



# Chapter 5 Housing



## 5 HOUSING

### INTRODUCTION

California State Housing Element law (Government Code Section 65580 (et seq.)) mandates that local governments update the Housing Element to adequately plan to meet existing and projected housing needs of all economic segments of the community. Housing Elements are one of the required elements of a General Plan. Jurisdictions must gain approval from the California Department of Housing and Community Development (HCD) through a certification process. The Housing Element, unlike other elements of the General Plan, must be updated per a mandated schedule, or “cycle,” to ensure that the County is making incremental progress towards its goals and policies.

In 2014, the County of Ventura adopted, and had certified by HCD, an updated Housing Element that includes a comprehensive assessment of current and projected housing needs for all economic segments of the community, and set forth housing policies and implementation programs for the period of 2014-2021. The Housing Element also includes extensive documentation of background conditions related to housing in the County.

The next cycle of housing element updates for cities and counties within the Southern California Association of Governments (SCAG) region is expected to commence in 2020, prior to the scheduled completion of the General Plan Update. The County’s General Plan Update Work Program calls for the update of the County’s 2014 Housing Element in conjunction with the completion of the overall General Plan Update. At that point, the background documentation required for the Housing Element will be integrated into this Background Report. In the meantime, the 2014 Housing Element, including background documentation, will remain a part of the County’s existing General Plan.

A summary of housing program implementation and data from the 2015 Annual Element Progress Report – Housing Element Implementation (Annual Report) is provided below. It contains the most current data reported for the 2014-2021 Housing Element reporting period. [This discussion is followed by a description of the regulatory framework for housing elements as summarized by the Governor’s Office of Planning and Research in its 2017 General Plan Guidelines.](#)

### **EXISTING CONDITIONS**

#### **2014 Housing Element Implementation - Compliance Summary**

The information below summarizes the status of compliance with SCAG’s 2014-2021 Regional Housing Needs Assessment (RHNA) for calendar years 2014 and 2015, and includes a discussion of implementation status of Housing Element programs contained within the 2014-2021 Housing Element.

## A. RHNA Data Summary – 2015 and 2016 Annual Element Progress Reports – Housing Element Implementation

### 1. Housing Objectives

The RHNA quantifies housing needs in a given jurisdiction by specifying the number of dwelling units that the jurisdiction must be able to accommodate during a specified planning period. In addition, the RHNA specifies the number of housing units that must be affordable to all household income categories, as defined by the U.S. Department of Housing and Urban Development (HUD). SCAG adopted the Regional Housing Needs Assessment (RHNA) for Ventura County for the period from January 2014 to October 2021. The RHNA dwelling unit (DU) numbers by income category for the unincorporated area of Ventura County are shown in Table 5-1.

TABLE 5-1 2014-2021 RHNA Unincorporated Ventura County		
Income Category	RHNA Allocation (DUs)	Est. Annual Housing Need (DUs)
Extremely Low (<30% median)	123	15
Very Low (>30%-<50% median)	123	15
Low (>50%-<80% median)	168	21
Moderate (>80%-<120% median)	189	24
Upper (>120% median)	412	52
<b>Totals</b>	<b>1,015</b>	<b>127</b>

Source: 2014-2021 Ventura County Housing Element.

### 2. Ventura County's Progress in Meeting Housing Needs

As shown in Table 5-1, an average of 127 dwelling units would need to be built annually within unincorporated Ventura County to meet the RHNA goals set for the 2014-2021 Housing Element. While the county has the capacity (based on land use maps) to meet its RHNA allocation, actual housing construction in 2014 and 2015 did not keep pace with this annual average target of 127 units, as further described below.

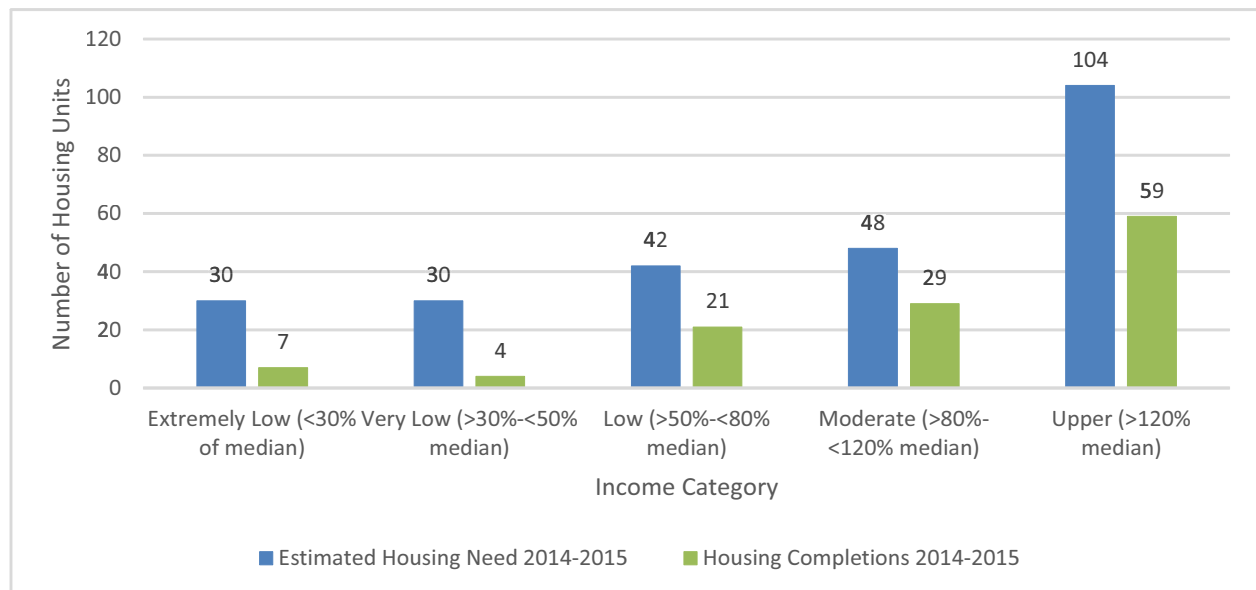
Table 5-2 summarizes information related to housing completions by income category. (Completion information for calendar year 2014 is summarized in the 2015 Annual Report, while completion information for calendar year 2015 is summarized in the 2016 Annual Report.)

TABLE 5-2 REMAINING HOUSING NEED BY INCOME CATEGORY Unincorporated Ventura County							
	Lower Income (<80% of median)			Moderate Income (80-120% of median)	Upper Income (>120% of median)	Unknown	Total
	Extremely-Low Income (<30% of median)	Very-Low Income (30-50% of median)	Low Income (50-80% of median)				
2014-2021 Housing Need	123	123	168	189	412	--	1,015
2014 - 2016 Housing Completions	7	4	21	29	56	3	120
<b>Remaining Housing Need</b>	<b>116</b>	<b>119</b>	<b>147</b>	<b>160</b>	<b>356</b>	<b>(3)</b>	<b>895</b>

Source: Source: 2014-2021 Ventura County Housing Element and 2016 Annual Report.

Figure 5-1 compares the average, annual housing need for individual household income groups to actual housing construction in 2014 and 2015. This graph shows that construction activity is not keeping pace with projected housing need for any of the household income groups. More specifically, 23 percent of the development goals were met for the extremely low-income category, 13 percent for the very low-income category, 50 percent for low income category, 60 percent for moderate income category, and 57 percent for the upper income category.

**FIGURE 5-1  
2014-2015 HOUSING NEED VS. HOUSING COMPLETION**



Source: 2014-2021 Ventura County Housing Element and 2015 Annual Report.

### **3. Methodology and Reporting Requirements**

Ventura County Planning Division staff categorized most of the dwelling units completed by affordability category using the household income information provided annually by HUD. In cases where actual sales data was not available, online data was used from the real estate website Zillow to determine market value estimates for the newly-constructed single-family units. In some cases, units were placed in the upper income category due to their location. In instances where sales information was incomplete or inconsistent, the units were placed in the unknown category.

## **B. Implementation Status of Housing Element Programs**

All Housing Element programs are included in Section 3.3 of the existing General Plan’s Goals, Policies, and Programs. These programs are implemented through either the County’s Resource Management Agency (Planning Division) or the Community Development Division of the County Executive Office. All Housing Element programs and their implementation status are summarized in the Annual Element Progress Report – Housing Element Implementation, prepared for HCD. There are 25 programs that fall into the following broad categories:

- Population and Dwelling Unit Forecast
- Population and Dwelling Unit Monitoring
- Housing Preservation
- Housing Rehabilitation
- Housing Opportunity and Diversity
- Housing Equality
- Population and Housing Section Update

Most housing programs are ongoing. For example, programs that require the monitoring of housing construction will continue throughout the time horizon of the Housing Element. Several programs, however, have anticipated dates for program initiation; these are briefly summarized in Table 5-3.



TABLE 5-3 HOUSING PROGRAM IMPLEMENTATION STATUS		
Name/Description of Program	Objective	Timeframe and Status of Implementation
<p><b>Housing Opportunity and Diversity Program 8:</b> The Planning Division, in consultation with farmworker housing organizations, will evaluate development standards applicable to discretionary farmworker complexes and, if warranted to facilitate farmworker complexes, will adopt new or amend existing development standards.</p>	Support development of farmworker complexes	Initiated in 2016
<p><b>Housing Opportunity and Diversity Program 10:</b> The Planning Division will prepare and bring forward for the Board of Supervisor's consideration amendments to the Non-Coastal and Coastal Zoning Ordinances that would require residential development projects of 10 or more dwelling units to provide lower-income residential units (NCZO -FY2014-15; CZO FY2015-16 or concurrent with Phase II CIAP Grant CZO amendments).</p>	Inclusionary Housing	Scheduled for FY 2019-2020
<p><b>Housing Opportunity and Diversity Program 11:</b> The Planning Division will evaluate senior citizen housing needs and potential ordinance revisions that promote the preservation and expansion of senior citizen housing countywide.</p>	Senior Housing	Initiated in 2016
<p><b>Population and Housing Section Update Program 2:</b> The Planning Division will periodically prepare an update to the Population and Housing Section of the General Plan as required by State law, to reflect the results of the periodic reassessment of the County's housing needs, objectives, and implementation programs.</p>	Housing Element Update	Scheduled for FY 2020-2021
<p><b>Employment and Commerce/Industry Program 3:</b> The Planning Division will develop and process a Housing Impact Mitigation Fee ordinance for the Board of Supervisors' consideration. Any fees collected from agricultural-related development should be set aside for only farmworker housing.</p>	Housing Impact Mitigation Fee Ordinance	Scheduled for FY 2019-2020

Source: Source: 2014-2021 Ventura County Housing Element and 2015 Annual Report.

## **REGULATORY SETTING**

State law (Government Code Sec. 65580) requires that housing elements contain the following components:

- Review or previous housing element;
- Housing needs assessment;
- Inventory and analysis of adequate sites where housing could be built;
- Analysis of potential constraints that may impact the development of housing; and
- Quantified objectives that establish the maximum number of housing units by income category that can be constructed, rehabilitated and conserved.

In 2017, the Governor’s Office of Planning and Research (OPR) published an update to its General Plan Guidelines that includes information and guidance on preparing housing elements. It contains a listing of housing element requirements, along with a brief description of each requirement (see summary in Table 5-4). As the County begins the process of updating its Housing Element for the upcoming 2021 housing element cycle, all of the required components outlined below will be addressed.

<b>TABLE 5-4 HOUSING ELEMENT REQUIREMENTS</b>	
<b><u>Statutory Citation</u></b>	<b><u>Brief Description of Requirement</u></b>
<u>Gov. Code §65583(c)(8)</u>	<b><u>Public Participation:</u></b> Description of diligent effort to include all economic segments of the community
<u>Gov. Code §65588</u>	<b><u>Review and Revise:</u></b> <ul style="list-style-type: none"> <li>▪ <u>Progress in implementation</u></li> <li>▪ <u>Effectiveness of the element</u></li> <li>▪ <u>Appropriateness of goals- objectives, policies and programs</u></li> </ul>
<u>Gov. Code §65583(a)(1 and 2)</u>	<b><u>Housing Needs Assessment:</u></b> Quantification and analysis of existing and projected housing needs, populations and employment trends, including documentation of projections, housing and household characteristics, including: <ul style="list-style-type: none"> <li>▪ <u>Level of payment compared with ability to pay (overpaying households)</u></li> <li>▪ <u>Housing stock conditions</u></li> <li>▪ <u>Overcrowded households</u></li> </ul> Existing and projected needs for all income levels, including: <ul style="list-style-type: none"> <li>▪ <u>Regional Housing Need Allocation (RHNA)</u></li> <li>▪ <u>Existing housing need for extremely low income households</u></li> <li>▪ <u>Projected housing need for extremely low income households based on RHNA or Census</u></li> </ul>
<u>Gov. Code §65583(a)(7)</u>	<b><u>Persons with Special Needs:</u></b> Identification and analysis of any special housing needs including: <ul style="list-style-type: none"> <li>▪ <u>Elderly</u></li> </ul>



<b>TABLE 5-4 HOUSING ELEMENT REQUIREMENTS</b>	
<b>Statutory Citation</b>	<b>Brief Description of Requirement</b>
	<ul style="list-style-type: none"> <li>▪ <u>Persons with disabilities, including developmental disabilities</u></li> <li>▪ <u>Large Households</u></li> <li>▪ <u>Farmworkers (seasonal and permanent)</u></li> <li>▪ <u>Female headed households</u></li> <li>▪ <u>Homeless (annual and seasonal)</u></li> <li>▪ <u>Other</u></li> </ul>
<u>Gov. Code §65583(a)(9)</u>	<p><b>At-Risk Units:</b> <u>Inventory of at-risk units (10 years from the housing element due date)</u></p> <ul style="list-style-type: none"> <li>▪ <u>Estimate of replacement versus preservation costs</u></li> <li>▪ <u>Identification of qualified entities</u></li> <li>▪ <u>Identification of potential funding</u></li> </ul>
<u>Gov. Code §65583(a)(5 and 6)</u>	<p><b>Potential Governmental Constraints:</b> <u>Include an analysis of actual and potential governmental constraints for each of the following:</u></p> <ul style="list-style-type: none"> <li>▪ <u>Land use controls</u></li> <li>▪ <u>Building codes and their enforcement</u></li> <li>▪ <u>Site improvement requirements</u></li> <li>▪ <u>Fees and other exactions</u></li> <li>▪ <u>Local processing and permit procedures</u></li> <li>▪ <u>Housing for persons with disabilities</u></li> <li>▪ <u>Transitional housing and supportive housing as a residential use of property and subject only to those restrictions that apply to other residential dwellings of the same type in the same zone</u></li> </ul>
<u>Gov. Code §65583(a)(5 and 6)</u>	<p><b>Potential Non-Governmental Constraints:</b> <u>Include an analysis of actual and potential non-governmental constraints for each of the following:</u></p> <ul style="list-style-type: none"> <li>▪ <u>Availability of financing</u></li> <li>▪ <u>Price of land</u></li> <li>▪ <u>Cost of construction</u></li> </ul>
<u>Gov. Code §65583 (a) (3) and 65583.2</u>	<p><b>Sites Inventory and Analysis:</b></p> <ul style="list-style-type: none"> <li>▪ <u>Listing of properties by parcel number or other unique reference showing for each parcel</u></li> <li>▪ <u>General description of environmental constraints to the development of housing</u></li> <li>▪ <u>General description of infrastructure (planned/available) including water, sewer and other dry utilities, including availability and access to distribution facilities</u></li> <li>▪ <u>For Non-vacant sites, specify the additional development potential for each site within the planning period and provide an explanation of the methodology to determine development potential</u></li> <li>▪ <u>Demonstration of zoning to accommodate the housing need for lower income households</u></li> <li>▪ <u>Map of sites included in the inventory</u></li> </ul>

<b>TABLE 5-4 HOUSING ELEMENT REQUIREMENTS</b>	
<b>Statutory Citation</b>	<b>Brief Description of Requirement</b>
	<ul style="list-style-type: none"> <li>▪ <u>Number of units built between the start of the projection period and the deadline for adoption of the housing element (optional)</u></li> <li>▪ <u>Number of units proposed using alternative provisions such as rehabilitation, conversion, preservation or accessory dwelling units (optional)</u></li> <li>▪ <u>Analysis of whether inventory provides for a variety of housing types (Multifamily rental housing, Factory-built housing, Mobile homes, Housing for agricultural employees, Emergency Shelters, Transitional and supportive housing)</u></li> <li>▪ <u>Carryover obligation (AB 1233), if applicable</u></li> </ul>
<u>Gov. Code §65583(b) and (c) (1 through 6)</u>	<p><b>Quantified Objectives and Housing Programs:</b> <u>Provide statement of quantified objectives; maximum number of units, by income group, including extremely low-income</u></p> <ul style="list-style-type: none"> <li>▪ <u>New construction</u></li> <li>▪ <u>Rehabilitation</u></li> <li>▪ <u>Conservation</u></li> </ul>
<u>Gov. Code §65583(c)</u>	<p><b>Include programs with:</b></p> <ul style="list-style-type: none"> <li>▪ <u>Schedule of specific actions</u></li> <li>▪ <u>Timeline for implementation with a beneficial impact in the planning period and identification of agencies and officials responsible for implementing each program</u></li> </ul>
<u>Gov. Code §65583(c)(1)</u>	<p><b>Program(s) providing adequate sites:</b></p> <ul style="list-style-type: none"> <li>▪ <u>Programs to rezone and any other programs needed to address a shortfall of sites to accommodate the regional housing need, if applicable, and any programs included pursuant to Section 65583.2(h) and (i) or carryover obligation pursuant to Section 65584.09</u></li> <li>▪ <u>Programs to rezone and any other programs needed to address a shortfall of capacity for housing for farmworkers that could not be accommodated on sites identified in the inventory, if applicable</u></li> <li>▪ <u>If applicable, programs to facilitate a variety of housing types, including multifamily rental, factory-built housing, mobile homes, housing for agricultural employees, supportive housing, single room occupancy, emergency shelters and transitional and supportive housing</u></li> </ul>
<u>Gov. Code §65583(c)(2)</u>	<u>Programs to assist in the development of housing for extremely low, very low, low and moderate income households</u>
<u>Gov. Code §65583(c)(3)</u>	<u>Programs to address governmental constraints and where appropriate and legally possible, to remove constraints to the maintenance, improvement and development of housing</u>
<u>Gov. Code §65583(c)(3)</u>	<u>Program to remove constraints on housing for persons with disabilities and provide reasonable accommodation for housing for persons with disabilities</u>

<b>TABLE 5-4 HOUSING ELEMENT REQUIREMENTS</b>	
<b>Statutory Citation</b>	<b>Brief Description of Requirement</b>
<u>Gov. Code §65583(c)(4)</u>	<u>Program(s) to conserve and improve the condition of the existing affordable housing stock</u>
<u>Gov. Code §65583(c)(5)</u>	<u>Program(s) to promote housing opportunities for all persons</u>
<u>Gov. Code §65583(c)(6)</u>	<u>Program(s) to preserve at-risk units</u>
	<b><u>Other Requirements</u></b>
<u>Gov. Code §65583 (c) (7)</u>	<u>Description of general plan consistency</u>
<u>Gov. Code §65585</u>	<u>Review by HCD and legislative body</u>
<u>Gov. Code §65588</u>	<u>Analysis of construction, demolition and conversion of housing for lower income households in the Coastal Zone</u>
<u>Gov. Code §65583 (a) (8)</u>	<u>Description of opportunities for energy conservation in residential development</u>
<u>Gov. Code §65589.7</u>	<u>Water and Sewer Priority</u>
<u>Gov. Code §65589.5</u>	<u>Housing accountability act; analysis for rejection</u>

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