

City of
YORBA LINDA



2021-2029 Housing Element

Adopted February 9, 2022

DRAFT AMENDMENT

November 2023

Revisions to December 6, 2023 HCD Submittal to reflect removal of Site S7-001 (Bryant Ranch Center)

Clarifications to Programs 8 and 12 to address February 2, 2024 HCD Comment Letter

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I. INTRODUCTION

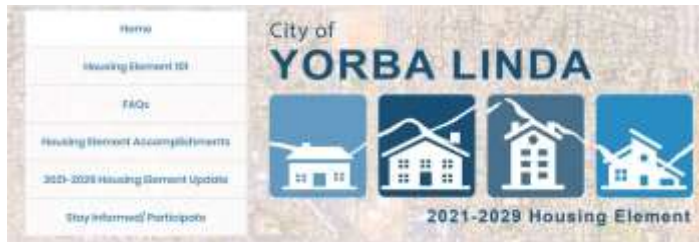
C. PUBLIC PARTICIPATION

The City of Yorba Linda solicited input from the public throughout the Housing Element update process. As required by State law, all economic segments of the community were provided an opportunity to review and comment on the Housing Element. As part of the development of the Housing Element, which also requires revisions to the Safety Element, the City implemented the following public outreach program and received the following feedback, with more detailed summaries provided in Appendix D of the Element. References have been added to indicate how public comments have been addressed within the Housing Element.

Public Outreach & COVID-19

Outreach for the sixth Cycle Housing Element was challenging because much of the update process occurred during the COVID-19 pandemic. Restrictions on public gatherings prevented the city from holding traditional public workshops. Instead, the city utilized online engagement tools, including a community survey, virtual community workshops and stakeholder meetings, and online documents to provide opportunities for the community to share their feedback.

Housing Element Website: A City website specifically for the Housing Element update was



established to provide: 1) an overview of the Housing Element process; 2) FAQs; 3) review of the City's housing accomplishments; 4) allow for citizen input on potential housing sites and to provide other comments to the City; and 5) to announce future events (i.e., workshops, survey).

In addition, presentations from public outreach meetings were available for viewing, and documents related to the Housing Element were linked to the website, including the results of the Housing Element and Senior Needs surveys. This is the webpage link:

[Yorba Linda | Https://www.ylhousingelementupdate.com | United States](https://www.ylhousingelementupdate.com)

Public Workshops before City Council and Planning Commission: The City held a series of public workshops before the City Council and Planning Commission throughout development of the Housing Element.

- On October 20, 2020, the City Council and Planning Commission held a joint workshop to kick off the Housing Element update. Staff from the State Department of Housing and Community Development (HCD) provided an overview of new requirements and responded to questions.
- On February 24, March 24, April 28, June 9, July 14 and July 28, 2021, the Planning Commission conducted workshops focusing on development of the Housing Element sites inventory. Candidate housing sites were ranked high, medium and low based upon site eligibility, known constraints, property owner interest, and other factors. The public was notified and provided the opportunity to comment at all the workshops.

- Finally, on August 3, 2021, staff presented the draft Housing Element sites inventory to City Council, providing an opportunity for comment prior to integrating in the draft Housing Element and submitting to HCD for review.

Many public comments provided at the public workshops pertained to understanding the City's requirement to upzone properties, how the change in zoning would impact the existing use of the property, and what this would mean for property owners. Staff explained the proposal to establish Mixed Use and Affordable Housing Overlays instead of blanket upzoning, allowing property owners the ability to develop under the base zone district or take advantage of incentives to develop under the Overlay zone. Residents also expressed support for the facilitation of ADUs, reflected in the Housing Element program to promote ADUs through fee waivers, pre-approved construction plans, and promotion through handouts and an ADU website page. Questions were also asked about how the Measure B vote work for the rezone sites; a timeline with key milestone for the Measure B election is included under the Housing Opportunity Site and Rezone Program.

Workshop with Religious Congregations: On January 26, 2021, the City hosted a meeting with its local religious congregations to discuss the City's Housing Element update. Staff partnered with an organization called Making Housing Happen, which focuses its efforts on working with local churches to consider housing opportunities on underutilized portions of their property. One of the ideas discussed was the creation of a congregational housing overlay zone, which could potentially allow for housing to be built on religious sites. Staff invited the 37 religious' congregations from Yorba Linda and had nearly 20 participants in attendance representing 12 different congregations. The concept was well-received and several congregations that were unable to attend the meeting requested additional information. The meeting was recorded and has been made available upon request to the other congregations.

Property Owner Workshop: On June 2, 2021, staff conducted a hybrid in-person/virtual stakeholder meeting with property owners of all previously identified candidate housing sites at the Yorba Linda Community Center. The focus of the meeting was to explain the purpose of the Housing Element, RHNA, and the housing sites inventory. Over 250 invitations were sent out and nearly 100 individuals participated in the meeting. Staff invited all the property owners to reach out individually to staff to share their level of interest in participating as a candidate housing site, resulting in dozens of follow up meetings with property owners to discuss their specific sites.

Housing Element Surveys: In October 2020, the City released an online survey for Yorba Linda residents to provide input on what they see as the community's most important housing needs and to provide feedback on their preference for various policy options. The survey consisted of nine questions, with a link to a GIS web map to allow respondents to identify specific locations the City should consider as potential housing sites. The survey was posted on the City website for approximately four months, with a link advertised in the City's eNews, on the City's website, and on the City's social media accounts (i.e., Facebook, Instagram, Twitter). The City received 105 responses to the survey, which closed on January 28, 2021.

The following summarizes some of the primary input received from the housing needs survey, with the complete survey results included in Appendix D.

- The following were identified as the top three housing priorities (out of 6):

- Encouraging the maintenance and rehabilitation of housing in older neighborhoods (*Addressed in the following HE Programs: Residential Rehabilitation, Community Preservation and Abatement, Multi-family Acquisition and Improvement*)
- Establishing special needs housing for seniors, persons with disabilities and veterans (*Addressed in the following HE Programs: Affordable Housing Overlay, Zoning Text Amendments for Special Needs, Housing Opportunities for Persons Living with Disabilities*)
- Focusing new housing within existing developed areas and/or cluster/compact housing in order to preserve surrounding open space (*The HE sites inventory focuses exclusively in infill areas*)
- The following were identified as the top two housing development strategies (out of 4):
 - Encourage new multi-family housing on existing infill sites with access to existing infrastructure (*The HE sites inventory focuses exclusively in infill areas*)
 - Provide incentives to increase the production of accessory dwelling units (*Addressed in the following HE Program: Promote Accessory Dwelling Units*)
- The following were common write-in comments on strategies to create more housing opportunities:
 - Provide for residential/commercial mixed use (*The HE creates new Mixed-Use Overlay*)
 - Provide additional residential infill in Savi Ranch (*Several housing sites have been identified in Savi Ranch*)
 - Provide ADUs for family members or adult children of Yorba Linda residents (*Addressed in the following HE Program: Promote Accessory Dwelling Units*)
 - Don't build near hillsides due to fire dangers and need for adequate emergency evacuation routes (*The HE sites inventory focuses exclusively in infill areas*)
 - Overall concerns about housing growth and future traffic congestion (*The HE sites inventory for RHNA is intended to disperse housing growth throughout the City to limit impacts in any given area*)

In order to solicit input from one of Yorba Linda's most vulnerable populations – senior citizens – the City conducted a Senior Housing Needs survey. This survey was distributed in the following ways:

- Posted on the City website under "City News";
- Posted on the Housing Element Update webpage;
- Published in the quarterly printed newsletter for Summer 2021;
- E-mailed to the Parks & Recreation distribution list of approximately 2,200 people 55 years and older (residents and non-residents); and
- Hard copies distributed at the Senior Center between March 29 and April 9 during the Senior Lunch Program, the drive-thru grocery program, recreational classes and the coffee socials.

A total of 72 seniors completed the Housing Needs Survey, with 60 responding electronically and 12 submitting written responses. A majority of respondents provided email contact information so the City could provide them with housing information in the future, including information on how to add an accessory dwelling unit to their properties. Highlights of the survey responses include:

- 45% of respondents visit the Senior Center and/or receive the *Senior Bulletin*

- 91% did not think adequate information was provided about housing programs for seniors such as senior housing, rental assistance, and help with housing maintenance
- On scale of 1-5 (5 being highest), additional affordable senior housing in Yorba Linda, and having senior housing near medical facilities and shopping centers received the highest average score of 3.8.
- 25% of respondents would like information on how to provide an ADU on their property *(staff has followed up with these individuals)*

Noticing of Workshop and Study Sessions: Noticing for the public workshops and stakeholder meetings were advertised through a display ad in the local newspaper, posted on the City website, and advertised on the City's social media channels. The City also maintained a stakeholder interest list who received email notification of all meetings, and were directly notified of the availability of the draft Housing Element for review over one week prior to its submittal to the State Department of Housing and Community Development (HCD). This stakeholder list included local housing service providers and housing advocacy organizations, property owners of candidate housing sites, as well as any residents or other stakeholders interested in the Housing Element.

Public Review of Housing Element

The Draft Housing Element was made available for public review on the City's website starting on August 27, 2021. The City received four comment letters on the Draft Element, and has considered and as deemed appropriate, addressed these comments in the Element.

The following summarizes some of the key comments received and how they are addressed:

- The Element needs to provide additional evidence as to why non-vacant sites can be expected to redevelop within the planning period. *(Additional supporting evidence has been added to the sites analysis to justify these conclusions, including trend data showing redevelopment of non-vacant land to residential; the strong market for residential as evidenced by development on all its prior Housing Element sites; and indications of property owner interest in development. The creation of various zoning overlays with regulatory incentives and by-right development opportunities are anticipated to render the 6th cycle Housing Element sites very attractive for development.*
- The Element's projections of future accessory dwelling units exceed past performance and should be revised downward. *(The City has revised its ADU projections downward from 137 to 50 ADUs per year. The City approved 27 ADU permits in 2021, an increase of 65% over the previous average three-year history from 2018-2020. Based on the growth trends over the past three years (2019-2021), the City anticipates approving 50 ADU permits in 2022. Program actions set forth in the Housing Element to provide fee waivers, pre-approved plans, ADU promotion and outreach, and a potential ADU development assistance program for rent-restricted units will further bolster ADU production, making the City's projections for 50 ADUs/year realistic and achievable. Additionally, the Element includes a specific commitment to conduct a mid-cycle review of ADU production and affordability).*
- The City's shortfall in addressing its lower and moderate income RHNA during the 5th cycle Housing Element indicates that the City's affordable housing policies have not been effective in incentivizing and producing affordable housing for lower income households. *(As shown in Table V-2 of the Housing Element, during the 5th cycle Housing Element the City met 80% of its RHNA for very low income households, 57% of its RHNA for low income households, and 17% of its RHNA for moderate income households. While falling short of meeting all its*

affordable housing needs, the City's progress received a B grade in the Southern California News Groups' third annual permit report card published in November 2021, exceeding the County's overall grade of C. The 6th cycle Housing Element establishes meaningful incentives and opportunities to help the City meet its affordable housing goals).

- The Affirmatively Furthering Fair Housing Analysis (AFFH) doesn't provide adequate recommendations on how the City will address contributing factors to fair housing issues, or provide sufficient reforms to promote integrated neighborhoods. *(Further analysis has been conducted with regards to the following: Patterns of Segregation and Integration; Racially or Ethnically Concentrated Areas of Affluence; Access to Opportunity; and Displacement Risk. Additional concrete actions with specific metric and milestones have been added to address identified contributing factors, including implementation of SB 9 that will open up single-family zoned neighborhoods to up to four units on an existing parcel).*

The City received the State Department of Housing and Community Development's (HCD) written comments on the draft Housing Element on October 26, 2021, and made substantive revisions to the Element in response to the State's comments, resubmitting a revised Element to HCD on December 8th. The revised Element was made available to the public through direction notification of individuals previously providing written comments and other stakeholders and posting the Element on the City's website. Two additional comment letters were received on the revised draft Housing Element. The following summarizes these comments and provides responses to each:

- Yorba Linda also assumes every church will build affordable housing. They need evidence that the churches are interested in affordable housing. *The City has a significant number of churches that have not been included in the housing sites inventory (refer to Table IV-4 for a complete inventory). The Housing Element only includes those churches that have expressed an interest in having their property rezoned in order to have the ability to provide housing on their properties. This is an emerging trend and we will likely see a significant number of housing units built on church sites over this housing cycle throughout the state.*
- Several of the Housing Element sites do not appear realistic for development within the 8-year planning period.

S6-015 is a well function new looking commercial building and that is looking for tenants. *Staff has spoken with the property owner and they are interested in being included in the rezone effort as a viable option for their future plans with the property. A residual land analysis conducted in December 2021 shows the property owner could obtain a higher rate of return by selling the property under the AHO zoning as opposed to leasing the structure.*

S6-026 This extended stay is a 3-story hotel in great condition. *This property has a history of code violations and the existing use is undervalued relative to the value of the land. The immediately adjacent Old Canal Road Annex and nearby Mitsubishi site are both examples of the City rezoning for multi-family residential and subsequent redevelopment with housing. Several other property owners along this portion of Savi Ranch have inquired about residential redevelopment opportunities.*

S5-008 This is a steep mountainside. While possible to build on it, a significant portion of the land would be unbuildable. *While a portion of this site is not developable, the City Zoning Code allows for density averaging, resulting in higher densities on the portions of the site that are developable. There is strong interest from developers on this site.*

S4 -204A and 204 B This is a single-family home. *Since identifying these parcels on the list of Housing Element Sites, staff has received significant interest from developers interested in potential development opportunities.*

S1-200 It is not realistic to think that 12 different single-family homeowners will sell their homes to the same developer to build housing. *Staff has been meeting with these property owners and the majority are supportive of the rezone effort and associated development opportunities. Yorba Linda's recent experience with multiple single-family property owners willingly selling their homes for development of the 51-unit Brandywine Project shows that the economic benefits are such this can and will likely happen.*

S4-200 They propose adding 2 single family homes with no evidence the owners are interested. *The City purchased these two parcels for the purposes of expanding the adjacent Altrudy Lane affordable senior housing project. The City is under contract with C&C Development for 40 affordable senior units on this site, pending approval of the rezoning under the Measure B election in November 2022.*

S4-205 They are proposing a site with maybe 30 different owners. *The City is not proposing 30 units on one site. The Yorba Linda Town Center Specific Plan allows for the addition of one unit on each existing parcel in the City's Historic District, providing housing in walking distance of commercial.*

- The City's requirement for design review and parking for SB 9 lot splits is inconsistent with State law. *SB 9 allows jurisdictions to establish written, objective design review standards for SB 9 housing developments, which the City has done. There are some specific situations where the City is requiring Design Review, such as when an SB 9 housing development proposes to be established on a lot with non-conforming uses or development standards or when the proposed housing development creates inadequate water/sewer capacity, or creates significant traffic flow or public safety concerns. Design Review is not typically required for SB 9 housing developments and urban lot splits. Furthermore, SB 9 allows for jurisdictions to require a minimum of one parking space for each SB 9 unit unless the parcel is located within a half-mile of a high-quality transit corridor or major transit stop, or when there is a car share vehicle located within one block of the parcel. Therefore, the City's parking standards and design review requirements are consistent with SB 9.*

The City received a second review letter from the State Department of Housing and Community Development (HCD) on the revised draft Element on February 4, 2022. The City made refinements to the Element to address the few outstanding issues, and made the revised Element available on its website beginning on February 7th. Notification of the availability of the revised Element was provided to the City's list of Housing Element stakeholders, along with notification of the City Council public hearing on the Element on February 9th. In order to proactively ensure stakeholders representing lower income and special needs households were aware of the opportunity to comment on the revised Element and participate in the public hearing before City Council, the City made telephone contact with the following organizations:

- The Kennedy Commission
- People for Housing/OC YIMBY
- Making Housing Happen

Continued Outreach Moving Forward

To ensure the success of Yorba Linda's housing policies and programs moving forward, it will be important for the City to continue to engage the community to receive ongoing feedback. The following summarizes some of the outreach to be conducted during the planning period, as presented in the Housing Programs Summary Table V-5:

- Conduct community-wide outreach and education on the proposed rezone sites, the City's past experience with affordable and mixed income housing, and the Measure

B ballot initiative. Contact housing advocacy organizations including The Kennedy Commission, Making Housing Happen and People for Housing O.C. for potential input and support.

- Conduct fair housing information sessions and utilize social media to expand information on fair housing and tenant/landlord services available through the Fair Housing Council of Orange County, with targeted outreach to tenants, mobile home park residents, and other lower income populations.
- Provide outreach and education to residents on the ADU development process and available incentives.
- Continue to conduct outreach to property owners of Housing Element sites to discuss opportunities for development and lot consolidation.
- Promote affirmative marketing of new affordable housing developments designed to attract renters and buyers of diverse demographics, including persons of any race, ethnicity, sex, handicap, and familial status.

C1. COMMUNITY OUTREACH FOR HOUSING ELEMENT AMENDMENT

The Yorba Linda City Council adopted the 2021-2029 Housing Element on February 9, 2022. On April 8, 2022, the City received a letter from the State Department of Housing and Community Development (HCD) indicating the adopted housing element was in full compliance with State Housing Element Law. HCD's finding was based on, among other reasons, the City's commitment to rezone sites to accommodate its regional housing needs allocation (RHNA).

Yorba Linda has a voter-approved "right to vote" ordinance (known as Measure B) that requires a majority vote of the electorate for major amendments to planning policy documents that increase residential density above the currently allowed density. The rezonings identified in the Housing Element are thus subject to voter approval. In accordance with Measure B's requirements, the City took a ballot measure (Measure Z) to the community on the November 2022 general election ballot. Measure Z would have approved a change in City zoning to fulfill the commitment of the Housing Element. However, the Measure failed: 7,221 votes (24.77%) Yes to 21,937 votes (75.23%) No.

Housing Policy Resident Working Group

In an effort to evaluate next steps and to expand overall resident engagement on this important policy issue, City staff determined that a robust and extended dive into housing policy with a broad swath of residents would be helpful. The thought was to talk directly with residents about the background, policy choices and tradeoffs of land use policy, and to listen deeply to their ideas and suggestions for how to best address land use in the future of Yorba Linda. The plan was to start with a Working Group of residents who were willing to dedicate time to the discussion and to learning in order to gather effective feedback that recognized the policy challenges in addition to general resident sentiment.

From mid-May to late June 2023, the City convened six meetings with a "Housing Policy Resident Working Group" made up of 17 residents. Participants in the Working Group were

selected by City Staff on the basis of the following criteria: 1) geographic diversity (include representatives from the entire City); 2) had previously engaged or shown interest in housing or other City issues; 3) diverse experiences and viewpoints; 4) reputation for being open-minded, thoughtful and collaborative; and 5) no prior service as either an elected or appointed City official.

The Working Group came to a unanimous consensus on six key observations and suggestions for the City Council to consider as it advances a new Housing Element approach for the City:

1. Retaining local control with a November 2024 ballot vote is important.
2. The City should pursue a November 2024 ballot measure to adopt zoning changes, and residents should seriously weigh the consequences if that ballot measure fails.
3. The City should deploy more tools to connect with residents on the need for adopting a Housing Element and perform the education necessary to ensure the public is informed on this complex subject.
4. A resident survey on housing issues could better inform the City's engagement efforts and should be pursued.
5. The City should leverage Savi Ranch (to a reasonable extent) to create a new residential and mixed-use Downtown-like space for Yorba Linda.
6. That the City should generally view mixed-use development as a positive and make it available where it is appropriate throughout higher density sites in the City.

Based upon numerous voices and viewpoints shared, staff assembled a model plan and presented it to the Working Group. The net result was a more geographically balanced RHNA allocation plan which did not add any new sites other than within Savi Ranch. Although there was some healthy debate about certain elements of the initial model plan, clear consensus developed around specific recommended modifications to the housing sites/rezone plan as a starting point for guiding revisions to the Housing Element for consideration on a future ballot measure in November 2024. The findings and conclusions of the Working Group are reflected in the *Housing Policy Resident Working Group Report* attached hereto as Appendix E. At their July 18, 2023 meeting, the Yorba Linda City Council unanimously directed City staff to move forward with the Working Group's recommendations.

Additional Public Outreach

The work of the Housing Policy Resident Working Group was intended as a starting point for public engagement. Because of the informal nature of this group, it created a more natural back-and-forth process and more of a collaborative effort than a traditional large group public hearing offers.

Following acceptance of the Working Group's recommendations by City Council, the City began engaging in a robust, communitywide outreach program to garner feedback from all members of the community. Formal public hearings and less-formal workshops were conducted to seek broader resident feedback on a potentially revised Housing Element. A variety of communication tools were employed to impart information and solicit resident input, including, but not limited to the following:

- Launch of a dedicated public information portal at YLLocalControl.com

- A recorded "webinar"
- Direct mail piece(s) sent to every household in the city
- Social media posts and/or advertisements
- A scientifically valid community survey
- Educational video(s) to summarize the importance of local control and directing people to the website
- Pop-up informational booths at community events

The following meetings in various formats have been conducted thus far, reflecting geographic locations throughout the community. Members of the Housing Policy Working Group were invited to participate in these meetings to help maintain the grassroots, citizen-driven approach to the site identification process.

Meeting Type	Date and Time	Location	Number of Attendees
Virtual Q&A	Thursday, September 14 6 to 8 p.m.	Zoom Line Available at <i>YLLocalControl.com/Workshops</i>	Approximately 60
In-Person Workshop 1 (Central)	Thursday, October 5 6 to 8 p.m.	East Lake Village Association (Club House) 5325 Village Center Drive	Approximately 50
Coffee & Housing Policy Chat	Saturday, October 7 9 to 10:30 a.m.	Monarch 9 Cafe (Patio) 22755 Savi Ranch Parkway	Approximately 15
In-Person Workshop 2 (East)	Tuesday, October 10 6 to 8 p.m.	Travis Ranch School (Multi-Purpose Room) 5200 Via de la Escuela	Approximately 50
In-Person Workshop 3 (West)	Thursday, October 12 6 to 8 p.m.	Community Center (Yorba Room) 4501 Casa Loma Avenue	Approximately 75
Planning Commission Meeting	Wednesday, October 25 6:30 p.m.	City Hall Council Chambers 4845 Casa Loma Avenue	Approximately 120
Housing Policy Chat	Saturday, November 4 11 to 1:00 p.m.	Fantasy Burger 23761 La Palma Ave	6 attendees
City Council Meeting	Tuesday, December 5 6:30 p.m.	City Hall Council Chambers 4845 Casa Loma Avenue	Approximately 100

Through the broader public input process, staff has fielded many questions and comments from residents. To date, there have been a variety of requests received to modify the revised Housing Sites Inventory from what was originally recommended by the Working Group and accepted by City Council at their July 18, 2023 meeting. At the October 25th Planning Commission meeting, staff did not recommend any changes to the Working Group's proposed revisions to the Housing Element. The Planning Commission was also supportive

of the Working Group's recommended revisions to the Housing Element; however, due to a number of public comments and concerns received at the Planning Commission meeting, the Planning Commission wanted to provide the Working Group with one final opportunity to weigh in on any final recommendations before the City Council considers the revised Housing Element. The Working Group has reviewed the proposed changes and there is general consensus support to modify their original recommendation as follows:

1. Site S3-203 Revisions (Bastanchury Site)
 - a. Remove the three properties (former CRK stable, Carmona and Gran properties) at the northeast corner of Bastanchury and Plumosa (approximately 2.6 acres) from Site S3-203. These three property owners are all supportive of having their properties removed from rezoning.
 - b. Reintroduce Site S3-210 (Shinyo-En USA) located at 18111 Bastanchury Road as a housing site subject to the Congregational Lands Overlay. This would shift 105 units from Site S3-203. Historically, this site has not been an area of concern to be included as a housing site.
 - c. Reduce the remainder of Site S3-203 from 10 dwelling units per acre to a density of 4-5 dwelling units per acre and cap the total number of units assigned to this site to no more than 89 units. Staff has confirmed that there is support from key stakeholders surrounding this site for this proposed revision.
2. Site S5-008 Revisions (Fairmont Site)
 - a. It was recommended during the public workshops that Site S5-008 be slightly modified as originally recommended by the Working Group. The proposed number of housing units assigned to this site would remain at 30 units; however, the proposed zoning for the site is being recommended to be changed to ensure that the General Plan and Zoning Code are consistent with each other.
3. Site S7-001 Comments (Bryant Ranch Center)
 - a. General concerns are still being raised about traffic, wildfire risk and emergency evacuation from the east side of the City. Similar concerns were raised during the City's public outreach process, which is why this site was deferred for further consideration and was not included as part of the Measure Z initiative. The Working Group originally recommended reducing this site by over 70% in comparison to the plan previously recommended by the City, or to a total of 78 market-rate housing units with a two-story height limit. The Planning Commission and the Working Group have not been supportive of further reducing the number of units assigned to this site.

The above adjustments to the Working Group's recommendations are reflected in this November 2023 revised draft Housing Element amendment.

The City is in receipt of a letter from Yorba Canyon, LLC, the property owner for Site S7-001 (Bryant Ranch Center), requesting that the City either update the Housing Element to allow 30 units per acre of mixed-use zoning on their property, or remove the site from the Housing Element completely. Pursuant this request, at their January 16, 2024 meeting, the City Council directed staff to remove the Bryant Ranch Center from the Housing Element.

III. HOUSING CONSTRAINTS

A. GOVERNMENTAL CONSTRAINTS

1. Land Use Controls

Planned Development (PD) Zone

The Yorba Linda Zoning Code includes a Planned Development (PD) Zone (Chapter 18.16, Article II) to facilitate large scale community planning on parcels two acres in size and larger. The purpose of the PD zone is to:

- Provide for development of parcels as coordinated, comprehensive projects
- Provide for a zone encompassing various types of land uses, such as single-family residential, multi-family housing, office areas, commercial centers, industrial parks or any public or semipublic use or combination of uses
- Facilitate development of infill areas by permitting greater flexibility, and consequently, more creative and imaginative designs
- Promote more economical and efficient use of the land while providing a variety of housing choices, a higher level of urban amenities and preservation of natural and scenic qualities of open spaces

The PD zone provides for clustered, higher density developments above the density ceilings on portions of the property, provided that the overall average density is within the maximum established under the General Plan. Prior to submitting an application for a PD zone, the City encourages applicants to hold preliminary consultations with staff to obtain information and guidance before incurring expense in the preparation of plans, surveys, and other data. A development plan for the property is required to be submitted along with the application for PD zoning, and is subject to City Council approval.

One of the key modifications proposed under the amended Housing Element is to increase the allocation of residential units in the Savi Ranch Planned Development (PD-17) from 200 to 790 units to create a new residential and mixed use Downtown-like space for Yorba Linda, consistent with the City's 2015 Vision Plan for the area. In order to achieve this goal, the City will amend the Savi Ranch PD to incorporate RM-60 development standards within the PD's Retail Commercial Subarea, providing increased densities up to 60 units/acre, 5 story residential building heights, and reduced parking. The City will work with its urban design consultant to establish a package of RM-60 development standards designed to facilitate development at the upper end of the density range. The goal will be for City Council to adopt the Plan amendment by August 2024, with implementation contingent upon a successful Measure B vote in November of that year.

Measure B (Yorba Linda Right-To-Vote Amendment): Measure B is a citizen sponsored, voter-approved initiative, incorporated within Yorba Linda's Municipal Code. This measure was in large part a reaction to the potential development contemplated in the Town

Center/Downtown redevelopment project area. By way of background, in 2003 the City Council adopted the Downtown Master Plan which focused on Main Street revitalization and was widely supported by the community. The City Council subsequently entered into an exclusive negotiating agreement with a developer to implement the Master Plan and develop the downtown area with added commercial space and housing. With the City's adoption of the Town Center Planned Development Zoning Regulations in December 2005, community opposition mounted as residents didn't feel the City Council was transparent in permitting 501 housing units and 560,000 square feet of commercial space in the Town Center, along with the Council's last-minute inclusion of a new planning area (Yorba Station) that hadn't been vetted with the community or the center owners or merchants. Due to the community's reaction and under threat of referendum, the City Council subsequently rescinded their approval of the Zoning Regulations and dismissed the developers in February 2006. The same citizens group that opposed the Town Center later formulated Measure B, which was passed by the electorate in June 2006.

Measure B requires a majority vote of the electorate for major amendments to "planning policy documents" that increase residential density above the currently allowed density. These planning policy documents include: General Plan Land Use Element; Land Use Policy Map; Zoning Code; Zoning Map; Specific Plan; or Development Agreement.

Major amendments to these planning policy documents are defined to include any of the following changes to the development standards which:

- Increase the number of residential units which may be constructed on a parcel designated for residential uses
- Increase the number of separate parcels which may be created from an existing parcel
- Changes any residential land use to allow any other land use
- Changes any non-residential land use to allow any residential land use greater than ten (10) net dwelling units per acre or allow mixed-use
- Increases the allowed maximum height of development
- Provides for the private development of land owned by a government entity within five years of the date of the approval to develop the land
- Repeals any of the Planning Policy Documents

Measure B also establishes a maximum height of 35 feet for all structures in the City. Exempted from the height limit are church steeples, public schools, and other structures exempted by state or federal law.

If there is ever a conflict between Measure B and State law, such that Measure B is preempted, the City would apply State law. For example, if a density bonus award results in a height that violates the Measure B height limit, the City would grant the density bonus and explain in a staff report or resolution that the Measure B restriction on height is preempted.

A key focus of Yorba Linda's 2008-2014 Housing Element was to identify suitable sites to accommodate the City's regional housing needs for all income levels. Default densities of 30 units per acre are typically needed to accommodate affordability for lower income households, and densities of 10 to 20 units per acre are necessary for moderate income households. After an extensive public process, an inventory of 14 sites were identified for rezoning and were incorporated within the Element adopted by City Council in October 2011. The City then undertook a 2008-2024 Housing Element Implementation Measure B Election Community Outreach Program. A Measure B vote was placed on the June 5, 2012 Primary Election and separated into two measures, the Savi Ranch Planned Development (Measure H) and nine rezoning sites (Measure I). Both Measures H and I received a majority vote of the Yorba Linda electorate.

While the 5th cycle, 2014-2021 Housing Element did not require a Measure B vote, given the significantly higher RHNA allocated to the City for the 6th cycle Housing Element, the Element identified 27 sites for rezoning, all subject to voter approval. In accordance with Measure B's requirements, the City took a ballot measure (Measure Z) to the community on the November 2022 general election ballot. Measure Z would have approved a change in City zoning to fulfill the commitment of the Housing Element. However, the Measure failed: 7,221 votes (24.77%) Yes to 21,937 votes (75.23%) No.

The City is in the midst of an extensive public education and outreach effort to develop a sites inventory that both addresses Yorba Linda's housing needs and can be supported by community residents. The City's goal is to adopt an amendment to its Housing Element that better reflects the community's desires, and then take the rezonings to a Measure B vote in November 2024. Similar to the prior votes, the City will initiate the Measure B election, and pay for all costs associated with the ballot measure. Housing Element Program #8 details the steps involved in rezoning and conducting the Measure B election. While Measure B provides citizen oversight on development in the community, it has not thus far impacted the City's ability to address its regional housing needs or Housing Element requirements.

IV. HOUSING RESOURCES

This section presents the various resources available for the development, rehabilitation, and preservation of housing in Yorba Linda. This includes the availability of land resources, financial resources available to support housing in the community; administrative resources available to assist in implementing Yorba Linda's housing programs; and resources for energy conservation and reducing greenhouse gas emissions.

A. AVAILABILITY OF SITES FOR HOUSING

This section documents the availability of sites for future development and the adequacy of these sites to address Yorba Linda's regional housing needs for the 2021-2029 planning period. The City plans to fulfill its share of regional housing needs using a combination of the methods below, which are further described in the following narrative:

- Residential projects with development entitlements with occupancy post 6/30/2021
- Sites with zoning in place (Town Center Specific Plan and RM-30 zoned sites)
- Provision of accessory dwelling units
- Increased allocation of residential units in Savi Ranch to 800 housing units, providing increased densities up to 60 units/acre and 5 story residential building heights, and creating a mixed-use opportunity within the Retail Commercial Subarea of the Savi Ranch Planned Development
- Rezoning of multi-family opportunity sites and designation of select sites with an Affordable Housing Overlay
- Designation of a vacant commercial parcel with a Mixed-Use Housing Overlay
- Designation of congregational sites with a Congregational Land Overlay

Table IV-1 on the following page summarizes the residential unit potential from the above methods and provides a comparison with Yorba Linda's 2021-2029 RHNA. Parcel specific site inventories and maps are included in Appendix C to the Element.

Table IV-1: Potential Housing Units during 2021-2029 Planning Period

Income Levels	Very Low	Low	Moderate	Above Mod	Total
2021-2029 RHNA Targets	765¹	451	457	742	2,415
Existing Zoning					
Entitled Projects (post 6/30/2021 occupancy)				181	181
Town Center Specific Plan			31		31
RM-30 (Postal Annex Site)			12		12
Accessory Dwelling Units	100	172	120	8	400
Single-family Zoning Potential				63	63
Church Sites with Single-family Zoning			38	25	63
Existing Site Capacity	272		201	277	750
RHNA Shortfall	(944)		(256)	(465)	(1,665)
Rezone Sites					
RM-60 (Savi Ranch Sites)	435		150	205	790
Affordable Housing Overlay	279				279
Congregational Land Overlay	308				308
Mixed Use Housing Overlay	27		26		53
RM-20	40		25	41	106
RM			37	58	95
Planned Development			43	73	116
Total Site Capacity (Existing + Rezone Sites)	1,361		482	654	2,497
RHNA Buffer	+145		+25	-88	+82

¹One-half of the City's Very-Low Income housing needs are for Extremely-Low Income households.

As shown in Table IV-1, the City has a total capacity for 750 units with zoning in place, reflecting a shortfall in 1,665 units needed to address the RHNA. The City has conducted extensive community outreach and meetings with property owners to identify those sites most suitable for rezoning to multi-family use at 10+ units per acre to address this shortfall. To specifically address the need for housing to address the needs of lower income households, the City is proposing to establish RM-60 development standards within the PD zone, along with several new Housing Overlay zones: an Affordable Housing Overlay, a Mixed-Use Housing Overlay, and a Congregational Land Overlay, each described later in this section. Sites recommended for re-designation were selected based on several factors: existing land use and feasibility for redevelopment within the planning period; property owner interest; neighborhood compatibility and community context; and an overriding goal to disperse affordable housing opportunities throughout the community. The Housing Element includes a rezoning program (Program 8) for these sites. Prior to implementation of the rezoning, a ballot measure will be required to obtain voter approval, as stipulated by Measure B.

In terms of evaluating the adequacy of these sites to address the affordability targets established by the RHNA, Housing Element statutes provide for the use of "default densities"

to assess affordability. Based on its population and location within Orange County, Yorba Linda falls within the default density of 30 units per acre for providing sites affordable to very low and low income households; sites suitable for moderate density households can be provided at 10 units per acre. The City has used these default density thresholds as a guide in allocating its sites inventory by income category, as presented in Table IV-1. A comparison of the site's inventory income distribution under the proposed rezoning program with the City's RHNA identifies sufficient sites at appropriate densities to accommodate Yorba Linda's regional housing needs.

It is to Yorba Linda's benefit that its residential site capacity exceeds the minimum RHNA required within each income category to help offset any sites that may be developed with fewer units or to a lesser affordability than assumed in the Housing Element sites inventory. A healthy buffer above the required RHNA therefore provides a "margin of safety" from having to rezone additional sites during the 2021-2029 planning period of the element.

1. Projects with Entitlements

Yorba Linda has two projects with development entitlements that will contribute towards addressing its future RHNA needs, as described below:

- **ETCO Homes.** This approximately 5-acre site located at Mariposa and Lakeview was identified in the prior Housing Element and upzoned to RM-30. On July 25, 2018, the Planning Commission approved a senior, continuing care community on the site consisting of 82 independent living units, 76 assisted living units, and 82 units for residents with memory care needs. Construction on the project is anticipated to start the end of summer 2021.
- **West Bastanchury.** This 13.1 acre site located south of Bastanchury between Casa Loma and Eureka is being developed by Shea Homes with 23 homes on 15,000 square foot parcels. Building permits are anticipated in late 2021.

2. Sites with Zoning in Place

Sites from prior Housing Elements: Of the 14 sites that were rezoned as part of Yorba Linda's 4th cycle Housing Element, just one remains to be developed. The ½ acre Postal Annex and self-serve car wash site was previously rezoned to RM-30, providing for development of 14 units. Recent discussions with the property owner indicate a strong interest in moving forward with housing on the site, along with the parcel immediately to the west, which has been included in the 6th cycle Housing Element for upzoning as a means of creating a larger parcel for development.¹

Town Center Specific Plan: The Town Center Specific Plan, adopted in 2011, provides some limited opportunities for residential mixed use. Within the Historic Town Center District along Main and Olinda Street, the Specific Plan allows development to incorporate apartments above or behind ground floor retail. Densities of up to 10 units/acre and heights of up to 35

¹ Because this site has not been identified to accommodate a lower income RHNA need, it is not subject to by-right development approval under AB 1397.

feet are permitted in this district. Staff has evaluated the parcels in this area, and identified the potential for 31 residential units.

Single-family Subdivision Potential: Many of Yorba Linda’s existing single-family zoned parcels are underdeveloped, providing potential for subdivision and development of additional units. Historic trends support such subdivision activity, with 19 Tentative Tract and Parcel Maps processed between 2016-2023, supporting development of 118 additional single-family units on properties not included in the Housing Element sites inventory, or approximately 14 units per year.

In order to assess development potential on underutilized single-family parcels, the City conducted a GIS analysis to identify sites with the ability to further subdivide. Sites with steep slopes requiring significant site improvements were excluded from this analysis, eliminating over 800 single-family properties large enough to be further subdivided. The resulting analysis identified 217 parcels with potential for subdivision under existing zoning, supporting an increase in 217 units. Based on trends during the 2016-2023 period, the City could expect to see an average of 118 units processed through subdivision proposals over the term of the 6th cycle Housing Element. For purposes of the Housing Element sites inventory, the City has identified a subset of parcels most likely to develop based on property owner and/or developer interest, totaling 63 single-family units to contribute towards Yorba Linda’s above moderate income housing needs.

Church Sites with Underlying Residential Zoning: Most churches in Yorba Linda are located on property zoned for residential use, allowing for the addition of housing to supplement the existing church use. No change in zoning is required, just a simple modification to the entitlement to update the church campus design and layout to reflect the inclusion of residential. Many of these church properties have underutilized vacant land that could accommodate residential development with the number of units permitted based on the permitted density of the underlying residential zone. A GIS analysis conducted by staff estimates 189 units could be accommodated on residentially zoned church sites on the undeveloped portions of their sites. (This residential capacity is separate from the Congregational Land Overlay (CLO) proposed for application to five church sites and described in the following section on Sites for Rezoning).

Several churches have inquired about adding residential to their properties as permitted under existing zoning:

- **Rose Drive Friends Church** has been in discussions with the City since summer 2022 about the possibility of building more housing on their 5.5-acre property. The church has a track record in providing housing, having subdivided several of their parcels for residential development over the past decade. Although the church has not indicated precisely where on their site the units would be built, there is a large ballfield and large parking lot on the north side of the property that would be ideal locations for the addition of housing.
- **The Chabad Center** has submitted draft preliminary plans to the City showing three parsonage units they are considering adding to their site. They were previously included as a Housing Element site and were supportive of the proposed CLO.

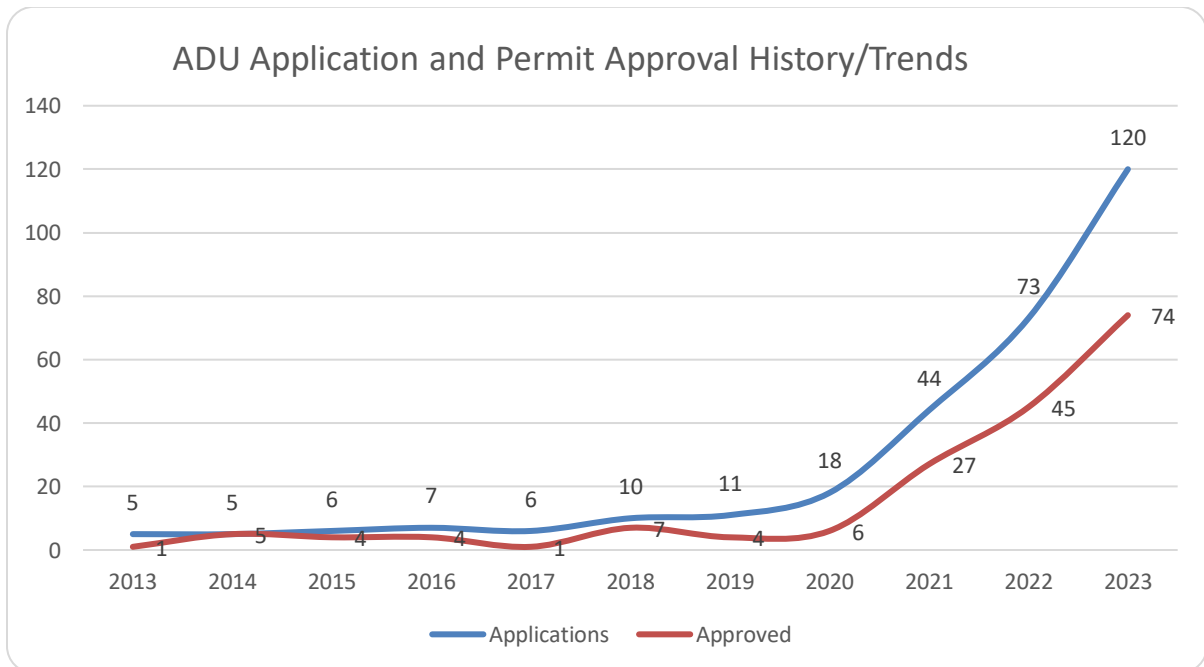
- **The Islamic Center** was previously included in the Housing Element and expressed their support for the CLO on their site. Under the existing RE zoning, 12 units could be developed on this property.

As stated above, there is capacity to add 189 housing units to church sites in Yorba Linda without any rezoning (excluding the five church sites proposed for designation with the CLO). For purposes of the Housing Element sites inventory, just those three churches identified above with an expressed interest in adding housing to their sites are included, totaling 63 units to contribute towards the City’s moderate and above moderate income RHNA.

3. Accessory Dwelling Units

Accessory dwelling units (ADUs) are small, self-contained dwelling units that provide a kitchen, bathroom and sleeping area. The unit can be attached to the main home with a separate entrance or can be a small detached unit in the rear yard or above a garage. Because of their small size, ADUs typically rent for less than apartments, and can provide affordable rental options for smaller households, and can provide rental income for the homeowner.

Between 2018-2020, the City has approved 31 ADUs or approximately 10 ADUs per year; however, in 2021, the City has seen a trend of approximately one ADU application per week (or nearly 50 per year). In fact, the City has approved 27 ADU permits in 2021, an increase of 65% over the previous average three-year history from 2018-2020. Based on the growth trends over the past three years (2019-2021), the City anticipates approving 50 ADU permits in 2022.



As shown in the chart above, upon adoption of the City’s ADU Ordinance in March 2020, the City began seeing a significant increase in the number of ADU applications. Furthermore, with adoption of the fee waiver pilot program ADU permit and plan check fees in June 2021, the

City saw a 2.5 times increase in applications from the prior year. As the City has become more efficient in processing ADU applications, including eliminating the requirement for internal review by the City's Planning Review Committee, the time between application submittal and permit issuance has narrowed significantly. Pursuant to AB 671, the Housing Element includes a program to further incentivize the production of affordable ADUs, including a pilot program to waive ADU plan check and permit fees; pre-approved ADU plans to streamline the project application and review process and reduce upfront project costs; promotion of ADUs through handouts, simplified application forms and an ADU website page; and exploration of a program to provide ADU funding assistance to homeowners that provide affordability covenants.

Yorba Linda has a number of unique characteristics that make the realistic development capacity of ADUs significantly higher than in many other parts of the region. These characteristics include:

- 1) Large lot sizes – Yorba Linda's minimum lot size is 7,500 square feet, with the majority of residential properties having a minimum lot size of 15,000 square feet. These are extremely large lots compared to much of the rest of suburban neighborhoods. Furthermore, residential lots in Yorba Linda have a minimum 75 foot lot width and 100 foot lot depth; however, the majority of residential properties have a minimum lot width of 100 feet and a minimum lot depth of 150 feet. Clearly, these are large lots in comparison to most residential lots in California, resulting in multiple options available for attached, detached, or conversion for ADUs & JADUs.
- 2) Development Standards – Yorba Linda's development standards for residential zones are set up in order to allow for ample setbacks and building separation between neighbors in order to encourage privacy and openness. These development standards create significant opportunities for ADUs to be constructed in comparison to most other cities with less restrictive development standards. Given that ADUs up to 800 SF are exempt from most local development standards, the City of Yorba Linda provides many opportunities for ADU construction. Furthermore, an incentive could be considered that would exempt all ADUs from certain development standards.
 - a. Lot coverage – Yorba Linda has a maximum lot coverage of between 35%-40% in residential zones. ADUs less than 800 SF are not subject to lot coverage restrictions.
 - b. Setbacks – Even the most restrictive residential zones require 20 foot rear yard setbacks and side yard setbacks of approximately 10 feet. However, the majority of Yorba Linda parcels have between 30-40 foot rear setbacks with side yard setbacks between 10-20 feet.
- 3) Most homes in Yorba Linda have at least three car garages, with many homes having more than four garage spaces. This additional space is ripe for being converted into ADU or JADU space. Furthermore, most Yorba Linda homes have a driveway capable of accommodating at least three vehicles, whereas most other jurisdictions can only accommodate one or two vehicles in the driveway.
- 4) Yorba Linda has one of the highest median household incomes in the SCAG region. This high level of disposable income can facilitate ADU construction based on the ability to self-finance development. The UC Berkeley ADU study² confirms that property owners with a new ADU on their property are more affluent than the typical

² Chapple, K., Ganetsos, D., Lopez, E. (April 22, 2021). Implementing the Backyard Revolution: Perspectives of California's ADU Owners. Retrieved from <https://implementing-the-backyard-revolution.pdf> (aducalifornia.org)

homeowner in California, suggesting that there may not be adequate financing option for lower to moderate income households to construct an ADU.

- 5) Nearly the entire City of Yorba Linda is located in high opportunity areas based on the latest TCAC maps. Therefore, ADU development is one of the best ways for the City to support affirmatively furthering fair housing.
- 6) The City's local ADU ordinance provides for some opportunities to relax some standards, making it even easier to get approval.
- 7) Yorba Linda's Measure B (Citizen's Right to Vote Initiative) puts housing approvals in the hands of the voters, whereas ADUs are already by-right opportunities.
- 8) HCD has also approved an ADU affordability analysis prepared by SCAG. For Orange County, this allows jurisdictions to assume ADUs to be counted towards its lower income RHNA as follows: 15% as very low income, 57% as low income, and 28% as moderate income. Additionally, the City requests that all ADU applicants fill out an affordability survey to identify how the ADU is intended to be used. The vast majority of ADU surveys submitted in Yorba Linda demonstrate that these units are being utilized to provide for intergenerational housing within the family.

Given these characteristics and Yorba Linda's growing track record in providing ADUs, combined with the additional incentives of fee waivers, pre-approved plans, ADU promotion and outreach, and potential ADU development assistance program for rent-restricted units, the sites inventory projects a minimum of 50 new ADUs to be produced annually, or 400 over the 2021-2029 planning period. The projected affordability of these ADUs is based on SCAGs Regional Accessory Dwelling Unit Affordability Analysis (December 2020). The City will annually monitor ADU production and affordability as part of the Annual Performance Report (APR) on the Housing Element, and conduct reviews in 2024, 2026 and 2028 to evaluate if ADU production levels are being achieved. If ADU production is falling short, the City will ensure adequate sites are available to address the lower income RHNA, or will commit to rezoning additional sites within one year (as necessary) to offset any shortfall.

4. Sites for Rezoning

Government Code section 65583.2(h) requires sites that are identified for rezoning to accommodate a lower income RHNA shortfall fulfill the following requirements:

- Permit owner-occupied and rental multifamily uses by right for developments in which 20 percent or more of the units are affordable to lower income households.
- Permit the development of at least 16 units per site.
- Ensure sites permit a minimum of 20 dwelling units per acre.
- Ensure a) at least 50% of the shortfall of low- and very low-income regional housing need can be accommodated on sites designated for exclusively residential uses, or b) if accommodating more than 50% of the low- and very low-income regional housing need on sites designated for mixed-uses, all sites designated for mixed-uses must allow 100% residential use and require residential use to occupy at least 50 percent of the floor area in a mixed-use project.

A rezone program has been included in the Housing Element (Program #8) to fulfill the above requirements. As presented in Table IV-2, the City has identified a total of 18 Opportunity Sites for rezoning to accommodate the RHNA growth for Yorba Linda. More than half of Yorba Linda's shortfall in its lower income RHNA will be accommodated on sites designated for exclusively residential use, therefore the City will not be subject to requirements to allow 100 percent residential on mixed use site.

A more detailed table and photo exhibits of the Opportunity Sites identified for rezoning is presented in Appendix C to the Element. As a means of documenting how these sites can realistically be assembled and developed during the planning period, a narrative description of factors supporting development has been prepared for each of the sites. This analysis further details existing conditions, including the presence of economically marginal uses, underutilized parking lots, common ownership of adjacent parcels, and City owned parcels, as well as where there has been recent property owner interest in upzoning and development on the sites.

Table IV-2: Housing Element Rezone Sites

Site ID	Site Description and Address	Acres	Current Zoning	Proposed Zoning Action	Total Net Unit Potential	Realistic Unit Potential
RM-60 – between 20 to 60 units/acre						
S6-015	Prior John Force Racing 22722 Old Canal Road	2.56	PD	PD RM-60 standards	154	131
S6-020	Extended Stay America 22711 Oak Crest Circle	4.04	PD	PD RM-60 standards	242	206
S6-025	Bac Tran Savi Ranch Site	23 (8 net)	PD	PD RM-60 standards	480	453
Realistic Unit Potential on RM-60 Sites:						790
Affordable Housing Overlay (AHO) Sites – up to 35 units/acre						
S1-200	SEC Rose Dr/Blake Rd	5.94	RE	RM-20 w/h AHO	208	178
S3-082	4791 and 4811 Eureka Ave	1.75	CG	RM-20 w/h AHO	61	53
S4-075	4742 Plumosa Drive	1.62	CG	RM-20 w/h AHO	57	48
Realistic Unit Potential on AHO Sites:						279
Congregational Land Overlay (CLO) Sites – up to 35 units/acre						
S2-008	Friendship Baptist Church 17151 Bastanchury Rd	4.92 (2.01 net)	RE	RE with CLO	60	60
S3-012	Richfield Community Church 5320 Richfield Rd	9.48 (3.7 net)	RU	RU with CLO	55	55
S2-013	Messiah Lutheran Church 4861 Liverpool St	6.2 (2.03 net)	RU	RU with CLO	40	40
S3-024	Friends Church Overflow Parking	17.45 (1.61 net)	RE	RE with CLO	48	48
S3-210	Shinnyo-En USA 18021-18111 Bastanchury Rd	9.23 (4.09 net)	PD-26	PD-26 with CLO	105	105
Realistic Unit Potential on CLO Sites:						308
Mixed Use Overlay (MUO) Sites – up to 35 units/acre						
S1-021	Vacant Parcel (W of 16951 Imperial Hwy)	1.76	CG-(I)	CG-(I) with MUO	62	53
Realistic Unit Potential on MUO Sites:						53
RM-20 – up to 20 units/acre						
S4-200	18597-18602 Altrudy Lane	2.0	RS	RM-20	40	40
S4-204B	19081-19111 Yorba Linda Blvd	3.90	RE	RM-20	78	66
Realistic Unit Potential on RM-20 Sites:						106
RM – up to 10 units/acre						
S3-211	17651 Imperial Highway	2.32	RS	RM	23	20
S3-207	5300-5393 Richfield Rd	8.83	RU	RM	88	75
Realistic Unit Potential on RM Sites:						95
PD						
S5-008	Fairmont Blvd	9.0	PD	PD (RM stnds at 3 du/ac)	30	27
S3-203	18101-18231 Bastanchury	19.58	PD	PD	98	89
Realistic Unit Potential on PD Sites:						116
Realistic Potential on all Rezone Sites:						1,747

RM-60 Development Standards in Savi Ranch

As described earlier under Public Participation (Chapter I – Introduction) as well as under Measure B Yorba Linda Right-To-Vote Amendment (Chapter III – Constraints), the proposed rezonings under Yorba Linda’s adopted 2021-2029 Housing Element (presented collectively as “Measure Z”) failed to gain voter approval in the November 2022 general election. In order to evaluate next steps in developing a sites inventory that both addresses Yorba Linda’s housing needs and could be supported by community residents, the City determined that a robust and extended resident engagement effort with a broad swath of the community would be helpful. As a starting point for this public engagement, a 17-member Housing Policy Resident Working Group was formed and convened over six meetings in May - June 2023 to develop recommended modifications to the housing sites/rezone plan for consideration by City Council and the community.

One of the Working Group’s key observations was that the City should leverage Savi Ranch to create a new residential and mixed use Downtown-like space for Yorba Linda, consistent with the City’s 2015 Vision Plan for the area. More specifically, in their report to Council on July 18, 2023, the Working Group made the following recommendations pertaining to Savi Ranch:

1. Increase the allocation of residential units in Savi Ranch from 200 to 800 housing units.
2. Increase a Savi Ranch allowable density to 60 dwelling units per acre with a five-story residential height limit. This density also includes a mixed-use overlay that would promote the integration of retail and high-density residential units.
3. Add an additional 8 acres of land from Bac Tran, an individual who owns several large commercial and retail properties in the Savi Ranch area, to the high density residential zoning plan.

At their July 18, 2023 meeting, the Yorba Linda City Council unanimously directed City staff to move forward with the Working Group’s recommendations, which are now reflected in the updated Housing Element sites inventory. In order to achieve the goal of introducing 800 additional units in Savi Ranch, a new program has been added to the Housing Element to establish RM-60 development standards within the Savi Ranch Planned Development (PD-17), including 5 story residential height limits and reduced parking standards, applicable to the following sites:

S6-015 22722 Old Canal Road (prior John Force Racing Headquarters)

S6-020 22711 Oak Crest Circle (Extended Stay America site)

S6-025 Bac Tran Savi Ranch site

The first two sites on Old Canal Road and Oak Crest Circle were included in the Housing Element site inventory adopted by Council in February 2022, but reflect an increase in density from 35 units/acre permitted under an Affordable Housing Overlay to the proposed 60 units/acre. The third site is a new site proposed to be added to the Housing Element, and reflects 8 acres owned by a single individual with an interest in developing higher density housing as a means of revitalizing the area after the loss of numerous big box retail spaces.

The property owner has been in discussions with a non-profit housing developer about developing approximately 300 units on a portion of this site. The site exhibit sheets contained in Appendix C of the Housing Element further detail the factors supporting redevelopment of each of these sites.

Housing Overlays

A key tenet of Yorba Linda's approach to providing sites to address its lower income housing needs will be through the creation of several new Housing Overlay zones: an Affordable Housing Overlay, a Mixed-Use Housing Overlay, and a Congregational Land Overlay. The City contracted with an urban design consultant to conduct site visits and create site development concepts as a foundation for establishing recommended development standards for each of the overlay zones such as height limits, parking requirements, setbacks and transitional height requirements. On August 9, 2022, City Council adopted Ordinance No. 2022-1092, incorporating Chapter 18.17 (Overlay Zones) into the Zoning Code, with implementation subject to successful approval of a Measure B vote to rezone sites designated with one of the Housing Overlays. The following summarizes the basic parameters of each of the overlay zones.

Affordable Housing Overlay: As part of the Housing Element sites inventory, the City has identified three sites for rezoning to RM-20 and designation with an Affordable Housing Overlay (AHO). The overlay would layer on top of the base zoning regulations, leaving in place the option to develop under the base zoning, but providing the opportunity to develop to a greater intensity.

The AHO would provide the following incentives in exchange for providing 20% affordable units (10% very low and 10% low income for rental housing, 20% moderate income units for ownership housing) on these sites:

- Ministerial review
- Increased densities (up to 35 du/acre)
- Increased height limits (3 stories and 40 feet)
- Reduced unit sizes
- Allowance for uncovered parking, common open space and private patios within setback areas

As an additional incentive, developers can access state density bonus law, including by right alternative parking standards, in addition to using the densities allowed in the Overlay.

Congregational Land Overlay: Yorba Linda contains 25 religious congregations that practice various forms of the Christian, Jewish, Muslim and Buddhist religions. Most of the City's congregations date from the 1970's or later during a period of suburban growth, and many possess large land resources. All but two of the Yorba Linda's congregations have more than one acre of land, and eight (32%) have over five acres. These congregations typically have large parking lots which are sized for full occupancy of sanctuaries. Congregations which are not at full capacity likely have unused parking areas. Some also have buildings which are nearing the end of their functional life and are candidates for turnover to other uses. The COVID-19 pandemic has also affected these congregations in manners which are not entirely clear at this point. Conversations with church leaders revealed that attendance ranged from

30-80% of pre-pandemic levels. It is possible that the pandemic will permanently decrease regular attendance at services, as sometimes-tenuous connections with other church members have faded and people make greater use of online services.

Within this context, affordable housing development can be an attractive option for congregations to off-load excess land, use proceeds to support existing ministries, and live out their mission to love thy neighbor. Many local and state governments, including California's, are seeking to promote this type of development, not only for the reasons mentioned above, but because religious-use parking spaces are among the least utilized spaces in urbanized areas being typically used to their maximum capacity only once a week.

As the affordable housing crisis and homelessness continues to worsen, more and more congregations and faith-based groups have sought ways to provide housing for those most in need. In *Making Housing Happen: Faith-Based Affordable Housing Models*,³ Dr Jill Shook presents a range of case studies of how congregations across the country are successfully providing affordable housing through a variety of models: land lease of church properties; adaptive reuse of church buildings; community land trusts, and more. The Congregational Land Subcommittee⁴ in Pasadena indicates they are continuing to see more and more examples of congregations partnering with non-profit developers to provide affordable housing on excess land, several of which are highlighted in Table IV-3 below:

Table IV-3: Examples of Housing on Congregational Land

Congregation	# Housing Units	Other Site Improvements	Developer	Project Status
St. Joseph's Episcopal Church, Buena Park	66 low income senior units	New 3,000 sq.ft. community center, common open space	National CORE	Received planning entitlements
Church of Blessed Sacrament, Placentia	65 low income senior units	New Parish Hall, improvements to church facilities, public garden	National CORE	Received planning entitlements
Garden Grove United Methodist Church	47 very low/low income family and senior units	Space for community clinic and other service agencies	Jamboree Housing	Operational since 2015
Bethel AME, San Diego	16 supportive housing units		Yes in God's Backyard	Under Construction
New Life Holiness Church, Pasadena	52 very low/low income family units		Gangi Development	Pursuing entitlements
West Angeles Church of God in Christ, Los Angeles	70 very low/low income senior units	Community retail space	Related Companies	Operational since 2020
First United Methodist Church, Los Angeles	66 low income family units	Child care center	1010 Development	Operational since 2000s
Immanuel Church, Long Beach	25 low income senior units	Church closed	Thomas Safran & Associates	Operational since late 2010s
Inglewood First United Methodist Church	64 low income units for seniors/ local workforce	Adaptive reuse	Berg	Predevelopment

Source: The Arroyo Group, 2021.

³ Shook, J. (2012). *Making Housing Happen: Faith-Based Affordable Housing Models*. Wipf and Stock Publishers.

⁴ CONGREGATIONAL LAND | Making Housing and Community Happen | (makinghousinghappen.org)

City staff began reaching out to pastors and religious leaders in the community in the fall of 2020 to explore the concept of adding an affordable housing overlay to Yorba Linda’s religious sites. On January 26, 2021, staff hosted a virtual workshop for leaders of the 25 religious’ sites in Yorba Linda, and invited members of the Greater Pasadena Affordable Housing Group Congregational Land Subcommittee to discuss the process involved in developing affordable housing on their properties. Nearly 20 participants were in attendance, representing 12 different congregations, and participants were generally in favor of the affordable housing overlay concept. Staff and the design consultant have conducted numerous site visits and have crafted a set of viable development standards for the Congregational Land Overlay Zone. Key features of the Overlay include:

- Allowing congregations to decrease on-site parking and remove nonessential buildings in order to accommodate housing
- Requiring a minimum percentage and level of deed-restricted affordable housing
- Ensuring that conversion of auxiliary congregational areas such as parking lots to housing will not require a discretionary approval process to amend the religious institution’s existing CUP
- Allowing congregations, in certain circumstances, to transfer their development rights under the Congregational Land Overlay to adjacent properties which have a lower density zoning

The Housing Element sites inventory has identified five religious congregations as most viable for development within the planning period, though all congregations in Yorba Linda will be eligible to take advantage of the additional development rights conferred by the Overlay zone. The City’s urban design consultant determined the potential development area on each of the City’s religious congregations based on development of half the parking area (or the entire parking area for congregations smaller than 2.5 acres), along with any available vacant land. Development potential was calculated using a base density of 30 units/acre (though up to 35 units/acre will be permitted), with densities and building heights tapering down based on the adjacency of single-family zoned parcels. Table IV-4 shows the estimated development capacities on all 25 congregational sites in the City, with more refined analysis and site layouts conducted for the five sites included the Housing Element sites inventory.

Table IV-4: Development Potential on Religious Congregation Sites

Congregation	Address	Site Capacity (units)	Max Development Area ¹	Parking (ac)	Open Space (ac)	Total Site Acreage
1st Church of Christ Science	18341 Lemon Dr	4	0.11	0.11	-	0.28
Agape Christian Church of OC	4572 Rose Dr	31	1.05	1.05	-	2.44
Calvary Chapel of Yorba Linda	18821 Yorba Linda Blvd 4982 Avocado Ave	21	0.69	1.38	-	7
Canyon Hills Friends Church	20400 Fairmont Connector	18	0.59	1.17	-	4.73
Chabad Center	19045 Yorba Linda Blvd	17	0.93	0.35	0.58	1.85
Community Messiah Lutheran²	4861 Liverpool St	40	2.03	2.93	0.57	6.2

Congregation	Address	Site Capacity (units)	Max Development Area ¹	Parking (ac)	Open Space (ac)	Total Site Acreage
Faith Community Church Nazarene	16800 Imperial Hwy 16892 Roxdale Dr 4032 Sesame St	58	1.93	1.48	1.19	4.83
First Baptist Church of Yorba Linda	4858 Main St 4802 Main St 18372 East Lemon Dr	19	0.63	0.35	0.28	2
Friends Church Overflow Parking²	Adjacent 18132 Yorba Linda Blvd	48	1.61	1.61	0	17.45
Friendship Baptist Church²	17141-17151 Bastanchury Rd	60	2.01	1.55	1.23	4.92
Grace Lutheran Church	6550 Fairmont Blvd	29	0.98	1.01	0.48	3.15
Islamic Center of Yorba Linda	4382 Eureka Ave	30	1.58	1.13	1.02	3.88
LDS Church	17142 Bastanchury Rd	98	3.26	1.89	2.31	5.46
LDS Church	5550 Ohio St	26	0.86	1.73	-	3.05
Pope John Paul II Polish Center	16692 Golden Ave	18	1.22	1.22	-	1.76
Richfield Community Church²	5320 Richfield Rd	55	3.70	4.46	1.47	9.48
Rose Drive Friends Church	4221 Rose Dr 16611-16631 Bastanchury Rd	154	5.15	4.46	2.92	14.08
St Mary & St Verena Coptic Orthodox	5401 Fairmont Blvd	20	0.68	0.68	0.34	3.18
Shinnyo-En USA²	18021-18111 Bastanchury Rd	105	4.09	2.92	2.63	9.23
St. Clara de Asis Church	22005 Avenida de la Paz	116	3.87	3.26	2.24	15.23
St. Martin's De Porres Church	19767 Yorba Linda Blvd	37	1.22	1.99	0.23	3.95
The Church in Yorba Linda	3812 N Rose Dr	19	0.64	0.64	-	0.45
The Danish Church and Cultural Center	16881 Bastanchury Rd	19	0.63	0.63	-	1.5
Yorba Linda Methodist Church	19002 Yorba Linda Blvd	44	1.46	1.54	0.69	4.78
Yorba Linda Presbyterian Church	19301 Yorba Linda Blvd	24	0.79	1.57	-	3.38
Total		1,110	41.71	41.11	18.18	134.26

¹ Development area for congregations > 2.5 acres based on use of 50% of parking area + available open space. Development area for congregations with < 2.5 acres based on use of 100% of parking + available open space.

² Congregation included in Housing Element sites inventory.

Mixed-Use Housing Overlay: The Mixed-Use Housing Overlay is designed to apply to one commercial property where housing could benefit the existing or future retail use. It is being proposed for a 1.75 acre vacant commercially zoned property on Imperial Highway. The overlay will allow development of four stories in height (up to 50 feet) and 35 dwelling units per acre, and similar to the Affordable Housing Overlay, will require at least 20 percent affordable units. Commercial floor area (FAR) will be separately regulated from residential density, so that the permitted residential density is not impacted by the inclusion of commercial square footage.

In terms of the likelihood of predominately commercial development occurring on this Mixed Use Sites, the Mixed Use Overlay will require at least 50 percent of the square footage be dedicated to residential use. In addition, the real estate market in Yorba Linda favors residential over commercial uses, as evidenced by the prompt redevelopment of the seven non-residential 5th cycle Housing Element sites with housing (refer to Table IV-5). Regional market trends further support the integration of residential on commercial sites, such as the proposed Brea Plaza project which would redevelop the commercial center's surface parking area with 189 units, the Brea Mall project which proposes development of 383 apartments on 12 acres of surface parking, and the Streetlights at Fullerton which proposes integrating 329 units within the Fullerton Town Center.

Sites Inventory Methodology and Assumptions

This section describes the methodology and assumptions used to develop the Housing Element Adequate Sites Inventory (**Appendix C**). It provides justification for development on non-vacant sites and review of the factors used in estimating the realistic housing potential during the 2021-2029 planning period. The section concludes with a discussion of development on small and large sites, and use of sites from the prior Housing Element.

Suitability of Non-Vacant Sites: Because non-vacant sites comprise more than half of Yorba Linda's site inventory, Government Code Section 65583.2(g)(2) requires that the City analyze the extent to which existing uses may constitute an impediment to additional residential development during the planning period of the housing element. As part of the resolution adopting the Housing Element, the City Council will make findings based on substantial evidence that the existing use is not an impediment and will likely discontinue during the planning period. These findings will be based on a variety of factors including development trends, property owner interest, structure age, property valuation, and development capacity.

Each of the opportunity sites was selected based on a combination of factors rendering it suitable and likely to redevelop during the planning period. These factors include: physical underutilization of the site; economic obsolescence of the existing use (as measured by an improvement-to-land value ratio of < 1.0); dilapidated condition of the existing use; developer and/or property owner interest in development. The sites inventory spreadsheet in Appendix C details these factors for each site, supplemented by a photo exhibit of each site describing various factors that support development.

Yorba Linda has a strong track record in redesignating non-vacant residential and commercial properties for residential development. In order to provide adequate sites for its 4th cycle, 2008-2014 Housing Element, the City rezoned 14 sites RM-10, RM-20 and RM-30. As discussed earlier in this chapter, all but one of these sites has since been developed or is in

the process of being developed, and the property owner of the last remaining site is now interested in moving forward with development.

Table IV-5 presents residential development trends in Yorba Linda under the 5th cycle Housing Element and documents that the majority of development involves redevelopment of existing uses. The market for residential development in Yorba Linda is robust, as evidenced by development on all its prior Housing Element sites. The creation of various zoning overlays with regulatory incentives and by-right development opportunities will render the 6th cycle Housing Element sites all the more attractive for development.

**Table IV-5
Yorba Linda Development Projects and Trends**

Housing Element Site No.	Site Description/ Location	Prior Zoning	Prior Land Use(s)	Acres	Max. Buildout Potential	Actual Buildout Status	% Developed to Max Density
R-M-30 Sites							
3	Yorba Linda/Prospect	Commercial General	Large Medical Office Complex	4.08 acres	122 units	80-unit, 3-story townhome project by DR Horton	66%
4	Bastanchury & Lakeview (middle parcel)	RE and RS	Commercial Nursery	8.51 acres	248 units (between sites 4 & 12 which merged)	Merged with Site 12 for 192-unit townhome project by Melia Homes and Lennar Homes.	77%
5	Old Canal Road Annex Savi Ranch	PD/ Office Commercial	Vacant Manufacturing Industrial	2.8 acres	84 units	54-unit, 3-story townhome project by National Core	64%
6	Mitsubishi Motors Site Savi Ranch	PD/ Office Commercial	Underutilized Manufacturing Industrial	3.2 acres	96 units	69-unit, 3-story townhome project by National Core	72%
14	Lakeview & Mariposa APN# 343-671-01, 02,03,04,05	RE (1.8 du/ac)	Former Oil Field	4.98 acres	149 units	Entitled for Senior Apartments by ETCO Homes with 82 units of independent living, 76 units of assisted living and 82 memory care beds.	106%
R-M-20 Sites							
7	Lakeview/ Strawberry-Field	Commercial General	3 SFRs and Agriculture	4.7 acres	94 units	New City Library Site	NA
8	Lakeview/ Altrudy	RS (3.0 du/ac)	Vacant	2.4 acres	48 units	48-unit, 1- and 2-story senior apartment project by C&C Development/ Orange Housing	100%
NA	18602 Altrudy	TCSP	2 single-family homes	2.0 acres	40 units	Pending Measure B election	100%
R-M-10 Sites							
1	Prospect (Greenhouse)	Commercial General	Large Commercial Greenhouse/ Agricultural Facility	5.5 acres	55 units	48-unit, 2-story townhome project by Pulte Homes	87%
2	Wabash & Rose	Commercial General	3 SFRs plus RV storage and repair facility	1.85 acres	18 units	18-unit, 2-story townhome project by City Ventures	100%

**Table IV-5
Yorba Linda Development Projects and Trends**

Housing Element Site No.	Site Description/ Location	Prior Zoning	Prior Land Use(s)	Acres	Max. Buildout Potential	Actual Buildout Status	% Developed to Max Density
9	Bastanchury & Lakeview (eastern parcel)	RE (1.8 du/ac) and RS (3.0 du/ac)	2 SFRs plus commercial equestrian stable and riding academy	4.08 acres	40 units	40-unit, 2-story paired home project by Melia Homes	100%
11	Nixon Archive	RE	5 SFRs	5.9 acres	59 units	51-unit, 2-story townhome project by Brandywine Homes	86%
12	Bastanchury & Lakeview (western parcel)	RE and RS	Commercial Nursery	8.51 acres	248 units (between sites 4 & 12 which merged)	Merged with Site 4 for 192-unit townhome project by Melia Homes and Lennar Homes.	77%
Average Developed Density to Maximum Density							85.8%

¹ The project's entitlements classify it as a Community Care Facility which is not regulated by density.

In addition to the development trends supporting redevelopment presented in Table IV-5, Appendix C includes a detailed narrative describing the factors supporting redevelopment of each opportunity site and provides evidence that the existing use does not serve as an impediment to residential development over the next eight years. It shows that there is interest among the current property owners and developers for residential projects in the highly-sought after Yorba Linda community.

Realistic Development Capacity Analysis

As required by Housing Element statute, local governments must analyze available sites based on their realistic residential development capacity. In other words, the development density that can actually be achieved on a site might be less than the maximum residential densities permitted by the underlying General Plan land use and Zoning. Therefore, to establish realistic capacity, jurisdictions must consider cumulative development standards such as maximum lot coverage, height, open space, parking, on-site improvements (sidewalks or easements), and floor area ratios in the calculations.

As discussed earlier in the Governmental Constraints chapter (see Land Use Controls), the City's urban design consultant conducted "density testing" in conjunction with creation of the City's new RM 10, RM 20 and RM 30 development standards to ensure cumulative standards supported development at the top end of the density range. As shown in Table IV-5, while several projects have developed at 100% of the maximum permitted density, on average, recent projects in Yorba Linda have developed to 85.8% of the maximum permitted density under zoning. Development capacities for Housing Element sites have thus been adjusted downwards to 85% of total capacity under zoning, despite development standards that facilitate achievement of 100% of permitted densities.

For example, for purposes of identifying typical densities on the Affordable Housing Overlay (AHO), Congregational Land Overlay, and Mixed Use Overlay sites, sites are assumed to develop at 85% of the base Overlay density of 35 dwelling units per acre (30 units/acre), with property owners utilizing the Overlay automatically eligible for a minimum 35% density increase under State density bonus law. Affordable housing projects typically build out to the top end of the permitted density range, and can be expected to take advantage of additional incentives and reduced parking standards available under State density bonus law.

Site Size

Per State law, sites smaller than half an acre or larger than 10 acres are not considered adequate to accommodate lower income housing need unless it can be demonstrated that sites of equivalent size were successfully developed during the prior planning period, or other evidence is provided that the site can be developed as lower income housing. No opportunity sites over 10 acres are included in the lower income Sites Inventory.

While the City's site inventory does not include any opportunity sites that total less than one-half acre, individual parcels that comprise several sites are less than one-half acre. To ensure housing units in these opportunity sites are credited as lower income units, a Lot Consolidation Program is included in the Housing Element. As part of the program, the City will first conduct outreach to property owners to identify meaningful incentives to facilitate lot consolidation and redevelopment. The City will then develop specific incentives such as flexible development standards and a streamlined permit processing.

Sites Identified in Previous Housing Elements

Government Code Section 65583.2(c) specifies that a non-vacant site identified in the previous planning period or a vacant site that has been included in two or more previous consecutive planning periods cannot be used to accommodate the lower income RHNA unless the site is subject to a policy in state housing element law requiring rezoning within three years of the beginning of the planning period to allow residential use by right for housing developments in which at least 20 percent of the units are affordable to lower income households.

One site included in this Housing Element Site Inventory was also in the previous Yorba Linda Housing Element (5th Cycle), a ½ acre parcel located at 4822 Eureka Avenue developed with a car wash and small retail center. However, given the small size of the site, it has not been allocated towards addressing the City's lower income RHNA needs, and is thus not subject to Government Code Section 65583.2(c).

5. Housing Resulting from Duplexes and Lot Splits in Single-Family Zones (SB 9)

Senate Bill 9 will allow property owners to split a single-family zoned lot into two lots and/or place up to two housing units on a single-family zoned lot. Eligibility for lot splits include:

- The parcel must be located in a single-family residential zone;
- The two new parcels must be relatively equal in size (60%/40% maximum split);
- The two new parcels must be no smaller than 1,200 square feet; and
- The property owner must occupy one of the housing units created by the lot split for a minimum of three years.

The creation of duplexes and/or lot splits on single-family parcels under SB 9 are subject only to ministerial review, and are exempt from environmental review under CEQA. City Planning staff have been receiving numerous inquiries from property owners about the ability to add additional housing under SB 9. On January 18, 2022, the City Council conducted the first reading of an ordinance to implement SB 9 housing developments and urban lot splits consistent with State law. The second reading is scheduled for February 1, 2022, and the ordinance will go into effect 30 days after the second reading.

UC Berkeley's Turner Center for Housing Innovation⁵ has conducted a study to assess the potential impact of SB 9 on housing supply. Through use of an economic model to test market feasibility on existing parcels with detached single-family homes, the Turner Center study indicates that approximately ten percent of Orange County's single-family parcels would be financially feasible to develop under SB 9's provisions, equating to approximately 47,000 new market-feasible units. Within the City of Yorba Linda, the study identifies approximately 2,600 additional units that would become market feasible under SB 9. While it is premature to forecast production, the increase in development capacity under SB 9 will certainly contribute to addressing a portion of Yorba Linda's housing needs. The City will monitor production under SB 9 as part of the Annual Performance Report on the Housing Element, including contribution of towards meeting its RHNA goals.

Development under SB 9 will help to affirmatively further fair housing (AFFH) in Yorba Linda by providing the opportunity to integrate smaller-scale housing within higher-resource, single-family neighborhoods. The ability to convey new units under separate ownership will afford a wider range of financing options for property owners than are available for ADU construction. According to the Turner Center study,⁶ there are few loan products available to finance the construction of ADUs, and those that are available often do not cover the entire cost of development. Development under SB 9 will expand homeownership opportunities for modest income households who will be able to apply for a traditional mortgage for home purchase

6. Availability of Infrastructure and Public Services

Yorba Linda is a younger community with the necessary infrastructure in place to support future development in the established areas. The utility infrastructure is relatively new with the majority of public service capacity not yet in need of repair or replacement. One exception is in portions of the Yorba Linda Water District's (YLWD) westerly service area where approximately 24,000 feet of waterline was constructed in the 1920s through 1950s. According to YLWD, the majority of these waterlines will be replaced over the 2022 to 2024 period. All sites are adjacent to existing public roadways and are serviceable by police and fire departments, as well as private companies that provide phone, cable, gas, and electric service. Existing water delivery and wastewater collection infrastructure is available to all properties located in the residential sites inventory and the City has adequate water and wastewater capacity to accommodate the RHNA of 2,415 units. In summary, no sites included within the sites inventory for the 2021-2029 Housing Element are constrained by infrastructure availability.

⁵ Metcalf, B., et. al. (2021). "Will Allowing Duplexes and Lot Splits on Parcels Zoned for Single-Family Create New Homes?" Turner Center for Housing Innovation, UC Berkeley.

⁶ Ibid.

V. HOUSING PLAN

C. HOUSING PROGRAMS

PROVIDE ADEQUATE RESIDENTIAL SITES

8. Housing Opportunity Sites & Rezone Program. The sites analysis conducted for the Housing Element identified a shortfall of sites with zoning in place to address the City’s lower income regional housing needs (RHNA). As presented earlier in Table IV-1, the City has a current shortfall of zoning for 1,665 units, requiring an additional 32 acres of land zoned for 30 units/acre (lower income), 13 acres at 10-20 units/acre (moderate income), and 47 acres at 10 units/acre or below (above moderate income). After the proposed rezonings under Yorba Linda’s adopted 2021-2029 Housing Element (presented collectively as “Measure Z”) failed to gain voter approval in the November 2022 general election, the City undertook a robust community engagement effort to refine the sites inventory to better reflect the desires of the community. The resulting sites inventory proposed in this Housing Element amendment identifies a total of 18 high priority sites encompassing approximately 90 acres for rezoning (refer to Table IV-2). Pursuant to State Housing Element statutes (Govt Code section 65583.2(h)), sites identified for rezoning to address the City’s lower income RHNA shortfall shall meet the following requirements:

- Permit owner-occupied and rental multi-family uses by-right⁷ for projects with 20% or more units affordable to lower income households
- Permit a minimum density of 20 units per acre
- Allow a minimum of 16 units per site
- Accommodate at least 50 percent of the lower income need on sites designated for residential use only

All sites proposed for rezoning will be subject to a vote of the electorate under the City’s Measure B provisions (i.e., the “Yorba Linda Right to Vote Amendment” – Chapter 18.01 of the Municipal Code). Table V-3 presents a timeline which details each of the steps involved in rezoning sites under Measure B. The City will initiate the Measure B election, conduct community outreach and education on the benefits of higher density housing, and pay for all costs associated with the ballot measure.

⁷ The phrase “use by right” shall mean that the local government’s review of the owner-occupied or multifamily residential use may not require a conditional use permit, planned unit development permit, or other discretionary local government review or approval that would constitute a “project” for purposes of Division 13 (commencing with [Section 21000](#)) of the [Public Resources Code](#).

Table V-3 Milestones for Housing Element Adoption, Rezoning and Measure B Election

Anticipated Date	Action	Requirements
Sept – Oct 2023	City holds a series of public workshops to engage the community on housing policy	Community meetings
Oct 2023	Planning Commission holds a public hearing on proposed Housing Element amendment	Public hearing
Dec 2023	City Council holds a public hearing on proposed Housing Element amendment	Public hearing
Dec 2023	Draft Housing Element amendment sent to HCD for review	Housing Element posted for minimum of 7 days prior to HCD submittal
Dec - March 2024	City coordinates with HCD to attain compliance letter on Housing Element amendment	
March 2024	Environmental review of the Housing Element amendment for CEQA compliance begins	
April 2024	Traffic Commission reviews Housing Element amendment and provides feedback	Public hearing
May 2024	Planning Commission hosts a public hearing on the Housing Element amendment and recommends adoption to the City Council	Public hearing
June 2024	City Council adopts revised Housing Element and, pursuant to Measure B requirements, calls for a ballot vote on density increases on recommended sites identified in Housing Element	Public hearing
Adopt Plan amendment by Aug 2024	Create RM-60 development standards for the Savi Ranch Planned Development designed to facilitate development at the upper end of the density range	
November 5, 2024	Measure B Election Date for voter approval on proposed zone changes	
If continued shortfall after second Measure B election:		
Spring 2025 (within 6 months of Measure B election)	Coordinate with the State as to City's options	

2021-2029 Objective: Undertake the following in support of rezoning: 1) Conduct public hearings and adopt Housing Element amendment; 2) Create RM-60 standards and adopt amendment to Savi Ranch PD to incorporate; 3) Conduct Measure B vote on proposed rezone sites. To the extent a shortfall exists in sites receiving Measure B approval, propose alternative sites for rezoning to address the City's regional housing needs for lower and moderate income households; amend the Housing Element for HCD review; conduct subsequent Measure B election. Process development applications on rezone sites ministerially, subject to the requirements under Government Code section 65584.09.

9. Affordable Housing Overlay. Affordable Housing Overlay (AHO) zones provide a package of incentives to developers who include a specified percentage of affordable units in their projects. They are called “overlay” zones because they layer on top of established base zoning regulations, leaving in place opportunities for properties to develop under the base zoning. An important advantage of the overlay zone approach (in contrast to up-zoning) is that it does not create non-conforming uses.

In conjunction with the rezoning of sites to RM-20 to address the RHNA shortfall, the City will apply an Affordable Housing Overlay to these sites, allowing for 20 - 35 units/acre in exchange

for inclusion of 20% lower income units in rental projects, or 20% moderate income units in ownership projects.

The Affordable Housing Overlay zone (Zoning Code Chapter 18.17) sets forth objective development standards and ministerial review processes, and includes the following incentives:

- Increased densities (to 35 units/acre)
- Increased height limits (3 stories and 40 feet)
- Reduced unit sizes
- Allowance for uncovered parking, common open space and private patios within setback areas
- Ministerial review

As an additional incentive, developers can access state density bonus law in addition to using the densities allowed in the Overlay. Because sites designated with the Affordable Housing Overlay are addressing a lower income RHNA shortfall, development applications will be processed ministerially, and be subject to the requirements under Government Code section 65583.2(h) and (i).

***2021-2029 Objective:** Upon successful approval of a Measure B vote to rezone sites in November 2024, implement the new Affordable Housing Overlay with development standards designed to facilitate development at the upper end of the density range.*

10. Commercial Mixed-Use Overlay. The City has also developed a Commercial Mixed-Use Overlay to apply to commercial properties where housing could benefit the existing retail use. The concept is to allow for the integration of housing on underutilized or aging commercial sites, while retaining at least 10,000 square feet of the existing commercial square footage to provide services to new residents and the surrounding community. The property currently being proposed for the commercial mixed-use overlay is of sufficient size to permit a marketable commercial retail center and sufficiently-sized housing development to be developed next to each other on the property. The overlay will allow development of four stories in height (up to 50 feet) and 35 dwelling units per acre, and will require at least 50 percent of the square footage be dedicated to residential use. Residential uses may be located on top of commercial uses (vertical mixed-use) or in separate structures on the same lot (horizontal mixed-use).

Because sites designated with the Mixed Use Overlay are addressing a lower income RHNA shortfall, development applications will be processed ministerially, and be subject to the requirements under Government Code section 65583.2(h) and (i).

***2021-2029 Objective:** Upon successful approval of a Measure B vote to rezone sites in November 2024, implement the new Commercial Mixed-Use Overlay with development standards designed to facilitate development at the upper end of the density range.*

11. Congregational Land Overlay. Yorba Linda is home to 25 religious institutions which are important components of the City's social fabric. The City has met with over a dozen of these congregations to discuss the concept of a Congregational Land Overlay zone which would allow for affordable housing on religious sites, while retaining the existing religious use. This approach has salience in the community because many congregations have large

parking areas that are used sparingly, and other underutilized land that, with the necessary zoning in place, could be used for affordable housing that furthers the congregation’s mission to help the underserved. Given the receptivity of local congregations, along with support of the City’s decision-makers, the City has contracted with an urban design consultant to conduct site visits, develop conceptual site plans, and to create viable development standards for a Congregational Land Overlay Zone. Key features of the Congregational Land Overlay Zone include:

- Allowing congregations to decrease on-site parking and remove nonessential buildings in order to accommodate housing
- Requiring a minimum percentage and level of deed-restricted affordable housing
- Ensuring that conversion of auxiliary congregational areas such as parking lots to housing will not require a discretionary approval process to amend the religious institution’s existing CUP
- Allowing congregations, in certain circumstances, to transfer their development rights under the Congregational Land Overlay to adjacent properties which have a lower density zoning

The overlay will allow development of three stories in height (up to 40 feet) and 35 dwelling units per acre. Because sites designated with the Congregational Land Overlay are addressing a lower income RHNA shortfall, development applications will be processed ministerially, and be subject to the requirements under Government Code section 65583.2(h) and (i).

2021-2029 Objective: *Upon successful approval of a Measure B vote to rezone sites in November 2024, implement the new Congregational Land Overlay with development standards designed to facilitate development at the upper end of the density range. Help to connect congregations with non-profit developers to discuss options for affordable development on their sites, and conduct a follow-up meeting with the congregations and interested development partners.*

12. Savi Ranch RM-60 Development Standards.

One of the key modifications proposed under the amended Housing Element is to increase the allocation of residential units in the Savi Ranch Planned Development (PD-17) from 200 to 800 units to create a new residential and mixed use Downtown-like space for Yorba Linda, consistent with the City’s 2015 Vision Plan for the area. In order to achieve this goal, the City will amend the Savi Ranch PD to incorporate RM-60 development standards within the PD’s Retail Commercial Subarea, providing increased densities up to 60 units/acre, 5 story residential building heights, and reduced parking. The City will work with its urban design consultant to establish RM-60 development standards designed to facilitate achieving maximum densities.

2021-2029 Objective: *Amend the Savi Ranch PD-17 by August 2024, with implementation contingent upon a successful Measure B vote in November of that year.*

REMOVAL OF GOVERNMENTAL CONSTRAINTS

15. Measure B. The City recognizes the constraints of Measure B upon the provision of higher density and affordable housing related to development certainty, timing and associated costs. As codified in Section 18.01.110 of the Zoning Code, any amendment to Measure B requires

a ballot measure with majority voter approval; the City is therefore seeking to mitigate the constraints imposed by Measure B through several alternative methods. (1) Immediately upon adoption of the Housing Element in February 2022, the City developed and adopted three new overlay zones (Affordable Housing Overlay, Congregational Land Overlay, and Commercial Mixed Use Overlay) which provide modified development standards and ministerial approvals to facilitate affordable multi-family development (*refer to Programs #9, #10, #11*). (2) In light of the failure of the November 2022 Measure B vote to rezone 27 sites, the City has undertaken a robust resident engagement effort to develop a sites inventory that can be supported by community residents. Based on the results of this community input, the City is pursuing rezoning through a 2nd Measure B election to designate 18 sites at densities appropriate to address the community's lower and moderate income housing needs (*refer to Program # 8*). The City will initiate the Measure B election, conduct community outreach and education on the benefits of higher density housing, and pay for all costs associated with the ballot measure. (3) The City has adopted a specific plan for the Town Center which integrates a mix of housing types near both jobs and bus lines, and is seeking to integrate up to 800 units of high density and mixed use housing in Savi Ranch, the City's major employment center, located adjacent to the 91 Freeway (the primary east/west connector from Riverside County through central Orange County) which will assist with the reduction of vehicle miles traveled and associated greenhouse gas emissions.

In addition to these actions, in conjunction with the City Attorney's Office, the City evaluated various options to mitigate the constraints of Measure B, which states: "*Once this chapter (Yorba Linda Right to Vote Amendment) becomes effective no provision of this chapter may be amended or repealed except by a majority of the voters of the City of Yorba Linda voting on a ballot measure for that purpose*" (Sec. 18.01.110). Therefore, the City Council does not have authority to modify any provision in Measure B without voter approval. The City has identified zoning tools already permitted within existing provisions it can utilize to facilitate housing, including but not limited to: a) rezoning non-residential use to a density of less than 10 units per acre; b) implementing zoning and incentives to encourage the development of accessory dwelling units; and c) adoption of an SB 9 housing development/urban lot split ordinance consistent with requirements under state law.

2021-2029 Objective: *Mitigate the impacts of Measure B on creation of higher density and affordable housing through: establishment of three new overlay zones; rezoning select sites to higher densities; and accommodating higher density and mixed use housing near jobs and transit. Utilize available zoning tools and State housing laws which facilitate housing.*

EQUAL HOUSING OPPORTUNITIES AND SPECIAL NEEDS

21. Fair Housing/Affirmatively Furthering Fair Housing. The City uses the services of the Orange County Fair Housing Council for fair housing outreach and educational information, fair housing complaints, tenant/landlord dispute resolution, and housing information and counseling. Many of the people who contact the Council have basic questions about landlord and tenant rights and responsibilities; housing counselors provide clients with comprehensive information to help resolve tenant/landlord issues. The Council conducts fair housing education and outreach throughout Orange County.

The biggest fair housing issues facing Yorba Linda are: need for additional affordable housing in new developments and existing neighborhoods, maintenance of older units, and fair housing outreach to seniors and persons with disabilities. The new Affirmatively Furthering

Fair Housing (AFFH) component of the Housing Element connects these fair housing issues with programs in the Housing Element, as well as additional meaningful actions that the City will undertake to help address them. Table V-4 on the following pages presents a summary of the issues, contributing factors, and the City's planned actions to address these issues.

Table V-4: Summary Matrix of Fair Housing Issues and Actions for Mitigation

Fair Housing Issue	Contributing Factors	Priority Level	Action
<p>A. Fair Housing Outreach <i>(Housing Mobility)</i></p>	<ol style="list-style-type: none"> 1. Outreach to seniors due to digital divide/unaware of available resources 2. Certain racial/ethnic groups have a higher percentage of tenant/landlord complaints compared to their percentage of the City's population overall 3. More education needed by the public sector for residents to become familiar with available resources 	<p>Medium</p>	<p>City Action: By the end of 2022 have additional fair housing information posted at the Yorba Linda Senior Center site and on their digital platforms. Hold an informational workshop in 2023 and 2025. <i>Community Development Dept</i></p> <p>City Action: By December 2022, conduct a fair housing information session for the City Council. Invite local nonprofits (including the Orange County Human Relations Commission, the Kennedy Commission, Making Housing Happen and People for Housing O.C.) to attend. <i>Community Development Dept</i></p> <p>City Action: Publish Fair Housing information, including any community meetings, on non-traditional media such as Facebook or Instagram, and conduct targeted outreach to tenants, mobile home park residents and other lower income populations. <i>Community Development Dept, Public Information Officer</i></p> <p>Action Outcomes: Through the above steps, the City's goal will be to increase the distribution of fair housing materials by at least 25 percent and to increase awareness of fair housing options among residents, including special needs and low income residents. Throughout the informational workshops and Council workshops, develop a comprehensive list of interested nonprofits, property owners and community members that can be utilized for future outreach. Seek to increase the number of Yorba Linda residents counseled through the Fair Housing</p>

Table V-4: Summary Matrix of Fair Housing Issues and Actions for Mitigation

Fair Housing Issue	Contributing Factors	Priority Level	Action
			Council of Orange County from an average of ten to twelve annually.
<p>B. Need for additional affordable housing and community revitalization in certain built out neighborhoods</p> <p><i>(Place based Strategies, Displacement)</i></p> <p>[Encompasses the County AI goal of expanding access to opportunity for protected classes]</p>	<ol style="list-style-type: none"> 1. Levels of overpayment. 2. Low number of HCVs in the City compared to the County overall. 3. Affordable housing opportunities needed for special needs groups, including: the disabled (Tracts 218.24) and female headed households (Tracts 117.18 and 218.26) 4. Continued public Investment in infrastructure and accessibility improvements in moderate resource opportunity areas. 	<p>High</p>	<p>City Action: Starting in 2022, work with the FHCOG to contact landlords of affordable multifamily complexes every two years and provide fair housing information and assistance. This outreach will focus on promoting the Section 8 voucher program to landlords who have not previously participated in the program and should include multi-lingual materials. Outreach should be targeted to the special needs Census Tracts 218.24, 117.18 and 218.26. <i>Community Development Dept</i></p> <p>City Action: Adopt an Ordinance by 2022 to expand the housing supply in High Resource single-family zones by allowing for lot splits and duplexes under the parameters of SB 9. In coordination with research being conducted at the State level, pursue opportunities to incentivize and provide funding assistance for homeowners to provide affordable units under SB 9 (2023, 2025). <i>Community Development Dept</i></p> <p>City Action: Continue to improve access to persons with disabilities through ADA improvement to streets, sidewalks and public facilities. Dedicate or seek funding, including annual CDBG allocations, to prioritize infrastructure and accessibility improvements in the moderate resource opportunity areas (Census Tracts 218.20 and 218.26). <i>Community Development Dept, Public Works</i></p>

Table V-4: Summary Matrix of Fair Housing Issues and Actions for Mitigation

Fair Housing Issue	Contributing Factors	Priority Level	Action
			<p>City Action: Coordinate with the Orange County Housing Authority in 2023 about utilizing the mobility counseling program in Yorba Linda. This OCHA program informs Housing Choice Voucher holders about their residential options in higher opportunity areas and provides holistic supports to voucher holders seeking to move to higher opportunity areas. <i>Community Development Dept</i></p> <p>Action Outcomes: Increased public and private investment in moderate resource areas and neighborhoods with higher percentages of special needs groups, including at least 25% of the City's \$360,000 CDBG allocation for ADA improvements in public rights-of-way in Census Tracts 218.20 and 218.26 during 2021-2029. Through landlord outreach and OCHA's mobility counseling program, the City's goal will be to increase Housing Choice Vouchers through the Orange County Housing Authority by 10%, from 98 to 108 vouchers. And through implementation of the City's SB 9 ordinance, seek to integrate at least five units annually in high resource single-family districts.</p>
<p>C. Need for Affordable Housing in New Developments <i>(New Opportunities)</i></p> <p>[Encompasses the County AI goal of increasing the supply of affordable housing in high opportunity areas]</p>	<ol style="list-style-type: none"> 1. Availability of affordable housing in all areas of the City, including those where rents and sale prices have become exclusive (as shown on the Displacement Map). 2. Need for affordable housing options throughout the City. 	<p>High</p>	<p>City Action: Adopt the Affordable Housing Overlay, Commercial Mixed Use Overlay and Congregational Land Overlay in conjunction with the Housing Element in 2022, providing geographically dispersed sites for over 600 lower income units which foster a more inclusive community. Initiate rezoning and the Measure B election in 2024, and pay for all costs associated with the ballot measure. (see Programs 8 -11). <i>Community Development Dept</i></p>

Table V-4: Summary Matrix of Fair Housing Issues and Actions for Mitigation

Fair Housing Issue	Contributing Factors	Priority Level	Action
			<p>City Action: Increase the allocation of units in Savi Ranch from 200 to 790 high density units, creating a better geographic distribution of development between the eastern and western areas of the community. <i>Community Development Dept</i></p> <p>City Action: Promote and support the development of Accessory Dwelling Units (ADUs), including pursuing funding for rent-restricted ADUs, and seek to issue permits for over 50 units annually throughout Yorba Linda (see Program12). <i>Community Development Dept</i></p> <p>City Action: Expand information available on affordable housing in Yorba Linda, including any community meetings on non-traditional media such as Facebook and Instagram. <i>Community Development Dept, Public Information Officer</i></p> <p>City Action: Require affordable developers receiving public funds to prepare an affirmative marketing plan, and encourage private developers with affordable units in their projects to prepare an affirmative marketing plan. The affirmative marketing plan shall ensure marketing materials for new developments are designed to attract renters and buyers of diverse demographics, including persons of any race, ethnicity, sex, handicap, and familial status. <i>Community Development Dept, City Attorney's Office</i></p>

Table V-4: Summary Matrix of Fair Housing Issues and Actions for Mitigation

Fair Housing Issue	Contributing Factors	Priority Level	Action
			<p>City Action: During the public hearing processes for the Affordable Housing Overlay, Mixed-Use Housing Overlay, and Congregational Land Overlay, as well as the outreach process for the Measure B election (occurring in November 2022), utilize tools such as the “Myths and Facts About Affordable & High Density Housing” currently on the City’s website to show what affordable housing means and who it benefits. Contact Kennedy Commission, Making Housing Happen and People for Housing O.C. for potential input. Conduct at least five educational events for the public in locations throughout the community. <i>Community Development Dept, Public Information Officer</i></p> <p>City Action: By the end of 2022, research the development of a program that would provide low-interest loans to single-family homeowners and grants to homeowners with household incomes of up to 80% of the Area Median Income to develop accessory dwelling units with affordability restrictions on their property. This research should also explore outside funds. If funding is available, establish a pilot program by December 2023 with a goal of achieving at least two deed restricted ADUs annually; evaluate the program by the end of 2025. <i>Community Development Dept</i></p> <p>Action Outcomes: An increased variety of housing options available to Yorba Linda residents throughout the city, including areas that have traditionally only had single-family ownership housing. Provide adequate sites for over 1,300 lower income</p>

Table V-4: Summary Matrix of Fair Housing Issues and Actions for Mitigation

Fair Housing Issue	Contributing Factors	Priority Level	Action
			households, over 480 moderate income households, and over 650 above moderate income households, exceeding the City’s RHNA requirements. Seek to achieve an aspirational goal of 15% of new units produced in high resource areas as affordable to very low, low or moderate income households.
<p>D. Community Conservation</p> <p><i>(Place based strategies, Displacement)</i></p>	<ol style="list-style-type: none"> 1. Challenges for housing/property upkeep due to financial/physical constraints. 2. Age of housing stock 	<p>Medium</p>	<p>City Action: Include information about rehab and maintenance resources (including the Residential Rehabilitation Program and Community Preservation Program) in City newsletters and on the website. Include translated information when feasible. Seek to assist 10 households annually. Starting in 2022, conduct targeted outreach through annual mailings to Census Tracts 218.20 and 218.26. about available rehabilitation assistance.</p> <p><i>Community Development Dept, Public Information Officer</i></p> <p>Action Outcomes: Given the age of Yorba Linda’s housing stock, increased rehabilitation options will benefit all neighborhoods in the city. Through remediation of substandard housing conditions, return approximately six units/year to safe and sanitary conditions.</p>

Table V-5: Housing Program Summary 2021-2029

Housing Program	Program Goal	2021-2029 Objective	Funding Source	Responsible Agency	Time Frame
PROVIDE ADEQUATE SITES					
8. Housing Opportunity Sites and Rezone Program	Provide adequate sites to address the City's RHNA and incentivize the production of affordable units.	1) Conduct public hearings and adopt Housing Element; 2) Prepare and adopt new RM-60 development standards; 3) Conduct Measure B vote on rezone sites; 4) Rezone sites accordingly, and process ministerially consistent with requirements under Government Code section 65584.09.	Department Budget	Community Development Department	Complete Measure B rezoning in Nov 2024. If shortfall in sites to meet RHNA, coordinate with the State by Spring 2025 as to the City's options.
9. Affordable Housing Overlay (AHO)	Incentivize development of affordable housing on designated multi-family sites.	Create AHO to provide incentives for affordable housing on designated sites: - Increased densities - Increased heights - Reduced unit sizes	Department Budget	Community Development Department	Adopt Zoning Code amendment in 2022, with implementation effective upon rezoning in November 2024.
10. Commercial Mixed Use Overlay	Expand site opportunities by integrating housing on underutilized commercial sites.	Develop new Commercial Mixed-Use Overlay	Department Budget	Community Development Department	Adopt Zoning Code amendment in 2022, with implementation effective upon rezoning in November 2024.
11. Congregational Land Overlay	Expand site opportunities by allowing affordable housing on religious sites.	Develop new Congregational Land Overlay and help to connect congregations with affordable housing development partners.	Department Budget	Community Development Department	Adopt Zoning Code amendment in 2022, with implementation effective upon rezoning in November 2024. Conduct follow-up meeting w/h congregations (2023).

Table V-5: Housing Program Summary (cont'd)

Housing Program	Program Goal	2021-2029 Objective	Funding Source	Responsible Agency	Time Frame
12. Savi Ranch RM-60 Development Standards	Integrate high density housing in Savi Ranch to create a new residential and mixed-use Downtown-like space for Yorba Linda	Establish RM-60 development standards for the Savi Ranch Planned Development designed to facilitate development at the upper end of the density range.	Department Budget	Community Development Department	Amend the Savi Ranch PD-17 by August 2024, with implementation effective upon rezoning in November 2024.
REMOVAL OF GOVERNMENTAL CONSTRAINTS					
15. Measure B	Mitigate the impacts of Measure B on creation of higher density and affordable housing.	Establish overlay zones; rezone sites; accommodate housing near jobs/transit. Utilize available zoning tools and State housing laws which facilitate housing.	General Fund	Community Development Department	Complete Measure B rezoning in Nov 2024.

Appendix B

Affirmatively Furthering Fair Housing

APPENDIX B

AFFIRMATIVELY FURTHERING FAIR HOUSING

Measure B (Yorba Linda Right-To-Vote Amendment)

Measure B is a citizen sponsored, voter-approved initiative, incorporated within Yorba Linda's Municipal Code. This measure was in large part a reaction to the potential development contemplated in the Town Center/Downtown redevelopment project area. By way of background, in 2003 the City Council adopted the Downtown Master Plan which focused on Main Street revitalization and was widely supported by the community. The City Council subsequently entered into an exclusive negotiating agreement with a developer to implement the Master Plan and develop the downtown area with added commercial space and housing. With the City's adoption of the Town Center Planned Development Zoning Regulations in December 2005, community opposition mounted as residents didn't feel the City Council was transparent in permitting 501 housing units and 560,000 square feet of commercial space in the Town Center, along with the Council's last-minute inclusion of a new planning area (Yorba Station) that hadn't been vetted with the community or the center owners or merchants. Due to the community's reaction and under threat of referendum, the City Council subsequently rescinded their approval of the Zoning Regulations and dismissed the developers in February 2006. The same citizens group that opposed the Town Center later formulated Measure B, which was passed by the electorate in June 2006.

Measure B requires a majority vote of the electorate for major amendments to "planning policy documents" that increase residential density above the currently allowed density. These planning policy documents include: General Plan Land Use Element; Land Use Policy Map; Zoning Code; Zoning Map; Specific Plan; or Development Agreement.

Major amendments to these planning policy documents are defined to include any of the following changes to the development standards which:

- Increase the number of residential units which may be constructed on a parcel designated for residential uses
- Increase the number of separate parcels which may be created from an existing parcel
- Changes any residential land use to allow any other land use
- Changes any non-residential land use to allow any residential land use greater than ten (10) net dwelling units per acre or allow mixed-use
- Increases the allowed maximum height of development
- Provides for the private development of land owned by a government entity within five years of the date of the approval to develop the land
- Repeals any of the Planning Policy Documents

Measure B also establishes a maximum height of 35 feet for all structures in the City. Exempted from the height limit are church steeples, public schools, and other structures exempted by state or federal law.

A key focus of Yorba Linda's 2008-2014 Housing Element was to identify suitable sites to accommodate the City's regional housing needs for all income levels. Default densities of 30 units per acre are typically needed to accommodate affordability for lower income households, and densities of 10 to 20 units per acre are necessary for moderate income households. After an extensive public process, an inventory of 14 sites were identified for rezoning and were incorporated within the Element adopted by City Council in October 2011. The City then undertook a 2008-2014 Housing Element Implementation Measure B Election Community Outreach Program. A Measure B vote was placed on the June 5, 2012 Primary Election and separated into two measures, the Savi Ranch Planned Development (Measure H) and nine rezoning sites (Measure I). Both Measures H and I received a majority vote of the Yorba Linda electorate.

While the 5th cycle, 2014-2021 Housing Element did not require a Measure B vote, given the significantly higher RHNA allocated to the City for the 6th cycle Housing Element, the Element identified 27 sites for rezoning, all subject to voter approval. In accordance with Measure B's requirements, the City took a ballot measure (Measure Z) to the community on the November 2022 general election ballot. Measure Z would have approved a change in City zoning to fulfill the commitment of the Housing Element. However, the Measure failed: 7,221 votes (24.77%) Yes to 21,937 votes (75.23%) No.

The City is in the midst of an extensive public education and outreach effort to develop a sites inventory that both addresses Yorba Linda's housing needs and can be supported by community residents. The City's goal is to adopt an amendment to its Housing Element that better reflects the community's desires, and then take the rezonings to a Measure B vote in November 2024. Similar to the prior votes, the City will initiate the Measure B election, and pay for all costs associated with the ballot measure. Housing Element Program #8 details the steps involved in rezoning and conducting the Measure B election.

PART 3. SITES INVENTORY

1. Proposed Sites

Figure B-25 (presented later in this section) shows the sites inventory for this RHNA cycle. As described in the Housing Resources section of this Housing Element, Yorba Linda's site inventory consists of the following components:

- Projects with Entitlements -
 - ETCO Homes project – senior, continuing care facility with 82 independent living units, 76 assisted living units and 82 units for residents with memory care needs.
 - West Bastanchury project – 23 homes are being developed on the 13.1 acre site.
- Sites with Zoning in Place –
 - Postal Annex and self-serve car wash site was rezoned as part of Yorba Linda's 4th cycle Housing Element.
 - Town Center Specific Plan area has limited opportunities for residential mixed use.
- Accessory Dwelling Units - Between 2018-2020, the City has approved 31 ADUs or approximately 10 ADUs per year; however, in 2021, the City has seen a trend of approximately one ADU application per week (or 50 per year). This has been accomplished without any public outreach or promotion of the ADU opportunity. Given Yorba Linda's growing track record in providing ADUs, combined with the additional incentives of fee waivers, pre-approved plans, and ADU promotion and outreach, the sites inventory projects a minimum of 50 new ADUs to be produced annually, or 400 over the 2021-2029 planning period. The projected affordability of these ADUs is based on SCAGs Regional Accessory Dwelling Unit Affordability Analysis (December 2020).
- Sites for Rezoning - A rezone program has been included in the Housing Element (Program #8) to fulfill the requirements of Government Code section 65583.2(h). More than half of Yorba Linda's shortfall in its lower income RHNA will be accommodated on sites designated for exclusively residential use, therefore the City will not be subject to requirements to allow 100 percent residential on mixed use sites. A key tenet of Yorba Linda's approach to providing sites to address its lower income housing needs will be through the creation of several new Housing Overlay zones: an Affordable Housing Overlay, a Mixed-Use Housing Overlay, and a Congregational Land Overlay. In addition, the Housing Element amendment increases the allocation of residential units in Savi Ranch to 790 housing units, providing increased densities up to 60 units/acre, 5 story residential building heights and reduced parking.
- Single-family Subdivision Potential - Many of Yorba Linda's existing single-family zoned parcels are underdeveloped, providing potential for subdivision and development of additional units. Historic trends support such subdivision activity, with 19 Tentative Tract and Parcel Maps processed between 2016-2023, supporting development of 118 additional single-family units.

- Church Sites with Underlying Residential Zoning - Most churches in Yorba Linda are located on property zoned for residential use, allowing for the addition of housing to supplement the existing church use. Many of these church properties have underutilized vacant land that could accommodate residential development with the number of units permitted based on the permitted density of the underlying residential zone. Several churches have inquired about adding residential to their properties as permitted under existing zoning.
- Housing Resulting from Duplexes and Lot Splits in Single Family Zones (SB 9)

Senate Bill 9, effective January 1, 2022, allows property owners to split a single-family zoned lot into two lots and/or place up to two housing units on a single-family zoned lot.

The creation of duplexes and/or lot splits on single-family parcels under SB 9 are subject only to ministerial review, and are exempt from environmental review under CEQA. Yorba Linda Planning staff have been receiving numerous inquiries from property owners about the ability to add additional housing under SB 9. The City Council has adopted an ordinance regulating SB 9 housing developments and urban lot splits in compliance with State housing law.

UC Berkeley's Turner Center for Housing Innovation has conducted a study to assess the potential impact of SB 9 on housing supply. Through use of an economic model to test market feasibility on existing parcels with detached single-family homes, the Turner Center study indicates that approximately ten percent of Orange County's single-family parcels would be financially feasible to develop under SB 9's provisions. Within the City of Yorba Linda, the study identifies approximately 2,600 additional units that would become market feasible under SB 9. While it is premature to forecast production, the increase in development capacity under SB 9 will certainly contribute to addressing a portion of Yorba Linda's housing needs.

Development under SB 9 will help to affirmatively further fair housing (AFFH) in Yorba Linda by providing the opportunity to integrate smaller-scale housing within higher-resource, single-family neighborhoods. In addition, the ability to convey new units under separate ownership affords a wider range of financing options for property owners than are available for ADU construction. According to the Turner Center study, there are few loan products available to finance the construction of ADUs, and those that are available often do not cover the entire cost of development. Development under SB 9 will expand homeownership opportunities for modest income households who will be able to apply for a traditional mortgage to purchase the home.

Table B-6 (from the Housing Resources section of this Element), shows the potential housing units during the planning period.

Table B-6: Potential Housing Units during 2021-2029 Planning Period

Income Levels	Very Low	Low	Moderate	Above Mod	Total
2021-2029 RHNA Targets	765¹	451	457	742	2,415
Existing Zoning					
Entitled Projects (post 6/30/2021 occupancy)				181	181
Town Center Specific Plan			31		31
RM-30 (Postal Annex Site)			12		12
Accessory Dwelling Units	100	172	120	8	400
Single-family Zoning Potential				63	63
Church Sites with Single-family Zoning			38	25	63
Existing Site Capacity	272		201	277	750
RHNA Shortfall	(944)		(256)	(465)	(1,665)
Rezone Sites					
RM-60 (Savi Ranch Sites)	435		150	205	790
Affordable Housing Overlay	279				279
Congregational Land Overlay	308				308
Mixed Use Housing Overlay	27		26		53
RM-20	40		25	41	106
RM			37	58	95
Planned Development			43	73	116
Total Site Capacity (Existing + Rezone Sites)	1,361		482	654	2,497
RHNA Buffer	+145		+25	-88	+82

2. Analysis of Sites and AFFH Data

The following is a summary of comparing the proposed site locations with the data in this Appendix. Overall, the sites inventory helps to expand housing options and promotes a pattern of interspersed multi-family residential uses rather than in concentrated locations. The analysis below illustrates that Yorba Linda's sites inventory: (1) improves integration; (2) does not exacerbate racially or ethnically concentrated areas of affluence; (3) improves areas of opportunity for all Yorba Linda residents; and (4) does not exacerbate displacement risk for Yorba Linda's residents.

Segregation and Integration –

- The sites are located throughout many of the Census Tracts in the City, which will further promote racial/ethnic diversity in Yorba Linda's neighborhoods.

- Many of the sites are in Census Tract 218.02, which has a higher percentage of disabled residents, thereby supporting them in available affordable housing and furthering housing mobility.
- Regarding familial status, sites west of the Imperial Highway and in the southeastern portion of the City (Tract 218.26) will help provide more housing options for female headed households (shown to be higher in these portions of the City).
- Sites located in the Census Tracts with low and moderate income households will provide needed affordable housing to these residents.
- ADUs will allow for housing mobility throughout Yorba Linda and provide opportunities for further neighborhood integration.
- Many of Yorba Linda's sites are for multi-family development and will include housing for a variety of income levels, fostering mobility of households in the City.
- The City will further encourage and facilitate production of affordable units through regulatory and financial incentives, including the Affordable Housing, Congregational Land and Mixed Use Overlays; density bonus incentives; and land write-down assistance.
- Since the passage of SB 9, Yorba Linda Planning staff have been receiving numerous inquiries from property owners about the ability to add additional housing under SB 9. Development under SB 9 will provide for additional housing opportunities in high resource single-family neighborhoods throughout Yorba Linda.

Racially or Ethnically Concentrated Areas of Affluence –

- As described earlier in this appendix, the overall median income in Yorba Linda is higher than the County's (\$129,391 in Yorba Linda versus \$85,398 in the County) and the median income of Whites, is lower than the median income of the overall population in the City. The 2014-2018 ACS shows in Yorba Linda that the median income of Hispanic residents is \$122,991, Black residents is \$133,750 and Asian residents is \$157,155. The sites inventory will allow for affordable housing options for all of these racial and ethnic groups to help those residents who fall below the median income figures.
- Much of the eastern portion of Yorba Linda is characterized by hillside topography and is located within Very High Fire Severity Zones, and therefore not well suited to multi-family development. However, the large parcels in this area are well suited to accessory dwelling units and SB 9 lot splits and duplexes which can help to integrate lower cost housing options in the more affluent areas of the City.

Areas of Opportunity –

- The sites are located throughout the City and in the Highest, High and Moderate opportunity areas, thereby distributing new housing throughout Yorba Linda and placing affordable units in high resource areas.

- The new Affordable Housing Overlay, which provides for increased densities and ministerial development processing in exchange for the provision of 20% lower income units (rental) or 20% moderate income units (ownership), will provide housing opportunities for low and moderate income households in high resource areas of the community. The increased density allowance is higher than has ever been permitted in the City. Furthermore, the City has never had any kind of affordable housing requirement. These two provisions will help to affirmatively further fair housing in new and innovative ways for the City.
- The new Congregational Land Overlay will provide for the integration of affordable housing on religious sites, while retaining the existing religious use. Many of Yorba Linda's congregations have large parking areas that are used sparingly, and other underutilized land that, with the necessary zoning in place, could be used for affordable housing that furthers the congregation's mission to help the underserved. All of the religious sites designated with the Overlay are located in high resource census tracts.
- The City has allocated nearly 800 high density units to the Savi Ranch area, with the goal of creating a mixed use Downtown-like space in eastern Yorba Linda and creating a better geographic distribution of development between the eastern and western areas of the community.
- Of the twenty census tracts within Yorba Linda, two are designated as having a "moderate" resource level on the TCAC map (tracts 218.20 and 218.26), with the remaining 18 tracts having either a "high" or "highest" resource level. All 18 Housing Element sites are located within high or highest resource tracts, with no sites located within moderate resource tracts.

Disproportionate Housing Needs and Displacement Risk -

- Sites located in Tract 218.02 will allow this area to continue to be affordable to moderate income households (please refer to displacement map).
- The HUD AFFH Data tool shows that the area of the City with the most affordable rental units are located along Imperial Highway. In Tracts 218.02 and 218.09, approximately 30 percent of the rental units are affordable (for Extremely Low and Low Income Households). The sites inventory will provide additional affordable options outside of these tracts and allow for greater mobility within the City.
- The City's Mortgage Assistance Program provides financial assistance to first-time homebuyers, expanding opportunities for moderate income purchasers.

Figure B-25 which follows depicts the location of Housing Element sites throughout the City. Table B-7 further evaluates the geographic distribution of these sites by projected income category and socio-economic characteristics of each census tract. Given Yorba Linda's hillside and high fire development constraints in the northeastern portion of the City, sites are grouped into three geographies: northwest, southwest and southeast. As shown, sites identified to meet the lower income RHNA are distributed across High and Highest resource neighborhoods, increasing the potential for mixed income communities and a variety of housing types to meet Yorba Linda's housing needs. Sites are located in census tracts

ranging from 26 to 51 percent minority (non-White) population, and 1.0 to 6.1 percent poverty. Given Yorba Linda's high opportunity levels throughout the community, the City's most important strategies to affirmatively further fair housing are to promote mobility by removing barriers and enhancing access to housing in areas of opportunity. The sites inventory accomplishes this goal by providing zoning for a variety of housing types throughout Yorba Linda, improving issues of segregation/integration, access to opportunity and disproportionate housing needs.



Housing Opportunity Sites

Yorba Linda, CA



Housing Sites Proposed to be Rezoned

Housing Sites with Existing Zoning to Allow Housing

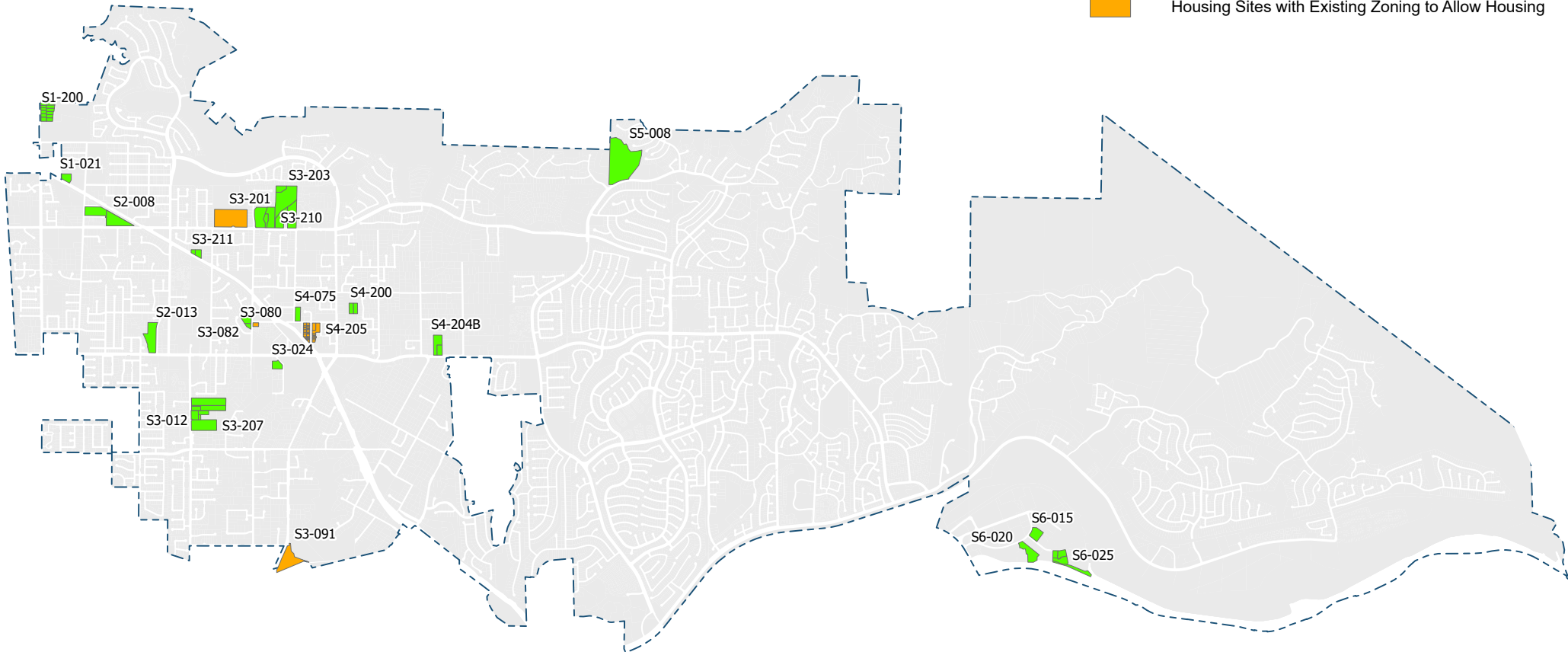


Table B-7: Yorba Linda Sites Inventory AFFH Analysis

Site ID	Site Description and Location	Census Tract	# Households	Realistic Capacity (Net Units)	Income Distribution of Potential Units			TCAC Resource Level	% of Minorities in Census Tract (non-White residents)	% of Census Tract Population in Poverty
					Lower Income	Moderate Income	Above Moderate Income			
Northwest Yorba Linda (north of Yorba Linda Blvd, west of Village Center Dr)										
S1-200	SEC Rose Dr/Blake Rd	218.15	3,873	178	178			Highest	51%	4.0%
S1-021	Vacant Parcel (W of 16951 Imperial Hwy)	218.15	3,873	53	27	26		Highest	51%	4.0%
S2-008	Friendship Baptist Church 17151 Bastanchury Rd	218.09	1,079	60	60			High	26%	4.3%
S3-210	Shinnyo-En USA 18021-18111 Bastanchury Rd	218.22	3,002	105	105			Highest	41%	3.6%
S3-203	18101-18231 Bastanchury	218.22	3,002	89		43	46	Highest	41%	3.6%
S3-211	17651 Imperial Highway	218.02	2,577	20		8	12	High	32%	6.1%
S2-013	Messiah Lutheran Church 4861 Liverpool St	218.09	1,079	40	40			High	26%	4.3%
S3-082	4791 and 4811 Eureka Ave	218.02	2,577	53	53			High	32%	6.1%
S3-201	N Bastanchury btwn Casa Loma/Eureka	218.22	3,002	23			23	Highest	41%	3.6%
S4-075	4742 Plumosa Drive	218.02	2,577	48	48			High	32%	6.1%
S4-204B	19081-19111 Yorba Linda Blvd	218.22	3,002	66		25	41	Highest	41%	3.6%

Table B-7: Yorba Linda Sites Inventory AFFH Analysis

Site ID	Site Description and Location	Census Tract	# Households	Realistic Capacity (Net Units)	Income Distribution of Potential Units			TCAC Resource Level	% of Minorities in Census Tract (non-White residents)	% of Census Tract Population in Poverty
					Lower Income	Moderate Income	Above Moderate Income			
S5-008	Fairmont Blvd	218.22	3,002	27			27	Highest	41%	3.6%
Northwest Subtotal Units:				762	511	102	149			
Southwest Yorba Linda (south of Yorba Linda Blvd, west of Village Center Dr)										
S3-012	Richfield Church 5320 Richfield Rd	218.02	2,577	55	55			High	32%	6.1%
S3-207	5300-5392 Richfield Rd	218.02	2,577	75		29	46	High	32%	6.1%
S3-024	Friends Church Overflow Parking	218.02	2,577	48	48			High	32%	6.1%
S3-080	4822 Eureka (Postal Annex)	218.02	2,577	12		12		High	32%	6.1%
S4-200	18597-18602 Altrudy Lane	218.02	2,577	40	40			High	32%	6.1%
S4-205	Old Town	218.02	2,577	31		31		High	32%	6.1%
S3-091	ETCO Homes Mariposa/Lakeview	218.12	2,106	158			158	High	43%	5.8%
Southwest Subtotal Units:				419	143	72	204			
Southeast Yorba Linda										
S6-015	John Force Racing 22722 Old Canal Rd	219.24	1,443	131	72	25	34	High	47%	4.5%
S6-020	Extended Stay 22711 Oak Crest Cir	219.24	1,443	206	113	39	54	High	47%	4.5%
S6-025	Bac Tran Savi Ranch Site	219.24	1,443	453	250	86	117	High	47%	4.5%
Southeast Subtotal Units:				790	435	150	205			

PART 5. GOALS AND ACTIONS

The biggest fair housing issues facing Yorba Linda are: strategies to enhance housing mobility, providing affordable housing available in a range of sizes, and maintenance of older units. Table B-8 connects fair housing issues with the corresponding contributing factors and the meaningful actions Yorba Linda can take to address them.

Table B-8: Yorba Linda Fair Housing Issues and Meaningful Actions

Fair Housing Issue	Contributing Factors	Priority Level	Action
<p>A. Fair Housing Outreach <i>(Housing Mobility)</i></p>	<ol style="list-style-type: none"> 1. Outreach to seniors due to digital divide/unaware of available resources 2. Certain racial/ethnic groups have a higher percentage of tenant/landlord complaints compared to their percentage of the City's population overall 3. More education needed by the public sector for residents to become familiar with available resources 	<p>Medium</p>	<p>City Action: By the end of 2022 have additional fair housing information posted at the Yorba Linda Senior Center site and on their digital platforms. Hold an informational workshop in 2023 and 2025. <i>Community Development Dept</i></p> <p>City Action: By December 2022, conduct a fair housing information session for the City Council. Invite local nonprofits (including the Orange County Human Relations Commission, the Kennedy Commission, Making Housing Happen and People for Housing O.C.) to attend. <i>Community Development Dept</i></p> <p>City Action: Publish Fair Housing information, including any community meetings, on non-traditional media such as Facebook or Instagram, and conduct targeted outreach to tenants, mobile home park residents and other lower income populations. <i>Community Development Department, Public Information Officer</i></p> <p>Action Outcomes: Through the above steps, the City's goal will be to increase the distribution of fair housing materials by at least 25 percent and to increase awareness of fair housing options among</p>

Fair Housing Issue	Contributing Factors	Priority Level	Action
			<p>residents, including special needs groups and low income residents. Throughout the informational workshops and Council workshops, develop a comprehensive list of interested nonprofits, property owners and community members that can be utilized for future outreach. Seek to increase the number of Yorba Linda residents counseled through the Fair Housing Council of Orange County (FHCO) from an average of ten to twelve annually.</p>
<p>B. Need for additional affordable housing and community revitalization in certain built out neighborhoods</p> <p><i>(Place based Strategies, Displacement)</i></p> <p>[Encompasses the County AI goal of expanding access to opportunity for protected classes]</p>	<ol style="list-style-type: none"> 1. Levels of overpayment. 2. Low number of HCVs in the City compared to the County overall. 3. Affordable housing opportunities needed for special needs groups, including: the disabled (Tracts 218.24) and female headed households (Tracts 117.18 and 218.26) 4. Continued public Investment in infrastructure and accessibility improvements in moderate resource opportunity areas. 	<p>High</p>	<p>City Action: Starting in 2022, work with the FHCO to contact landlords of affordable multifamily complexes every two years and provide fair housing information and assistance. This outreach will focus on promoting the Section 8 voucher program to landlords who have not previously participated in the program and should include multi-lingual materials. Outreach should be targeted to the special needs Census Tracts 218.24, 117.18 and 218.26.</p> <p><i>Community Development Dept</i></p> <p>City Action: Adopt an Ordinance by 2022 to expand the housing supply in High Resource single-family zones by allowing for lot splits and duplexes under the parameters of SB 9. In coordination with research being conducted at the State level, evaluate opportunities to incentivize and provide funding assistance for homeowners to provide affordable units under SB 9 (2023, 2025).</p> <p><i>Community Development Dept</i></p> <p>City Action: Continue to improve access to persons with disabilities through ADA improvement to streets, sidewalks and public facilities. Dedicate or seek funding, including annual CDBG allocations, to</p>

Fair Housing Issue	Contributing Factors	Priority Level	Action
			<p>prioritize infrastructure and accessibility improvements in the moderate resource opportunity areas (Census Tracts 218.20 and 218.26). <i>Community Development Dept/Public Works</i></p> <p>City Action: Coordinate with the Orange County Housing Authority in 2023 about utilizing the mobility counseling program in Yorba Linda. This OCHA program informs Housing Choice Voucher holders about their residential options in higher opportunity areas and provides holistic supports to voucher holders seeking to move to higher opportunity areas. <i>Community Development Department</i></p> <p>Action Outcomes: Increased public and private investment in areas of Yorba Linda that have been identified as moderate resource areas and portions of the City with higher percentages of special needs groups, including at least 25% of the City’s \$360,000 CDBG allocation for ADA improvements in public rights-of-way in Census Tracts 218.20 and 218.26 during 2021-2029. Through landlord outreach and OCHA’s mobility counseling program, the City’s goal will be to increase Housing Choice Vouchers through the Orange County Housing Authority by 10%, from 98 to 108 vouchers. And through implementation of the City’s SB 9 ordinance, seek to integrate at least five units annually in high resource single-family districts.</p>
<p>C. Need for Affordable Housing in New Developments <i>(New Opportunities)</i></p>	<p>1. Availability of affordable housing in all areas of the City, including those where rents and sale prices have become exclusive (as shown on the Displacement Map).</p>	<p>High</p>	<p>City Action: Adopt the Affordable Housing Overlay, Commercial Mixed Use Overlay and Congregational Land Overlay in conjunction with the Housing Element in 2022, providing geographically dispersed sites for over 600 lower income units which foster a</p>

Fair Housing Issue	Contributing Factors	Priority Level	Action
<p>[Encompasses the County AI goal of increasing the supply of affordable housing in high opportunity areas]</p>	<p>2. Need for affordable housing options throughout the City.</p>		<p>more inclusive community. Initiate rezoning and the Measure B election in 2024, and pay for all costs associated with the ballot measure. (see Programs 8 -11). <i>Community Development Dept</i></p> <p>City Action: Increase the allocation of units in Savi Ranch from 200 to 790 high density units, creating a better geographic distribution of development between the eastern and western areas of the community. <i>Community Development Dept</i></p> <p>City Action: Promote and support the development of Accessory Dwelling Units (ADUs), including pursuing funding for rent-restricted ADUs, and seek to issue permits for over 50 units annually throughout Yorba Linda (see Program12). <i>Community Development Dept</i></p> <p>City Action: Expand information available on affordable housing in Yorba Linda, including any community meetings on non-traditional media such as Facebook and Instagram. <i>Community Development Department, Public Information Officer</i></p> <p>City Action: Require affordable developers receiving public funds to prepare an affirmative marketing plan, and encourage private developers with affordable units in their projects to prepare an affirmative marketing plan. The affirmative marketing plan shall ensure marketing materials for new developments are designed to attract renters and</p>

Fair Housing Issue	Contributing Factors	Priority Level	Action
			<p>buyers of diverse demographics, including persons of any race, ethnicity, sex, handicap, and familial status. <i>Community Development Department/City Attorney's Office</i></p> <p>City Action: During the public hearing processes for the Affordable Housing Overlay, Mixed-Use Housing Overlay, and Congregational Land Overlay, as well as the outreach process for the Measure B election (occurring in November 2024), utilize tools such as the "Myths and Facts About Affordable & High Density Housing" currently on the City's website to show what affordable housing means and who it benefits. Contact Kennedy Commission, Making Housing Happen and People for Housing O.C. for potential input. Conduct at least five educational events for the public in locations throughout the community. <i>Community Development Department/Public Information Officer</i></p> <p>City Action: By the end of 2022, research the development of a program that would provide low-interest loans to single-family homeowners and grants to homeowners with household incomes of up to 80% of the Area Median Income to develop accessory dwelling units with affordability restrictions on their property. This research should also explore outside funds. If funding is available, establish a pilot program by December 2023 with a goal of achieving at least two deed restricted ADUs annually; evaluate the program by the end of 2025. <i>Community Development Department</i></p> <p>Action Outcomes: An increased variety of housing options available to Yorba Linda residents throughout</p>

Fair Housing Issue	Contributing Factors	Priority Level	Action
			the city, including areas that have traditionally only had single-family ownership housing. Provide adequate sites for over 1,300 lower income households, over 480 moderate income households, and over 650 above moderate income households, exceeding the City's RHNA requirements. Seek to achieve an aspirational goal of 15% of new units produced in high resource areas as affordable to very low, low or moderate income households.
<p>D. Community Conservation</p> <p><i>(Place based strategies, Displacement)</i></p>	<ol style="list-style-type: none"> 1. Challenges for housing/property upkeep due to financial/physical constraints. 2. Age of housing stock 	Medium	<p>City Action: Include information about rehab and maintenance resources (including the Residential Rehabilitation Program and Community Preservation Program) in City newsletters and on the website. Include translated information when feasible. Seek to assist 10 households annually. Starting in 2022, conduct targeted outreach through annual mailings to Census Tracts 218.20 and 218.26. about available rehabilitation assistance.</p> <p><i>Community Development Department/Public Information Officer</i></p> <p>Action Outcomes: Given the age of Yorba Linda's housing stock, increased rehabilitation options will benefit all neighborhoods in the city. Through remediation of substandard housing conditions, return approximately six units/year to safe and sanitary conditions.</p>

Based on this assessment and the contributing factors to fair housing, the City has identified housing mobility strategies, providing new affordable housing opportunities, and place-based strategies as priorities to further fair housing. These actions identified in Table B-8 have been included to affirmatively further fair housing and to address disparities in access to affordable rental and ownership opportunities and disparities in access to suitable housing.

Appendix C

Residential Sites Inventory

Housing Element Rezone Sites

Site ID	Site Description and Address	Acres	Current Zoning	Proposed Zoning Action	Total Net Unit Potential	Realistic Unit Potential
RM-60 – between 20 to 60 units/acre						
S6-015	Prior John Force Racing 22722 Old Canal Road	2.56	PD	PD RM-60 standards	154	131
S6-020	Extended Stay America 22711 Oak Crest Circle	4.04	PD	PD RM-60 standards	242	206
S6-025	Bac Tran Savi Ranch Site	23 (8 net)	PD	PD RM-60 standards	480	453
Realistic Unit Potential on RM-60 Sites:						790
Affordable Housing Overlay (AHO) Sites – up to 35 units/acre						
S1-200	SEC Rose Dr/Blake Rd	5.94	RE	RM-20 with AHO	208	178
S3-082	4791 and 4811 Eureka Ave	1.75	CG	RM-20 with AHO	61	53
S4-075	4742 Plumosa Drive	1.62	CG	RM-20 with AHO	57	48
Realistic Unit Potential on AHO Sites:						279
Congregational Land Overlay (CLO) Sites – up to 35 units/acre						
S2-008	Friendship Baptist Church 17151 Bastanchury Rd	4.92 (2.01 net)	RE	RE with CLO	60	60
S3-012	Richfield Community Church 5320 Richfield Rd	9.48 (3.7 net)	RU	RU with CLO	55	55
S2-013	Messiah Lutheran Church 4861 Liverpool St	6.2 (2.03 net)	RU	RU with CLO	40	40
S3-024	Friends Church Overflow Parking	17.45 (1.61 net)	RE	RE with CLO	48	48
S3-210	Shinnyo-En USA 18021-18111 Bastanchury Rd	9.23 (4.09 net)	PD-26	PD-26 with CLO	105	105
Realistic Unit Potential on CLO Sites:						308
Mixed Use Overlay (MUO) Sites – up to 35 units/acre						
S1-021	Vacant Parcel (W of 16951 Imperial Hwy)	1.76	CG-(I)	CG-(I) with MUO	62	53
Realistic Unit Potential on MUO Sites:						53
RM-20 – up to 20 units/acre						
S4-200	18597-18602 Altrudy Lane	2.0	RS	RM-20	40	40
S4-204B	19081-19111 Yorba Linda Blvd	3.90	RE	RM-20	78	66
Realistic Unit Potential on RM-20 Sites:						106
RM – up to 10 units/acre						
S3-211	17651 Imperial Highway	2.32	RS	RM	23	20
S3-207	5300-5393 Richfield Rd	8.83	RU	RM	88	75
Realistic Unit Potential on RM Sites:						95
PD						
S5-008	Fairmont Blvd	9.0	PD	PD (RM standards at 3 du/ac)	30	27
S3-203	18101-18231 Bastanchury	19.58	PD	PD	98	89
Realistic Unit Potential on PD Sites:						116
Realistic Potential on all Rezone Sites:						1,747

Site S1-021 – West of 16951 Imperial Highway



Site Acreage: 1.76 acres
Current Zoning: CG
Proposed Zoning: Commercial
Mixed Use Overlay
Total Unit Potential: 62
Realistic Unit Development: 53

Description of Site and Factors Supporting Development:
This flat, vacant parcel is located immediately west of an existing LA Fitness. The proposal would create a commercial mixed use overlay zone to apply to the property to incentivize housing production while still allowing for potential commercial development.

Site S1-200 – SEC Rose Dr/Blake Rd

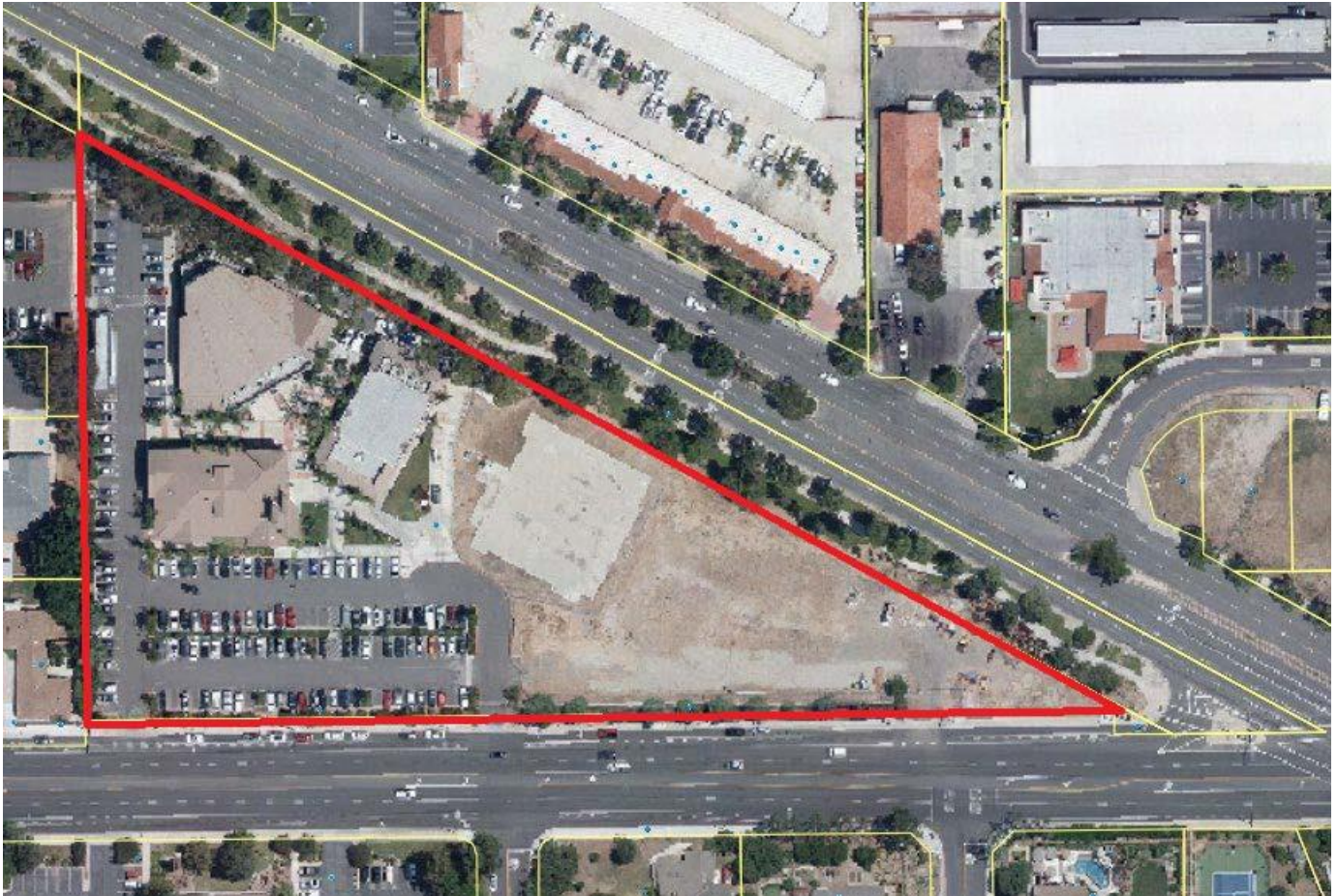


Site Acreage: 5.94 acres
Current Zoning: RE
Proposed Zoning:
RM-20 with Affordable
Overlay
Total Unit Potential: 208
Realistic Unit Potential:
178

Description of Site and Factors Supporting Development:

This site is comprised of 12 parcels encompassing 5.94 acres at the southeast corner of Rose Drive and Blake Road. It is zoned as Residential Estate and is located immediately west of a mobile home park and south of a 1,100 unit housing development planned in the City of Brea. Homes are all over 60 years in age and are modest in size, averaging 1,700 square feet, (with the exception of one home developed in 1998), and all are on septic systems. Improvement-to-land value ratios are well below 1.0, with the exception of several parcels that haven't been reassessed in at least 30 years and whose land values are inaccurately identified by the County Assessor as ranging between \$32,000 - \$64,000 for ½ acre+ parcels. Eight of the current owners have expressed an interest in having their property rezoned in order to allow for redevelopment of the site; three property owners have not yet responded; and one property owner has stated they are not interested. Based on past experience, the City anticipates that several more property owners will be supportive with more outreach from the City and from adjacent neighbors. The total development capacity on the site is 208 units, with the realistic capacity calculated at 85% of the maximum, or 178 units.

Site S2-008 – 17151 Bastanchury Road



Site Acreage: 4.92 acres
Current Zoning: RE
Proposed Zoning:
Congregational Land Overlay
Total Unit Potential: 60
Realistic Unit Potential: 60

Description of Site and Factors Supporting Development: Friendship Baptist Church owns the property at the northwest corner of Imperial Highway/ Bastanchury Road. The church property itself has approximately 2.5 acres of vacant land and parking area that could potentially be developed for housing purposes pursuant to Assembly Bill 1851. The church began construction on an accessory structure over a decade ago, but never completed the project. The church pastor sees this as an opportunity to have a housing developer help complete the accessory building and in exchange the church would provide the land for development of affordable housing on their property. The 2.5 acre undeveloped portion of the site could accommodate approximately 60 housing units, with all existing structures to remain.

Site S3-012 – 5320 Richfield Road



Site Acreage: 9.48 acres

Current Zoning: RU

Proposed Zoning: Congregational
Land Overlay

Total Unit Potential: 55

Realistic Unit Potential: 55

Description of Site and Factors Supporting Development:

Site S2-012 is currently home to the Richfield Community Church and comprises 9.48 acres on the east side of Richfield Road south of Yorba Linda Blvd. The property has approximately 3 acres of underutilized land and parking lot area which could be utilized for housing purposes in compliance with Assembly Bill 1851. The site could accommodate approximately 55 housing units, with all existing structures to remain.

S3-207 – 5300-5392 Richfield Road



Site Acreage: 8.83 acres
Current Zoning: RU
Proposed Zoning: RM-10
Total Net Unit Potential: 88
Realistic Unit Potential: 75

Description of Site and Factors Supporting Development:

Site S3-207 is comprised of multiple parcels under single ownership totaling 8.8 acres in size. Although the southeastern portion of the parcel is constrained by hillside topography, the City calculates density based on the overall project size and not the developable area. Therefore, the developable portion of a project site may appear to be higher density; however, the overall project density would be consistent with the General Plan and Zoning Code. Existing conditions consist of a Christmas tree farm and several older single-family homes/structures. The property owner is very interested in having the property rezoned to allow for higher density housing, and would discontinue the existing agricultural and residential uses on the site to allow for redevelopment. The total development capacity on the site is 88 units, with the realistic capacity calculated at 85% of the maximum, or 75 units.

Site S2-013 – 4861 Liverpool Street



Site Acreage: 6.2 acres
Current Zoning: RU
Proposed Zoning: Congregational
Land Overlay
Total Unit Potential: 40
Realistic Unit Potential: 40

Description of Site and Factors Supporting Development:
This site currently home to the Messiah Lutheran Church and comprises 6.2 acres on the northwest corner of Yorba Linda Blvd and Liverpool St. The property has approximately 1.5 acres of underutilized land and parking lot area which could be utilized for housing purposes in compliance with Assembly Bill 1851. The site could accommodate approximately 40 housing units, with all existing structures to remain.

Site S3-024 – Friends Church Overflow Parking



Site Acreage:

17.45 acres (church site)
1.61 acres (overflow parking)

Current Zoning: RE

Proposed Zoning: Congregational
Land Overlay

Total Unit Potential: 48

Realistic Unit Potential: 48

Description of Site and Factors Supporting Development:

This property is currently home to the Friends Church and comprises 17.45 acres primarily on the east side of Mountain View south of Yorba Linda Blvd. The church has a 1.61 acre overflow parking lot on the west side of Mountain View which could yield 48 housing units under the Congregational Land Overlay.

Site S3-082 – 4791 and 4811 Eureka Avenue



Site Acreage: 1.75 acres
Current Zoning: CG
Proposed Zoning: RM-20
with Affordable Overlay
Total Unit Potential: 61
Realistic Unit Potential: 53

Description of Site and Factors Supporting Development:

These two properties totaling 1.75 acres are currently developed with commercial uses dating from 1959 and 1967. Both property owners have reached out to the City to express their interest in having their property rezoned to allow for multi-family residential uses at up to 35 units/acre. The property located at 4811 Eureka, sold most recently in 2020, consists of a mini-warehouse occupied by Yorba Linda Equipment Rentals with an improvement-to-land value ratio of just 0.5. The property located at 4791 Eureka has been used primarily as a flooring store with other ancillary uses in the large yard area; this property also sold in 2020, and has an improvement-to-land value ratio of 0.12, indicative that the existing industrial use is significantly undervalued relative to the value of the property. Rezoning these properties RM-20 with an Affordable Housing Overlay would allow for 61 units, with the realistic capacity calculated at 85% of the maximum, or 53 units.

Site S4-075 – 4742 Plumosa Drive



Site Acreage: 1.62 acres

Current Zoning: CG

Proposed Zoning: RM-20
with Affordable Overlay

Total (Net) Unit Potential: 57

Realistic Unit Potential: 48

Description of Site and Factors Supporting Development:

This underutilized site is currently developed with an older, single-family home. City staff have met with the property owner who is very interested in having their property rezoned for multi-family residential use. The location of this parcel in the Town Center makes it ideal for introducing housing in the downtown area, a key goal of the Town Center Specific Plan. The site is flat, and while it does contain several large trees, none of these are protected species. Rezoning this parcel to RM-20 with the Affordable Housing Overlay would yield a net 57 dwelling units at 35 units/acre, or 48 units at the realistic density of 30 units/acre.

Site S6-015 – 22722 Old Canal Road



Site Acreage: 2.56 acres

Current Zoning: PD

Proposed Zoning: PD with RM-60 standards

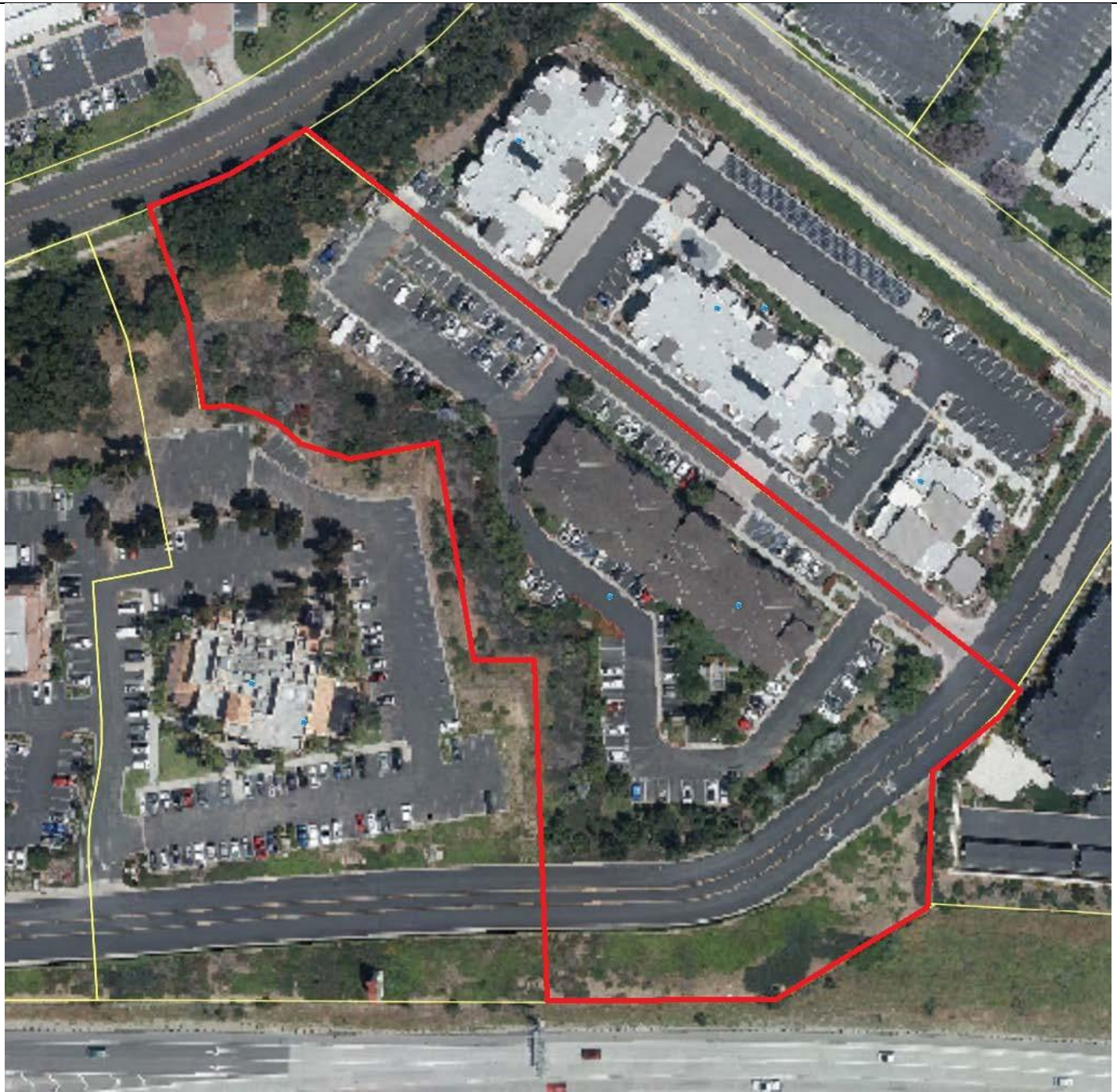
Net Unit Potential: 154

Realistic Unit Potential: 131

Description of Site and Factors Supporting Development:

This 34,000 square foot industrial building developed in 1991 is the prior John Force Racing Headquarters whose business operations have been relocated to the facility in Indiana and the building is currently for lease. This underutilized building is located across the street from a successful housing element development from the 5th Cycle. This 2.56 acre site is flat, has good access, and with application of RM-60 development standards could accommodate approximately 131 housing units. The property owner is supportive of being designated for higher density housing. A residual land analysis conducted in December 2021 estimated the value of the land under the previously proposed AHO zoning to be \$17.3 million, whereas the annual rental income on the existing structure is estimated at \$567,000, requiring approximately 20 years to exceed the proceeds of a potential sale. As such, the property owner could obtain a higher rate of return by selling the property under the AHO zoning as opposed to leasing the structure. The City is currently proposing an increased 60 unit/acre density on this site, providing even more favorable conditions for development than the AHO which capped densities at 35 units/acre.

Site S6-020 – 22711 Oak Crest Circle



Site Acreage: 4.04 acres
Current Zoning: PD
Proposed Zoning: PD with
RM-60 standards
Total Unit Potential: 242
Realistic Unit Potential: 206

Description of Site and Factors Supporting Development:

This parcel is currently being used as an Extended Stay America with 117 existing rooms. The property's improvement-to-land value ratio is just 0.56, meaning the existing use is undervalued relative to the value of the land. The property has a history of code enforcement violations and calls for police service related to occupants breaking into cars, doing and selling drugs, and domestic disputes. In fact, the Sheriff's Department maintains a proactive police presence at this location due to the volume of calls. The immediately adjacent Old Canal Road Annex and nearby Mitsubishi Motors site are both examples of the City rezoning for multi-family residential, and subsequent redevelopment of the existing non-residential use with affordable housing. Applying RM-60 development standards to the site's PD zoning would allow for redevelopment with up to 242 units, with the realistic capacity calculated at 85% of the maximum, or 206 units.

Site S6-025 Bac Tran Savi Ranch Site



Site Acreage: 23 acres

Site Acreage (Net): 8 acres

Current Zoning: PD

Proposed Zoning: PD with RM-60 standards

Total Unit Potential: 480

Realistic Unit Potential: 453

Description of Site and Factors Supporting Development: A single property owner controls 23 acres of commercially-zoned property in the Savi Ranch area, depicted in the outline above. The property owner has indicated his desire to develop approximately 8 acres of his holdings for high density housing to create more of an active mixed use community in the area, consistent with the City's 2015 Vision Plan. Savi Ranch recently lost several big box retail spaces, including Bed, Bath and Beyond, West Coast Living, and Bye Bye Baby, and the introduction of housing is seen as key to the area's revitalization. The property owner has been in communication with a non-profit housing developer who has expressed interest in partnering to create a 300-unit affordable housing project on 5 acres of the site. The property owner has indicated that he would be interested in redeveloping the space in the southwest corner of his property where the pad buildings are currently located, plus some of the additional parking lot area. In addition to the 300 units to be developed by the affordable housing developer, RM-60 development standards would accommodate an additional 180 units on the remaining 3 acres, with the realistic capacity calculated at 85% of the maximum, or 153 units.

Site S3-080 – 4822 Eureka Avenue



Site Acreage: 0.49 acres
Current Zoning: RM-30
Proposed Zoning: No change
Total Unit Potential: 14
Realistic Unit Potential: 12

Description of Site and Factors Supporting Development:

This property was rezoned during the last Housing Element Cycle to RM-30. It currently is developed as a small commercial retail center. The property owner has expressed interest in having this property remain as a housing opportunity. This property owner also owns the property immediately across the street on the west side of Eureka and is interested in having that property included as a housing site. This property is discussed as Site S3-082.

Site S3-203 – 18101-18231 Bastanchury Road



Site Acreage: 19.58 acres
Current Zoning: PD
Proposed Zoning: PD with
RM standards
Total (Net) Unit Potential: 98
Realistic Unit Potential: 89

Description of Site and Factors Supporting Development:

This project site consists of four separate properties; however, three of the parcels are all under the same ownership. This property owner's three adjacent parcels consist of approximately 14.6 acres. This property owner has expressed interest in having their property rezoned for higher density development opportunity. The other property is already developed with a single-family home; however, could potentially add acreage to the project area.

At a density of approximately 5 units per acre, the main property owner would yield approximately 72 housing units and the additional property would yield an additional 17 housing units. The total development would be limited to 89 total units.

Site S3-210 – 18111 Bastanchury Road

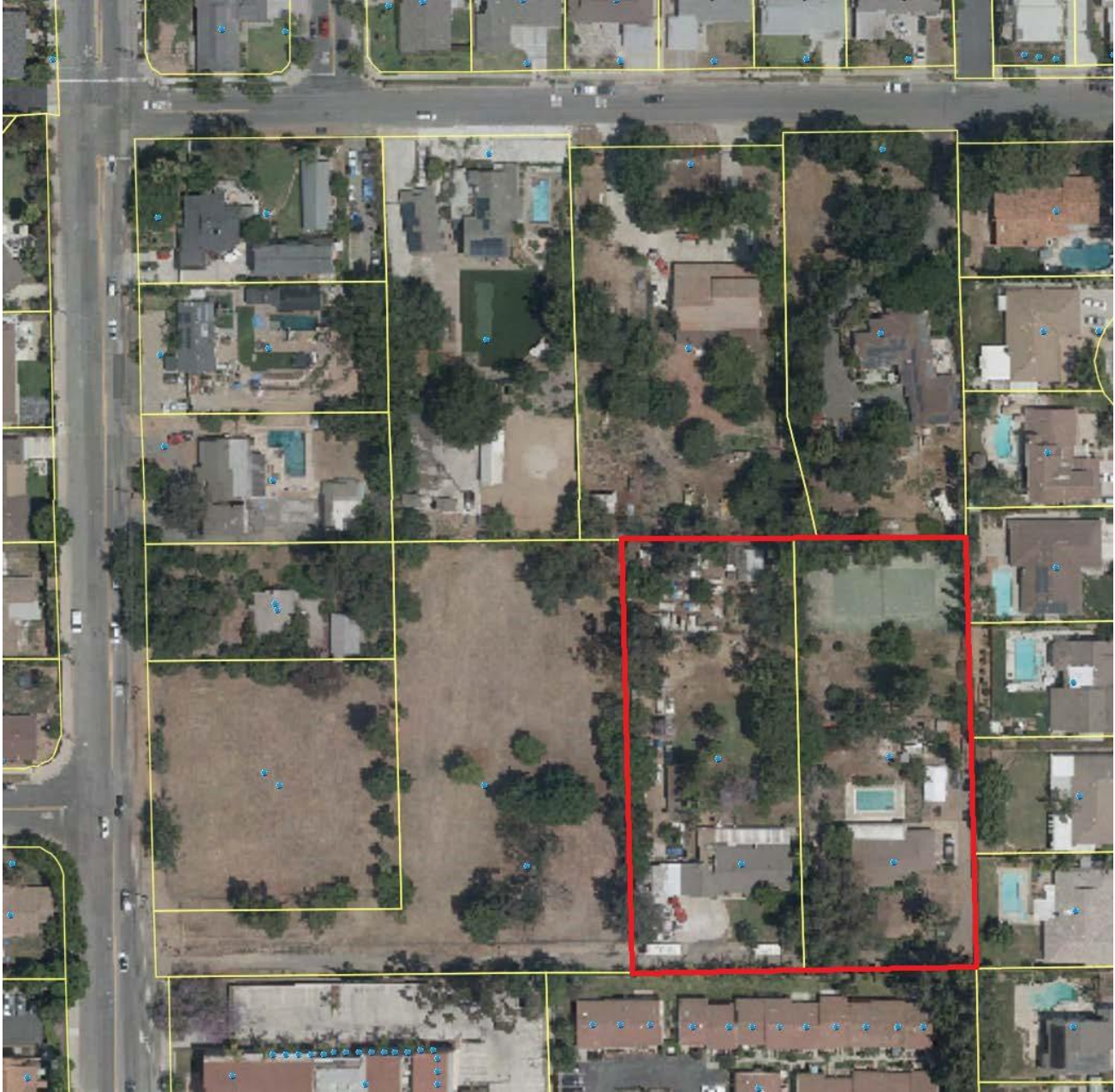


Acreage: 9.23 acres
Current Zoning: PD
Proposed Zoning: PD
Net Unit Potential: 105

Description of Site and Factors Supporting Development:

This property is currently home to the Shinnyo-En USA and comprises 9.23 acres located on the north side of Bastanchury Rd and east of Eureka Ave. It is part of the West Bastanchury Planned Development and is proposed to have an affordable housing overlay placed on the property to allow for approximately 3.5 acres of underutilized land and parking lot area to be utilized for housing purposes in compliance with Assembly Bill 1851. The site could accommodate approximately 105 housing units. This site is also located adjacent to Site S3-203.

Site S4-200 – 18597-18602 Altrudy Lane

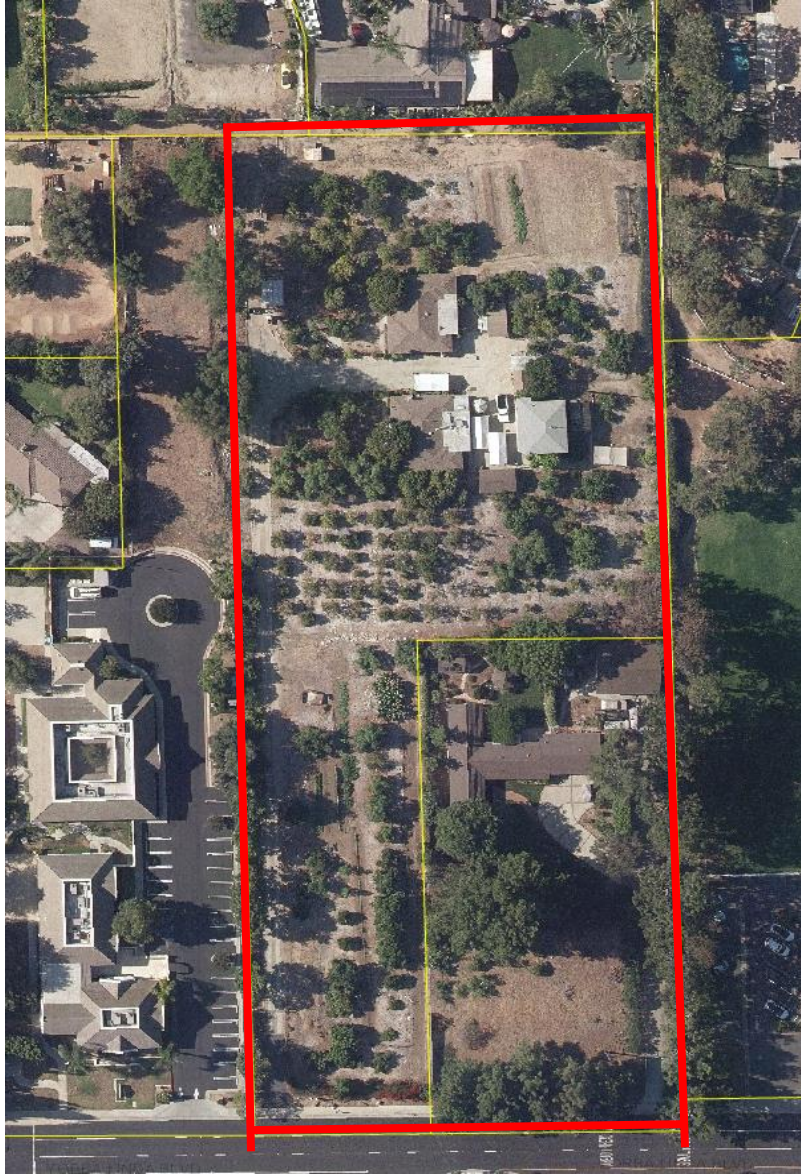


Site Acreage: 2 acres
Current Zoning: RS
Proposed Zoning: RM-20
Total (Net) Unit Potential: 40
Realistic Unit Potential: 40

Description of Site and Factors Supporting Development:

In 2019, C&C Development received approval for the development of a 48-unit senior affordable housing project located on the 1.5-acre vacant parcel east of Lakeview on Altrudy Lane. This project is part of the 5th Housing Element Cycle. The City acquired two additional parcels at 18597 and 18602 Altrudy Lane for the purposes of expanding the senior affordable housing project, which would yield an additional 40 affordable housing units. The City is under contract with C&C Development for development of this site, and as soon as rezoning is authorized under Measure B (scheduled for Nov 2024), C&C Development will move forward with the project.

S4-204B – 19081-19111 Yorba Linda Boulevard



Site S4-204B Acreage:

3.9 acres

Current Zoning: RE

Proposed Zoning: RM-20

Total (Net) Unit Potential: 78

Realistic Unit Potential: 66

Description of Site and Factors Supporting Development:

This nearly four-acre site is currently underdeveloped with just two detached single-family units. The units were developed in the early 1950s, and have an improvement-to-land value ratio under 1.0. This parcel has been on the market recently and the City has been receiving many inquiries about potential housing development on the site, including the potential for redevelopment with higher density residential use. The City has reviewed several different iterations of conceptual redevelopment plans proposed by interested purchasers.

Site S4-205 – Yorba Linda Town Center



Site Acreage: 2.97 acres
Current Zoning: Town
Center Specific Plan
Proposed Zoning: Town
Center Specific Plan
Total (Net) Unit Potential: 31
Realistic Unit Potential: 31

Description of Site and Factors Supporting Development:

The Historic District of the Town Center consists of Main Street and Olinda Street. The Town Center Specific Plan allows for the development apartments above or behind ground floor retail at a density of 10 units/acre. Staff has evaluated the parcels in this area, and identified the potential for 31 residential units. No additional rezone efforts would be required to include this area within the housing sites inventory.

Site S3-211 – 17651 Imperial Highway



Site Acreage: 2.32 acres
Current Zoning: RS
Proposed Zoning: RM
Total Unit Potential: 23
Realistic Unit Potential: 20

Description of Site and Factors Supporting Development:

This property is currently home to the Vinjon's Kennel and comprises 2.32 acres located on the north side of Imperial Highway. This site could potentially be upzoned to allow for 10 dwelling units per acre and yield approximately 23 housing units. This property owner has expressed interest in rezoning.

**Site S5-008 – Vacant Parcel on Fairmont Boulevard
(Approximate Location)**



Site Acreage: 23.01 acres
Site Acreage (Net): 9 acres
Current Zoning: PD
Proposed Zoning: PD (RM standards at 3 du/acre)
Total Unit Potential: 30
Realistic Unit Potential: 27

Description of Site and Factors Supporting Development:

This site was recently sold to a foreign investor. The City has received many inquiries about potential housing development on the site. The upper portion of the property is constrained by topography. The site could yield 30 units over the developable nine acres. Furthermore, this parcel is adjacent to Chino Hills State Park. A majority of this site (approximately 18 acres) is designated in the City's General Plan as Open Space and limiting development on this site would help to preserve open space and create a natural buffer between potential development and Chino Hills State Park.

Appendix E

Housing Policy Resident Working Group Report

https://yllocalcontrol.com/wp-content/uploads/2023/08/Yorba-Linda-Housing-with-PDFs_FINAL.pdf