountain community character and lifestyle is a unique part of our Mountain Region. Residents seek the Mountain Region for recreational amenities, its environmental quality, and as a retreat from the urban area of southern California. A respect for the natural environment of the National Forest and a desire to maintain the character of mountain villages and resort communities guide the need for unique housing policies tailored for the various communities across our Mountain Region. Fire safety and water conservation concerns, limited urban services, mountain-appropriate architecture, and the preservation of important viewsheds and vistas are all guiding principles for housing policies in the Mountain Region. The County housing element recognizes

the importance of preserving the unique environment and lifestyle of the Mountain Region through the following goal and policies.

GOAL M/H-1. Encourage a diversity of housing products that respect and complement the topography, character, and lifestyle of the Mountain Region.

POLICIES

M/H-1.1 Regulate the density, mass, and height of residential development in hillside areas in order to reduce fire hazards, prevent erosion, preserve natural viewsheds, and maintain the forest character of the Mountain Region.

M/H-1.2 Require architecture and outside facades of residential development that are in keeping with the mountain character; use natural woods, wood composite materials, and masonry as much as practicable.

M/H-1.3 Ensure that development standards for single family homes result in building sizes that are limited to size and scale that are compatible with existing development and the character of the Mountain Region.

M/H-1.4 Use the planned development permit or other discretionary reviews to regulate the density and configuration of residential development along the shores of all mountain lakes or on slopes to protect their scenic qualities.

M/H-1.5 Encourage the grouping or clustering of residential buildings where this will maximize the opportunity to preserve significant natural resources, natural beauty, or open space within the density limits of the underlying zone.

M/H-1.6 Enforce appropriate operation standards, maintenance standards, and permitting procedures for the establishment and maintenance of short-term private home rentals in the Mountain Region.

5.2.6 DESERT REGION POLICIES

Residents who call home many of the unincorporated communities in the Desert Region value their rural community character and lifestyle. The Desert Region's night sky, expansive open spaces and diverse topography, viewsheds, lack of traffic congestion, and limited hard infrastructure are just some of the reasons that attract residents to a rural, desert lifestyle. Most residential areas in these communities are zoned Rural Living (RL), where the minimum lot size is 2.5 acres and allows for uses not traditionally found in more suburban areas. This reflects the development pattern of a rural area where few services exist and residents have a wide array of options available for housing types and related improvements. The County housing element recognizes the importance of preserving the Desert Region through the following goal and policies.

GOAL D/H 1. Maintain residential land use patterns in the Desert Region that enhance and preserve the rural character valued by the residents of the region.

POLICIES

D/H-1.1 Encourage lower density residential development in the Desert Region by retaining Rural Living (RL) zoning in community plan areas that are outside of city spheres of influence and removed from more urbanized community core areas.

D/H-1.2 **Discourage urban-scale infrastructure improvements (e.g., such as curbs, gutters, and street lighting) for different communities in the Desert Region in cases where public health, safety, and welfare are not endangered.**

D/H-1.3 **Where multiple-family apartment projects are required to have landscaping, encourage water-conserving, drought-tolerant, or native landscaping that is capable of surviving a desert climate.**

D/H-1.4 **As funding becomes available, prioritize the use and application of grants and loans for housing rehabilitation, energy conservation retrofits, and water conservation retrofits for housing in the Desert Region.**

D/H-1.5 **Seek to secure loans, grants, and other financing means for addressing the unique housing needs in the Desert Region, such as mobile home rehabilitation, septic system repairs, water wells, and other similar expenses unique to the region.**

5.2.7 VALLEY REGION POLICIES

The Valley Region of San Bernardino County is generally the most urbanized area, although certain areas remain quasi-rural, maintaining animal raising and agricultural uses. This underscores the need for a great diversity in housing options in this region. Some unincorporated areas of the Valley Region are island areas surrounded by cities, or areas within cities' spheres of influence, where availability of infrastructure presents urban infill opportunities. Other Valley areas maintain distinct community identities, favoring low-density or rural character unlike neighboring cities. The diversity of rural, suburban, and urban settings requires special policy treatment to address the unique challenges of building and maintaining housing in these areas.

GOAL V/H 1. **Encourage a diversity of housing and neighborhood improvement and preservation strategies that will address the needs of residents living in County islands and spheres of influence.**

POLICIES

V/H-1.1 **Encourage housing types and designs that are compatible with established land use patterns and the environment of the region, including single-family dwellings, mobile home parks/manufactured home land-leased communities, and apartments.**

V/H-1.2 **Identify areas targeted for rehabilitation to enhance the housing inventory of the Valley Region. These areas may include but are not limited to: North Chino, West and South Fontana, South Montclair, Bloomington, Muscoy, and other, similar areas.**

V/H-1.3 Within the Valley Region, the types of development favored are: urban infill, single-family detached (specifically adjacent to the Foothill Freeway corridors), clustered development with single-family appearance, and single-family detached on large lots.

V/H-1.4 For unincorporated islands that are planned for eventual annexation, work with cities to encourage and approve residential projects that are consistent with the general plans and design guidelines for annexing cities.

5.2.8 IMPLEMENTATION AND MONITORING

Implementation and monitoring are essential aspects of the County's housing element program. The County of San Bernardino will track and monitor progress on the goals, policies, programs, and accomplishments of the housing element in a number of ways. The countywide vision is an ongoing effort that gets reviewed annually for a report on the State of the County. Also on an annual basis, the County will monitor and report on the status of implementation of the entire general plan, including the housing element. The Economic Development Agency reports annually to HUD on the status of federally funded housing programs, and any such programs and projects that require construction permits are coordinated with the Land Use Services Department.

GOAL H-5. **Ensure an integrated planning and monitoring system whereby housing, employment, environmental, and other program data are integrated in a cohesive manner to implement the County's housing vision.**

POLICIES

H-5.1 Support the planning and reporting of housing activities throughout the County in a manner that can be readily integrated into the housing element and useful for the development and refinement of policy and programs. This effort will contain:

- Annual housing element production totals
- Grantee performance reports for the consolidated plan
- Projects funded by the Behavioral Services Department
- Progress in the Homeless Service Continuum of Care efforts

H-5.2 Support the integrated planning and provision of appropriate infrastructure (including water, sewer, and roadways) as a means to create more livable residential environments. This effort will contain:

- Cooperation with the San Bernardino Local Agency Formation Commission and service providers in service planning.
- Coordination of capital improvement planning efforts with cities through the San Bernardino Association of Governments.
- Review minimum improvement standards for rural areas in the update of the County development code.
- Coordination with the Southern California Association of Governments to include transportation improvements into the regional transportation plan.

5.3 HOUSING PROGRAMS

This section describes the primary programs utilized by the County of San Bernardino and its various participating partners to address the goals and policies of the housing element.

5.3.1 PROGRAM #1: LAND INVENTORY

As part of the housing element, the County of San Bernardino prepared an expansive land inventory to show how the County could meet the requirements for the regional housing needs allocation (RHNA). That requirement requires the identification of sites that could accommodate housing at a variety of affordability levels based on the permitted density of development (e.g., apartments, townhomes, single-family homes, mobile homes). To accomplish this, the land inventory selected parcels for residential development that were three acres or larger. These sites were screened for various development constraints, such as steep slopes, Alquist-Priolo zones, sensitive habitat, and environmental constraints. These sites are included in the housing element.

The RHNA has long been the vehicle for establishing housing need across southern California. In 2009a, state law was passed that required the Southern California Association of Governments to prepare a procedure that would be followed when annexations and incorporations take place. Pursuant to adopted procedure, the affected city and county may arrive at an agreement for a transfer of the appropriate share of the RHNA. Since 2006, 29 annexations covering more than 8,000 acres (12 square miles) have been approved by LAFCO, but none have been contingent on the transfer of the appropriate share of RHNA. As a result, the County is required to provide the housing commensurate with that acreage.

Targeted Group: All economic segments

Geographic Coverage:	Unincorporated areas of the county
Related Goals:	Goal 1 and supporting policies
Objectives:	Maintain and refine the housing sites list, update the screening methodology for water and sewer services, and use the site inventory to integrate into the upcoming updates of the 14 community plans. Petition SCAG to prepare RHNA transfer estimates whenever an annexation or incorporation is proposed.
Responsible Agency:	County Planning
Funding Sources:	General Funds
Timing:	2012–2014

5.3.2 PROGRAM #2: INFRASTRUCTURE SERVICES

The success of San Bernardino County will to a large extent correlate to the provision of adequate infrastructure for future growth. This includes transportation, energy, recreational trails, flood control, water supply, sewer, parks, telecommunications, and solid waste. Whereas each special district, community, and county service area has jurisdiction over its respective service area(s), the issues facing the County of San Bernardino require coordination. The provision of infrastructure is a key prerequisite for attracting the type of development that yields long-term benefits to the county, its residents, and businesses.

To that end, several programs are proposed for the housing element.

- **Development Impact Fees.** The County is in the process of determining the need for a program that would charge developers a fee to finance the provision of essential infrastructure for residential development. The amount of the fee would vary by region of the unincorporated county, local conditions, and the particular infrastructure need. The fee would also need to account for the public or private entities that have jurisdiction in a particular region of the county as well as ensure that the fee is apportioned in a fair manner commensurate with the impacts associated with the development.

- **Sewer and Water Priority.** Timely and efficient provision of water and sanitation service helps to attract investment. Given the sheer size of the county, certain regions rely on wells and septic systems, while others have full water and sewer service. To comply with Government Code Section 65589.7, the County will work with its special districts to ensure that appropriate water and sewer management plans are in place and that written policies and procedures are in place that guarantee priority water and sewer service in situations where projects with deed-restricted units affordable to lower income households are proposed.

Targeted Group:	All economic segments

Related Goals:	Goal 1 and supporting policies
Geographic Coverage:	Unincorporated and incorporated areas
Objectives:	Work with special districts to develop policies and procedures to implement Government Code Section 65589.7. Produce a development impact fee analysis that identifies the cost of providing infrastructure and services to areas of the unincorporated county.
Responsible Agency:	County of San Bernardino, EDA
Funding Sources:	General Funds
Timing:	Complete within one year of adoption of the housing element

5.3.3 PROGRAM #3: ENERGY CONSERVATION EFFORTS

In August 2007, the County of San Bernardino Board of Supervisors launched an initiative called "Green County San Bernardino" to spur the use of "green" technologies and building practices among residents, business owners, and developers. Additionally, Green County San Bernardino includes a public awareness component aimed at educating residents about steps to conserve resources and protect the environment. This goal not only achieves energy reduction, but also contributes to SB375 and AB32 mandates to reduce emissions that contribute to climate change.

Some of these efforts are:

- **Energy Efficient Upgrades.** The Housing Authority currently has 1,665 apartment units in San Bernardino County. More than 900 of these—throughout Barstow, Chino, Colton, Fontana, Redlands, and San Bernardino—are being upgraded to new energy-efficient water submetering, plumbing fixtures, thermostats, lighting, windows, and xeriscaping. Through the latest green technology, all the upgrades provide substantial water, energy, and cost savings immediately upon implementation for both the Housing Authority and its residents.

- **Building Permit Fee Waivers.** Under the County Green Program, and as funding allows, the County Building Department waives up to $5,000 in building permit fees for projects that make an existing home or business more energy efficient. Eligible improvements include the installation of solar panels, wind-generated electrical systems, tankless water heaters, or highly energy efficient heating, ventilation and air-conditioning (HVAC) systems.

- **Publicizing of Energy Efficiency Tips.** The County of San Bernardino, through its Green County website, publicizes a range of energy conservation and efficiency programs offered by partners, including Southern California Edison, the Gas Company, and other entities. Programs and services are publicized that have been shown to help residents reduce energy consumption, lower utility bills, and contribute to a greener environment.

Targeted Groups: All economic segments

Related Goals: Goal 1 and supporting policies

Geographic Coverage: Unincorporated areas

Objectives: Implement and publicize program

Responsible Agency: County Planning

Funding Sources: General Fund

Timeframe: Ongoing

5.3.4 PROGRAM #4: DENSITY INCENTIVES

The County offers a housing incentives program modeled after state law. This program offers an increase in the density of a residential development of 5 or more units when a developer meets certain affordability requirements in state law. For meeting the minimum affordability requirements, the applicant receives a 20% density bonus for low and very low income units and a 5% density bonus for moderate-income units. Additional bonuses are available for up to 35%. If the proposed residential or mixed-use development will provide more than the minimum affordable housing units, a sliding scale applies that allows for progressively higher levels of density bonus.

An applicant for a density bonus may request that the County grant an incentive or concession. The County is obligated to grant the incentive or concession unless it makes the following two findings: 1) the concession or incentive is not required to provide for affordable housing, as defined in the Health and Safety Code or for rents for the targeted units required in the Development Code; or 2) the incentive or concession would have a specific adverse impact upon public health and safety or the physical environment for which there is no feasible method to mitigate or avoid the impact without rendering the development unaffordable to low and moderate income households.

Concessions or incentives may include the following: 1) a reduction in certain site development standards; 2) approval of mixed-use land uses not otherwise allowed by the development code in conjunction with the housing development subject to qualifying conditions in state law, 3) other regulatory incentives proposed by the applicant or the County that will result in identifiable, financially sufficient, and actual cost reductions; and/or 4) a direct financial contribution (writing down land costs, subsidizing the cost of construction, or participating in infrastructure cost) granted by the Board of Supervisors at its sole discretion.

Targeted Groups: Low and moderate income households

Related Goals: Goal 2 and supporting policies

Geographic Coverage: Unincorporated areas only

Objectives: Continue implementation of program.

Responsible Agency: County of San Bernardino Planning

Funding Sources: General Fund

Timeframe: Ongoing

5.3.5 PROGRAM #5: GOVERNMENTAL CONSTRAINTS

Certain County regulations may constrain the development, maintenance, and improvement of housing affordable to low and moderate income households and households with special needs. A fuller analysis of these potential constraints is included in Appendix B to the housing element. The primary constraints identified are changes to the development code to facilitate a broader range of housing types, including emergency shelters, social care facilities, and agricultural housing.

To mitigate potential constraints, the development code will be updated as follows:

- Review and refine the categories, definitions, and permitting processes for farmworker housing and labor quarters found in the County Development Code to be consistent with the Employee Housing Act and California housing element law.

- Clarify the definitions and provisions for emergency housing, transitional housing, and permanent supportive housing; create operational and management standards; and ensure that such policies and code amendments are consistent with California housing element law (See program #14 and #15)

- Refine the categories, definitions, and permitting for social care facilities found in the County development code to be consistent with the Lanterman-Petris Act, California Residential Care Facilities for the Elderly Act, and housing element law.

- Throughout the development code update, address other possible standards, requirements and procedures that are inconsistent with the Housing Accountability Act, fair housing laws, and California housing element law.

- Periodically review residential development permit processes, infrastructure needs, and service fee and development impact fee requirements for their impact on the feasibility of developing housing consistent with the County's vision and goals for different regions.

Targeted Groups: All economic segments of residents

Related Goals: Goal 2 and supporting policies

Geographic Coverage: Unincorporated areas

Objectives: Review and revise County development code

Responsible Agency: County Planning

Funding Sources: General Fund

Timeframe: 2013

5.3.6 PROGRAM #6: HOME REPAIR ASSISTANCE

Homeownership is a key goal of County policy makers, and maintaining that investment is critical to improve neighborhoods, reduce blight, and offer quality housing for residents and the workforce. The County has historically offered a number of housing repair programs. In recent years, these programs have been cut back or discontinued due to the loss of redevelopment funds, cuts in state and federal funding, and the need to address other concerns related to foreclosures. Nonetheless, it is in the best interest of the County to reactivate these programs when feasible or to develop long-term relationships with mission-driven organizations to provide these types of services. As the economy improves, the County will consider reactivating the following programs.

- **Single Family Rehabilitation Loan.** The Single Family Home Improvement Loan Program provided eligible homeowners with rehabilitation loans at or below market interest rates. These loans could be used for a variety of home repairs. In past years, this program was intended to serve approximately 100 homeowners over a five-year period. This program was discontinued on July 1, 2012, until additional funding can be secured and the program restarted.

- **Senior Home Repair.** The Senior Home Repair Program provided eligible homeowners with a one-time grant in the form of labor and material. This grant was intended to assist qualified residents correct code violations and/or health and safety problems. In past years, this program was intended to serve 1,250 homeowners over a five-year period. This program was discontinued on July 1, 2012, until additional funding can be secured and the program restarted.

- **Brush with Kindness.** In 2012, Habitat for Humanity San Bernardino County launched "A Brush with Kindness" program that offers low cost home repairs to low income families. Sample projects include house/trim painting, weed abatement, address numbers, fence repair, and garage door painting. Habitat just completed its first project—exterior painting, landscaping, and minor repairs at Starlite Mobile Home Park in Fontana.

Targeted Groups: Low Income, with a priority for extremely low income

Related Goals: Goal 3 and supporting policies

Geographic Coverage: Unincorporated areas

Objectives: Seek funding and partnerships to restart the home repair program.

Responsible Agency: County Economic Development Agency

Funding Sources: HOME, CDBG, and volunteers

Timeframe: Ongoing

5.3.7 PROGRAM #7: CODE ENFORCEMENT

The County of San Bernardino's Land Use Services Department Code Enforcement Division administers a wide variety of programs designed to protect the public's safety, welfare, and property value through enforcement of the San Bernardino County Ordinances and state/federal laws relating to land use, zoning, housing, public nuisances, vehicle abatement, and vegetation/fire hazards abatement. Some of the programs related to housing are as follows:

- **Neighborhood Efforts.** The County has a highly successful Proactive Community Enforcement (PACE) Program for targeted areas of the unincorporated communities. This multi-jurisdictional and multi-agency approach was intended to enhance public safety, community standards, and reduce blight and declining property values through intensive inspection, outreach, education, and proactive enforcement of county and state codes. Focus areas included Muscoy, Bloomington, and portions of Fontana. The program is currently inactive until additional funding can be secured and the program restarted.

- **Property Efforts.** The County of San Bernardino currently operates a code enforcement program countywide and in low-moderate income areas to improve the overall livability of neighborhoods and maintain property values. Efforts focus on education of residents, enforcement of codes, voluntary inspection of units, and referral to appropriate grant and loan programs. In certain cases where properties are deemed substandard or a threat to public health and safety, this includes demolition.

- **Public Nuisances:** The Code Enforcement unit also enforces all applicable County, state, and federal regulations governing public nuisances such as: graffiti, collections of junk, trash, debris, garbage, rubbish and related materials, junked appliances or furniture, waste tires, dismantled, junked or wrecked motor vehicles, machinery, equipment or parts thereof, mattresses/beds, and the build-up of same types of junk that pose a hazard to the public's health, safety, and welfare.

Targeted Groups: All economic segments

Related Goals: Goal 3 and supporting policies

Geographic Coverage: Unincorporated areas and the specific contracting cities

Objectives:	Implement and publicize program. Seek additional funding opportunities to reactivate neighborhood-scale code enforcement.
Responsible Agency:	County Planning
Funding Sources:	General Fund
Timeframe:	Ongoing

5.3.8 PROGRAM #8: HOMEOWNERSHIP ASSISTANCE

The County helps strengthen neighborhoods by supporting low and moderate income homebuyers. The County offers down payment assistance loans, federal income tax credits, and below-market-rate loan programs. Historically, the County used CDBG funds, bonds, and other sources of funding; however, with drastic funding cutbacks in state and federal funds and the far-reaching foreclosure crisis, funds are no longer available. Instead, the County supports and participates in several non-County funded programs to encourage homeownership. These programs include the following:

- **Mortgage Credit Certificate (MCC):** The MCC Program offers first-time homebuyers an improved opportunity to afford a home. The qualified homebuyer may take an annual credit against their federal income taxes paid on the homebuyer's mortgage. The credit is subtracted dollar-for0dollar from federal income taxes. The qualified buyer is awarded a tax credit of up to 20%. The County participates through the CRHFMA Homebuyers Fund, administered by the National Homebuyers Fund.

- **Neighborhood Stabilization Program (NSP).** San Bernardino County was granted $23 million in NSP funds to address the County's vacant, abandoned, and foreclosed properties. The program provides financial assistance for families to purchase vacant or foreclosed homes. Funding included $2.5 million for down payment assistance, $1.3 million for rehabilitation loans, $10 million for affordability assistance, $2 million for acquisition and rehabilitation of homes, and $3.9 million for rental property acquisition and rehabilitation.

Targeted Groups:	Low Income
Related Goals:	Goal 4 and supporting policies
Geographic Coverage:	Unincorporated and incorporated areas
Objectives:	Implement and publicize program. Seek funding opportunities to provide additional means to improve homeownership opportunities.
Responsible Agency:	County Planning
Funding Sources:	General Fund

Timeframe: Ongoing

5.3.9 PROGRAM #9: RENTAL ASSISTANCE

The Housing Authority of San Bernardino County (HASB) provides various rental assistance programs for income-eligible households, and eligible homeless families and individuals. The HASB works through its partner agencies, such as Housing Partners, to acquire, rehabilitate, deed restrict, and manage an expanding portfolio of affordable rental housing for residents in the unincorporated and incorporated areas of the county. Some of these programs include:

- **Housing Choice Vouchers.** The Housing Authority implements the Move-to-Work program, a national demonstration site for the housing voucher program. In conjunction with voucher assistance, the HASB requires voucher holders to participate in a number of employment training, life skills, and other programs designed to improve the ability of participants to transition from rental vouchers to self-sufficiency.

- **Mainstream.** This program provide rental assistance to 100 persons with disabilities to enable them to rent suitable and accessible housing. Mainstream program vouchers enable families having a person with disabilities to lease affordable private housing of their choice. Mainstream program vouchers also assist persons with disabilities who often face difficulties in locating suitable and accessible housing on the private market.

- **Housing Opportunities for People with AIDS.** The HOPWA program is intended to address the specific needs of persons living with HIV/AIDS and their families. HOPWA makes grants to local communities, states, and nonprofits for projects that benefit low income persons medically diagnosed with HIV/AIDS and their families. HACSB partners with different entities to assist 45 people under this program.

- **Veteran's Affairs Supportive Housing.** VASH is for homeless veterans with severe psychiatric or substance abuse disorders. The Housing Authority and Veterans Administration Medical Center have partnered to provide rental vouchers and supportive services to eligible veterans. HASB is currently authorized to assist 35 families and has received additional funding for 25 families.

Targeted Groups:	Extremely low, very low, and low income households
Related Goals:	Goal 4 and supporting policies
Geographic Coverage:	Unincorporated areas and participating cities
Objectives:	Continue implementation of federally funded housing voucher program
Responsible Agency:	Housing Authority of San Bernardino County
Funding Sources:	HOME; HUD, Housing Choice Vouchers

Timeframe: Ongoing

5.3.10 PROGRAM #10: PUBLIC HOUSING MODERNIZATION PROGRAM

The County of San Bernardino Housing Authority owns thousands of federally assisted and affordable housing units throughout the County. The County is present undertaking an extensive modernization program, ranging from replacing major components to demolition and replacement. For the planning period, HACSB will transform the 252-unit Waterman Gardens Public Housing in the City of San Bernardino into a sustainable development of 400 units within a mixed-use (commercial, rental/ownership, senior/family) and mixed-income community. In addition, the HASB is continuing redevelopment of the 115-unit Lugonia site in the City of Redlands into a mixed-use/mixed-income community consisting of 189 rental units and 39 single-family homes.

Figure 1 Rendering of the Waterman Garden Public Housing Project

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Targeted Group:	Public housing residents
Related Goals:	Goal 4 and supporting policies
Geographic Coverage:	Unincorporated and incorporated areas
Objectives:	Modernize the Waterman Garden and Lugonia Projects. Complete other capital improvement and modernization plans.
Responsible Agency:	HASB
Funding Sources:	Federal funds and LIHTC
Timing:	2011–2014

5.3.11 PROGRAM #11: PRESERVATION OF AT-RISK HOUSING

The County Economic Development Agency has funded a significant number of affordable housing units throughout the county. This includes 36 apartment projects funded by federal HOME funds that fund about 1,100 units, 21 apartment projects funded by Mortgage Revenue Bonds that provide 3,608 units, and thousands of apartment projects under the Housing Authority. In keeping with the County's approach to targeting affordable housing where the greatest housing needs exist relative to employment centers, the vast majority of affordable rental projects are in incorporated communities. The County of San Bernardino has dedicated a significant amount of funding to preserve projects that might convert to non-low income uses.

Targeted Group:	Low income housing units at risk of conversion
Related Goals:	Goal 4 and supporting policies
Geographic Coverage:	Unincorporated and incorporated areas
Objectives:	Annually update the status of at-risk housing projects to identify projects at risk of conversion and partner with organizations to assistance in preserving affordability of the projects.
Responsible Agency:	HASB, County EDA, and CDH
Funding Sources:	HOME; HUD, Housing Choice Vouchers
Timeframe:	Ongoing

5.3.12 PROGRAM #12: AFFORDABLE RENTAL HOUSING DEVELOPMENT

The County has a long-standing program to facilitate and encourage the production of affordable multiple-family rental housing throughout the County. This program uses three primary sources of funds—Federal HOME funds, Neighborhood Stabilization Funds (although funds are now depleted), and Mortgage Revenue Bonds. Funds have been used to acquire sites, develop affordable rental housing, and acquire and rehabilitate affordable rental housing within specific geographic areas.

The County continues, as funds are available, to implement the following:

- **HOME-Funded Projects.** The County uses its HOME funds to facilitate the construction of 36 apartment projects providing approximately 1,100 units, of which approximately 325 units are affordable to lower income households.

- **Bond-Funded Projects.** The County has issued multiple-family revenue bonds that have assisted in the development of 21 apartment project, of which 883 units are affordable to lower income households.

- **Housing Authority Projects.** The County works with the Housing Authority to provide funding that will help preserve multiple-family projects affordable to lower income households through the county and unincorporated areas.

Housing assistance funds for the affordable rental housing development program are administered through a notice of funding availability or through a multiple-family housing bond measure. Funding allocations are recommended based on a competitive process between applicants. The funds are made available as low-interest long-term loans, grants, or other financial assistance. Typically, the majority of applications are submitted by jurisdictions participating in the County consortium.

Targeted Groups:	Low Income, with a priority for extremely low income
Related Goals:	Goal 4 and supporting policies
Geographic Coverage:	Unincorporated areas
Objectives:	Implement and publicize program.
Responsible Agency:	County Economic Development Agency
Funding Sources:	Multi-Family Revenue Bond, HOME, CDBG
Timeframe:	Ongoing

5.3.13 PROGRAM #13: FAIR HOUSING PROGRAM

The County's Fair Housing Program is administered through a CDBG-funded contract with the Inland Fair Housing and Mediation Board. It is designed to assist local housing industry groups and other professionals with the implementation of HUD's Voluntary Affirmative Marketing Agreement to guarantee the right of all people to choose freely where they want and can afford to live. This program is promoted through a comprehensive program of training, education, advertising and marketing, minority and women involvement, outreach, and recruitment. These include:

- **Tenant/Landlord Mediation** refers to providing information and education to landlords and tenants about their rights and responsibilities under the California Civil Code in an effort to proactively mediate disputes.

- **Mobile Home Mediation** involves specialized problem solving based on Mobile Home Residency Law that reflects the dual ownership and unique life style of the Mobile Home community. Training and educational workshops are also available.

- **Housing Counseling** refers to a number of programs and services offered by IFHMB that assist homeowners, potential homeowners, renters, and individuals in transition with education, information, and individual housing challenges.

- **Investigation of Unfair Practices** includes investigating unfair lending claims, prepares complaints, or provides referral to other agencies for additional investigation and enforcement to protect homeowners and renters from discriminatory practices.

- **Senior Services** include addressing the unique and complex concerns and issues of senior citizens, including mediation to resolve issues involving Social Security, Medicare, Medi-Cal, utility companies, collection agencies, neighbors, and more.

Targeted Groups:	Low Income
Related Goals:	Goal 4 and supporting policies
Geographic Coverage:	Unincorporated areas
Objectives:	Implement and publicize program
Responsible Agency:	County Economic Development Agency
Funding Sources:	HOME, CDBG
Timeframe:	Ongoing

5.3.14 PROGRAM #14: HOMELESS SERVICES

In September 2007, the San Bernardino County Homeless Partnership (SBCHP) was formed to provide a focused, coordinated, and cohesive approach to addressing homelessness in the County. The partnership consists of community and faith-based organizations, educational institutions, non-profit organizations, private industry, and federal, state, and local governments. SBCHP was developed to promote leadership and strong collaboration between agencies to direct the planning, development, and implementation of the County's 10-year Strategy to End Chronic Homelessness.

SBCHP and its partners are dedicated to implementing a complete Continuum of Care approach that includes emergency shelters, transitional housing, and permanent (supportive) housing, plus supportive social services being in place to assist homeless persons navigate through the system and remain stably housed. Additional services needed to address the needs of homeless people include outreach, case management, mental health services, medical services, recovery services, transportation, child care, education, job search and training assistance, and dental care.

In March 2012, the Housing and Urban Development Department granted San Bernardino County $7.2 million to furnish transitional housing, permanent supportive housing, and other supportive services to homeless people. Of that total, $5.2 million will fund seven new projects. Agencies implementing these projects include Global One Development Center, House of Prayer-Gospel Outreach Ministries Inc., Housing Authority of the County of San Bernardino, Life Community Development, Time for Change Foundation, and United States Veterans Initiative – Inland Empire.

Of that amount, $2.2 million will be used to renew 13 existing projects throughout the County. This allows for the continued provision of housing and homeless services to homeless individuals and families. Agencies administering these projects include Central City Lutheran Mission, Community Action Partnership San Bernardino, Foothill Family Shelter, Frazee Community Center, Inland Behavioral Health Services, Inland Counties Legal Services, Inland Temporary Homes, New Hope Village, Inc., and the Housing Authority of the County of San Bernardino.

Targeted Groups:	Homeless people
Related Goals:	Goal 4 and supporting policies
Geographic Coverage:	Unincorporated areas and consortium cities
Objectives:	Implement and publicize program
Responsible Agency:	Office of Homeless Services
Funding Sources:	HUD Continuum of Care Grants

Timeframe: Ongoing

5.3.15 PROGRAM #15: SENATE BILL 2 COMPLIANCE

Senate Bill 2 mandates that each community play an active role in providing for the housing and supportive needs of the homeless. This includes providing opportunities for housing to meet the needs of homeless people. To address requirements of state law (Government Code § 65583), the County will update its development code to address:

- Defining emergency shelters, transitional housing, and permanent supportive housing consistent with the definitions and parameters in state law.
- Allowing emergency shelters as a by-right use without a discretionary permit, commensurate with unmet need and subject to management and operation standards allowed by state law.
- Allowing transitional housing and permanent supportive housing as a by-right use in all residential zones, subject to standards required of the same type of housing in the same zone.
- Drafting appropriate management and operations standards allowed for under state law.

To address the sites requirement, the County will draft an emergency shelter plan as an amendment to the zoning ordinance, to identify areas where homeless people are known to congregate or where an appropriate mix of supportive services and transit is available to meet the need for emergency shelters with by-right permitting, in compliance with Senate Bill 2. The appropriate locations for the amended zoning regulations will be determined in cooperation with the San Bernardino County Homeless Partnership, utilizing results of the 2013 point in time survey. This will allow the County to determine with precision where homeless people are located and how best to serve them.

The County of San Bernardino is already actively involved in the process of drafting the land use definitions, parking standards, and other requirements. A consultant was hired to complete this step. The emergency shelter overlay requirement will be completed following the point-in-time survey, with full implementation scheduled for one year following adoption of the housing element.

Targeted Groups: Homeless People

Related Goals: Goal 4 and supporting policies

Geographic Coverage: Unincorporated areas and consortium cities

Objectives: Implement and publicize program

Responsible Agency: Office of Homeless Services

Funding Sources: HUD Continuum of Care Grants

Timeframe: Within one year of adoption of the housing element

5.3.16 PROGRAM #16: LOWER INCOME HOUSEHOLDS

The County of San Bernardino offers a variety of housing programs and services that are designed to address the special needs of its extremely low, very low, and lower income residents. In fact, most of its federally subsidized housing assistance and construction programs (e.g., HOME, CDBG, Section 8 vouchers, density bonus, etc.) are geared toward these income groups. The following are a sample of programs targeting the County's most income-vulnerable residents.

- **Section 8 Housing Vouchers.** The Housing Authority of the County of San Bernardino implements its Housing Voucher Rental Assistance, Mainstream Program, HOPWA, and Veterans Affairs Supportive Housing Services for qualified lower income households. A large percentage of income-qualified applicants are extremely low income households.

- **Rental Housing Production.** The County allocates its HOME funds to jurisdictions that propose to build or rehabilitate/acquire affordable rental housing targeted to very low income households earning 50% or less of the median family income. This assures that the most income-qualified households receive assistance.

- **Density Bonus Ordinance.** The County of San Bernardino's density bonus ordinance (Affordable Housing Incentives Ordinance) prioritizes the granting of density bonus for new rental and ownership projects in the County unincorporated communities that target low, very low, and extremely low income households.

- **Affordable Housing Preservation.** The Housing Authority's public housing modernization program and County's affordable housing preservation efforts are designed to target the improvement of affordable housing projects that are occupied almost exclusively by extremely low, very low, and low income households.

These are just a few of the many programs and services geared toward meeting the housing and supportive housing needs of extremely low, very low, and low income households.

Targeted Groups: Low Income, with a priority for extremely low income

Related Goals: All goals

Geographic Coverage: Unincorporated areas

Objectives: Implement and publicize program

Responsible Agency: County Economic Development Agency

Funding Sources: HOME, CDBG, ESG

Timeframe: Ongoing

5.4 5TH CYCCLE REGIONAL HOUSING NEEDS ASSESMSNT FINAL ALLOCATION PLAN, 1/1/2014 – 10/1/2021

The following are RHNA Final Allocation Plan for the 2014-2021Housing Element.

Table 5-1 RHNA Final Allocation Plan, 5th Cycle 2014-2021 Housing Element

Programs	Households/Housing Units					
	Total	Extremely Low	Very Low	Low	Moderate	Above
New Construction (Units)	39	9	9	6	7	17
Source: SCAG, 2012.						

Table 5-1.1 Assessment Final Plan Details, 5th Cycle 2014-2021 Housing Element

Draft RHNA Components	Household Growth (2014-2021)	Base Vacancy Needs	Total Replacement Needs	Vacancy Credit
San Bernardino County - Unincorporated	3,662	89	197	4,392
Source: SCAG, 2012.				

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Profile

5A Community Profile

The housing needs in San Bernardino County are determined by characteristics of residents (resident age, household size, income, and employment) and available housing (number of units, tenure, size, cost, etc.). As demographic and socioeconomic conditions change, different housing opportunities arise and/or must be created to meet demand. This section describes the characteristics of the existing and projected population and housing stock in order to define the extent of housing needs in unincorporated San Bernardino County communities. This information helps to provide direction in updating the County's housing element goals, policies, and programs.

5.5 DEMOGRAPHIC CHANGE

5.5.1 POPULATION GROWTH

Since the 1950s, the Southland has expanded outward from downtown Los Angeles as developers look for opportunities to house the region's growing population. In previous decades, the Inland Empire (of which San Bernardino County is a part) was one of the fastest growing regions in the nation. Development has significantly slowed in the last decade, in part due to the national recession and downturn of the housing market. SCAG projections indicate that population growth is expected to continue more slowly than in prior decades, increasing by 16% between 2010 and 2012 countywide and only 5% in the unincorporated area. Historically, population growth is 30% to 50% in unincorporated areas because communities tend to annex territory in or adjacent to their sphere of influence once projects are proposed. Table 5A-1 compares population growth in the unincorporated communities and County from 1950 to the present.

Table 5A-1 Population Growth Trends 1950–2020

Year	Population			
	Unincorporated Area	Percent Change	Total County Area	Percent Change
1950	N/A	N/A	281,642[2]	75%
1960	N/A	N/A	503,591[2]	79%
1970	N/A	N/A	682,233[2]	36%
1980	322,600[1]	N/A	895,016[2]	31%
1990	322,557[1]	–	1,418,380[2]	59%
2000	292,716[1]	-9%	1,709,434[2]	21%
2010	291,776[2]	–	2,035,210[2]	19%
2020	306,437[3]	5%	2,367,202[3]	16%

Sources: [1]California Department of Finance, [2]U.S. Census, [3]2012 SCAG RTP Growth Forecast.

5.5.2 AGE, RACE, AND ETHNICITY

According to the 2010 Census, the median age in unincorporated San Bernardino County was 34, significantly older than the median of 31.2 for the County as a whole. Shown in Table 5A-2, the age distribution of the unincorporated areas and San Bernardino County are generally similar. The largest differences are among working adults and seniors—the unincorporated area has a larger share of older working adults and seniors, and the County as a whole has a larger share of younger working adults. Still, the overall age difference of residents between the County and unincorporated areas are statistically insignificant across the various categories.

Table 5A-2 Population Age Characteristics in 2010

Age Group	Unincorporated Area		Total County Area	
	Number of Residents	Percent of Total	Number of Residents	Percent of Total
Preschool (0–4)	20,748	7.1%	158,790	7.8%
School (5–17)	59,010	20.2%	435,798	21.4%
College-Age (18-24)	30,488	10.4%	229,897	11.3%
Working Adults I (25–44)	71,001	24.3%	555,040	27.3%
Working Adults II (45–64)	78,137	26.8%	474,337	23.3%
Senior Citizens (65+)	32,392	11.1%	181,348	8.9%
TOTAL	**291,776**	**100.0%**	**2,035,210**	**100.0%**

Source: U.S. Census, STF 1, 2010.

Table 5A-3 illustrates that San Bernardino County is becoming increasingly diverse. As of 2010, less than 50% of the total population is White. This is a significant change from 1990, when 73% percent of County residents reported being White. Between the County and its unincorporated communities, the race and ethnic distribution is significantly different, with Whites comprising a significantly larger share of the unincorporated population. In the County as a whole, Hispanics are the largest racial/ethnic group, and there are higher percentages of Black and Asians as well.

Table 5A-3 Population Racial/Ethnic Characteristics in 2010

Racial/Ethnic Group	Unincorporated Area		Total County Area	
	Number of Residents	Percent of Total	Number of Residents	Percent of Total
White	142,884	49.0%	677,598	33.3%
Hispanic	122,713	42.1%	1,001,145	49.2%
Black or African American	10,391	3.6%	170,700	8.4%
Asian and Other Pacific Islander	7,165	2.5%	129,823	6.4%

Table 5A-3 Population Racial/Ethnic Characteristics in 2010

Racial/Ethnic Group	Unincorporated Area		Total County Area	
	Number of Residents	Percent of Total	Number of Residents	Percent of Total
All Others	8,623	3.0%	55,944	2.7%
TOTAL	**291,776**	**100.0%**	**2,035,210**	**100.0%**
Source: U.S. Census, STF 1, 2010.				

5.5.3 MAJOR EMPLOYERS

The largest employers in San Bernardino County can be found in Table 5A-4. The top 24 employers represent the following sectors: health care services, education, professional services, distribution, amusement, transportation, and government. This reflects the large percentages of employees in the educational, health and social services, and retail trade sectors. The vast majority of the major employers in San Bernardino County are in incorporated communities. The exceptions are FedEx, several resorts in the Big Bear region, YRC Freight, and two school districts.

Table 5A-4 Major Employers in the County, 2010

Employer Name	Community Location	Industry Category
Arrowhead Regional Medical Center	Colton	Health Care Services
Big Bear Mountain Resorts	Big Bear Lake	Amusement
California State University, San Bernardino	San Bernardino	Education
Colton Joint Unified School District	Colton	Education
Desert Valley Medical Center	Victorville	Health Care Services
Environmental Systems Research	Redlands	Professional Services
FedEx Ground	Bloomington	Distribution
Kaiser Permanente Pathology	Fontana	Health Care Services
Loma Linda University Children's Hospital	Loma Linda	Health Care Services
Loma Linda University Medical Center	Loma Linda	Health Care Services
Mountain High Ski Resort	Wrightwood	Amusement
Ontario International Airport	Ontario	Transportation
Redlands Community Hospital	Redlands	Health Care Services
San Antonio Community Hospital	Upland	Health Care Services
San Bernardino County Superintendent of Schools	San Bernardino	Education
San Bernardino Community Hospital	San Bernardino	Health Care Services
San Bernardino County Sheriff	San Bernardino	Government
San Manuel Indian Bingo/Casino	San Bernardino	Amusement
Snow Summit Mountain Resort	Big Bear Lake	Amusement
Snowline Joint Unified School District	Phelan	Education
St. Mary Medical Center	Apple Valley	Health Care Services
California Department of Transportation	San Bernardino	Government
VA Loma Linda Healthcare System	Loma Linda	Health Care Services
YRC Freight	Bloomington	Distribution
Source: California Employment Development Department website, 2012.		

5.5.4 EMPLOYMENT PROJECTIONS AND TYPE

San Bernardino County's emergence has increasingly become a job center as a result of the out-migration of firms from coastal counties to the Inland Empire, where land is available for manufacturing, distribution, and commerce. Over the last five years, the national recession has significantly slowed job growth; between 2000 and 2010, the unincorporated area lost over 13,000 jobs (Table 5A-5). Job growth is expected to rebound to 2000 levels in the unincorporated area by around 2020, though significantly more job growth is projected in San Bernardino County.

Table 5A-5 Projected Employment Growth, 2000–2020

Area	Decade			Total Percent Increase
	2000	2010	2020	
Unincorporated Area	56,130[1]	42,481[2]	59,210[3]	45.1%
San Bernardino County	594,923[1]	640,497[2]	834,194[3]	86.9%

Sources: [1] 2004 SCAG RTP Growth Forecast, [2]2010 Census, [3]2012 SCAG RTP Growth Forecast.

Shown in Table 5A-6, the three largest job sectors for San Bernardino County residents are education-health, retail trade, and manufacturing. The largest employment sectors have a high percentage of lower or entry-level positions: the average annual salary for the three largest employment sectors in the unincorporated area are $46,000 for education-health, $29,000 for retail, and $50,000 for construction.

Table 5A-6 Jobs Held by Residents by Sector in 2010

Employment Sector	Unincorporated Area	Percent	Total County	Percent
Construction	11,217	10.5%	71,744	8.9%
Manufacturing	9,792	9.1%	84,189	10.4%
Wholesale Trade	3,614	3.4%	33,453	4.1%
Retail Trade	11,572	10.8%	100,637	12.5%
Transportation, Warehousing, and Utilities	8,897	8.3%	60,463	7.5%
Information	1,703	1.6%	14,724	1.8%
Finance, Insurance, Real Estate, Rental, Leasing	4,955	4.6%	46,855	5.8%
Professional, Scientific, Management, Admin.	8,877	8.3%	66,858	8.3%
Educational, Health and Social Services	19,619	18.3%	160,628	19.9%
Arts, Entertainment, Recreation, Lodging & Food	8,790	8.2%	64,783	8.0%
Other Services	7,394	6.9%	45,168	5.6%
Public Administration	6,867	6.4%	44,871	5.6%
Armed Forces	3,958	3.7%	13,575	1.7%
TOTAL	**107,255**	**100.0%**	**807,948**	**100.0%**

Source: SCAG 2014–2021 RHNA Methodology, 2011 (using 2005–2009 ACS).

5.5.5 HOUSEHOLD GROWTH

In 2010 approximately 15% of households in the County resided in unincorporated communities. As shown in Table 5A-7, between 2010 and 2020, households in unincorporated areas are expected to grow by less than 3,000, while household growth of more than 100,000 households is expected in incorporated cities. Against this backdrop, the regional housing needs allocation discussed in later technical appendices allocates more than 20,000 units to the unincorporated region, a trend not reflected in growth projections. The 2014–2021 RHNA has corrected this imbalance.

Table 5A-7 Household Growth Projections, 2000–2020

Area	Projected Number of Households			
	2000	2010	2020	Total Increase
Unincorporated Area	90,035[1]	94,085[2]	96,886	29.7%
San Bernardino County	530,498[1]	611,618[2]	712,862	61.7%

Sources:
[1] SCAG RTP Growth Forecast, 2004.
[2] U.S. Census, 2010.
[3] SCAG RTP Growth Forecast, 2012.

5.5.6 HOUSEHOLD TYPE

Characteristics of household affect the need and preference for housing. Household characteristics include size, single versus double income, and physical ability, among others, which, combined with housing costs, can determine the type of housing occupied. For example, families with young children often seek the living space and the financial investment that single-family homeownership offers. In contrast, single-person households tend to desire apartments and townhomes, which are easier to afford and maintain and offer greater mobility. These patterns underscore the need for a diversity of housing types and prices for different households.

The Census Bureau classifies households into two general groups: families or nonfamilies. Housing needs tend to vary for each broader group of household and individual subsets of each. Families include married couples—with and without children—and related persons living together. Nonfamilies include single-person households and unrelated people living in the same home. Persons living in college dormitories, nursing homes, residential care facilities, and similar group home settings are not counted as a household but are included in the population count.

During 2010, the distribution of households, by type, varied between the unincorporated areas and County as a whole. Although married families comprised about three quarters of all households, married families with children had a much larger share in the County versus unincorporated areas. In contrast, nonfamilies (and particularly single-person households) had a

much larger share in the unincorporated areas of San Bernardino County. Table 5A-8 details the differences in household composition between the County and its unincorporated areas.

Table 5A-8 Composition of Households in 2010

Characteristics	Unincorporated Area		Total County Area	
	Number of Households	Percent of Total	Number of Households	Percent of Total
Families				
Married with Children	22,295	23.7%	166,035	27.1%
Married No Children	28,436	30.2%	160,892	26.3%
Other Families	18,267	19.4%	143,513	23.5%
Nonfamilies				
Single-Person	19,057	20.3%	108,095	17.7%
Other Nonfamilies	5,580	5.9%	33,083	5.4%
TOTAL	**94,085**	**100%**	**611,618**	**100%**
Average Household Size[1]	**3.1**		**3.3**	
Source: U.S. Census, 2010.				

Household age also provides an indication of housing need. Younger households and seniors tend to prefer smaller and moderately priced housing units, although the preferences in tenure are different. Middle-aged adults with children tend to prefer larger housing units with more bedrooms. As shown in Table 5A-9, the unincorporated communities have a larger percentage of households headed by someone 45 years and older. Households headed by an individual 44 years and younger are more prevalent in the incorporated areas of San Bernardino County. This is in part due to differences in the type of housing stock in unincorporated versus incorporated communities.

Table 5A-9 Household Age Distribution, 2010

Householder Age	Unincorporated Area		Total County Area	
	Number of Households	Percent of Total	Number of Households	Percent of Total
15–24 years	3,365	4%	25,841	4%
25–34 years	11,821	13%	99,072	16%
35–44 years	16,564	18%	128,766	21%
45–54 years	22,734	24%	143,261	23%
55–64 years	19,419	21%	108,602	18%
65 and older	20,182	21%	106,076	17%
TOTAL	**94,085**	**100%**	**611,618**	**100%**
Source: U.S. Census, STF1, 2010.				

5.5.7 HOUSEHOLD INCOME

The State of California Department of Housing and Community Development (HCD) analyzes the distribution of income among households in a community relative to the County median family income (MFI), as adjusted for households of different sizes. Households are grouped into five income classifications for purposes of determining the need for assistance.

- Extremely low income: households earning 30% or less of MFI, or a maximum income of $20,000 for a four-person household.
- Very low income: households earning 30 to 50% of MFI, or a maximum income of $33,300 for a four-person household.
- Low income: households earning 50 to 80% of MFI, or a maximum of $53,300 for a four-person household.
- Moderate income: households earning 80 to 120% of MFI, or a maximum income of $74,400 for a four-person household.
- Above Moderate income: households earning more than 120% of MFI for a four-person household.

California household income guidelines also often combine extremely low and very low income into one category, called "very low income." The extremely low, very low, and low income categories are also often combined into a larger "lower" income, a term used throughout this housing element. This is because lower income households as a whole have markedly different housing needs than moderate and above-moderate income households. Shown below in Table 5A-10, the total County of San Bernardino tends to have a wider income distribution, with a much larger percentage of extremely low and above moderate income households than the unincorporated communities.

Table 5A-10 Household Income Distribution in 2010

Income Category	Unincorporated Area		Total County Area		Difference
	Number of Households	Percent of Total	Number of Households	Percent of Total	
Extremely Low Income	12,330	14.0%	71,176	21.1%	1.9%
Very Low Income	*11,281*	*12.8%*	*66,179*	*11.2%*	*1.6%*
Low Income	15,794	18.0%	97,632	16.6%	1.4%
Moderate Income	15,972	18.2%	108,499	18.4%	-0.20
Above Moderate	32,545	37.0%	245,314	41.7%	-4.7%
TOTAL	**87,922**	**100%**	**588,800**	**100%**	**N/A**
Source: SCAG 2014–2021 RHNA Methodology, 2011 (using 2005–2009 ACS).					

5.6 HOUSING CHARACTERISTICS

5.6.1 HOUSING STOCK GROWTH

Table 5A-11 compares the total housing stock of the unincorporated areas and San Bernardino County as a whole. The table indicates that San Bernardino County's total housing stock grew more rapidly between 2000 and 2010 than in the unincorporated communities—16% compared to less than 5%. This pattern is consistent with the migration of residents into the Inland Empire. As people moved into the Inland Empire, and thereby San Bernardino County, new housing units were constructed and the total housing stock increased.

Table 5A-11 Housing Stock Growth 2000–2010

Jurisdiction	2000	2010	Percent Change 2000-2010
Unincorporated Area	126,863	132,921	4.8%
San Bernardino County	601,369	699,637	16.3%
Source: California Department of Finance, 2000 and 2010.			

San Bernardino County experienced rapid growth in housing units in the early and mid-2000s. In 2006, the beginning of the housing element planning period, constructed units totaled 4,262. The number of units constructed significantly decreased each year following the peak of the housing market in 2006. As the housing market became more severely depressed, fewer and fewer residential projects moved forward. Less than 250 new homes were constructed in 2011. Table 5A-12 shows the constructed units by regional statistical area in San Bernardino County.

Table 5A-12 Constructed Units in San Bernardino County 2006–2011

Regional Statistical Area	Units Built by Year						Total
	2006	2007	2008	2009	2010	2011	
RSA 28: West Valley	78	148	140	73	101	27	567
RSA 29: East Valley	143	168	70	61	22	6	470
RSA 30: Mountain	478	411	319	194	98	35	1,535
RSA 31: Baker	8	3	8	4	3	3	29
RSA 32: Barstow & Victor Valley	2,907	1,903	678	475	124	45	6,132
RSA 33: Morongo Basin	646	416	127	65	34	10	1,298
RSA 34: Outlying Deserts	2	5	6	7	4	1	25
TOTAL	**4,262**	**3,054**	**1,348**	**879**	**386**	**127**	**10,056**
Source: County of San Bernardino Building Permit Database, 2012.							

5.6.2 HOUSING UNIT TYPE

In a complete community, the availability of different housing products is important for residents. Ideally, residents of different age and income levels will have a wide choice of housing available in their community of choice. In an area as vast as San Bernardino County, where urban form ranges from rural to suburban to urban densities, a broad mix of housing is less possible. Outside of more urban areas, this diversity may not exist due to infrastructure constraints. Infrastructure is typically cost prohibitive to build until a certain density of population and housing occur and the associated density provides significant revenues to fund infrastructure. This explains why higher density housing clusters in County unincorporated islands or city spheres of influence.

According to the California Department of Finance, there were 699,637 housing units in San Bernardino County, with single-family detached units comprising 71% of the total housing units. In contrast, about 19% of the total housing stock classified is multifamily (with two units or more). Single-family attached and other types of housing (including mobile homes) make up a negligible percentage of the total housing stock compared to single-detached units and multifamily units. The unincorporated communities are significantly different. Single-family units comprise a much larger share of housing (83%) than the County as a whole. But instead of more affordable apartments, the unincorporated communities have a much larger share of affordable mobile home parks.

Table 5A-13 details the composition of housing units in the unincorporated communities and the County of San Bernardino as a whole. This comparison underscores the infrastructure limitations in the unincorporated communities, the economics of how affordable housing is provided, and the relationship between density and housing affordability. This reality will be addressed later in this housing element in a discussion of the land inventory and the County's strategy for encouraging the construction of affordable housing in a manner that is financially feasible.

Table 5A-13 Housing Characteristics in 2010

Housing Type	Unincorporated Area		Total County Area	
	Number of Units	Percent of Total	Number of Units	Percent of Total
Single-Family				
+ Detached	110,464	*83.1%*	498,965	71.3%
+ Attached	2,929	*2.2%*	24,640	3.5%
Multiple-Family				
+ 2 to 4 units	4,079	*3.1%*	45,123	6.4%
+ 5 or more units	2,247	*1.7%*	87,405	12.5%
Mobile Homes	13,202	*9.9%*	43,504	6.2%
TOTAL	132,921	100%	699,637	100%

Source: California Department of Finance, 2010.

5.6.3 HOUSING TENURE AND VACANCY

Housing tenure refers to whether a unit is owned, rented, or vacant. Homeownership rates are higher in unincorporated areas (69%) than the County (63%). As discussed later, the high homeownership rates are a direct reflection of the relatively more affordable housing prices in San Bernardino County and the preponderance of single-family homes built in the past several decades. Reflecting the affordability of housing (housing costs compared to household incomes), only a quarter of householders between ages 35 and 65 and less than 11% of householders age 65 or older are renters.

The vacancy rate reflects how well available housing units meet the current housing market demand. 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 households with school age children). A low vacancy rate suggests that households may have difficulty finding housing within their price range; a high vacancy rate may indicate an imbalance between household characteristics and the type of available units, an oversupply of housing units, or a large amount of vacation/seasonal units.

In 2010, San Bernardino County had a vacancy rate of 3.7% for owner-occupied homes and 8.7% of renter-occupied units. In contrast, the vacancy rate in the unincorporated areas is 4.3% for owner-occupied homes and 9.5% for renter-occupied units. Typically, an optimal vacancy rate is considered 5 to 6% for rental units and 1.5 to 2.0% for owner-occupied units. By these standards, the unincorporated area has an excess number of vacant units, which also is responsible for lower prices of homes in those areas. However, the actual number of vacant units is likely higher because the Census does not necessarily include foreclosed homes in the calculation of vacant units.

Table 5A-14 compares the percentage of renter- and owner-occupied homes and vacancy rates for the unincorporated area and entire County.

Table 5A-14 Household Tenure in 2010

Housing type	Unincorporated Area		Total County Area	
	Number of Units	Percent of Total	Number of Units	Percent of Total
TOTAL	132,921	100%	699,637	100%
Occupied Housing Units	94,085	100%	611,618	100%
Owner Occupied	*64,589*	*69%*	*383,573*	*63%*
Renter Occupied	29,496	31%	228,045	37%
Vacant Units	38,836	--	88,019	--
Owner Vacancy Rate	4.3%		3.7%	
Rental Vacancy Rate	9.5%		8.7%	
Source: Source: U.S. Census, STF 1, 2010.				

5.6.4 HOUSING AGE AND CONDITION

Housing 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. Older housing units are more likely to be in need of major repairs (e.g., a new roof or plumbing). Generally, houses built 30 or more years ago are considered in need of rehabilitation and likely to require major repairs. Houses 50 years or older are more likely to need substantial and costly renovations, including upgrades to comply with current standards for fire and earthquake safety.

The housing stock in San Bernardino County is relatively new, with 50% of all units built after 1980. A quarter of the units in San Bernardino County were built during the 1980s. In contrast with many older parts of the region, only 1 in 14 units in the County was built before 1950. This underscores the unprecedented development rate in the County over the past 50 years.

Table 5A-15 Age of Housing Units in 2010

Area	Year Built							Total
	Before 1949	1950–1959	1960–1969	1970–1979	1980–1989	1990–1999	2000–2009	
Unincorporated	8,987	13,658	12,774	14,620	20,819	10,193	6,870	87,921
	10%	15%	14%	17%	24%	12%	8%	100%
County Total	43,260	69,314	63,629	108,506	148,629	80,960	71,498	585,796
	7%	12%	11%	19%	2%	14%	12%	100%

Source: SCAG 2014–2021 RHNA Methodology, 2011 (using 2005–2009 ACS).

Given the geographic size of the County, a housing conditions survey is not possible. However, several indicators point to substandard housing: housing unit age (built before 1940), incomplete kitchen facilities, incomplete plumbing, or no telephone service. Table 5A-16 illustrates substandard housing indicators for unincorporated San Bernardino County households by tenure.

Table 5A-16 Substandard Housing Indicators

Housing Characteristics	Renter-Occupied Units	Owner-Occupied Units	Total Housing Units
Units Built before 1939	1,231	5,646	6,877
Units Lacking Kitchen	437	347	784
Units Lacking Plumbing	140	266	406
Units Lacking Telephone Service	1,127	1,464	2,591

Source: SCAG 2014–2021 RHNA Methodology, 2011 (using 2005–2009 ACS).

5.6.5 HOUSING COST AND AFFORDABILITY

San Bernardino County offers some of the most affordable housing options in Southern California. Like other Southland counties, the residential real estate markets suffered both volume and price declines during the early to mid-1990s recession and in the current recession. This has resulted in an oversupply of housing affordable to virtually every income level. This section describes housing prices and its affordability to households of different income levels.

Home Prices

In the 1980s, the affordability of San Bernardino County's homes was the key variable driving the County's population growth. Like other housing markets in Southern California, San Bernardino County experienced a peak in sales prices in 2006, followed by a steady decline. Now, with coastal county home prices at relatively low levels due to the weak economy and limited demand in the Inland Empire, demand for housing has decreased in San Bernardino County. This has further suppressed housing prices in San Bernardino and throughout the Inland Empire.

According to the San Bernardino County Assessor, the median new home sales price in unincorporated areas between 2008 and 2012 was $254,511, which is affordable to moderate income households and somewhat affordable to low income households. As shown in Table 5A-17, prices in vacation destination areas such as Arrowhead and Big Bear are the highest, while the most affordable housing is in nonresort areas of the mountains, the Morongo Valley, and the Victor Valley. After removing Arrowhead and Big Bear areas, the median new home sales price decreases to $236,237. This adjusted median new home sales price is affordable to low and moderate income households. However, when home resale prices are included, the affordability is even greater. According to DataQuick, in August 2012 the median single-family home price in unincorporated areas was $101,000, which is readily affordable to lower income households.

Table 5A-17 Median New Home Sales Prices, 2008–2012

Community	New Homes Sold	Median Price	General Affordability
Lake Arrowhead	37	652,020	Above Moderate
Big Bear Area	72	351,000	Above Moderate
East Valley	55	336,690	Above Moderate
Central Valley	120	300,000	Moderate
West Valley	21	254,511	Low–Moderate
Mountains	68	236,237	Lower
Morongo Valley	15	179,000	Lower
All Other Areas	42	172,000	Lower
Victor Valley	108	165,000	Lower
Source: San Bernardino County Assessor Tax Records, 2012.			

Rental Prices

Rental housing plays a vital role in providing housing affordable for a variety of household sizes and special needs. Rental housing serves such needs as young adults not ready for the cost or responsibilities of homeownership, seniors seeking less costly and lower maintenance dwellings, and families who benefit from the lower cost of rental housing as well as onsite amenities. According to the 2010 Census, the median contract rent for the County of San Bernardino as a whole was $1,061 per month. This median rent is generally affordable to low and moderate income households. However, there are significant variations in a region as large as San Bernardino County.

The Housing Authority of San Bernardino County conducted a rent survey to understand the rental prices (and subsidies needed by subarea). Table 5A-18 shows the rental price for different sized units in various areas of the County. The East, West, and Central Valleys have the greatest concentration of people, jobs, and homes, the highest demand for rentals, and the highest prices. The most affordable rental housing is found in the Desert, Victor Valley/Barstow, and Morongo Valley, where the environment, oversupply of housing relative to jobs, and high vacancy rate drive down rents. These housing markets are generally affordable to very low income households.

The County's rent survey revealed several anomalies that reflect the diversity of the region. The abnormally high rents for four-bedroom units in the Morongo Valley is attributed to the lack of large multifamily units in the area, meaning that these large rental units are assumed to be large single-family homes. In other areas where vacation rentals exist (such as Lake Arrowhead and Big bear), permanent year-round apartments are few since many renters can simply occupy single-family homes. Table 5A-18 provides a complete summary of rents charged by general region of the county.

Table 5A-18 Typical Rents by Number of Bedrooms, 2011

Region	Rental Unit Size by Number of Bedrooms				
	Studio	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom
Desert	$200–300	$375–500	$450–550	$550–615	$650–735
Victor Valley / Barstow	$425–525	$500–600	$650–700	$950–1,100	$1,350–1,700
Morongo Valley	$500–600	$500–650	$600–800	$800–1,200	$1,500–2,100
Mountains	$450–550	$500–600	$550–800	$950–1,500	$1,400–3,000
North San Bernardino	$600–675	$735–895	$775–998	$1,125–$1,395	$1,225–1,435
South San Bernardino	$500–600	$550–695	$725–895	$850–950	$1,000–1,200
East Valley	$640–840	$750–920	$850–1,070	$1,350–1,550	$1,450–1,700

Table 5A-18 Typical Rents by Number of Bedrooms, 2011

Region	Rental Unit Size by Number of Bedrooms				
	Studio	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom
West Valley	$875–925	$900–1,200	$1,200–1,500	$1,500–1,750	$1,775–1,900
Central Valley	$585–700	$700–785	$885–1,000	$995–1,125	$1,300–1,500

Source: Alternative Local Payment Standards for the Housing Authority of the County of San Bernardino Housing Choice Voucher Program, 2011.

Affordability Analysis

High housing cost burdens can lead to a number of unwanted situations, such as overcrowded homes; overpayment, which undermines a household's ability to pay for other important expenses, and premature deterioration of the housing stock due to deferred maintenance. The calculation for rental housing affordability assumes that a household can expend no more than 30% of its monthly income on housing. The calculation for ownership affordability assumes that a household can expend up to 35% of its monthly income on housing because of the equity and tax benefits of homeownership. Other standard constants are applied to determine housing affordability.

As shown in Table 5A-19, single-family housing is affordable in many unincorporated areas. Based on a maximum income of $33,500 for a four-person household, a very low income household could afford up to $140,000 or the median-priced home resale home. Low income households could afford up to $234,000, which exceeds the median-priced home in Morongo Valley, Victor Valley region, and Desert communities. Homes in the West and Central Valley are priced slightly higher (median of up to approximately $250,000) but are still quite affordable to moderate income households. However, households may face more difficulty in qualifying for a home loan in the present market.

Rental units are also quite affordable. For rental housing, the maximum affordable monthly rent ranges from $633 for a very low income household to $1,013 per month for a two-person household and $791 to $1,266 for a low income four-person household. Based on the median rental prices in Table 5A-18, current rents are affordable to lower income households residing in the Desert, Victor Valley/Barstow, and Morongo Basin subareas. Rental housing in the valley regions is more expensive due to its closer proximity to employment centers and therefore typically affordable to moderate and above moderate income households.

Table 5A-19 Maximum Rent and Purchase Price by Income Category

Income Category	Annual Income [1]	Maximum Affordable Rent Payment [2]	Maximum Affordable Purchase Price [3]
Two-Person Household			
Very Low (>50%)	$26,800	$633	$108,742
Low (51–80%)	$42,900	$1,013	$184,203
Moderate (81–120%)	$60,750	$1,520	$284,817
Above Moderate (120%)	>$60,750	>$1,520	>$284,817
Four-Person Household			
Very Low (>50%)	$33,500	$791	$140,153
Low (51–80%)	$33,501–53,600	$1,266	$234,460
Moderate (81–120%)	$53,601–75,950	$1,899	$360,204
Above Moderate (120%)	>$75,950	>$1,899	>$360,204

Source: The Planning Center|DC&E, 2012.
[1] Based on HUD income limits, January 2012.
[2] Calculated as 30% of income.

Table 5A-19 Maximum Rent and Purchase Price by Income Category

Income Category	Annual Income [1]	Maximum Affordable Rent Payment [2]	Maximum Affordable Purchase Price [3]
[3] Calculated as 35% of income and assumes 10% down payment, 5% interest rate, and 1.25% tax and homeowners insurance.			

5.6.6 HOUSING PROBLEMS

Housing problems typically refer to households that spend too much of annual household income toward housing (overpayment) or double up in a unit to share the cost (overcrowding). Both situations have significant implications for households, the housing unit occupied, and the neighborhood where these conditions occur. The following describes the prevalence of overcrowding and overpayment in the unincorporated areas of the County.

5.6.6.1 HOUSING OVERCROWDING

Housing overcrowding is when too many people of the same household live in the same house, measured by the number of occupants per room—excluding hallways, bathrooms, and closets. Several undesirable conditions are associated with overcrowding. Accelerated deterioration of the home, overtaxed plumbing facilities, and parking problems often occur when too many people share one living space. These conditions detract from the quality of a housing development, result in lower project values, and therefore are a considerable concern to local governments.

Table 5-A-20 contains data regarding housing overcrowding in the unincorporated area. According to the federal government standards, a household is considered overcrowded if there is more than 1.0 person per habitable room. By way of example, a typical two-bedroom apartment with a living room and kitchen (a total of four rooms) would be considered overcrowded if more than four occupants lived in the housing unit. If an average of more than 1.5 persons per habitable room lived in the same dwelling unit, the unit would be classified as having severe overcrowding.

The data show that overcrowding is not prevalent in the unincorporated areas. An estimated 11% of renter households reported more than one occupant per room, and only 5% of owner-occupied units reported overcrowded conditions. Overall, overcrowded housing conditions occurred in approximately 7% of all unincorporated households, which is similar to the County as a whole. This indicates that the existing housing units in unincorporated San Bernardino County appear to be appropriately sized for the majority of households, regardless of tenure.

Table 5A-20 Housing Overcrowding, 2010 Unincorporated Area

Tenure	Moderate Overcrowding	Severe Overcrowding	Total

	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total
Renter	2,199	9%	740	3%	2,939	12%
Owner	2,343	4%	784	1%	3,127	5%
TOTAL	4,542	7%	1,524	<1%	6,066	7%
Source: SCAG 2014–2021 RHNA Methodology, 2011 (using 2005–2009 ACS).						

5.6.6.2 HOUSEHOLD OVERPAYMENT

A primary goal for communities is the provision of decent housing and a suitable living environment for residents of all economic levels. Overpaying for housing can significantly burden a household. Typically, housing overpayment is defined as spending more than 30% of a household's monthly gross income for housing. Moderate and upper income households may, and often do, expend more than 30% of their incomes for housing without experiencing hardships. Moderate overpayment refers to spending 30 to 50% of income on housing, and severe overpayment refers to spending more than half of a household's gross income toward housing costs.

Table 5A-21 lists the prevalence of overpayment by renter and homeowner households in the unincorporated area. Overpayment is much more common than overcrowding. In the unincorporated area, approximately 41% of all households spend more than 30% of their monthly income on housing, with 47% of renter households and 38% of owner households overpaying for housing. The percentage of households who experience moderate and severe overpayment appears to be similar. With respect to severe overpayment, 26% of renter households and 17% of owner households are severely overpaying. These households are likely challenged to afford other basic needs and could face eviction, foreclosure, or overcrowding to reduce the cost burden.

Table 5A-21 Household Overpayment, 2010 Unincorporated Area

Tenure	Moderate Overpayment		Severe Overpayment		Total	
	Number of Households	Percent of Total	Number of Households	Percent of Total	Number of Households	Percent of Total
Renter	5,322	21%	6,447	26%	11,769	47%
Owner	13,246	21%	10,842	17%	24,088	38%
TOTAL	18,568	21%	17,289	20%	35,857	41%
Source: SCAG 2014–2021 RHNA Methodology, 2011 (using 2005–2009 ACS).						

Although overpayment affects all economic levels, owners are in a different situation than renters. Homeowners may overextend financially to purchase a home, but they maintain the option of selling the home and realizing tax benefits or appreciation in value. However, because of the plummet in home values during the late 2000s, most owners who purchased at the peak of the market (e.g., 2004 to 2007) may be "upside down," in that current home equity is less than

the outstanding loan. This is reflected in the increased foreclosure rates throughout the Southland. In other cases, homeowners may overpay for housing because of adjustable loans that reset to higher interest rates. Renters are limited to the rental market and are generally required to pay the rent established by that market. Rent overpayment is more often due to too low an income, while homeowner overpayment is due more to the inflated price of single-family housing.

5.6.6.3 HOUSING FORECLOSURES

Following the peak of the housing market in 2006, rising numbers of foreclosures swept southern California, dampening demand for housing and impacting its affordability. The foreclosure crisis is attributed to an overproduction of single-family housing, declines in the national economy, and increases in subprime lending, a practice in which financial institutions offered adjustable-rate loans to buyers who typically would not have qualified for a home loan. As the rates adjusted, thousands of households in San Bernardino County and elsewhere found themselves unable to afford their new mortgage payment. Initially banks were unwilling to adjust the loan terms to enable owners to stay in their homes, creating a huge increase in foreclosures in 2008 and 2009.

Table 5A-22 summarizes the number and rate of foreclosures in San Bernardino County. As of 2012, one in three homes had received a notice of default and up to one in five homes had been foreclosed. This data may somewhat overestimate the rate of foreclosure since it does not account for situations where the same home could have received a notice of default and foreclosure.

Table 5A-22 Notices of Default and Foreclosures, 2006–2012
San Bernardino County

Year	Notices of Default		Foreclosures	
	Number of Homes	Percent of Single-Family Homes	Number of Homes	Percent of Single-Family Homes
2006	9,595	2%	1,093	0.2%
2007	23,824	5%	8,314	2%
2008	39,513	8%	25,038	5%
2009	41,251	9%	21,697	5%
2010	25,854	5%	18,580	4%
2011	20,179	4%	15,866	3%
2012	9,209	2%	5,258	1%
TOTAL	169,425	34%	95,846	19%

Sources: SCAG 2014–2021 RHNA Methodology, 2011 (using 2005–2009 ACS); DOF 2006–2012.

The foreclosure crisis has greatly impacted the overall San Bernardino County housing market, where thousands of households were displaced. Some banks have not adequately maintained, managed, or leased their stock of foreclosed homes, and they can be a nuisance to an entire neighborhood. Many bank-owned properties are sold at auction for extremely low prices. Although the County has used federal funds to repair and resell many foreclosed units, the County's limited funds are insufficient to fully address the problem. Because a surplus of foreclosed properties is leading to blighting conditions in residential neighborhoods, the County Executive Office is working with various financial institutions to develop longer-term solutions.

5.7 SPECIAL NEEDS GROUPS

5.7.1 ELDERLY PERSONS

San Bernardino County's unincorporated area has a sizable senior population—32,392 people are age 65 and over (11% of the population). With respect to households, the unincorporated communities have 20,182 households headed by a senior, of which 17,359 are homeowners and 2,823 are renters (Census 2010). Seniors are considered a special needs group, because their limited income, higher health costs, and physical disabilities make it more difficult to find suitable and affordable housing. Overall, some of the more pressing senior issues are:

- **Physical Disabilities.** Seniors have a higher prevalence of physical disabilities than other age groups; about 30% of seniors have a self-care/mobility limitation. At some point, every senior citizen will live with one or more disabilities that restrict mobility. This underscores the importance of facilitating options to make housing more accessible to seniors, including special modifications (such as ramps, handrails, lower cupboards and counters) that give seniors greater access and mobility and allow them to stay in their home.

- **Limited Income.** Approximately 70% of senior renter households and 32% of senior homeowners earn low income; increases in rental housing costs put them at greater risk for overpayment and make it more difficult to pay other expenses. More than 50% of senior households who rent and 30% of senior households who own homes overpay for housing. Providing rental assistance where needed, housing rehabilitation assistance for homeowners, or other programs can assist seniors to meet their housing expenses.

- **Location/Transportation.** Availability of transportation is an important concern for seniors. Because of the sheer size of the County and the isolation of many unincorporated communities, many senior residents need access to public facilities and public transit. Eight transit agencies provide low cost public transportation to area residents and special ACCESS services for seniors. SANBAG's Public and Specialized Transportation Advisory and Coordination Council also provides an exhaustive list of transit services for seniors.

- **Affordable Housing.** Although many seniors live at home, some lower income seniors still require affordable senior housing. With the cooperation of various partners, the housing authority has developed senior housing communities in Fontana, Montclair, Redlands, San Bernardino, Twin Peaks, Yucaipa, and Victorville. The housing authority also provides rental assistance in the form of Housing Choice Vouchers to low income seniors for the purpose of securing affordable housing.

The County of San Bernardino also offers a range of programs—adult protective services, family caregiver support, in-home supportive services, long-term care ombudsmen, multipurpose senior services, nutrition services, senior community services employment program, and senior

information. Many of these services are provided at County facilities or at the more than 40 senior centers in incorporated and unincorporated communities throughout the County.

5.7.2 FAMILY HOUSEHOLDS

San Bernardino County recognizes the need to provide a broad spectrum of assistance and support for families and youth. Two of the groups most vulnerable to the recession are large families and female-headed households with children. A large family or household is one with five or more members. The 2010 Census reported that 18,751 large households resided in unincorporated San Bernardino County, representing 20% of all households. Of these large households, 6,941 were renters and 11,810 were homeowners. For the unincorporated communities, the 2010 Census also reported 11,754 female-headed households, of which 5,997 have dependent children under age 18.

Single-parent households have special housing needs for affordable housing, accessible childcare, health care, and other supportive services. Single parents also tend to earn less than other types of householders. Female-headed households are statistically shown to earn lower incomes than their male counterparts, making single mothers a particularly vulnerable group. Large households are considered a special needs group because of the limited supply of affordable housing, particularly rentals, with an adequate number of bedrooms. Both large families and female-headed households, particularly renters, traditionally have the highest incidence of overpayment and overcrowding. These unique family types benefit from specialized assistance.

Some of the key housing and support needs are:

- **Income Support.** The critical issue facing many of the County's residents is income related. With the loss of thousands of jobs and high unemployment levels estimated at 13%, many County residents are on public assistance or earning extremely or very low incomes. From 2006 to 2012, the percentage of County residents on public assistance has increased from 15% to 25%, compared to 7% of residents of the unincorporated communities.

- **Foreclosure of Homes.** Foreclosures are a critical problem in San Bernardino County, although data is not available for specific regions. However, since the housing planning period began in January 2006, approximately 95,000 homes have suffered foreclosure—nearly 1 in 7 homes. This has placed a tremendous burden on service organizations with respect to foreclosure prevention, removal of blight, and property disposition.

- **Childcare.** Access to safe and affordable childcare is essential to allow single parents to continue to work and earn adequate incomes. The cost of childcare diminishes a household's ability to afford other key expenses, such as housing and transportation. Expanding programs that subsidize childcare for lower income households, including single parents, can improve early childhood education, keep parents employed, and help prevent the cycle of poverty.

- **Housing Problems.** Because the County's existing housing stock is relatively affordable and the prevalence of overpayment and overcrowding is relatively lower, the most pressing condition is the condition of housing. In certain isolated communities, particularly those with a high incidence of foreclosures, housing rehabilitation needs are significant. This is challenging given the demise of redevelopment funding and cutbacks in federal funds.

Addressing the different housing and service needs of families with children requires a comprehensive strategy. Access to supportive services will help these households overcome obstacles. Increasing the diversity of the affordable housing stock will meet a greater range of needs in the County, including those of large families who cannot be adequately served by the typical two-bedroom apartment. Housing is a basic need, and assisting families with children to obtain appropriate housing is one approach to providing a secure foundation upon which they can divert more income toward education, health care, job training, and other beneficial expenses. Other supportive programs are necessary to continue making progress toward independence.

The Community Action Partnership serves lower income families in San Bernardino County. Programs offered include savings account planning assistance, food vouchers, transportation passes, weatherization assistance, transitional housing, rent and mortgage assistance, and case management. The County of San Bernardino Preschool Services Department administers and operates the federal Head Start program and state Education Preschool programs to assist lower income families with children. These programs include health and social services, developmental and behavioral screenings, and nutritional services, and they prepare young children for elementary school. Parents benefit from literacy programs, nurse visitations, and apprenticeships that provide onsite job training.

The County of San Bernardino also offers a rental assistance program for income-qualified residents. The Housing Authority provides more than 8,000 housing vouchers to income qualified residents. For many residents, foreclosures and housing rehabilitation are critical issues. Numerous foreclosure prevention resources are available to San Bernardino County residents, including default and foreclosure counseling, reverse mortgage counseling, first-time homebuyer education, and financial education through the Inland Fair Housing and Mediation Board, Neighborhood Partnership Housing Services, Neighborhood Housing Services of the Inland Empire, and other groups.

In the last six years, the County has used its NSP and HOME funds to rehabilitate and deed restrict 1,001multiple family units. As shown in Table 5A-23, the San Bernardino County Housing Authority directly manages more than 320 units of housing affordable to lower income residents living specifically in the five Regional Statistical Areas that compose the unincorporated county.

Table 5A-23 Housing Authority Units, 2012

Unincorporated Area by Regional Statistical Area (RSA)	Housing Authority Units		
	Housing Vouchers	Public Housing	Authority-Owned Units
RSA 29: East Valleys	82	7	39
RSA 30: Mountains Region	58	-0-	40
RSA 31: Desert Region	-0-	-0-	24
RSA 32: Victor Valley	33	-0-	-0-
RSA 33: Morongo Valley	37	-0-	-0-
TOTAL	210	7	103
Source: Housing Authority of San Bernardino County, Moving to Work FY 2011 Annual Report.			

5.7.3 PERSONS WITH DISABILITIES

San Bernardino County has a significant population of people with mental, physical, and developmental disabilities that substantially limit major life activities. People with disabilities have special needs because many earn very low incomes, have higher health costs, and are often dependent on supportive services. People with disabilities may also face discrimination in obtaining housing, because landlords may be concerned about how a disability is perceived by other tenants, the disabled person's income and ability to afford housing, or whether the unit can be maintained.

Disabilities fall within several categories:

- **Developmental disability.** Federal law defines developmental disability as a severe, chronic disability that: 1) is attributable to a mental and/or physical impairment; 2) is manifested before the individual attains age 22; 3) is likely to continue indefinitely; 4) results in substantial functional limitations in major life activities. This most frequently includes cerebral palsy, autism, mental retardation, and epilepsy. The U.S. Administration of Developmental Disabilities estimates that 1.5% of the population may have a developmental disability, which would equate to 4,376 persons in unincorporated San Bernardino County.

- **Physical disability.** According to the 2000 Census (the latest available count), 22% or 56,469 residents of the unincorporated areas older than age 5 report having a disability. The Census Bureau tracks disabilities such as hearing, vision, cognitive, self-care, and other types of physical and mental disabilities. In the unincorporated area of the County, approximately 6% of persons ages 5 to 15, 24% of persons 16 to 64, and 43% of residents age 65 and older report a disability. These disability estimates are similar to rates throughout the county.

- **Other disabilities.** San Bernardino County has a sizable population of persons with other nonphysical disabilities, including mental illness, persons recovering from substance abuse, and persons with miscellaneous ailments that are not developmental or physical in

nature. Unfortunately, no reliable estimate is available for this group below the county level. Moreover, available estimates only track those who have entered treatment centers (which underestimates the true estimate) or those who report drug use.

Physical and developmental disabilities can hinder access to housing units of traditional design and limit the ability to earn adequate income. The needs of people with disabilities exhibit a wide range of complexities and subtleties. For those with physical disabilities, the County can help facilitate the reconfiguration of existing housing through loan programs. By rehabilitating and upgrading housing, renters or homeowners can more easily "age in place" and live the fullest independent lives without the need to move to housing that is more suitable for their physical disability. As described later, implementing a reasonable accommodation ordinance can further the above goal.

Ensuring fair and equal housing opportunity under state and federal fair housing laws is also important for people with disabilities. According to the Housing Rights Center, fair housing complaints from people with disabilities represent the largest percentage of complaints received in recent years. The recent surge in complaints appears to be due to a greater awareness of existing fair housing laws and focus by the courts on ensuring that cities affirmatively address the housing needs of people with disabilities, specifically with respect to reasonable accommodation procedures.

Regardless of the disability, meeting the full range of housing and supportive service needs for people with disabilities requires a comprehensive strategy. This strategy should focus on facilitating independent living through in-home modifications, allowing for suitable housing by enacting and updating land use and zoning practices, facilitating and/or financing a range of supportive services, and implementing and enforcing existing state and federal fair housing law.

Table 5A-24 displays the housing resources available to persons with disabilities in the unincorporated communities of San Bernardino County.

Table 5A-24 Housing for People with Disabilities, 2012

Disability	Unincorporated Area		Total County	
	Number of Facilities	Capacity (Beds)	Number of Facilities	Capacity (Beds)
Adult Day Care	2	45	47	2,365
Adult Residential Care Facility	42	367	300	2,072
Group Home	11	73	62	614
Residential Care Facility for the Elderly	26	265	258	5,205
Small Family Home	1	6	16	64

Source: Community Care Licensing Division, California Department of Social Services, 2012.

The housing plan for the housing element sets forth several measures to address potential constraints to the production of housing for people with disabilities. This includes:

- Revising current definitions of disability and care facilities to make them consistent with the definitions provided for in state law.
- Creating a reasonable accommodation ordinance that implements fair housing law and increases the opportunity to make housing suitable for people with disabilities.
- Revising County codes regarding emergency shelters, transitional facilities, and permanent supporting housing to make them consistent with recent changes in state housing law.

5.7.4 HOMELESS POPULATION

San Bernardino County has a resident homeless population dispersed throughout its vast territory. According to the federal Department of Housing and Urban Development, homeless is defined as people who live in emergency shelter or transitional housing for some period of time and unsheltered people who sleep in places not meant for human habitation (e.g., streets, parks, abandoned buildings, and subway tunnels) and who may also use shelters on an intermittent basis. Homelessness in San Bernardino County has become an increasing reality for adults, children, and families as the result of the worst housing and economic recession in a generation.

In 2011, San Bernardino County Office of Homeless Services organized hundreds of volunteers to perform a point-in-time survey of the entire County's homeless population. The 2011 survey reported approximately 2,800 homeless residents, up from 1,700 in 2009. The survey, however, was intended to produce a conservative count of only homeless people who could be visually seen. The San Bernardino County Superintendent of Schools Homeless Student Count (which uses an expanded definition that includes residents precariously housed) reported 2,658 homeless children, of which 1,483 resided in shelters, 1,078 resided in campgrounds, and 609 resided in hotels/motels.

According to the 2011 homeless count, the majority of homeless people are adults without children (1,901), followed by persons in homeless families (909 people). The most common form of residence reported was outdoor encampment (44%), vehicle (16%), and abandoned building (12%). Factors that contribute to homelessness in San Bernardino County include difficulties in obtaining employment, mental and physical illness domestic violence, substance abuse, and economic hardship. In San Bernardino County, 16% of the homeless people surveyed were veterans.

Table 5A-25 summarizes the shelter resources available in the County. Countywide, there is a need for transitional housing for individuals and permanent supportive housing for families with children. The need in other categories is less significant.

Table 5A-25 Housing Gaps for Homeless People in San Bernardino County, 2012

Category of Need		Estimated Need	Currently Available	Unmet Need/Gap	Relative Priority
Individuals					
Beds/Units	Emergency Shelter	189	140	49	M
	Transitional Housing	272	77	195	H
	Permanent Supportive Housing	168	126	42	H
	TOTAL	**629**	**343**	**286**	**N/A**
Families with Children					
Beds/Units	Emergency Shelter (beds)	126	150	-24	H
	Transitional Housing (units)	181	197	-16	H
	Permanent Housing (units)	1,090	25	1,065	H
	TOTAL	**1,397**	**372**	**1,025**	**N/A**

Table 5A-25 Housing Gaps for Homeless People in San Bernardino County, 2012

Category of Need	Estimated Need	Currently Available	Unmet Need/Gap	Relative Priority
Source: County of San Bernardino Consolidated Plan 2010–2015.				

The County recognizes the importance of addressing the needs of its homeless population, and its proposed 2010–2015 Consolidated Plan includes a strategic plan to address these. The strategic plan is centered on implementing a continuum of care system based on four components: safe shelter through a homeless shelter or a motel voucher; transitional housing; social services such as substance abuse treatment, mental health services, and independent living skills; and permanent housing and homelessness prevention services. Table 5A-26 summarizes resources available to address the needs of the County's homeless people.

Table 5A-26 County Emergency Shelter and Transitional Housing Services, 2012

Facility or Service Organization	Services Provided	General Location of Service or Facility
Catholic Charities	Motel vouchers for emergency shelter.	Desert portions of County
Desert Manna Ministries	Cold weather shelter to the homeless.	Barstow (RSA 32a)
Family Service Association of Redlands	Transitional housing for homeless families through a rental assistance program, emergency shelter vouchers, and food services.	Redlands (RSA 29)
Frazee Community Center	Shelter as well as referral services to other shelters, motel vouchers, and food and medical services.	Highlands (RSA 29) Redlands (RSA 29)
High Desert Homeless Services, Inc.	Food, clothing, showers, personal care items, and shelter. Shelter is also provided through the use of motel vouchers.	
Inland Valley Council of Churches	Vouchers for emergency shelter and homeless prevention program for families in Montclair and in unincorporated areas.	West Valley Area (RSA 28)
Mercy House	Cold weather shelter in the form of vouchers for homeless individuals	Ontario (RSA 28) West Valley Area (RSA 28)
Operation Grace	Cold weather shelter in the form of vouchers for homeless individuals.	San Bernardino (RSA 29) East Valley (RSA 29)
Option House	Shelter and supportive services to victims of domestic violence and their children.	City of San Bernardino (RSA 29)
Salvation Army	Two homeless shelters in the City of San Bernardino. Also issues shelter vouchers at six locations countywide.	San Bernardino (RSA 29) Countywide
Time for Change	Shelter (two facilities) and supportive services for homeless women and children.	San Bernardino (RSA 29)
County of San Bernardino Human Services Group	Vouchers to homeless families with children to purchase temporary or permanent shelter as well as security deposits for housing.	Countywide
San Bernardino County Community Action Partnership	CAPSBC operates a Federal Emergency Management Agency, Emergency Food and Shelter Program providing services including emergency shelter vouchers, emergency food and utility assistance.	Countywide
Transitional Shelters		
Foothill Family Shelter	Facility serves as a transitional shelter for families while permanent housing is located.	Upland (RSA 28)
Family Service Association of Redlands	Transitional housing for homeless families through a rental assistance program and emergency shelter vouchers. Food baskets, utility assistance	Redlands (RSA 29)

Table 5A-26 County Emergency Shelter and Transitional Housing Services, 2012

Facility or Service Organization	Services Provided	General Location of Service or Facility
	and referral services are also provided.	
Inland Temporary Homes	Transitional shelter for families for up to six months.	Inland
Veterans Alcoholic Rehabilitation Program	Shelter and alcohol and drug rehabilitation for low income and homeless veterans.	San Bernardino (RSA 29)
The Gibson House	Alcohol recovery center for women that provides food, recovery services, and vocational training to low income and homeless women.	San Bernardino (RSA 29)
Domestic Violence		
Desert Sanctuary	Shelter for women and children who are victims of domestic abuse.	Barstow (RSA 32a)
Domestic Violence Education and Services	Shelter for battered women and their children who may stay in the facility for up to six months.	Big Bear (RSA 30)
High Desert Domestic Violence	Shelter and counseling to battered women and children for up to 30 days.	Victorville (RSA 32b)
Victor Valley Domestic Violence	Shelter and supportive services–including counseling, parenting skills, legal assistance, transportation, basic skills and childcare.	Victorville (RSA 32b)
House of Ruth	Shelter, counseling, advocacy and information resources for 100 battered women and their children.	West Valley (RSA 28)
Morongo Basin Unity House	Shelter and supportive services for women and children who are victims of domestic violence. Supportive services include parenting classes, counseling, support groups and networking with providers.	Morongo Basin (RSA 33)
Option House	Shelter and support services to victims of domestic violence and their children as well as outreach center which coordinates services.	San Bernardino (RSA 29)
Persons with HIV/AIDS		
High Desert Outreach (HDAO)	Case management, mental health counseling, transportation, food services and childcare for persons with HIV/AIDS. HDAO also helps clients to obtain housing assistance.	Victorville (RSA 32b)
Inland AIDS Project	Eight housing facilities for persons with AIDS, including one chemical dependency recovery and one residential care facility.	San Bernardino (RSA 29) Ontario (RSA 28)
Foothill AIDS Project	Supportive services to persons living with AIDS, which includes a voucher program that provides long-term housing subsidies.	
Central City Lutheran Missions	Offers a 4 bedroom homeless transitional housing facility for persons with HIV/AIDS.	Central City
Mental Illness		
Department of Behavioral Health Homeless Intensive Case Management and Outreach Services	The Department of Behavioral Health administers a Homeless Mentally Ill Program that contracts with private service providers countywide to provide shelter, counseling and crisis intervention.	Rialto/Redlands (RSA 29) Ontario (RSA 28) San Bernardino (RSA 29) Adelanto
Source: County of San Bernardino Consolidated Plan 2010–2015.		

State law now requires that local governments facilitate and encourage the provision of emergency shelters, transitional housing, and permanent supportive housing. Local government must identify adequate sites with appropriate zoning and development standards for these types of facilities. To that end, the housing plan contains a program to: 1) define emergency shelters, transitional housing, and permanent supportive housing consistent with the definitions and parameters provided for in state law; 2) allow emergency shelters as a by-right use without a discretionary permit, commensurate with unmet need and subject to management and operation standards allowed under state law; and 3) allow transitional housing and permanent supportive

housing as a by-right use in all residential zones subject to standards required of the same type of housing in the same zone. This program will be implemented within one year of adoption of this housing element and prior to the submittal of the 5th cycle update.

5.7.5 FARMWORKERS

Documenting the precise number of farms and farmworkers is difficult in San Bernardino County. According to the 2007 Agricultural Census, the entire County has approximately 1,405 farms totaling 514,234 acres, and the average farm size is 366 acres. The market value of products sold is $148 million for crops, including nursery and greenhouse (20% of total), of which more than half of the value of sales ($90 million) is for nursery, greenhouse, floriculture, and sod. The primary agricultural business ($595 million) is livestock, poultry, and their products (80% of total). Moreover, as of 2000, an estimated 4,639 acres were enrolled under Williamson Act contracts.

According to the Southern California Association of Governments Regional Housing Needs Allocation methodology based on the American Community Survey, an estimated 603 residents of the unincorporated area (or less than 1% of the workforce) are employed in farming occupations. However, many more agricultural jobs are provided. The 2007 Census of Agriculture reports 4,968 hired farm workers in the County as a whole, with about half of the workforce working less than 150 days per year. With respect to migrant farmworkers, the Census of Agriculture reports that of the 513 farms with hired labor, 10% hire migrant workers. However, no estimate is given regarding the number of migrant farm laborers.

Farmworkers are persons whose primary incomes are earned through agricultural work. Permanent farm laborers work in the fields, processing plants, or support activities on a generally year-round basis. For certain agricultural products, the labor force is supplemented by seasonal workers during harvest periods. Farms may also hire migrant workers—those whose travel prevents them from returning to their primary residence every evening. The nature of agricultural work affects the housing needs of farmworkers. Farmworkers employed year round generally live with their families and need permanent affordable housing like other lower income households. Migrant farmworkers who follow seasonal harvests often need temporary housing.

Although San Bernardino County has agricultural uses and a defined farm labor force, the need for designated farmworker housing is minimal. A large share of the industry is nursery, greenhouse, and horticulture uses that are year round. Livestock operations, including poultry, are also year round enterprises that do not require migrant or seasonal labor. Of the year round labor, approximately half the labor force (2,500 jobs) work longer than 150 days, and this workforce likely resides in low cost housing found in abundance in unincorporated communities. The 2007 Census of Agriculture notes the presence of migrant labor, but no estimates are available.

Accessory dwellings (and labor quarters) are allowed by right in both the Resource Conservation and Agricultural districts, provided the accessory use is on the same site as the agricultural use. Recreational vehicles are also allowed with a special use permit. The maximum density is one

unit per 10 acres in the AG district and one unit per 40 acres in the RC district. In the Agricultural Preserve Overlay, farm labor camps and temporary trailer housing are allowed as labor quarters. The County also allows caretaker units in all zones, except Floodway and Open Space land use districts. For agricultural operations limited to three months per year, encompassing the harvest season of the agricultural product, recreational vehicles may also be used as temporary labor quarters.

5.7.6 LOWER INCOME HOUSEHOLDS

According to the Comprehensive Housing Affordability Strategy, approximately 11,609 extremely low income households, 12,229 very low income households, and 17,563 low income households live in the unincorporated communities, or approximately 45% of all households. This is the latest available source of information. Low income households, especially very low and extremely low income households, have disproportionately more and more severe housing and supportive needs.

Housing and supportive needs for lower income households include:

- **Income Support.** The critical issue facing many of the County's residents is income related. For a four-person household, the poverty line is $23,000 in 2012; therefore, the majority of extremely low income households living in the unincorporated area need public assistance. According to the County of San Bernardino, 12% of the residents of the unincorporated communities are on public assistance, including cash benefit, Cal-Fresh, or Medi-Cal. This percentage has grown in recent years due to the downturn in the economy.

- **Housing Affordability.** Home purchasing opportunities are considered out of reach for extremely low income households because they would be significantly challenged to provide a downpayment and qualify for a home loan. This can be problematic for seniors who retire on extremely low incomes. However, renters also face difficulties. Of the 41,401 lower income households, 54% or 22,302 households overpay for housing. Of that total, 9,501 are renter households overpaying for housing and 12,874 households are owners.

- **Childcare.** Access to safe and affordable childcare is essential to allowing single parents to continue to work and earn adequate incomes. The cost of childcare diminishes a household's ability to afford other key expenses, such as housing and transportation. Expanding programs that subsidize childcare for lower income households, including single parents, can improve early childhood education, keep parents employed, and help prevent the cycle of poverty.

To help address the many needs of extremely low, very low, and low income households, the San Bernardino County Housing Authority issues about 8,000 rental housing vouchers *countywide* to eligible lower income households. Despite this number, this amounts to

approximately 7% of the estimated 115,000 low income renters living in the County of San Bernardino as a whole. Therefore, there is still a significant unmet need for rental assistance.

The County Housing Authority also purchases residential buildings to provide housing affordable to lower income households, including extremely low income ones. Before tax increment financing ended in 2012, the Redevelopment Agency of the County of San Bernardino was actively involved in funding the subsidy, construction, and rehabilitation of numerous single and multifamily homes that targeted lower income households, including extremely low income households.

5.8 HOUSING AT RISK OF CONVERSION

California law requires that all housing elements include an analysis of assisted multiple-family housing projects that are at-risk of conversion to non-low income uses. These assisted housing developments are multifamily rental housing complexes that receive government assistance under federal, state, and/or local programs. Housing that falls under this statute includes new construction assistance, rehabilitation assistance, and/or rental assistance. The analysis must verify units that are not at risk of conversion to market rents and, for those at risk of conversion, contain a detailed analysis and plan for the preservation of the at-risk affordable housing units.

Although public assistance is a critical means for financing the construction and rehabilitation of housing, the affordability of the housing oftentimes lasts for only a few decades or less. The reasons why publicly assisted housing might convert to market rate include expiring subsidies, mortgage prepayment by the property owner, and/or the expiration of affordability restrictions. Affordable housing is also most likely to convert to market rents during inflationary times because market rents are increasing much faster than subsidized rents, which provides the owner with a greater financial incentive to convert the project to non-low income uses.

State law requires the at-risk analysis to include the following:

1) An inventory of affordable multifamily units, including project name and address, type of governmental assistance received, earliest possible date of change from low income use, and total number of elderly and nonelderly units that could be lost.

2) An assessment of the risk of conversion, including the potential likelihood and impact of affordable housing units likely to convert from low income housing to market rent housing based on the owner's intention, market trends, and difficulty of obtaining public subsidies.

3) An estimate and analysis of the feasibility and costs of replacing (new construction), preserving (e.g., acquisition or rehabilitation), or providing public subsidies (e.g., vouchers) that would avoid the loss of affordable housing units.

4) Identification of local public agencies, public or private nonprofit corporations, or other entities with the legal and managerial capacity to preserve the units along with the financing and subsidy resources that might be available.

5) A proactive series of policies and programs that commits the jurisdiction to monitor the affordable housing stock and take feasible measures to further its preservation or replacement.

The following section contains an inventory of publicly-assisted multiple-family residential projects, an assessment of at-risk status for each project, generalized cost for preserving or replacing at-risk units, and a summary of financial and administrative resources. Project included are those in the unincorporated communities; County funded projects in cities are not included.

5.8.1 INVENTORY AND STATUS OF UNITS

The County of San Bernardino Economic Development Agency, Community Development Agency, and Department of Behavioral Health have and/or will have funded a significant number of affordable housing units. This stock includes the following:

- 36 apartment projects funded by federal HOME funds that provide approximately 1,100 units, of which about 325 are affordable to lower income households.

- 21 apartment projects funded by Mortgage Revenue Bonds that provide 3,608 units, of which 883 units are affordable to lower income households.

- Several thousand apartment units under control of the Housing Authority that provide housing units affordable to lower income households.

In keeping with the County's approach to targeting affordable housing where the greatest housing needs exist relative to employment centers, the vast majority of projects are in cities. Table 5A-27 is a summary of publicly subsidized units only in the unincorporated area of San Bernardino County.

Table 5A-27 Summary of Assisted Multifamily Units, Unincorporated Area

Project	Occupants	# Bedrooms			Affordable Units	Year Built	Financing Program	Potential Conversion Date
		1	2	3				

Yucca Trail Apartments 451 Verbena Joshua Tree, CA	Family	4	46	0	49 50% of AMI	1992	LIHTC, CMFA and USDA Section 515: Multi-family Rental Program	2067
Sunset Village Apartments 6036 Sunset Joshua Tree, CA	Elderly	33	0	0	12	1987	USDA Section 515: Multi-family Rental Program	2007
Searles Apartments 13400 Athol St. Trona, CA	Family	24	32	0	54	1979	USDA Section 515: Multi-family Rental Program	2009 (Perpetuity)
Quail Valley Apartments 310 Sunrise Trail Havasu Lake, CA	Family	6	4	0	10	2012	USDA Section 515: Multi-family Rental Program	2042
Desert View Apartments 57535 Death Valley Rd Baker, CA	Family	0	8	3	11 50% AMI	2002	County HOME Funds for New Construction	2022
Mentone Apartments 1232 Crafton Ave. Mentone, CA	Family	12	14	8	34 30% AMI	1991	HCD Rental Housing Construction Program Project-based vouchers	Perpetuity
Grandview Towers 707 Grandview Twin Peaks, CA	Seniors	29	11	0	40 50% AMI	1996	County HOME funds for construction and rehab. Project-based vouchers	Perpetuity
Source: County of San Bernardino, 2012.								

- **Yucca Trail Apartments.** This 49-unit apartment complex in Joshua Tree offers affordable family housing. Built in 1992 using Low Income Housing Tax Credits and the USDA Section 515 program, tenants are extremely low, very low, and low income households. In 2012, the project received a $2.5 million bond from the California Municipal Financing Authority to finance the acquisition, rehabilitation, and long-term affordability (55 years) of the project.

- **Searles Apartments.** This 56-unit apartment complex in Trona offers 56 family units for lower income households. Affordability was provided through USDA Section 515: Multi-family Renter program. Originally built in 1979, the covenant was to expire in 2009. According to the property manager, the intent is to keep the project affordable in perpetuity since market rates are affordable to low income households and HUD-guaranteed subsidies exceed the market rent in the area. Therefore, the project is not at risk of conversion.

- **Sunset Village Apartments.** This 33-unit apartment project in Joshua Tree offers 12 affordable one-bedroom units. This project was built in 1987 and restricted to lower income households through the USDA Section 515: Multi-family Rental program. The affordability covenant for Sunset Village Apartments expired in 2007. According to the property manager, the project will remain affordable in perpetuity since market rates are affordable to low income households and HUD subsidies exceed the market rent available in the area.

- **Quail Valley Apartments.** This 10-unit apartment complex in Havasu Lake (on tribal land) offers rental housing affordable to lower income family households. Completed in

2012, this project was subsidized by a low interest loan through the USDA Section 515 program and will remain affordable for 30 years. Quail Valley Apartments is not at risk of conversion to market rate until 2042.

- **Desert View Apartments.** This 11-unit affordable project in Baker offers affordable rental housing for lower income families. Built in 2001, Desert View Apartments was initially funded with County HOME funds. In 2002, the Housing Authority obtained additional project-based vouchers to maintain the project's affordability through 2022. The project is now owned by the Housing Authority and is not considered at risk of conversion.

- **Mentone Apartments.** This 34-unit project in Mentone offers affordable housing to lower income families. Built in 1991, the project was financed through HCD's Rental Housing Construction Program. By 2012, when the affordability covenant period had nearly expired, the Housing Authority obtained project-based vouchers to maintain the affordability of all 34 units. The project is owned by the Housing Authority and not at risk of conversion.

- **Grandview Apartments.** This 40-unit affordable project in Twin Peaks offers affordable housing for lower income seniors. Built in 1996, the project received County HOME funds. In recent years, the Housing Authority has obtained and dedicated additional project-based vouchers to maintain the project's affordability in perpetuity. The project is now owned by the Housing Authority and is not considered at risk of conversion.

5.8.2 RESOURCES FOR PRESERVATION

Typically, local governments have four primary ways to preserve affordable housing projects that have expired affordability controls and are returning to market rate projects. These include: 1) replace the expired rental subsidies; 2) build new affordable units; 3) offer incentives to purchase and/or rehabilitate the project (and renew affordability covenants); and 4) facilitate the transfer of the project to another entity capable of keeping the project affordable for an extended period of time. Having viable means of housing preservation is critical given the sheer cost of building new projects.

The cost of different affordable housing preservation options depends on a wide variety of factors, such as market rents, feasibility of acquiring new housing vouchers, the financial markets, availability of funding sources, and the administrative capacity of groups to purchase projects. According to County records of 12 multiple-family projects funded by NSP and HOME funds, the cost of affordable housing was estimated to be about $154,000 per unit for new projects and range from $75,000 to $110,000 per unit for rehabilitation and acquisition projects.

Table 5A-28 summarizes options for the 66 assisted units at Sunset Village and Searles Apartments.

Table 5A-28 Summary of Affordable Housing Preservation Options

Housing Preservation Option	Cost of Subsidy	Estimated Cost (over 30 years)	Ranking (Least to Most Costly)	Benefits/Costs
Transfer of Project to Another Nonprofit Entity	No up-front cost beyond transfer costs; No capital investment required	N/A	1	Long-term affordability preserved; can access other funds
Acquisition and Rehabilitation of Units	Approximately $75,000 to $110,000 per unit for acquisition and rehabilitation	$5.0 to $7.3 million total	2	Long-term affordability preserved
New Construction and Replacement of Units	$150,000 per unit for new construction, not including land acquisition	$9.9 million (not including land)	3	Long-term affordability preserved
Rental Subsidies (Housing Vouchers)	Monthly Rent assumed at $500–$550/unit in Trona; $610–$750/unit in Joshua Tree	$14 million	4	Preservation subject to annual authorization; does not result in asset that can be sold

As shown above, the transfer of an existing affordable project to another nonprofit entity is the most economical option given that no capital costs are required and long-term preservation of affordability is guaranteed. Moreover, a nonprofit entity often has better access to potential funds that can be used to rehabilitate the project and subsidize the rents. Finally, the County Housing Authority has successfully used this approach by transferring many projects to Housing Partners, because that entity has greater access to additional funding not available to housing authorities.

Financial Resources

The County of San Bernardino has access to a number of important financial resources that can be used for the preservation of affordable multifamily housing. The following is an abbreviated listing of the most commonly used funding sources. The Department of Housing and Community Development has a more complete list of the many funding sources available.

- **Low Income Housing Tax Credits (LIHTC).** A nonprofit housing corporation could purchase the at-risk project, rehabilitate it using tax credits, and extend affordability controls. The California Tax Credit Allocation Committee oversees the application and allocation process for all LIHTC project. Applicants compete for the funds, which are prioritized based on location, affordability terms, local housing needs, and public housing wait lists. This is an untapped resource not often used by the County of San Bernardino.

- **HOME Funds.** HOME Program is granted to participating jurisdictions like San Bernardino County to create and rehabilitate affordable housing for lower income households. HOME funds can also provide direct rental or home purchase assistance to lower income households. The County has successfully used this program to fund the development and/or rehabilitation of 36 apartment projects throughout the County. HOME-funded projects are often owned by nonprofit organizations and therefore are likely to remain affordable.

- **Mental Health Services Administration Funds (MHSA).** The State of California MHSA Housing Program offers permanent financing and capitalized operating subsidies for the development of permanent supportive housing to serve persons with serious mental illness who are homeless or at risk of homelessness. The Department of Behavioral Services has received $20 million in state MHSA funds and is implementing a MHSA Housing Plan and plans to build several hundreds of units, predominantly in incorporated communities.

- **Multifamily Mortgage Revenue Bond (MRB).** This funding source provides below-market interest rate loans for development of new multifamily rental units, or acquisition and rehabilitation of existing multifamily rental units within the county and its cooperating cities. Although the economy is not conducive to issuing bonds, the County currently administers contracts for more than 1,000 units of bond-funded affordable housing in incorporated cities and this remains an important and successful source of funding for the County.

- **Housing Voucher Program.** This program provides rent subsidies to extremely low- and very low-income households with a housing cost burden, or who are at risk of becoming homeless or being displaced. Voucher recipients rent housing from private landlords and pay a portion of their income toward rent (usually up to 30% of their income). The County Housing Authority subsidizes the difference in monthly payments to the owner. The Housing Authority receives funding for more than 8,000 housing vouchers on an annual basis.

Administrative Resources

- **Housing Authority.** The Housing Authority is a financial and administrative resource for preserving affordable multifamily housing. The Housing Authority collaborates with nonprofit organizations to build, rehabilitate, and fund affordable housing, and provides vouchers to maintain affordability after original covenants have expired. In the event a project's affordability may expire, the Housing Authority could preserve affordability through vouchers or facilitate transfer of the units to a nonprofit organization, such as Housing Partners I, Inc., or any or the qualified entities listed by HCD.

- **Housing Partners I, Inc.** Housing Partners is a nonprofit organization affiliated with the Housing Authority that develops, rehabilitates, and preserves lower and moderate income housing. The Housing Authority facilitated development of this nonprofit arm to allow the nonprofit organization to seek and secure funding beyond the traditional sources available to the Housing Authority. In 2010, the Housing Authority transferred 335 lower income units to Housing Partners I, Inc.

- **San Bernardino County Economic Development Agency.** The Economic Development Agency facilitates the creation and preservation of affordable housing. It issues bonds and allocates HOME and CDBG funds for these efforts. The Economic Development Agency assists local housing industry groups and nonprofits in the implementation of HUD's Voluntary Affirmative Marketing Agreement to promote fair housing opportunities for residents. The Economic Development Agency also prepares the Consolidated Plan and interfaces with other federal service providers.

- **Qualified Entities.** Qualified entities are housing nonprofits that have been approved by the Department of Housing and Community Development. Some of these entities are already active in San Bernardino County, including Century Housing Corporation, Jamboree Housing Corporation, and Neighborhood Housing Services of the Inland Empire, Inc. To qualify, an entity must be able to manage the project, maintain affordability for at least 30 years or the remaining term of assistance, preserve the existing occupancy profile, maintain rents at a predetermined level of affordability, and agree to renew subsidies if available.

5.9 REGIONAL HOUSING NEEDS ALLOCATION

California law requires cities to plan for the accommodation of population and employment growth by implementing responsive housing programs. To assist in that effort, the Southern California Association of Governments (SCAG) prepares housing construction needs goals for each city as part of the Regional Housing Needs Assessment (RHNA). Total housing construction need comprises the number of housing units needed to accommodate future population and employment growth, normal vacancies and demolitions, and targets for the number of affordable units.

The first component of construction need represents the number of units needed to accommodate new households forming as a result of population and employment growth. San Bernardino County's housing need is based on SCAG's regional growth forecast adopted in the 2012-2035 Regional Transportation Plan, with slight adjustments for the RHNA. The RHNA goal for new construction incorporates an optimal vacancy rate and a rate to replace housing units lost from residential uses. SCAG adopted a fair share allocation that moves each jurisdiction toward the county income distribution in each income category. The Southern California of Association of Governments provides a website with greater detail on the calculations for the Regional Housing Needs formula.

With the above criteria in mind, the County of San Bernardino has a RHNA allocation of 39 units for the 2014–2021 planning period from 1/1/2014 to 10/1/2021. The RHNA also determines the number of units by household income and level of affordability as follows: 9 housing units affordable to extremely low income households, 9 affordable to very low income households, 6 affordable to low income households, 7 affordable to moderate income households, and 17 units affordable to above moderate income households. These housing targets are summarized below in Table 5A-29.

Table 5A-29 Regional Housing Needs Allocation, 2014–2021

Income level	Housing Unit Allocation by Income Level	Percentage of Units by Income Category
Very Low	9	23.0%
Low	6	16.5%
Moderate	7	18.5%
Above Moderate	17	41.9%
TOTAL	39	100%

Appendix 5B Housing Constraints

This section discusses the potential constraints to the development, maintenance, and improvement of housing and the resources available in San Bernardino County. In addition, environmental constraints and available infrastructure is discussed. Factors constraining the development of a range of type and prices of housing may include governmental constraints, environmental constraints, availability and cost of infrastructure, and nongovernmental constraints.

5.10 LAND USE CONTROLS

5.10.1 GROWTH MANAGEMENT

Urban sprawl and "leapfrog" development contribute to traffic congestion, inadequate and/or costly infrastructure extension, water supply shortages, lack of public services, incompatible and underutilized use of land, air and water quality degradation, and jobs-housing imbalance. Urban sprawl and leapfrog growth require the premature extension of services across intervening, undeveloped land, resulting in higher costs for service extensions than would be required for concentric growth. In recent years, the County of San Bernardino has implemented growth management policies to address these issues.

San Bernardino County's adopted goals and policies are intended to promote orderly development associated with the provision of employment and commercial opportunities to support new housing. The intent is to reduce islands of housing with no supporting commercial structure and the oversaturation of commuter-based residential communities. The overriding goal stipulates that population forecasts are to be correlated with supporting infrastructure, housing, services, and other land uses. In order to ensure that future developments do not become fiscal liabilities, San Bernardino County's growth management policies have been established on the following strategies:

- Direct growth to unincorporated urban areas where needed services can readily be provided.
- Discourage extension of existing facilities or development of new ones in a leapfrog fashion.
- Ensure new development proceeds at a pace commensurate with the provision of services.
- Encourage infill of existing urban areas.

Similarly, the County of San Bernardino requires that lands proposed for annexation must be contiguous to the existing jurisdictional boundaries in order to discourage leapfrog development. In order to foster sound principles of planning, many jurisdictions within the County of San Bernardino have responded to development pressures by adopting specific plans within their boundaries and spheres of influence. The widespread use of specific plans has resulted in more

efficient provision of infrastructure (e.g., road, water, sewer, drainage, flood control systems) and more balanced growth ratios between residential and employment-generating land uses.

5.10.2 General Plan

State law requires each county and city to have a comprehensive general plan that establishes the guidelines for all development within its jurisdictional boundaries. The San Bernardino County General Plan is the foundation of all land use policies in the unincorporated portions of the county. The land use element of the general plan identifies the location, distribution, and density (expressed in dwelling units per acre) of development and land uses. The general plan housing element plans for housing and residential uses in a manner that is consistent with the goals and policies contained in the land use element and other chapters of the general plan.

The San Bernardino County General Plan includes four residential land use districts for the unincorporated areas of the County (Rural Living, Single Residential, Multiple Residential, and Special Development). The County also employs a single-map system, meaning that general plan land use districts also serve as the County's zoning districts. Table 4B-1 explains the primary purpose and intended use for each district. Two other districts—Resource Conservation and Agricultural—allow residential development, but at very low densities. In addition, the Office Commercial, General Commercial, and Service Commercial Districts allow residential in conjunction with a commercial use with a planned development review, and the Rural Commercial allows various low residential densities with a land use review or conditional use permit.

Table 5B-1 Land Use Districts with Residential Uses

Land Use District	Residential Land Use Districts	
	Primary Purpose	Intended Uses
Rural Living (RL)	To encourage appropriate rural development where single family residential use is primary, where associated related animal uses may be permitted, and to prevent inappropriate demand for urban services.	This district provides sites for rural residential uses, incidental agricultural uses, and similar and compatible uses
Single Residential (RS)	To provide areas for single-family homes and complementary uses, and to discourage incompatible non-residential uses.	This district provides sites for single-family residential uses and similar and compatible uses.
Multiple Residential (RM)	To provide attached, detached, and/or mixed residential development, where appropriate, and provide a wide range of residential living environments.	This district provides sites for multiple residential uses, mixed residential uses, and similar and compatible non-residential uses and activities.
Special Development (SD)	To identify areas suitable for large-scale planned developments and allow cluster-type development to provide more open space, and joint planning efforts such as Specific Plans, Area Plans, etc., among adjacent land owners and jurisdictions.	This district provides sites for a combination of residential, commercial, industrial, agricultural, open space and recreation uses, and similar and compatible uses.

Table 5B-1 Land Use Districts with Residential Uses

Land Use District	Residential Land Use Districts	
	Primary Purpose	Intended Uses
Specific Plan (SP)	To designate an area that encompasses the boundaries of an adopted Specific Plan and to allow joint planning efforts among adjacent landowners and jurisdictions.	This district provides sites for a combination of residential, commercial, industrial, agricultural, open space, recreational, and similar compatible uses as determined by the Specific Plan.
Source: County of San Bernardino General Plan, Land Use Element, 2007.		

5.10.3 Permitted Residential Uses

San Bernardino County allows for different types of residential uses in three major regions. The allowed uses are generally the same regardless of whether the region is in the Valley, Mountain, or Desert region. Table 4B-2 identifies residential uses for each district and whether the use is prohibited, allowed by right, allowed per minor use permit, special use permit, or conditionally permitted. And the following text describes in greater detail the particular residential use, applicable state law, and how the County's zoning code addresses the requirements of housing element law.

Table 5B-2 Summary of Permitted Residential Uses

Housing Type	Residential Zones		
	RL	RS	RM
Conventional Housing			
+ Single Dwelling	A	A	X
+ Duplex or Triplex	X	X	A
+ Multiple Dwelling, (4 to 19 units) attached or detached [1]	X	X	A
+ Multiple Dwelling (20 to 49 units) attached or detached [1]	X	X	MUP
+ Multiple Dwelling (50 or more units) attached or detached [1]	X	X	CUP
Other Residential Uses			
+ Second Dwelling Unit	A [4]	A [4]	X
+ Guest Housing	A	A	A
+ Caretaker Housing	SUP	SUP	SUP
+ Dependent Housing	SUP	SUP	SUP
+ Manufactured Home	A	A	X
+ Mobile Home Park	CUP [2]	CUP [3]	CUP[3]
Special Needs			
+ Social Care facility – up to 6 clients	A	A	A
+ Social Care facility – 7 or more clients	M/C	CUP	CUP
+ Permanent Supportive Housing	To Be Defined		
+ Transitional Housing	To Be Defined		
+ Homeless Shelter	CUP	CUP	CUP
+ Accessory Structures (includes farmworker housing)	A	A	A

Source: County of San Bernardino Development Code, 2007.
Notations:
X = Prohibited
A = Allowed Use (No additional planning permit required)
MUP = Minor Use Permit
CUP = Conditional Use Permit
SUP = Special Use Permit
Qualifications:
[1] Detached multiple dwelling units refer to two or more multiple dwelling unit buildings on one lot.
[2] Not to exceed 4 spaces per acre on a minimum parcel size of 20 acres.
[3] Mobile home park, minimum parcel size of 10 acres. In Phelan/Piñon Hills Community Plan, a maximum of 6 du/acre are allowed—in all other areas, a maximum density of 7 dwelling units per acre are allowed.
[4] Allowed as an accessory use only, on the same site as a residential use allowed by this table and where the parcel is twice the minimum lot size required by the land use zoning district.

5.10.3.1 Second, Dependent, and Accessory Dwelling Units

The development code also contains provisions for second units, dependent housing units, and accessory dwellings. These types of housing units are typically occupied by seniors, members of one's family, guests, students, caretakers, and other households seeking affordable housing. The County Development Code permits several types of accessory dwelling units, described below.

- **Second Unit.** An additional second unit on a residential lot with a primary unit is allowed. Development standards include: maximum lot coverage of 45%; the unit may have a kitchen and be rented; and a maximum floor area for an attached second unit shall not exceed 30% of the living area of the existing unit. For detached second units, the floor area cannot exceed 1,200 square feet, and the minimum floor area shall be 750 square feet. The second unit must meet all development standards applicable to primary residential structures. Second units are permitted by right and as an accessory use to each allowed single dwelling unit. Because many unincorporated communities rely on septic tanks only, the residential lot must be twice the minimum lot size as a precondition for a second unit.

- **Dependent Unit.** A dependent (or "granny") housing unit is allowed on a residential lot with a primary dwelling unit. The dependent unit must be occupied by: (1) one or two adults who have reached the age of 62 and are dependents of the residents of the primary unit, or (2) court-appointed conservators of a resident of the principal unit, or (3) members of a very low income household related to the residents of the principal unit by birth, marriage, or adoption. The floor area of the dependent unit shall not exceed 1,200 square feet, may have a kitchen, and may be rented. A special use permit is required for the dependent unit. Manufactured housing may also be used as dependent housing.

- **Caretaker Housing.** A caretaker dwelling unit is intended to accommodate owners, operators, or caretakers employed to guard or operate part or all of a site. In years past, San Bernardino had a significant agricultural economy. With urbanization, much of that land is now developed. Nonetheless, the County still allows labor quarters in an agricultural zone. Standards are similar to second units. The unit may be located

anywhere on the property. The unit shall be a minimum of 600 square feet and a maximum of 1,200 square feet. The unit shall be limited to two bedrooms, and its architectural design shall be compatible with the neighborhood. Recreational vehicles shall not be used for caretaker housing.

- **Seasonal Labor Quarters.** Labor quarters for agricultural operations that are limited to the three months of the year that encompass the harvest season of the agricultural product may utilize recreational vehicles as temporary labor quarters. A site plan permit shall still be required to ensure proper services are supplied to the temporary laborers. Also, a special use permit shall be required to monitor the use to ensure that labor quarters are operated in a safe and healthful manner. Few seasonal labor quarters still exist today because of the limited agricultural operations in the desert or mountain regions of San Bernardino County. However, seasonal labor quarters are still an allowed use per state law requirements.

5.10.3.2 MANUFACTURED/MODULAR HOUSING

Manufactured homes on permanent foundations are considered regular single-family dwellings and the code applies to them as such. Modular housing differs from manufactured housing in that manufactured homes are built to federal (HUD) codes. Modular housing is built to comply with local and state building codes, just like site-built homes, only in a timelier manner and quality-controlled environment. They are built on floor systems that can be installed on a permanent foundation. Manufactured and modular housing can be single-family dwellings, but also include a wide range of multifamily options, like duplexes, triplexes, and townhomes.

State law requires cities to permit manufactured housing on lots for single-family dwellings when the home meets the location and design criteria established for such uses in the zoning ordinance (Government Code § 65852.3). The County defines a manufactured home as a structure, transportable in one or more sections, that is built on a permanent chassis and is designed for use with or without a permanent foundation when connected to the required utilities. For floodplain management purposes, the term “manufactured home” also includes park trailers, travel trailers, and other similar vehicles placed on a site for greater than 180 consecutive days. Manufactured housing is permitted by right in all single-family zones subject to the same standards as stick-built housing.

California law (Government Code § 65852.7) requires that all jurisdictions allow mobile home parks within their community in a designated zone. However, the jurisdiction may require a use permit and establish appropriate density and development standards for mobile homes. A mobile home park refers to a mobile home development built according to the requirements of the Health and Safety Code and intended for use and sale as a mobile home condominium, cooperative park, or mobile home planned unit development. Mobile home parks are allowed throughout the unincorporated county in residential and rural commercial districts with a conditional use permit or special use permit. They may not exceed seven spaces per acre on a minimum parcel size of 10 to 20 acres.

5.10.3.3 HOUSING FOR PEOPLE WITH DISABILITIES

The Lanterman-Petris Act and the Community Care Facilities Act declare that it is the policy of the state that people with a wide variety of disabilities are entitled to live in normal residential settings. The Health and Safety Code (California Residential Care Facilities for the Elderly Act) extends this protection to elderly persons. These acts cover 12 different types of facilities, including residential facility, adult day program, therapeutic day services facility, small family home, social rehabilitation facility, community treatment facility, transitional shelter care facility, residential care facility for the elderly, alcoholism or drug abuse recovery or treatment facility, and congregate care facility.

The Health and Safety Code (§§1500 et seq.) requires that licensed community care facilities

Duplex from Nogi Gardens Development
Courtesy of California Manufactured Housing Institute (CMHI)

Nogi Gardens Streetscape
Courtesy of California Manufactured Housing Institute (CMHI)

Manufactured Multifamily Home
Courtesy of CMHI

Apartments
Courtesy of CMHI

serving six or fewer persons be subject to the following regulations: (1) treated the same as a residential use, (2) allowed by right in all residential zones, and (3) treated the same with respect to regulations, fees, taxes, and permit processes as other residential uses in the same zone. The Health and Safety Code extends this protection to residential care facilities for the elderly (§§ 1569.84 et seq.), to alcoholism or drug abuse recovery or treatment facilities (§§ 11834.22 et seq.), and to congregate care facilities (§§ 1267.16. et. seq.), all of which serve no more than six clients.

According to the County's development code, the traditional residential care facility is defined as a social care facility. This includes "any facility in the general classification of boarding home

for aged persons, boarding home for children, day care home for children, day nursery, nursing home or parent child boarding home. These facilities consist of a building or group of buildings used or designed for the housing of sick, demented, injured, convalescent, infirm, or well, normal healthy persons, requiring licensing or certification by regulating government agencies." This definition is currently under review as part of a draft Development Code amendment that will change the term to "residential care facility" and revise the definition to be consistent with state law.

Social care facilities for six or fewer clients are treated as single-family uses and allowed by right in all residential zones. These facilities are treated like any other residential use and are not subject to additional administrative or development regulations. Social care facilities for seven or more clients may be located in most land use districts with approval of a minor CUP. The Development Code does not impose a minimum spacing between social care facilities in any district. The regulations concerning residential care facilities are currently under review to better define the uses and permitting process, and to ensure equal access to housing opportunities for persons with disabilities.

Because of the large number of licensed community care facilities in the unincorporated area, current permit processes, requirements, and development standards are not considered a constraint to the development of social care facilities. However, to maintain consistency with changing definitions in state law and associated changes in models of community care, the housing plan proposes a review of state law and a revision in definitions in the County Development Code. This review is currently in progress, and includes an expanded detail of the standards and permitting process for residential care facilities that will ensure ongoing consistency with the latest changes in state law and equal access to housing opportunities for persons with disabilities in compliance with state law.

5.10.3.4 HOUSING FOR HOMELESS PEOPLE

California housing law has gradually evolved in response to federal mandates and fair housing law, increasing numbers of homeless people, and the need for coordinating service delivery systems. Pursuant to Senate Bill 2, state law now requires that local governments facilitate and encourage the provision of emergency shelters, transitional housing, and permanent supportive housing through land use and permitting processes. Moreover, local government must also identify adequate sites for housing that will be made available through appropriate zoning and development standards to facilitate and encourage the development of these facilities.

An emergency shelter is a facility that provides shelter to homeless families and/or homeless individuals on a limited, short-term basis. According to the County's development code, emergency shelters are permitted in any land use district pursuant to an approved conditional use permit. No specific development or management standards are applicable for emergency shelters. The County evaluates such proposals on a case-by-case basis and reviews potential developments as it would others (need for the project, appropriateness for the site, potential impact on adjacent uses, ability to service site, project design, compliance with development standards, etc.).

Transitional housing is a type of supportive housing used to facilitate the movement of homeless individuals and families from emergency shelters to permanent housing. Transitional housing typically offers case management and social support services to return people to independent living, typically between 6 and 24 months. Permanent supportive housing is provided to formerly homeless individuals or to others who require some level of permanent supportive services. These units may be single-family units, apartments, townhomes, or even group quarters in some cases. The County's development code does not currently define transitional housing and permanent supportive housing nor indicate whether these residential uses are permitted, conditionally permitted, or prohibited.

To address requirements of state law (Government Code § 65583), the County will update its development code. The housing plan contains a program that commits to:

- Defining emergency shelters, transitional housing, and permanent supportive housing consistent with the definitions and parameters provided for in state law.
- Allowing emergency shelters as a by-right use without a discretionary permit, commensurate with unmet need and subject to management and operation standards allowed by state law.
- Allowing transitional housing and permanent supportive housing as a by-right use in all residential zones, subject to standards required of the same type of housing in the same zone.
- Drafting of appropriate management and operations standards allowed for under state law.

Later sections in this document will demonstrate that sufficient sites for emergency shelters are zoned to accommodate the number of homeless people that need suitable housing accommodations.

5.10.3.5 AGRICULTURAL HOUSING

As mentioned in the Community Profile, the entire County has approximately 1,405 farms totaling 514,234 acres, and the average farm size is 366 acres. The market value of products sold is $148 million for crops, including nursery and greenhouse (20% of total), of which more than half of the value of sales ($90 million) is for nursery, greenhouse, floriculture, and sod. The primary agricultural business ($595 million) is livestock, poultry, and their products (80% of total). The 2007 Census of Agriculture reports 4,968 hired farmworkers in the County as a whole, with about half of the workforce working less than 150 days per year. With respect to migrant farmworkers, the Census of Agriculture reports that of the 513 farms with hired labor, 10% hire migrant workers. However, no estimate is given regarding the number of migrant farm laborers.

The County of San Bernardino Development Code treats farmworker housing (used interchangeably with labor quarters) as an accessory use. Labor quarters are defined as agricultural operations that are limited to three months of the year that encompass the harvest season of the agricultural product. Recreational vehicles may be used as temporary labor quarters. In comparing the Development Code to Section 17021 of the Health and Safety Code, the County will undertake further analysis to determine whether following code amendments need to be made:

- Amend the Development Code to define employee housing consistent with state law. Employee housing cannot be included within the definition of a boarding house, rooming house, hotel, dormitory, or other similar term that implies that the employee housing is a business run for profit or differs in any other way from a family dwelling. In addition, the Code amendment will ensure that no conditional use permit, zoning variance, or zoning clearance, business licenses, taxes, or fees shall be required of this employee housing that is not required of any other single-family residential use located in the same zone.

- Amend the Development Code to define large employee housing consistent with state law. Employee housing consisting of no more than 36 beds in a group quarters or 12 units or spaces designed for use by a single family or household must be deemed an agricultural use. In addition, the Code amendment will ensure that no conditional use permit, zoning variance, or other zoning clearance shall be required of this employee housing that is not required of any other agricultural activity in the same zone. The permitted occupancy in employee housing in a zone allowing agricultural uses shall also include agricultural employees who do not work on the property where the employee housing is located.

- Amend the Development Code to examine whether the limitation on time limits for labor quarters (seasonal versus permanent) should be amended or deleted to reflect the type of farmworker housing or labor quarters needed to adequately provide sufficient housing. Also, review the permitted use of the Agricultural Overlay to facilitate and encourage the construction, provision, and operation of farmworker housing.

5.10.4 DEVELOPMENT STANDARDS

The development code establishes more specific development standards, allowable uses, and limitations. Zoning regulations control development by establishing requirements related to height, density, lot area, yard setbacks, etc. Table 4B-3 below provides generalized development standards for the Valley, Mountain and Desert Regions. It should be noted that there may be slight variations in the setback standards depending on the region in the County, but the variation is minimal. The main exception is areas designated for specific plans—in that case the specific plan provides more prescriptive development standards than the County Development Code. All other development standards are virtually identical throughout unincorporated areas.

Historically, the County allowed housing development ranging from a maximum of 0.4 unit per acres in the Rural Living (RL) district and up to 14 units per acre in the Multiple Residential (RM) District. This reflects infrastructure needs and physical constraints in unincorporated areas. To improve the potential for affordable housing and limit or remove inhibitors, the County revised the RM District standards to increase densities up to 20 du/ac and amended the ordinance to preclude single dwelling structures in the RM zone to ensure only multiple-family housing is developed.

Table 5B-3 Residential Land Use Zoning District Development Standards

Development Feature	Requirement by Land Use Zoning District		
	RL Rural Living	**RS Single Residential**	**RM Multiple Residential**
Density	Maximum housing density. The actual number of units allowed will be determined by the County through subdivision or planning permit approval, as applicable.		
Maximum	1 unit per 2.5 acres[1]	4 units per acre[1]	20 units per acre[3]
	Minimum setbacks required. See Chapter 83.02 of the municipal code for exceptions, reductions, and encroachments. See Division 5 for any setback requirements applicable to specific land uses.		
Front Setback	25 ft.	25 ft.	25 ft.
Rear Setback	15 ft.	15 ft.	15 ft.
Minimum Lot Size	2.5 acres	7,200 sf.	10,000 sf.
Maximum lot coverage	20%	Lot less than 20,000 sf – Entire building envelope Lot of 20,000 sf or larger – 40%	60%
Height Limit	*See Chapter 83.02 for height measurement requirements and height limit exceptions.*		
Maximum height	35 ft.	35 ft.	35 ft.
Infrastructure	See Chapter 83.09 (Infrastructure Improvement Standards)		
Parking	See Chapter 83.11 (Parking Regulations)		
Open Space			

Source: County of San Bernardino Development Code, 2007.
1 Map suffix may modify.
2 See Chapter 83.02 for exceptions, reductions, and other modifications where applicable.
3 Fontana Sphere of Influence allows a density of up to 24 units per acre.

5.10.4.1 Multiple-Family Residential Development Standards

Historically, apartments built in the County unincorporated areas did not meet current standards for a quality living environment. Many apartments built during the past decades exhibited poor design, lack of amenities, inadequate infrastructure, and other deficits. When apartments are constructed in this manner, they often are not maintained in an appropriate manner, and eventually become a disincentive for surrounding cities to propose annexations that include such structures.

In 2007, the County of San Bernardino approved a comprehensive update to the development code. At that time, multiple-family development standards from surrounding jurisdictions were

reviewed and incorporated into the code. The County adopted similar codes to those currently implemented by the City of Rancho Cucamonga and Fontana. These codes are summarized below.

Table 5B-4 Multiple-Family Residential Development Standards

Development Feature	Requirement by Project Size		
	4–19 Units	20–49 units	50+ units
Maximum Density	20 units per acre*	20 units per acre*	20 units per acre*
Minimum Unit Size			
+ Efficiency	450 sf	450	450
+ 1 bedroom	650 sf	650	650
+ 2 bedroom	850 sf	850	850
+ 3 bedroom	1,050 sf	1,050	1,050
+ 4 bedroom	1,200 sf	1,200	1,200
Lot Size & Coverage			
+ Minimum Lot Size	10,000 sf.	10,000 sf.	10,000 sf.
+ Maximum Coverage	60%	60%	60%
+ Building Separation	10 to 25 feet	10 to 25 feet	10 to 25 feet
+ Common Space	100 sf/unit	125 sf/unit	125 sf/unit
+ Private Space	100 sf/unit	125 sf/unit	125 sf/unit
Maximum Height	35 ft.	35 ft.	35 ft.
Parking	See Table 4B-5, below		
Amenities	1 point amenities: passive water feature, picnic/barbeque area, tot lot, passive recreation or garden, etc. 2 point amenities: playground, community garden, volleyball court, water feature, basketball hoop, etc. 3 point amenities: basketball court, restroom area, child wading pool, tot lots, ½ scale soccer field, etc. 5 point amenities: child care facility, exercise room, swimming pool, tennis court, recreation hall, etc.		

Source: County of San Bernardino Development Code, 2007.

* Fontana Sphere of Influence area allows up to 24 units per acre for 12 points or greater.

The allowable density depends on the number and type of recreational amenities. For 2 points worth of amenities, the project can be built at 75% of the maximum density, or 15 units. For 4 points of amenities, developers are allowed 85% of the maximum density. Projects with 8 points can receive 100% of the allowable maximum density, which is 20 units per acre. These standards have been successfully used in Rancho Cucamonga and Fontana to improve the quality of housing products.

5.10.4.2 PARKING REQUIREMENTS

Adequate parking is a necessary part of any quality residential development. Parking is needed to accommodate normal vehicle ownership patterns on site, rather than requiring offsite parking along streets. Having adequate parking has been shown to improve the prospects of financing a project, improve rents or sales prices, and improve the overall livability of residential projects.

However, excessive parking requirements can reduce the amount of land available for development, lowering the achievable density of development. The County has established parking standards to ensure the provision and maintenance of safe, adequate, well-designed, off-street parking facilities in conjunction with a use or development and reduce street congestion and traffic hazards.

Table 4B-5 below summarizes applicable parking requirements for residential development. Modifications to these standards are also listed below the table.

Table 5B-5 Residential Parking Requirements

Type of Dwelling	Parking Requirement
Single-Family Dwelling	• 2; one shall be covered on the same site with the primary structure (1)
Multi-Family Dwelling	• 2.5 per unit for projects of 4 or more units; one shall be covered for each dwelling unit on the project site to accommodate resident and visitor parking • 2.0 for projects of 2 or 3 units, one shall be covered for each dwelling unit
Mobile Home Parks	• 2; one covered on each mobile home parcel (may be in tandem); and • 1 guest space for each 10 spaces, or fraction thereof
Dependent Housing	• 2 for each unit
Caretaker Housing	• 2; one shall be covered(1)
Second Dwelling Unit	• 2; one shall be covered(1)
Licensed Residential Care Facility of 6 or Fewer Persons	• Under development
Licensed Residential Care Facility of 7 or More Persons	• Under development
Source: County of San Bernardino Development Code, 2007. Note: Residential care facilities and emergency shelter parking requirements are proposed for adoption in 2013.	

Additional parking reductions are available in certain conditions. Parking reductions up to 10% of the total required parking spaces may be granted for transportation control measures pursuant to an approved Conditional Use Permit/Minor Use Permit. Appropriate landscaping may be provided in lieu of 10% of the total number of parking spaces required, provided the landscaping is arranged so that parking may be installed at a later date if a demand arises. Affordable housing that complies with state density bonus law is eligible for state-mandated reductions in parking pursuant to the County's Affordable Housing Incentives program. Parking for residential care facilities for six or fewer residents will be addressed in a manner consistent with the intended use. Parking is not deemed a constraint to the production of market rate, affordable, or special needs housing.

5.10.4.3 AFFORDABLE HOUSING INCENTIVES PROGRAM

The County Development Code currently complies with California Density Bonus law (Government Code §§ 65915 et seq.), which allows for an increase in the density of a residential

development of 5 or more units when a developer meets certain affordability requirements in state law. For meeting the minimum requirements in Table 4B-6 below, the applicant receives a 20% density bonus for low- and very-low income units and a 5% density bonus for moderate-income units. If the proposed development will provide more than the minimum affordable housing units, a sliding scale applies that allows for progressively higher levels of density bonus.

An applicant for a density bonus may request that the County grant an incentive or concession. The County is obligated to grant the incentive or concession unless it makes the following two findings: 1) the concession or incentive is not required to provide for affordable housing, as defined in the Health and Safety Code or for rents for the targeted units required in the Development Code; or 2) the incentive or concession would have a specific adverse impact upon public health and safety or the physical environment for which there is no feasible method to mitigate or avoid the impact without rendering the development unaffordable to low- and moderate-income households.

Table 5B-6 Residential Density Bonus Provisions

Affordability Threshold	Minimum Density Bonus	Additional Increment	Applicable Incentive
10% of Units for Qualified Low Income	20%	15% increase in density for each 1% increase in low income units	One incentive/concession for each 10% of low income units provided is allowed. Additional incentives up to a total of three are allowed for each additional 10% increment
5% of Units for Very Low Income	20%	2.5% for each 1% increase in very low income units	One incentive/concession for each 5% of very low income units provided is allowed. Additional incentives up to a total of three are allowed for each additional 5% increment
10% of Units for Moderate Income	5%	1% increase in density for each 1% increase in moderate income units	One incentive/concession for each 5% of very low income units provided is allowed. Additional incentives up to a total of three are allowed for each additional 10% increment

Source: County of San Bernardino Development Code, 2007.

Subject to qualifying conditions consistent with state law, concessions or incentives may include 1) a reduction in certain site development standards; 2) approval of mixed-use land uses not otherwise allowed by the Development Code in conjunction with the housing development subject to qualifying conditions in state law, 3) other regulatory incentives proposed by the applicant or the County that will result in identifiable, financially sufficient, and actual cost reductions; and/or 4) a direct financial contribution (e.g., writing-down land costs, subsidizing the cost of construction, or participating in the cost of infrastructure) granted by the Board of Supervisors at its sole discretion.

5.10.5 BUILDING CODES AND ENFORCEMENT

San Bernardino County implements and enforces building codes, property maintenance standards, subdivision improvement requirements, and other municipal codes to ensure quality housing and neighborhoods for residents. Although building code requirements raise construction costs, the public interest is best served when buildings adhere to proper construction and engineering practices and neighborhoods have appropriate infrastructure suitable to their design.

Every three years, the State of California adopts new codes that contain the latest advances in construction practices and engineering concepts. The California Building Standards Commission adopts the California Building Code based on "models" produced by professional organizations. Local agencies must adopt these codes, but may make amendments to address geological, climatic, or topographical conditions provided modifications are no less restrictive than the state standards.

The new state codes incorporate, by reference, the model codes published by the International Code Council (ICC), which recently consolidated multiple regional codes into a single set of codes applicable throughout the United States. The County of San Bernardino has adopted the following building codes to reflect the latest advances in construction technology and building practices.

- 2010 California Residential Code
- 2010 California Electrical Code
- 2010 California Plumbing Code
- 2010 California Mechanical Code
- 2010 California Energy Code
- 2010 California Historical Building Code
- 2010 California Fire Code
- 2010 California Green Building Code

In the more rural areas, building codes were amended to increase the distance between water wells and septic systems and ponds in an effort to improve water quality. Other amendments were made that only refer to minor administrative processes. Such amendments do not materially increase the cost of residential construction and are similar to the amendments adopted in jurisdictions throughout the County. Therefore, the new building codes do not present a potential or actual constraint to the development, maintenance, and improvement of housing.

Residential code enforcement in San Bernardino County is performed on a complaint basis. If a particular health and safety problem arises in a neighborhood or with a particular property, code enforcement initiates an enforcement program to solve the problems. The County of San Bernardino Code Enforcement administers programs designed to protect the public's safety, welfare, and property value through enforcement of County ordinances and state/federal laws

relating to land use, zoning, housing, public nuisances, and vehicle abatement in the unincorporated areas.

5.10.6 HOUSING FOR PERSONS WITH DISABILITIES

Chapter 671, Statutes of 2001 (Senate Bill 520-Chesbro) effective on January 1, 2002, amended housing element law and Government Code Section 65008 to require localities to analyze the constraints on housing for persons with disabilities. This analysis includes definitions contained the Development Code, land uses and types of housing allowed, building codes, occupancy standards, development standards, and administrative procedures that affect the feasibility of developing, maintaining, and improving housing that is suitable for occupancy by people with disabilities.

County Development Code Definitions

Fair housing law and subsequent court decisions have made it clear that definitions in local development codes should not reference blood, marriage, number of occupants, or familial status when referring to families, type of dwelling unit, or other category that could be construed to potentially limit housing opportunities based on protected status. The County's development code defines a family as "a person or persons living together as a single housekeeping unit in a dwelling unit," which is consistent with fair housing law and court decisions. The code does not define a household, specify the relationship of its members, nor contain any occupancy limits.

The development code defines what constitutes a dwelling unit. A dwelling unit is defined as "any building or portion thereof, including a manufactured home or portion thereof that contains living facilities, including provisions for sleeping, eating, cooking and sanitation … for not more than one family, including domestic employees of the family." A multiple dwelling unit is a series or combination of dwelling units, either attached or detached, designed to house more than one family with individual, shared, or no kitchen privileges. This definition has not been used to limit housing opportunities, but the housing plan proposes a program to revise the definition.

Land Use Codes and Permitted Housing

The development code contains specific references to housing designed for people with disabilities. The code currently uses the term "social care facilities" to refer to licensed residential care facilities authorized under the Lanterman-Petris Act. The definition of a social care facility under the County's code is not identical to standard definitions in state law. Similarly, the development code also does not contain definitions of emergency shelter, transitional housing, and permanent supportive housing consistent with recent changes to state law requiring such facilities. The housing plan includes a program to update these definitions consistent with state law.

With respect to permitting requirements, the County permits emergency shelters for homeless people, but the use is not permitted by right. The housing plan includes a program to update permitting procedures to encourage and facilitate the allowance of emergency shelters and

transitional housing to comply with Government Code Section 65583. This includes allowing year-round emergency shelters as a by-right use on enough sites that can adequately accommodate the County's unmet need for emergency shelters. These changes would bring the County development code in compliance with the latest changes in housing element law.

Building Standards

California Administrative Code Title 24 requirements set forth access and adaptability requirements for the disabled population. These regulations apply to public buildings and require that ramps, larger door widths, restroom modifications, and other special facilities be incorporated into building designs. However, these standards are not mandatory for new single-family residential construction. Conventional housing, therefore, may require modification to ensure that a disabled tenant can retain a high quality of life and maintain independence.

New residential construction must comply with the federal Americans with Disabilities Act (ADA). ADA provisions include requirements for a minimum percentage of units in new development to be fully accessible to the physically disabled. Enforcement of the ADA requirements is not at the discretion of the County, but is mandated under federal law. Compliance with building codes and the ADA may increase the cost of housing production and can also impact the viability of rehabilitating older properties—it can be cost prohibitive to bring them up to current code standards. These regulations, however, provide minimum standards that must be complied with to ensure the development of safe and accessible housing.

Transportation

Transportation is a vital link that allows people with disabilities to enjoy and participate in the many aspects of society, including work, commerce, and leisure activities. Both federal and state laws address transportation, specifying that no entity shall discriminate against an individual with a disability in connection with the provision of transportation service. San Bernardino County maintains a service directory for organizations and agencies that provide specialized transportation for seniors and persons with disabilities. This directory, created and maintained by the Public and Specialized Transportation Advisory and Coordination Council, currently lists approximately 200 public transit operators and social service transportation providers that have been registered by the County to provide access to seniors, disabled persons, and persons of limited means.

Reasonable Accommodation

In August 23, 2012, the County adopted Ordinance 4169 to provide people with disabilities with reasonable accommodation in rules, policies, practices, and procedures necessary to ensure equal access to housing. The ordinance defines two types of accommodations: (1) minor, defined as any deviation requested and/or granted from the strict application of the laws, rules, policies, practices, and/or procedures of the County, including land use and zoning regulations of this code, and which can be removed or terminated in 90 days or less after the need for the reasonable accommodation ends; and 2) major, defined as any deviation requested and/or

granted from the strict application of the laws, rules, policies, practices, and/or procedures of the County, including land use and zoning regulations of this code, resulting in a physical modification to the property which cannot be restored or terminated within 90 days or less after the reasonable accommodation is terminated.

In order to make specific housing available to an individual with a disability, a disabled person or representative may request reasonable accommodation, pursuant to this chapter, relating to the application of various land use, zoning, or building laws, rules, policies, practices, and/or procedures of the County. A request must be filed on an application form provided by the department. It shall be signed by the owner of the property and shall describe exactly what is being requested and the specific reason the requested accommodation is necessary.

Approval, Modification, or Denial of Request

The Director shall have the authority to consider and act on any application for a minor reasonable accommodation and shall issue a written determination within 30 days of the date of receipt of a completed application. The Director may also refer the matter to the Zoning Administrator or the Planning Commission, if deemed appropriate. For major reasonable accommodations, the Zoning Administrator shall have the authority to consider it at the next regularly scheduled public hearing following submittal of the application. No request for reasonable accommodation may be referred to the Board of Supervisors and no variance will be required to seek an approval.

The Director or Zoning Administrator is authorized to grant the accommodation request, grant the accommodation request subject to specified nondiscriminatory conditions, or deny the request. The reasonable accommodation shall be subject to any reasonable conditions imposed on the approval that are consistent with the purposes of the chapter and help to further fair housing. Such conditions may generally include, but are not limited to the following restrictions:

(1) That the reasonable accommodation shall only be applicable to particular individual(s);

(2) That the reasonable accommodation shall only be applicable to the specific use for which application is made; and/or

(3) That any change in use or circumstances which negates the basis for the granting of the approval shall render the reasonable accommodation null and void and/or revocable by the County.

The following findings must be made in order to approve a request for reasonable accommodation:

(a) The housing, which is the subject of the request for reasonable accommodation, will be occupied as the primary residence by an individual protected under the Fair Housing Laws.

(b) The request for reasonable accommodation is necessary to make specific housing available to one or more individuals protected under the Fair Housing Laws.

(c) The requested reasonable accommodation will not impose an undue financial or administrative burden on the County; and

(d) The requested accommodation will not require a fundamental alteration of the zoning or building laws, policies, and/or procedures of the County.

5.10.7 PERMITTING PROCESSES

San Bernardino County maintains a variety of permit processing and review tools to ensure the appropriate level of staff and public review. The County is sensitive to time pressures faced by the development community and balances the need for a timely review with the public duty to approve only high quality projects that minimize negative impacts and promote a healthful environment. Although many uses are permitted by right, the County of San Bernardino requires the approval of certain planning permits to ensure quality development.

Pre-Application Development Review

The County of San Bernardino actively seeks to facilitate the approval of residential development projects and has developed several tools to achieve that goal. One such tool is the Pre-Application Development Review. For multiple-family projects, an applicant may request a free pre-application conference with the Development Review Committee to determine the consistency of a proposed multifamily project with the requirements of the Development Code. The County offers this service free to all applicants to allow them the ability to review the proposed project. This allows the developer to understand the project requirements and tailor the project application so as to meet requirements, reduce the number of iterations otherwise required, and expedite review.

Site Plan Permit

The site plan permit is an expedited process for project review and authorization of permitted uses and structures. This permit procedure is intended to provide a less complex and more streamlined administrative review focused on verifying compliance with the County Development Code. Surrounding property owners receive notice of a pending decision, with an opportunity to provide comments or appeal the decision. The review authority for the site plan permit is the Director of the Land Use Services Department, with potential appeal to the Planning Commission. However, projects located in a city's sphere of influence or fronting a State Highway are not eligible for this permit due to the need to involve the sphere city or state agency in the review process.

The site plan permit is applicable to new construction and reuse of existing structures in compliance with all requirements of the County Development Code. Discretion is strictly limited to standard findings that the project complies with applicable standards of the Development

Code; that there is supporting infrastructure existing or available to serve the project; that the use is consistent with the General Plan and any applicable community plan or specific plan; and that the proposed use and manner of development are exempt from CEQA. If the review authority cannot make the required findings or the project is in a city sphere of fronting a state highway, then the project may be elevated to a minor use permit, at the discretion of the Director of Land Use Services.

Minor Use Permit

The County has adopted a minor use permit (MUP) process to review the location and operation of certain types of land uses, such as multiple-family residential developments of 20 to 49 units. Projects are evaluated for consistency with the general plan, compatibility with surrounding land uses, availability of public services, and potential environmental impacts. The MUP is designed to allow staff-level review for minor projects and noncontroversial medium-scale projects. These uses, although generally deemed consistent with the respective land use district, typically have a character that requires special consideration in order to avoid conflicts with surrounding land uses.

For projects to qualify for review through the MUP process, the County staff reviews the proposal for environmental impacts and compliance with County development standards. Since projects processed with an MUP do not require a public hearing, the MUP serves as an administrative approval of a proposed project. Projects processed under an MUP take an average of only three months. The MUP is an incentive to property owners to comply with the County's specified criteria in order to receive expedited approval. In particular, offering full and complete review without proceeding to the public hearing stage, which can add months or even years to the schedule, offers a key incentive for housing projects, including affordable housing.

To secure a minor use permit, the review authority shall first find and justify that all of the following additional findings are true before approving a minor use permit application.

(1) There are no circumstances that would result in standards or conditions not being able to adequately mitigate environmental impacts.

(2) The project is planned for immediate development and does not include a phased development.

(3) The project is not likely to result in controversy.

If the proposed project fails to satisfy any of the findings identified in this subsection, it shall only be processed as a conditional use permit in compliance with this chapter. It is important to point out that the mere fact that a project has affordable units or is higher density does not, by itself, render a project controversial and subject to a conditional use permit. The County is generally seen as developer friendly, seeking to attract new residential development whenever possible. However, certain projects in specific locations may generate controversy in terms of environmental impacts.

The reasons for these findings are unique to San Bernardino County. The environmental impacts issue is clearly to address the conditions of the California Environmental Quality Act (CEQA). Projects that require significant mitigation should undergo more thorough review that would likely come in the form of public hearings. Phased development also poses a concern because, in recent years, phased projects have often stalled, been altered midstream, or not fully complied with developer agreements, placing a strain on the provision of County services.

Conditional Use Permit

If a project cannot be processed administratively or through a MUP, a conditional use permit (CUP) will be required. Conditions that automatically require a CUP are natural slopes of 30% percent or greater, projects that exceed size thresholds in certain zones, projects that use hazardous materials, projects requiring a health risk assessment, multiple-family projects of 50 units or more, and certain other uses. A CUP is the means by which the County can appropriately evaluate the suitability and operation of certain land uses for consistency with the County general plan, compatibility with surrounding land uses, availability of public services, and potential environmental impacts.

Once a development application is complete, a project planner reviews the proposal for environmental impacts and compliance with County development standards. Project information is also distributed to County departments for comment, and surrounding property owners are notified. Tracts and large-scale housing projects are also reviewed by the Development Review Committee (DRC), which is a staff technical review body. If the project meets all relevant requirements, County staff will recommend approval of the CUP by the Planning Commission subject to the standard findings with conditions to protect surrounding uses, the environment, and the health, safety and general welfare. Planning Commission decisions are appealable to the Board of Supervisors.

The review authority shall first find and justify that all of the following are true before approving a conditional use permit or minor use permit application.

(1) The site for the proposed use is adequate in terms of shape and size to accommodate the proposed use and all landscaping, loading areas, open spaces, parking areas, setbacks, walls and fences, yards, and other required features pertaining to the application.

(2) The site for the proposed use has adequate access, which means that the site design incorporates appropriate street and highway characteristics to serve the proposed use.

(3) The proposed use will not have a substantial adverse effect (e.g., excessive noise, traffic, vibration, or other disturbance) on abutting property or the allowed use of the abutting property nor substantially interfere with the present or future ability to use solar energy systems.

(4) The proposed use and manner of development are consistent with the goals, maps, policies, and standards of the general plan and any applicable community or specific plan.

(5) There is supporting infrastructure, consistent with the intensity of development, to accommodate the proposed development without significantly lowering service levels.

(6) The lawful conditions stated in the approval are deemed reasonable and necessary to protect the public health, safety, and general welfare.

(7) The design of the site has considered the potential for the use of solar energy systems and passive or natural heating and cooling opportunities.

Planned Development Review Process

The planned development review process is used to facilitate the development of properties where greater flexibility in design is desired than would otherwise be possible through the strict application of standard land use district regulations in the County Development Code. The process serves as an alternative site planning process that encourages a more creative planning of mixed-use, multiphased developments within the framework of a single, cohesive development plan. All applications for preliminary or final development plans must be reviewed by the DRC prior to review by the Director of Land Use Services, Planning Commission, or Board of Supervisors. The Director of Land Use Services reviews and acts upon all applications for final development plans, provided that the projects have been determined to be noncontroversial, no member of the DRC objects to the proposed project, and the project is consistent with the approved preliminary development plans.

Development Processing Time

San Bernardino County review process times conform to state law requirements, but can vary depending upon the complexity of the project. Current approximate processing times for applications related to development projects are displayed in Table 4B-7.

Table 5B-7 Development Processing Time Limits in San Bernardino County

Item	Single-family Residential Project	Multiple-family Residential Project	Approximate Time from Acceptance to Decision
Site Plan Review	Yes	Yes	60 days
Minor Use Permit	N/A	For multiple family housing projects of 20 to 49 units	60–90 days
Conditional Use Permit	N/A	For multiple-family housing projects of 50+ units	120–180 days
Environmental Documentation	Initial Study and Negative Declaration (IS/ND) if consistent with zoning and land use district		30 days for IS/ND; 180–365 days for EIR; processed concurrently
General Plan or Zoning Amendments/Zone Change	Typically not necessary for projects consistent with zone		180–240 days
Total Timeframe for Processing Typical Residential Projects	1 month	6 to 9 months	

Source: County of San Bernardino, 2013.

Affordable housing applications are expedited through the approval procedures, and decisions are made in a timely manner given statutory notice and environmental requirements. Discussions held with affordable housing developers such as the Southern California Housing Development Corporation indicate that the County's permitting and processing time procedures are not a

constraint to the production of affordable housing. Even the County's conditional use permits requirement for larger, potentially controversial projects is not considered a significant constraint. Taken together, a single-family project takes about 3–6 months for approval, and a multiple family project takes 6–9 months depending on the size and environmental review required.

5.11 NONGOVERNMENTAL CONSTRAINTS

Over the last 20 years, the cost of all housing in San Bernardino County has increased as the cost of each component increased. During the past decade, costs have continued to increase, but at a much slower rate than in previous years. The major components of housing costs are land, labor, materials, financing, overhead, and profit. The cost of each of these will vary significantly depending on the location of the development and the type of house being built.

5.11.1 CONSTRUCTION COSTS

The cost of construction depends primarily on the cost of materials and labor, which are influenced by market demand. Construction costs depend on the type of unit being built, the materials purchased and used, and the quality of product being produced. The cost of labor is based on a number of factors, including housing demand, the number of contractors in the area, and the unionization of workers. The cost of labor is usually two to three times the cost of materials; thus, the cost of labor represents an estimated 17% to 20% of the cost of building a unit.

Land costs can also vary significantly across unincorporated areas of San Bernardino County. In the more developed portions of the Valley communities, land costs are $100,000 to $200,000 per acre. In the sphere of influence areas, land costs are lower and range from $10,000 to $30,000 per acre. In areas outside the spheres where this housing element targets (Phelan, Victor Valley, and Morongo Valley), land costs are generally $2,000 to $5,000 per acre for single or multiple-family zoned land. The vast majority of land designated for housing is outside of the valley region, and thus land costs are deemed to be a constraint to the production of market rate or affordable housing.

The following table lists the overall development costs per square foot—exclusive of land, infrastructure, and fees–for new housing developments sold during 2008 in San Bernardino County. The average value of single-family homes was about $200,000 per unit and multiple-family units were approximately $88,000 per unit. Recent advances in technology and quality have resulted in increasing use of prefabricated and factory-built housing. By shifting much of the job site work to a controlled environment, factory-built housing reduces labor and cycle time on job sites and increases accuracy of work. Average prices for homes (including land) are often well below $200,000.

Table 5B-8 Average Housing Development Costs in San Bernardino County

Type of Development	Residential Units Permitted	Valuation for New Construction	Average Cost per Residential Unit
Single-Family Residential [1]	6,239	$1,263,351,000	$202,492
Multiple-Family (Apartments) [2]	1,765	$155,819,000	$88,282
Total County	8,004	$1,419,170,000	$177,308

Source: California Statistical Abstract.
[1] Single units: detached, semi-detached, row house, and town house units.
[2] Multiple units: duplexes, 3 or more unit structures and any condominium units not meeting the above single-family definition.

5.11.2 Financing Residential Construction

The past several years have seen volatility in the lending and financial market. This has affected the financial feasibility of building new homes, producing affordable housing, and securing a mortgage. This section highlights a few of these broader economic changes that will affect the production and feasibility of purchasing a home during the housing element planning period.

Home Purchase Financing

During the past few years, the home-buying market has restructured in response to changes in the economy. Interest rates for loans have generally varied from 5 to 7%; down payment requirements have ranged from 0 to 10%; and allowable income-debt ratios have varied as well. Common loan products issued in the early 2000s (adjustable rate mortgages and the like) are rarely used today. In fact, many of these loan products have been credited with placing households of all income levels who purchased homes in the last few years in precarious situations, resulting in increased housing payments and foreclosures.

Although interest rates on mortgages are at all-time lows (well below 5%), lending requirements are significantly more stringent. Acceptable income-to-housing cost ratios are at 30 to 35% versus up to 50% in past years. For loans insured under the FHA, down payment requirements are a minimum of 3%, and higher mortgage insurance rates are required. For conventional loans, a down payment of 20% is common industry practice. In any case, home purchase financing continues to be a major impediment to purchasing a home, but this constraint affects the entire state of California and is not unique to the County of San Bernardino.

Home Construction Financing

Similar to the late 1980s, the construction financing industry has restructured in response to the housing market downturn. In past decades, housing developers could receive construction loans for 100% or more of a project's estimated future value. Following the housing market crash, financial institutions tightened regulations for construction loans. This cycle has repeated itself. Loan underwriting has grown more conservative, with maximum leveraging topping out at 75%. As a result, equity requirements have risen from 10% in the past year or so to 20% to 30% in 2009.

Although there is no hard threshold for how much equity is too much before a project would be deemed infeasible, the higher the proportion of equity required, the more unlikely that a developer would proceed with the project. Not only would it require more up-front cash, but

higher equity contribution means a project must be able to achieve an even higher value at completion to meet the minimum acceptable cash-on-cash return threshold. These types of housing market trends underscore the condition of the housing market in southern California today and are predicted to remain in place for the next several years.

Affordable Housing Financing

The economic downturn has also impacted the financing for affordable housing. One example is the Low Income Housing Tax Credit Program (LIHTC), which has been one of the most successful ways for financing the production of quality rental housing. LIHTCs give affordable housing developers an allocation of tax credits, which they then sell to investors to raise equity projects. Investors who purchase tax credits are able to reduce their federal tax liability dollar for dollar, so that the purchase of $1,000 in tax credits reduces tax liability by $1,000. As a result of the equity made available through the sale of tax credits, a developer can complete projects with less debt and pass cost savings in the form of lower rent.

The LIHTC equity market has been volatile for the past few years. Following the market bust in 2006/2007, LIHTC prices collapsed in 2008 and 2009. Historically, Fannie Mae and Freddie Mac provided 40 percent of LIHTC investments, and banks motivated by the Community Reinvestment Act (CRA) provided 40 percent. Fannie Mae and Freddie Mac (now in receivership) no longer make new investments. In addition, the substantial losses that many financial institutions continue to incur eliminated or reduced the ability to use tax credits. In 2010, the LIHTC market began a recovery, investment increased to an estimated $8 billion, and this is anticipated to increase. In any case, the continued volatility of this market will make affordable housing finance uncertain.

County Affordable Housing Funds

Probably more pressing for cities is the loss of redevelopment funding. The California Supreme Court decision had a devastating impact on San Bernardino County's efforts to cope with the current economic downturn and realize its potential as a place for good-paying jobs, affordable housing, and economic recovery. Redevelopment has been one of California's and San Bernardino County's great successes. The elimination of the County RDA resulted in a loss of $11 million—in addition to $22 million in unencumbered housing funds—for a total one-year loss of $33 million to the local economy. The County's 26 redevelopment agencies also generated $610 million in annual tax increment—money that was used for affordable housing and is now transferred to the state treasury.

The massive transfer of locally approved redevelopment financing and revenue has stripped the County and communities across California of the primary means to fund affordable housing. To build and finance affordable housing, it will be necessary to secure additional grants or loans from the state or federal government, leverage all available funding sources from nonprofit or other critical housing partners, and seek creative means to support the production of affordable housing. Moreover, the County is less able to improve the many poorer unincorporated communities that lack the infrastructure and services that contribute to a quality living

environment. In sum, the dissolution of redevelopment agencies has decimated the affordable housing market.

5.11.3 DEVELOPMENT FEES

The County of San Bernardino charges a range of development fees and exactions to recover the costs of processing the applications for new housing. As in the past, the County fees for processing applications have been significantly lower than surrounding jurisdictions. Moreover, as discussed later in the infrastructure section, the County of San Bernardino does not charge impact fees. As summarized below, at least 75% of fees and taxes for new development are levied by agencies (water purveyors, sanitation agencies, school districts, etc.) that are not under the County's control.

The developer fee amounts are not a constraint to development. As shown in Table 4B-9, the average fee cost is $16,000 to $20,000 per single-family unit, depending on the transportation fee. Multiple-family housing fees cost about $14,000 per unit. This translates into an average fee burden of 10%–16% of building valuation, not including infrastructure costs and land acquisition. This is far below the average fee burden of 20–25% seen in many incorporated communities.

Table 5B-9 Average Development Fees for Residential Projects, Unincorporated Area

Category of Fee	Per Unit Fees		
	Single-Family Projects	Multiple-Family Projects	Mobile Home Projects
County Fees & Taxes			
+ Planning/Planned Development Land Use	$0	$90	$0
+ Conditional Use Permit (for projects 5+ units)	$0	$25	$0
+ Building & Safety Fees	$2,476	$354	$1,017
+ Public Works Fees	$1,137	$125	$1,137
+ Fire Department Fees	$369	$35	$369
Regional Fees			
+ Transportation Development	$3,886	$2,198	$1,312
+ School Fees	$4,800	$2,630	$4,800
+ Water Supply and Connection	$7,883	$4,200	$7,883
+ Sewer Impact Fees	-0-	$4,380	-0-
Total County	$20,551	$14,037	$16,517
Average Project Valuation Per Unit	$202,500	$88,000	$158,000
Fees as a Percentage	10%	16%	10%

Source: County of San Bernardino.
Note: No planning fees are charged for single-family and mobile homes.

The County of San Bernardino Grand Jury recommended a study of development impact fees to provide a means of financing long-term infrastructure. This effort was not implemented during the 4th cycle planning period due to opposition from the building industry, and later proposals

were postponed due to the housing market. In order to encourage quality housing and infrastructure in a manner that facilitates efficient development and protects proportionality in assessing the cost of development, the County is preparing an analysis for recommendation of appropriate development impact fees for consideration by the Board of Supervisors in 2013/2014.

5.12 ENVIRONMENT AND INFRASTRUCTURE

The County of San Bernardino General Plan contains analysis, discussion, and goals and objectives for four natural hazards: geologic, fire, flood, and wind/erosion. These hazards are mapped on overlay maps that guide where and how housing should be built. In addition, in a county as large as San Bernardino, infrastructure constraints exist as well. Yet these issues may not affect the ability of the County to address its housing goals pursuant to the regional housing needs assessment (RHNA). This section addresses the key issues that have a material impact on the ability to achieve the RHNA.

5.12.1 ENVIRONMENTAL CONCERNS

The County of San Bernardino covers a territory larger than many states in the nation. As such, County residents will inevitably be subject to a wide variety of risks associated with natural hazards. These include geological hazards, flooding, and fire hazards. Some residential development is affected by the presence of biological resources, open space, cultural resources, paleontological resources, and mineral resources. This may affect the location of development or type of conditions imposed upon certain projects to mitigate environmental impacts.

To address these issues, the County of San Bernardino General Plan includes a wide number of overlay maps that identify areas where environmental concerns may exist. These include:

- Geologic Hazard Overlay
- Hazard Overlays
- Biotic Resources Overlay
- Open Spaces Overlay
- Cultural Resources Sensitivity Overlay
- Paleontological Resources Sensitivity Overlay
- Unique Farmland
- Airport Hazard Zones
- Mineral Resources Overlay

These overlay maps are featured and referenced in various chapters of the general plan, development code, and other regulatory documents. In some cases, the overlay maps preclude the development of housing or certain types of housing in specific areas (such as under flight paths). In other cases, the County's standard practice is to allow residential development in those areas, provided appropriate conditions can be implemented to mitigate environmental impacts.

For purposes of the land inventory discussed later, the housing element does not identify or propose sites for housing if they are infeasible due to the presence of environmental constraints. This does not mean that mitigation is never required, but rather that the sites could reasonably accommodate housing without extraordinary environmental mitigation. That being said, the County has certain areas with infrastructure constraints, the subject of the following section.

5.12.2 INFRASTRUCTURE CONCERNS

Many rapidly growing areas 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 is in place before urban development is permitted. One method for managing growth is to program capital investment in these facilities. In 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, or pay fees to regional entities to make infrastructure improvements.

The network of man-made and publicly owned facilities, such as roads, streets, water, drainage, and sewer facilities, form the internal framework 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. The housing element requires that capital facilities and public services be made available to future housing sites.

The majority of improvements in the infrastructure backbone systems in the County occur in response to targeted growth within and adjacent to the incorporated cities. Connections to infrastructure systems (sewer, water, and drainage) are most effectively expanded within and adjacent to urbanized areas, usually within the spheres of influence of cities, which have usually been analyzed as part of the cities' general plans, any specific plans, and master plans for infrastructure. Development under a specific plan requires plans for infrastructure and that methods be identified and incorporated into the conditions for approval for providing the necessary infrastructure improvements both on- and offsite.

The County of San Bernardino does not currently impose development impact fees to fund the construction of backbone infrastructure or public services for residential development. Instead, the County, through its growth management policies, encourages development in the spheres of influence of incorporated communities because of the availability of infrastructure and services. Where infrastructure does not exist or needs to be expanded, the service providers for the sphere and adjacent incorporated areas may impose impact fees to provide the necessary funding.

Regardless, a long-term solution to infrastructure is required. In 2006, the County of San Bernardino Grand Jury recommended that the County pursue a study of development impact fees to provide a means of financing infrastructure. This effort is now under way. Over time, it has become clear that if the County is to facilitate and encourage new housing beyond the immediate

sphere of influence of cities, a permanent source of funding is needed to mitigate the impacts of development. Otherwise, the residential projects built will be limited in number and size, have insufficient infrastructure, have fees negotiated on an agreement basis, and ultimately provide a disincentive for annexations.

Infrastructure Improvement Standards

Ensuring basic infrastructure for the County's vast unincorporated areas has long been a concern. To that end, the County amended its Development Code in 2007 to address the issue of infrastructure. Code amendments were developed to ensure the provision of an appropriate range of infrastructure facilities and services for residential development so that the County is not left with unfunded financial liabilities to serve the residential, commercial, or industrial projects built.

The specific requirements for infrastructure depend on the location of the project and existing level of infrastructure present. The requirements are based on the direct relationship between the intensity of land uses and the facilities and services needed to support those uses. Table 4B-10 summarizes the basic infrastructure improvement standards required for different regions of San Bernardino County.

Table 5B-10 Infrastructure Improvement Standards

	Residential Land Uses								
	Valley Region			Mountain Region			Desert Region		
Standards	1 acre or less	1 –2.5 acres	2.5+ acres	1 acre or less	1 –2.5 acres	2.5+ acres	1 acre or less	1 –2.5 acres	2.5+ acres
Property Site Access									
+ Grants of Easement	Y	Y	Y	Y	Y	Y	Y	Y	Y
+ Paved Internal Access	Y	Y	Y	Y	Y	N	Y	Y	Y
+ Perimeter Access	Y	Y	Y	Y	Y	Y	Y	Y	Y
+ Offsite Access	Y	Y	Y	Y	Y	Y	Y	Y	Y
Sidewalks, Curb/Gutter, Lighting									
+ Sidewalks	Y	Y	N	N	N	N	Y	Y	N
+ Curb and Gutter	Y	Y	Y	Y	Y	N	Y	N	N
+ Street Lights	Y	N	N	N	Y	N	Y	N	N
+ Intersections Only	N	N	Y	Y	Y	N	N	Y	N
Water and Sewer									
+ Water Purveyor	Y	Y	Y	Y	Y or Y	Y or Y	Y	Y	Y or Y
+ Substantiated Well Water	N/A	N/A	Y	N/A			N/A	N	
+ Sewer	Y	Y	Y	Y	Y	Y	Y	Y	Y
+ Septic Systems	Y	Y	Y	Y	Y	Y	Y	Y	Y
+ Drainage Improvements	Y	Y	Y	Y	Y	N	Y	Y	Y
+ Fire Flow	Y	Y	Y	Y	Y	Y	Y	Y	Y

Source: County of San Bernardino Development Code, 2007.

Table 5B-10 Infrastructure Improvement Standards

	Residential Land Uses								
	Valley Region			Mountain Region			Desert Region		
Standards	1 acre or less	1 –2.5 acres	2.5+ acres	1 acre or less	1 –2.5 acres	2.5+ acres	1 acre or less	1 –2.5 acres	2.5+ acres
Notes: This table is intended as general reference. For a definitive determination, consult the development code, because conditions apply.									

Select Infrastructure Standards

Although infrastructure standards different somewhat depending on area, the following are prototypical for the County unincorporated areas and hold true across regions.

Table 5B-11 Road Design Standards

Highway Designation	Number of Lanes	Right of Way Width	Curb-Curb Separation
Freeway	Variable (per Caltrans)	Variable (per Caltrans)	Variable (per Caltrans)
State Highway	Variable (per Caltrans)		
Major Arterial Highway	6	120' minimum	104'
Major Divided Highway	4	120'	94'
Major Highway	4	104' minimum	80'
Secondary Highway	4	88'	64'
Controlled/Limited Access Collector	2	66'	44'
Mountain Major Highway	4	80'	64'
Mountain Secondary Highway	2	60'	44'
Collector Street	2	66'	44'
Local Street	2	60'	36'
Mountain Collector	2	50'	—
Mountain Local	2	40'	—
Source: County of San Bernardino, Development Code, 2012.			

With respect to water and sewer provision, the County Development Code also requires the following for public health and safety reasons in the Desert region:

- Wells set back from all leach lines by 100 feet and from seepage pits by 150 feet.
- Wells set back from all property lines by 50 feet where no leach lines exist on adjacent properties.
- Septic systems with leach lines shall be set back from all wells by 100 feet.
- Septic systems with leach lines set back from property lines where no leach lines exist on the adjacent property by 50 feet.
- Septic systems with seepage pits shall be set back from all wells by 150 feet.
- Septic systems with seepage pits shall be set back from property lines where no leach lines exist on the adjacent property by 75 feet.
- Applicants providing a preliminary Composite Development Plan showing the envelope locations of the building/house pad, septic tanks/pits/leach fields, and water well do not have to meet the requirements listed above when supporting engineering data is provided demonstrating feasibility of septic systems and wells.

5.12.3 WASTEWATER AND WATER SYSTEMS

Community or regional wastewater collection and treatment systems are exclusively undertaken by public agencies in San Bernardino County. Public wastewater collection and treatment is carried out by a combination of: regional wastewater agencies which serve several cities and communities, city-operated collection and treatment facilities serving the area within the city and sometimes adjacent cities and unincorporated areas, and 9 special districts serving unincorporated communities. In all, 28 agencies provide sewer service to most urban areas, except communities in the South Desert (Morongo Valley, Yucca Valley, and Joshua Tree) and the City of Twentynine Palms.

The County's ability to absorb growth in urbanized areas has been facilitated by the ability of wastewater agencies to respond to demands for service. In more rural communities within the unincorporated County where public collection and treatment of wastewater is not available, other methods are required, such as septic system, package wastewater treatment plants, or alternative systems. A policy has been established in the San Bernardino County General Plan that links proposed improvements to the system with population, as follows: "Plan and construct new wastewater treatment and collection facilities on the basis of the County's adopted growth forecast."

Residential development served by wastewater collection and treatment facilities continues to be an issue for many regions of San Bernardino County. There are many portions in unincorporated communities or tracts where wastewater infrastructure or treatment plants are lacking and any subsequent residential development is limited to lower densities. There are many onsite sewage disposal systems (septic tanks and package treatment plants) in areas with no wastewater collection and treatment facilities. Offset programs are often used to require new development on septic systems to connect an equal number of septic system users to a sanitary sewer.

The County of San Bernardino faces water supply and distribution issues in common with all other areas of Southern California. The urbanizing areas of the County are dependent upon adequate quantities and qualities of potable water being available. At present, the majority of the County is dependent upon locally available supplies of groundwater. However, imported water may play an increasing role in satisfying the future demand for water throughout the County. The trends of over drafting local groundwater cannot continue indefinitely, as aquifers become depleted to the extent that they are irreparably damaged and no longer feasible for use.

Hundreds of public and private water and sewer service districts provide service to County residents. There are also vast areas with no such service. Service districts range from the very large public agencies serving urban areas, to very small private companies serving less than one square mile. The smaller water purveyors tend to be older and to have systems deemed inadequate to serve projected growth. Many of these special districts are County agencies staffed by the Special Districts Department. Others have independent administrative boards.

In 2006, state law was amended to require each public agency or private entity (except for private water and sewer companies regulated by the PUC) providing water or sewer services to

grant a priority for the provision of these services to proposed developments that include housing units affordable to lower income households. Such agencies were required to adopt written policies and procedures not later than July 1, 2006, and at least once every five years thereafter, with specific objective standards for provision of services conforming with this section.

The policies and procedures shall take into account all of the following:

- Regulations and restrictions relating to water shortage emergencies.
- The availability of water supplies as determined by the public agency or private entity pursuant to an urban water management plan.
- Plans, documents, and information relied upon by the public agency or private entity that is not an urban water supplier or that provides sewer service, that provide a reasonable basis for making service determinations.

Moreover, a public agency or private entity that provides water or sewer services cannot not deny or condition the approval of an application for services to, or reduce the amount of services applied for by, a proposed development that includes housing units affordable to lower income households unless the public agency or private entity makes specific written findings that the denial, condition, or reduction is necessary due to the existence of one or more of the following:

- The public agency or private entity lacks "sufficient water supply," is operating under a water shortage emergency, or lacks sufficient water treatment or distribution capacity to serve the project.
- The public agency or private entity providing water service is subject to a compliance order issued by the State Department of Health Services that prohibits new water connections.
- The public agency or private entity providing sewer service lacks sufficient treatment or collection capacity to serve the needs of the proposed development.
- The public agency or private entity providing sewer service is under an order issued by a regional water quality control board that prohibits new sewer connections.
- The applicant fails to agree to reasonable terms and conditions relating to the provision of service generally applicable to development projects seeking service from the public agency or private entity, including, but not limited to, governmental regulations or payment of fees.

The Housing Plan contains a program to address this requirement.

5C – HOUSING ELEMENT PROGRESS

State housing element law requires communities to assess the achievements under adopted housing programs as part of the five-year update to their housing elements. The results of the analysis provide the basis for developing the comprehensive housing program strategy for the 2008–2014 planning period. It should be noted that the objectives of the past element were predominant qualitative in nature; therefore, numerical comparisons cannot be made. Public outreach helps in this regard.

This chapter highlights the progress of County departments in implementing the goals, policies or programs of the housing element and ongoing outreach efforts for the housing element.

5.13 PROGRESS IN IMPLEMENTING 2000–2005 GOALS

San Bernardino County has dealt with significant change since the 2000–2005 housing element. In the past few years, the County has lost nearly half of its annual Community Development Block Grants, half of its annual HOME allocation, and all of its redevelopment tax increment financing. Moreover, since 2007, the region continues to be mired in the deepest economic and housing recession in generations. San Bernardino County has weathered more than 100,000 foreclosures in the past five years—more than one in every seven housing units. Severe reductions in the tax base and pass- through funding have resulted in significant losses of County staff. This has also resulted in a lengthy delay for preparation of the 2008-2014 housing element.

The County's 2000–2005 housing element is organized around seven topics and associated goals:

- Streamlining Governmental Review
- Innovative Housing Designs and Techniques
- Property Maintenance and Preservation
- Housing Choice and Diversity
- Fair Housing
- Special Needs
- Infrastructure Planning

The following table summarizes progress in implementing programs.

Table 5C-1 Effectiveness of Housing Element Programs 2000–2005

Program	Status of Program	Recommended Action
Reduce Government Constraints		
1.1-Integration of Environmental Review Reduce application processing time and costs by integrating environmental review into the application review process.	County integrates environmental review during the application process or DRC. Further reductions in processing time will require greater staff resources.	Continue to include in the housing element or defer to the development code.
1.2-Master Environmental Assessment Develop and utilize Master Environmental Assessment to facilitate review of projects.	Not implemented due to lack of funding and economy. Given the condition and lack of infrastructure, program is still important.	Continue to include in the housing element.
1.3-Housing Incentives Program Facilitate and improve local government priority review of affordable housing projects.	County adopted ordinance with the update of the development code in 2007. However, density bonus is rarely requested by developers.	Continue to include in the housing element.
1.4-Application Processing Procedures Survey Implement appropriate recommendations from the Application Process Survey	Procedures survey completed and recommendations implemented. Given cutbacks in funding and staff, retooling may be warranted.	Review applicability of the program when the economy and housing market recovers.
1.5-Review Development Code Review Development Code to identify revisions to create a broader range and number of affordable housing units. Develop a reasonable accommodation ordinance.	Development code update in 2007. Did not update code to include reasonable accommodation, but a code amendment is in development.	Make further changes to address special needs groups and reasonable accommodation ordinance.
1.6-Universal Design Principles Consider promoting universal design principles in new housing developments	Not implemented due to lack of funding, economic recession, and undue cost that is a constraint in a depressed housing market.	Continue as a policy, but not as a housing program.
1.7-Multiple Residential Development Standards Create development standards for multiple family housing at densities between 12 and 20 units per acre	Created RM development standards to meet density thresholds (20 units per acre) with density contingent on minimum amenity requirements.	Action completed and no longer need to be included in the housing element.
1.8-Target housing and infrastructure expenditures Target expenditures to unincorporated communities and/or places in greatest need	County continues to target housing and infrastructure expenditures in low-moderate and blighted areas, including communities of Muscoy and Bloomington.	Continue to include in the housing element or defer to the development code.
Innovative Housing Designs		
2-1-Planned Development Density Bonus Continue to use density bonus and transfer program to encourage small lot developments	Implemented and ongoing.	Continue to include in the housing element or defer to the development code.
2-2-Design Guidelines for Small Parcels Update the location and design criteria of planned developments and design review	Implemented and ongoing.	Continue to include in the housing element or defer to the development code.
2-3-Minimum Residential Construction Standards Continue to adhere to appropriate construction and design standards to ensure compatibility in design	Implemented and ongoing.	Continue to include in the housing element or defer to the development code.
2-4-Temporary Dependent Housing Continue to provide housing for elderly and people with disabilities	Implemented by using HOME funds for consortium participants.	Continue to include in the housing element or defer to the development code.
2-5-Energy Efficient Guidelines Promote energy-efficient residential projects in the unincorporated County areas.	Implemented state codes. No further standards that are more stringent than state law are required.	Continue to include in the housing element as action item under broader energy conservation program.
2-6-Planned Development Encourage residential development in design-constrained areas by designating Planned Development.	Implemented and ongoing.	Continue to include in the housing element or defer to the development code.

Table 5C-1 Effectiveness of Housing Element Programs 2000–2005

Program	Status of Program	Recommended Action
2-7-Second Dwelling Units Provide opportunities for the placement of a second dwelling unit provided there is sufficient area.	Implemented second unit ordinance in compliance with state law. Only 6 units are built each year in the County.	Continue to include in the housing element or defer to the development code.
2-8-Mobilehome Parks Encourage the construction of new mobile home parks to increase the supply of affordable units in residential areas.	Implemented. Approximately 6 units are built each year in the County.	Continue to include in the housing element or defer to the development code.
2-9-Insulation and Weatherization Provide labor and materials to insulate and weatherize homes of eligible low income households.	This program is implemented through participating utility companies.	Continue to include in the housing element as action item under broader energy conservation program.
2-10-Encourage residential Energy Conservation Publicize energy conservation opportunities offered by Southern California Edison.	Implemented and ongoing. Recent federal rebate programs have adequately promoted programs.	Continue to include in the housing element as action item under broader energy conservation program.
Property Maintenance		
3-1-Voluntary Occupancy Inspection Program Ensure consumer protection for residential property transactions.	Implemented and ongoing through the Code Enforcement Unit.	Program has limited effectiveness as it is voluntary in nature.
3-2-Inspection of Rental Units Encourage compliance of substandard dwelling units with Environmental Health Service Department requests for the upgrading of a structure.	Implemented and ongoing through the Code Enforcement Unit.	Continue to include in the housing element or defer to the development code.
3-3-Rehabilitation Assistance – CDBG Assist owners to rehabilitate substandard residential units throughout the unincorporated County areas.	County effectively used this program, but federal funding cuts have caused this program to be discontinued.	Continue to include in the housing element.
3-4-Senior Housing Repair Program Continue to provide grants to income eligible seniors and disabled people to repair their homes	The County has historically provided 100 grants annually, but the funding is no longer available for this program.	Delete program from the housing element.
3-5-Inspect rental units with Tenant based Assistance Inspect rental units in conjunction with Tenant based rental assistance program with the Housing Authority	Federally funded housing units that are provided are inspected to ensure units are safe and sanitary.	Continue to include in the housing element.
3-6-Update County Rehabilitation Guide Periodically review the County Rehabilitation Guide, incorporating all new procedures and methods that would aid in rehabilitating the County's housing stock.	Not implemented due to lack of funding and recession in the economy and housing market.	Keep as policy foundation, but defer action to internal administrative procedures.
3-7-Rehabilitation Assistance – HOME Assist rental property owners to rehabilitate substandard residential units in the unincorporated County areas.	County has effectively used this program, particularly when coupled with NSP funds, over the years.	Continue to include in the housing element, but seek additional funding or partners.
3-8-Rehabilitation Assistance Refinance the existing mortgages for multiple-family residential rehabilitation projects with HOME funds	County no longer implements this program due to funding cutbacks.	Delete program from the housing element.
3-9-Targeted Code Enforcement Target code enforcement efforts to certain neighborhoods to reduce blight and achieve greater impact	County has effectively used the PACE program over the years in Muscoy, Fontana, and Bloomington.	Continue to include in the housing element.
3-10-Reduce Neighborhood Blight Contract with nonprofits and for-profits to assist in acquiring and rehabilitating properties and resales.	The County has partnered with IEERC for the acquisition, rehabilitation, and resale of foreclosed homes	Continue to include in the housing element.
Preservation of Existing Housing Stock		

Table 5C-1 Effectiveness of Housing Element Programs 2000–2005

Program	Status of Program	Recommended Action
4-1-Community Reinvestment Act of 1977 Continue to encourage participation by all Savings and Loan Associations in the County.	County no longer implements this program.	Delete program from the housing element.
4-2-Preserve units at risk of conversion Offset the loss of federally subsidized housing units that are near fulfillment of their original financial commitment.	Few projects have converted over time. The County continues to allocate HOME funds to consortium jurisdictions to build affordable housing.	Continue to include in the housing element at the policy level and development implementable actions.
4-3- Preserve units at risk of conversion Maintain existing affordable housing stock beyond current affordability periods.	County continues to do so with HOME funds. Funds are primarily targeted to projects located in cities.	Combine with above program.
4.4 Preserve Historic Structures Provide information on Mills Act and other programs to help homeowners preserve historic structures.	County supports the preservation of historic structures, but no funding is available to implement this program.	Delete program from the housing element.
Housing for All Economic Segments of the Population		
5-1-Housing Incentives Program (HIP) Stimulate construction of affordable new housing of five or more units within the unincorporated County areas.	Implemented and ongoing. However, developers rarely seek density bonus due to nature of housing demand.	Continue to include in the housing element and combine with programs.
5-2- Phasing of Affordable Housing Encourage phasing of affordable units in all future multi-phased housing developments that include affordable housing for lower income households	In this market, phasing affordability is not advisable.	Delete program from the housing element.
5-3- Mobile Home Purchase and Rental Assistance Assist prospective owners and renters in funding the purchase or rental of mobile homes.	County continues to do so through its HOME and CDBG funding allocation to jurisdictions.	Continue to include in the housing element.
5-4-Identify and Use Surplus Land Identify and use surplus land (County owned land and other housing sites) to assist in the provision of affordable housing for lower income households.	Implemented and ongoing on a periodic basis; majority of effort goes to consortium cities.	Continue to include in the housing element.
5-5-Assistance for Displaced Individuals Educate displaced individuals and families needing housing information.	County contracts with various service providers to provide information to displaced residents.	Continue to include in the housing element under fair housing program.
5-6-Identify sites for affordable housing Identify sites appropriately zoned for affordable housing in single-family and multiple-family districts	County maintains a list of sites in the RS, RL, and RM districts that are suitable for affordable housing.	Continue to include in the housing element.
5-7-Land Bank Sites for Housing Continue to pursue opportunities to acquire and land bank sites for affordable housing.	With demise of redevelopment and severe cuts in state and federal funds, this program is no longer feasible.	Delete program from the housing element
5-8- Partner with Nonprofit Housing Partners Continue to seek partners to provide housing for lower income households, both renters and homeowners.	CDH partners with organizations by providing long-term financing either for the construction or rehabilitation of existing units.	Continue to include in the housing element.
5-9-Mortgage Revenue Bond Continue to increase homeownership opportunities for qualified households by issuing bonds.	County continues to issue bonds, but now has concentrated on bonds for multiple-family rentals. Bond market has been relatively inactive in recent years due to interest rates.	Continue to include in the housing element.
5-10-Lease Purchase Program Continue to support the lease-purchase program	County no longer provides a Lease-purchase program due to the elimination of funding source. Several private sources now offer this option.	Delete program from the housing element.

Table 5C-1 Effectiveness of Housing Element Programs 2000–2005

Program	Status of Program	Recommended Action
5-11-Homeownership Assistance Provide down payment, closing cost, and gap financing assistance for eligible homebuyers.	Historically, the County used this program successfully, but cutbacks in funding have resulted in a policy of dedicating funds for rental housing.	Continue to include in housing element, but a new funding stream is required.
5-12-Welfare-to-Work Continue to provide assisted housing to persons receiving assistance from County Public and Social Services.	The County no longer funds this program. The Housing Authority continues to fund this program.	Continue to include in the housing element.
5-13-Mainstream Program Continue to assist people with disabilities to enable them to rent suitable and accessible housing.	The County no longer funds this program but the Housing Authority continues to fund this program.	Continue to include in the housing element.
5-14-CHDO Construction and Acquisition/Rehabilitation Provide funds for use by Community Housing Development Organizations for new construction, acquisition, and rehabilitation of rental housing.	The County continues to use HOME to provide gap financing for CHDO projects as the opportunities arise.	Continue to include in the housing element.
5-15-Section 8 Vouchers Continue to provide Section 8 vouchers to low income households seeking rental housing.	County Housing Authority continues to implement this program and issues 210 vouchers in the unincorporated area.	Continue to include in the housing element.
5-16-PublicHousing Continue to own, manage, and construct public housing units for lower income households and seek to transition renters to homeownership.	County Housing Authority, working with its affiliate Housing Partners I, Inc., provides 120 units of public housing.	Continue to include in the housing element.
5-17-Tenant-based Assistance-Rent Subsidy Continue to provide interim assistance to eligible households identified by the Housing Authority	At one time, County assisted up to 100 households annually, but due to funding cutbacks, this is no longer feasible.	Delete program from the housing element.
5-18- Tenant-based Assistance-Security Deposit Continue to provide security deposits and/or utility payments to eligible households.	At one time, County assisted up to 100 households annually, but due to funding cutbacks, this is no longer feasible.	Delete program from the housing element.
5-19-Mortgage Revenue Bond Financing Encourage the development of multiple-family rental units by using mortgage revenue bonds.	The County manages 20 projects in consortium cities funded by MRB. The County has not been active in recent years. Bonds are not feasible at this time due to market conditions.	Continue to include in the housing element.
5-20-Affordable Housing Proposal Work with developers to submit proposal for SUPERNOFAs, Section 2020, etc.	The County continues to assist in this effort as projects become available.	Continue to include in the housing element.
5-21-Family Unification Program Provide housing assistance to families with children who are income eligible and receive federal housing vouchers.	The County no longer funds this program but the Housing Authority continues to fund this program.	Continue to include in the housing element.
Prevent Discrimination in Housing		
6-1-Fair Housing Counseling Programs Educate individuals who have been or could be discriminated against when attempting to purchase or rent a dwelling unit.	County continues to fund the program as required by federal law. County contracts with Inland Fair Housing Mediation for services.	Continue to include in the housing element.
6-2-Landlord/Tenant Mediation Continue to provide landlord/tenant counseling, information on mediation, and education. Assist in resolving disputes to further fair housing.	County continues to fund the program as required by federal law. County contracts with Inland Fair Housing Mediation for services.	Continue to include in the housing element.
Increase Housing Opportunities		
7-1-Distribution of Affordable Housing within the County Continue to encourage the equitable distribution of affordable housing in Southern California.	County allocates its available CDBG, HOME, and other funds for affordable housing for communities in both the incorporated and unincorporated areas.	Continue to include in the housing element.

Table 5C-1 Effectiveness of Housing Element Programs 2000–2005

Program	Status of Program	Recommended Action
7-2-Integrate Consolidated Planning Integrate consolidated planning into the Housing Element update process, consistent with the General Plan, Community Plans, and Development Code.	County continues to coordinate efforts. With new County vision, a greater emphasis will be placed on integration.	Continue to include in the housing element.
Improve Services for the Homeless Population		
8-1-Quantifying the Homeless Population The County will continue to quantify the homeless population within the County.	The County of San Bernardino Office of Homeless Services coordinates a biennial survey as required.	Continue to include in the housing element.
8-2-Coordinate Effort in Providing Homeless Services Continue to participate in the County Consortium of Care program to address homelessness on a regional basis.	The County of San Bernardino Office of Homeless Services continues to participate in the Continuum of Care.	Continue to include in the housing element.
8-3-Provision of Shelters and Transitional Housing Provide additional shelters and transitional housing opportunities as needed.	The County of San Bernardino Office of Homeless Services continues to participate. Representatives from Behavioral Services participate where projects require mental health services.	Continue to include in the housing element.
8-4-Evaluation of Affordable Units The County will evaluate the type of unit in each region that would be physically and socially suitable as a long-term affordable housing for lower income households.	This program is not feasible given changing market conditions in the County and unavailability of the CHAS dataset at the appropriate geography.	Delete program from the housing element
8-5-Emergency and Transitional Shelter Program Amend the Development Code to allow emergency and transitional shelters as required under state law.	This measure was not implemented but is proposed for implementation in this housing element update.	Continue to include in the housing element.
Improve Housing Monitoring Efforts		
Prepare the following on an annual basis 10-1-Annual Housing Status Reports 10-2-Grantee Performance Reports 10-3-Develop Regional Statistical Area Data Base 10-4 Second (Vacation) Units 10-5-Monitor Construction costs 10-6 Monitor housing opportunities and progress 10-7 Monitor progress in homeless issues 10-8-Census data review 10-9 Monitor jobs-housing balance	The County maintains required annual reports for the General Plan, Consolidated Plan (via the CAPER), Continuum of Care, housing production by RSA, and jobs-housing balance. Efforts are disparate and not necessarily connected to different planning and environmental efforts. A significantly more integrated approach is needed for	Continue to include in the housing element but include in singular monitoring program, rather than none.
Transit Oriented Development		
11-1-GIS System to Identify Infrastructure Issues Identify the areas of underutilized and aging infrastructure for purposes of coordinating planning efforts.	Transportation Planning Division in DPW implements partially this policy through capital improvement roadway project programming.	Delete program from the housing element.
11-2-Guide Development to Underutilized Infrastructure Guide residential development to areas where infrastructure is underutilized.	This effort has not been implemented as it is infeasible and impractical.	Delete program from the housing element.

Table 5C-1 Effectiveness of Housing Element Programs 2000–2005

Program	Status of Program	Recommended Action
11-3-Identify Infill Areas Identify areas in the County where infill is appropriate based on an assessment of infrastructure.	This effort has not been implemented as it is impractical at this time.	Delete program from the housing element.
11-4-Facilitiate Land Use/Transportation Planning Designate residential land use districts within close proximity to major transportation corridors as a means to reduce vehicle trips and miles.	The County has a Planned Development Ordinance, but the PUD is rarely used. Focus should be on concentrating development into community planning areas where it is most feasible to provide infrastructure and services.	Delete program from the housing element.
11-5-Promotion of Transit Oriented Development Facilitate the use of public transit and reduce traffic congestion and vehicle emitted air pollution through transit nodes.		Delete program from the housing element.
11-6-Promotion of Mixed Use Development Reduce length and number of vehicle trips, encourage use of public transportation, reduce vehicle emissions, and provide for lifestyle choices located convenient to travel requirements.		Delete program from the housing element.
Reduce Infrastructure Constraints		
12-1-Identification of Areas with Insufficient Housing Identify areas with little residential development because of infrastructure constraints.	This effort has not been accomplished. Water and sewer master plans are being prepared that can assist in this effort.	Continue to include in the housing element.
12-2-Potential for Infrastructure Development Study infrastructure development alternatives in all unincorporated areas of the County.	This effort has not been accomplished. Water and sewer master plans are being prepared that can assist in this effort.	Continue to include in the housing element.
12-3-Database for Infrastructure Development Use the documents generated as part of the General Plan update to determine the adequacy of a given system which the serving entities can use for their respective plans.	Transportation Planning Division in DPW implements this policy through capital improvement projects programming.	Continue to include in the housing element.
Jobs/Housing Balance		
13-1-Promotion of Jobs/Housing Programs Promote a balance between job opportunities and housing The County will explore the feasibility of expanding the supply of commercially and industrially zoned land adjacent to those areas where there are predominately residential land uses.	EDA created a countywide map of zoning to assist developers identify the locations they should consider. However, in the Valley region, most areas are already zoned and therefore making changes would be difficult.	Delete program from the housing element.
13-2-Promotion of Commercial and Industrial Development Provide the County Department of Economic and Community Development (ECD) with data identifies areas within the County where housing is most readily available. In addition, maintain liaison with the ECD to provide ongoing updates of housing availability assessments for use by employers.	This effort has not been implemented and should be redirected to the County Economic Development Agency.	Delete program from the housing element.
13-e-Improve Jobs/Housing Balance Provide a balance between jobs and housing at a ratio of 1.2 jobs per 1 dwelling unit. The County's current job/housing ratio is .8 jobs to 1 dwelling unit. To reduce this imbalance, the County will direct the Planning Department and Economic and Community Development Department to develop the necessary implementation strategies and procedures.	This effort has not been implemented and should be redirected to the County Economic Development Agency.	Delete program from the housing element.

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5DCOMMUNITY OUTREACH

5D.13INTRODUCTION

Community outreach for the San Bernardino County Housing Element comprises three progressive phases that span the 4th and 5th housing element update cycles. Phase One, conducted in 2009 as part of the 2010–2015 Consolidated Plan, solicited information for the community needs assessment. As described, Phase One followed the public participation plan required under federal regulations. The Countywide Vision process is Phase Two of the outreach, with a vision element devoted specifically to housing. This effort continues and will be an integral part of the 5th cycle update. Regional workshops focusing on housing and other related general plan elements will be part of a General Plan and Community Plan Update program beginning in 2013. Phase Three of the public outreach program will consist of public workshops to be held in each region, to share and discuss the draft housing element, followed by public hearings for adoption.

5D.13.1PHASE ONE: CONSOLIDATED PLAN OUTREACH

The Consolidated Plan is the planning document that presents the County's housing and community development needs, priorities, and grant and other funding source levels. The consolidated plan is required by the Department of Housing and Urban Development (HUD) to satisfy requirements for the Community Development Block Grant (CDBG), HOME Investment Partnerships Act (HOME) program, Emergency Shelter Grant (ESG), and other programs. Much of the outreach effort conducted on behalf of the consolidated plan is also applicable to the housing element, because the consolidated plan implements many of the housing goals, policies, and programs established in the housing element. Consequently, those outreach efforts are presented here.

The County of San Bernardino Economic Development Agency engaged in a multifaceted approach to obtaining community input in Phase One of public outreach. This included the following efforts:

- Conducting a total of 20 duly noticed public forums in the 12 consortium cities and eight unincorporated communities. The County held forums in unincorporated communities; consortium members held public meetings in their jurisdictions.

- Distributing surveys to the public at community meetings. Surveys were also distributed to County departments, adjoining jurisdictions, community-based organizations, and service providers. Surveys were also provided on the County's website.

- County staff developed standard language for all newspaper notices, fliers, and questionnaires; identified minimum posting locations; and attended the needs

identification forums. Where a need was identified, the fliers and notices were printed in Spanish.

The following meetings were conducted by County staff and attended by city staffs and community based organizations that provide housing services throughout the County, with an emphasis on the unincorporated areas. Overall attendance exceeded 250 citizens. These meetings discussed housing needs, issues, and programs for both the consolidated plan and the housing element.

Table 5D-1 Consolidated Plan Community Needs Identification Forums San Bernardino County

City/Community	Date	Time	Location
Adelanto	12/01/2009	7:00 p.m.	Adelanto Community Center
Barstow	11/30/2009	2:30 -4:30 p.m.	Barstow City Hall
Big Bear Lake	12/02/2009	1:30p.m.	Big Bear Lake Civic Center - Hofert Hall,
Bloomington*	12/09/2009	7:00 p.m.	MAC Meeting - Ayala Park Community Center
Colton	11/24/2009	6:00 p.m.	Colton Public Works; 160 S. 10th Street
Crestline*	11/03/2009	7:00 p.m.	San Moritz Lodge Senior Center
Grand Terrace	12/02/2009	5:00 p.m.	Grand Terrace Community Center
Highland	12/03/2009	6:30 p.m.	Highland City Hall
Hinkley*	11/04/2009	1:00 p.m.	Hinkley Senior Center
Joshua Tree*	10/22/2009	7:00 p.m.	Sunburst Park Community Center
Loma Linda	12/14/2009	5:00 p.m.	Loma Linda City Hall, Community Room
Lucerne Valley*	11/24/2009	6:00 p.m.	MAC Meeting - Pioneer Park Community Center
Montclair	11/30/2009	7:00 p.m.	Civic Center South Conference Room
Muscoy*	10/20/2009	7:00 p.m.	MAC Meeting at Fire Station , 2852 Macy Street
Needles	12/08/2009	6:00 p.m.	Needles City Council Chambers
South Montclair*	11/04/2009	7:00 p.m.	Ramona Elementary School
Twentynine Palms	11/19/2009	6:00 p.m.	Twentynine Palms City Council Chambers
West Fontana*	11/05/2009	7:00 p.m.	Redwood Elementary School
Yucaipa	12/09/2009	6:30 p.m.	Yucaipa Council Chambers
Yucca Valley	12/03/2009	6:30 p.m.	Yucca Valley Community Center

Source: 2010–2015 Consolidated Plan.
* Unincorporated area of the County community forum

Development of a consolidated plan results from a process of consultation and citizen participation, building upon existing participation mechanisms. Outreach venues were selected with the goal of reaching as many interested citizens as possible. Citizens, nonprofit organizations, service agencies, county departments, and interested parties were afforded a variety of opportunities to participate in the development of the consolidated plan and update of the housing element. These opportunities included public forums and residential and service provider surveys, with an online component on the County's Community Development and Housing website. The survey provided an opportunity for respondents to identify housing and community development needs. The housing needs section in the survey allowed the community to identify the intensity of a need through a low to high scoring process. The following housing-related topics were included in the survey: improvements for handicapped; housing rehabilitation; owner occupied; rental housing; homeownership assistance; affordable rental housing; housing for the disabled; senior housing; housing for large families; fair housing services; lead-based paint abatement; energy efficiency; housing for foster youth; and housing for family unification.

Completed surveys were received from the County departments, agencies, and cities shown in Table 5D-2. In addition, approximately 445 resident surveys were tabulated.

Table 5D-2 Surveys Received during Phase I Outreach

Allred Child Development Center – SBCUSD	Desert Mountain SELPA Children's Center	Morongo Basin Tennis Association
Barstow Humane Society	Desert ARC	Morongo Basin Unity Home
Barstow Senior Citizens Center	Domestic Violence Education & Services	Moses House Ministries
Barstow United School District	ET Russell – Channel Six	Mountain Community Boys and Girls Club
Big Bear Retail Merchants Association	First Five Dental Program –	Neighborhood Housing Services
Big Bear Recovery Services	Greater Hope Foundation	New Hope Village
Boys and Girls Club of Fontana	Hand to Hand Outreach	OHS Surveys
California Housing Foundation	Hearts and Lives	Ontario-Montclair School District
CASA	Hi-Desert Aquatics Swim Team Intnl	Pacific Clinic
Children and Family Services	High Desert New Beginnings	San Bern. County Children & Family Services
Chino Valley USD Readiness Program	Highland Family YMCA	Para Los Niños Family Resources
Christian Counseling Service	House of Ruth	Reach Our Morongo Basin
City of Adelanto	Housing Authority-San Bernardino County	Rialto USD
City of Barstow	Inland Empire Health Plan (IEHP)	Rim Family Services
City of Big Bear Lake	Inland Fair Housing and Mediation Board	Rolling Start
City of Chino Hills	Joshua Tree Kids' Club	SAC Health Systems
City of Colton	Kids Come First Community Clinic	Samaritan Counseling Center
City of Grand Terrace	KidsNCare – SB County Schools	Samaritans Helping Hand
City of Highland	Legal Aid Society of San Bernardino	San Bernardino County Human Services
City of Loma Linda	LMWS Inc. Pacific Lifeline	San Bernardino County Behavioral Health
City of Montclair	Loma Linda University Medical Center	Rialto-San Bern.County Preschool Services
City of Needles	Lucerne Valley Senior Citizens	San Bernardino Co. School Readiness Program
City of Ontario	Lucerne Valley USD	San Bernardino County Fire Department
City of Twentynine Palms	Lutheran Social Services	Snowline Joint USD
City of San Bernardino, EDA	Mohave Basin Youth Corps	Soroptimist of Big Bear Valley
City of Upland	Mohave Valley Volunteer Hospice	Trona Community Senior Center
City of Yucaipa	Montclair Community Collaborative	United States Adaptive Recreation Center
Copper Mountain College	Monte Vista Water District	West Care Needles
CUIDR – San Bernardino	Morongo Basin Adult Health Services	West End Family Counseling Center
Department of Behavioral Health	Morongo Basin Mental Health	Youth Accountability Board
Desert Manna Ministries		
Source: County of San Bernardino, 2012.		

5D.1.2 Phase Two: Countywide Vision Community Outreach

In 2010, the County of San Bernardino and San Bernardino Association of Governments embarked upon a visioning project that would define the direction for the County to take. This vision process would culminate in a statement established by residents, employers, educators, and community and faith-based organizations of the future of San Bernardino County. This

visioning process had three components: community workshops, focused group meetings, and an online survey.

- **Community Meetings.** Community meetings are an essential part of gathering information from residents and stakeholders living and working throughout the county. In early 2010, the County of San Bernardino held 18 community meetings throughout the incorporated and unincorporated areas. Meetings were in Barstow, Big Bear Lake, Bloomington, Chino, Chino Hills, Colton, Fontana, Joshua Tree, Lake Arrowhead, Muscoy, Ontario, Phelan, Rancho Cucamonga, Redlands, Rialto, San Bernardino, Upland, and Victorville. These meetings were open-ended forums where residents expressed the successes and failures, challenges and opportunities for communities and residents in San Bernardino County. These meetings were duly noticed and open to the public and stakeholders.

- **Online Survey.** The visioning effort also included an online web-based survey that was available between December 29, 2010, and February 6, 2011. The survey was targeted to the many residents who could not attend workshops or would prefer to express their concerns online. In response, approximately 3,656 entities responded to the survey. The survey presented a wide variety of issues and asked respondents to simply rank concerns on a modified Likert scale. This survey provided invaluable information about the communities and constituents represented in San Bernardino County and their particular needs, now and in the future. This venue was open to the public and stakeholders.

- **Focused Issue Groups.** Certain issues facing the County of San Bernardino merited a greater level of discussion, so single issue groups were held for two dozen subject areas. Single-issue focus groups included arts and culture, aviation, children's policy, community based organizations and nonprofits, K–12 education development, environment, faith community, firefighters, healthcare, higher education, industrial development, investment, mental health, housing, public safety, real estate development, retail, seniors affairs, tourism, utilities, veterans, water resources, and workforce. Unlike the other venues, key industry stakeholders were invited to the focus groups.

The information gathered from these venues was further synthesized into statements about the County of San Bernardino and the future directions and priorities to pursue.

5.13.1 SUMMARY OF OUTREACH RESULTS

The following vision statements were synthesized from the public input obtained from eighteen community meetings and two specialized stakeholder forums for inclusion in the Housing Element of the Countywide Vision:

- Housing affordability has long been a motivating factor in attracting residents to San Bernardino County, but we are much more than a collection of communities of cookie-cutter tract homes. We must continue to expand our housing choices through new construction and preservation of housing so that all County residents have an opportunity to find homes.

- We support the creation of urban environments and protection of rural lifestyles to design senses of place that reflect local community values and history. We should encourage a complete price range of housing from affordable to luxury and the improvement of livability and energy efficiency through smart planning, design, and technology. We should address needs of special populations, including homeless, seniors, and veterans.

- When planning for growth in our communities, we should seek a better balance of jobs and housing within the county. We should also protect against blight in our communities that might occur when existing housing remains vacant for extended periods or is purchased as rental investment property.

Several key topics related to housing needs emerged from the forums and surveys as community priorities warranting analysis and program support:

- Maintenance and improvement of existing housing stock

- Expansion of the supply of affordable housing

- Assistance with housing costs for extremely low- and low-income households

- Continued support of programs for the homeless, especially in the areas of transitioning to independent living and affordable housing

- Improvement of infrastructure.

5.13.2 PHASE THREE: WORKSHOPS

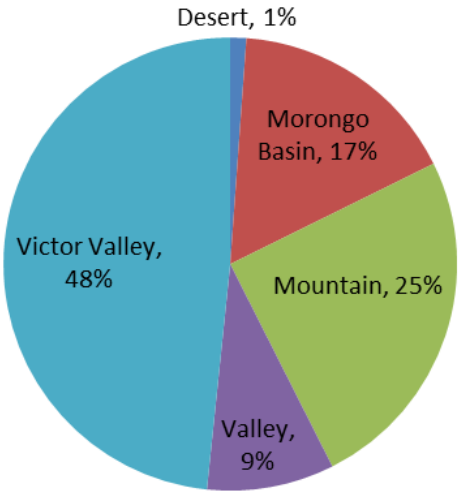
In summary, the public outreach efforts begun in Phase One with a housing needs assessment for the consolidated plan and housing element are continuing in Phase Two through the Countywide visioning process. The final component of this multiyear outreach program will conclude with Phase Three, public workshops which will also provide a forum for an introduction to the general plan including the Housing Element and community plan updates scheduled to begin in 2014.

APPENDIX 5E DEVELOPMENT POTENTIAL

State law (Government Code § 65583.2) mandates that each city and county in the state of California share in the responsibility of accommodating a fair share of population growth in their region by planning for new housing. A local government's share of housing to be accommodated is periodically determined by the Regional Housing Needs Assessment (RHNA) prepared by the Southern California Association of Government. Appendix 5E addresses this requirement by providing: first, a review of units built during the planning period; second, an inventory of available land for residential development; and third, a series of maps of communities showing specific vacant parcels available for development.

5E.2 HOUSING PRODUCTION

California law allows local governments to obtain credits toward its RHNA housing planning goals in three ways: 1) preserving or facilitating the preservation of affordable housing; 2) counting housing units built during the planning period; and 3) zoning land at appropriate densities that can accommodate different types and prices of housing. Since the County does not have housing projects that meet the first option, the County will address its RHNA with the second and third options.



Between 2006 and 2012, a total of 4,483 new housing units were built in unincorporated communities across the County. Consistent with historical trends, housing built in unincorporated areas consisted predominantly (90%) of detached and attached single-family homes. These included 4,321 single-family units, 115 second units, and a small number of multiple-family units of five units or less. In addition, 2,406 single-family and multiple-family residential units were approved as part of the Rosena Ranch project, with 184 units built during the planning period.

In terms of location, 48% of single-family residential units were built in the Victor Valley, and 17% were built in the Morongo Basin, reflecting the surge of residential growth in these two desert regions during the early part of the planning period. The Mountain region comprised 25%. The Valley accounted for 9% of housing growth, and the rest of the Desert accounted for the remainder. As discussed later, both the Victor Valley and Morongo Basin are anticipated to see significant residential housing construction, particularly affordable housing, as the economy recovers in the near future.

5E.2.1 Housing Affordability of Units Built

The affordability of new housing built in San Bernardino County can be determined by applying various assumptions on sales prices, household income levels, cost burden, and financing. Key assumptions are summarized below, and the price thresholds are reflected in Table 5E-1.

- **Sales Price**: Homes sales prices were determined as the first recorded sales price received by the San Bernardino County Tax Assessor's office for a new home. This method was used because the first recorded price for a new home is the most accurate figure and excludes all foreclosures.
- **Cost Burden**. The County uses the income thresholds for a four-person household published by the federal government and standard cost burden ratios (35% for ownership and 30% for renter-occupied housing) to determine the maximum affordable sales prices or rents.
- **Loan Terms**. The housing affordability calculation used a standard 30-year loan at 5% interest rate. These are midline lending rates and generally conservative for the home loan products issued today. Over time, however, they are generally close to the average over the planning period.

Table 5E-1 Housing Price Threshold San Bernardino County RHNA Credits

Household Income Level	Housing Price Thresholds for Single-family RHNA Credits						
	2006	2007	2008	2009	2010	2011	2012
Very Low	$126,000	$130,000	$137,000	$143,000	$145,000	$138,000	$140,000
Low	$211,000	$218,000	$229,000	$239,000	$241,000	$231,000	$234,000
Moderate	$325,000	$335,000	$352,000	$367,000	$370,000	$355,000	$360,000
Above Moderate	> $325,000	> $335,000	> $352,000	> $367,000	> $370,000	> $355,000	> $360,000
Source: County of San Bernardino, 2013.							

Shown in Table 5E-2, 4,483 housing units were built from January 2006 to June 2012, and the affordability was based on thresholds shown in Table 5E-1. Credits for the Rosena Ranch Specific Plan are based on the affordability of 184 units built since 2006 in that development. After production credits are considered, the remaining housing need is 13,918 units.

Table 5E-2 Built and Approved Units, San Bernardino County 2006–2012

Household Income Level	2006–14 RHNA	Units Built 1/2006–6/2012	Rosena Ranch	Total RHNA Credits	Balance RHNA-Credits
Extremely Low	2,401	0	0	0	2,401
Very Low	2,401	355	0	355	2,046
Low	3,324	730	219	949	2,375
Moderate	3,899	1376	1,468	2,844	1,055

Table 5E-2 Built and Approved Units, San Bernardino County 2006–2012

Household Income Level	2006–14 RHNA	Units Built 1/2006–6/2012	Rosena Ranch	Total RHNA Credits	Balance RHNA-Credits
Above Moderate	8,598	2,022	535	2,557	6,041
TOTAL	**20,623**	**4,483**	**2,222**	**6,705**	**13,918**
Source: County of San Bernardino Assessor, 2006–2012.					

5E.2.2 Housing Affordability by Zone and Region

Table 5E-3 shows the affordability of units built in the three primary zones (RL, RS, and RM). The Valley region generated the fewest affordable units because land prices were much higher due to the lower availability of vacant land suitable for development. In the Mountain and Desert regions, the significant supply of land and low prices, even in the low density RS and RL zones, facilitated a large number of units affordable to lower income households. Overall, almost 25% of all housing built in the RL and RS districts, regardless of region, was affordable to lower income households.

Table 5E-3 Affordability of Built Units (RL, RS, RM only), 2006–2012, County of San Bernardino

RSA/Region	Land Use Zone	Affordability of Units				Total Units
		Very Low	Low	Moderate	Above Mod	
Number of Units						
RSA 28-29 Valley Region	RL	0	0	0	0	0
	RS	3	5	68	107	183
	RM	0	1	0	0	1
RSA 30 Mountain Region	RL	0	2	0	6	8
	RS	14	101	161	157	433
	RM	2	0	4	23	29
31-34 Desert Region	RL	120	253	462	755	1,590
	RS	20	85	206	147	458
	RM	60	17	32	12	121
Percent of Units						
RSA 28-29 Valley Region	RL	--	--	--	--	--
	RS	2%	3%	37%	58%	100%
	RM	0%	100%	0%	0%	100%
RSA 30 Mountain Region	RL	0%	25%	0%	75%	100%
	RS	3%	23%	37%	36%	100%
	RM	7%	0%	14%	79%	100%
31-34 Desert Region 28-29	RL	8%	16%	29%	47%	100%
	RS	4%	19%	45%	32%	100%
	RM	50%	14%	26%	10%	100%
Number and Percent of Units						
All Regions	RL	120	255	462	761	1,598

Table 5E-3 Affordability of Built Units (RL, RS, RM only), 2006–2012, County of San Bernardino

RSA/Region	Land Use Zone	Affordability of Units				Total Units
		Very Low	Low	Moderate	Above Mod	
	RS	37	191	435	411	1,074
	RM	62	18	36	35	151
	TOTAL	**219**	**464**	**933**	**1,207**	**2,823**
	RL	8%	16%	29%	48%	100%
	RS	3%	18%	41%	38%	100%
	RM	41%	12%	24%	23%	100%
	TOTAL	**8%**	**16%**	**33%**	**43%**	**100%**

Source: County of San Bernardino Assessor, 2006–2012.

5E.2.3 VACANT LAND INVENTORY

At 20,000 square miles, the County of San Bernardino is the largest county in the United States. The neighboring SCAG counties of Imperial, Los Angeles, Orange, Riverside, and Ventura can all fit within the boundaries of San Bernardino County. However, there are numerous constraints to consider when evaluating land inventory suitable to accommodate the County's RHNA allocation. The County prepared the land inventory in GIS and used the latest available data from internal and external databases (e.g., State of California and the Bureau of Land Management).

Over 82% of land in the County is owned by governmental or tribal agencies and is not available for private development. Another 4% of land falls within cities and incorporated towns, leaving 14% (2,800 square miles) of the county for unincorporated, civilian communities. Of that total, approximately 1,400 acres are zoned multiple-family (RM). Intensification and redevelopment pressures are primarily in cities (not in unincorporated areas), so new housing opportunities are typically in the unincorporated area on vacant land. As of 2011, 3.5% of the county or 700 remaining square miles is vacant and zoned for residential development.

Additional criteria used to generate areas most suitable for residential development are:

1) Land outside a sphere of influence, community plan area, or census-designated place. While such land is still developable, it is generally far from the services and infrastructure needed to support sizable amounts of development. Therefore, these areas were excluded from the analysis.

2) Environmental Constraints. The inventory of suitable parcels for new housing excludes land restricted by earthquake hazards, severe flood hazards, sensitive or critical habitat, prime farmland, land zoned for residential agriculture (e.g., RS-1-AA), and slopes in excess of 20%.

3) Minimum Lot Size. The land inventory omitted parcels smaller than the minimum lot size requirement because these sites could not be immediately developed with lot consolidation. In the case of RM-zoned land, the minimum parcel size was increased to three acres.

4) Lack of Water and Sewer. The land inventory excluded parcels that lack adequate water and sewer infrastructure. This constraint reduced the amount of available RM-zoned land from 1,400 acres to 469 acres, because package sewer treatment would cost $60,000 per unit.

Land within SOIs benefits from access to services such as schools, shops, medical facilities, employment options, and water and/or sewer infrastructure. A little over 60,000 acres or 94 square miles of land is vacant, residentially zoned, and within an unincorporated portion of a sphere of influence. Of this, 89% is designated for RL zoning, 10% for RS zoning, and 1% for RM zoning. Outside of SOIs, but within one of the 14 community plan areas, is another 210,000 acres of vacant, residentially zoned land unconstrained by physical or environmental constraints. Roughly 50,000 acres of vacant, residential land falls outside a community plan but near developed areas.

5E.2.4 Water and Sewer Availability

In a vast region like San Bernardino County, water and sewer availability impacts the feasibility of development. Unless otherwise noted, an infrastructure assessment derived from the analyses and discussion reported in the County's 2007 General Plan Circulation and Infrastructure Background Report provides general parameters of water and sewer infrastructure availability.

Valley Region

The Valley Region comprises numerous local governments and unincorporated islands in San Bernardino County located generally south of the Cajon Pass, with Chino Hills to the west and Yucaipa to the east. There are about 35 water suppliers and distributors and approximately 20 small single sources. There are three primary water suppliers for this region: San Bernardino Valley Municipal Water District, Inland Empire Utilities Agency, and the Metropolitan Water District. All of these suppliers report sufficient supply for the potential growth identified in this land inventory in the unincorporated Valley Region. Therefore, none of the potential housing sites in the Valley Region were excluded from the land inventory and credit toward the RHNA.

Mountain Region

The Mountain Region is served by approximately 20 water purveyors. The primary water wholesalers are Crestline–Lake Arrowhead Water District and the Big Bear Lake Department of Water and Power. Three large retail water distributors (Crestline Village, Lake Arrowhead, and Running Springs water districts) work with these agencies. Each of these agencies has documented a steady growth in water usage and is involved with programs for water supply and conservation. Small- to moderate-sized water companies provide services for mountain communities. In general, the west end of the Mountain Region has a remaining water availability

capacity of 25% to 34%. For the east end of the Mountain Region, remaining water availability capacity is 10%.

Desert Region

The Desert Region has 41 water purveyors and about 120 single sources. The Mojave Water Agency (MWA) is the primary water basin agency, but other water districts and community services districts supply water. MWA's service area stretches from Phelan and Barstow to the Morongo Basin and includes Adelanto, Barstow, Victorville, Apple Valley, Yucaipa Valley, Hesperia, and the unincorporated communities in the Victor Valley, Barstow, Joshua Tree, and Landers areas. Based on future population growth estimates of 100,000 people for the Mojave Basin Area and 8,000 people for the Morongo Basin, both areas will continue to experience an annual water deficit. To address this concern, the MWA is implementing plans that ensure: 1) 99% of total MWA demand is met, with no significant shortage in any subarea/demand sector; 2) an attainable level of 10% municipal conservation; 3) improvements in water quality; 4) all groundwater aquifer units are in balance; and 5) each alternative benefits all subareas without negatively impacting other areas.

Three community plan areas merit discussion:

Homestead Valley Community. The Homestead Valley community sits north of Yucca Valley and the community of Joshua Tree. Though water supplies are expected to reach capacity by 2020, the Community Plan indicates that there is currently sufficient capacity to accommodate approximately 1,000 additional housing units.

Oak Hills Community. Oaks Hills is part of Hesperia's SOI. The community plan indicates that providing water service in the short term will be problematic, although a five-year capital improvement program is underway to improve the condition and supply of water resources. Accordingly, vacant land within Hesperia's entire SOI was excluded from the land inventory.

Phelan-Pinon Hills Communities. The Phelan-Pinon Hills Community Services District serves a population of 20,873 residents and 6,800 service connections, of which 99% are residential. The district obtains its water supply solely from the local groundwater aquifer through 11 wells. As stated in the district's 2010 Urban Water Management Plan, the district began implementing measures in 2011 (e.g., new wells) to correct deficiencies in the existing system and to ensure reliable and efficient water delivery and distribution with the increasing population through 2020.

Connection to a sewer system is required for any parcel smaller than one-half acre (RS, RS-10M, and RM). The land inventory removed any lands that were not within a quarter mile of an existing sewer system and were not already served by roads. This filter was used because the cost for a sewer extension or a small, onsite batch plant to serve a project would make it financially infeasible. A significant amount of RM-zoned land (nearly 1,000 acres) was removed from the inventory based on these criteria. Land otherwise zoned for housing could rely on septic systems for wastewater service. And in rural county areas, septic service is quite common for residential areas.

The County's physical and environmental constraints eliminate very large portions of the unincorporated lands from consideration for development potential. Infrastructure constraints remove additional lands—due primarily to a lack of sewer systems for higher density zones and water infrastructure for lower density zones. The Countywide Water Element Working Group recently (August 2012) reported that the County has sufficient water resources through 2035 and beyond (source: Santa Ana Watershed Project Authority, San Bernardino Valley Municipal Water District, Inland Empire Utilities Agency, and Mojave Water Agency). The land inventory removes lands that may have adequate water supply in the future, but not by the year 2013.

After the aforementioned constraints are considered, the County of San Bernardino's land inventory consists of approximately 210,000 acres of unconstrained vacant, residentially zoned land. A little over 51,000 acres are within a city's sphere of influence, and another 118,000 acres are within a community plan area. The outlying desert area also contains roughly 40,000 acres near existing communities and infrastructure outside of a sphere or community plan area.

5E.2.5 HOUSING DEVELOPMENT BY AFFORDABILITY

The question facing San Bernardino County is how to accommodate affordable housing commensurate with its RHNA requirements. Key to that strategy is understanding the relationship of density and affordability. In most cities, affordability is directly related to higher density, because it is presumed that higher density lowers the per unit cost of land, and the savings in land costs is passed down to homeowners in the form of lower sales prices and renters in the form of lower rents. Because of the vast land resources and rural nature of San Bernardino County's unincorporated communities, there is an inverse relationship between housing density and housing affordability.

The reasons supporting the inverse relationship of housing density and affordability are as follows:

1) **Sewer Infrastructure**. Although the County has 1,400 acres of RM-zoned land that could theoretically accommodate 28,000 rental units, the lack of sewer makes these sites infeasible. Package sewer treatment plants would raise the cost of development by $60,000 per unit, effectively making apartments infeasible to construct and unaffordable to renters. Therefore, developers will build apartments only in the limited unincorporated islands on the Valley floor. In the unincorporated communities outside the Valley, single-family homes are the norm.

2) **Comparative Land Prices.** San Bernardino County's land resources coupled with its distance from employment centers has resulted in some of the most affordable places to build new housing. Land in unincorporated communities can be purchased for $10,000 to $30,000 per acre in spheres of influences, and land outside SOIs can be purchased for $2,000 to $5,000 per acre. In contrast, land in the Valley Region sells for $100,000 to $200,000 per acre (10 to 50 times the price of lower cost regions). As a result, developers typically propose single-family homes outside the Valley at prices or rents lower than standard apartment complexes.

3) **Recent Housing Sales Prices**. Based on 408 new homes built and sold in the past four years (2009–2012) at market rates as shown in Table 5E-2, nearly half (44%) were affordable to lower income households. All of the 408 housing units were financed and constructed without funding assistance or deed restrictions, and none of the housing units were sold as foreclosures. Moreover, approximately three-quarters of these single-family units affordable to lower income households were built on parcels zoned for low density residential—such as Rural Living (RL) or Single Residential (RS)—at a density of less than four units per acre.

Housing product type is also a factor in affordability, but to a lesser degree than expected. Approximately 10% or 38 of the 408 units were manufactured homes. Manufactured housing can achieve lower price points than site-built housing. As evidence, 90% of manufactured units built were affordable to lower income households (61% affordable to very low income households and 29% affordable to low income households). But manufactured housing notwithstanding, regular stick-built homes in unincorporated San Bernardino communities are also being built and

sold at extraordinarily affordable levels that rival many other regions in California. And there is no reason to believe that this pattern of housing affordability will change in the foreseeable future.

"Location" also plays a factor in determining housing prices and housing affordability. Not all land in unincorporated communities is "affordable." Certain areas, such as the mountainous regions, are resort areas or near resort areas, and therefore command higher prices and are less affordable than other regions. This is the case for ski resorts such as Big Bear or Lake Arrowhead. By the same token, certain remote desert regions (e.g., Victor Valley, Barstow, and Morongo Basin) are exceptionally affordable. In summary, projecting the suitability of sites for affordable housing must take into account density, location, the need for infrastructure, and historical sales prices.

To account for these factors and determine the future price and affordability of housing, past patterns were analyzed as the basis for predicting future trends. The Desert Region is the most affordable, with 33% of units affordable to lower income households. Even when including the boom years of 2006/2007, one in five homes built in the Victor Valley and over half of the homes built in the Morongo Basin are affordable to lower income households. Outside these two regions, land and housing prices decline further, and 80% of homes are affordable to lower income households.

The Mountain Region is a blend of affordable and resort communities. Still, lower land costs led to housing costs that were often within reach of moderate income households (42% affordable to moderate or lower income households). Reflecting greater urbanization and higher costs of land, homes built in the Valley Region were largely affordable to above moderate income households—though about a quarter of the homes built were affordable to moderate income households. Table 5E-4 details the actual affordability of housing using cost ranges shown earlier in Table 5E-1.

Table 5E-4 Affordability of Built Units by Region 2006–2012, County of San Bernardino

Region	Regional Statistical Area (RSA)	Very Low	Low	Moderate	Above Mod	TOTAL

Table 5E-4 Affordability of Built Units by Region 2006–2012, County of San Bernardino

Region	Regional Statistical Area (RSA)	Very Low	Low	Moderate	Above Mod	TOTAL
Number of Units						
Valley	28 / 29	8	6	99	292	405
Mountain	30	33	141	280	627	1,081
Desert	31-34	314	583	997	1,103	2,997
TOTAL	**--**	**355**	**730**	**1,376**	**2,022**	**4,483**
Percent of Units						
Valley	28 / 29	2%	1%	24%	72%	100%
Mountain	30	3%	13%	26%	58%	100%
Desert	31-34	10%	19%	33%	37%	100%
TOTAL	**--**	**8%**	**16%**	**31%**	**45%**	**100%**
Source: County of San Bernardino Assessor, 2006–2012.						

5E.3 ADEQUACY OF ZONING FOR AFFORDABLE HOUSING

The prior section documented the affordability of housing built by zone and region. This step was done to provide a basis for projecting the suitability of different zones and density levels to accommodate affordable housing. As stated previously, the majority of construction has and will continue to take place in three residential zones: RL, RS, and RM. Table 5E-5 repeats the affordability of newly constructed housing by these three zoning districts.

Table 5E-5 Affordability of Built Units by Primary Zone, 2006–2012, San Bernardino County

RSA	Zone	Affordability of Housing				TOTAL
		Very Low	Low	Moderate	Above Mod	
Number of Units by Zone						
All	RL	120	255	462	761	1,598
All	RS	37	191	435	411	1,074
All	RM	62	18	36	35	151
All	**Total**	**219**	**464**	**933**	**1,207**	**2,823**
Percentage of Units by Zone						
All	RL	8%	16%	29%	48%	100%
All	RS	3%	18%	41%	38%	100%
All	RM	41%	12%	24%	23%	100%
All	**Total**	**8%**	**16%**	**33%**	**43%**	**100%**
Source: County of San Bernardino Assessor, 2006–2012.						

For the purpose of projecting the affordability of development potential for the housing element, assumptions were generated in Table 5E-6 based on the information in Tables 5E-4 and 5E-5. No distinction is necessary in the distribution of affordability by zone because the evidence supports similar affordability levels among housing built in the RL, RS, and RM zones. The exception is the RL zone in the Valley region; in this region no low or moderate income affordability was assumed. For the Mountain and Desert regions, the RM category could accommodate greater affordability.

Table 5E-6 Affordability Assumptions by Region

Region	Lower	Moderate	Above Mod
Valley	5%	37%	58%
Mountain / Desert	24%	33%	43%

Source: The Planning Center|DC&E, 2012.
Note: All RL-zoned lands in the Valley Region are assumed to be affordable to above moderate income households only.

The assumptions in Table 5E-6 were applied only to developable lands in the RL, RS, or RM zones. Table 5E-7 break downs development potential by planning areas and affordability level. Figures were rounded down twice to provide a conservative estimate: first, by rounding potential units down to the nearest whole unit; and second, by each affordability category to the nearest whole unit.

Table 5E-7 Development Potential and Affordability by Community and Zone (RL, RS, RM only), County of San Bernardino

RSA / Area / Zone	Development Capacity				Income Levels		
	Acres	Density	Parcels	Total Units	Lower	Moderate	Above Moderate
RSA 28	**129**	**--**	**61**	**685**	**16**	**230**	**439**
Bloomington CP	5	--	1	76	3	28	45
Rialto SOI	5	16.0	1	76	3	28	45
RM	5	16.0	1	76	3	28	45
Sphere of Influence	124	--	60	609	13	202	394
Chino	2	--	3	7	0	1	6
RS	2	4.0	3	7	0	1	6
Fontana	121	--	56	600	13	201	386
RM	13	16.0	3	209	8	77	124
RS	107	4.0	53	391	5	124	262
Montclair	1	--	1	2	0	0	2
RS	1	4.0	1	2	0	0	2
RSA 29	**341**	**4.5**	**155**	**1,625**	**54**	**540**	**1,031**
Bloomington CP	45	--	48	157	1	37	119
Rialto SOI	45	--	48	157	1	37	119
RS	45	4.0	48	157	1	37	119
Oak Glen CP	7	--	2	2	0	0	2
RL	7	0.4	2	2	0	0	2
Sphere of Influence	289	--	105	1,466	53	503	910
Colton	3	--	7	12	0	1	11
RS	3	4.0	7	12	0	1	11
Fontana	17	--	4	5	0	0	5
RL	17	0.4	4	5	0	0	5
Loma Linda	4	--	1	69	3	25	41
RM	4	16.0	1	69	3	25	41
Redlands	120	--	60	706	25	241	440
RM	21	16.0	5	339	16	123	200
RS	98	4.0	55	367	9	118	240
Rialto	7	--	1	2	0	0	2
RL	7	0.4	1	2	0	0	2
San Bernardino	52	--	26	391	12	134	245
RM	17	16.0	4	265	10	97	158
RS	35	4.0	22	126	2	37	87
Yucaipa	9	--	2	13	0	4	9
RL	5	0.4	1	2	0	0	2
RS	3	4.0	1	11	0	4	7
Other	76	--	4	268	13	98	157
RL	10	0.4	3	3	0	0	3

Table 5E-7 Development Potential and Affordability by Community and Zone (RL, RS, RM only), County of San Bernardino

RSA / Area / Zone	Development Capacity				Income Levels		
	Acres	Density	Parcels	Total Units	Lower	Moderate	Above Moderate
RS	66	4.0	1	265	13	98	154

Table 5E-7 Development Potential and Affordability by Community and Zone (RL, RS, RM only), County of San Bernardino

RSA / Area / Zone	Development Capacity				Income Levels		
	Acres	Density	Parcels	Total Units	Lower	Moderate	Above Moderate
RSA 30	**1,288**	**--**	**486**	**1,664**	**269**	**371**	**1,024**
Bear Valley CP	293	--	269	476	44	62	370
RL	151	0.4	32	38	0	1	37
RS	142	4.0	237	438	44	61	333
Hilltop CP	20	--	42	53	1	2	50
RS	20	4.0	42	53	1	2	50
Lake Arrowhead CP	14	--	2	223	53	73	97
RM	14	16.0	2	223	53	73	97
Oak Glen CP	6	--	2	1	0	0	1
RL	6	0.4	2	1	0	0	1
Other	954	--	171	911	171	234	506
RL	812	0.4	78	252	36	52	164
RM	12	16.0	3	190	45	62	83
RS	130	4.0	90	469	90	120	259
RSA 31	**19,837**	**--**	**1,176**	**9,073**	**1,730**	**2,536**	**4,807**
Other	19,837	--	1,176	9,073	1,730	2,536	4,807
RL	19,660	0.4	1,101	6,730	1,189	1,789	3,752
RM	140	16.0	21	2,231	529	729	973
RS	37	4.0	54	112	12	18	82
RSA 32	**90,545**	**--**	**8,088**	**35,173**	**5,567**	**8,842**	**20,764**
Lucerne Valley CP	12,437	--	1,402	4,640	612	1,070	2,958
RL	12,257	0.4	1,373	3,694	394	768	2,532
RM	21	16.0	4	338	79	110	149
RS	159	4.0	25	608	139	192	277
Phelan/Pinion Hills CP	20,407	--	2,070	6,565	841	1,388	4,336
RL	20,383	0.4	2,067	6,186	751	1,264	4,171
RM	24	16.0	3	379	90	124	165
Sphere of Influence	57,702	--	4,616	23,968	4,114	6,384	13,470
Adelanto	1,400	0.4	146	380	37	61	282
RL	1,400	0.4	146	380	37	61	282
Apple Valley	10,132	--	1,308	2,940	289	503	2,148
RL	10,128	0.4	1,307	2,927	286	499	2,142
RS	3	4.0	1	13	3	4	6
Barstow	10,104	--	615	4,185	793	1,180	2,212
RL	9,972	0.4	579	3,478	633	960	1,885
RM	17	16.0	2	269	64	88	117
RS	115	4.0	34	438	96	132	210
Victorville	3,158	--	421	2,097	369	556	1,172

Table 5E-7 Development Potential and Affordability by Community and Zone (RL, RS, RM only), County of San Bernardino

RSA / Area / Zone	Development Capacity				Income Levels		
	Acres	Density	Parcels	Total Units	Lower	Moderate	Above Moderate
RL	2,913	0.4	354	839	86	165	588
RM	27	16.0	2	427	102	140	185
RS	218	4.0	65	831	181	251	399
Other	32,908	--	2,126	14,366	2,626	4,084	7,656
RL	32,166	0.4	2,016	10,953	1,839	2,997	6,117
RM	43	16.0	7	675	159	221	295
RS	700	4.0	103	2,738	628	866	1,244
RSA 33	**31,297**	**--**	**4,111**	**14,992**	**2,345**	**3,626**	**9,021**
Homestead Valley CP	13,536	--	2,023	3,960	364	655	2,941
RL	13,536	0.4	2,023	3,960	364	655	2,941
Joshua Tree CP	8,024	--	1,204	7,646	1,447	2,136	4,063
RL	7,559	0.4	1,025	2,302	216	435	1,651
RM	299	16.0	28	4,765	1,133	1,564	2,068
RS	166	4.0	151	579	98	137	344
Lucerne Valley CP	1,900	--	118	644	112	173	359
RL	1,900	0.4	118	644	112	173	359
Morongo Valley CP	1,300	--	199	479	61	89	329
RL	1,293	0.4	197	362	34	51	277
RM	7	16.0	2	117	27	38	52
Sphere of Influence	6,538	--	567	2,263	361	573	1,329
Twentynine Palms	1,688	--	151	528	68	134	326
RL	1,688	0.4	151	528	68	134	326
Other	4,849	--	416	1,735	293	439	1,003
RL	4,830	0.4	414	1,610	264	398	948
RM	4	16.0	1	68	16	22	30
RS	15	4.0	1	57	13	19	25
RSA 34	**351**	**--**	**115**	**437**	**74**	**108**	**255**
Sphere of Influence	351	--	115	437	74	108	255
Needles	244	--	8	89	17	28	44
RL	244	0.4	8	89	17	28	44
Other	107	--	107	348	57	80	211
RL	16	0.4	1	5	1	1	3
RS	91	4.0	106	343	56	79	208
GRAND TOTAL	**143,787**	**--**	**14,192**	**63,649**	**10,055**	**16,253**	**37,341**
RHNA Balance	--	--	--	13,918	6,822	1,055	6,041
Excess Capacity	--	--	--	49,731	3,233	15,198	31,300

Source: The Planning Center|DC&E, 2012.

Taken together, the County had an unmet housing need of 13,918 housing units, which includes 6,822 lower income, 1,055 moderate income units, and 6,041 above moderate income housing units. Compared to the 2006–2014 RHNA, San Bernardino County has significant excess capacity in land available that could accommodate its remaining housing needs. If lands with a residential zoning district other than RL, RS, and RM were included (e.g., RL-5), the development potential would increase by at least 10,000 additional units, yielding additional affordable housing.

As the County of San Bernardino looks toward the future, it has an extensive inventory of RM-zoned land that allows densities up to 20 housing units per acre. These lands present a significant opportunity to accommodate future affordable housing needs due to population and employment growth. As these areas gradually acquire sewer and water infrastructure, such areas can provide appropriate opportunities for locating housing affordable to lower income households. Densities up to 20 units per acre have been found to be more than adequate to accommodate affordable housing in these areas. Table 5E-8 provides a summary of affordable projects that were built at densities well below the maximum density in the RM district yet still resulted in the provision of affordable housing for extremely low, very low, and low income families and seniors.

Table 5E-8 provides a summary of recent affordable housing projects built at densities far below the 20 units per acre threshold often used for assessing the realistic feasibility of affordable housing. All of these housing projects were built during the 4th RHNA cycle and provide affordable units for lower income households, and particularly very low income households. Projects are divided into the three major regional statistical areas of San Bernardino County. As discussed earlier, the County will be relying on affordable housing developed in the Desert Region to provide the majority of affordable housing opportunities for lower income households.

Table 5E-8 Housing Affordable to Lower Income Households built in Communities Surrounding Unincorporated Land 2006–2012

RSA/Community	Project Name	Total Number of Units	Density of Development	Year Built
Mountains Region				
Big Bear Lake	Crossings at Big Bear	42 units	16 du/ac	Built in 2011
Desert Region				
Hesperia	Sunrise Terrace I/II	182 units	18 du/ac	Built in 2008
Adelanto	Oasis Village	81 units	9 du/ac	Built in 2008
Victorville	Casa Bella I/II	177 units	9 du/ac	Built in 2007
Barstow	Riverview Apartments	81 units	14 du/ac	Built in 2006
Valley Floor				
Rancho Cucamonga	San Sevine Villas	225 units	17 du/ac	Built in 2010
Fontana	Ceres Way Apartments	60 units	11 du/ac	Built in 2010
Desert Hot Springs	Brisas de Paz	62 units	13 du/ac	Built in 2012
Source: The Planning Center|DC&E 2013.				

5E.3.1 Residential Sites Identified to Address the RHNA

The following maps show the general location of sites identified for residential development in the unincorporated communities of San Bernardino County that are credited to the RHNA.

NOTE: Individual list of each parcel under separate cover. Please contact the County for a full list.

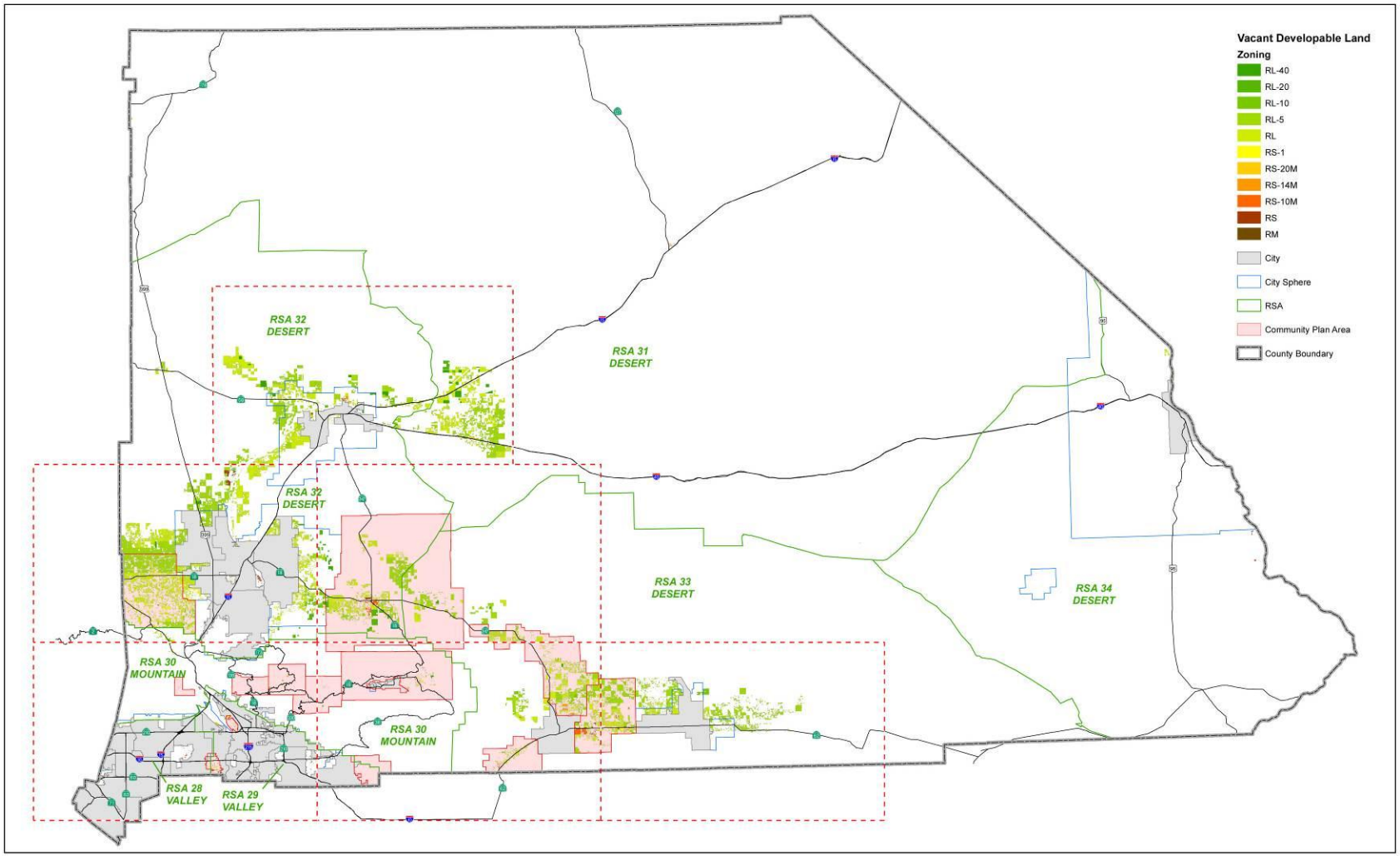


Figure 5E-1 Vacant Developable Land (Countywide)

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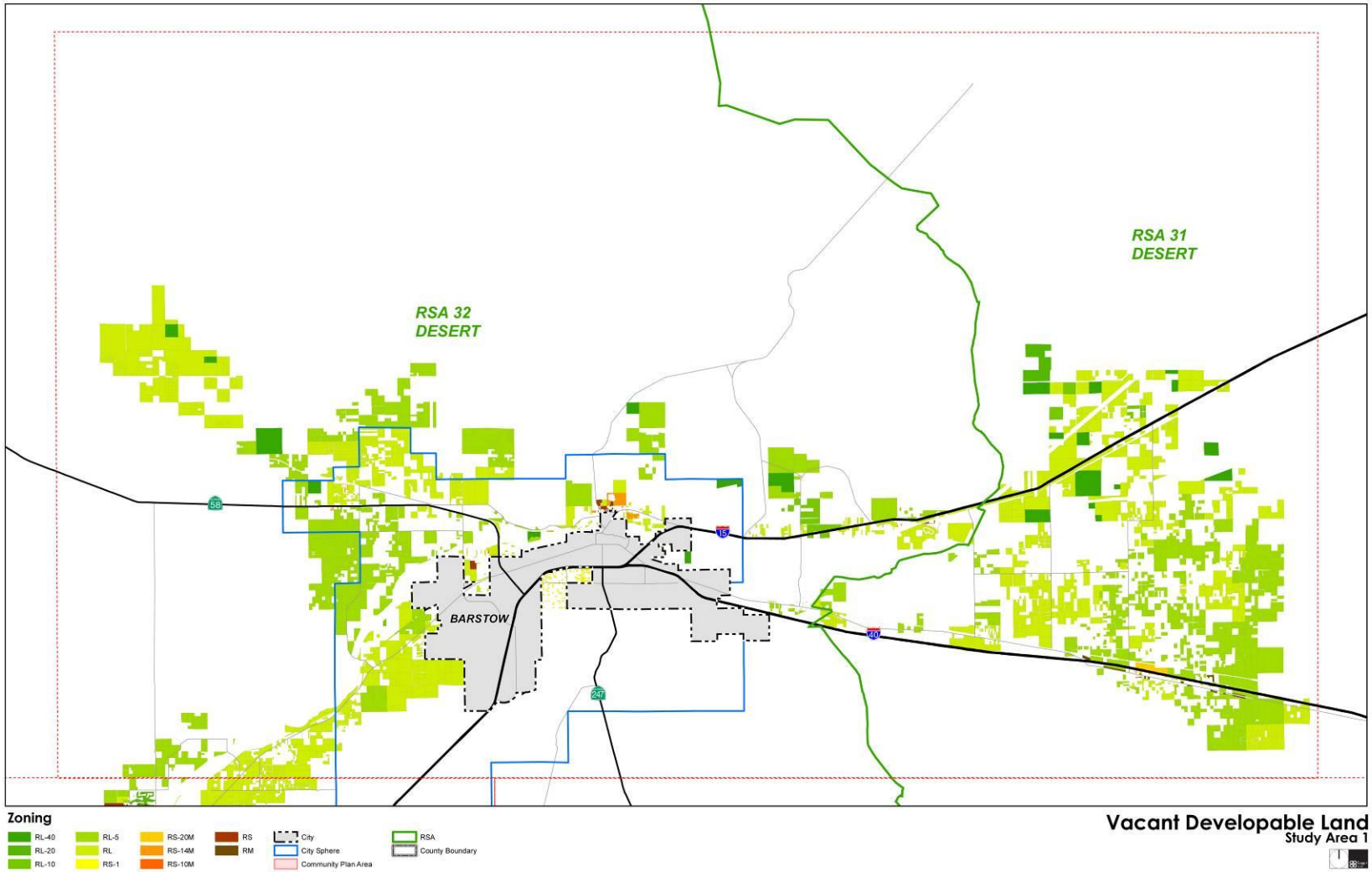

Figure 5E-2 Vacant Developable Land (Study Area 1)

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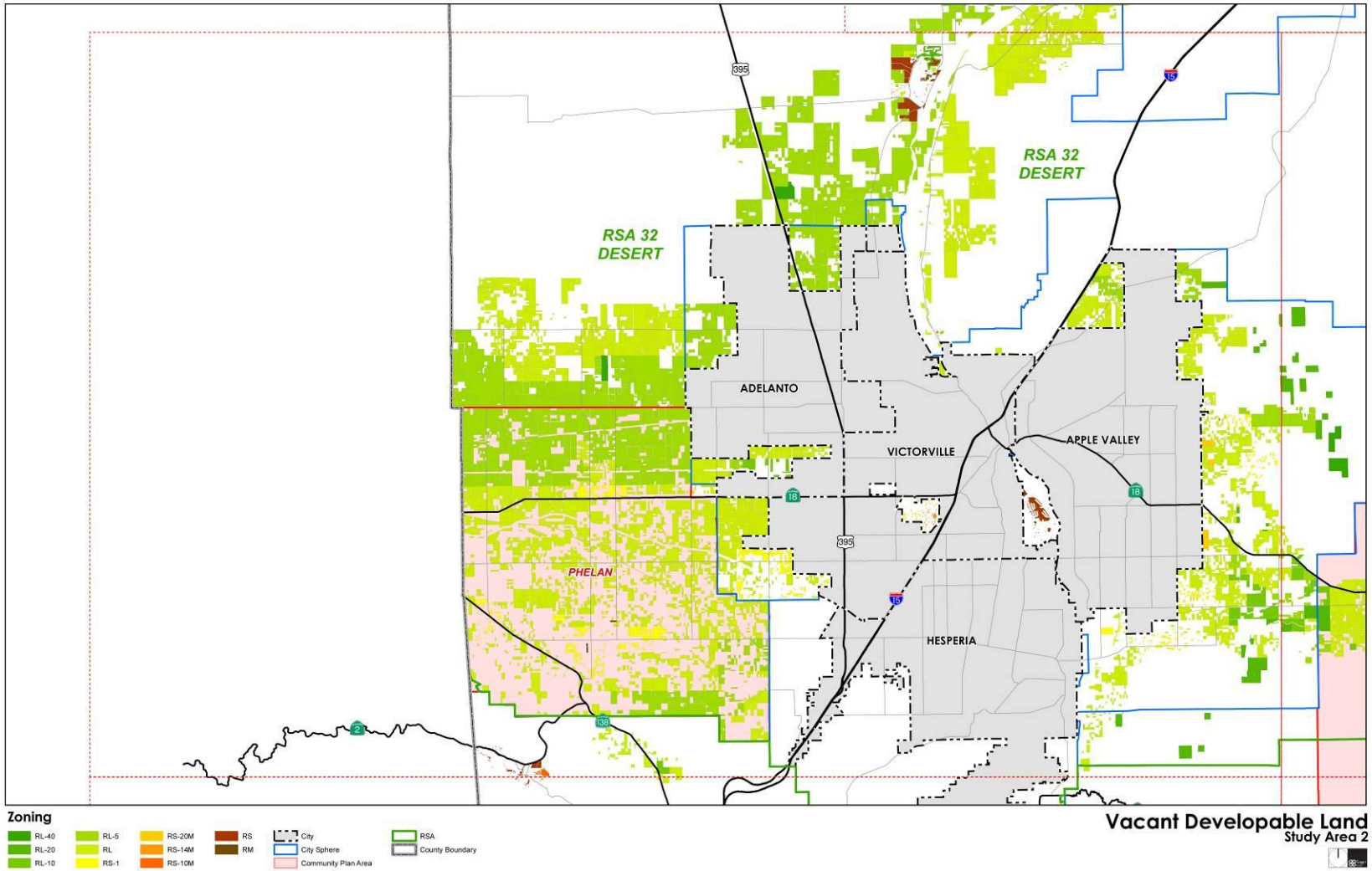

Figure 5E-3 Vacant Developable Land (Study Area 2)

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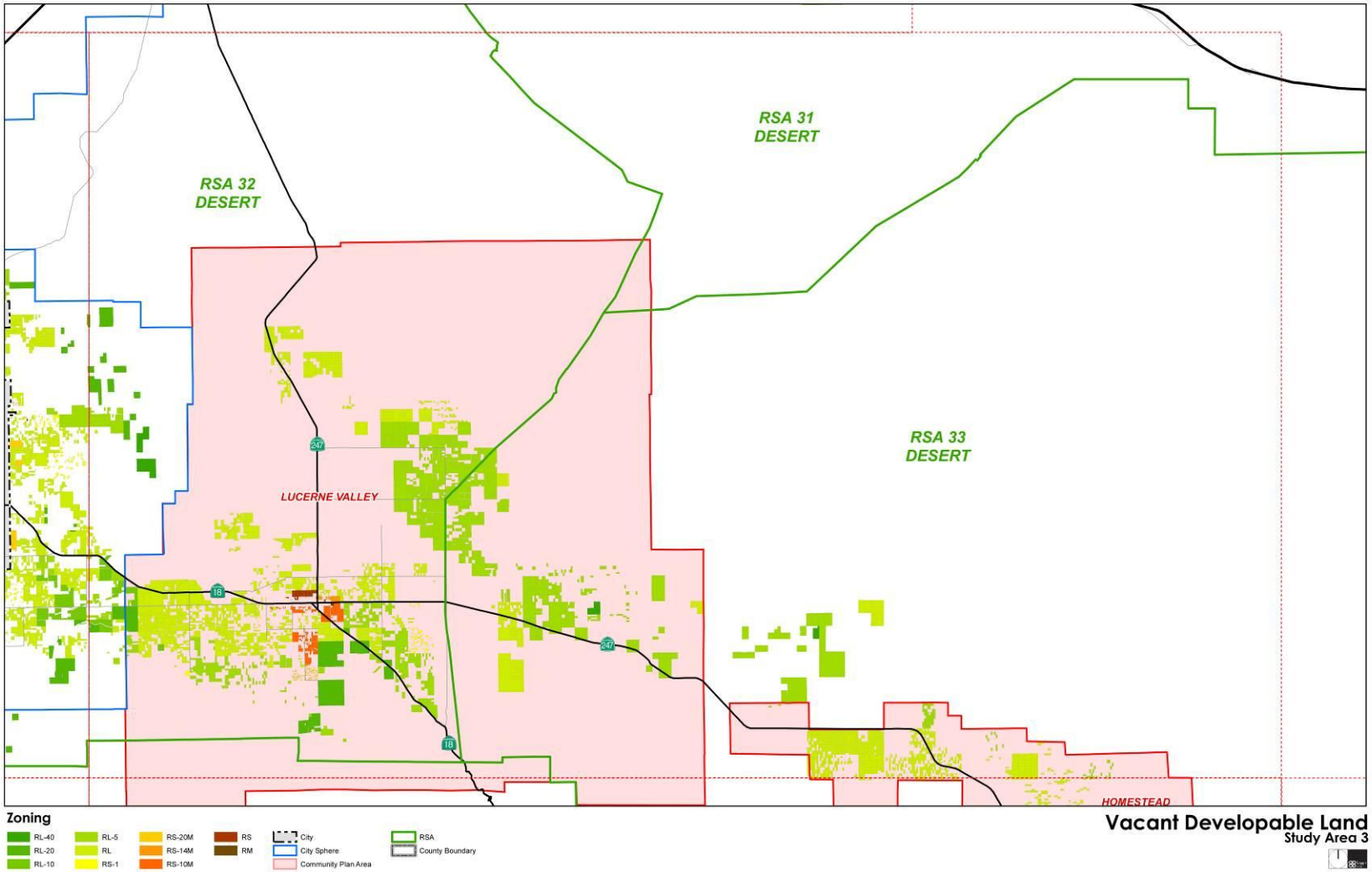

Figure 5E-4 Vacant Developable Land (Study Area 3)

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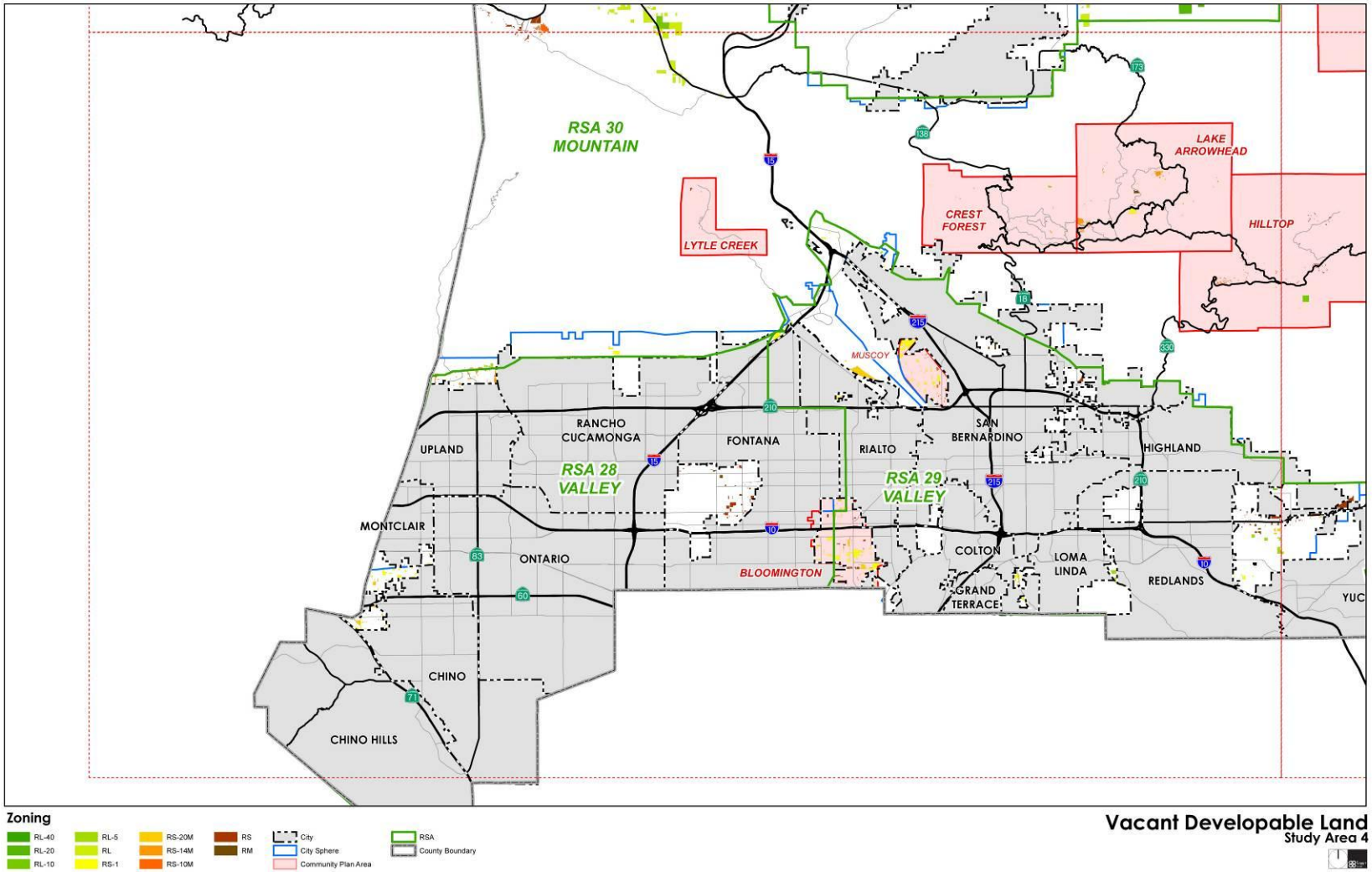

Figure 5E-5 Vacant Developable Land (Study Area 4)

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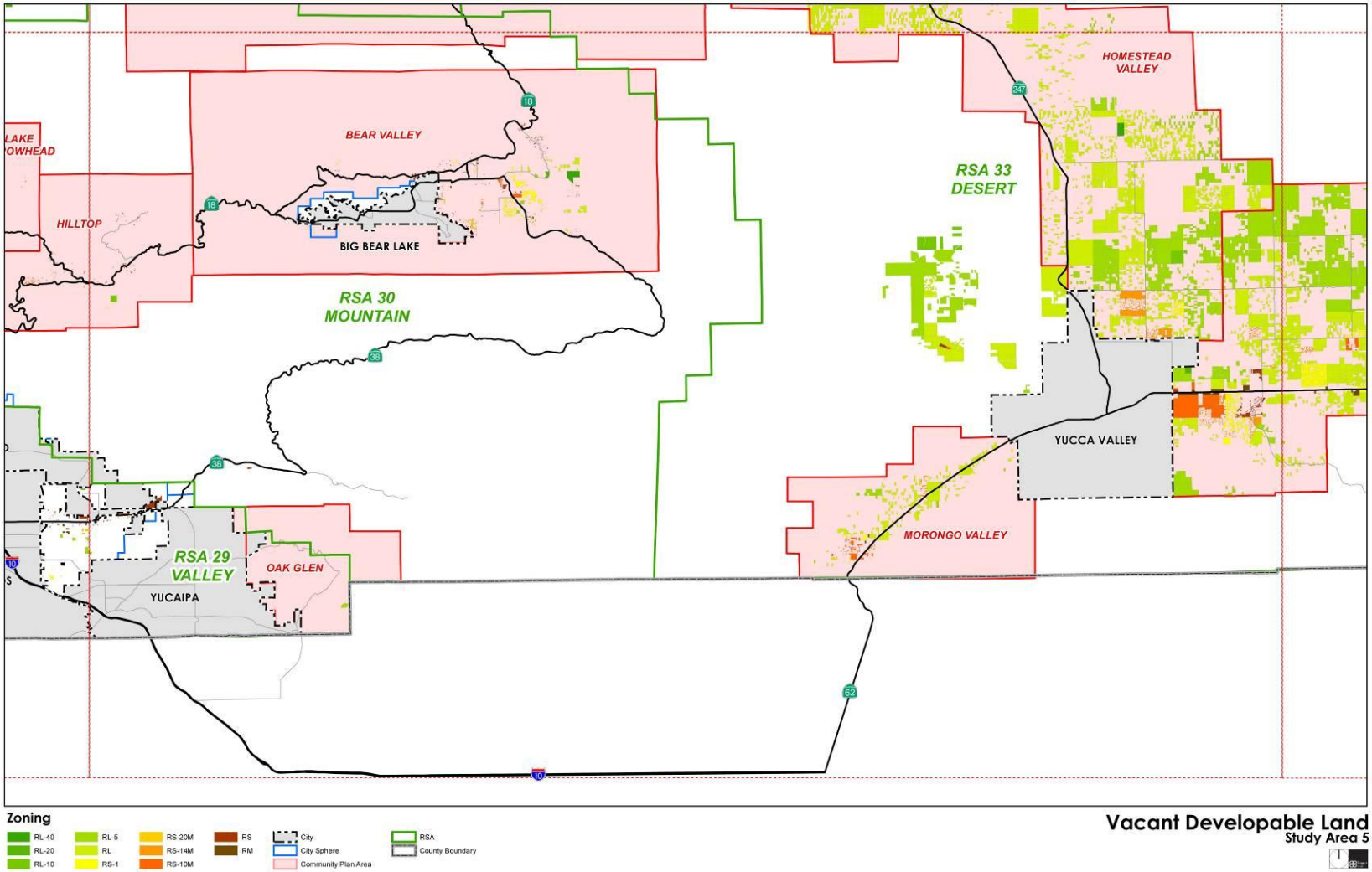

Figure 5E-6 Vacant Developable Land (Study Area 5)

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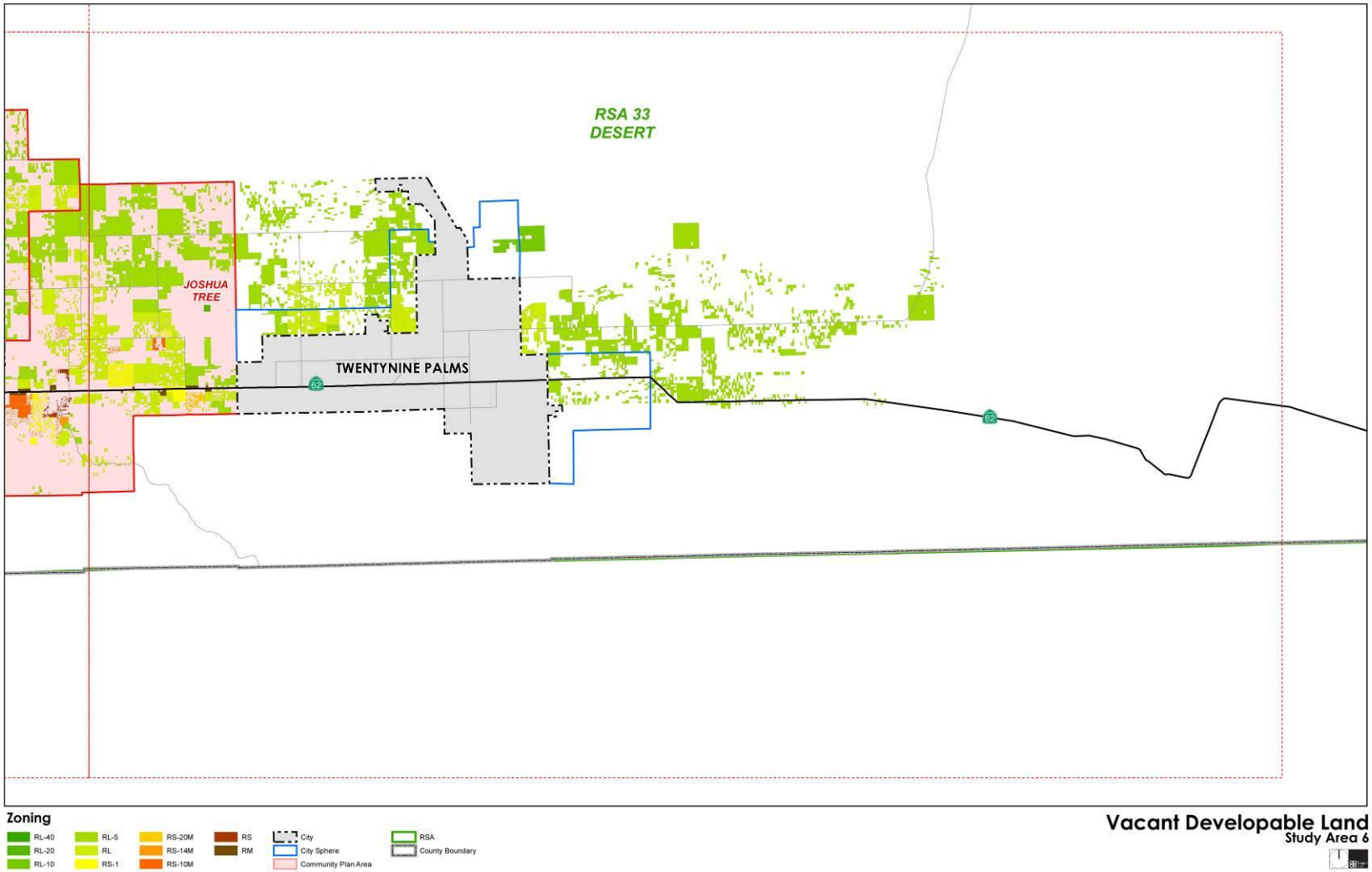

Figure 5E-7 Vacant Developable Land (Study Area 6)

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HOUSING