

Orange Cove

Housing Element, 2019–2023

**(Midcycle Update to the 5th Cycle of the Orange Cove
Housing Element)**



prepared by

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City of Orange Cove
Housing Element, 2019-2023

Adopted by Orange Cove City Council

on

August 10, 2016, amended on January 23, 2019 and readopted on

Adopted by Orange Cove Planning Commission

on

July 19, 2016, amended on January 16, 2019 and readopted on

**February 7, 2020 amendment updates
adopted by the Orange Cove City Council
April 8, 2020.**

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Introduction

The Housing Element

Government Code Section 65580 declares: *“The availability of housing is of vital statewide importance, and the early attainment of decent housing and a suitable living environment for every Californian, including farmworkers, is a priority of the highest order.”*

State law also recognizes the most critical decisions about supply and affordability of housing occurs at the local level. To that end, the update of Orange Cove’s housing element process plays a critical role in identifying and addressing housing needs for all members of the community. In addition, the State has a fundamental interest in housing supply and affordability because of the critical role of housing as an engine for economic stability and growth. In general, Orange Cove’s housing element will contain the following components:

A Housing Needs Assessment:

Existing Needs - The Orange Cove Housing Element will determine the number of households overpaying for housing, living in overcrowded conditions, or having special housing needs (e.g., the elderly, large families, homeless). The Element will also determine the number of housing units that need rehabilitation and the number of affordable units at-risk of being converting to market-rate use.

Projected Needs - The Element will delineate the city's share of the regional housing need as established in the Regional Housing Needs Plan (RHNP) prepared by the Fresno Council of Governments. This housing need allocation establishes the number of new units needed by Orange Cove to accommodate its expected population growth over the planning period (2019 to 2023). The RHNP provides a benchmark for evaluating the adequacy of local zoning and regulatory actions that ensure Orange Cove is providing sufficient appropriately designated (and zoned) land for housing development.

A Sites Inventory and Analysis:

This element will include a detailed analysis of parcels of land within Orange Cove's city limits that could accommodate its share of Fresno County's regional

housing needs. This report will analyze residential land available by zoning and general plan designation, size and existing uses; environmental constraints and availability of infrastructure.

If the analysis does not demonstrate that adequate sites are appropriately zoned to meet Orange Cove's share of its regional housing needs, the element shall include a program to provide the needed sites that are appropriately zoned to allow owner-occupied and multi-family uses "by-right", with a minimum density of at least 20 units per acre.

An Analysis of Constraints on Housing:

Governmental and Non-Governmental - Includes land-use controls, fees and exactions, on- and off-site improvement requirements, building codes and their enforcement, permit and processing procedures, and potential constraints on the development or improvement of housing for persons with disabilities.

Housing Programs

Programs are required to identify adequate sites to accommodate Orange Cove's share of the regional housing need; assist in the development of housing for low- and moderate-income households; remove or mitigate governmental constraints; conserve and improve the existing affordable housing stock; promote equal housing opportunities; and preserve the at-risk units identified.

Quantified Objectives

Estimates the number of units, by income level, to be constructed, rehabilitated, and conserved over the planning period of the element.

Chapter 1: Public Participation

The Orange Cove Housing Element was prepared with public outreach and participation. To ensure the broadest community involvement, particularly among low-income and special needs groups, the City used several strategies, including:

- The City of Orange Cove conducted two community workshops to talk about housing and other community issues, such as healthy food and public transportation. The first workshop was held on February 22, 2016. The workshop was conducted both in English and Spanish. Input from this meeting was folded into some of the goals, policies and action programs detailed in Orange Cove's Housing Element.

Introductions

- **The City of Orange Cove**
- **Cultiva La Salud**
- **California Coalition for Rural Housing**
- **Who Else?**



Healthy Communities

What does a healthy community have?



- Healthy food?
- Places to exercise?
- Sidewalks?
- Bike paths?
- Bike lanes?
- Crosswalks?
- Public transportation?
- Street lights?

What about housing?

A second public workshop was held in early December 2019, in order to allow the community to provide input on housing issues specific to Orange Cove. Four members of the city council attended as well as 15 members of the public and three staff persons. A number of housing-related topics were discussed including ADUs, code enforcement, rental rates for tax credit projects and location of properties being annexed into the city.

To initiate the above discussion, the Consultant presented a Power Point presentation on the state of housing in Orange Cove. Following this presentation, the Consultant updated the community on upcoming housing projects – Macias Annexation, Howard Annexation and the Amaya 81-unit tax credit project. The Consultant indicated that these projects would provide for the community numerous opportunities for new affordable housing – very low- and low-income apartments, market rate apartments and single-family homes.

The 2019-2023 draft Housing Element will be posted on the city's website; displayed at city hall, county library and senior housing center; and distributed to key community housing advocates once the State Department of Housing and Community Development has issued a letter to proceed with Commission and City Council public hearings.

Many of the concerns expressed in the City's second public meeting were addressed in the Element's existing Programs including ADUs, promotion of tax-

[credit projects, increased efforts to promote code enforcement and completing the two annexations that are pending before the city, Macias and Howard.](#)

- The Planning Commission will hold one public hearing on the proposed housing element, 2019-2023. The meeting will be conducted in Spanish and English.
- The City Council will hold one public hearing on the proposed housing element. Interpreters were available at the meeting if Spanish translation was required.
- Orange Cove will post its housing element on its web site as well as the proposed amendments suggested by HCD. This will be in addition to the posting of public hearings on the housing element as well as placing it in a paper of local circulation.

The Consultant worked closely with the California Coalition for Rural Housing on the 2016 Workshop to solicit community involvement as it pertained to local housing issues.

As a result of input from the [two](#) public meetings, [the first one](#) organized by the Coalition for Rural Housing, certain housing policies were added to the Element to respond to community input on the need for additional affordable housing, especially rental housing given that many persons attending the public meeting organized by the Coalition were not able to afford the purchase of a home. An example of a policy that responded to this housing need is as follows:

4. The City of Orange Cove will seek a second Joe Serna grant to provide owner-occupied housing for agricultural workers. The City will also continue to work with tax credit developers to identify properties that can support this type of housing and who's for-rent units provide affordable housing for families working in the agricultural sector.

Discussion: Orange Cove has been very successful in providing housing for agricultural workers. Its Martinez Estates, financed by a Joe Serna grant, and its numerous multi-family tax credit projects, have provided a range of affordable housing opportunities for persons working in the agricultural sector.

Time Period: Identify opportunities on at least a biannual basis and ongoing assistance

Responsible Agency: Orange Cove City Planning Department

Funding: Joe Serna grants and tax credits

A number of persons at the second community meeting complained about the appearance of some of the housing stock in the community. As a result of this input the following program has been modified to better reflect the concerns of the community.

4. The City of Orange Cove will continue to implement its code enforcement program, which identifies dwelling units that should be demolished under the Dangerous Building Code, and which dwelling should be rehabilitated because they fall into the substandard dwelling category based on the city's housing condition survey.

Further, a number of residential properties in the community are suffering from blighted conditions, non-operating vehicles, trash, dilapidated fences, and illegal storage of equipment and materials. This condition creates health and safety problems as well as depreciating property values. A more aggressive code enforcement program can begin to on this local neighborhood problem.

Discussion: The 2015 housing condition survey identified 168 deteriorated dwellings that should be rehabilitated and 18 dilapidated dwellings that should be demolished.

Year: Ongoing

Responsible Agency: Building Department and Code Enforcement Officer

Funding: General Fund

Chapter 2. Review and Revise (Evaluation)

Government Code Section 65588 requires:

“Each local government shall review its housing element as frequently as appropriate to evaluate all of the following: (1) The appropriateness of the housing goals, objectives, and policies in contributing to the attainment of the state housing goal. (2) The effectiveness of the housing element in attainment of the community’s housing goals and objectives. (3) The progress of the city, county, or city and county in implementation of the housing element.”

The review and revise requirement is an important feature of the housing element update. A thorough review facilitates a comprehensive update and ensures the element can be effectively implemented in the next planning period.

The review and revise requires analysis in three areas as follows:

Effectiveness of the element – A description of the actual results or outcomes of the prior element’s goals (i.e., what happened), objectives, policies, and programs. The results should be quantified where possible (e.g. number of units rehabilitated) and may be qualitative where necessary (e.g. mitigation of governmental constraints).

Progress in implementation – For each program, the analysis should compare significant differences between what was projected or planned in the earlier element and what was achieved. Analyze the differences to determine where the previous housing element met, exceeded, or fell short of what was anticipated.

Appropriateness of goals, objectives, policies and programs – A description of what has been learned based on the analysis of progress and effectiveness of the previous element. A description of how the goals, objectives, policies, and programs in the updated element are being changed or adjusted to incorporate what has been learned from the results of the previous element, (Section 65588(a)(1)).

Table 1 details Orange Cove’s progress in meeting its goals, objectives, policies and programs set forth in its Housing Element, January 1, 2019 to July 1, 2023, that was approved on 7/19/16 and amended on 1/16/19 by the Orange Cove Planning Commission, and on 8/10/16 by the Orange Cove City Council and later

amended on 1/23/19. This table will provide an evaluation of the results of each of the Element's nine goals and their related objectives, policies and programs. The evaluation will also quantify the number of dwelling units constructed, rehabilitated, conserved or demolished in addition to noting the income category occupied by each unit. The evaluation will also suggest actions that could be taken in Orange Cove's updated housing element to make some of these policies and programs more effective if they are carried forward in the updated housing element.

To make adequate provision for the housing needs of all income levels, Orange Cove must, at a minimum, identify programs to do all of the following:

- Identify adequate sites, with appropriate zoning and development standards and services to accommodate the locality's share of the regional housing needs for each income level (as needed).
- Assist in the development of adequate housing to meet the needs of extremely low-, very low-, low- and moderate-income households.
- Address, and where possible, remove governmental constraints to the maintenance, improvement and development of housing including housing for all income levels and housing for persons with disabilities.
- Conserve and improve the condition of the existing affordable housing stock.
- Preservation of assisted housing developments at-risk of conversion to market-rate.
- Promotion of equal housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status or disability.

To achieve effective programs, Orange Cove will include the following in its element:

- Definite time frames for implementation.

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- Identification of agencies and officials responsible for implementation. (*e.g., planning department, city building official, public housing authority, etc.*).
- Description of the local government's specific role in program implementation (*e.g. a description of how Orange Cove will market the availability of rehabilitation funds*).
- Description of the specific action steps to implement the program.
- Proposed measurable outcomes (*e.g, the number of units created, amendment of zoning ordinance, development of a homeless shelter, initiation of a rezone program, preservation of at-risk units, annexation of land within a sphere of influence*).
- Demonstration of a firm commitment to implement (*e.g. Orange Cove will apply for HOME funds by June 2020*).
- Identification of specific funding sources, where appropriate (*e.g., dollar amounts of annual funding entitlements or allocations – CDBG, HOME, bond proceeds, tax credit allocations, Joe Serna grant, etc*).

A. Quantified Objectives

The setting of quantified objectives follows Orange Cove's work in identifying housing needs, surveying land and financial resources, analyzing constraints, and developing appropriate programmatic and policy responses which reflect Orange Cove's unique needs and circumstances. The quantified objectives will estimate the number of units likely to be constructed, rehabilitated or conserved/preserved by income level in Orange Cove during the planning period. The quantified objectives do not represent a ceiling on development, but rather set a target goal for the jurisdiction to achieve based on needs, resources and constraints.

Quantified Housing Objectives, 2016 to 2023

Income Category	New Construction 1	Rehabilitation2	Cons/ Preser.3
Extremely Low	55	5	24
Very-Low	56	5	297
Low	86	5	132
Moderate	105	5	

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Above Moderate	367	0	
TOTALS	669	20	453

1. The Construction objective refers to the number of new units that potentially could be constructed using public and/or private sources during the planning period of the element. The specific numbers come from Fresno County's Regional Housing Needs Plan.
2. The Rehabilitation objective refers to the number of existing units expected to rehabilitate during the planning period. In Orange Cove rehabilitation will be the responsibility of the private sector unless Self-Help Enterprises using CDBG funds can be convinced to take a more active role in Orange Cove.
3. The Conservation/Preservation objective refers to the preservation of the existing affordable housing stock throughout the planning period. A subset of the conservation objective is the number of federal, State and locally assisted at-risk units to be preserved. The number 453 includes the last five tax credit projects completed in Orange Cove starting in 2000 including the 81-unit Pablo Rodriguez Apartments.

B. Housing Programs: Adequate Sites

Identify actions that will be taken to make sites available during the planning period of the general plan with appropriate zoning and development standards and with services and facilities to accommodate that portion of the city's or county's share of the regional housing need for each income level that could not be accommodated on sites identified in the inventory completed pursuant to paragraph (3) of subdivision (a) without rezoning, and to comply with the requirements of Section 65584.09. Sites shall be identified as needed to facilitate and encourage the development of a variety of types of housing for all income levels, including multifamily rental housing, factory-built housing, mobile homes, housing for agricultural employees, supportive housing, single- room occupancy units, emergency shelters, and transitional housing.
(Section 65583(c)(1))

(A) Where the inventory of sites, pursuant to paragraph (3) of subdivision (a), does not identify adequate sites to accommodate the need for groups of all household income levels pursuant to Section 65584, the program shall identify sites that can be developed for housing within the planning period pursuant to subdivision (h) of Section 65583.2.

(B) Where the inventory of sites pursuant to paragraph (3) of subdivision (a) does not identify adequate sites to accommodate the need for farm worker housing, the program

shall provide for sufficient sites to meet the need with zoning that permits farm worker housing use by right, including density and development standards that could accommodate and facilitate the feasibility of the development of farm worker housing for low- and very low-income households.

In order for Orange Cove to achieve the goal of providing affordable and adequate housing for its citizens, the City must provide adequate sites for housing development. The available land inventory for Orange Cove enumerates vacant by-passed and redevelopable lands that should be developed utilizing existing infrastructure. The Land Use Element contains numerous policies that promote infill and higher residential densities. Urban infill and higher densities preserve agricultural lands, minimizes capital improvement and public service costs, and reduces vehicle miles driven - reducing vehicle-related air emissions.

Review and Analysis

Orange Cove has sufficient residentially zoned land within its city limits to meet its RHNA numbers for its very low-, low- and moderate-income households. In fact, Orange Cove has enough land zoned (137 acres) for single-family development to meet its housing obligations for the next 10.8 years based on issuing 50 single-family residential building permits per year (Table No. 34), the average number of dwelling units constructed in Orange Cove since 2000.

Orange Cove has even less land available for multi-family development, less than six acres of land only yielding 106 multi-family units (Table No. 35).

Fortunately, this condition will be ameliorated with two annexations (Howard and Macias), which are currently being processed by the City. These annexations will add ten acres of land that will be zoned to the R-3 district (one unit per 1,500 square feet). These annexations will also provide for 192 single family residential lots.

Land available for residential development is being substantially increased in Orange Cove with the following projects. Two annexations are in the process of being considered for approval by the city council and eventually Fresno LAFCO and a third project, a tax-credit project called Amaya Village, has been approved by the city council and the developer is moving forward with construction. The tax-credit project involves 81 apartments that will be affordable to lower-income

households. The complex will be built on 4.53 acres, located on the south side of Sumner Avenue west of Anchor Avenue.

The Macias and Howard annexations are scheduled to be heard by the Planning Commission in March and by the City Council in April. When the City Council initiates these annexations in April, the annexation packages will be forwarded to Fresno LAFCO. LAFCO will take approximately four months to process these annexations.

Although there are some constraints associated with the development of some of Orange Cove's residential land (floodplain), there is nothing that would preclude the development from occurring. Some parcels may require additional site improvements, such as additional fill material to lift the site out of the FEMA flood zone.

Orange Cove's sites inventories (see Tables 34 and 35) demonstrate adequate site capacity to accommodate the regional housing need for all income groups. In addition, the inventories show that Orange Cove has sites that are properly zoned that can accommodate multifamily rental housing, factory-built housing, mobile homes, and housing for agricultural employees in its tax-credit projects.

For Orange Cove's programs to be effective for meeting its adequate sites obligations they must:

1. Ensure the sites are zoned to allow owner-occupied and rental multifamily residential uses "by-right";
2. ensure sites within Orange Cove permit a minimum of 20 dwelling units per acre; and
3. ensure at least 50 percent of the low- and very low-income regional housing need be accommodated on sites designated for exclusively residential uses, at appropriate densities.

Adequate Sites Programs

1. Orange Cove updated its General Plan in 2003. Zoning ordinance amendments that followed the adoption of the general plan reclassified land that

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was annexed into the city to various residential zone districts. The Land Use Element designated this 80-acre annexation for residential development. The property is located west of Jacobs Street between South and Parlier Avenues.

Discussion: Within Orange Cove's city limits, a significant amount of land is available for residential development - 142 acres of vacant land zoned for residential development inside the city limits. This acreage will accommodate approximately 648 units. The City's most recent proposed annexation was to add 80 acres of land to the city limits. This acreage, which includes a park site, is proposed to accommodate 168 single-family dwellings and 392 apartments. The 1,125 acres allocated for residential development can easily accommodate the city's residential needs through the year 2023.

The Orange Cove City Council initiated annexation of the 80 acres referenced above, which is located west of Jacobs Avenue between South and Parlier avenues, in October of 2009. Initiation was conducted consistent with Government Code Section 56000, the Knox-Cortese-Hertsberg Local Government Reorganization Act of 2000. Approximately 27 acres of these 80 acres was zoned to the R-2 zone district; nine acres was zoned to the R-3 zone district. These two zone districts will accommodate multi-family residential housing that is affordable to lower-income households. Unfortunately, the 80-acre annexation was never completed, however, there is a program to re-initiate this annexation along with the multi-family zoning that would accompany the annexation.

Time Period: ongoing in that the development has not commenced

Responsible Agency: City of Orange Cove, Planning Department

Funding: General fund

Review and Analysis

The Orange Cove City Council initiated annexation of the 80 acres referenced above, which is located west of Jacobs Avenue between South and Parlier avenues, in October of 2009. Initiation was conducted consistent with Government Code Section 56000, the Knox-Cortese-Hertsberg Local Government Reorganization Act of 2000. The Annexation was not approved by LAFCO due to lack of infrastructure to serve the subject site. This objective was not completed. The site remains vacant but is within Orange cove's SOI.

2. In 2016 the Planning Department shall add the Mixed-Use and Smart Development zone districts to the Zoning Ordinance. These zone districts will include a mix of development standards that will promote more affordable and better-designed projects. Development standards will include narrower streets, reduced setbacks and zero lot line opportunities. In the case of a mixed-use development, upper story housing opportunities will be added to this mix of land uses. Marketing of these two zone districts will be provided the City's planning and economic development departments. Benefits to the City will include a better-designed project that will generate more development impact fees per acre than a traditional residential or commercial development.

Discussion: While Orange Cove's PUD overlay district has worked well in terms of allowing a residential developer to deviate from certain zone development standards, it does not provide the flexibility of a Smart Growth or Mixed-Use ordinance. Orange Cove will amend its zoning ordinance to add these two zone districts to its ordinance. This amendment will occur when the City updates its zoning ordinance.

Time Period: 2016/17

Responsible Agency: City of Orange Cove, Planning Department

Funding: General fund

Review and Analysis

The City has not amended its Zoning Ordinance to add a Mixed-Use and Smart Growth districts. If the City secures SB 2 funds, it will a portion of these funds to amend its zoning ordinance to add the two aforementioned districts.

3. Enough land for 125 percent of the land required for residential development by the General Plan Update will be included within the city limits. This program will be ongoing as residential development requests are presented to the city.

Discussion: This program will further ensure that Orange Cove has ample land for all types of residential development for the housing element planning period, 2016 to 2023, and the land use element, 2003 to 2025.

Year: Ongoing

Responsible Agency: City of Orange Cove, Planning Department

Funding: General fund

Review and Analysis

The City of Orange Cove is in the process of annexing two parcels of land (called the Macias and Howard annexations) and is prepared to review construction drawing for the Amaya Village project, a tax-credit project that will accommodate 81 lower-income apartments. The Macias project involves the annexation of 20 acres of land, which will provide for five acres of R-3 zoning, 36 single-family residential lots and four acres of general commercial zoning; the Howard project will result in the annexation of 40 acres which is planned for five acres of R-3 zoning and 156 single-family residential lots.

In 2014, the Amaya property was zoned from the C-2 to the R-3 district. This reclassification paved the way for the approval of the Amaya Village project, a tax credit project that will yield 81 lower-income apartments.

4. The City of Orange Cove will allow residential infill development by allowing lot sizes less than 6,000 square feet when using Orange Cove's existing Planned Unit Development overlay district.

Discussion: There are a number of vacant lots within Orange Cove's urban core that could be more effectively developed if they were allowed is divided into lots smaller than 6,000 square feet. A property owner's use of the PUD would facilitate the creation of smaller single-family residential lots.

Time Period: Ongoing

Responsible Agency: City of Orange Cove, Planning Department

Funding: General fund

Review and Analysis

Not completed. The Zoning Ordinance needs to be amended to provide for a residential district that permits lots less than 6,000 square feet.

5. Amend the Orange Cove Zoning Ordinance to add farm labor housing to the permitted use list of the City's urban reserve district. Orange Cove will amend its zoning ordinance to add emergency shelters to the permitted use list of

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Orange Cove's industrial districts. Site plan review and a building permit, both non-discretionary actions, will be required of these facilities.

Discussion: Consistent with SB 2 emergency shelters will be added to two of Orange Cove's industrial districts, M-1 and M-2 by 2016. Orange Cove is considering updating its zoning ordinance. This amendment would be integrated into this update.

Time Period: 2016-17

Responsible Agency: City of Orange Cove, Planning Department

Funding: General Fund

Review and Analysis

These amendments were all completed when the Orange Cove amended its Zoning Ordinance in 2016.

6. Orange Cove will amend its zoning ordinance to add supportive and transitional housing to the permitted use list of the R-1-6, R-2 and R-3 zone in residential zoning districts. Site plan review and a building permit, both non-discretionary actions, will be required of these facilities.

Discussion: Consistent with SB 2, supportive and transitional housing will be added to Orange Cove's residential zone districts, R-1-6, R-2 and R-3. Orange Cove is considering updating its zoning ordinance. This amendment would be integrated into this update.

Time Period: 2016-2017

Responsible Agency: City of Orange Cove, Planning Department

Funding: General Fund

Review and Analysis

These amendments were all completed when Orange Cove amended its Zoning Ordinance in 2016.

7. Provide fiscal incentives to parties promoting residential infill development for lower- and moderate-income households.

Discussion: Valle Del Rey Estates, which proposes 168 moderately priced homes, and 392 apartments, which will be rented by lower-income households, requires some assistance from the City in terms of extending certain types of infrastructure improvements. A Caltrans Infill grant could be used to defray the cost of some of these improvements thereby making the project more financially viable. Also, the City is in the process of apply for an EDA grant to pay for some infrastructure improvements that can defray the cost of to developers that are constructing lower-income housing units.

Time Period: 2016

Responsible Agency: City of Orange Cove, Planning Department

Funding: Caltrans Infill Grant

Review and Analysis

This project was never completed nor was the subject territory ever annexed to the city. LAFCO made the finding that the City did not have adequate infrastructure to serve the Valle Del Rey Estates development.

8. Rezone land within the city limits of Orange Cove to the R-3 district, which permits by right a density of more than 20 units per acre.

Discussion: Even though Orange Cove has been very successful in building tax credit projects since 2000, the city realizes that by reclassifying more land to the R-3 district, the likelihood of more affordable apartments being constructed in Orange Cove is more likely.

Time Period: 2017

Responsible Agency: City of Orange Cove, Planning Department

Funding: General Fund

Review and Analysis

The City of Orange Cove is in the process of annexing two parcels of land (called the Macias and Howard annexations) and is prepared to review construction drawing for the Amaya Village project, a tax-credit project that will accommodate 81 lower-income apartments. The Macias project involves the annexation of 20 acres of land, which will provide for five acres of R-3 zoning, 36 single-family residential lots and four acres of general commercial zoning; the

Howard project will result in the annexation of 40 acres which is planned for five acres of R-3 zoning and 156 single-family residential lots.

9. The City of Orange Cove will actively monitor all annexations that will be processed during the planning period, including non-residential developments.

Discussion: The city planning department will ensure that all applications for annexations within the planning period will be actively processed. The Department, using selected planning and engineering consultants will ensure that the annexation package, which includes map and legal description, planning services plan, environmental document, annexation form and other forms, is properly completed and processed in an expedient manner.

Time Period: Ongoing

Responsible Agency: Orange Cove Planning Department

Funding: General Fund (annexation and environmental fees)

Review and Analysis

The City of Orange Cove is in the process of annexing two parcels of land (called the Macias and Howard annexations) and is prepared to review construction drawing for the Amaya project, a tax-credit project that will accommodate 81 lower-income apartments. The Macias project involves the annexation of 20 acres of land, which will provide for five acres of R-3 zoning, 36 single-family residential lots and four acres of general commercial zoning; the Howard project will result in the annexation of 40 acres which is planned for five acres of R-3 zoning and 156 single-family residential lots.

10. The City of Orange Cove will initiate both annexation and rezoning of at least 10 acres of land currently inside the city limits for the purpose of reclassification to the R-3 district, which permits by right a density of more than 20 units per acre. As a part of the annexation and reclassification, the city will also seek tax credit housing developers to participate in the reclassification or annexation process. Tax credit projects are very successful in meeting extremely low and very low housing unit demands.

Discussion: The City of Orange Cove needs to revisit the 80-acre annexation on the east side of Anchor Avenue that was initiated in 2009. If successful, this property could provide the necessary property for high density residential zoning that would help the city meet its RHNA numbers.

Paralleling this proposed future annexation, the city will rezone, at a minimum, 10 acres of land to the R-3 district. The Planning Department recommends that this high-density residential zoning be scattered around the community and not concentrated in any one neighborhood.

The rezoned sites will:

- * Accommodate 100 percent of the lower income housing need for which site capacity has not been identified.
- * Allow and limit by-right approval to only owner-occupied and rental multifamily residential use developments in which at least 20 percent of the units are affordable to lower income households.
- * Have site capacity of at least 16 units
- * Have a minimum density of at least 20 units per acre. For example, 20 to 25 units per acre. Not, 16 to 24 units per acre.
- * Accommodate at least 50 percent of the lower income housing need on sites designated for residential use only or accommodate 100 percent of the lower income housing need on mixed-use sites if those sites allow 100 percent residential use and require that residential use occupy 50 percent of the total floor area of a mixed-use project.

Time Period: 2018/2019

Responsible Agency: City of Orange Cove, Planning Department

Funding: General Fund

Review and Analysis

The City of Orange Cove is in the process of annexing two parcels of land (called the Macias and Howard annexations) and is prepared to review construction drawings for the Amaya project, a tax-credit project that will accommodate 81 lower-income apartments. The Macias project involves the annexation of 20 acres of land, which will provide for five acres of R-3 zoning (potentially yielding 29 units per acre), 36 single-family residential lots and four acres of general commercial zoning; the Howard project will result in the annexation of 40 acres

which is planned for five acres of R-3 zoning (potentially yielding 29 units per acre) and 156 single-family residential lots.

The City of Orange Cove has not revisited the 80-acre annexation on the east side of Anchor Avenue, which was initiated in 2009, because the city does not have sufficient infrastructure in that part of the community to serve development in this part of the community.

C. Assist in the Development

Assist in the development of adequate housing to meet the needs of extremely low-, very low-, low-, and moderate-income households (Government Code Section 65583(c)(2)).

Having assessed and identified the housing needs of *extremely low-, very low-, low-, and moderate-income* households, including special needs households, Orange Cove is poised to implement a sufficient number of strategies to assist in developing adequate housing to meet those needs. In fact, since 2000, Orange Cove has done an exceptional job in meeting its RHNA allocations and the needs of special housing groups.

To address this requirement, Orange Cove has offered direct support for the development of affordable housing through various financing mechanisms including a Joe Serna grant, USDA Rural Development funds and federal tax credits. Direct assistance has also been provided through the utilization of the Housing Authority's Section 8 program.

Orange Cove indirectly facilitated the development of more affordable housing through effective administration of land-use controls and by providing streamlining of residential applications.

Program

1. The City of Orange Cove will encourage private developers who are proposing residential development to seek a PUD (planned unit development) overlay zone district. This district allows for greater flexibility in residential design and better utilization of land. These opportunities allow the developer to potentially provide a more affordable housing product. The city will encourage

the use of these zone districts by providing information that shows that they will increase the density of a residential development while at the same time reducing improvement costs and impact fees per residential unit.

Discussion: The build out of the proposed 80-acre neighborhood, Valle Del Rey, was processed under Orange Cove's PUD overlay district. This new neighborhood will provide affordable rental units for lower-income households as well as homes affordable to moderate-income households.

Year: Ongoing

Responsible Agency: City of Orange Cove, Planning Department

Funding: General fund

Review and Analysis

The City of Orange Cove has not revisited the 80-acre annexation on the east side of Anchor Avenue, which was initiated in 2009, because the city does not have sufficient infrastructure in that part of the community to serve development in this part of the community.

2. The City of Orange Cove will assist the Fresno County Housing Authority's implementation of the conventional Public Housing Rental Program and the Section 8 Existing Program, which provides rent subsidies directly to participating landlords, and will support that Agency's attempts to secure additional funding for expanded programs. Currently, the Housing Authority manages 40 Section 8 housing units in Orange Cove.

The Orange Cove Building Department will identify for the Housing Authority additional rental housing stock that can be used for the Section 8 Program.

Discussion: From time to time, as the Building Department inspects single-family dwellings or apartments that have been rehabilitated, the inspector will share with the property owner about the opportunity to enter the Housing Authority's Section 8 Program. Given that Fresno County's waiting list for potential renters is 22,000 for the entire county, the potential to rent a dwelling unit to a Section 8 family is great.

Year: Ongoing

Responsible Agency: City of Orange Cove and Fresno County Housing Authority

Funding: HUD funds

Review and Analysis

From time to time the Building Inspector will refer persons who have redeveloped their single-family dwelling or apartments to the Fresno County Housing Authority to determine their interest in becoming a part of the Authority's Section 8 Program.

3. The City of Orange Cove will seek a second Joe Serna grant to provide owner-occupied housing for agricultural workers. The City will also continue to work with tax credit developers to identify properties that can support this type of housing and who's for-rent units provide affordable housing for families working in the agricultural sector.

Discussion: Orange Cove has been very successful in providing housing for agricultural workers. Its Martinez Estates, financed by a Joe Serna grant, and its numerous multi-family tax credit projects, have provided a range of affordable housing opportunities for persons working in the agricultural sector.

Time Period: Identify opportunities on at least a biannual basis and ongoing assistance

Responsible Agency: Orange Cove City Planning Department

Funding: Joe Serna grants and tax credits

Review and Analysis

The city of Orange Cove has redesignated and rezoned 4.53 acres of land from the commercial district to the high-density designation and from the C-2 district to the R-3 district in order to provide for the construction of an 81-unit tax credit project, called Amaya Village. The project will be constructed if the developer receives bond financing.

4. The City of Orange Cove will ensure that proposed housing, which will accommodate persons with developmental disabilities, will be actively facilitated.

Discussion: Orange Cove has been very successful in providing housing for lower-income households. The tax credit apartment projects that have been constructed in Orange Cove have provided numerous ground floor units that are handicapped accessible; however, these units have not necessarily catered to persons that are developmentally disabled. When a developer proposes a housing project that will cater to the developmentally disabled Orange Cove will waive all processing fees and will process the project in a timely manner. To assist these types of projects the City will entertain reducing development standards for parking and setbacks.

Time Period: ongoing

Responsible Agency: Orange Cove City Planning Department

Funding: general fund

Review and Analysis

The city of Orange Cove has added a Reasonable Accommodations chapter to its Zoning Ordinance in order to ensure that persons with disabilities can be accommodated in existing housing units in Orange Cove.

D. Conserve and Improve the Existing Housing Stock

Conserve and improve the condition of the existing affordable housing stock, which may include addressing ways to mitigate the loss of dwelling units demolished by public or private action (Government Code Section 65583.(c)(4)).

Orange Cove's existing affordable housing stock is a valuable resource and the element includes programs to conserve and improve this affordable housing stock. Improvement includes programs that enhance existing housing stock using rehabilitation strategies. Conservation includes maintenance, such as code enforcement in deteriorating buildings, or in response to improvements to the housing stock such as weatherization programs that helps reduce housing costs.

Programs

1. Amend sections of the Orange Cove Zoning Ordinance to promote energy conservation. Specifically, amending sections of the ordinance that refer to solar orientation, planting of street trees, width of streets, and minimizing the use of cul-de-sac streets.

Time Period: 2009-2010

Responsible Agency: City of Orange Cove, Planning Department

Funding: General Fund

Review and Analysis

The city of Orange Cove has yet to amend its Zoning Ordinance to include these types of development standards into its residential districts.

2. Establish and promote a weatherization program for senior and low-income households. The City will establish and widely distribute information brochures by 2016 in a variety of community locations, including the senior citizen center and the library.

Time Period: 2016-2017

Responsible Agency: Orange Cove Building Department

Funding: General Fund

Review and Analysis

The city has not implemented a weatherization program. Self-Help Enterprises provides this type of program but Self-Help has not been active in Orange Cove. **The Fresno County Housing Authority has been very active in renovating approximately 100 units in three of their housing projects in Orange Cove. This renovation project included numerous weatherization improvements.**

3. Establish incentives such as fee deferrals and priority processing to implement green building standards for new single-family homes and future tax credit projects. These features will include but should not be limited to solar panels, Energy Star appliances, and passive solar orientations.

Time Period: 2016-2017

Responsible Agency: Orange Cove Building Department

Funding: general fund

Review and Analysis

The city of Orange Cove has yet to amend its Zoning Ordinance to include these types of development standards into its residential districts.

4. The City of Orange Cove will continue to implement its code enforcement program, which identifies dwelling units that should be demolished under the Dangerous Building Code, and which dwelling should be rehabilitated because they fall into the substandard dwelling category based on the city's housing condition survey.

Discussion: The 2015 housing condition survey identified 168 deteriorated dwellings that should be rehabilitated and 18 dilapidated dwellings that should be demolished.

Year: Ongoing

Responsible Agency: Orange Cove Site Plan Review Committee

Funding: General Fund

Review and Analysis

The city of Orange Cove through its building department has an on-going service that provides code enforcement consistent with the Dangerous Building Code.

5. The City will continue to identify dilapidated housing units in Orange Cove that require demolition. The City will notify the property owner of this requirement. Once the lot is vacant, the City will work with the property owner to facilitate the construction of a new residential unit on the lot.

Discussion: Often property owners who own dilapidated residential units are reluctant to demolish the units because of cost. If the City can devise a financial incentive to promote demolition and reconstruction, the elimination of dilapidated units in Orange Cove will be accelerated.

Time Period: Ongoing

Responsible Agency: Orange Cove Building Department

Funding: private investment

Review and Analysis

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The city of Orange Cove through its building department has an on-going service that provides code enforcement consistent with the Dangerous Building Code.

6. Orange Cove could annually apply for CDBG funds for rehabilitation of housing in Orange Cove. The City could establish an in-house program, or contract with Self-Help Enterprises to provide this service.

Discussion: Self-Help Enterprises provides housing rehabilitation services throughout the San Joaquin Valley. To date, the City has not been interested in contracting with Self-Help although that may have changed in recent years.

The Fresno County Housing Authority rehabilitated all of its units that existed in Orange Cove thereby making these units more desirable for families looking for attractive rental properties.

Year: 2017

Responsible Entities: City of Orange Cove and Self-Help Enterprises

Funding: CDBG funds

Review and Analysis

To date, the rehabilitation of substandard homes in the city of Orange Cove is accomplished by private contractors. All work is inspected by the Building Department to ensure compliance with the Uniform Building Code.

7. Orange Cove will continue to ensure that the long-term affordability of its six tax credit apartment projects (containing 439 housing units) remain in place for the contracted time period, which ranges from 30 to 55 years.

Discussion: Orange Cove has been very successful in attracting tax credit developers to the community. Since 2001, six tax credit projects have been successfully constructed, adding 439 apartments to the city.

Year: Ongoing

Responsible Entities: City of Orange Cove

Funding: General Fund

Review and Analysis

None of the units listed above have opted-out. They remain affordable to lower-income households wishing to live in Orange Cove. Many of these households are employed in the agricultural sector – farmworkers, truck drivers, machinery operators, packing house workers, etc.

8. Orange Cove will add a part-time code enforcement officer to its building department. This position will ensure that neighborhoods are free of blight, including abandoned cars, weed infested lots, and dwellings that accumulate junk and debris. The Officer will inspect 10 sites per week.

Year: 2016 to 2017

Responsible Entities: City of Orange Cove

Funding: General Fund

Review and Analysis

This position has not been added. In fact, the recently retired building inspector was rehired to process building permits and provide code enforcement on an as needed basis.

9. Orange Cove will work with the Fresno County Housing Authority to identify apartment complexes that could be purchased and renovated. These units could be rented to lower-income households.

Year: Ongoing

Responsible Entities: City of Orange Cove/Fresno County Housing Authority

Funding: general fund

Review and Analysis

The city of Orange Cove through its building department alerts the Housing Authority of potential apartment complexes that could be considered for purchase and rehabilitation.

E. Preserve Units At-Risk of Conversion to Market Rate Uses

Preserve for lower income households the assisted housing developments identified pursuant to paragraph (8) of subdivision (a). The program for preservation of the assisted

Orange Cove Housing Element, 2019 to 2023

housing developments shall utilize, to the extent necessary, all available federal, state, and local financing and subsidy programs identified in paragraph (8) of subdivision (a), except where a community has other urgent needs for which alternative funding sources are not available. The program may include strategies that involve local regulation and technical assistance (Government Code Section 65583(c)(6)).

The nature of conversion risk varies significantly among projects depending on the type of subsidy and related affordability controls. Since 2000, 411 affordable apartments have been constructed in Orange Cove, each utilizing different types of financing - private investment, LMI funds and tax credits. Each of these projects has different long-term affordability requirements; 14 of the units have no affordability covenants. The City monitors these complexes to ensure that they do not get converted to market-rate units. To date, there have been no conversions to market-rate housing.

Orange Cove has not experienced a significant increase in Section 8 units over the last 10 years. To improve on this trend, Orange Cove has been working with private contractors to construct single family homes on infill lots that have had previously contained a dilapidated home that has been demolished. These units can become Section 8 units so long as they receive certification from the Housing Authority.

Programs

1. Work with local contractors to construct or rehabilitate single-family homes that can be made available for Section 8 households. Orange Cove will work to increase the number of Section 8 units in Orange Cove by two units per year over the planning period. In 2015, there were 40 Section 8 residential units in the community.

Discussion: Given the number of persons on the waiting list in Fresno County, 22,000 families, any increase in Section 8 units in Orange Cove or the county's other 12 cities would be beneficial for lower-income households that need affordable, clean housing.

Year: Ongoing

Responsible Entities: City of Orange Cove, Building Department

Funding: General Fund

Review and Analysis

The city of Orange Cove through its building department continues to alert the Housing Authority of homes that could be potentially used for Section 8 housing. As of October 2019, the following list of units on the Housing Authority's website is as follows:

Citrus Gardens

201 Citrus Avenue and 452 10th Street, Orange Cove

Citrus Gardens is a year-round housing complex exclusively for ...

Kuffel Terrace

791 I Street, Orange Cove

Kuffel Terrace Apartments is within walking distance to schools, churches, retail stores, daycare, ...

Kuffel Terrace Annex

1040 8th Street, Orange Cove

Kuffel Terrace Annex offers units that are simple, but very well-maintained. The complex ...

Citrus Gardens

201 Citrus Avenue and 452 10th Street, Orange Cove

Citrus Gardens is a year-round housing complex exclusively for ...

Kuffel Terrace

791 I Street, Orange Cove

Kuffel Terrace Apartments is within walking distance to schools, churches, retail stores, daycare, ...

Kuffel Terrace Annex

1040 8th Street, Orange Cove

Kuffel Terrace Annex offers units that are simple, but very well-maintained. The complex ...

Family Housing

Fresno Housing Authority owns, manages, and/or maintains more than 4,500 residential units throughout Fresno County, including within the

Mountain View Apartments

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1270 South Avenue, Orange Cove

Mountain View Apartments has modern units that are highly desirable, giving residents a ...

2. Orange Cove will monitor owners of at-risk projects on an ongoing basis, at least every six months, in coordination with other public and private entities to determine their interest in selling, prepaying, terminating or continuing participation in a subsidy program. The Fresno County Housing Authority has rehabilitated all the Authority-owned units in Orange Cove. Should tax credit units become at-risk, the City will contact the Fresno County Housing Authority to determine their interest in purchasing these affordable rental-housing units.

Discussion: To date, the Agency has not identified any at-risk projects in Orange Cove.

Year: Ongoing

Responsible Entities: Orange Cove Building Department

Funding: general funds

Review and Analysis

There are no at-risk apartment complexes in Orange Cove as of 2019.

3. Orange Cove will work in concert with the Fresno County Housing Authority to purchase deteriorated apartment complexes and rehabilitate them so that they can pass health and safety codes. These units, when upgraded, would be rented to lower-income households.

Discussion: The Housing Authority can apply for funds to purchase apartments that require rehabilitation. Orange Cove could financially assist the Authority in the purchase or rehabilitation of these apartment complexes using CDBG funds.

Year: 2016/17

Responsible Entities: City of Orange Cove and Fresno County Housing Authority

Funding: CDBG and Authority fund

Review and Analysis

To date, the Fresno County Housing Authority has not contemplated the purchase of any residential units in Orange Cove. The Housing Authority has in the past provided significant rehabilitation of approximately 100 apartment units contained in three of its complexes that are located in Orange Cove.

F. Address and Remove or Mitigate Constraints

Address and, where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing, including housing for all income levels and housing for persons with disabilities. The program shall remove constraints to, or provide reasonable accommodations for housing designed for, intended for occupancy by, or with supportive services for, persons with disabilities (Government Code Section 65583(c)(3)).

Orange Cove's choice of programs reflects the results of its housing need analyses, identification of available resources including land and financing, and the mitigation of identified governmental and non-governmental constraints.

Program

1. The Orange Cove Planning Department shall require through site plan or conditional use permit conditions that twenty-five percent of all ground floor units in new multi-family projects be handicapped-accessible.

Discussion: Typically, tax-credit projects will provide ground floor units that are designed to be handicapped-accessible. This program would ensure that more attention is paid to the number of ground floor units that would fall into this category.

Year: Ongoing

Responsible Agency: Orange Cove Planning Department

Funding: General Fund

Review and Analysis

The newest tax-credit project, which is winding its way towards construction, involves the Amaya Village project, an 81-unit apartment project. Typically, all ground floor units are designed to be handicapped-accessible.

2. The City of Orange Cove will consider foregoing development impact fees, excluding school impact fees, if the project is a single-family residential infill project, or a downtown mixed-use project that includes an affordable residential component.

Discussion: This financial assistance tool could attract residential developers to existing residentially designated infill sites.

Year: Ongoing

Responsible Agency: Orange Cove Planning Department

Funding: General Fund

Review and Analysis

This strategy has not yet been considered for development.

3. The City of Orange Cove will continue to process State licensed group homes administratively. To date, the processing of this type of home can be completed in about two weeks.

Discussion: This review process is very effective.

Year: Ongoing

Responsible Agency: Orange Cove Planning Department

Funding: General Fund

Review and Analysis

This streamline process is in place. Typically, processing a residential use of this type takes about two weeks.

4. The City now understands that a density bonus is not a discretionary action. This will be rectified in the City's updated zoning ordinance, which will remove this application from the conditional use permit list. The City will revise its density bonus ordinance consistent with Government Code Section 65915 and remove the application of the conditional use permit.

Discussion: The City's update of its Zoning Ordinance will bring it into compliance with State planning law. Specifically, a density bonus application will no longer require a conditional use permit.

Year: 2016/17

Responsible Agency: Orange Cove Planning Department

Funding: General Fund

Review and Analysis

The City now processes density bonus applications consistent with Government Code Section 65915. **The City will amend its Zoning Ordinance to be consistent with State Planning Law regarding density bonus law.**

5. The City of Orange Cove will prepare a Reasonable Accommodation Ordinance to comply with the housing element requirements that address land use and zoning barriers to the development and siting of housing for individuals with disabilities. Reasonable accommodation in the land use and zoning context means providing individuals with disabilities or developers of housing for people with disabilities, flexibility in the application of land use and zoning and building regulations, policies, practices and procedures, or even waiving certain requirements, when it is necessary to eliminate barriers to housing opportunities.

Discussion: This Ordinance will be prepared in **2020**. It will ensure that persons with disabilities will be able to modify their homes to make them more accessible in a short period of time at minimal processing cost.

Year: 2016

Responsible Agency: Orange Cove Planning Department

Funding: General Fund

Review and Analysis

The City now processes density bonus applications consistent with Government Code Section 65915. **The City will amend its Zoning Ordinance to be consistent with State Planning Law regarding density bonus law.**

6. The City of Orange Cove has prepared a number of amendments to its Zoning Ordinance that recognize certain types of residential land uses, including group shelter, emergency shelters, farm labor camps, homeless shelters and second residential units.

Discussion: These ordinance amendments were prepared in 2016. When approved, they will ensure that a wide range of housing types is permitted in Orange Cove. For emergency shelters, Orange Cove's M-1 and M-2 districts will be amended to list emergency shelters as permitted uses within these districts.

Year: 2016

Responsible Agency: Orange Cove Planning Department

Funding: General Fund

Review and Analysis

The zoning ordinance has been amended to add these types of housing uses to various districts as permitted uses.

7. The Orange Cove Zoning Ordinance will be amended to make farm worker housing a permitted use in its agriculture and urban reserve zone districts and permitted in residential districts in accordance with Health and Safety Code Section 17021.5 and 17021.6. This residential use would be required to secure site plan approval and a building permit, both of which are non-discretionary actions.

Discussion: Orange Cove's zoning ordinance is outdated and needs to be revised. The City will revise its zoning ordinance in 2016/17 in order to make farm worker housing a permitted use in its agriculture and urban reserve zones and residential districts.

Time Period: 2016/17

Responsible Agency: Planning Department

Funding: General Fund

Review and Analysis

The zoning ordinance has been amended to add farm labor housing to the permitted use list of the agriculture and urban reserve zone districts.

8. The Orange Cove Zoning Ordinance will be amended to make second units a ministerial permit. The language in the Ordinance has been written to be consistent with State second-unit law. The revision to Orange Cove's zoning ordinance ensures that there are no occupancy limits for immediate family members that will occupy the primary or secondary unit.

Discussion: Orange Cove's zoning ordinance is outdated and needs to be revised. The City will revise its zoning ordinance in 2016 in order to make the document consistent with State law and recent legislation that pertains to housing issues.

Time Period: 2016

Responsible Agency: Planning Department

Funding: General Fund

Review and Analysis

The zoning ordinance has been amended to make second units (now called ADUs) to only require a building permit.

9. Orange Cove will continue to market the community for multi-family tax credit projects and target financial resources to developments affordable to extremely low-income households. To make the project even more affordable for extremely low-income households, the City should process a density bonus on each tax credit project in order to increase density, promote affordability and provide units with three or more bedrooms for large family households.

Discussion: Of the last five tax credit projects processed in Orange Cove, about 10 percent of the units were affordable to extremely low-income households. This type of housing product is the most effective means of providing affordable housing for this income group. About 20 percent of these units contained three or more bedrooms. This feature provided housing for large family households.

Time Period: 2017

Responsible Agency: Orange Cove Planning Department

Funding: General fund

Review and Analysis

The city has completed the processing of Amaya Village project, an 81-unit tax credit project. A certain percentage of the units in the Village will be devoted to extremely-low income households.

10. Orange Cove's enforcement on the Uniform Building Code does not cause any constraints on housing supply or affordability. The City of Orange Cove also provides code enforcement. Typical enforcement involves inspecting substandard residential dwellings to ensure that the health and safety of the residents is not being jeopardized.

Discussion: The City Building Department enforces the UBC and can typically conduct the plan check and on-site inspection within two weeks of a builder's request.

Time Period: 2016 to 2023

Responsible Agency: Orange Cove Planning Department

Funding: General fund

Review and Analysis

The city building department continues to enforce the Uniform Building Code.

11. Orange Cove will process lower-income residential projects in a manner that accelerates the processing of these types of affordable housing. Further, the City shall adopt certain strategies that insure the affordability of these types of residential projects.

Discussion: All development impact fees associated with affordable housing projects shall be paid at time of occupancy. To assist in ensuring that these types of projects remain affordable, Orange Cove will seek EDA grants to install infrastructure thereby reducing the cost to developers of affordable housing projects.

Time Period: 2016 to 2023

Responsible Agency: Orange Cove Planning Department

Funding: General fund

Review and Analysis

The city has not been successful in securing an EDA grant. Impact fees are paid at time of occupancy and because Orange Cove is small and all planning applications are processed by contract planners, the processing of planning applications is streamlined.

12. Thirty-nine percent of Orange Cove's senior population (65 years and older) has a disability. Also, Orange Cove has a significant labor population that falls into the farm labor category. Both of these groups have special housing needs.

Discussion: Orange Cove has provided farm worker housing opportunities over the last decade through the Joe Serna Programs. The City will continue its efforts to provide affordable housing under the Joe Serna Program for farm workers as well as working with the Fresno County Housing Authority to apply for a HUD Mainstream Initiative Act grant to provide housing to mentally or physically disabled persons.

Time Period: Annually

Responsible Agency: City of Orange Cove and Fresno County Housing Authority

Funding: Mainstream Initiative Act grant

Review and Analysis

The city has not been successful in securing another Joe Serna grant nor has the Housing Authority applied for a HUD Mainstream Initiative Act grant for Orange Cove.

13. The City of Orange Cove has prepared a number of amendments to its Zoning Ordinance that recognize certain types of residential land uses, including homes for developmentally disabled.

Discussion: Care and housing for persons with developmental disabilities is often provided by agencies or individuals operating out of single-family homes that care for six or fewer of these individuals that live in a residential setting. These homes, termed intermediate care/developmentally disabled living units, are a permitted use in all of Orange Cove's residential districts, however, the City intends to amend its Zoning Ordinance to expand the permitted number to eight.

Time Period: Ongoing

Responsible Agency: City of Orange Cove Planning Department

Funding: General Fund

Review and Analysis

The City has added a housing program that focuses on persons with developmental disabilities. Care and housing for this special population is often provided by agencies or individuals operating out of single-family homes that care for eight or fewer of these individuals that live in a residential setting. These homes, termed intermediate care/developmentally disabled living units, are a permitted use in all of Orange Cove's residential districts for six or fewer persons. Orange Cove's program will expand the permitted number to eight

14. The City of Orange Cove has prepared a number of amendments to its Zoning Ordinance that recognize certain types of residential land uses, including transitional and supportive housing. These uses have been added to the permitted use list of Orange Cove's residential districts.

Discussion: Orange Cove's Mixed-Use (MU) district allows dwelling units in above ground commercial and office uses. The City will amend the MU district to list transitional and supportive housing units as permitted uses, both ground level and above ground.

Time Period: 2018/19

Responsible Agency: City of Orange Cove Planning Department

Funding: General Fund

Review and Analysis

These amendments to the Zoning Ordinance have been completed.

G. Equal Housing Opportunities

Promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status, or disability (Government Code Section 65583(c)(5)).

Orange Cove Housing Element, 2019 to 2023

Fair Housing laws make it illegal to discriminate against any person because of race, color, religion, sex, disability, familial status, national origin, ancestry, marital status, sexual orientation, source of income and age in the rental or sale, financing, advertising, appraisal, provision of real estate brokerage services, etc., and land-use practices. Government Code Section 65008 also expressly prohibits localities from discriminating against residential development or emergency shelters if the intended occupants are low-income or if the development is subsidized.

In Orange Cove's housing element, a local equal housing opportunity program must provide a means for the resolution of local housing discrimination complaints and should include a program to disseminate fair housing information and information about resources throughout the community.

Programs

Orange Cove will work with Fresno County Housing Authority to provide a local Fair Housing Information Program. This Program will distribute educational materials to property owners, apartment managers, and tenants, and it will respond to complaints of discrimination (i.e., in-taking, investigation of complaints, and resolution) by referring the affected party to the appropriate agencies.

Year: 2016 to 2023

Responsible Entities: City of Orange Cove and Fresno County Housing Authority

Funding: CDBG funds

Review and Analysis

The Fresno County Housing Authority continues to provide information to property owners, apartment managers, and tenants, that involve complaints pertaining to housing discrimination.

Orange Cove Housing Element, 2019 to 2023

Chapter 3: Existing Housing Needs

A. Population, Employment, and Housing Characteristics

Government Code Section 65583(a) requires “An assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs”. This assessment includes an analysis of population and employment trends (GC 65583 (a)(1)) and household characteristics (GC 65583 (a)(2)).

1. Population

Orange Cove is located in eastern Fresno County and the base of the Sierra Nevada foothills. Orange Cove’s population has grown steadily over the last 38 years. The population in 2010 stood at 9,078 persons, compared to 7,722 persons in 2000, 4,062 in 1980, and 3,392 in 1970. Since 2010, Orange Cove has experienced an average annual growth rate of 1.6 percent. **In 2018, according to the State Department of Finance Orange Cove’s population is 9,469 up two percent from 2017 (9,279).**

Population growth is perhaps the central factor for establishing policies and determining new areas for housing. For purposes of preparing Orange Cove’s General Plan, population projections were developed representing low and high estimates. For the first 10-year period (2011) the General Plan forecasted a low population of 10,131 and a high population of 12,531 persons. By the year 2021, the General Plan forecasted a low population estimate of 12,969 and a high population of 19,461 persons. Comparing Orange Cove’s 2010 population with its general plan population estimates, its apparent that Orange Cove’s growth rate will be on the low side of the general plan’s population projections.

Table 1
Population Growth Trends

Year	Population	Numerical Change	Percent Change	Average Annual Growth Rate
1970	3,392	-	-	-
1980	4,062	670	19%	1.9%
1990	6,543	2,481	61%	6.1%
2000	7,722	1,179	18%	1.8%
2010	9,078	1,356	17%	1.7%

Source: 1990, 2000 and 2010 US Census

The other 12 cities within Fresno County have also experienced strong population growth since 2000. As will be noted later in this chapter, although Orange Cove has grown slow over the years it still remains one of the most affordable cities in Fresno County.

Orange Cove's population grew 17 percent between 2000 and 2010. **Between 2010 and 2018, Orange Cove has increased by only 4.3 percent.**

Table 2
Population Trends - Neighboring Jurisdictions

Jurisdiction	2000	2010	Change	Percent Change
Clovis	68,516	96,868	28,352	41.4
Coalinga	15,798	19,065	3,267	20.7
Firebaugh	5,743	6,941	1,198	20.9
Fowler	4,046	5,764	1,718	42.5
Fresno	427,652	502,303	74,651	17.4
Huron	6,310	8,082	1,772	28.1
Kerman	8,584	14,381	5,797	67.5
Kingsburg	9,231	11,504	2,273	24.6
Mendota	7,890	9,966	2,076	26.3
Orange Cove	7,722	11,049	3,327	43.1
Parlier	11,145	13,658	2,513	22.5
Reedley	20,756	26,227	5,471	26.3
Sanger	18,931	25,664	6,733	35.6
San Joaquin	3,270	4,071	801	24.2
Selma	19,444	23,435	3,842	24.5
Balance of County	164,405	174,783	10,378	6.3
Incorporated	635,000	778,578	143,578	22.6
County Total	799,407	953,761	154,354	19.3

Source: US Census

The ethnic breakdown of Orange Cove's population in 2010 is detailed in Table 3. The percentage of Orange Cove's Hispanic population has grown from 86 percent in 1990 to 92.7 percent in 2010. Correspondingly, the White population has dropped from 11 percent in 1990 to 5 percent in 2010.

Table 3
Ethnicity

Hispanic/Latino	92.7 percent
White	5.0
Asian	.9
Other	1.4
	100 percent

Source: U.S. Census Bureau, 2010

A review of Orange Cove's 2010 population by age shows a growing school-aged cohort, 23.5 percent of the city's population is between 0 and 9 years of age. The next largest age cohort is the 10-19 group, containing 20.3 percent of Orange Cove's population

The significance of the 0-9-population cohort is that the local school district can expect or are currently experiencing high classroom numbers in the lower grade levels of the elementary schools. In addition, a significant population in these lower age brackets also indicates a potential need for local recreation services and open space opportunities, like skate parks, swimming pools, and gyms.

Orange Cove's largest cohort, 0 to 9 years, indicates that the demand for elementary school classrooms and recreation facilities will increase over the next 10 years

Large populations in the older age categories, 65 and over (5.7 percent of the population) require services for seniors such as senior meals, an enhanced senior citizen center and assisted living facilities.

Table 4
Population by Age

2010

Group	Number	Percent
0-9 years	2,128	23.5
10-19 years	1,944	20.3
20-24 years	760	9.4
25-34 years	1,420	14.6
35-44 years	1,078	11.9
45-54 years	843	9.3
55-59 years	339	3.7
60-64 years	253	2.8
65-74 years	307	3.4
75-84 years	155	1.7
85+ years	51	0.6
Total	9,087	100.0

2. Employment

Orange Cove's main employer is agriculture. The majority of the people of Orange Cove work in either packinghouses, in the fields or in industries that are agriculturally related, such as trucking, equipment repair, or crop maintenance. In 2010, for example, almost 32 percent of Orange Cove's labor force worked in the agricultural sector. Much of the work in this sector is seasonal.

The city's work force also includes persons working in the following industrial sectors - retail trade, manufacturing, construction and services. Major employers in Orange Cove in 2010 were Booth Ranch, Sunny Cove Citrus, Cecilia Packing, Orange Cove/Sanger Citrus and Kings Canyon Unified School District.

Table 5
Orange Cove 2010 Employment by Industry

<u>Industry</u>	<u>2010</u>	<u>Percent</u>
Agriculture	956	31.9
Construction	175	5.8
Manufacturing	116	3.8
Transportation, Utilities And Communications	148	4.9
Wholesale/Retail Trade	441	14.7
Services: Business, repair,		

personal, recreational, and entertainment		
Professional, scientific, adm. and waste man. services	57	1.9
Professional & related services		
Arts, ent., recreation and food service	255	8.5
Finance, insurance, real estate	9	.3
Education, health & social Services	356	11.9
Public Administration	35	1.2
Other Services	51	1.7
Total Employed	2,989	100%

Source: U.S. Bureau of Census, 2010

According to the 2010 Census, 32.9 percent of the City's residents are in the labor force. The dominant employer continues to be agriculture and its related industries, like packing and cold storage, trucking and cultural services.

Persons commuting to work outside the City had a median commute time to work of about 24.6 minutes. Approximately 70 percent of these persons drove their own personal cars while about 19.5 percent carpooled. Less than 2.2 percent of the labor force worked out of their home.

Employment statistics indicate a strong need for housing for lower-income households that will support persons employed in the agriculture, wholesale trade and manufacturing sectors. The demand for affordable homes and apartments is likely to remain very high given the moderate hourly wages offered by these sectors of the economy.

3. Household Characteristics

A review of census data indicates that Orange Cove's housing stock grew by 1,171 housing units during the period 1990-2010. Data summarized in Table 9 reveals that the number of dwelling units in Orange Cove increased from 1,313 in 1990 to 2,484 in 2010, an average annual increase of about 67 housing units per year. During the "building boom" from 2001 to 2007, Orange Cove experienced significant apartment development and construction of entry-level single-family dwellings. Low interest rates, state loans and grants for housing programs and

the appreciation of home values fueled this dramatic increase in home construction.

Table 6
Household Growth Trends (1990 - 2010)

Year	Households	Numerical Change	Annual Percent Change
1990	1,313		
2000	1,816	503	38 percent
2010	2,484	668	36.8 percent

a. Household Incomes

Median Family Incomes (MFI) and Income Group Limits are estimated and published annually by the U.S. Department of Housing and Urban Development (HUD). Income group limits are based on a Metropolitan Statistical Area (MSA) and adjusted for Census and Bureau of Labor Statistics data. The HUD MFI and Income Limits Table are used to determine eligibility for all government housing assistance programs nationwide. Orange Cove is in the Fresno County MSA. The 2010 MFI for Fresno County is \$45,563, based on a 4-person household. Orange Cove's MFI, which was the lowest of the county's 13 incorporated cities, was \$27,450.

The established standard income groups are generally defined as: (1) Very Low-Income: households earning less than 50 percent of the Median Income; (2) Low-Income: households earning between 50 percent and 80 percent of the Median Income; (3) Moderate-Income: households earning between 80 percent and 120 percent of the Median Income; and (4) Above Moderate-Income: households earning over 120 percent of the Median Income.

Based on the 2010 HUD Household Income Limits Table, the very low- and low-income groups comprise 64.4 percent of Orange Cove's households. Approximately, 20.6 percent of Orange Cove's households are classified as above moderate-income.

Sixty-four percent of Orange Cove's households fell into the very low or low-income categories in 2010

Since the certification of Orange Cove's last housing element, the City has been aggressively addressing the needs of very low- and low-income households, using a variety of funding sources such as federal tax credits, Joe Serna grants and CDBG funds. During the time period of January 1, 2001 to July 1, 2008, 240 apartments were constructed that were financed by tax credits and 87 single family homes were built using private equity and CDBG and USDA funds and a Joe Serna grant.

Table 7
Households by 2010 Income Categories

Income Category	Income Range	Percent
Very Low	Less Than \$22,781	39.1
Low	\$22,782 - \$36,450	25.6
Moderate	\$36,451 - \$54,675	9.6
Above Moderate	Greater Than \$54,676	26.1

Source: HUD

b. Household Size

In 1970, the average number of persons per household unit in Orange Cove was 4.01; this number dropped to 3.8 persons per household in 1980 and climbed dramatically in 2010 to 4.39 persons per household. This parallels a similar increase countywide. Orange Cove's figure of 4.39 persons per unit household signifies an overcrowding condition not uncommon to communities whose economy is dominated by agriculture.

c. Household Tenure

Home ownership as a percent of total housing units decreased by about 15 percent from 1980 to 2000. The major factor contributing to this trend was the financial barrier of housing prices outstripping household incomes. The decreasing ability of families to purchase homes will translate into a need for more rental housing. In 1980, 61 percent of Orange Cove's housing units were owner-occupied while 39 percent were renter-occupied. In 1990 the percentage of owner-occupied units dropped to 53 percent while the percentage of renter-occupied units increased to 47 percent. By 2010, owner-occupied units dropped

to 43.2 percent of all housing units while renter-occupied units rose to 56.8 percent. The significant increase in renter-occupied units resulted from a series of large multi-family developments that were constructed in the 1990s and 2000s.

Between 2000 and 2010, 626 housing units have been constructed - 326 apartments and 300 single family dwellings. In all likelihood, the number of owner-occupied units as a percentage of total housing units will continue to decrease from its 2010 figure of 43.2 percent. **Between 2010 and 2017, 69 single-family dwelling have been constructed and very few apartments. In 2019, Amaya Village was approved and subject to financing 81 tax credit apartments will be constructed.**

d. Vacancy Rates

Vacancy rates are a general indicator of the availability of a particular type of housing in a community. A low vacancy rate suggests that individuals or families may have difficulty finding a certain type of housing within their price range; a high vacancy rate may indicate either the existence of deficient unit's undesirable for occupancy or an oversupply of a certain type of housing.

The percent of vacant housing units in a community represents only a snapshot in time. During any given year, the housing vacancy rate can vary depending on numerous factors including interest rates, housing construction activity, housing code enforcement, and unemployment rates. In 2010, Orange Cove's vacancy percentage was 7.3 percent; in 2001 this figure was 4.13 percent.

B. Overpayment and Overcrowding

Government Code Section 65583(a) requires "...an analysis and documentation of household characteristics, including level of payment compared to ability to pay, housing characteristics, including overcrowding, and housing stock condition", (Government Code 65583 (a)(2)).

Identifying and evaluating existing housing needs are a critical component of Orange Cove's housing element. This analysis will help Orange Cove identify existing housing conditions and address households with housing cost burdens or unmet housing needs.

This analysis will include a quantification of the total number of persons, households and housing units in Orange Cove; a quantification and qualitative description of Orange Cove's housing needs; and identification of potential solutions and resources to address Orange Cove's housing need. Information on tenure characteristics (owner versus renter) will also be included. Tenure information is important because it affects the nature of housing problems encountered, as well as the types of programs or resources needed to address them.

1. Overpayment

Housing is generally the greatest single expense item for California households. Current standards measure housing cost in relation to gross household income: households spending more than 30 percent of their income, including utilities, are generally considered to be "overpaying." "Severe overpaying" occurs when households pay 50 percent or more of their gross income for housing.

The impact of high housing costs falls disproportionately on extremely low-, very low- and low- income households, especially renters. While some higher-income households may choose to spend greater portions of their income for housing, the cost burden for lower-income households reflect choices limited by a lack of a sufficient supply of housing affordable to these households. In 1995, according to the American Housing Survey, 52 percent of California's 2.5 million low-income renter households paid more than half of their income for rent. Of the State's 1.6 million very low-income renters, 72 percent paid more than half of their income for rent in 1995.

According to the National Low Income Housing Coalition, low-income households in California in 2006 could only afford monthly rents of up to \$827, while the fair market rent in 2006 for a two-bedroom unit was \$1,189.

Low-income households, who are overpaying for housing, frequently have insufficient resources for other critical essentials including food and medicine. This is a significant hardship for too many workers, families and seniors, but it also impacts local economies as money that might otherwise be spent in local stores generating sales tax revenues are being spent on housing.

A household is considered to be overpaying for housing (or cost burdened) if it spends more than 30 percent of its gross income on housing. Severe housing cost burden occurs when a household pays more than 50 percent of its income on housing. The prevalence of overpayment varies significantly by income, tenure, household type, and household size. The Comprehensive Housing Affordability Strategy (CHAS) provides detailed information on housing needs by income level for different types of households. Detailed CHAS data based on the 2010 Census is displayed in the table below. In 2010, 50 percent of all Orange Cove households overpaid for housing. For renter households the overpaying percentage was 60.9.

Table 8
Total Households Overpaying (2012-2016)

Households	Renters	Owners	TOTAL
All Households	1,275	915	2,190
Number of Households Overpaying	760	785	1,545
Percent of All Households Overpaying	59.6 percent	85.8 percent	70 percent

Source: State of the Cities Data Systems: 2012-2016 Comprehensive Housing Affordability Strategy (CHAS) Data

Notes:

Overcrowding – More than 1 person per room.

Severe overcrowding – More than 1.5 persons per room.

Cost burden – Monthly housing costs (including utilities) exceeding 30% of monthly income.

Severe cost burden – Monthly housing costs (including utilities) exceeding 50% of monthly income.

Of the 1,545 households "overpaying" in Orange Cove, almost 60 percent of these households were renter households. Of Orange Cove's extremely low-income households (585 households), 86.8 of these households were overpaying.

Fifty percent of Orange Cove households overpaid for housing in 2010! Eighty-six percent of Orange Cove's extremely low-income households (585) overpaid for housing!

In general, overpayment disproportionately affects lower income households in Orange Cove, especially lower income renter households. This emphasizes the affordability gap between market rents and affordable housing costs for lower income households. For example, the median rent in 2010 in Orange Cove was \$733 while lower-income households could only afford \$575!

To address overpayment, Orange Cove will pursue a variety of programs to expand affordability. With a strong prevalence of overpayment by rental households, Orange Cove will continue to work closely with developers who construct or rehabilitate multi-family tax credit projects. During this last planning period, 288 subsidized apartment units were rehabilitated thereby making them more marketable, energy efficient and affordable. Orchard Village remodeled 188 apartments by installing new HVAC units, solar panels, double-paned windows, hot water heaters and remodeling the kitchens and bathrooms.

Paralleling the Orchard Village remodel, the Fresno County Housing Authority remodeled 100 units that were contained on five different properties. The units were gutted and insulation, double paned windows, roofs, new wiring and plumbing were installed. Mold mitigation was also implemented in some of the Housing Authority units.

These remodels have served to mitigate the overpayment condition that exists in Orange Cove, especially among the households that rent.

To address the overpayment situation in Orange Cove, the City Council has taken three actions. Firstly, they have rezoned five acres of land (C-2 to R-3) and approved an 81-unit tax credit project in the southwest quadrant of the city.

These units will be affordable to lower-income households, and for a certain percentage of households very-low income households. Construction is tentatively slated for 2020.

Secondly, the Council has initiated annexation of 20 acres of land that is slated for a 36-lot single family subdivision and five acres of high-density residential zoning, potentially up to 100 apartment units. This property is known as the Macias property and is located in in the northwest quadrant of the city.

Finally, the Council has also initiated annexation of 40 acres of land that is slated for another five acres of high-density zoning and 156 single-family residential lots to be constructed in four phases. The project is known as the Howard project and is located in the northwest quadrant of the City.

1. Overcrowding

Overcrowding is typically defined as more than one person per room, based on the Census Bureau's definition of "room," which excludes bathrooms, porches, balconies, foyers, halls, or half-rooms. Severe overcrowding occurs when there are more than 1.5 persons per room. Overcrowding can result when there are not enough adequately sized units within a community, or when high housing costs relative to income force too many individuals or families to share housing. Overcrowding can also accelerate deterioration of the housing stock.

In 2010, overcrowded households in Orange Cove represented 17.4 percent of the city's total households, 407 households. Eighty-one households were severely overcrowded.

To address overcrowding, this Element includes programs to relax development standards in Orange Cove's second unit ordinance, increase the supply of multi-family units with three or more bedrooms, and promote rehabilitation of existing single-family homes to add bedrooms.

The Element and recent development projects will address the Orange Cove's overcrowded housing conditions. The Macias and Howard annexations will bring to the market 192 single-family residential lots. Typically, most of these homes will contain three bedrooms, and some may even provide four bedrooms. For households that are squeezed into a one- or two-bedroom apartments these homes will provide a relief from over-crowded living conditions. Couple these single-family homes with market rate and tax credit apartments, some of which

provide very affordable three-bedroom apartments, the overcrowded living conditions in Orange Cove could be made insignificant over time.

Table 9
Overcrowded Households

	Owner (%)	Renter (%)
Overcrowded	159 (17.3)	357 (28)
Severely Overcrowded	26 (2.8)	105 (8.2)

Source: 2010 Census

Fifty-six percent of Orange Cove's households are overcrowded, and 11 percent are extremely overcrowded!

C. Extremely Low-Income Households Housing Needs

Government Code (GC) Section 65583(a) requires “ Documentation of projections and a quantification of the locality’s existing and projected housing needs for all income levels, including extremely low-income households (GC 65583 (a)(1))”.

Government Code Section 65583(a) requires quantification and analysis of existing and projected housing needs for extremely low-income (ELI) households. ELI is a subset of the very low-income and is defined as 30 percent of area median income and below.

The area median income in Fresno County in 2010 was \$49,104; the State of California was \$62,663. For extremely low- income households, this results in a median of \$14,731 or less for a four-person household. Households with extremely low-income have a variety of housing situations and needs. For example, most families and individuals receiving public assistance, such as social security insurance (SSI) or disability insurance are considered extremely low-income households. At the same time, a minimum wage worker could also be considered an extremely low-income household if that individual has an annual income of approximately \$14,731 or less. The following are examples of

occupations with wages that could place a household in the extremely low-income household category.

Table 10
Extremely Low-Income Wage Earners

Occupation Title	Median Hourly Wage
Welder	\$13.50
Child Care Workers	\$10.00
Housekeepers	\$10.00
Nursery Worker	\$10.00
Packing House Worker	\$10.25
Education, Training and Library Workers	\$10.50
Agricultural Graders and Sorters	\$11.25
Waiters and Waitresses	\$10.00
Food Preparation and Serving Related Workers	\$12.00

1. Existing Needs

In 2010, approximately 631 extremely low-income households resided in Orange Cove, representing 27 percent of the total households. Most extremely low-income households were renters who experienced a high incidence of housing problems. For example, extremely low-income households faced housing conditions associated with the burden of overpayment, overcrowding, or dwellings without complete kitchen or plumbing facilities.

2. Projected Needs

To calculate the projected housing needs, Orange Cove assumed 50 percent of its very low-income regional housing needs are extremely low-income households. As a result, from the very low-income need of 111 units, the City has a projected need for 55 units of extremely low-income households. Many extremely low-income households will be seeking rental housing and most likely will be facing overpayment, overcrowding or substandard housing conditions. Some extremely low-income households could also face mental or types of disabilities.

To address the range of needs for this housing group, Orange Cove will employ a detailed housing strategy including promoting a variety of housing types, such as second residential units (ADUs), senior housing apartments, and transitional care facilities.

To address the housing needs of extremely low-income households, Orange Cove over the last 20 years has accommodated a number of multi-family tax credit housing projects. These complexes in addition to providing affordable housing for lower-income households also provide some housing units for extremely low-income households. This effort is designed to:

- build a long-term partnership in development,
- gain access to specialized funding sources, including applying for funding sources that support deeper targeting,
- identify the range of local resources and assistance needed to facilitate the development of housing for extremely low-income households, and
- promote a variety of housing types, including higher density, multifamily housing.

As part of this effort, Orange Cove will develop an action plan with nonprofit housing entities- including tax-credit developers and the Fresno County Housing Authority to develop housing for extremely low-income households. Activities include assisting with site identification and acquisition, local financial resources, assisting and streamlining entitlements and providing concessions and incentives through the Density Bonus Law.

The Element and recent development projects will address the housing needs of Orange Cove's extremely low-income households. The Amaya Village tax credit project will provide approximately 192 single-family residential lots. Typically, most of these homes will contain three bedrooms, and some may even provide four bedrooms. For households that are squeezed into a one- or two-bedroom apartments these homes will provide a relief from over-crowded living conditions. Couple these single-family homes with market rate and tax credit apartments, some of which provide very affordable three-bedroom apartments, the overcrowded living conditions in Orange Cove could be made insignificant.

D. Housing Stock Characteristics

Government Code Section 65583(a) requires an analysis and documentation of household characteristics, including level of payment compared to ability to pay, housing characteristics, including overcrowding, and housing stock condition, (Section 65583 (a)(2)).

1. Housing Condition Surveys

A housing condition survey was conducted in 2016 in order to determine the trend in Orange Cove's efforts to upgrade and maintain its housing stock. In this survey, each dwelling unit was evaluated for its physical condition and appearance. The survey revealed that a number of dwelling units were either deteriorated or dilapidated. Of the City's approximately 2,400 housing units, 18 were rated as dilapidated (less than 1 percent); 7 percent were rated deteriorated (7 percent) and 1,661 units (65 percent) were rated sound. The balance of the units were rated deficient, 27 percent. Table 14 shows the survey results for 2016. The housing condition survey was conducted using the four definitions listed below:

- 1) Sound Structure: a well maintained structure in good condition with no or very few defects of minor consequence.
- 2) Deficient Structure: a structure in relatively good condition, but in need of more than a few minor repairs and in general maintenance.
- 3) Deteriorated Structure: a structure in need of several minor repairs including plumbing and electrical work and roof repairs.
- 4) Dilapidated Structure: a structure in need of more than two major repairs and/or a high number of minor repairs which makes the rehabilitation of the structure economically unfeasible.

To provide the reader and local decision-makers with a sense of how well Orange Cove's efforts have been towards improving its housing stock, Tables 15 and 16 have been included in this report to document earlier housing condition surveys.

Since 2000, three housing surveys have been conducted in Orange Cove. The results of these surveys show a positive trend in regards to housing conditions in

Orange Cove. The percentage of sound units has increased from 55 percent of the housing stock to 65 percent while the percentage of deteriorated units has decreased from ten percent to seven percent of the total housing stock.

Table 11
Orange Cove Housing Conditions, 2016

	sound	deficient	deteriorated	dilapidated	total
number of units	1,661	649	168	18	2,391
percentage of total	65.1%	27.1%	7.0%	.8 %	100 %

Source: Collins & Schoettler, Planning Consultants, 2016

Table 12
Orange Cove Housing Conditions, 2008

	sound	deficient	deteriorated	dilapidated	total
number of units	1441	630	189	16	2277
percentage of total	63.3	27.6	8.3	.7	100 %

Source: Collins & Schoettler, Planning Consultants, 2008

Table 13
Orange Cove Housing Conditions, 2000

	sound	deficient	deteriorated	dilapidated	total
number of units	1003	618	181	14	1,816
percentage of total	55	34	10	>1	100 %

Source: Collins & Schoettler, Planning Consultants, 2000

From 2008 to 2015, approximately 70 residential units were constructed in Orange Cove, 67 single-family dwellings and 3 apartments. During this time period, 12 dilapidated residential units were demolished and 288 multi-family

residential units were rehabilitate, moving them from the deficient category to the sound category.

Since 2008, Orange Cove’s sound housing units have increased from 55 to 65 percent of the total housing stock and the deteriorated unit percentages have dropped from 10 percent to 7 percent.

The private sector’s efforts towards rehabilitation of multi-family dwellings, which utilize private capital and not State grants or loans, pays for a wide variety of improvements that make the dwelling unit safer and more habitable. These improvements range from a new roof to the installation of dual-paned windows, and from the addition of an extra bedroom to new plumbing in the kitchen. All of these improvements make dwelling units in Orange Cove less deficient.

Orange Cove’s housing stock remains in good condition, 65 percent sound, however, 37 percent the City’s housing stock is more than 40 years old and may require more regular maintenance and repair. Some of the more recent housing stock may also be in need of rehabilitation, particularly small multi-family dwellings. Programs which assist lower-income and/or elderly homeowners with home maintenance and repair will continue to be a challenge for Orange Cove given that the city has not contracted with Self-Help Enterprises for housing rehabilitation services.

Table 14
Year Structure Built

Year Built	Number	Percentage
Built 2010 and later	45	1.8 percent
Built 2000 to 2009	929	37.3
Built 1990 to 1999	275	11
Built 1980 to 1989	115	4.6
Built 1970 to 1979	361	14.5
Built 1960 to 1969	332	13.3
Built 1950 to 1959	255	10.2

Orange Cove Housing Element, 2019 to 2023

Built 1940 to 1949	72	2.8
Built 1939 or earlier	100	4.0

Total 2484 units

Source: Census 2010

Orange Cove has taken a very proactive approach towards housing rehabilitation. Two major rehabilitation projects have been completed since 2008. The Fresno County Housing Authority rehabilitated 100 apartments and the Butler Company rehabilitated 188 apartment units. All of these apartments were weatherized and provided with new HVAC units, solar units, fixtures and in some cases roofs.

Since 2016, the condition of Orange Cove's housing stock remains generally unchanged. Few residential building permits have been issued since 2016 and only a couple of homes have been rehabilitated. The Building Department continues to cite residential units that are deteriorated (seven percent of the housing stock) and dilapidated (.8 percent of the housing stock). The owners are encouraged to demolish the dilapidated units (too costly to rehabilitate) and fix up the deteriorated units. This process is ongoing from year to year.

2. Housing Stock Characteristics

The percentage of single-family units as a percentage of total housing units has decreased over time from 79 percent in 1980 down to almost 66 percent in 2010. Conversely, the percentage of multi-family units as a percent of total housing units has increased over time from 20.5 percent in 1980 up to 34 percent in 2010. The percentage of mobile home units to total housing units has remained relatively consistent, at or below one percent. The percentage of multi-family units as a percent of total housing stock was increased substantially as a result of numerous tax credit developers constructing apartment complexes in Orange Cove. In fact, just in the years 2000-2008, 320 tax credit rental units were constructed in Orange Cove. These units provide affordable rental stock for very-low and low-income households in the community.

Table 15
Orange Cove Housing Units

Orange Cove Housing Element, 2019 to 2023

Housing Units Type	1990 (percent)	2000 (percent)	2010 (percent)
Single-Family	1,042 (79.1 %)	1,237 (68.1 %)	1,466 (65.7%)
Multi-Family	271 (20.5)	574 (31.6)	765 (34.2)
Mobile Homes	3 (0.2)	5 (0.2)	0 (0)
Totals	1,316 units	1,816 units	2,231 units

Source: 1990, 2000 and 2010 US Census

Substandard housing indices, without physical inspection, can generally be judged as overcrowding, units lacking complete plumbing, and units constructed before 1940 without diligent maintenance. In Orange Cove, renter households are more likely to live in units that are overcrowded or lack complete plumbing facilities. This supports the need for rehabilitation programs to assist both renter- and owner-occupied households.

In Orange Cove, 185 households comprising 17.3 percent of the total housing units in Orange Cove were overcrowded in 2010. About 2.8 percent of Orange Cove's households fell into the extremely overcrowded category, 1.5 persons per room. A significant percentage of these units were renter-occupied units.

Table 16
Indicators of Substandard Housing - 2010

Indicators	Households	
	Number	Percent
Overcrowded	159	17.3 percent
Extremely Overcrowded	26	2.8
Lacking Complete Plumbing Facilities	43	2.5
Built 1939 or Earlier	100	4.0

3. Residential Construction Trends

An average of 19 single-family residential units a year were constructed in Orange Cove from 2001 to 2018. Most of the single-family homes constructed during this time period were affordable to low- to moderate-income households and some farm worker families. Forty-three of the single-family homes were constructed under the Joe Serna Program (funded by HOME funds). An average of almost 25 apartment units were constructed during this time period. Almost all of these units fell into the tax credit category.

Table 17
Building Permits By Year

Year	Single-Family Units	Multifamily Units
2001	44	100
2002	33	0
2003	38	2
2004	20	78
2005	5	0
2006	5	81
2007	33	182
2008	35	0
2009	7	0
2010	105	0
2011	4	0
2012	0	0
2013	0	0
2014	2	0
2015	0	0
2016	8	0
2017	2	0
2018	2	0
Total	343 units	443 units

Source: Orange Cove Building Permit Records Through December 31, 2018.

Table 18
Pending Housing Developments (11/1/19)

Development	Dev. Lots	Vac. lots	Tent. Lots/Units	Acreage
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Orange Cove Housing Element, 2019 to 2023

Barington Homes	147	10	68	40
Vecente Tapia	118	28	0	40
Amaya Village	0	0	81	5
TOTAL	265 lots	38 lots	159 lots/units	85 ac.

Sources: City, and discussions with developers

4. Vacancy Trends

Vacancy trends in housing are analyzed using a “vacancy rate” which establishes the relationship between housing supply and demand. For example, if the demand for housing is greater than the available supply, then the vacancy rate is low, and the price of housing will most likely increase. Additionally, the vacancy rate indicates whether or not the City has an adequate housing supply to provide choice and mobility. HUD standards indicate that a vacancy rate of five percent is sufficient to provide choice and mobility.

In 2015, the State Department of Finance (DOF) Population Research Unit published an annual estimate of population, housing units, vacancy, and household size for all incorporated cities in the State. DOF reported a vacancy rate of 4.2 percent for Orange Cove.

In 2015, the Consultant surveyed the local realtors to secure data on apartments, vacancy rates and rental rates. According survey, the overall apartment vacancy rate was very low, less than three percent. Because of the recent recession, lower- and moderate-income households have flocked towards affordable rental housing stock, especially units that are subsidized. Vacancy rates are especially low for three- and four-bedroom units because large families need these types of units for their children. In the five apartment complexes in Orange Cove managed by the Fresno County Housing Authority, there was an extensive waiting list for each complex and no vacancies existed. Of interesting note, the Housing Authority’s five complexes contain a total of 23 four-bedroom units, which is an indicator of the need for affordable rental units for large family units.

The Housing Authority oversees the Housing Choice Voucher Program (Section 8 Rental Program) in Orange Cove. In 2014, the Housing Authority indicated that 50 Section 8 rental units were available in Orange Cove. All units were rented and a waiting list existed for families who wished to rent a Section 8 unit.

The vacancy rate for single-family homes in Orange Cove is also low, less than five percent, according to the housing survey conducted in 2015. Families who have been foreclosed on, make too much money to qualify for a subsidized rental unit or have poor credit, have sought single-family homes especially when they have three or four children. Local realtors estimate that there are some 25 single-family units for rent. Average rent is estimated to be \$700 to \$900 for a three bedroom, two bathroom unit. For a 2-bedroom one-bathroom unit, rents have ranged from \$450 to \$550.

According to local Orange Cove realtors, there were a total of 9 single-family homes listed for-sale in December, 2015; 18 vacant lots were for available for purchase. The median for sale-price was \$140,464 while the average for sale-price was \$151,548. These for-sale prices are substantially down from the housing peak of 2007 when prices were 25 to 30 percent higher.

5. Housing Costs and Affordability

One of the major barriers to housing availability is the cost of housing. In order to provide housing to all economic levels in Orange Cove, a wide variety of housing opportunities at various prices should be made available. The following table describes the acceptable monthly payment for households in the four major groups: very low-, low-, moderate- and above moderate-income, based on Fresno County's 2000 median income.

Table 19
Income Groups By Affordability (2010)

Income Group	Income Range	Max. Monthly Payment *
Very Low (0-30%)	Less Than \$23,850	Less Than \$434.00
Low (31-50%)	23,851- \$27,350	\$724
Moderate (51-80%)	\$27,351 - \$43,750	\$869
Above Moderate (81 and over)	Greater Than \$43,751	\$1,828

Source: 2010 Fresno County Median Income at \$ 48,700 ; * 30% of income equal to monthly payment

Single-Family Sales Units

Since 2010, the median single-family home sale price ranged from a low of \$75,000 to a peak high of \$300,184 and a 2018 median sale price of \$158,082. This means that median home prices peaked around 2007 with an increase of about 100 percent over 2000 values. Since 2007, the housing slump has caused median home prices to fall about 25 to 50 percent. Since 2015, that trend has reversed and much of the loss in home value has recovered and is reaching 2007 peak values. Local income growth has not kept pace with increasing home prices, even with this recent reduction in median home prices. However, Orange Cove still remains one of the most affordable cities in California so long as its residents continue to maintain an income commensurate with county incomes.

Rental Units

In 2010, the median rent in Orange Cove was \$733. In 2015, rents ranged from \$450 to \$900, depending upon the number of bedrooms and the condition of the apartment. In 2018, the median rent has climbed to \$1,047.

Table 20
Current Median Rents*

Bedroom Type	Median Tax-Credit Rents	Market Rents
Rents		
One-Bedroom	\$400	NA
Two-Bedroom	\$425	\$733
Three-Bedroom	\$750	\$900
Note* Rents are net rents, apartment utilities are \$58 for a 1-bedroom, \$69 for 2-bedroom, \$82 for 3-bedroom, and \$97 for 4-bedroom		

Affordability

Affordability is defined as a household spending 30 percent or less of household income for shelter. Shelter is defined as gross rent or gross monthly owner costs. Gross rent is the contract rent, plus utilities. In most cases, the contract rent includes payment for water, sewer and garbage. "Gross monthly owner costs" includes mortgage payments, taxes, insurance, utilities (including gas and electric), condominium fees, and site rent for mobile homes.

In 2010, 66 percent of renter households in Orange Cove paid in excess of 30 percent of their income for shelter. To put this in perspective, Table 23, Affordable Rental Rates, shows 2010 income ranges based on the Area Median Income (AMI) of \$48,700 along with the "affordability range." For instance, a very low-income family of four could generally afford a total of \$434 a month for rent and \$69 for utilities in a two-bedroom apartment. Most of these households live in subsidized apartments, either Section 515 apartments, tax- credit housing complexes or units operated by the Fresno County Housing Authority. In older sections of Orange Cove, often two families will rent one single family home thereby dividing the rent in half, or one family will live in the primary residence on a lot and a second family will in a converted garage or granny flat at the rear of the primary residence.

In 2010, 43.8 percent of owner-occupied households in Orange Cove paid in excess of 30 percent of their income for housing. Typically, households that are purchasing a home can spend more on housing than households that are renting, often up to 35 percent of gross income. Unfortunately, that lending practice coupled with sub-prime financing has led to many households in California and across the country to lose their home to foreclosure.

Table 21

Affordable Rental Rates

Maximum Affordability Income Range	Maximum Gross Rent
Less Than \$17,390	\$434
\$17,391 - \$28,950	\$724
\$28,951 - \$40,550	\$869
Greater Than \$40,551	\$1958

Apartment utilities are \$60 for a 1-bedroom, \$69 for 2-bedroom, \$81 for 3-bedroom, and \$96 for 4-bedroom.

While shelter costs for rental units are generally figured to be affordable at 30 percent of gross income, households are able to obtain a mortgage loan based on 35 percent of gross income. This is subject to individual credit and budgeting

conditions and those with less revolving loan-type debt can generally find financing for a more expensive home.

Conclusions

Since 2010, home prices and rents in Orange Cove have increased to levels almost reaching 2007 peak values. In 2010, 66 percent of renter households and 43.8 percent owner-occupied households spent more than a third of their income on housing. These percentages are an increase over 2000 figures. To mitigate this trend, Orange Cove will need to continue to attract developers that construct tax-credit rental projects. On the homebuyer front, Orange Cove must continue to work with the private sector towards the construction of entry-level housing supported by first-time homebuyer loans.

In 2010, 66 percent of renter households and 43.8 percent owner-occupied households in Orange Cove spent more than a third of their income on housing.

To address the overpayment situation in Orange Cove, the City Council has taken three actions. Firstly, they have rezoned five acres of land (C-2 to R-3) and approved an 81-unit tax credit project in the southwest quadrant of the city. These units will be affordable to lower-income households, and for a certain percentage of households, very-low income households. Construction is tentatively slated for 2020.

Secondly, the Council has initiated annexation of 20 acres of land that is slated for a 36-lot single family subdivision and five acres of high-density residential zoning, potentially up to 100 apartment units. This property is known as the Macias property and is located in in the northwest quadrant of the city.

Finally, the Council has also initiated annexation of 40 acres of land that is slated for another five acres of high-density zoning and 156 single-family residential lots to be constructed in four phases. The project is known as the Howard project and is located in the northwest quadrant of the City.

E. Identification and Analysis of Developments At-Risk of Conversion

Pursuant to Government Code Section 65583, subdivision (a), paragraph (8), this subsection should include an analysis of existing assisted housing developments (as defined by the statute) that are eligible to change from low- income housing uses during the next ten years due to termination of subsidy contracts, mortgage prepayment, or expiration of restrictions on use.

Thousands of publicly assisted housing units in California are eligible to change from low-income to market-rate housing during the next decade due to the termination of various government subsidy programs and/or restrictions on rental rates. These units, known as at-risk units, are a valuable source of affordable housing for families statewide and as a result, the housing element must include a detailed analysis and proactive policies and programs to preserve at-risk units.

For the purpose of housing element law, assisted housing developments or at-risk units are defined as multifamily rental housing complexes that receive government assistance under any of the following federal, State, and/or local programs (or any combination of rental assistance, mortgage insurance, interest reductions, and/or direct loan programs) and which are eligible to convert to market-rate due to termination (opt-out) of a rent subsidy contract (e.g., Housing Choice Vouchers [Section 8] mortgage prepayment (e.g., FHA), or other expiring use restrictions (e.g., State or local programs) within the current and subsequent 5-year planning period of the housing element.

“Assisted housing development”, according to Government Code Section 65863.10, means a multifamily rental housing development that receives governmental assistance under one of many programs, including Section 8, HOME, CDBG, or redevelopment funds (now eliminated).

If there are no units at-risk of conversion in the locality during the ten-year period, the element must include a description of how the locality determined and verified no units are at-risk during. The locality should verify that there are no federal, State, or locally funded units at-risk of conversion.

1. Inventory of At-Risk Units

California housing element law requires all jurisdictions to include a study of all low- income housing units which may at some future time be lost to the

affordable inventory by the expiration of some type of affordability restrictions. The law requires that the analysis and study cover a ten-year period, and be divided into two periods, coinciding with updates of the housing element. There are three general cases that can result in the conversion of public assisted units:

1) Prepayment of HUD Mortgages: Section 221(d'(3), Section 202 and Section 236 — Section 221 (d)(3) is a privately-owned project where the U.S. Department of Housing and Urban Development (HUD) provides either below market interest rate loans or market-rate loans with a subsidy to the tenants. With Section 236 assistance, HUD provides financing to the owner to reduce the costs for tenants by paying most of the interest on a market rate mortgage. Additional rental subsidy may be provided to the tenant. Section 202 assistance provides a direct loan to non-profit organizations for project development and rent subsidy for low-income elderly tenants. Section 202 provides assistance for the development of units for physically handicapped, developmentally disabled, and chronically mentally ill residents.

2) Opt-outs and Expirations of Project-Based Section 8 Contracts — Section 8 is a federally funded program that provides for subsidies to the owner of a pre-qualified project for the difference between the tenant's ability to pay and the contract rent. Opt-outs occur when the owner of the project decides to opt-out of the contract with HUD by pre-paying the remainder of the mortgage. Usually, the likelihood of opt- outs increase as the market rents exceed the contract rents.

3) Other — Expiration of the low-income use period of various financing sources, such as Low-Income Housing Tax Credit (LIHTC), bond financing, density bonuses, California Housing Finance Agency (CALHFA), Community Development Block Grant (CDBG), HOME and redevelopment funds. Generally, bond financing properties expire according to a qualified project period or when the bonds mature.

2. Inventory of Affordable Rental Housing Units

The following inventories include all government assisted rental properties in Orange Cove. Generally, the inventory consists of HUD financed housing projects, Low-Income Housing Tax Credit (LIHTC) and Fresno County Housing Authority multi-family bonds. Target levels include the very low-income group and the low-income group. A total of 726 assisted housing units were identified in Orange Cove.

Table 22
Inventory of Public Assisted Complexes (2015)

Name	Year Built	Number of Units	Program
Kuffel Terrace	1952	20 units	Housing Authority
Kuffel Terrace Annex.	1964	40	Housing Authority
Mt. View Apartments	1983	30	Housing Authority
Citrus Gardens	1981	30	Housing Authority
Orange wood Plaza	1984	40	tax credits
South Cove Apartments	1995	54	tax credits
Orchard Village	1995	188	tax credits
Pablo Rodriquez Plaza	2000	81	tax credits
Zaninovich Village	2004	81	tax credits
Los Arboles Apts.	2005	81	tax credits
Villa Escondido	2006	81	tax credits
Total		726 units	

In Orange Cove, the use of tax credits, under IRS's Section 42, was used for the last seven multi-family housing projects listed above. Their 40 to 55 year rental assistance obligations to residents will not sunset until 2024 for the complex built in 1984, and 2046 for the Villa Escondido built in 2006.

Orange Cove does not have any in-lieu fees or inclusionary programs for affordable housing. Orange Cove has not approved a project requiring a density bonus.

The Consultant has also contacted the Fresno County Housing Authority to determine if the units they constructed in the 70s and 80s were at-risk. The Housing Authority indicated that the units that they own and manage in Orange Cove will continue to remain affordable in the long-term and that the Housing Authority has no intentions of converting these units to market-rate apartments. In fact, the Housing Authority recently renovated 100 units in three of its complexes. This brought all the units up to the sound housing condition category **and also improved their energy efficiency.**

The two most recent tax credit projects were built in 2005 and 2006. Los Arboles Apartments (company) constructed an 81-unit family rental project that provides affordable rental units to 56 very low- and 24 low-income households. These units will remain affordable for 55 years. The second project, constructed by Villa Escondido, has also provided 81 affordable rental units for families.

The most prevalent type of at-risk conversion in Orange Cove is the termination of Section 8 contracts. The Section 8 contract provides rent subsidy to approximately 45 dwelling units in Orange Cove. The rent is the difference between the tenant's ability to pay and the HUD contract rent. Given the long waiting list to secure a Section 8 rental unit in Orange Cove, it is more likely that the number of available Section 8 units will increase over the new planning period, 2019 to 2023.

There are no units at-risk in Orange Cove during the planning period of this Housing Element Update, 2019 to 2023, according to the California Housing Partnership Corporation. However, over the 7-year period ending 2016, there could be development that will be "at-risk" such as the Orangewood Plaza constructed in 1984. The likelihood of conversion to condominium units would be difficult because of the current layout of the development - lack of covered parking, no parking that is dedicated to individual units, and no common area that could attract persons to a condominium development. Given these design flaws, this development will most likely remain as non-market rate rental units. Further, the requirement of sprinkler and ADA improvements would make it economically difficult to convert these condo units into market rate housing.

It would be consistent with programs in Orange Cove's Housing Element to contact the owners of the aforementioned apartment developments to seek a strategy to maintain the units as affordable rental units. These potential strategies will be discussed in upcoming chapters of the Element.

Table 23
Inventory of "at-risk" Units in the Ten Year Period

Year	Name of Project	Non-Elderly Units	Elderly Units	Total
2006				
2007	No Projects At-risk			
2008	No Projects At-risk			
2009	No Projects At-risk			
2010	No Projects At-risk			
2011	No Projects At-risk			
2012	No Projects At-risk			
2013	No Projects At-risk			

2014	No Projects At-risk		
2015	Orange Wood Plaza	40	40
2016	No Projects At-risk		
2017	No Projects At-risk		
2018	No Projects At-risk		
2019	No Projects At-risk		
2020	No Projects At-risk		
2021	No Projects At-risk		
2022	No Projects At-risk		
2023	No Projects At-risk		
Total		40	40

Source: HUD/California Housing Partnership Corporation.

3. Cost Analysis

In order to provide a cost analysis of preserving at-risk units, costs must be determined for rehabilitation, new construction or tenant-based rental assistance.

1) Rehabilitation– The primary factors used to analyze the cost of preserving low-income housing include: acquisition, rehabilitation and financing. Actual acquisition costs depend on several variables such as condition, size, location, existing financing and availability of financing (governmental and market). The following are estimated per unit preservation costs for Orange Cove, according data provided by private developers.

Table 24
Rehabilitation Costs for 100 units by Fresno County Housing Authority

Cost Type	Cost per Unit*
Acquisition	\$NA
Rehabilitation	\$80,000
Financing/Other	\$NA
Total Cost per Unit	\$80,000

* The Housing Authority gutted 100 units and rehabilitated them by replacing the roof, windows, insulation, electrical fixtures, and appliances. New landscaping was also added to the exterior and a community room was added.

2) New Construction/Replacement – New construction implies construction of a new property with the same number of units and similar amenities as the one removed from the affordable housing stock. Cost estimates were prepared by using local information and data. The following table describes new construction costs for a typical two-story apartment complex in Orange Cove.

Table 25
New Construction/Replacement Costs

Cost/Fee Type	Cost per Unit*
Land Acquisition	\$11,723 (\$217,790 per acre)
Off-Sites	\$10,000
Construction	\$78,750 (\$105 per sq.ft.)
<u>Financing/Dev. Impact Fees/Other</u>	<u>\$22,000</u>
 Total Cost per Unit	 \$122,473

* Based on 750 square foot apartment that is located in a 2- story apartment complex (81 units) on 4.36 acres.

The rehabilitation of existing units instead of new construction is the most cost-effective approach toward the preservation of at-risk units. It should be noted however, that at-risk units might also be preserved through tenant-based rental assistance.

3) Tenant-based Rental Assistance – This type of preservation largely depends on the income of the family, the shelter costs of the apartment and the number of years the assistance is provided. If the typical family that requires rental assistance earns \$17,390 then the family could afford approximately \$434 per month for shelter costs. The difference between the \$434 and the typical rent for a two bedroom apartment of \$733 would be the necessary monthly assistance of \$299 a month or \$3,588 per year. For comparison purposes, typical affordable housing developments carry an affordability term of at least 20 years, which would bring the total cost to \$71,760 per family.

Providing tenant-based rental assistance for the 81-unit apartment complex discussed above would be less expensive than building a new complex or rehabilitating an old complex. The total cost of producing new and comparable units is estimated at \$9,920,313 (81 x \$122,473) while rehabilitation would be

estimated at \$6,480,000 (81 x \$80,000) for a comparable number of units. Providing tenant-based rental assistance is estimated at \$5,800,000 (81 x \$3,588x20) for a 20-year period.

To address at-risk units, Orange Cove will add a program to monitor these units, ensure compliance with noticing requirements, and will establish partnerships with entities qualified to acquire and manage at-risk units. Orange Cove is strongly committed to the preservation of affordable housing units and therefore has identified the following resources in an effort to save such at-risk units.

4. Identify Entities Qualified to Preserve At-Risk Units

The City of Orange Cove has identified the Fresno County Housing Authority as the most appropriate non-profit organization who has the managerial capacity to acquire and manage at-risk projects. The Housing Authority would most likely agree to long-term affordability controls consistent with Government Code Section 65583(a)(8)(C).

5. Identify Financing and Subsidy Resources

Orange Cove can utilize federal Community Development Block Grant (CDBG) Program funds and HOME funds towards the preservation of assisted housing development consistent with Government Code Section 65583(a)(8)(D). To date the owners of these apartment complexes have not expressed a desire to transition to market-rate units.

6. Preservation Resources

Efforts by Orange Cove to retain low-income housing must be able to draw upon two basic types of preservation resources: organizational and financial. Qualified, non-profit entities need to be made aware of the future possibilities of units becoming “at-risk”. Orange Cove has identified the Fresno County Housing Authority has the public entity most likely to provide both organization and financial resources to affect the preservation of “at-risk” housing units.

The following is a list of potential financial resources considered a part of Orange Cove’s overall financial plan to deal with retaining affordable units. Orange Cove manages the following programs locally through funds accessed directly from HUD.

1) HOME Program: This Program was created under Title II of the Cranston-Gonzales National Affordable Housing Act enacted on November 28, 1990. HOME funds are made available to small cities on an annual competitive basis through HCD's small cities program. Approximately \$500,000 is available to develop and support affordable rental housing and home ownership affordability. Orange Cove has used HOME funds primarily for first-time homebuyers (downpayment assistance) and tax credit projects.

2) Fresno County Housing Authority (FCHA) — The FCHA administers two programs: 1) Conventional Housing or Low Rent Public Housing (Kuffel Terrace, 20 units; Kuffel Terrace Annex, 40 units; Citrus Gardens, 30 units; and Mt. View Apartments, 30 units) and, 2) Section 8 Certificate and Voucher Program (50 units in 2015).

The Conventional Housing Program includes housing developments that are managed and maintained by FCHA. The Section 8 Certificate Program is a tenant-based rental subsidy administered by FCHA.

There were 22,00 persons on the waiting list for Section 8 housing in Fresno County. Qualified families are selected and certified from a waiting list. The qualified family can utilize the Certificate for any "decent, safe and sanitary housing." The tenant's portion of the rent is based on 30 percent of the adjusted family gross income. FCHA subsidizes the difference between the tenant's portion and the rent. The actual rent is restricted by Fair Market Rents (FMR), as determined by HUD. The Section 8 Voucher Program is basically the same as the Certificate Program, except the tenant's housing choice is not restricted by the Fair Market Rents. As of September 2015, FCHA serves 50 families in Orange Cove through Section 8 certificates and vouchers.

3) Community Development Block Grant (CDBG) Funds - Orange Cove is a non-entitlement city. In other words, Orange Cove must annually apply for CDBG funds. In the past, Orange Cove has used CDBG funds for rental housing and infrastructure improvements. Proceeds from those activities are deposited into a revolving loan fund established from low interest loans for rehabilitation and could be a resource for preservation activities.

F. Opportunities for Energy Conservation

Government Code Section 65583(a)(7) requires “an assessment of housing needs and inventory of resources and constraints relevant to the meeting of these needs. The assessment and inventory shall include the following: An analysis of opportunities for energy conservation with respect to residential development.”

This section of the element will inventory and analyze the opportunities to encourage the incorporation of energy saving features, energy saving materials, and energy efficient systems and design for residential development. Planning to maximize energy efficiency and the incorporation of energy conservation and green building features can contribute to reduced housing costs for homeowners and renters, in addition to promoting sustainable community design and reduced dependence on vehicles. Such planning and development standards can also significantly contribute to reducing greenhouse gases.

Orange Cove updated its general plan in 2003. Contained in this document were numerous policies that promoted energy and water conservation. Some of these policies are detailed below. Orange Cove, through its Land Use and Housing elements, will implement programs that will provide an adequate supply of housing to ensure affordable housing for full range of income groups. This will reduce commutes by persons searching for affordable housing. In 2010, Orange Cove was one of the most affordable cities in Fresno County. Its median rent was \$733 and its median home value was \$114,900.

Orange Cove, through its Land Use and Housing elements, will implement goals; policies and programs that will promote increased employment in the community. This increased employment will reduce the need for persons in Orange Cove to commute out of town for employment purposes. In 2010, the median commute time to work was 24.6 minutes. Nineteen percent of Orange Cove’s workforce carpooled to work.

Consistent with its Land Use Element, Orange Cove will promote higher residential densities within the community. This program has been aggressively implemented through the construction of multi-family tax credit projects since 2000 where 379 apartments have been constructed. This Element promotes housing affordability, maximizes existing land resources, reduce pressure to convert agricultural resources, and conserve habitat and environmentally sensitive areas. According to the Urban Land Institute Publication *Growing Cooler*, “conserving or developing infill housing within a more urban core has

been shown to reduce primary energy consumption an average of 20 percent per household over newer "sprawl developments".

Orange Cove's Land Use and Circulation Elements layout future land use and circulation improvements that will result in fewer Vehicle Miles Traveled (VMT). The Elements are intended to promote pedestrian-friendly design (e.g. bike paths, shaded sidewalks, and street connectivity) and residential infill, both of which reduce vehicle miles traveled, less air pollution and reduced transportation costs. For example, Orange Cove secured Rails to Trails grant to purchase of the Burlington Northern Railroad right-of-way and develop it with a tree-lined trail system.

In Orange Cove's General Plan Update, policies throughout the document promote energy and water conservation. Proper orientation of residential units, planting of street trees, reduced street widths, and use of xerophytic landscaping all serves to conserve valuable resources within the planning area. Examples of action programs contained in Orange Cove's Open Space, Recreation and Conservation Element are listed below.

Goal 13. Conserve water through various conservation practices.

Policy

1. The City's landscaping standards should be amended to promote the planting of drought-tolerant plants.

Action

1. The City shall amend its Zoning Ordinance to include a chapter that pertains to landscaping standards. Said chapter would include a list of plants that are drought tolerant.

2. The City should regulate irrigation practices within the city limits by restricting irrigation to evening and early morning hours.

Action

1. The City shall amend its Municipal Code to include an ordinance that pertains to irrigation within the city limits.

Goal 14. Preserve air quality by promoting development patterns and land uses that reduce air emissions.

Policy

1. The City shall amend its Zoning Ordinance to add a Smart Development combining district.

Action

1. The City shall amend its Zoning Ordinance to include a Smart Development chapter, which details measures to reduce air pollution that is associated with vehicle trips.

2. The City should insure that there are well-designed roadway connections delineated by the Circulation Element.

Action

1. The Circulation Element will be designed to ensure that there is proper connectivity in the circulation plan, both for existing and future roadways.

3. The Circulation Element will delineate bike and pedestrian pathways within the planning area.

Action

1. The Circulation Element map will delineate the alignment of these pathways within the planning area.

2. The Circulation Element will provide cross-section details of the various types of circulation routes, detailing general construction details, material requirements, and dimensions.

Conservation Incentives for Residents

Orange Cove, using CDBG funds, has assisted existing residents with energy conservation retrofits and household weatherization in many of its older neighborhoods. From 2008 to 2015, six single-family residential units have been

rehabilitated, many of which, included weatherization and installation of double-paned windows and insulation.

From 2008 to 2015, six single-family residential units were rehabilitated, many of which, included weatherization and installation of double-paned windows and insulation.

To further affect conservation of energy on new and existing residential units, programs will be included in the Orange Cove housing element that will insure long-term housing affordability through energy and water conservation. These programs will fall into one of three categories: formulation of landscape design ordinance, installation of energy star appliances and implementation of solar city partnership program.

In 2018, the California Energy Commission required that all new residential units built after 1/1/2020 will be required to install solar panels on the roof tops. This will add approximately \$9,500 to the asking price of a single-family home but will save the residents money on their monthly electrical bill.

Chapter 4: Special Housing Needs

A. Persons with Disabilities

Government Code Section 65583(a)(7)) requires "An analysis of any special housing needs, such as those of the elderly, persons with disabilities, large families, farm workers, families with female heads of households, and families and persons in need of emergency shelter..."

Special needs are those associated with specific demographic or occupational groups that call for very specific program responses, such as preservation of second units or the development of units with larger bedroom counts. The statute specifically requires analysis of the special housing needs of the elderly, the disabled, female-headed households, large families, farm workers and homeless persons. These special needs groups often spend a disproportionate amount of their income to secure safe and decent housing and are sometimes subject to discrimination based on their specific needs or circumstances.

Persons with disabilities, including persons with developmental disabilities, in Orange Cove face unique problems in obtaining affordable and adequate housing. This segment of the population, which includes individuals with mental, physical, and developmental disabilities need affordable, conveniently located housing which, where necessary, has been specially adapted for wheelchair accessibility, along with other physical needs.

A "developmental disability" is defined as a disability that originates before an individual becomes 18 years old; continues, or can be expected to continue, indefinitely; and constitutes a substantial disability for that individual. This includes mental retardation, cerebral palsy, epilepsy, and autism. The California Department of Developmental Services (DDS) maintains an accounting of the number of people served by zip code or city. For the two zip codes that cover the city, 93646 and 93675, the DDS info indicates 90 and 11 clients, respectively.

The living arrangements for persons with disabilities depend on the severity of the disability. Many persons live at home in an independent environment with the help of other family members. To maintain independent living, disabled persons may require assistance. This can include special housing design features for the physically disabled, income support for those who are unable to work, and in-home supportive services for persons with medical conditions.

Accessible housing can also be provided via senior housing developments. The majority of persons with disabilities live on an income that is significantly lower than the non-disabled population. Many disabled individuals live on a small fixed income that severely limits their ability to pay for housing. The Task Force on Family Diversity estimates that at least one-third of all persons with disabilities in the United States lives in poverty. Persons with disabilities have the highest rate of unemployment relative to other groups. For most, their only source of income is a small fixed pension afforded by Social Security Disability Insurance (SDI), Social Security Insurance (SSI), or Social Security Old Age and Survivor's Insurance (SSA), which will not adequately cover the cost of rent and living expenses even when shared with a roommate. In addition, persons with disabilities often times experience discrimination in hiring and training. When they find work, it tends to be unstable and at low wages.

A disability is a physical or mental impairment that substantially limits one or more major life activities. According to the 2010 Census, an estimated 641 Orange Cove residents between the ages of 16 and 64 were disabled. Of the City's senior population (65 and over), 40.4 percent of these individuals have one or more types of disabilities.

The City has added a housing program that focuses on persons with developmental disabilities. Care and housing for this special population is often provided by agencies or individuals operating out of single-family homes that care for eight or fewer of these individuals that live in a residential setting. These homes, termed intermediate care/developmentally disabled living units, are a permitted use in all of Orange Cove's residential districts for six or fewer persons. Orange Cove's program will expand the permitted number to eight.

Table 26
Disabilities by Age

Disabilities by Employment Status	Number	Percent
Population		
Age 0-5	0	0 percent
Age 5-17	31	5 percent
Age 21-64 Employed persons with Disability	434	67 percent
Age 65+, Employed persons without Disability	<u>176</u>	<u>27 percent</u>

641 100 percent

Source: Census 2010

B. Elderly

Government Code Section 65583(a)(7)) requires "An analysis of any special housing needs, such as those of the elderly, persons with disabilities, large families, farm workers, families with female heads of households, and families and persons in need of emergency shelter..."

The 2000 Census figures indicated that there were approximately 35 million persons aged 65 and older (or 12 percent of the U.S. population). The number of elderly persons as a percentage of total U.S. population is expected to continue to increase due to the aging of the "Baby Boom" generation, lower birth rates in recent years, and extended life expectancies. It is expected that persons aged 65 years and older will comprise more than 14 percent of the U.S. population by 2010, and 22 percent by 2030 (or 65 million).

In order to maintain a satisfactory quality of life, residents of Orange Cove must have access to housing which suits their varying needs during each stage of their lives. As people age, they often find themselves facing additional housing problems they may not have had to cope with previously. Senior households have special housing needs primarily due to three major concerns; namely - physical disabilities/limitations, income and health care costs.

According to the 2010 census, 4.8 percent of the Orange Cove's 2,068 households were age 65 years or older. In 2000, the percentage of senior households was 17.5 percent.

Table 27
Households by Age

Householder Age	Total Households 2000	% of Total
Up to 64 Years	1,398	79 percent
65 Years +	389	21
Total	1,848 households	100 percent

Source: Census 2010

As a special needs group, the elderly are in some respects unique. In 2000, a majority of Orange Cove's elderly households were homeowners – representing 66 percent of all elderly households. This is a high rate of ownership for a population comprising about five percent of the total population in Orange Cove. However, of these elderly households, 70 percent are very low- or low-income households.

Table 28
Elderly Households by Income

Income Level	Elderly Households	Percent
Below 50% AMI	128 households	46 percent
51% to 80%	54	20
80% to 120 %	48	17
120 % and above	45	16
TOTAL	275 households	100 percent

Source: CHAS Data, Housing Problems

Fifty percent of all elderly households receive less than half the county median income (\$48,700), or about \$24,350 per year. Social Security is the main source of income for elderly households. With social security earnings of approximately \$1,415/month (\$16,991 annual earnings), paying 30 percent of income towards rent would mean an elderly household would have \$424 to put towards housing costs. The median rent in Orange Cove in 2010 is approximately \$400 a month for a one-bathroom/ one-bedroom unit and \$675 a month for a two bedroom/two-bathroom unit. Orange Cove remains relatively affordable for seniors who receive social security income. Unfortunately, there are very few one bedroom/one bathroom and two bedroom/one bathroom units available for rent. As the senior population increases over time, this deficiency will become more apparent, especially for women. Women are particularly impacted because they live longer and have lower average incomes.

Women who exist on SSI benefits will have a more difficult time paying for housing because they historically have lower average incomes than men.

Elderly households have additional physical and social needs. The greatest needs of the elderly above the need for affordable housing are for transportation, case management (social service referrals), financial assistance/employment, long-term care for the homebound, medical services and day care. The elderly often have no immediate family, lack mobility either through physical impairments or lack transportation alternatives, and can easily become isolated.

Orange Cove has few organizations that provide services to the elderly and assist with the specific housing needs of elderly households. A listing of these organizations is provided below:

The Orange Cove Senior Citizens Center provides meals to families and individuals that live in the area. The Orange Cove Senior Citizens Center is a social club for senior citizens and provides referral services to seniors who may be in need of assistance as well as transportation services through its Dial-A-Ride. The Center also provides Meals on Wheels for homebound persons.

Lacking in Orange Cove, like many other smaller cities, is housing services for the elderly, including facilities for adult day care, short-term institutionalization, and short-term foster care. These would provide residential care and supportive services to elderly residents who are unable to care for themselves, as well as respite care to family members. Many of these services are provided in the nearby cities of Fresno and Reedley

The increasing number of elderly persons in the Orange Cove population will create a demand for more affordable housing in the long-term. Long-range planning must recognize this need and design innovative programs to address the demand. A long-term approach to minimizing this problem would be to construct tax-credit, senior housing in or near Orange Cove's downtown. With this general location, senior residents of this complex could access the Senior Center, the post office, and the local Dial-A-Ride system. Connecting senior units with services, transportation and social community centers offer opportunities for social interaction for the elderly.

Additional housing types considered appropriate for the elderly include one-story duplexes and second residential units (granny flats). Congregate housing, which provides services on-site such as a common dining room and kitchen with support services, allows the elderly to maintain their independence while burdening their family. Unfortunately, there is a lack of facilities of this type in Orange Cove. These types of facilities are only located in Reedley and Fresno.

C. Large and Female-Headed Households

Government Code Section 65583(a)(7) requires "An analysis of any special housing needs, such as those of the elderly, persons with disabilities, large families, farm workers, families with female heads of households, and families and persons in need of emergency shelter...."

1. Large Households

An analysis of the special housing needs for large households (households with 5 or more persons) is provided below. It will consider the following:

- Number of large households with lower-incomes.
- Number of large households by tenure.
- Housing stock by number of bedrooms.
- Analysis of the impacts on larger household families where the housing market does not meet the needs.

U.S. Census Bureau defines large family households as households containing five or more persons. Due to the limited supply of adequately sized units to accommodate large family households, large families face an above-average level of difficulty in locating adequately sized, affordable housing. Even when larger units are available, the cost is generally higher than that of smaller units. The lack of supply, compounded with the low-incomes of larger families, results in many large families living in overcrowded conditions.

The 2010 Census figures report that large family households account for 35.9 percent of all households in Orange Cove. The number of owner large family

households is higher than that of renter households (i.e., 10.7 percent renter households vs. 7.4 percent owner households).

Table 29
Large Family Households

	5+ Persons Households	Percent	Total Households
Total	788	35.9	2065

Source: 2010 Census

The 2010 Census data figures show a reduction in the number of large family households since 2000 (34 percent of all households in 2000 vs. 35.9 percent in 2010). In 2010, 24.1 percent of Orange Cove’s occupied housing units had four or more bedrooms. To avoid overcrowding, large family households generally focus on renting single-family dwellings some of which contain four or more bedrooms. Rental rates for single-family dwellings are higher than apartments. This condition places an added economic burden on large family households especially if they fall into the lower-income categories.

To respond to this issue of overcrowding, Orange Cove should foster the construction of single-family homes and apartments that have a higher percentage of units that have four or more bedrooms. This would reduce overcrowded conditions in Orange Cove.

In 2019, Orange Cove has approved an 81-unit tax credit project, called Amaya Village, which is slated for construction in 2020. Some of the units in this future complex will provide affordable 4-bedroom units. Further, the City is in the process to annexing two parcels of land each of which will provide single family residential units and apartments. The Macias project will offer 36 single family residential lots and 5 acres of high-density residential zoning; the Howard project will also 5 acres of high-density residential zoning and 156 single family residential lots.

As with other special needs groups, large families would benefit from innovative multifamily housing development such as co-housing units that may include childcare facilities. Large families should also have adequate recreational areas

for children and adults near their residences. Housing for large families should also be located near public transit.

2. Female-Headed Households

The number of women rearing children alone in America has more than doubled in the 22 years from 1970 to 1992, from 13 percent of households to 30 percent. There were 12 million single mothers in this country in 1993, 86 percent of who maintain homes for their families. Single parent households, especially female-headed households, generally have lower-incomes and higher living expenses, often making the search for affordable, decent and safe housing more difficult. In addition to difficulties faced by these households in finding and maintaining affordable housing, these households also typically have additional special needs relating to access to day care/childcare, health care and other supportive services.

Almost 40 percent of female-headed households in the U.S. have incomes below the poverty rate. In the U.S. about one-half of never-married mothers are unemployed. Fifty-five percent of families headed by never-married females receive public assistance, as well as 20 percent of families headed by divorced/separated mothers. Before-tax income of families maintained by widows averaged \$22,790 in 1990, while incomes of divorced/separated women averaged \$18,580, and never-married mothers averaged \$9,820 in the U.S.

In 2010, females headed 23.6 percent of all owner-occupied households.

Table 30
Female-Headed Households

Householder Type	Number	Percent
Total Households	2,337 households	100 percent
Total Female Headed Householders	551	23.6 percent

Source: 2010 Census

Housing costs are usually the greatest expense for single heads of household. Single female renters have an extreme cost burden, with rents exceeding 50 percent of their income. It has been reported that single mothers in the U.S. who

rent had an annual income of \$11,700 in 2000. For an employed woman with children, the average household income in Orange Cove is \$9,583. An affordable rental cost for this household would be \$239 per month (30 percent of the gross income), well below Orange Cove's median monthly rent of \$400.

Homeownership is not a realistic option for most female-headed households. In 2000, only 37 percent of divorced/separated mothers and 9 percent of never-married mothers in the U.S. owned their own homes. Female homeowners in the U.S. had average incomes of \$25,800, approximately 29 percent less than male homeowners.

Historically, mothers receiving welfare benefits have been, for the most part, unable to rent decent housing in the private market. An AFDC (Aid to Families with Dependent Children) family, which received \$632 per month in 1995, was not able to afford the median rental rate of \$375 in Orange Cove. Using 30 percent of gross income as an affordability threshold, this family could only afford \$239 per month for rent.

The housing need for this special needs group is also documented by the fact that approximately 20 female heads of household in Orange Cove receive Section 8 rental subsidy assistance – representing nearly 40 percent of all available vouchers. The Section 8 program administered by Fresno County Housing Authority currently provides housing assistance payments to private landlords throughout the county. The program subsidizes the balance of the rental cost in excess of 30 percent of the renter's gross income. The certificate program enables the prospective tenant to take the subsidy out to the private market to search for rental housing. The Housing Authority has an extensive waiting list of applicants for Section 8 housing in Fresno County. This waiting list indicates that the demand for this type of housing, especially for female-headed households, is very high.

To address both the housing needs and the supportive service needs of female-headed households, additional multifamily housing should be developed and include childcare facilities to allow single mothers to secure gainful employment outside the home. Given that female-headed households equaled 20.8 percent of Orange Cove's households in 2010, Orange Cove will need to provide for more housing opportunities and support services for this category of housing type.

The Housing Element intends to facilitate programs that will lead to the construction of additional affordable housing for female-headed households.

The construction of three multi-family tax credit projects in 2004, 2005 and 2006 have provided affordable rental housing opportunities for female-headed households.

D. Farm workers

Government Code Section 65583(a)(7)) requires "An analysis of any special housing needs, such as those of the elderly, persons with disabilities, large families, farm workers, families with female heads of households, and families and persons in need of emergency shelter..."

Farm workers are traditionally defined as persons whose primary incomes are earned through permanent or seasonal agricultural labor. Permanent farm laborers work in the fields, processing plants, or support activities on a generally year-round basis. When workload increases during harvest periods, seasonal workers, often supplied by a labor contractor, supplement the labor force. For some crops, farms may hire migrant workers, defined as those whose travel prevents them from returning to their primary residence every evening.

Agricultural employment accounted for an annual average of approximately 35,700 jobs or 10.8 percent of Fresno County's job base in February 2009, according the State Employment Development Department (EDD). In terms of total harvested acres annually, the agricultural business in Fresno County produces a variety of agricultural products including grapes, citrus, cattle and calves, nuts, tree fruit, nursery stock and feed, valued in excess of \$5 billion harvested annually.

Estimating the size of the agricultural labor force is problematic as farm workers are historically undercounted by the census and other data sources. For instance, the government agencies that track farm labor do not consistently define farm labor (e.g., field laborers versus workers in processing plants), length of employment (e.g., permanent or seasonal), or place of work (e.g., the location of the business or field).

Farm workers are typically categorized into three groups: 1) permanent, 2) seasonal and, 3) migrant. Permanent farm workers are typically employed year round by the same employer. A seasonal farm worker works on average less than 150 days per year and earns at least half of his/her earned income from farm work. Migrant farm workers are seasonal farm workers who have to travel to do

the farm work so that he/she is unable to return to his/her permanent residence within the same day.

In 2008, there are 35,700 permanent, seasonal and migrant farm workers working on farms located within Fresno County. The majority of farms employ less than 10 employees. The number of farm workers in Fresno County has increased slightly since February 2008, about 1,100 employees or 3.2 percent.

Farm workers are generally considered to have special housing needs because of their limited income and the often-unstable nature of their employment (i.e., having to move throughout the year from one harvest to the next). While no local surveys are available that document the specific housing needs of farm labor in Fresno County, Statewide surveys provide some insight into the demographic characteristics and housing needs of farm workers. Among the major findings are:

- **Limited Income:** Farm workers typically fall within extremely low-incomes groups. According to the Rural Community Assistance Corporation, three-fourths of California's farm workers earned less than \$10,000 a year in 2000. Only one out of seven earned more than \$12,500 annually.
- **Overcrowding:** Because of their very low incomes, farm workers have limited housing choices and often are forced to double up to afford rents. No local surveys have been taken of farm worker housing, but a statewide survey indicates that overcrowding is prevalent and a significant housing problem exists among farm workers (California Institute for Rural Studies, 1997).
- **Substandard Housing Conditions:** Many farm workers live in overcrowded conditions and occupy substandard housing, including storage sheds, garages, and other structures generally unsuitable for occupancy (California Institute for Rural Studies, 1997).

Given the importance of agriculture and its labor force, the provision of adequate farm worker housing is a critical issue for Orange Cove and Fresno County as many of these workers are believed to be living in poor housing conditions and face the problems of overpayment and/or overcrowding.

Census 2010 figures indicate 17.4 percent households in Fresno County live in overcrowded conditions. In addition, 43.8 percent of owner-occupied households and 66 percent of renter-occupied households pay more than 30

percent of their income on housing costs. While it cannot be ascertained what percentage of these households work in the County's agricultural industry, it is an insight into the housing problems faced by the County's farm workers.

Historically, many migrant agricultural workers resided in farm labor camps throughout Fresno County. However, similar to areas throughout the State, many farm operators have shifted away from hiring their own workers, and instead use farm labor contractors to provide needed agricultural labor, particularly for migrant or seasonal labor. In the Orange Cove area, farm labor is involved in providing pruning, thinning and picking services associated with tree fruit, citrus, olives and vines.

The supply of farm worker housing remains inadequate, largely because area growers only offer limited housing facilities to employees. For farm workers in Orange Cove to secure affordable housing, a number of farm workers will rent a single-family dwelling or apartment. Sometimes up to five farm workers will live in a single dwelling. This overcrowded condition can pose problems, such as noise and parking, for adjacent neighbors and for the larger community if police calls increase at that dwelling unit.

Housing for migrant and seasonal/short-term farm workers are an urgent need in Orange Cove given the large amount of agricultural activity. Housing for farm workers is **now** specifically spelled out in Orange Cove's Zoning Ordinance. **Farm labor housing (37 or fewer beds) is now a permitted use in Orange Cove's UR (urban reserve) zone.**

For seasonal farm workers living in the Orange Cove area, the most effective approach to securing affordable housing has been for three or more farm workers to jointly rent a residential dwelling. So long as the number of seasonal farm workers living in a dwelling does not severely overcrowd the unit, and as long as these types of housing units are not overly concentrated in any one section of the community, this approach to housing farm workers has been effective in cities throughout the San Joaquin Valley.

For those agricultural workers in Orange Cove who are full-time residents, housing needs are best met through the provision of permanent affordable housing, in almost all cases, rental stock. However, in Orange Cove, the city has taken advantage of a Joe Serna grant to construct owner-occupied housing for agricultural workers. In 2004, construction began on the Martinez Estates. Eventually 87 single-family dwellings were constructed. This single-family

subdivision has provided affordable, owner-occupied housing for persons employed in the agricultural sector. The construction of the Martinez subdivision coupled with the construction of four multi-family tax credit projects (316 units) since 2003 has gone a long way towards insuring safe and affordable housing for farm workers.

In addition to expanding the rental stock of affordable housing for farm workers, it is also important to retain the existing stock of affordable housing that has been financed by federal and State sources. The Fresno County Housing Authority manages 120 rental-housing units that provide low cost housing for residents in Orange Cove, including many farm-worker households. The Housing Authority has indicated that these units will remain affordable throughout the planning period. In fact, the Housing Authority recently rehabilitated 100 of the 120 units in order to bring them up to higher housing condition standards as well as making them more energy efficient. In addition, since 2000, 397 tax credit rental units have been constructed in the community. These units are required to remain affordable for 30 to 55 years under IRS regulations, many units of which are rented by families employed in agriculture.

The Housing Element intends to establish programs that will facilitate the construction of additional affordable housing for farm workers. Specifically, the City of Orange Cove will work with the Fresno County Housing Authority and tax credit developers to address the needs of this group. Because these potential apartment developments would be marketed to very low- and low-income households, including farm workers, the City could grant various considerations such as a waiver of development impact fees, granting a density bonus, or a reduction in development standards.

E. Families and Persons in Need of Emergency Shelters

Government Code Section 65583(a)(7) requires "An analysis of any special housing needs, such as those of the elderly, persons with disabilities, large families, farm workers, families with female heads of households, and families and persons in need of emergency shelter. The need for emergency shelter shall be assessed based on annual and seasonal need. The need for emergency shelter may be reduced by the number of supportive housing units that are identified in an adopted 10-year plan to end chronic homelessness and that either vacant or for which funding has been identified to allow construction during the planning period."

Homeless

Homelessness in California is a continuing crisis that demands the effective involvement of both the public and private sectors. California has the highest population of homeless - affecting almost one in every 100 California residents. According to recent census figures, 26 percent of the nation's homeless individuals and families live in California even though the State is home to only 12 percent of the nation's total population. Included in the State's homeless population are an estimated 90,000 children, the largest percentage of homeless children since the Great Depression.

The "point in time" count by the Fresno Madera Continuum of Care showed that there was a 17 percent increase in the homeless population from 2018. There were 2,508 homeless persons in the 2-county area; 1,152 just in the city of Fresno.

Homeless persons are those in need of temporary or emergency shelter. They are individuals who lack a fixed income and regular nighttime residence. Some are in need of short-term (immediate crisis) shelter, while others have long-term (chronic) needs. The homeless represent a broad category including single men and women, couples, families, displaced youths without parents, and seniors. They can include individuals who are victims of economic dislocation, physically disabled, teen parents with their children, veterans, hospital and jail discharges, alcohol and drug abusers, survivors of domestic violence, persons with AIDS, immigrants, refugees, and farm labor workers.

The population of homeless individuals or homeless families living in Orange Cove is very small. A few homeless persons reside in Orange Cove year-around while others surface during the citrus picking season. The Fresno Multi-Jurisdictional Housing Element, adopted in April of 2016, provided the following analysis, which provided some specific information on Orange Cove.

"The Fresno-Madera Continuum of Care (FMCoC) conducts a point in time (PIT) survey of homeless persons every two years. Due to limited resources, the PIT does not survey every jurisdiction in the county. Instead, the FMCoC separates rural communities into three categories based on population. One representative community from each category is counted and that count was used for the other jurisdictions in the same category. The low population community, Firebaugh, was counted and had 6 homeless persons. Orange Cove, being a low population community was estimated to have the same number of homeless persons. (See Table

2-35 – High, Medium, and Low Population Rural Communities, page 2.56, Fresno Multi-Jurisdictional Housing Element, Adopted April 2016).”

More permanent housing with two meals a day is provided by the Poverello House, located 25 miles northwest of Orange Cove in Fresno, or the Visalia Rescue Mission located 20 miles south of Orange Cove. For homeless families with young children, Catholic Social Services, also located in Visalia, offers a similar service. All three institutions provide limited meals and medical care. Homeless individuals and families can take the Fresno County transit bus from Orange Cove to Fresno to take advantage of these programs. The bus runs twice a day between Fresno and Orange Cove.

A 2013 Continuum of Care Survey indicated that there are shelters in Fresno County that are available to Orange Cove residents. There are 115 emergency beds, 367 transitional beds and 22 safe homes available in Fresno County that is available to persons of need.

Homelessness is a multifaceted problem that affects men, women and children of all ages and ethnicities; veterans; the disabled; and those who are employed. In Orange Cove, the homeless population ranges from a couple of individuals to no homeless persons at all. Based on this information, Orange Cove does not propose to implement any programs that will be geared towards the homeless. For the truly homeless person, facilities in Fresno and Visalia, offer the best opportunities for services, including housing, meals, counseling, and clothing.

Chapter 5. Regional Housing Needs Allocation

The element shall contain an analysis of population and employment trends and documentation of projections and quantification of the locality's existing and projected housing needs for all income levels. These projected needs shall include the locality's share of the regional housing need in accordance with Section 65584 (Government Code Section 65583(a)(1)).

HCD is required to allocate the region's share of the statewide housing need to the Fresno Councils of Governments (COG) based on Department of Finance population projections and regional population forecasts used in preparing regional transportation plans. The Regional Housing Need Plan (RHNP) allocating the region's share of the statewide need to cities and counties within the region. The RHNP should promote the following objectives: increase the housing supply and the mix of housing types, tenure and affordability in all cities and counties within the region in an equitable manner; promote infill development and socioeconomic equity, the protection of environmental and agricultural resources, and the encouragement of efficient development patterns; and promote an improved intraregional relationship between jobs and housing.

Housing element law recognizes the most critical decisions regarding housing development occur at the local level within the context of the periodically updated general plan. The RHNP component of the general plan requires local governments to balance the need for growth, including the need for additional housing, against other competing local interests. The RHNP process of housing element law promotes the state's interest in encouraging open markets and providing opportunities for the private sector to address the State's housing demand, while leaving the ultimate decision about how and where to plan for growth at the regional and local levels. The process maintains local control over where and what type of development should occur in local communities while providing the opportunity for the private sector to meet market demand. While land-use planning is fundamentally a local issue, the availability of housing is a matter of statewide importance. The RHNP process requires local governments to be accountable for ensuring that projected housing needs can be accommodated and provides a benchmark for evaluating the adequacy of local zoning and regulatory actions to ensure each local government is providing sufficient appropriately designated land and opportunities for housing development to address population growth and job generation.

A. Regional Housing Needs Allocation

Housing element law requires a quantification of each jurisdiction's share of the regional housing need as established in the RHNP prepared by the COG. The Regional Housing Need Allocation (RHNA) is a minimum projection of additional housing units needed to accommodate projected household growth of all income levels by the end of the housing element's statutory planning period, 2016-2023 in the case of the City of Orange Cove. Each locality's RHNA is distributed among four income categories to address the required provision for planning for all income levels. The distributed RHNA should be provided in the housing element as follows:

Table 31
City of Orange Cove
Regional Housing Need Allocation (2013 to 2023)

Income Category	New Construction Need
Extremely Low-Income	56 units
Very Low (0-50% of AMI)	55 units
Low (51-80% of AMI)	86
Moderate (81-120% of AMI)	105
Above Moderate (over 120% of AMI)	367
Total Units	669 units

Source: Fresno COG Regional Housing Allocation Plan, 7/31/2014

B. Units Built, Under Construction and/or Approved During Planning Period

A jurisdiction may take credit for units constructed or under construction between the base year of the RHNA period and the beginning of the new planning period. Units, which have been issued building permits on or after January 1 of the year falling two years prior to the due date of the jurisdiction's housing element, may be credited against the RHNA to determine the balance of site capacity that must be identified. For example, for housing elements due January 1, 2016, units for which permits were issued on or after August 1, 2014 may be credited against the RHNA.

To credit units affordable to lower- and moderate-income households against the RHNA, a jurisdiction must demonstrate the units are affordable based on at least one of the following: subsidies, financing or other mechanisms that ensure affordability (e.g., MHP, HOME, or LIHTC financed projects, inclusionary units or RDA requirements); actual rents; and actual sales prices.

Orange Cove has had an unremarkable run in terms of constructing affordable housing from August 1, 2014 to January 1, 2019. **In the last four years, only eight single-family residential units have been constructed in Orange Cove; three falling into the low-income category.**

Table 32
Units Built, Under Construction and/or Approved
(1/1/2013 to 1/1/2019)

Units by Income Level

Very Low (0-50% of AMI)	0 units
Low (51-80% of AMI)	8 units
Moderate (81-120% of AMI)	6 unit
Above Moderate (over 120% of AMI)	0 units

Total Units	14 units
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Note: Three single-family homes were constructed in a Joe Serna Subdivision, which is generally reserved for farm workers. These units were affordable to low-income households.

Table 33
Remaining Need based on Units Built/Under Construction
(1/1/2019 to 2023)

Orange Cove Housing Element, 2019 to 2023

Income Category	Housing Units
Extremely Low-Income	56
Very Low (0-50% of AMI)	55 units
Low (51-80% of AMI)	78
Moderate (81-120% of AMI)	98
Above Moderate (over 120% of AMI)	367
Total Units	654 units

Chapter 6: Adequate Sites Inventory and Analysis

Government Code Section 65583(a)(3) requires local governments to prepare an inventory of land suitable for residential development, including vacant sites and sites having the potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites. The inventory of land suitable for residential development shall be used to identify sites that can be developed for housing within the planning period (Section 65583.2).

A. Available Sites Inventory

The purpose of the land inventory is to identify specific sites suitable for residential development in order to compare the local government's regional housing need allocation with its residential development capacity. The inventory will assist in determining whether there are sufficient sites to accommodate the regional housing need in total, and by income category. Preparing the inventory and accompanying site suitability analysis consists of a two-step process - site suitability and appropriate density statutory tests.

In July 2014, the Fresno County Association of Governments approved the Regional Housing Needs Plan (RHNP). Orange Cove was assigned a portion of the regional housing need for a total of 669 new housing units as follows: 55 very low-income units, 56 low-income units, 105 moderate-income units, and 367 above moderate-income units.

This section of the element addresses the requirements of Government Code Sections 65583 and 65583.2, requiring a parcel-specific inventory of appropriately zoned, available, and suitable sites that can provide realistic opportunities for the provision of housing to all income segments within the community.

Orange Cove's share of the regional housing need will be met through the implementation of a variety of strategies including having the necessary land zoned for residential development that is without developmental constraints.

Orange Cove's evaluation of adequate sites begins with a listing of individual sites by zone and general plan designation. The sites suitability analysis will demonstrate these sites are currently available and unconstrained so as to provide realistic development opportunities prior to 2023 (the end of planning period). To demonstrate the realistic development viability of the sites, the

analysis also details: (1) whether appropriate zoning is in place, (2) the applicable development standards and their impact on projected development capacity and affordability, (3) existing constraints including any known environmental issues, and the (4) availability of existing and planned public service capacity levels.

Orange Cove's land inventory was developed with the use of a combination of resources including updated Assessor's data, field surveys, and review of the city's Land Use Element and Zoning Ordinance. The compilation resulted in not only an identification of sites, but also an estimate of potential development capacity for these sites. The majority of the land available for residential development is located on the south, north and west sides of the community. The inventory includes both small and large residentially zoned parcels. Some of these parcels have been already subdivided a portion of which have homes already constructed on the lots. The inventory also includes 80 acres of land on Jacobs Street, which was recently annexed but remains zoned urban reserve. These 80 acres is planned for up to 768 units - both single-family and multiple family units.

A recent sites inventory of land in Orange Cove that has been subdivided was prepared in November 2019. Approximately 137 acres of land that was designated and zoned for residential development and subdivided remained vacant. This acreage would yield approximately 542 units.

Table 34
Available Land Inventory Summary
(large acreage residential parcels inside Orange Cove city limits)

Subd. Tract	Acreage	Zone	Units	Constraints	Gen. Plan	Income
No. 5796	9.5	R-1-6	84	none	low	M
No. 5797	40	R-1-6	86	none	low	M
No. 5794	10	R-1-6	4	none	low	M
No. 5904	3.75	R-1-6	16	none	low	M
No. 5954	3.47	R-1-6	19	none	medium	M
No. 5692	40	R-1-6	183	none	medium	L/M
No. 5381	30.7	R-1-6	150	none	medium	L/M
TOTAL	137 acres		542 units			

M = moderate-income households

L = low-income households.

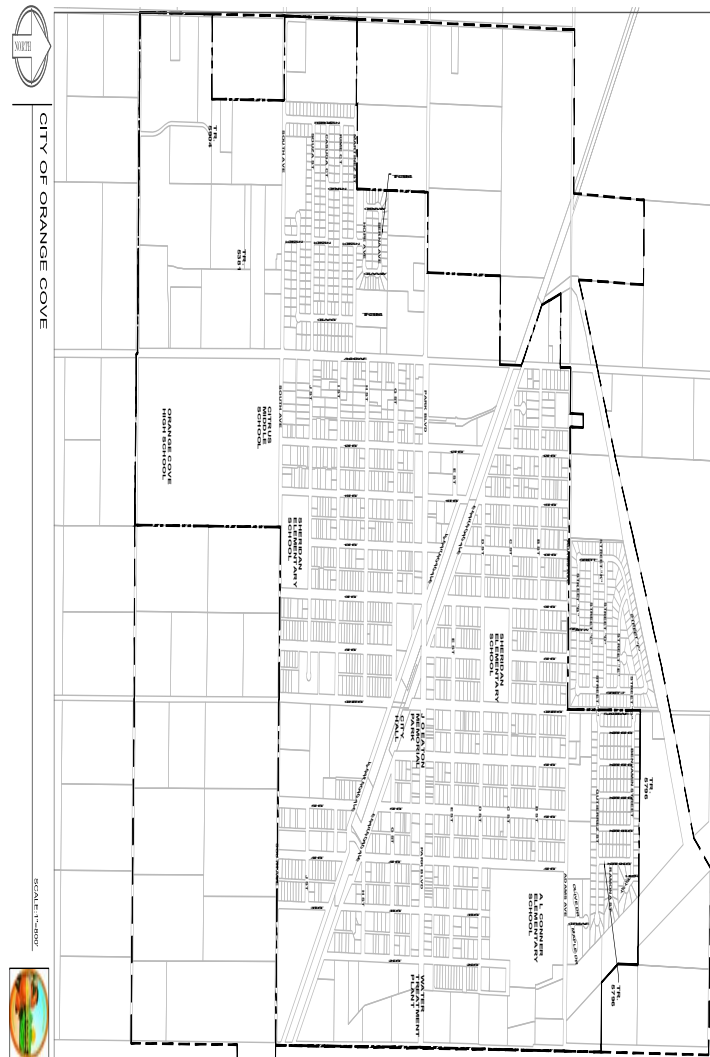
[Note: Approximately ten percent of the homes in Tracts 5692 and 5381 could accommodate low-income households, given the proper financing. This low-income opportunity is dependent upon receiving either First-Time Homeowner Funds, Farm Labor Housing funding or special financing that could be provided by an organization such as Self-Help Enterprises. Further, under the R-1-6 district using a PUD overlay, smaller lots could be created thereby driving down the home price so that it could be affordable to a lower-income household.](#)

There also exists within Orange Cove smaller parcels of land that are zoned for apartments, amounting to approximately 5.53 acres. This acreage, which is contained in 6 parcels, is classified to either the R-2 (multi-family residential, one unit per 3,000 square feet) or R-3 (multi-family, one unit per 1,500 square feet) zone districts. The downtown parcels are small, scattered residential lots that range in size from .17 square feet to .26 acres. The remaining multi-family parcel is located on the fringe of the community and contains 4.53 acres. In total, these eight parcels could yield 106 apartments.

Adding the acreages detailed above, which could support single-family dwellings and apartments, it is evident that Orange Cove has potentially the amount of land necessary to meet its Regional Housing Needs Plan (RHNP) obligation.

Tentative Tract Maps in Orange Cove

Orange Cove Housing Element, 2019 to 2023



A review of Tables 34 and 35 indicates that **none of the parcels** have **significant** constraints that would **preclude** development. **However, every residential parcel of land does have its challenges – lack of fire hydrants, shallow sewer lines, flooding, street widening costs, etc.** The cost/rent of the residential units that have these challenges will be higher than units constructed on sites that have minimal challenges.

Table 35
Available Land Inventory Summary
(multi-family parcels inside Orange Cove city limits)

APN	Acres	Zoning	Unit Yield	GP	Constraints	Income
375-183-01	.17	R-3-A	5	medium	none	low-income
375-183-12	.19	R-3	5	medium	none	low-income
378-061-02	.19	R-3	5.5	high	none	low-income
378-081-06	.26	R-3	7.5	high	none	low-income
378-112-01	.19	R-2	2	medium	none	low-income
378-030-40	4.53	R-3	81	high	none	very low- and low
Total	5.53 acres		106 units			

Note: the 81-unit tax credit project that will yield 81 units will devote approximately 10 percent of the units for extremely low-income households. [The very small parcels listed above will most likely support duplex and tri-plex units. These units are often rented to lower-income households because the builder cannot command higher rents because the location of the units is often in less than desirable neighborhoods in the city.](#)

The unit yield (units per acre) for the various zone districts listed above vary from Orange Cove's single-family zone, R-1-6, to Orange Cove's multi-family zones, R-2 and R-3. For property zoned to the R-1-6 zone district, the unit yield is the acreage of the subject property minus 25 percent of the acreage for right-of-way divided by the minimum lot acreage, 6,000 square feet. For example, Tract No. 5904 contains 3.75 acres. The formula for the unit yields on this parcel of land is: 3.75 acres x 43,560 square feet x .75/ 6,000 square feet, or 20.4 units.

The unit yield (units per acre) for Orange Cove's R-2 and R-3 zone districts does not generally require subtracting land for right-of-way. Typically, lots zoned for multi-family development are existing lots of record and do not require right-of-way dedication. For example, APN 378-081-06 contains .26 acres. The formula for the unit yields on this parcel of land is: .26 acres x 43,560 square feet/ 1,500 square feet equals 7.5 units.

Conclusion

Based on 2019 revised acreage numbers and also based on the fact that 80 acres in the southeast quadrant of Orange Cove was never annexed into the city, it is apparent that Orange Cove will be required to rezone and/or annex residential land in order to meet its Regional Housing Needs Plan (RHNP) obligation. A new program has been added to the Element to rezone and/or annex land into the City with the condition that a minimum of ten acres be zoned to a density of 20 units per acre. **This new program is already being implemented by the City with the initiation of two annexations (Macias and Howard), which have previously been discussed in earlier chapters, and the rezoning of five acres to the R-3 district, which will clear the way for an 81-unit tax credit project.**

B. Site Suitability

Orange Cove recognizes that the higher density residential districts (R-2 and R-3) provide the potential for lower construction costs because of economies of scale created and are therefore most suitable for development of housing affordable to very low- and low-income households. Those parcels are identified in Table 35 above. These parcels provide the greatest potential to accommodate housing affordable to lower-income households in that the districts permit densities that range from 14 to 29 dwelling units per acre. Per Government Code Section 65583.2(c)(3)(B) only Orange Cove's R-3 zone district permits residential densities greater than 20 dwelling units per acre. However, historically, two of the four last tax credit housing projects constructed in Orange Cove were built on property zoned to the R-2 district.

As displayed in Table 35, Orange Cove will be relying primarily on multi-family zoned sites to accommodate its share of the regional housing need for lower-income units. Orange Cove has already met significant success in promoting the construction of multi-family development on parcels of land zoned to either the R-2 or R-3 zone district. **Three land use projects are currently in the process of being implemented including 1) the construction of an 81-unit tax credit project, 2) annexation of 20 acres of land that will provide five acres of land that will be zoned to the R-3 zone and an adjacent 36-lot single family residential subdivision, and 3) annexation of 40 acres of land that will provide 156 single family residential lots and five acres of land that will be zoned to the R-3 district.**

C. Second Units (Accessory Dwelling Units)

Government Code Section 65583.1(a) allows a city or county to identify sites for second units based on the number of second units developed in the prior housing element planning period whether or not the units are permitted by right, the need for these units in the community, the resources or incentives available for their development, and any other relevant factors, as determined by the department. Nothing in this section reduces the responsibility of a city or county to identify, by income category, the total number of sites for residential development as required.

Consistent with Chapter 1062, Statutes of 2002 (AB 1866), Orange Cove permits subject to a planning staff level review of the plot plan and building plans to ensure compliance with height, setbacks, maximum floor area, and parking requirements. Depending on workload, planning staff can review and approve ADU application within a week as can the building department. The development standards for a second unit in Orange Cove are the same as detailed in State planning law.

A review of city building permit records dating back to 2010 indicates that Orange Cove has approved seven building permits for second units during this time period, just short of one-second unit per year. Staff estimates that Orange Cove will average one ADU permit per year throughout the planning period, 2016 to 2023.

During the planning period, 2010 to 2019, seven ADU units were constructed in Orange Cove.

The rental rates for second residential units are less than small apartment units in that they are typically smaller, often are created from an existing garage, and are connected to sewer and water by means of the primary lines that connect to the primary residence. Rental rates for second units in Orange Cove range from \$350 to \$425 per month, less than a small apartment that rents for \$550 to \$650.

D. Adequate Infrastructure Capacity

Government Code Section 65583.2(b)(5) requires a general description of existing or planned water, sewer, and other dry utilities supply, including the availability and access to distribution facilities. This information need not be identified on a site-specific basis.

Sites identified for residential development in the City were analyzed to determine their relationship to public facilities, services and existing or potential physical constraints to potential development. All the parcels listed in Tables 34 and 35 are afforded police protection by the Orange Cove Police Department and fire protection by the Orange Cove Fire District. Unless otherwise noted, the parcels listed in Tables 34 and 35 are provided with sewer, water and storm drainage infrastructure.

The short- and long-term development viability of the vacant sites in the land inventory is directly linked to the availability and capacity of public facilities and services. Total capacity for water and sewer facilities to accommodate Orange Cove's share of the regional housing need is addressed in its master plans for wastewater treatment and collection facilities, water, and storm drainage. Each master plan addresses current service levels and defines how services will be expanded to meet the demands of future urbanization. Orange Cove's master plans for its infrastructure systems have not been updated for about 10 years.

Wastewater Treatment Facility

The City of Orange Cove provides sewer service to the community. The City's existing service area encompasses the developed portions of Orange Cove. Orange Cove's sewer system is composed of a collection system and wastewater treatment plant.

Collection System

The sewage collection system consists of a network of 6-inch and 8-inch diameter "collection" lines that connect to larger "mains". The City of Orange Cove has made a series of improvements to upgrade and improve its wastewater collection system. Orange Cove has installed a 21-inch to 36-inch diameter sewer lines from the existing sewer line at the intersection of C Street and 12th Street to the wastewater treatment plant southwest of town. The sewer will extend northwest from the C Street/12th Street intersection along an abandoned railway right-of-way to Adams Avenue, west on Adams Avenue to Monson Avenue, south on Monson Avenue to Parlier Avenue and west to the Orange Cove Wastewater Treatment Plant. The total length of the sewer is about 13,200 feet. The purpose of this new sewer line was to 1) address current problems in maintaining sewage flows; 2) provide a relief sewer to reduce the flow in the existing trunk sewers,

eliminate surcharging overflow, and improve the hydraulics of the existing trunk sewer collection system; and 3) provide sewer servicing to areas where sewer service is not currently available.

Treatment Plant

The City's wastewater treatment plant (WWTP), which provides a secondary level of treatment, is located at the southwest corner of Monson and Parlier Avenues. The existing plant was designed with a hydraulic capacity of approximately 1.0 million gallons per day (mgd). It could accommodate short-duration "peak" flows of 3.0 mgd. Treated effluent from the plant was discharged into disposal ponds where it is allowed to evaporate and percolate.

City staff indicated that the flows at the treatment plant exhibit very little seasonal variation. This condition occurs because the flows are dominated by sewage from residential uses and not significant agriculture-related or seasonally operated industries.

Using the two annual population growth rates mentioned in the Orange Cove's 2003 General Plan, 3.61 and 5.35 percent, Orange Cove's treatment plant had sufficient reserve capacity until the years 2004 or 2009, depending on which growth rate Orange Cove experiences. In anticipation of these potential capacity short falls, Orange Cove increased the capacity of the treatment plant from an earlier design capacity of 1.0 million gallons per day (mgd) and peak flow of 3.0 mgd to 3.0 mgd average daily flow and peak flow of 6.0 mgd. The improvements to the plant included:

- Construction of new headworks to provide additional pumping capacity, grit removal, screening and washing and compaction of grit and screenings. Grit and screenings will continue to be disposed of in a landfill.
- Modifying the plant to an advanced secondary treatment process by converting the existing aeration ponds to an extended aeration activated sludge process with internal clarifiers with partial nitrogen removal to provide an effluent suitable for irrigation of alfalfa crops. The existing 1.0 mgd tertiary treatment system would be maintained and used to supply tertiary treated reclaimed water to the Orange Cove Irrigation District for orange grove and vineyard irrigation, if requested.

- Construction of an additional 400 acre-feet of wintertime effluent storage in a 50-acre pond and purchase of 200 acres for land application of the secondary effluent to alfalfa crops. The new pond will be constructed at the effluent disposal site. The site will include a network of monitoring wells to detect impacts from the project on groundwater levels and quality.
- Providing automatic shut-off valves at the chlorination facility to improve safety.
- Conversion of an existing (abandoned) clarifier to an aerobic digester for biosolids handling and constructing lined sludge-drying beds. Biosolids will be disposed of either at a landfill or an approved processing site for reuse.

Master Plan

The City's existing Sewage Collection System Master Plan, which was adopted in 1979 , is based on projected sewage flows that would be generated by future development under the 1979 General Plan (Note: Orange Cove's General Plan was updated in 2003).

Water

The City receives a majority of its water from the Central Valley Project through the Friant-Kern Canal. The present allotment is 456 million gallons per year. The remainder of the city's domestic requirements is provided by ground water wells. The city is permitted to use three wells on an active status and four additional wells for stand-by. The three active wells have a capacity of 270 gallons per minute, or 142 million gallons per year. The wells produce water that exceeds the State standard for nitrate levels. To mitigate this condition, well water is pumped to the City's water treatment plant and blended with the surface water from the canal and then transmitted to the city's distribution system (General Plan Memo, Yamabe and Horn, Consulting Engineers, July, 2001).

During periods when the Friant-Kern Canal is closed for maintenance, treated water is stored in three storage reservoirs with a capacity of 46.7 million gallons.

The City has installed a new water main on the west side of the community. A 12-inch water main was extended from the southwest corner of South and Anchor Avenues west to Monson Avenue and then south to Parlier Avenue, a

total distance of one mile. A 10-inch water main was also installed along Adams Avenue west of Anchor Avenue. The purpose of these water mains is to provide water for development of the west side of Orange Cove.

Storm Drainage

Orange Cove's storm drainage system is composed of a series of storm drainage pipelines and detention and retention storm drainage basins. Storm water in the north half of Orange Cove is pumped into Wooten Creek when flows in this watercourse have the capacity to handle additional flows.

To mitigate urban development's impact on the city's storm drainage system, it collects \$1,500 to \$4,000 per acre from development, depending upon where development is occurring in the city. The storm drainage impact fees are used to construct collection pipelines and detention basins. From the detention basins, storm water is transmitted to Wooten Creek and ditches that traverse the city.

Conclusion

The City of Orange Cove has adequate treatment capacity to accommodate all of its Regional Housing Needs including housing units in the extremely low-income category.

Cove has increased the capacity of the treatment plant from an earlier design capacity of 1.0 million gallons per day (mgd) and peak flow of 3.0 mgd to 3.0 mgd average daily flow and peak flow of 6.0 mgd as well as constructing ponds to contain the treated effluent. This increased capacity can easily accommodate the City's Regional Housing Needs Allocation because the treatment capacity has been doubled!

The present allotment from the Friant-Kern Canal for the City of Orange Cove is 456 million gallons per year. The remainder of the city's domestic requirements is provided by ground water wells. The city is permitted to use three wells on an active status and four additional wells for stand-by. The ground water and the canal water are blended to ensure the amount of domestic water available to the city meets State water quality standards as well quantity requirements. Orange cove's allocation of 456 million gallons per day can provide the necessary water for the City's regional housing need. Some years ago, water meters were installed throughout the community to ensure adequate water conservation was being practiced.

E. Environmental Constraints

Government Code Section 65583.2(b)(4) requires a general description of any environmental constraints to the development of housing within the jurisdiction, the documentation for which has been made available to the jurisdiction. This information need not be identified on a site-specific basis.

To determine whether any significant environmental features exist that would impact or preclude future development of the various parcels listed in Tables 34 and 35, planning staff conducted an assessment of various environmental features and conditions that exist in Orange Cove, including flooding, geologic factors, and soil conditions. A review of these environmental constraints and how they might prevent the full development of the residential parcels listed in Tables 34 and 35.

Geological Hazards

Fresno County is comprised of nine seismic zones, as defined in the Five County Seismic Safety Element (FCSSE). These zones are differentiated by the level of ground motion that can reasonably be anticipated from earthquakes on the principal fault systems affecting the five county areas. The FCSSE shows that Orange Cove is located within the S1 zone. The FCSSE states that the S1 zone:

includes most of the eastern San Joaquin Valley and is characterized by a relatively thin section of sedimentary rock overlying a granitic basement. Amplification of shaking that would affect low to medium rise buildings is relatively high, but the distance to either of the faults that are the expected sources of the shaking is sufficiently great that the effects should be minimal. The requirements of Zone II of the Uniform Building Code should be adequate for normal facilities.

This data indicates that Orange Cove is located in a lower risk area in terms of earthquake activity. Building standards contained in the Uniform Building Code for Zone II should be adequate for protection from earthquake events in Orange Cove.

Soils

The Soil Conservation Service's Soil Survey of Eastern Fresno Area, California (USDA, SCS, 1971) for the Orange Cove area indicates that the planning area's soils are composed of farmland of Statewide Importance. Soil characteristics for these soils are varied. Of the 12 soils that underlie the planning area, the physical characteristics that are most problematic for future residential development are a soil's clay content and existence of hardpan. For development on soil that contains high clay content or underlying hardpan, the construction of residential building pads, roads, or parks will require special engineering. Often is the case, the soil needs to be replaced and/or modified (ripped) to provide for a suitable building site. These modifications increase the cost of construction, which is added to the cost of a residential unit. There are no soil conditions in Orange Cove that would preclude residential development.

Flooding

The Federal Emergency Management Agency, a federal agency charged with mapping flood prone areas throughout the United States, identifies three areas within the Orange Cove area as being flood prone - subject to floodwaters from a 100-year intensity storm. One area is east of the Friant-Kern Canal, which is in Tulare County, the second is along the Wooten Creek, which cuts across the northwest quadrant of Orange Cove, and the third area flows through the southwest quadrant of the city. In the case of all three areas, development can occur within the 100-year flood hazard zone so long as the ground floor elevation is above the 100-year flood contour line. This requirement can increase the cost of housing but not to a significant level.

F. Realistic Development Capacity

Government Code Section 65583.2(c) requires, as part of the analysis of available sites, a local government to demonstrate the projected residential development capacity of the sites identified in the housing element can realistically be achieved. Based on the information provided in subdivision (b), a city or county shall determine whether each site in the inventory can accommodate some portion of its share of the regional housing need by income level during the planning period, as determined pursuant to Section 65584. The number of units calculated shall be adjusted as necessary, based on the land use controls and site improvements requirement identified in paragraph (4) of subdivision (a) of Section 65583.

Tables 34 and 35 estimate the number of housing units that can be accommodated on each site listed in the land inventory. The housing unit capacity is based on the size of the parcel, the zoning that is applied to the subject parcel and the amount of land area subtracted for roadway purposes. In order for Orange Cove to meet a net 20 units per acre for land that is zoned for multi-family development, which could potentially meet the needs of the city's extremely low-, very low- and low-income households, these sites would be required to be zoned to the R-3 district. Two examples are provided below of how densities under different zone districts are achieved:

Example No. 1

No. 5904 contains 3.75 acres. The formula for the unit yields on this parcel of land is: $3.75 \text{ acres} \times 43,560 \text{ square feet} \times .75 / 6,000 \text{ square feet}$, or 20.4 units. Subtracting 25 percent of the subject parcel for right-of-way (.937 acres), the balance of the property can be developed into single-family residential lots. The theoretical lot total is $2.81 \text{ acres} \times 43,560 \text{ square feet}$ divided by 6,000 square feet, which equals 19.67 single-family residential lots. Very rarely does the subdivision of a parcel of land create lots that come close to the minimum parcel size dictated by the underlying zone district. Due to terrain, adjacent properties, road alignments and cul-de-sacs, the average lot size is almost always higher than the minimum parcel size - 6,000 square feet.

The City of Orange Cove has a planned unit development (PUD) overlay district that can be combined with any of Orange Cove's residential zone districts. In the case of Orange Cove's R-1-6 zone district, a PUD overlay district would allow the developer to create lots smaller than 6,000 square feet so long as the average lot size for the subdivision was 6,000 square feet or larger. Orange Cove has used this combining district in the past to promote greater residential densities.

Example No. 2

Parcel 378-081-06 contains .26 acres and is zoned to the R-3 (multi-family one unit per 1,500 square feet) district. Because the subject parcel is a lot of record, no right-of-way dedication is required. The theoretical unit total is $.26 \text{ acres} \times 43,560 \text{ feet}$ divided by 1,500 square feet, which equals 7.55 units. Multi-family developments can often get closer to the maximum number of apartment units on a site than a single-family development because right-of-way does not need to be dedicated, apartment developments can be multistory and they have greater latitude in terms of design alternatives.

Demolitions

Orange Cove has demolished **five** substandard residential dwellings since 2014. Some of these units rested on property that was zoned for multi-family development. These substandard units were replaced with small apartments and single-family dwellings.

Small Sites (less than one acre)

Orange Cove has about five vacant or underutilized residential lots that are zoned to the R-1-6, R-2 or R-3 zone districts. These lots can easily be developed because they have access to a public roadway and infrastructure. Orange Cove's provides maximum design flexibility planned unit development (PUD) overlay district, which permits deviations from development standards like front yard setbacks and parking.

G. Analysis of Non-Vacant and Underutilized Sites

The inventory sites that have potential for residential developed can include non- vacant and underutilized sites (Section 65583.2(b)(3)). The element must include an explanation of the methodology for determining the realistic build out potential of these sites within the planning period (Section 65583.2(g)).

Local governments with limited vacant land resources or with infill and reuse goals may rely on non-vacant and underutilized residential sites to accommodate the regional housing needs. Orange Cove has a number of underutilized parcels of land that could be rezoned from non-residential to residential zone districts. Many of these parcels are located along Park Avenue (Orange Cove's Main Street) and the abandoned Burlington Northern Railroad right-of-way, which contains a number of abandoned packinghouses. **In 2014, the City rezoned approximately five acres of land from the C-2 to the R-3 zone. This reclassification will provide for the construction of an 81-unit tax credit project, called Amaya Village.**

Housing market conditions in Orange Cove play a vital role in determining the feasibility or realistic potential of non-vacant sites and/or underutilized sites for residential development. The housing market in the San Joaquin Valley ranks high among regions throughout the country in the rate of foreclosures. Orange

Cove has a significant amount of land that is already zoned for residential development as well as a number of vacant residential lots. The demand for non-vacant sites and/or underutilized sites for residential development is not high because of the surplus of vacant residential land and lots.

Given the amount of vacant residential land and lots in Orange Cove, the city's effort to provide planned financial assistance or regulatory concessions to facilitate residential development on non-vacant and underutilized sites has been minimal. However, Orange Cove would consider financial assistance or certain zoning ordinance concessions if the residential proposal and the subject property met the following criteria:

- The housing project proposed would provide affordable housing for lower-income households, consistent with Orange Cove's Housing Element.
- The housing project would not be incompatible with existing, surrounding land uses.
- The housing project could be properly served with infrastructure and public services, including police, fire and ambulance.
- The potential residents of the proposed housing project would not be exposed to hazardous environmental conditions including noise, air emissions, hazardous waste, and vibrations.

H. Zoning Appropriate to Accommodate the Development of Housing Affordable to Lower-Income Households

The densities of sites identified in the inventory must be sufficient to encourage and facilitate the development of housing affordable to lower-income households (Section 65583.2(c)(3)(A) &(B).

Tables 34 and 35 have identified the residential sites in Orange Cove that could accommodate Orange Cove's share of the regional housing need for lower-income households. Table 35 shows that Orange Cove **only has 5.53 acres** zoned for multi-family development, **which will only accommodate 106 apartments**. **The City has determined that this acreage is insufficient and has taken steps to provide more land that is zoned to high density residential. This strategy has been implemented by the City through the following actions: 1) the**

approval of an 81-unit tax credit project, 2) annexation of 20 acres of land that will provide five acres of land that will be zoned to the R-3 zone and an adjacent 36-lot single family residential subdivision, and 3) annexation of 40 acres of land that will provide 187 single family residential lots and five acres of land that will be zoned to the R-3 district.

With the above actions, the City has now increased its acreage of land zoned for high density residential uses from 5.53 acres to over 15 acres, with a potential of approximately 268 apartments.

I. Zoning for Emergency Shelters and Transitional Housing

Government Code Section 65583(a)(4) and requires the identification of a zone or zones where emergency shelters are allowed as a permitted use without a conditional use or other discretionary permit. The identified zone or zones shall include sufficient capacity to accommodate the need for emergency shelters identified in paragraph (7) of Government Code Section 65583(a), except that each local government shall identify a zone or zones that can accommodate at least one year-round emergency shelter. Government Code Section 65583(c)(1) requires "As part of the analysis of available sites, a jurisdiction must include an analysis of zoning that encourages and facilitates a variety of housing types...including emergency shelters and transitional housing."

1. Emergency Shelters

Orange Cove's residential zone districts do not list temporary or year-round emergency shelters in either the permitted or conditional use list of any of its zone districts. Planning staff has determined that temporary emergency shelters are not listed in any of Orange Cove's zone districts. To be consistent with Government Code Section 65583(a)(4), Orange Cove shall amend its zoning ordinance to add temporary emergency shelters to the permitted use list of the R-3 and M-1 zone districts. For year-round emergency shelters, this use will be added to the conditional use list of these zone districts.

Emergency shelters have been added (2016) to the permitted use list of Orange Cove's M-1 and M-2 districts. There are 7 parcels zoned to the M-1 district, all located along West or East Railroad Avenues. Three of the parcels are owned by the City of Orange Cove (12 acres). All of the parcels are within walking distance of shopping, recreational and medical services.

While transitional and supportive housing has been added to the permitted use list of all of Orange Cove's residential districts, HCD has required additional revisions. Orange Cove's Mixed Use (M-U) district lists transitional and supportive housing as a conditional use. This section of the M-U district shall be amended to move this use to the permitted use section of this district. Further, these types of uses will also be permitted in above ground commercial or office uses.

To date, Orange Cove has not experienced a need for emergency shelters, either temporary or year-round. There are no non-profit or faith based organizations that have expressed a desire to establish an emergency shelter in Orange Cove.

Orange Cove, being an agriculturally-oriented community, emergency shelter is often provided by a single family dwelling or apartment that is occupied by many unrelated persons who work in agriculture. In some communities, these would be termed labor camps. This approach to housing does resolve the need for emergency shelters in Orange Cove, however, adjacent neighbors often complain about noise, overcrowding and congested on-street parking. This overcrowding housing situation becomes pronounced during the spring and summer months when harvesting of agricultural products reaches its zenith. During the fall and winter months, the seasonal agricultural population falls dramatically and many persons move on to other agricultural regions.

Once Orange Cove's zoning ordinance is amended to add emergency shelters to the permitted or conditional use lists of various zone districts, emergency shelters could be constructed subject to site plan review and a building permit. The City's site plan review process will ensure that the proposed shelter meets the proper setbacks, off-street parking requirements, and fire suppression measures. For a year-round shelter, the applicant would be required to secure a conditional use permit, which requires a public hearing before the Planning Commission as well as notification of the surrounding neighborhood. Issues that would be the subject of discussion and debate by the surrounding residents as well as the Planning Commission would be the number of beds proposed for the shelter; the provision of on-site management; the length of stay permitted for each resident; and security during hours when the shelter is open.

2. Transitional Housing

Transitional housing is not a permitted or conditional use in any of Orange Cove's zone districts. Like with temporary or year-round emergency shelters,

Orange Cove must amend its zoning ordinance to provide for this type of housing. This zoning ordinance amendment will be included as a program action in Orange Cove's Housing Element.

While transitional and supportive housing has been added to the permitted use list of all of Orange Cove's residential districts, HCD has required additional revisions. Orange Cove's Mixed Use (M-U) district lists transitional and supportive housing as a conditional use. This section of the M-U district shall be amended to move this use to the permitted use section of this district. Further, these types of uses will also be permitted in above ground commercial or office uses.

J. Zoning for a Variety of Housing Types

Government Code Section 65583 requires the housing element to shall identify adequate sites for a variety of housing types including multifamily rental housing, factory-built housing, mobile homes, housing for agricultural employees, supportive housing, single-room occupancy units, emergency shelters, and transitional housing.

1. Farmworker Housing

While it is apparent that Orange Cove has a substantial farm worker population, it is difficult to quantify at any given time the number of farm workers living in Orange Cove. Further, it is even more difficult to place the farm workers in a given category - seasonal, single males/females or families. An educated guess is that hundreds of persons can be placed into the permanent or seasonal farm worker category, most likely higher during the summer months.

More so than any city in the San Joaquin Valley, Orange Cove has facilitated the construction of housing for farm workers, both for-rent and for-purchase. Since 2000, three multi-family tax credit projects have been constructed in Orange Cove, containing 240 apartment units. These units are affordable to extremely-low and lower income households. In addition to these tax credit projects, a Joe Serna grant has been used to finance a low-income single-family subdivision, called Martinez Estates. It contained 87 single-family homes.

Table 38 identifies parcels that are properly zoned for multi-family housing, which can provide housing for farm workers. Because farm worker housing is classified as a multi-family residential use, the City of Orange Cove does not distinguish between traditional multi-family development and farm worker housing. In fact, numerous farm workers, albeit permanent farm workers, live in multi-family developments (apartments) throughout the community. In addition, the recently completed Martinez Estates Subdivision provided affordable, single family homes for local agricultural workers. A Joe Serna grant along with other funding sources financed this project.

Seasonal farm workers on the other hand typically “crowd” into single-family dwellings and apartments with other seasonal farm workers. Although the “crowding” of seasonal farm workers into residential dwellings is less than an ideal situation, it tends to work in that the farm workers have housing, transportation to work, food from stores in the community, and recreation - bars, pool halls, and soccer on the weekends. Often times, the seasonal farm workers are housed in second residential units behind a primary residence. This renting of the second unit provides additional income for the owner of the primary residence but it does sometimes pose conflicts with nearby neighbors.

For purposes of bringing the Orange Cove Zoning Ordinance into compliance with Health and Safety Code Section 17021.5 and 17021.6, which requires that “any employee housing consisting of no more than 36 beds in a group quarters or 12 units or spaces designed for use by a single family or household shall be deemed an agricultural land use designation, the City will amend its Ordinance to add farm worker housing to the conditional use list of the Urban Reserve (UR) District. This District is used by the City of Orange Cove to hold land in agriculture until such time it is appropriate to zone the land for some type of urban use (e.g. residential, industrial, commercial, etc.).

Any farm worker housing project will be required to be processed through Orange Cove’s site plan review process and a public hearing before the Commission. Issues of concern would be off-street parking, on-site management, lighting, and access to the city’s sewer, water and storm drainage systems.

2. Mobile homes and Factory-Built Housing

Manufactured and factory-built housing can be integral parts of the solution for addressing housing needs. Pursuant to Government Code Section 65852.3 the

sitting and permit process for manufactured housing should be regulated in the same manner as a conventional or stick-built structure. Specifically, Government Code Section 65852.3(a) requires that with the exception of architectural requirements a local government, including charter cities, shall only subject manufactured homes (mobile homes) to the same development standards to which a conventional single-family residential dwelling on the same lot would be subject, including, but not limited to, building setback standards, side and rear yard requirements, standards for enclosures, access, and vehicle parking, aesthetic requirements, and minimum square footage requirements.

The City of Orange Cove's Zoning Ordinance permits manufactured and factory-built housing on all lands that are classified residential. To the untrained eye, these residential units are difficult to visually discern from adjacent stick built homes. With proper landscaping and hardscape improvements, the manufactured and factory-built homes easily blend into the neighborhood. Since 2000, there have been no manufactured homes constructed on individual lots in Orange Cove.

Mobile home/Trailer Parks

The City of Orange Cove does not have a mobile home park or trailer park within its city limits. The 26 mobile homes that exist in the community are located on individual lots. Some of the mobile homes are owner-occupied while others are rented. In some cases, the mobile home unit serves as a second unit on a single-family residential lot.

4. Multi-family Rental Housing

The Orange Cove Zoning Ordinance permits multi-family residential development as a permitted use in its R-2 and R-3 zone districts. The number of units on a given parcel of land is regulated by the density standard of the zoning that is applied to the parcel. All multi-family development is required to be processed through the city's site plan review process, an administrative process that does not require a public hearing or a meeting before the Planning Commission.

The site plan committee applies conditions to a multi-family residential project that range from landscaping/irrigation to orientation of the apartment buildings and from the number and type of parking stalls to facade design. Once the site plan review process has been completed, and the applicant has made the

necessary site plan revisions, a building permit for the project can be pulled. The entire process, from submittal of a site plan to the pulling of a building permit, can be completed within 60 to 90 days. Often it is the preparation of the building plans, which is outside the control of the Orange Cove Planning Department, which can take a considerable amount of time.

Development impact fees for multi-family residential units are paid at the time the building permit is pulled. Impact fees include sewer and water, school, parks, and storm drainage.

4. Single-Room Occupancy (SRO) Units

SROs can provide a valuable form of affordable private housing for lower-income individuals, seniors, and persons with disabilities. An SRO unit usually is small, between 200 to 350 square feet. These units provide a valuable source of affordable housing and can serve as an entry point into the housing market for formerly homeless people.

Orange Cove does not have any SROs within its city limits. The residential unit that comes closest to emulating an SRO is second residential units, which exist throughout Orange Cove. These units' range in size from 300 to 750 square feet and are self-contained - bathroom, bedroom, and kitchen. These second residential units are often used for seasonal farm worker housing.

5. Supportive Housing

Supportive housing is permanent rental housing linked to a range of support services designed to enable residents to maintain stable housing and lead fuller lives. Typically, a portion of the housing is targeted to people who have risk factors such as homelessness, or health challenges such as mental illness or substance addiction. Study after study attest to the cost effectiveness of supportive housing. Not only is it significantly less expensive than the institutional alternatives that homeless and disabled people often cycle through – including shelters, institutions and hospitals – it ends tenants' dependence on emergency services for healthcare and treatment. The types of support services that can be provided include medical and mental health care, vocational and employment services, substance abuse treatment, childcare, and independent living skills training. Most supportive housing is built and managed by non-profit housing developers in partnership with non-profit service providers.

Orange Cove does not have any supportive housing within its city limits. The residential unit that comes closest to emulating supportive housing is group care facilities. There are two of these types of facilities located in Orange Cove. They house from three to six persons who require health care because they are physically disabled, developmentally disabled, or require nursing care. These care facilities are housed in single-family dwellings that are located in older residential neighborhoods.

K. Adequate Sites Alternative

Government Code Section 65583.1 (a) and (c) allows second units and, under prescribed conditions, units that are substantially rehabilitated, converted from market rate to affordable, or where unit affordability is preserved to be counted towards the adequate sites requirement.

Local governments can employ a variety of development strategies and/or commitments to specific program actions to address the adequate sites requirement. As provided in Government Code Section 65583 (c)(1), in addition to identifying vacant or underutilized land resources, local governments can meet up to 25 percent of the site requirement to provide adequate sites by making available affordable units through rehabilitation, conversion and/or preservation.

Under limited circumstances, a local government may credit up to 25 percent of their adequate site's requirement through existing units. Orange Cove does not meet all the criteria detailed below, however, a discussion on each topic is provided below.

(1) substantially rehabilitated,

(2) units in a multifamily rental housing complex of 4 or more units that are converted from non-affordable to affordable, or

(3) units that will be preserved at affordable housing costs to low- or very low-income households, where the local government has provided those units with committed assistance.

Specifically, these units must meet all relevant requirements as follows:

1. Substantially Rehabilitated

Units to be substantially rehabilitated must result in a net increase in the stock of housing affordable to low- and very low-income households and include the following provisions:

- Units must be at imminent risk of loss to the housing stock.
- Local governments must commit to providing displaced tenants not otherwise eligible for relocation assistance under State relocation law, with assistance consistent with that required under Health and Safety Code Section 17975, including a minimum of four months' rent and moving expenses and comparable replacement housing.
- Relocation assistance must be provided to any occupants temporarily or permanently displaced and the local government must require that any displaced occupant will have the right to reoccupy the rehabilitated units.
- Rehabilitated units must have long-term affordability requirements, not less than 20 years or any other term required by federal or State funding law or regulation.

Orange Cove has not rehabilitated any units that would fall into the "substantially rehabilitated" category. The residential units rehabilitated in Orange Cove were not in danger of being demolished, the tenants in the dwellings were not relocated, and there were no affordability limits placed on the dwellings. Private individuals have accomplished most of the rehabilitation efforts in the last eight years. Orange Cove does not contract with Self-Help Enterprises for rehabilitation services.

2. Converted

Converted units are multi-family units in a rental complex of 4 or more units that have been converted from non-affordable to affordable by acquisition of the unit or the purchase of affordability covenants and restrictions. These units are not to be acquired by eminent domain and must provide a net increase in the stock of housing affordable to low- and very low-income households.

Over the planning period there have not been any apartment units that have been converted from non-market rate rentals to market-rate rentals. In Orange Cove, affordable rental units for lower-income households have resulted from

the construction of new apartment units, both tax credit projects and private sector apartments.

3. Preserved

Units to be preserved at affordable housing costs to lower-income households by acquisition of the unit or the purchase of affordability covenants for the units. Preserved units must:

- be located within an “assisted housing development”;
- have new long-term affordability covenants and restrictions (at least 40 years);
- have received governmental assistance under specified programs;
- be expected to convert to non-low-income uses; and
- be in decent, safe and sanitary condition.

The preservation of the affordability of the 240 tax credit units constructed in Orange Cove since 2000 is insured by affordability covenants tied to tax credit projects under the IRS tax code.

Chapter 7: Governmental Constraints

A. Land-Use Controls

Government Code Section 65583(a) requires “An analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels,...including land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures...”.

Although local ordinances and policies are enacted to protect the health and safety of citizens and further the general welfare, it is useful for Orange Cove to periodically reexamine its ordinances/policies to determine whether, under current conditions, they are accomplishing their intended purpose or if in practice constitute a barrier to the maintenance, improvement or development of housing for all income levels.

Such an examination may reveal that certain policies have a disproportionate or negative impact on the development of particular housing types (e.g., multi-family) or on housing developed for low- or moderate-income households. This may violate State and federal fair housing laws, which prohibit land-use requirements that discriminate or have the effect of discriminating against affordable housing.

This analysis of potential governmental constraints will describe past or current efforts to remove governmental constraints. Where the analyses identify existing constraints, the element will include program responses to mitigate the effects of the constraint. Each analysis will use specific objective data, quantified where possible. A determination will be made for each potential constraint as to whether it poses as an actual constraint. The analysis will identify the specific standards and processes and evaluate their impact, including cumulatively, on the supply and affordability of housing.

Orange Cove’s Housing Element will identify all relevant land-use controls, discuss impacts on the cost and supply of housing and evaluate the cumulative impacts of standards, including whether development standards impede the ability to achieve maximum allowable densities. The analysis will make a determination whether land-use controls constrain the development of multi-family rental housing, factory-built housing, mobilehomes, housing for

agricultural employees, supportive housing, single-room occupancy units, emergency shelters, and transitional housing.

1. Residential Development Standards

Basic residential development standards for Orange Cove are summarized in Table 36. The table indicates the minimum lot size requirements, minimum site area per unit, setbacks, height restrictions, and open space requirements that apply in each of the Orange Cove's residential zoning districts.

Orange Cove has six residential base districts, RA (Residential-Rural, one unit per 20,000 square feet), R-1-12 (Residential Single-Family, one unit per 12,000 square feet), R-1-6 (Residential Single-Family, one unit per 6,000 square feet), R-1-3 (Residential Single-Family, one unit per 3,000 square feet), R-2 (Residential Single-Family, one unit per 3,000 square feet), and R-3 (Multi-Family Residential, one unit per 1,500 square feet). In Orange Cove's Zoning Ordinance, the city has also provided for a PUD (planned unit development) overlay district. This District can be attached to any of Orange Cove's residential zone districts. The purpose of this overlay district is to promote effective and creative residential designs, which may involve clustering of dwelling units, deviation from zoning standards, integration of open space and/or density bonuses. Orange Cove has employed the PUD overlay district with recent residential subdivisions to promote higher residential densities. Using this overlay district has resulted in higher average residential densities when compared to similar subdivisions processed under Orange Cove's traditional residential districts (e.g. R-1-6 zone district).

Orange Cove has employed the PUD overly district to promote higher average residential densities when compared to traditional subdivision designs.

The RA district applies only to some large residential lots located just south of Wooten Creek and west of the Friant-Kern Canal. These lots average over 20,000 square feet in size. Very little acreage in Orange Cove is dedicated to this district. The R-1-6 district includes most of the single-family neighborhoods in Orange Cove. The District was specifically created to retain the low-density character of these areas and its development standards are structured accordingly. Minimum lot sizes are 20,000 square feet. Setbacks are 30 feet in the

front yard, 10 feet in the side yards, and 20 feet in the rear yard. Slightly larger requirements apply to corner lots. A 30-foot height limit applies.

A subset of the R-1-6 district, R-1-12, applies to large-lot residential development that often encompasses large homes, greater than 2,000 square feet in size. This district provides for large lots that have wider and deeper lot standards. Few parcels in Orange Cove are zoned to this district. A second subset of the R-1-6 district is the still-to-be-used R-1-3 zone district. This zone district is intended to promote the construction of small homes, less than 1,500 square feet, on lots that have a minimum lot size of 3,000 square feet.

The R-2 zone district has been applied to scattered sites throughout Orange Cove, almost all of which are already developed with medium density housing. The district has a minimum lot size requirement of 6,000 square feet but requires only 3,000 square feet of site area per dwelling. Setbacks are 20 feet in the front yard, 5 feet in the side yards, and 20 feet in the rear yard. A 30-foot height limit applies. The R-2 zone district can support projects as small as a duplex and as large as an 81-unit tax credit, multi-family project.

The R-3 zone district has also been applied to the core of the community and along major collector streets. The district has a minimum lot size requirement of 6,000 square feet but requires only 1,500 square feet of site area per dwelling. Setbacks are 10 feet in the front yard, 5 feet in the side yards, and 10 feet in the rear yard. A 40-foot height limit applies. The R-3 zone district can support projects as small as a triplex and as large as an 81-unit tax credit, multi--family project.

Table 36
Development Standards in Orange Cove's Residential Zones

Development Standards	Zone Districts			
	RA	R-1-3/6/12	R-2	R-3
Min. lot size	12,000 sq. ft.	3,000/6,00/12,000	3000/unit	1500/unit
Minimum lot width:	75 feet	50 feet/60/120	50 feet	50 feet
Minimum lot depth:	100 feet	75 feet/100/120	100 feet	100 feet
Coverage:	30 %	40/40/30 %	50 %	60 %
Front yard setback:	30 feet	20/20/30 feet	20 feet	15 feet
Rear yard setback	20 feet	20/20/20 feet	20 feet	15 feet
Side yard setback:	10 feet	5 feet	5 feet	5 feet
Height	30 feet	30 feet	35 feet	40 feet
Parking:	2 spaces/unit	2 spaces/unit	1.5 per unit	1.5 unit

Source: Orange Cove Zoning Ordinance

As previously mentioned, the PUD (planned unit development) overlay district can be applied to any of the above residential districts. The application of this district requires a conditional use permit and a public hearing before the Orange Cove Planning Commission. As stated, this zoning tool has been used for a recent subdivision. That subdivision has been approved and has been built out. This subdivision map shows higher average residential densities than would result from Orange Cove's traditional use of its R-1-6 zone district.

Since 2003, 250 multi-family residential units have been built in the community. The size of the projects ranged from duplexes to an 81-unit apartment complex. None of the development standards detailed above constrained the projects so that they became unaffordable to renting households. Affordable, multi-family development is achievable in Orange Cove because residential land is inexpensive relative to other cities in Fresno County and the San Joaquin Valley, and processing of multi-family projects is completed administratively.

Conclusions

Orange Cove's residential development standards have not constrained housing development nor have they been an obstacle to the development of affordable units. The densities generally match the General Plan land use categories. The setback and height requirements relate well to the densities permitted. Lot size requirements also are reasonable. With the success Orange Cove has had in attracting multi-family, tax credit projects, it is evident that residential development standards have not hampered the construction of affordable housing.

2. Allowances for Residential Uses in Non-Residential Zoning Districts

Residential uses are not permitted in any of Orange Cove's commercial or manufacturing zone districts. To mitigate this particular condition, and encourage housing in or near the downtown, the City could amend language in two of its commercial zone districts, C-1 (neighborhood commercial) and C-3 (central business and shopping) zone districts, to add multi-story residential development to the conditional use list of these two zone districts. A conditional use permit application is the appropriate approach rather than placing this type

of residential use on the permitted use list. Each potential residential site must be properly evaluated through the use permit process to insure that it does not create problems for existing commercial uses. The potential development standards that would be applied to these residential uses would emulate the standards that would be applied to the commercial uses, except for off-street parking requirements.

Residential development mixed with central and neighborhood uses is appropriate given current day events - climate change, cost of fuel and **cost of housing**. By potentially placing high density residential uses adjacent to existing commercial uses, residents would be able to walk to adjacent commercial establishments, such as grocery stores, post office, beauty/barber shops and restaurants. This design feature helps save residents the cost of gas, it reduces the resident's carbon footprint and it brings business to local commercial establishments.

Height limits in the C-1 and C-3 zones are quite generous and allow three-story (35 feet) construction. Maximum lot coverage in C-1 and C-3 districts is not a building constraint because there is no lot coverage limits in these zones, however, new developments are required to provide on-site parking. Typically, high density residential uses require one and one-half stalls per living unit; one stall for senior projects. With the conditional use permit requirement, the project would be subject to the City's site plan review process.

Conclusions

Zoning revisions to Orange Cove's commercial districts are needed to facilitate the development of high-density residential uses in these districts. This is particularly true in the C-1 and C-3 zones. **To achieve this objective, Orange Cove's Zoning Ordinance shall be amended to add multi-family residential uses to the conditional use list of these zone districts. The density standard for these potential multi-family uses will be one unit per 1,500 square feet of lot area.** All other development standards will comply with the standards of the respective commercial zones, including setback distances, building heights and lot coverage. These potential amendments to the Zoning Ordinance are supported by Orange Cove's recent update to its General Plan.

3. Zoning Standards: Parking

Parking standards are set forth in Chapter 17.60, Property Development Standards, of the Orange Cove Zoning Ordinance. These standards are summarized in **Table 37**. The requirements vary depending on the type of dwelling. The basic requirement for a single-family house is two off-street, covered, non-tandem parking spaces. The single-family parking requirements are generally not a development constraint and are comparable to other cities throughout the county.

The parking requirement for multi-family developments is 1.5 spaces per unit, half of the units must be covered. Although the covered parking requirement may provide a constraint to the production of affordable housing, it does represent a design feature that is coveted by residents of multi-family projects.

Table 37
Parking Requirements for New Housing

Unit Type	Parking Required
Second Residential Unit	one uncovered parking stall
Single Family Home	two non-tandem covered spaces
Duplex	1.5 spaces per unit, one of which must be covered
Single Family Home with a Second Unit	two non-tandem covered spaces and one uncovered stall
Multi-Family (3+ units)	1.5 spaces per unit, one of which must be covered
Senior Housing	.5 spaces per unit

Source: Orange Cove Zoning Ordinance

4. Standards for Special Housing Types

Table 38 identifies provisions in the Orange Cove Zoning Ordinance for four particular types of housing that often serve lower income households: second units, mobile/manufactured homes, residential hotels, and homeless shelters.

Second units are permitted in all single-family zones, subject to the granting of a building permit. The design of the second unit must be compatible with the primary residence. The unit must be at least 400 square feet but not more than 1,200 square feet. Orange Cove receives about one or two applications per year for second residential units. None of the requirements detailed above have

dissuaded persons from making an application for a second unit. Orange Cove began accepting applications in 2000. These units, fortunately or unfortunately depending how one reviews the housing world, have become affordable housing for farm workers, very low-income households, seniors, persons who are disabled and housing for more than one family.

Table 38
Development Requirements for Special Housing Types

Unit Type	Requirements
Second Units	Requires building permit
Manufactured Home	Requires building permit and compliance with design standards
Residential Hotels	Requires building permit and site plan review; a permitted use in Orange Cove's Central Commercial district
Homeless Shelters	Requires a conditional use permit in Orange Cove's multi-family and central commercial zone districts

Source: Orange Cove Zoning Ordinance

Mobile and manufactured homes on foundations are permitted in all of Orange Cove's residential districts, consistent with state law. Such homes require a building permit and they must conform to design standards provided in the Zoning Ordinance, including standards that regulate roof overhang, roofing material, siding material, and roof design.

There have been no residential hotels or homeless shelters constructed in Orange Cove nor is there the possibility that any will be constructed within the planning period, 2016 to 2023.

B. Fees and Exactions

Government Code Section 65583(a) requires "An analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels...including...fees and other exactions required of developers, and local processing and permit procedures..."

Housing in Orange Cove is subject to two types of fees or exactions:

- permit processing fees for planning and zoning; and
- development impact fees, imposed to defray all or a portion of the public costs related to the development project.

Fees can impact the cost, and feasibility of housing development. Excessive planning and site development fees can impact property owners' ability to make improvements or repairs, especially for lower-income households. In Orange Cove, new residential projects are subject to development impact fees from the city and the Kings Canyon School District. For both processing fees and impact fees, State law specifies procedural and nexus requirements to assess development impact fees.

- Government Code Section 66020 requires that planning and permit processing fees do not exceed the reasonable cost of providing the service, unless approved by the voters; agencies collecting fees must provide project applicants with a statement of amounts and purposes of all fees at the time of fee imposition or project approval.
- Government Code Section 66000 et. seq. (Mitigation Fee Act) sets forth procedural requirements for adopting, and collecting capital facilities fees and exactions, and requires they be supported by a report establishing the relationship between the amount of any capital facilities fee and the use for which it is collected.

1. Planning and Permit Processing Fees

Table 39 has been prepared that shows Orange Cove's 2016 planning fees compared to other small and large cities in the local region. This table shows that Orange Cove is well below other cities in regards to the planning and permit fees charged for various applications. In fact, Orange Cove has some of the lowest planning fees in the area. Building permit fees are not detailed in the tables below because they are determined by the Uniform Building Code and they are based on the estimated value of each building project

Table 39
A City Comparison: Planning and Permit Processing Fees (2016)

Planning Permit	Lindsay	F'Ville	Orange Cove	Exeter	Tulare
Annexation	1360	actual+25%	200	1325	3022

Orange Cove Housing Element, 2019 to 2023

Zoning Ord. Amendment					
(1) Map	475	450	NA	950	1079
(2) Text	NF	125	1075	1079	3212
General Plan Amend	500	400	250	850	1079
Gen.Plan/Z.O. Amend	650	375	950	NF	NF
Conditional Use Permit	TBD	400	150	950	1109
Temporary CUP	145	50	NA	50	153
Variance	230	175	100	625	643
Density Bonus	245	400	750	1175	NF
Minor Deviation	135	50	50	50	NF
Cert. of Compliance	135	100	NA	75	93
Lot Line Adjustment	275	125	NA	525	464
Site Plan Review	TBD	300	125	825	1098
PUD	2000	780	1350	1575	965
Negative Declaration	110	150	75	275	487
EIR	530 (review)	actual + 25%	actual	actual	actual
Tent. Subd. Map	1200	600 +25/lot	200 + 5/lot	1375	2047+10/lot
Tent. Parcel Map	950	450	150 + 5/lot	675	611
Final Subd. Map	3300	700+24/lot	150 + 5/lot	3775	NF
Final Parcel Map	1600	350	150 + 5/lot	1825	NF
Time Extension	NF	NF	NA	NF	67
Encroachment Permit	NF	NF	NA	25	NF
Demolition Permit	NF	NF	NA	50	141
Occupancy Permit	NF	NF	NA	NF	NF
Deferred Impr. Agree	110	175	NA	525	NF
Development Agree	NF	actual + 25%	actual	1300	NF
Specific Plan	NF	NF	actual	actual	NF
Specific Plan Amend	NF	NF	actual	actual	1057
Mit. Negative Dec	530	NF	actual	actual	NF

2. Development Impact Fees

Development impact and engineering/building permit fees constitute a larger percentage of the cost of a housing unit than do the planning permit fees discussed above. Development fees cover improvements such as water, sanitary sewer, storm drainage, parks, schools, traffic, and community facilities.

Table 40 shows Orange Cove's development impact fees for 2008 that pertain to sewer, water and storm drainage improvements and compares them to other cities in Tulare, Fresno and Kings counties. Orange Cove is ranked fifth of the 16 cities surveyed.

Table 40

Development Impact Fee Survey (storm drainage, water and sewer)

Orange Cove Housing Element, 2019 to 2023

Rank	Jurisdiction	Cost per Unit
1	Sanger	\$15,539
2	Dinuba	\$14,278
3	Kingsburg	\$11,305
4	Fowler	\$11,237
5	Orange Cove (prior to 2008)	\$ 8,273
6	Reedley	\$ 7,507
7	Tulare	\$ 7,322
8	Lindsay	\$ 7,336
9	Woodlake	\$ 7,252
10	Exeter	\$ 6,750
11	Selma	\$ 5,098
12	Farmersville	\$ 4,217
13	Visalia	\$ 4,174
14	Hanford	\$ 4,215
15	Lemoore	\$ 3,912
16	Porterville	\$ 2,208

Source: QUAD/Knopf, 2008; Collins & Schoettler, Planning Consultants; Yamabe & Horn, 2008.

Note: Costs only include sewer, water and storm drainage impact fees. Some fees are assessed by the acre. The Consultant has converted these figures to a per residential unit fee.

In 2008, Orange Cove had to significantly increase its development impacts fees (the new fees are reflected in Table 41 below) to insure that Orange Cove's wastewater treatment plant and water treatment plant could be upgraded and expanded. The Consultant only used three types of development impact fees (storm drainage, sewer and water) for comparison because not all cities collected the same impact fees but all cities collect these fees. For example, some cities collect circulation or community facilities impact fees while others do not. Also, each city is located in one or more school districts. These districts each set their own school impact fees. This fee can range significantly from district to district.

More recent information compiled in 2015 provides all the development impact fees collected in Orange Cove on a typical 1,200 square foot single family that rests on a 7,000 square foot lot. Total fees were \$17,791.95 up from \$6,394.00, which was the fee collected in 2008. In 2008, development impact fees represented 13.3 percent of the total cost of a \$125,000 home. In 2000, development impact fees represented 6.4 percent of the total cost of a \$105,000 home. The most significant increases in development impact fees come in the areas of school impact and wastewater collection/treatment fees. For example, school impact fees increased from \$1.97 (2000) a square foot to \$2.97 (2008) a square foot.

Table 41

Development Impact Fees for a Single Family Home¹ in Orange Cove

Building permit and plan check	\$ 1,130.95
Park fee	\$ 3,023.00
Streets	\$ 1,021.00
Water Distribution	\$ 188.00
Water Supply	\$ 3,040.00
Sewer Treatment	\$ 3,513.00
Sewer Collection Fee	\$ 88.00
Storm Drainage	\$ 1,444.00
School Impact Fee (\$2.97 per sq. foot)	\$ 3,564.00
Police	\$ 390.00
Fire	\$ 390.00
Total	\$17,791.95

1 refers to a 1,200 sq. ft. home on a 7,000 square foot lot that costs \$125,000

Source: City of Orange Cove

While Orange Cove's impact fees have changed substantially since 2000, the cost of housing has also increased, from \$105,000 to over \$200,000 in 2019. The cost of housing peaked in 2007. The value of a 1,200 square foot single family dwelling reached \$162,000 but like most regions in California has fallen significantly since that time. In 2019 home values are now exceeding the peak values of 2007, which exacerbates the housing affordability issue.

The development impact fees charged to each unit in a recently constructed 81-unit, multi-family tax credit project makes it more difficult to provide rental rates affordable to lower-income households. Fortunately, total planning and impact fees represent a reasonable proportion of total development costs (21 percent) and recently constructed apartments constructed using tax credit financing have the ability to absorb these impact fees while still providing affordable rental rates for extremely low-, very low- and low-income households. For example, the most recently constructed tax credit project in Orange Cove, Villa Escondido Apartments constructed in 2006, provided eight extremely low-income units, 48 very low-income units and 24 low-income units. In the case of tax credit projects, even with high development impact fees, affordable rental housing can still be provided given these fees.

Table 42

Development Impact Fees for a Multi-Family Unit¹ in Orange Cove

Building permit and plan check	\$ 650.95
Park fee	\$ 3,023.00
Streets	\$ 546.00
Water Distribution	\$ 174.00
Water Supply	\$ 1,941.00
Sewer Treatment	\$ 2,811.00
Sewer Collection Fee	\$ 70.00
Storm Drainage	\$ 770.00
School Impact Fee (\$2.97 per sq. foot)	\$ 3,564.00
Police	\$ 156.00
Fire	\$ 156.00
Total	\$13,861.95

1 refers to a unit in an 81-unit tax credit project; the units will average 800 square feet and cost approximately \$80.00 per square foot.

C. Processing and Permit Procedures

Government Code Section 65583(a) requires “An analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels,...including land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures...”.

Processing and permit procedures can pose a considerable constraint to the production and improvement of housing. Common constraints include lengthy processing time, unclear permitting procedures, layered reviews, multiple discretionary review requirements, and costly conditions of approval. These constraints increase the final cost of housing, uncertainty in the development of the project, and overall financial risk assumed by the developer.

The Orange Cove Zoning Ordinance stipulates the types of residential uses permitted, permitted with a site plan review permit, conditionally permitted, or prohibited in each residential zone district. Permitted uses are those uses

allowed without discretionary review except for plot plan review, so long as the residential dwelling(s) complies with all development standards.

Permitted uses with a site plan permit is an administrative process in that only the site plan review committee must approve the project. Approval by the Committee clears the applicant to apply for a building permit on the residential project. Conditional use permits are approved by the Planning Commission unless appealed. Residential projects appealed to the City Council get priority scheduling. There is no fee for appealing a matter to the City Council. Typical findings for a CUP include consistency with the General Plan, compatibility with surrounding uses, and addressing basic public health, safety, and general welfare concerns.

Table 43 lists a wide variety of residential uses that are typically found in a city. The table also indicates which zones allow, allow with a conditional use permit, or prohibit the various housing types delineated in the table. Under each zone district one of four notations will be provided: p=permitted, spr=permitted with site plan review, cup=permitted with a conditional use permit, and np=not permitted.

Table 43
Housing Types Permitted by Zoning District

Residential Use	Zone						
	RA	R-1-6/12	R-1-3	R-2	R-3	UR	M-1
single-family dwelling	p	p	p	p	p	p	np
second unit(granny flats)	p	p	p	p	p	p	np
guest houses	np	np	np	np	np	p	np
house trailer	np	p	p	np	np	p	np
manufactured home	p	p	p	p	p	p	np
duplex unit	np	np	np	p	p	np	np
3 to 4 dwelling units	np	np	np	spr	spr	np	np
5 or more dwelling units	np	np	np	spr	sp	np	np
mobile home park	np	cup	cup	cup	cup	np	np
homes for mental	np	np	np	np	np	np	np
homes for alcoholic	np	np	np	np	np	np	np
homes for drug	np	np	np	np	np	np	np
rest homes	np	cup	np	cup	cup	np	np
boarding homes	np	np	np	cup	cup	np	np

rooming homes	np	np	np	cup	cup	np	np
nursing homes	np	np	np	cup	cup	np	np
labor camps	np	np	np	np	np	p	np
sanitariums	np	np	np	np	np	np	np
hotels/motels	np	np	np	np	np	np	np
emergency shelter	np	np	np	np	np	np	p

p=permitted; spr= site plan review; cup=conditional use permit; and np=not permitted
 RA=rural residential; R-1=single family, one unit per 7,000 sq. ft.; RM-2=multi-family residential, one unit per 3,000 sq. ft.; RM-3=multi-family residential, one unit per 1,500 sq. ft.; and CC=central commercial.

1. Permit Processing

The time required to process a project varies greatly from one project to another and is directly related to the size and complexity of the proposal and the number of actions or approvals needed to complete the process. Table 44 identifies the typical processing time most common in the entitlement process. It should be noted that each project does not necessarily have to complete each step in the process (i.e., small scale projects consistent with general plan and zoning designations do not generally require environmental impact reports). Also, certain review and approval procedures may be processed concurrently. As an example, a rezone petition may be reviewed in conjunction with the required site plan, a tentative tract map, and any necessary variances. Such procedures save time, money, and effort for both the public and private sector.

Table 44
Timelines for Permit Procedures

Type of Approval or Permit Body	Typical Processing Time Approval
Single-family building permit	1 week, building department
2-4 multi-family units building permit	2 weeks, building department
apartment complex building permits	4 weeks, building department
site plan review	2 - 4 weeks, planning department
conditional use permit	6 -12 weeks, Planning Commission
variance	6 - 8 weeks, Planning Commission
zone change	12 - 24 weeks, Comm/CityCouncil
general plan amendment	12 - 24 weeks, Comm/City Council

final subdivision map	12 weeks, city engineer
final parcel maps	6 weeks, city engineer
tentative subdivision maps	12-24 weeks, Planning Commission
tentative parcel maps	6-8 weeks, Planning Commission
negative declaration	4-6 weeks, planning department
environmental impact report	12-24 weeks, Commission/City Council

Source: Orange Cove Planning Department

2. Tentative Subdivision Map

Orange Cove works closely with developers to expedite approval procedures so as not to put any unnecessary timing constraints on residential subdivisions. For a typical residential subdivision, an initial pre-consultation meeting with the planning department, public works, city engineer and the fire department is arranged to discuss the residential proposal. Then the tentative subdivision map, application and project description is filed with the planning department along with an application fee. The map and application is first reviewed by the planning department and other agencies such as public works for consistency with the zoning and subdivision ordinances and general plan guidelines. The subdivision is then approved at the staff level. Depending on the complexity of the map (and underlying land use issues), the project is approved in 12 to 24 weeks from date of map submission. Final approval of the tentative map comes at the Planning Commission and City Council after public hearings have been held.

After the tentative subdivision map is approved by the Planning Commission and City Council, the applicant must submit a final subdivision map with improvement drawings to the city engineer for review and approval. This review process, which involves extensive plan and calculation checks, can require up to four months. Once approved, the final subdivision map can be reviewed and approved by the City Council.

The building department performs plan checks and issues building permits for the residential plans submitted to the department. Throughout the construction process, the building department will perform building checks to monitor the progress of the project. This process does not seem to put an undue time constraint on most developments because of the close working relationship between the building department and contractors. Table 45 outlines typical

approval requirements for a single-family residential subdivision and an 81-unit multi-family project.

Multifamily projects take an average of three months to process, usually because of multiple meetings with staff. If the subject site is properly zoned for multi-family uses, no public hearings are required and the matter is decided administratively. If the subject property is not properly zoned or requires a variance from the zoning ordinance, the process could take up to six months. Both of these applications require public hearings before the Planning Commission and City Council.

Table 45
Typical Processing Procedures by Project Type

Single Family Subdivision	Multi-family Development, 81units
Application review, 1 to 2 weeks	1 to 3 weeks
Adm. processing, 1 to 2 months	1 to 2 months
Planning Commission, one month	not required unless a zone change or variance is required then one month
City Council, one month	not required unless a zone change or variance is required then one month
Final Map, 4 months	not required
Building Department, ongoing depending upon the rate of construction	
Total Processing Time, 7 to 8 months	3 to 6 months

3. Second-Unit Ordinance

Orange Cove adopted an amendment to the Zoning Ordinance in 2016 to bring the city's ordinance into consistency with State Planning Law regarding the construction of Accessory Dwelling Units (ADUs).

Orange Cove has processed approximately **eight** building permits for second units since 2008. This level of activity indicates that the city's second-unit ordinance has not constrained development of second units. Development standards for second units in Orange Cove include:

- No more than one additional dwelling unit is allowed on any one legal lot or parcel.
- The second unit may be attached or detached.
- The total floor area of the second-unit can not exceed 1,200 square feet.
- Second units must conform to setback requirements of the zoning district.
- One on-site parking spot (uncovered) is required per unit.

D. Codes and Enforcement

The City of Orange Cove utilizes the **2016** Uniform Building Code (UBC) for processing building projects within the city limits. Orange Cove does not provide financial support to persons or entities that are rehabilitating residential units in Orange Cove. Orange Cove does not permit persons rehabilitating residential units to deviate from the standards contained in the **2016** Uniform Building Code. Typically, the residential units that are rehabilitated by the private sector are used for rental stock for lower-income households.

The City's utilization of the Uniform Building Code has not hindered the construction of affordable housing or the rehabilitation of substandard housing units.

For example, the Fresno County Housing Authority rehabilitated 283 apartment units during the years 2014 and 2015. The units that were rehabilitated were evenly split between very low- and low-income units. The City has also used its Dangerous Building Code to either cause substandard dwelling to be rehabilitated or demolished if their condition is beyond repair.

Finally, utilizing the UBC, Orange Cove has processed five tax credit projects since 2000, adding 397 affordable family apartments to the city.

On/Off-Site Improvement Standards

On/off-site improvement standards establish infrastructure and site requirements to support new residential development such as streets, sidewalks, water and sewer, drainage, curbs and gutters, street signs, park dedications, utility easements and landscaping. These improvements are necessary to ensure that new housing meets Orange Cove's development goals. However, the cost of these requirements can represent a significant share of the cost of producing new housing in Orange Cove.

As stated in HUD's study of Subdivision Requirements as a Regulatory Barriers, such requirements can reasonably be considered regulatory barriers to affordable housing if Orange Cove determines that the requirements are greater (and hence, more costly) than those necessary to achieve health and safety requirements in the community.

Orange Cove requires developers of housing to install a wide range of infrastructure improvements, including streets; curb, gutter, and sidewalks; water and sewer connections; landscaping; and storm drainage lines and basins. All of these improvements are required by local ordinance to insure public health, safety and welfare in addition to quality of life measures. For example, by requiring the housing developer to install sidewalks, school-aged children and adults living in the development can safely walk to school and other destinations.

The other improvements mentioned above such as streets and sewer and water connections are typical requirements that all cities in California generally require. The cost of these improvements is built into the cost of the dwelling unit. Given that Orange Cove has some of the lowest home prices and residential rental rates in the San Joaquin Valley, it is very apparent that on/off-site improvements required of Orange Cove's housing projects do not have a significant adverse impact on the cost of housing.

Specific standards and requirements for a typical residential subdivision are identified in Orange Cove's Subdivision Ordinance and Improvements Manual. All lots are required to be graded so that each building pad is 12 inches above curb elevation. Streets generally have a 60-foot right-of-way and a curb width of 40 feet. All lots shall be fitted with curb and gutter and a 4-foot sidewalk. All lots require a paved driveway leading from the street to the garage. Each lot is

connected to the city's sewer system with a 6-inch sewer lateral and to the city's water system by a 3/4-inch water line. These improvements increase the cost of a single-family home by about 12 to 20 percent, not including the cost of land.

Prior to the housing boom that occurred between 2001 and 2007, subdivision developers indicated that on/off-site improvements would run between \$12,500 and \$17,500 a lot, or about 12 to 17 percent of a \$105,000 home. During the peak of the housing market (2007), the off-site costs increased to about \$25,000 a lot (the cost of a single-family home in 2007 was \$162,000). **In 2019, the cost of on/off-site improvements have increased slightly since the housing peak of 2007 to about \$30,000 a lot.**

E. Constraints-Housing for Persons with Disabilities

Government Code Section 65583(a)(4) requires: "an analysis of potential and actual government constraints upon the maintenance, improvement or development of housing... for persons with disabilities as identified in the analysis pursuant to paragraph (4) of subdivision (a), including land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures. The analysis shall also demonstrate local efforts to remove governmental constraints that hinder the locality from meeting ... the need for housing for persons with disabilities.

Government Code Section 65583(c)(3) requires the housing element provide a program to "address and where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing for persons with disabilities. The program shall remove constraints to and provide reasonable accommodations for housing designed for, intended for occupancy by, or with supportive services for, persons with disabilities."

As noted in the Special Needs section of this report, persons with disabilities have a number of housing needs related to accessibility to dwelling units; access to transportation; employment, and commercial services; and alternative living arrangements that include on-site or nearby supportive services.

Orange Cove ensures that new housing developments comply with California building standards (Title 24 of the California Code of Regulations) and federal requirements for accessibility.

1. Procedures for Ensuring Reasonable Accommodations

To provide exception in zoning and land-use for housing for persons with disabilities, Orange Cove currently utilizes either a variance or encroachment permit processes to accommodate requests such as special structures or appurtenances (i.e., access ramps or lifts) needed by persons with physical disabilities. Encroachment permit applications can be handled through an administrative procedure. Conversely, a variance application requires a public hearing before the Planning Commission. As a result, the element includes a program to establish a written and administrative reasonable accommodation procedure in the zoning code for providing exception for housing for persons with disabilities in zoning and land use.

California has removed any discretion for review of small group homes for persons with disabilities (six or fewer residents). Orange Cove does not impose additional zoning, building code, or permitting procedures other than those allowed by State law. There are no city-initiated constraints on housing for persons with disabilities caused or controlled by Orange Cove.

Orange Cove also allows residential retrofitting to increase the suitability of homes for persons with disabilities in compliance with accessibility requirements. Such retrofitting is permitted under Chapter 11, 1998 version of the California Code. Further, Orange Cove works with applicants who need special accommodations in their homes to ensure that the application of building code requirements does not create a constraint. **Finally, the Element includes a program to amend the Zoning Ordinance to add a Reasonable Accommodations chapter. Reasonable accommodation in the land use and zoning context means providing individuals with disabilities or developers of housing for people with disabilities, flexibility in the application of land use and zoning and building regulations, policies, practices and procedures, or even waiving certain requirements, when it is necessary to eliminate barriers to housing opportunities.**

An individual with a disability is someone who has a physical or mental impairment that limits one or more major life activities; anyone who is regarded as having such impairment; or anyone with a record of such impairment.

Examples of the ways in which the Orange Cove facilitates housing for persons with disabilities through its regulatory and permitting processes are:

- Orange Cove permits group homes of **eight** or fewer people in all residential districts. Orange Cove has no authority to approve or deny these residential facilities, except for compliance with building code requirements, which are also governed by the State.
- Orange Cove does not restrict occupancy of unrelated individuals in group homes and does not define family or enforce a definition in its zoning ordinance.
- Orange Cove permits housing for special needs groups, including for individuals with disabilities, without regard to distances between such uses or the number of uses in any part of the city. The Land Use Element of the General Plan does not restrict the siting of special need housing.
- Orange Cove has encouraged residential units constructed in the three tax credit projects built since 2008 to provide ground floor units for persons who are disabled. Typically, these units have wider doorways, cabinets that are lowered in the kitchen, and support railings in the bathroom.

2. Permits and Processing

Orange Cove does not impose special permit procedures or requirements that could impede the retrofitting of homes for accessibility. Orange Cove's requirements for building permits and inspections are the same as for other residential projects and are straightforward and not burdensome. City officials are not aware of any instances in which an applicant experienced delays or rejection of a retrofitting proposal for accessibility to persons with disabilities.

As discussed above, Orange Cove allows group homes of eight or fewer persons by right, as required by State law. No conditional use permits (CUP) or other special permitting requirements apply to such homes. Orange Cove does require a CUP for group homes of more than eight persons in all residential districts. The CUP process requires a public hearing before the Planning Commission. In addition, persons within 300 feet of the subject property are invited to testify before the Planning Commission.

Orange Cove provides reasonable accommodation for persons with disabilities in the enforcement of building codes and the issuance of building permits through its flexible approaches to retrofitting or converting existing buildings and construction of new buildings that meet the shelter needs of persons with

disabilities. The City adopted and implements the 2010 Uniform Building Code (UBC) and 1998 California Code, which incorporates and amends the 1997 UBC.

Orange Cove has not adopted a universal design ordinance governing construction or modification of homes using design principles that allow individuals to remain in those homes as their physical needs and capabilities change. Orange Cove has added the development of a Universal Design Element as a program during this planning period.

Chapter 8: Non-Governmental Constraints

Government Code Section 65583(a)(6) requires “An analysis of potential and actual nongovernmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the availability of financing, the price of land, and the cost of construction.”

Although nongovernmental constraints are primarily market-driven and generally outside direct government control, localities can significantly influence and offset the negative impact of nongovernmental constraints through responsive programs and policies. Analyzing specific housing cost components including the cost of land, construction costs, and the availability of financing assists the locality in developing and implementing housing and land-use programs that respond to existing local or regional conditions. While the cost of new housing is influenced by factors beyond a locality’s control, local governments can create essential preconditions (favorable zoning and development standards, fast track permit processing, etc.) that encourage and facilitate development of a variety of housing types and affordable levels.

A. Residential Land and Site Development Costs

Due to the wide availability of land in the Orange Cove area, developers do not compete for new properties; land is much cheaper on average than in the rest of Fresno County.

Land costs for single-family housing in 2019 are about \$50,000 per acre. In 2006, land prices for residential land peaked at \$70,000 per acre. At four units per acre, land costs currently averaged about \$10,000 per lot. Site work (grading and infrastructure improvements) costs approximately \$25,000 per lot. The cost of a finished lot in 2019 was about \$50,000; infrastructure costs run about 77 percent of the cost of a lot.

Between 2000 and 2019, four multi-family tax credit projects were constructed. These projects ranged from 73 units to 81 units and occupied about four acres each. Land costs ranged from \$150,000 per acre in 2006 to \$100,000 per acre in 2008 to \$200,000 in 2019 for land zoned for high-density residential uses.

B. Construction and Soft Costs

In 2019, construction costs averaged around \$90.00 per square foot for single-family homes, lower for multi-family units unless the project is a tax-credit project where unit costs can exceed \$200,000 per unit. Total construction costs for a 1,200 square foot single-family house average about \$108,000. Soft costs (permitting fees, etc.) are somewhat less dependent on the size of the unit, averaging about \$17,800, or \$14.80 per square foot.

Orange Cove's two most recently constructed multi-family tax credit projects (2007) averaged around \$100.00 per square foot; market-rate apartments are less expensive because the amenities are less expensive and the labor is not prevailing wage.

C. Availability of Financing

In the past (2000 to 2007), residential developers generally did not encounter difficulty in obtaining financing for residential projects. In Orange Cove, however, financing in 2008 for residential projects came to a grinding halt. The only residential builders building homes in Orange Cove in 2008 and 2009 are those builders that have already completed finished lots of which there are two - Barlington Homes (Summit Ranch) and Vicente Tapia.

Barlington Homes has 18 finished lots where building permits can be pulled at any time and 200 additional single family lots that are under an approved tentative subdivision map. Vicente Tapia has 30 single-family residential lots that are going through the final map stage. These homes will be financed by a Joe Serna grant. When a party is ready to purchase a home, one of these two homebuilders will pull a permit on one of the lots they own.

Current interest rates for home loans are between three and four percent, depending on the terms of down payment. In general, creditworthy buyers in Orange Cove do not have difficulty obtaining loans; however, given the melt

down of financial institutions across the U.S., homebuyers will be required to increase their down payment and their income history will be closely scrutinized.

It can be difficult for low- and moderate- income first-time homebuyers to acquire sufficient savings and income to pay for a down payment, closing costs, monthly mortgage, and tax and insurance. To address this problem, Orange Cove secured a Joe Serna grant to facilitate the purchase of homes by lower-income agricultural workers. Since 2008, 44 lower-income, agricultural workers have purchased a home in the Martinez Estates subdivision.

From 2008 to 2015, Orange Cove administered 44 single-family home purchases by lower-income, agricultural workers under the Joe Serna grant program.

D. Rental Housing in Orange Cove

In 2006 and 2007, Orange Cove realized the construction of 85 apartment units, 81 of which were tax credit projects. The construction of these units has satisfied the rental needs of lower-income households in Orange Cove. Since 2007, there have been no apartments constructed in Orange Cove, however, the Fresno County Housing Authority has rehabilitated 283 apartment units. With the construction of new tax credit apartments from 2000 to 2007 and the rehabilitation of existing apartments from 2008 to 2015, Orange Cove is in a good position to meet the rental needs of lower-income households in the community. In 2018, the city of Orange Cove approved an 81-unit tax credit project, called Amaya Village. Construction is due to begin in 2020.

E. Cost Summary for a Typical Single-Family Home

Based on the example of a 1,500 square foot house built on a vacant lot in the Barington Homes Subdivision in 2007, approximate development costs for a \$158,041 home are detailed in Table 46. In 2019, that same house sells for about \$200,000.

According to the Planning Department, pre-financing costs (land, site development, construction, and soft costs) average \$125 per square foot for single-family homes.

Table 46
Example of Development Costs for a Model Single-Family Home, Barington Homes Subdivision

Type of Cost	Approximate Value (in thousands)	Percent of Total
Land	\$ 7,500	4.7 percent
Site Development (grading, street paving)	\$ 25,000	15.8 percent
Construction	\$ 90,000	56.9 percent
Soft Costs (permitting, school fees)	\$ 17,791	28.1 percent
Financing (overhead, commission, real estate fees)	\$ 9,250	5.8 percent
Developer's Costs	\$149,541	
Profit	\$ 8,500	5.4 percent
Total Sale Price	\$158,041	100%

The numbers included here are based on estimates for a 1,500 sq.ft. house in a moderately-priced subdivision in northeast Orange Cove. These estimates are only meant to illustrate relative costs as a general proportion of total house value.

Chapter 9: Program Overview and Quantified Objectives

The element shall contain a program which sets forth a five-year schedule of actions the local governments is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the housing element through the administration of land use and development controls, provision of regulatory concessions and incentives, and the utilization of appropriate federal and state financing and subsidy programs when available Government Code Section 65583(c).

The element shall include a statement of the community's goals, quantified objectives and policies relative to the maintenance, preservation, improvement and development of housing, (Government Code Section 65583(b)).

Programs are the specific action steps Orange Cove will take to implement its policies and achieve stated goals and objectives. Programs will reflect the results and analyses of the Orange Cove's local housing needs, available land and financial resources and the mitigation of identified governmental and non-governmental constraints. For example, if the analysis of the existing housing stock, identified a high percentage of units in need of rehabilitation, the jurisdiction should include a rehabilitation program to meet the identified need. Similarly, if Orange Cove has identified constraints related to local regulations, the element should identify specific programmatic actions such as streamlining processing requirements, "one-stop shop", providing pre-application consultation, or development of pre-approved prototypes to simplify the approval process.

To make adequate provision for the housing needs of all income levels, Orange Cove must, at a minimum, identify programs to do all of the following:

- Identify adequate sites, with appropriate zoning and development standards and services to accommodate the locality's share of the regional housing needs for each income level (as needed).
- Assist in the development of adequate housing to meet the needs of extremely low-, very low-, low- and moderate-income households.

- Address, and where possible, remove governmental constraints to the maintenance, improvement and development of housing, including housing for all income levels and housing for persons with disabilities.
- Conserve and improve the condition of the existing affordable housing stock.
- Preservation of assisted housing developments at-risk of conversion to market-rate.
- Promotion of equal housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status or disability.

In 2017, the California legislature passed a fifteen-bill package to help address the California housing shortage. SB 35 is one key component of the legislative package. Specifically, SB 35 requires cities that do not meet their Regional Housing Needs Assessment (RHNA) goals to provide streamlined, ministerial review of qualifying infill housing projects. Because SB 35 caps the amount of time local governments have to review projects and exempts qualified projects from CEQA, the legislation offers developers a shorter and cheaper process than what was previously available.

Orange Cove will provide housing programs that meet the State's fifteen-bill package, starting with the streamlined process detailed in SB 35.

If a developer requests SB 35 streamlining, the project and the developer must comply with the following:

- The site contains a multifamily housing development which 75 percent adjoins parcels that are developed with urban uses.
- The project includes the following affordability:
 - 10 percent of the units are available for households with incomes of below 80 percent of the area median income (AMI) if the annual report reflects fewer units of above-moderate approved than required;
 - 50 percent of the units are available for households with incomes below 80 percent of AMI if the annual report reflects fewer units of lower income issued building permits than required; or

- If both apply, then the developer chooses. The project is consistent with objective zoning standards and objective design review standards.
- The project is consistent with objective zoning standards and objective design review standards.
- The development is a “public work” or construction workers will be paid at least the general prevailing wage rate and a “skilled and trained workforce” will be used.

To achieve effective programs, Orange Cove will include the following in its element:

- Define time frames for implementation.
- Identification of agencies and officials responsible for implementation. (*e.g., planning department, county community development department, city building official, housing manager, public housing authority, etc.*).
- Description of the local government’s specific role in program implementation (*e.g. a description of how Orange Cove will market the availability of rehabilitation funds*).
- Description of the specific action steps to implement the program.
- Proposed measurable outcomes (*e.g., the number of units created, amendment of zoning ordinance, development of a homeless shelter, initiation of a rezone program, preservation of at-risk units, annexation of land within a sphere of influence*).
- Demonstration of a firm commitment to implement (*e.g., Orange Cove will apply for HOME funds by June 2009*).
- Identification of specific funding sources, where appropriate (*e.g., dollar amounts of annual funding entitlements or allocations – CDBG, HOME, bond proceeds, tax credit allocations, Joe Serna grant, etc*).

A. Quantified Objectives

The setting of quantified objectives follows Orange Cove’s work in identifying housing needs, surveying land and financial resources, analyzing constraints, and developing appropriate programmatic and policy responses which reflect

Orange Cove's unique needs and circumstances. The quantified objectives will estimate the number of units likely to be constructed, rehabilitated or conserved/preserved by income level in Orange Cove during the planning period. The quantified objectives do not represent a ceiling on development, but rather set a target goal for the jurisdiction to achieve based on needs, resources and constraints.

Table 47
Quantified Housing Objectives, 2019-2023

Income Category	New Construction 1	Rehabilitation2	Cons./ Preservation3
Extremely Low	55	5	24
Very-Low	56	5	297
Low	78	5	132
Moderate	98	5	
Above Moderate	367	0	
TOTALS	654	20	453

1. The Construction objective refers to the number of new units that potentially could be constructed using public and/or private sources during the planning period of the element. The specific numbers come from Fresno County's Regional Housing Needs Plan **minus what has been constructed up to January 2019.**

2. The Rehabilitation objective refers to the number of existing units expected to be rehabilitated during the planning period. In Orange Cove rehabilitation will be the responsibility of the private sector unless Self-Help Enterprises using CDBG funds can be convinced to take a more active role in Orange Cove.

3. The Conservation/Preservation objective refers to the preservation of the existing affordable housing stock throughout the planning period. A subset of the conservation objective is the number of federal, State and locally assisted at-risk units to be preserved. The number 453 includes the last five tax credit projects completed in Orange Cove starting in 2000 with the 81-unit Pablo Rodriguez Apartments.

B. Housing Programs: Adequate Sites

Identify actions that will be taken to make sites available during the planning period of the general plan with appropriate zoning and development standards and with services and facilities to accommodate that portion of the city's or county's share of the regional housing need for each income level that could not be accommodated on sites identified in

the inventory completed pursuant to paragraph (3) of subdivision (a) without rezoning, and to comply with the requirements of Section 65584.09. Sites shall be identified as needed to facilitate and encourage the development of a variety of types of housing for all income levels, including multifamily rental housing, factory-built housing, mobile homes, housing for agricultural employees, supportive housing, single- room occupancy units, emergency shelters, and transitional housing.
(Section 65583(c)(1))

(A) Where the inventory of sites, pursuant to paragraph (3) of subdivision (a), does not identify adequate sites to accommodate the need for groups of all household income levels pursuant to Section 65584, the program shall identify sites that can be developed for housing within the planning period pursuant to subdivision (h) of Section 65583.2.

(B) Where the inventory of sites pursuant to paragraph (3) of subdivision (a) does not identify adequate sites to accommodate the need for farm worker housing, the program shall provide for sufficient sites to meet the need with zoning that permits farm worker housing use by right, including density and development standards that could accommodate and facilitate the feasibility of the development of farm worker housing for low- and very low-income households.

In order for Orange Cove to achieve the goal of providing affordable and adequate housing for its citizens, the City must provide adequate sites for housing development. The current land inventory for Orange Cove enumerates vacant by-passed and redevelopable lands that should be developed utilizing existing infrastructure. The Land Use Element contains numerous policies that promote infill and higher residential densities. Urban infill and higher densities preserves agricultural lands, minimizes capital improvement and public service costs, and reduces vehicle miles driven - reducing vehicle-related air emissions.

Orange Cove has an adequate amount land within its city limits zoned for residential development to meet its regional housing needs obligations for its very low-, low- and moderate-income household quotas (see Tables 34 and 35). In fact, Orange Cove has enough land zoned for single and multi-family development to meet its housing obligations **through the year 2023. Recent annexation and rezoning applications, which were a result of housing programs detailed in 2016-2023 Housing Element, will substantially increase the number of lots for single family homes as well as acreage for high density residential development. Two annexations (Howard, 40 acres, and Macias, 20 acres), which are currently being processed by the City, will add 10 acres of high-density**

zoning to the city's current acreage, 5.53 acres, and 192 single-family residential lots to the city's current lot total of 554 lots.

Once Orange Cove completed the processing of the Howard and Macias annexation over 15 acres of land will be zoned to the R-3 district, which can accommodate up to 29 units per acre. Amaya Village, a tax-credit project encompassing 81 units, should break ground in 2020. The remaining 10 acres of land zoned for high density residential development should be able to accommodate two additional tax credit projects when future tax-credit developers see a demand in the community.

Although there are some constraints associated with the development of some of Orange Cove's residential land (flooding and land use conflicts), there is nothing that would preclude the development from occurring. Some parcels may require additional site improvements, such as additional fill material or noise attenuating design but nothing that would significantly constrain residential development.

Orange Cove's sites inventories (see Tables 34 and 35) demonstrate adequate site capacity to accommodate the regional housing need for all income groups. In addition, the inventories show that Orange Cove has sites that are properly zoned that can accommodate multifamily rental housing, factory-built housing, mobile homes, and housing for agricultural employees in its tax-credit projects.

For Orange Cove's programs to be effective in regards to meeting its adequate sites obligations they must:

1. Ensure the sites are zoned to allow owner-occupied and rental multifamily residential uses "by-right";
2. ensure sites within Orange Cove permit a minimum of 20 dwelling units per acre; and
3. ensure at least 50 percent of the low- and very low-income regional housing need be accommodated on sites designated for exclusively residential uses, at appropriate densities.

Adequate Sites Programs

1. Orange Cove updated its General Plan in 2003. Zoning ordinance amendments that followed the adoption of the general plan reclassified land that was annexed into the city to various residential zone districts.

Discussion: Within Orange Cove's city limits, a **reasonable** amount of land is available for residential development - **137** acres of vacant land **that supports 542 vacant lots and 5.53 acres of high-density zoning that will accommodate 106 apartment units**. This acreage will accommodate approximately **648** units. The City's **pending** annexations added **60** acres of land to the city limits. This acreage, **contained in the Macias and Howard annexations**, is proposed to accommodate **192** single-family dwellings and **162** apartments. **With these pending annexations, Orange Cove** can easily accommodate the city's residential needs through the year 2023.

Time Period: Ongoing as developers express interest in building residential units in Orange Cove

Responsible Agency: City of Orange Cove, Planning Department

Funding: General fund

2. In **2020** the Planning Department shall add the Mixed-Use and Smart Development zone districts to the Zoning Ordinance. These zone districts will include a mix of development standards that will promote more affordable and better-designed projects. Development standards will include narrower streets, reduced setbacks and zero lot line opportunities. In the case of a mixed-use development, upper story housing opportunities will be added to this mix of land uses. Marketing of these two zone districts will be provided the City's planning and economic development departments. Benefits to the City will include a better-designed project that will generate more development impact fees per acre than a traditional residential or commercial development.

Discussion: While Orange Cove's PUD overlay district has worked well in terms of allowing a residential developer to deviate from certain zone development standards, it does not provide the flexibility of a Smart Growth or Mixed-Use ordinance. Orange Cove will amend its zoning ordinance to add these two zone districts to its ordinance. This amendment will occur when the City updates its zoning ordinance.

Time Period: 2020/2021

Responsible Agency: City of Orange Cove, Planning Department

Funding: General fund

3. Enough land for 125 percent of the land required for residential development by the General Plan Update will be included within the city limits. This program will be ongoing as residential development requests are presented to the city.

Discussion: This program will further insure that Orange Cove has ample land for all types of residential development for the housing element planning period, 2016 to 2023, and the land use element, 2003 to 2025.

Year: Ongoing

Responsible Agency: City of Orange Cove, Planning Department

Funding: General fund

4. The City of Orange Cove will allow residential infill development by allowing lot sizes less than 6,000 square feet when using Orange Cove's existing Planned Unit Development overlay district.

Discussion: There are a number of vacant lots within Orange Cove's urban core that could be more effectively developed if they were allowed is divided into lots smaller than 6,000 square feet. A property owner's use of the PUD would facilitate the creation of smaller single-family residential lots.

Time Period: Ongoing

Responsible Agency: City of Orange Cove, Planning Department

Funding: General fund

5. Provide fiscal incentives to parties promoting residential infill development for lower- and moderate-income households.

Discussion: Valle Del Rey Estates, which **has in the past** proposed 168 moderately priced homes and 392 apartments, has not been annexed and developed because of a lack of sewer and water infrastructure. The developer and/or the City of Orange Cove would need to complete a financing strategy (Mello-Roos) that would extend this infrastructure to the subject property. Other infrastructure grants from the State could become available such as the State's Revolving Low-Interest Loan fund.

Time Period: 2022/2023

Responsible Agency: City of Orange Cove, Planning Department

Funding: **Mello-Roos District** or State Reolving Loan fund.

6. Rezone land within the city limits of Orange Cove to the R-3 district, which permits by right a density of more than 20 units per acre.

Discussion: Even though Orange Cove has been very successful in building tax credit projects since 2000, the city realizes that by reclassifying more land to the R-3 district, the likelihood of more affordable apartments being constructed in Orange Cove is more likely.

Time Period: 2020

Responsible Agency: City of Orange Cove, Planning Department

Funding: General Fund

7. The City of Orange Cove will actively monitor all annexations that will be processed during the planning period, including non-residential developments.

Discussion: The city planning department will insure that all applications for annexations within the planning period will be actively processed. The Department, using selected planning and engineering consultants will insure that the annexation package, which includes map and legal description, planning services plan, environmental document, annexation form and other forms, is properly completed and processed in an expedient manner.

Time Period: Ongoing

Responsible Agency: Orange Cove Planning Department

Funding: General Fund (annexation and environmental fees)

8. The City of Orange Cove will initiate both annexation and rezoning of at least 10 acres of land currently inside the city limits for the purpose of reclassification to the R-3 district, which permits by right a density of more than 20 units per acre. As a part of the annexation and reclassification, the city will also seek tax credit housing developers to participate in the reclassification or annexation process. Tax credit projects are very successful in meeting extremely low and very low housing unit demands.

Discussion: The City of Orange Cove is in the process of annexing two territories – the Howard and Macias annexations. Each of these annexations contains five acres of land that will be devoted and classified for high density

residential development. In total, these two annexations will provide 10 acres of high density residential development. When annexed, these 10 acres will be zoned to the city's R-3 district (one unit per 1,500 square feet), or 29 units per acre. Further, under Density Bonus Law, the developer can apply for a density bonus so long as the developer meets the criteria required for a Density Bonus.

Already zoned, approved and designed is the Amaya Village project. This 81-unit tax credit project will provide affordable housing to low-income households some of which will fall into the very-low income households.

The Planning Department recommends that this high-density residential zoning be scattered around the community and not concentrated in any one neighborhood.

The rezoned sites will:

- * Accommodate 100 percent of the lower income housing need for which site capacity has not been identified.
- * Allow and limit by-right approval to only owner-occupied and rental multifamily residential use developments in which at least 20 percent of the units are affordable to lower income households.
- * Have a minimum density of at least 20 units per acre.
- * Accommodate at least 50 percent of the lower income housing need on sites designated for residential use only or accommodate 100 percent of the lower income housing need on mixed-use sites if those sites allow 100 percent residential use and require that residential use occupy 50 percent of the total floor area of a mixed-use project.

The City needs to revisit the 80-acre annexation on the east side of Anchor Avenue that was initiated in 2009. If successful, this property could provide **additional properties** for high density residential zoning, which would help the city meet its RHNA numbers.

Time Period: 2020/2021

Responsible Agency: City of Orange Cove, Planning Department

Funding: General Fund

C. Assist in the Development

Assist in the development of adequate housing to meet the needs of extremely low-, very low-, low-, and moderate-income households (Government Code Section 65583(c)(2)).

Having assessed and identified the housing needs of *extremely low-, very low-, low-, and moderate-income* households, including special needs households, Orange Cove is poised to implement a sufficient number of strategies to assist in developing adequate housing to meet those needs. In fact, since 2000, Orange Cove has done an exceptional job in meeting its RHNA allocations and the needs of special housing groups.

To address this requirement, Orange Cove has offered direct support for the development of affordable housing through various financing mechanisms including a Joe Serna grant, USDA Rural Development funds and federal tax credits. Direct assistance has also been provided through the utilization of the Housing Authority's Section 8 program.

Orange Cove indirectly facilitated the development of more affordable housing through effective administration of land-use controls and by providing streamlining of residential applications.

Program

1. The City of Orange Cove will encourage private developers who are proposing residential development to seek a PUD (planned unit development) overlay zone district. This district allows for greater flexibility in residential design and better utilization of land. These opportunities allow the developer to potentially provide a more affordable housing product. The city will encourage the use of these zone districts by providing information that shows that they will increase the density of a residential development while at the same time reducing improvement costs and impact fees per residential unit.

Discussion: The proposed 80-acre neighborhood, Valle Del Rey, was processed under Orange Cove's PUD overlay district. This new neighborhood will provide affordable rental units for lower-income households as well as homes affordable to moderate-income households. *The Valle Del Rey project was not developed or annexed due to a lack of infrastructure available to the subject area. Should funding become available, this 80-acre planned unit development could be annexed into the City and eventually developed.*

To facilitate the development of the Valle Del Rey property, the city of Orange Cove must accomplish one or more of the following:

1. Update its sewer and water impact fees in order to generate sufficient funds to extend these services to the Valle Del Rey property. The city engineer would be responsible for conducting the fee study and engineering reports.
2. The city could apply for State revolving infrastructure funds to finance the extension of sewer and water to the subject site; however, a funding source would need to be identified that would pay off the State Revolving Fund.
3. The City could explore grants for the installation of infrastructure to the subject site. These grants would be provided to entities that are attempting to facilitate the construction of affordable housing units.

The annexation of the subject site would move forward to LAFCO once an infrastructure strategy was in place. LAFCO will not consider annexation of property if this strategy is not in place.

Year: Ongoing

Responsible Agency: City of Orange Cove, Planning Department

Funding: General fund

2. The City of Orange Cove will assist the Fresno County Housing Authority's implementation of the conventional Public Housing Rental Program and the Section 8 Existing Program, which provides rent subsidies directly to participating landlords, and will support that Agency's attempts to secure additional funding for expanded programs. Currently, the Housing Authority manages 40 Section 8 housing units in Orange Cove.

The Orange Cove Building Department will identify for the Housing Authority additional rental housing stock that can be used for the Section 8 Program.

Discussion: From time to time, as the Building Department inspects single-family dwellings or apartments that have been rehabilitated, the inspector will share with the property owner about the opportunity to enter the Housing Authority's Section 8 Program. Given that Fresno County's waiting list for

potential renters is 22,000 for the entire county, the potential to rent a dwelling unit to a Section 8 family is great.

Year: Ongoing

Responsible Agency: City of Orange Cove and Fresno County Housing Authority

Funding: HUD funds

3. The City of Orange Cove will seek a second Joe Serna grant to provide owner-occupied housing for agricultural workers. The City will also continue to work with tax credit developers to identify properties that can support this type of housing and whose for-rent units provide affordable housing for families working in the agricultural sector.

Discussion: Orange Cove has been very successful in providing housing for agricultural workers. Its Martinez Estates, financed by a Joe Serna grant, and its numerous multi-family tax credit projects, have provided a range of affordable housing opportunities for persons working in the agricultural sector.

Time Period: Identify opportunities on at least a biannual basis and ongoing assistance

Responsible Agency: Orange Cove City Planning Department

Funding: Joe Serna grants and tax credits

4. The City of Orange Cove will ensure that proposed housing, which will accommodate persons with developmental disabilities, will be actively facilitated.

Discussion: Orange Cove has been very successful in providing housing for lower-income households. The tax credit apartment projects that have been constructed in Orange Cove have provided numerous ground floor units that are handicapped accessible, however, these units have not necessarily catered to persons that are developmentally disabled. When a developer proposes a housing project that will cater to the developmentally disabled Orange Cove will waive all processing fees and will process the project in a timely manner. To assist these types of projects the City will entertain reducing development standards for parking and setbacks.

Time Period: ongoing

Responsible Agency: Orange Cove City Planning Department

Funding: general fund

5. The City of Orange Cove will ensure that proposed infill housing projects comply with the State's SB 35 and its accompanying housing bills.

Discussion: Orange Cove has been very successful in providing housing for lower-income households. The tax credit apartment projects that have been constructed in Orange Cove have affordable housing for lower-income households, including extremely low-income households. The State's 15-bill housing package provides additional mandates to ensure that Orange Cove meets its RHNA numbers especially in the lower-income categories.

Time Period: ongoing

Responsible Agency: Orange Cove City Planning Department

Funding: general fund

6. The City of Orange Cove will amend its zoning ordinance to permit by right Low Barrier Navigation Centers in areas zoned for mixed uses and nonresidential zones permitting multifamily uses if it meets specified requirements. These types of housing projects would be exempt under CEQA.

Discussion: The entire state of California is contending with the homeless problem. Housing and mental health services are two of the more difficult issues to resolve regarding this matter. Low Barrier Navigation Centers, similar to 40 Prado in San Luis Obispo County, are an excellent approach to getting the homeless off the streets and providing them with shelter and mental health services.

Time Period: 2020

Responsible Agency: Orange Cove City Planning Department

Funding: general fund

D. Conserve and Improve the Existing Housing Stock

Conserve and improve the condition of the existing affordable housing stock, which may include addressing ways to mitigate the loss of dwelling units demolished by public or private action (Government Code Section 65583.(c)(4)).

Orange Cove's existing affordable housing stock is a valuable resource and the element includes programs to conserve and improve this affordable housing stock. Improvement includes programs that enhance existing housing stock using rehabilitation strategies. Conservation includes maintenance, such as code enforcement in deteriorating buildings, or in response to improvements to the housing stock such as weatherization programs that helps reduce housing costs.

Programs

1. Amend sections of the Orange Cove Zoning Ordinance to promote energy conservation. Specifically, amending sections of the ordinance that refer to solar orientation, planting of street trees, width of streets, and minimizing the use of cul-de-sac streets.

Time Period: 2020-2021

Responsible Agency: City of Orange Cove, Planning Department

Funding: General Fund

2. Establish and promote a weatherization program for senior and low-income households. The City will establish and widely distribute information brochures by 2020 in a variety of community locations, including the senior citizen center and the library.

Time Period: 2020/2021

Responsible Agency: Orange Cove Building Department

Funding: General Fund

3. Establish incentives such as fee deferrals and priority processing to implement green building standards for new single family homes and future tax credit projects. These features will include but should not be limited to solar panels, Energy Star appliances, and passive solar orientations.

Time Period: 2021/2022

Responsible Agency: Orange Cove Building Department

Funding: general fund

4. The City of Orange Cove will continue to implement its code enforcement program, which identifies dwelling units that should be demolished under the Dangerous Building Code, and which dwelling should be rehabilitated because

they fall into the substandard dwelling category based on the city's housing condition survey.

Discussion: The 2015 housing condition survey identified 168 deteriorated dwellings that should be rehabilitated and 18 dilapidated dwellings that should be demolished.

Year: Ongoing

Responsible Agency: Orange Cove Site Plan Review Committee

Funding: General Fund

5. The City will continue to identify dilapidated housing units in Orange Cove that require demolition. The City will notify the property owner of this requirement. Once the lot is vacant, the City will work with the property owner to facilitate the construction of a new residential unit on the lot.

Discussion: Often property owners who own dilapidated residential units are reluctant to demolish the units because of cost. If the City can devise a financial incentive to promote demolition and reconstruction, the elimination of dilapidated units in Orange Cove will be accelerated.

Time Period: Ongoing

Responsible Agency: Orange Cove Building Department

Funding: private investment

6. Orange Cove could annually apply for CDBG funds for rehabilitation of housing in Orange Cove. The City could establish an in-house program, or contract with Self-Help Enterprises to provide this service.

Discussion: Self-Help Enterprises provides housing rehabilitation services throughout the San Joaquin Valley. To date, the City has not been interested in contracting with Self-Help although that may have changed in recent years.

The Fresno County Housing Authority rehabilitated all of its units that existed in Orange Cove thereby making these units more desirable for families looking for attractive rental properties.

Year: 2017

Responsible Entities: City of Orange Cove and Self-Help Enterprises

Funding: CDBG funds

7. Orange Cove will continue to insure that the long-term affordability of its six tax credit apartment projects (containing 439 housing units) remain in place for the contracted time period, which ranges from 30 to 55 years.

Discussion: Orange Cove has been very successful in attracting tax credit developers to the community. Since 2001, six tax credit projects have been successfully constructed, adding 439 apartments to the city.

Year: Ongoing

Responsible Entities: City of Orange Cove

Funding: General Fund

8. Orange Cove will add a part-time code enforcement officer to its building department. This position will insure that neighborhoods are free of blight, including abandoned cars, weed infested lots, and dwellings that accumulate junk and debris. The Officer will inspect 10 sites per week.

Year: 2021

Responsible Entities: City of Orange Cove

Funding: General Fund

9. Orange Cove will work with the Fresno County Housing Authority to identify apartment complexes that could be purchased and renovated. These units could be rented to lower-income households.

Year: Ongoing

Responsible Entities: City of Orange Cove/Fresno County Housing Authority

Funding: general fund

E. Preserve Units At-Risk of Conversion to Market Rate Uses

Preserve for lower income households the assisted housing developments identified pursuant to paragraph (8) of subdivision (a). The program for preservation of the assisted housing developments shall utilize, to the extent necessary, all available federal, state, and local financing and subsidy programs identified in paragraph (8) of subdivision (a), except where a community has other urgent needs for which alternative funding sources are not available. The program may include strategies that involve local regulation and technical assistance (Government Code Section 65583(c)(6)).

The nature of conversion risk varies significantly among projects depending on the type of subsidy and related affordability controls. Since 2000, 411 affordable apartments have been constructed in Orange Cove, each utilizing different types of financing - private investment, LMI funds and tax credits. Each of these projects has different long-term affordability requirements; 14 of the units have no affordability covenants. The City monitors these complexes to insure that they do not get converted to market-rate units. To date, there have been no conversions to market-rate housing.

Orange Cove has not experienced a significant increase in Section 8 units over the last 10 years. To improve on this trend, Orange Cove has been working with private contractors to construct single family homes on infill lots that have had previously contained a dilapidated home that has been demolished. These units can become Section 8 units so long as they receive certification from the Housing Authority.

Programs

1. Work with local contractors to construct or rehabilitate single-family homes that can be made available for Section 8 households. Orange Cove will work to increase the number of Section 8 units in Orange Cove by two units per year over the planning period. In 2015, there were 40 Section 8 residential units in the community.

Discussion: Given the number of persons on the waiting list in Fresno County, 22,000 families, any increase in Section 8 units in Orange Cove or the county's other 12 cities would be beneficial for lower-income households that need affordable, clean housing.

Year: Ongoing

Responsible Entities: City of Orange Cove, Building Department

Funding: General Fund

2. Orange Cove will monitor owners of at-risk projects on an ongoing basis, at least every six months, in coordination with other public and private entities to determine their interest in selling, prepaying, terminating or continuing participation in a subsidy program. The Fresno County Housing Authority has rehabilitated all the Authority-owned units in Orange Cove. Should tax credit units become at-risk, the City will contact the Fresno County Housing Authority to determine their interest in purchasing these affordable rental-housing units.

Discussion: To date, the Agency has not identified any at-risk projects in Orange Cove.

Year: Ongoing

Responsible Entities: Orange Cove Building Department

Funding: general funds

3. Orange Cove will work in concert with the Fresno County Housing Authority to purchase deteriorated apartment complexes and rehabilitate them so that they can pass health and safety codes. These units, when upgraded, would be rented to lower-income households.

Discussion: The Housing Authority can apply for funds to purchase apartments that require rehabilitation. Orange Cove could financially assist the Authority in the purchase or rehabilitation of these apartment complexes using CDBG funds.

Year: Ongoing

Responsible Entities: City of Orange Cove and Fresno County Housing Authority

Funding: CDBG and Authority fund

F. Address and Remove or Mitigate Constraints

Address and, where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing, including housing for all income levels and housing for persons with disabilities. The program shall remove constraints to, or provide reasonable accommodations for housing designed for, intended for occupancy by, or with supportive services for, persons with disabilities (Government Code Section 65583(c)(3)).

Orange Cove's choice of programs reflects the results of its housing need analyses, identification of available resources including land and financing, and the mitigation of identified governmental and non-governmental constraints.

Program

1. The Orange Cove Planning Department shall require through site plan or conditional use permit conditions that twenty-five percent of all ground floor units in new multi-family projects be handicapped-accessible.

Discussion: Typically tax-credit projects will provide ground floor units that are designed to be handicapped-accessible. This program would insure that more attention is paid to the number of ground floor units that would fall into this category.

Year: Ongoing

Responsible Agency: Orange Cove Planning Department

Funding: General Fund

2. The City of Orange Cove will consider foregoing development impact fees, excluding school impact fees, if the project is a single-family residential infill project, or a downtown mixed-use project that includes an affordable residential component.

Discussion: This financial assistance tool could attract residential developers to existing residentially designated infill sites.

Year: Ongoing

Responsible Agency: Orange Cove Planning Department

Funding: General Fund

3. The City of Orange Cove will continue to process State licensed group homes administratively. To date, the processing of this type of home can be completed in about two weeks.

Discussion: This review process is very effective.

Year: Ongoing

Responsible Agency: Orange Cove Planning Department

Funding: General Fund

4. The City now understands that a density bonus is not a discretionary action. This will be rectified in the City's updated zoning ordinance, which will remove this application from the conditional use permit list. The City will revise its density bonus ordinance consistent with Government Code Section 65915 and remove the application of the conditional use permit.

Discussion: The City's update of its Zoning Ordinance will bring it into compliance with State planning law. Specifically, a density bonus application will no longer require a conditional use permit.

Year: 2020

Responsible Agency: Orange Cove Planning Department

Funding: General Fund

5. The City of Orange Cove will prepare a Reasonable Accommodation Ordinance to comply with the housing element requirements that address land use and zoning barriers to the development and siting of housing for individuals with disabilities. Reasonable accommodation in the land use and zoning context means providing individuals with disabilities or developers of housing for people with disabilities, flexibility in the application of land use and zoning and building regulations, policies, practices and procedures, or even waiving certain requirements, when it is necessary to eliminate barriers to housing opportunities.

Discussion: This Ordinance will be prepared in 2020. It will ensure that persons with disabilities will be able to modify their homes to make them more accessible in a short period of time at minimal processing cost. [The purpose of this ordinance is to accomplish the following:](#)

[Reasonable accommodation in the land use and zoning context means providing individuals with disabilities or developers of housing for people with disabilities, flexibility in the application of land use and zoning and building regulations, policies, practices and procedures, or even waiving certain requirements, when it is necessary to eliminate barriers to housing opportunities.](#)

[An individual with a disability is someone who has a physical or mental impairment that limits one or more major life activities; anyone who is regarded as having such impairment; or anyone with a record of such impairment.](#)

[A request for reasonable accommodation may be made by an individual with a disability, his or her representative, or a developer or provider of housing for individuals with disabilities, when the application of a land use, zoning, or building regulation, policy, practice or procedure acts as a barrier to fair housing opportunities.](#)

Year: 2020

Responsible Agency: Orange Cove Planning Department

Funding: General Fund

6. The City of Orange Cove has prepared a number of amendments to its Zoning Ordinance that recognize certain types of residential land uses, including group shelter, emergency shelters, farm labor camps, homeless shelters and second residential units.

The City will ensure that qualifying multi-family developments will be processed in a streamlined manner if objective standards are met.

Discussion: These ordinance amendments were prepared and approved in 2016. Emergency shelters were added (2016) to the permitted use list of Orange Cove's M-1 and M-2 districts. There are 7 parcels zoned to the M-1 district, all located along West or East Railroad Avenues. Three of the parcels are owned by the City of Orange Cove (12 acres). All of the parcels are within walking distance of shopping, recreational and medical services.

While transitional and supportive housing has been added to the permitted use list of all of Orange Cove's residential districts, HCD has required additional revisions. Orange Cove's Mixed Use (M-U) district lists transitional and supportive housing as a conditional use. This section of the M-U district shall be amended to move this use to the permitted use section of this district. Further, these types of uses will also be permitted in above ground commercial or office uses.

Year: 2016

Responsible Agency: Orange Cove Planning Department

Funding: General Fund

7. The Orange Cove Zoning Ordinance will be amended to make farm worker housing a permitted use in its agriculture and urban reserve zone districts and permitted in residential districts in accordance with Health and Safety Code Section 17021.5 and 17021.6. This residential use would be required to secure site plan approval and a building permit, both of which are non-discretionary actions.

Discussion: Orange Cove's zoning ordinance is outdated and needs to be revised. The City will revise its zoning ordinance in 2016/17 in order to make

farm worker housing a permitted use in its agriculture and urban reserve zones and residential districts.

Time Period: [2020](#)

Responsible Agency: Planning Department

Funding: General Fund

8. The Orange Cove Zoning Ordinance will be amended to make second units a ministerial permit. The language in the Ordinance has been written to be consistent with State second-unit law. The revision to Orange Cove's zoning ordinance ensures that there are no occupancy limits for immediate family members that will occupy the primary or secondary unit.

Discussion: Orange Cove's zoning ordinance is outdated and needs to be revised. The City will revise its zoning ordinance in 2016 in order to make the document consistent with State law and recent legislation that pertains to housing issues.

Time Period: 2020

Responsible Agency: Planning Department

Funding: General Fund

9. Orange Cove will continue to market the community for multi-family tax credit projects and target financial resources to developments affordable to extremely low income households. To make the project even more affordable for extremely low-income households, the City should process a density bonus on each tax credit project in order to increase density, promote affordability and provide units with three or more bedrooms for large family households.

Discussion: Of the last five tax credit projects processed in Orange Cove, about 10 percent of the units were affordable to extremely low-income households. This type of housing product is the most effective means of providing affordable housing for this income group. About 20 percent of these units contained three or more bedrooms. This feature provided housing for large family households.

Time Period: Ongoing

Responsible Agency: Orange Cove Planning Department

Funding: General fund

10. Orange Cove's enforcement on the Uniform Building Code does not cause any constraints on housing supply or affordability. The City of Orange Cove

also provides code enforcement. Typical enforcement involves inspecting substandard residential dwellings to ensure that the health and safety of the residents is not being jeopardized.

Discussion: The City Building Department enforces the UBC and can typically conduct the plan check and on-site inspection within two weeks of a builder's request.

Time Period: 2016 to 2023

Responsible Agency: Orange Cove Planning Department

Funding: General fund

11. Orange Cove will process lower-income residential projects in a manner that accelerates the processing of these types of affordable housing. Further, the City shall adopt certain strategies that insure the affordability of these types of residential projects.

Discussion: All development impact fees associated with affordable housing projects shall be paid at time of occupancy. To assist in ensuring that these types of projects remain affordable, Orange Cove will seek EDA grants to install infrastructure thereby reducing the cost to developers of affordable housing projects.

Time Period: 2016 to 2023

Responsible Agency: Orange Cove Planning Department

Funding: General fund

12. Thirty-nine percent of Orange Cove's senior population (65 years and older) has a disability. Also, Orange Cove has a significant labor population that falls into the farm labor category. Both of these groups have special housing needs.

Discussion: Orange Cove has provided farm worker housing opportunities over the last decade through the Joe Serna Programs. The City will continue its efforts to provide affordable housing under the Joe Serna Program for farm workers as well as working with the Fresno County Housing Authority to apply for a HUD Mainstream Initiative Act grant to provide housing to mentally or physically disabled persons.

Time Period: Annually

Responsible Agency: City of Orange Cove and Fresno County Housing Authority

Funding: Mainstream Initiative Act grant

The City has added a housing program that focuses on persons with developmental disabilities. Care and housing for this special population is often provided by agencies or individuals operating out of single-family homes that care for eight or fewer of these individuals that live in a residential setting. These homes, termed intermediate care/developmentally disabled living units, are a permitted use in all of Orange Cove's residential districts for six or fewer persons. Orange Cove's program will expand the permitted number to eight.

13. The City of Orange Cove has prepared a number of amendments to its Zoning Ordinance that recognize certain types of residential land uses, including homes for developmentally disabled.

Discussion: Care and housing for persons with developmental disabilities is often provided by agencies or individuals operating out of single-family homes that care for six or fewer of these individuals that live in a residential setting. These homes, termed intermediate care/developmentally disabled living units, are a permitted use in all of Orange Cove's residential districts, however, the City intends to amend its Zoning Ordinance to expand the permitted number to eight.

Time Period: 2018/19

Responsible Agency: City of Orange Cove Planning Department

Funding: General Fund

14. The City of Orange Cove has prepared a number of amendments to its Zoning Ordinance that recognize certain types of residential land uses, including transitional and supportive housing. These uses have been added to the permitted use list of Orange Cove's residential districts.

[Supportive housing will be a use by right in zones where multifamily and mixed uses are permitted, including nonresidential zones permitting multifamily uses, if the proposed housing development meets specified criteria.](#)

[The City will require that a developer of supportive housing to provide a plan for providing supportive services, with documentation demonstrating that](#)

supportive services will be provided onsite to residents in the project and describing those services, as provided.

Discussion: Orange Cove's Mixed-Use (MU) district allows dwelling units in above ground commercial and office uses. The City will amend the MU district to list transitional and supportive housing units as permitted uses, both ground level and above ground.

Time Period: 2020/2021

Responsible Agency: City of Orange Cove Planning Department

Funding: General Fund

15. The City of Orange Cove over the years has had to rely on domestic water from the Friant-Kern Canal and to a lesser extent ground water. The drought (less water being released down the Friant-Kern Canal during the years 2013 to 2017) and recent repairs to the Canal has placed the city in a tenuous position in terms of domestic water deliveries thereby affecting the ability to provide water to housing developments. The City has spent a considerable amount of money using a state water grant to ensure that during the repair of the Canal water can still be delivered to the City's water treatment plant and eventually its residents. The city's project of ponding water adjacent to the Friant-Kern Canal so that it can be treated at the water treatment plant and distributed to residents and businesses is nearing completion. The city's delivery of water has never been interrupted and no residents have been left without a source of water that meets the State's Drinking Water Standards.

Discussion: Orange Cove's shall seek an alternative source of domestic to offset potential reduced deliveries from the Canal. The ideal source of water would be from a deep well that would access a high-quality source of water that would meet safe drinking water standards. This well would then be connected to the city's water system wherein this water would be blended with treated Canal water and water from existing wells.

Time Period: 2021

Responsible Agency: City of Orange Cove Engineering Department

Funding: Water Fund

G. Equal Housing Opportunities

Promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status, or disability (Government Code Section 65583(c)(5)).

Fair Housing laws make it illegal to discriminate against any person because of race, color, religion, sex, disability, familial status, national origin, ancestry, marital status, sexual orientation, source of income and age in the rental or sale, financing, advertising, appraisal, provision of real estate brokerage services, etc., and land-use practices. Government Code Section 65008 also expressly prohibits localities from discriminating against residential development or emergency shelters if the intended occupants are low-income or if the development is subsidized.

In Orange Cove's housing element, a local equal housing opportunity program must provide a means for the resolution of local housing discrimination complaints and should include a program to disseminate fair housing information and information about resources throughout the community.

Programs

1. Orange Cove will work with Fresno County Housing Authority to provide a local Fair Housing Information Program. This Program will distribute educational materials to property owners, apartment managers, and tenants, and it will respond to complaints of discrimination (i.e., in-taking, investigation of complaints, and resolution) by referring the affected party to the appropriate agencies.

Year: 2016 to 2023

Responsible Entities: City of Orange Cove and Fresno County Housing Authority

Funding: CDBG funds

2. Orange Cove will work with Fresno County Housing Authority to advertise at the library, community center, city hall and the senior center, services that are available to residents pertaining to ensuring housing discrimination does not take place in Orange Cove, and outlines the process by which residents can get relief from such discrimination.

Year: 2016 to 2023

Responsible Entities: City of Orange Cove and Fresno County Housing Authority

Funding: CDBG funds

3. Orange Cove will develop a plan to Affirmatively Further Fair Housing. The AFFH Plan shall take actions to address significant disparities in housing needs and in access to opportunity, replacing segregated living patterns with truly integrated and balanced living patterns, transforming racially and ethnically concentrated areas of poverty into areas of opportunity, and fostering and maintaining compliance with civil rights and fair housing laws for all persons regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status, or disability, and other characteristics protected by the California Fair Employment and Housing Act (Part 2.8 (commencing with Section 12900) of Division 3 of Title 2), Section 65008, and any other state and federal fair housing and planning law.

Objective: Create an AFFH Plan that takes meaningful actions to combat discrimination, overcome patterns of segregation, and foster inclusive communities free from barriers that restrict access to opportunity based on protected characteristics. These Fair Housing Services should include the following:

Fair Housing Services:

- Contract with a Fair Housing Rights Non-Governmental Organization to develop innovative types of audit testing as a means to address existing fair housing concerns.
- Provide dedicated staff that investigates fair housing complaints and enforces fair housing laws.

Education and Awareness of Fair Housing Laws and Issues:

- Facilitate public education and outreach by creating informational flyers on fair housing that will be made available at public counters, libraries, and on Orange Cove's website. Information will be included with utility billing at least once per year. City Council meetings will include a fair housing presentation at least once per year.
- Utilize community Development Block Grant funds for fair housing enforcement, education, and technical assistance activities.

Language Assistance for Limited Proficiency in English:

- Implement a language access policy that establishes standards and procedures for providing equal access to Orange Cove's services and programs to all residents, including persons with limited proficiency in English.
- Provide translation services and materials at all public meetings.
- Affirmatively recruit a diverse and multi-lingual staff.

Community Outreach:

- Actively recruit residents from neighborhoods of concentrated poverty to serve or participate on boards, committees, and other local government bodies.
- Pursue funding and support strategies to facilitate leadership development in neighborhoods of concentrated poverty to improve community engagement in local decision-making.

Support Areas of Low Opportunity:

- Provide incentives to support place-based community revitalization and anti-displacement.
- Adopt a plan or set of strategies to address segregation and racially concentrated areas of poverty.
- Ensure annexation decisions are fair, just, and equitable.
- Analyze and abate environmental hazards before developing affordable housing.
- Ensure environmental hazards are not disproportionately concentrated in low-income communities of color.
- Pursue and prioritize funding for basic infrastructure improvements (e.g. water, sewer, and street lights) in disadvantaged communities while mitigating displacement and increased costs to vulnerable populations (e.g. seniors, persons with disabilities, and farmworkers).
- Prioritize targeted acquisition and rehabilitation of vacant and blighted properties in neighborhoods of concentrated poverty.
- Develop a program to acquire and convert foreclosed properties into safe and affordable homeownership or rental housing.
- Ensure economic development plans reflect the needs of lower-opportunity neighborhoods.
- Work to enlarge Community Reinvestment Act assessment areas so rural areas can benefit from more financial investment.

- Actively pursue funding for marginalized or distressed communities, such as Transit Oriented Development funds, Strategic Growth Council grants, Safe Routes to School and Brownfield funding.
- Prioritize community and stakeholder engagement during controversial development decisions e.g. siting of industrial facilities in and around low-income neighborhoods.

Actions in Areas of High Opportunity:

- Analyze and amend local zoning ordinances that may inhibit the ability to develop affordable or rental housing in high-opportunity areas.
- Rezone higher density sites in areas of high opportunity.
- Use data to identify areas of high need and areas of high opportunity.

Code Enforcement:

- Develop a proactive code enforcement program that targets areas of concentrated rehabilitation needs, results in repairs, and mitigates potential cost, displacement, and relocation impacts on residents.
- Efficiently and effectively enforce the municipal code by implementing a proactive rental housing inspection program to maintain livability standards, and protect against blight.

Anti-Displacement Actions:

- As an anti-displacement strategy, acquire and deed-restrict sites to provide affordability in perpetuity.
- To mitigate market force displacement from large-scale development projects, research strategies and study the local conditions that lead to displacement of families with children. Create and implement strategies based upon the findings.

Housing Choice Vouchers:

- Educate and promote landlords, property managers, and current voucher holders on the Housing Choice Voucher program, including new legal requirements pursuant to SB 329.

- Affirmatively market and promote the use of Housing Choice Vouchers in high opportunity areas.

Support Development of Safe, Accessible, Affordable Housing:

- Use local permitting and approval processes to ensure all new multifamily construction meets the accessibility requirements of the federal and state fair housing acts.
- Exempt affordable housing development from any growth control requirements.
- Develop and fund first time homebuyer programs.
- Support new technologies and/or products such as modular housing construction to reduce costs and increase access to housing.
- Implement zoning and development incentives such as inclusionary zoning, in-lieu fees, and density bonuses.

Community Development/Partnering:

- Partner with health clinics, public health departments, and behavioral health departments to address the social determinants of health and the connection between health and housing.
- Work with school districts to integrate school infrastructure investments into larger community plans, including busing strategies that promote integration.
- Partner with multiple jurisdictions to prepare regional analyses of impediments and regional consolidated plans.
- Partner with Continuums of Care to assess needs and set priorities for assisting the homeless.

Responsible Party: Community Development Agency

Funding Source: General Fund

Timing: Create Plan by 12/2020 and implement on an ongoing basis

Chapter 10: Other Housing Element Requirements

A. Analysis of Consistency with General Plan Requirements

Government Code Section 65300.5 states: "In construing the provisions of this article, the Legislature intends that the general plan and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency."

Government Code Section 65583 (c)(7) requires the identification of "means by which consistency will be achieved with other general plan elements and community goals."

Orange Cove's Housing Element must be internally consistent with its other general plan elements, including land use, circulation and parks, open space, recreation and conservation elements. Internal consistency among the general plan elements has been accomplished by using the same population projections, land use demand acreages and growth boundary lines. Consistency between the Housing Element and the Land Use Element is the best measure of internal consistency. The Land Use Element, which was adopted in 2003, contains numerous goals, policies and action programs that serve to further the objectives of the Housing Element, especially objectives pertaining to affordability, density and infill. Examples of these goals, policies and objectives are provided below.

Orange Cove will also prepare an annual General Plan Implementation Report consistent with Section 65400 of the Government Code to ensure that the General Plan is internally consistent as well monitoring the amount of land available for affordable housing.

Growth Management

- **Promote Smart Growth planning principals in order to discourage urban sprawl and the premature urbanization of agricultural land.**

1. The City shall amend its Zoning Ordinance to add a Smart Development Combining District.

a. The Smart Development Combining District shall incorporate planning principals that promote higher residential densities, reduced yard standards, narrower streets, and architecturally unique dwelling designs.

b. A brochure for the development community shall be prepared that illustrates the design features of the Smart Development Combining District.

2. The City shall promote mixed-use development where appropriate.

a. The City shall amend its Zoning Ordinance to provide for a Mixed-Use Zone District.

b. The City should identify sites in the downtown where mixed-use development would be appropriate.

3. The City shall amend its Zoning Ordinance to permit residential development in the downtown.

a. The City shall amend the Central Commercial Zoning District to permit housing development in the downtown with a conditional use permit.

b. Housing units should be permitted in the upper stories of downtown buildings with a site plan review permit.

Community Image

- **An attractive, clean and well-maintained community.**

4. The City should actively enforce the State Housing Code, which provides a procedure for abating or rehabilitating unsafe, dilapidated residential structures.

a. The Building Department shall report to the City Council on an annual basis their progress on rehabilitating or removing unsafe residential structures.

b. The Planning Department shall maintain a city map that identifies the location of unsafe residential dwellings.

c. The Orange Cove Redevelopment Agency shall explore the use of state or federal funds to promote infill residential development while concurrently facilitating the removal of unsafe residential structures.

Economic Development

- **Market agriculture as a tourist attraction.**

1. The Orange Cove Chamber of Commerce should form an agricultural committee that would be responsible for tours, dissemination of agriculturally-related news releases and information regarding agricultural industries in the Orange Cove area.
2. The agricultural committee should investigate the potential of establishing a citrus farm that contains representatives of different species of citrus. This farm should be able to accommodate tourists.
 - a. The Committee should identify various properties that could accommodate a citrus farm.
 - b. The Committee should seek sources of funding for the citrus farm.
3. A Certified Farmers Market should be established in Eaton Park once a week.

- **Attract technologies to the Orange Cove area that are related to the citrus industry, including plant breeding, nurseries, integrated pest management, and agricultural chemical companies.**

1. The Orange Cove Chamber of Commerce should work with the agricultural committee to develop a mailing list containing the types of companies named above.
 - a. The Chamber working with the EDC (Economic Development Corporation) should develop an information packet detailing the benefits of locating the above types of businesses in Orange Cove.

- **Assist existing industries to expand their operations and increase employment.**

1. The Chamber of Commerce should contact on an annual basis existing industries to determine if they have plans for expansion and if there are tasks that the city and chamber could assist them with.

2. The Orange Cove Redevelopment Agency should develop an Existing Company Expansion Program where funds would be provided by the Agency to a company if they hired additional employees.

a. The Redevelopment Agency could use redevelopment or CDBG funds to finance the Existing Company Expansion Program.

Employment

- **Diversify employment base**

1. Designate an area within the Orange Cove planning area for an “industrial business park”.

a. Amend the Orange Cove Zoning Ordinance to provide regulations and development standards for an industrial business park district.

b. Identify on the Orange Cove Land Use map a site for an industrial business park.

2. New industrial development shall be located along Orange Cove’s industrialized railroad corridor or within its industrial park, south of the Union Pacific Railroad Corridor and east of Center Street.

a. Adoption of the Land Use Map will implement this policy.

b. The City should discourage any industrial development that is within its planning area and outside its designated industrial areas.

- **Attract new industries that are complementary to the existing workforce**

1. Seek industries that compliment the local work force, such as agricultural equipment repair and manufacturing, nurseries, warehouses and packinghouses, and trucking and farm management.

2. The City Engineer will review each industry that wishes to locate in Orange Cove to insure that the project will not have an adverse impact on Orange Cove’s sewer or water systems. Should the City Engineer make such a findings, the city

will require a mitigated negative declaration or an environmental impact report to be prepared on the proposed industry.

a. The City Engineer will require industries that generate high strength industrial effluent to mitigate this impact by either pre-treating the effluent or by paying an appropriate wastewater impact fee to defray the city's cost of treating the effluent.

3. New industrial uses will be processed through Orange Cove's site plan review process to insure that they do not conflict with surrounding land uses or adversely impact the health and safety of the community.

a. The recommendations of the city's site plan review committee will be reviewed by the Orange Cove Planning Commission. The Commission will apply conditions to the industrial project that will insure that surrounding land uses and the community will not be adversely impacted.

- **Encourage stable, year-around employment**

1. Seek industries that compliment the local work force and provide year-around employment, preferably a non-agricultural industry.

- **Work with existing companies to expand their operations and employment opportunities.**

1. The City should survey annually existing companies in the Orange Cove area to determine how the city might assist them in increasing their employment numbers.

a. The city manager's office should prepare a survey form that will be sent to existing companies on an annual basis.

b. The city manager will follow up with companies that have expressed an interest in the city helping them to increase their employment numbers.

c. The city manager shall report to the city council on the needs of existing companies that have expressed an interest in assistance through the survey. In addition, the city manager shall provide options to the city council on how the city might assist the company.

Infrastructure

- Insure that development impact fees pay for public improvements required by the general plan and infrastructure master plans.

- **Adequately finance infrastructure systems.**

1. The City shall install water, sewer and storm drainage improvements that correct existing infrastructure deficiencies.

- a. The City's water, sewer and storm drainage development impact fees shall be reviewed on an annual basis. This review should focus on the relationship between the amount of fees being collected for each of the accounts and the future capital needs of each system based on development trends in Orange Cove.

- b. The modification of the City's development impact fees should be processed consistent with AB 1600.

2. The City should continue to seek state and federal grants for the upgrading and expansion of its infrastructure systems.

- **Insure infrastructure master plans and the general plan are in concert with each other.**

1. The Land Use Element shall identify where development will occur in Orange Cove over the next 20 years. The Element will be fashioned so that it is generally in concert with existing master plans.

- **Periodically update infrastructure master plans, including sewer, water and storm drainage plans.**

1. Orange Cove's water, sewer and storm drainage master plans shall be reviewed and updated, if necessary, in order to insure that they can properly and efficiently serve future development provided for by the Land Use Element.

- a. The cost of updating each of these master plans shall be borne by a portion of the development impact fee collected for each type of infrastructure.

- **Maintain, rebuild and upgrade infrastructure systems.**

1. The City shall update its 5-Year Capital Improvement Program to insure that its infrastructure system can accommodate the urban growth provided for by the Land Use Element.

2. The Redevelopment Agency shall prepare a 5-Year Capital Improvement Program to assist in the maintenance, rebuilding and upgrading of Orange Cove's infrastructure system.

3. The City should work with the private sector to participate in the upgrading of the infrastructure system when it is developing in the City.

- a. From time to time, the City may wish to work with a developer to upgrade a part of the infrastructure or street system that is not part of the project being developed.

Residential Neighborhoods

- **Revitalize blighted neighborhoods.**

1. Remove substandard homes from residential neighborhoods.

- a. The City shall contract with the Fresno County Building Department to abate or rehabilitate residential dwellings through the process described in the State Housing Code.

- b. The Redevelopment Agency should explore the purchase of substandard housing in order to clear the property for new, low to moderate-income housing.

2. Rehabilitate homes that have deteriorated.

- a. The City should contract with Self-Help Enterprises to rehabilitate homes that have deteriorated.

3. Upgrade public improvements in blighted neighborhoods, including sidewalks, alleys, street trees, roadways, parkways and streetlights.
 - a. Establish an annual objective for repairing or replacing broken curbs, gutters and sidewalks.
 - b. Replant vacant parkways with street trees.
 - c. Identify alleys that can be abandoned and initiate the process consistent with the Streets and Highways Code.
 - d. Upgrade alleys with pavement, where possible.
4. Encourage residential infill development in neighborhoods that are blighted.
 - a. Consider the reduction of development impact fees on residential infill projects.
 - b. Consider increasing the allowable underlying density on land that will support a residential infill project.
5. Continue to enforce the city's property maintenance ordinance.

Both the Land Use and Housing Elements recommend that certain sections of the Zoning Ordinance be amended to further the objectives of creating affordable housing. An example, both elements call for the creation of a Smart Development zone district. By adding this zone district to Orange Cove's Zoning Ordinance, a program in each element is implemented.

B. Priority for Water and Sewer

Per Chapter 727, Statutes of 2004 (SB 1087), upon completion of an amended or adopted housing element, a local government is responsible for immediately distributing a copy of the element to area water and sewer providers. In addition, water and sewer providers must grant priority for service allocations to proposed developments that include housing units affordable to lower-income households. Chapter 727 was enacted to improve the effectiveness of the law in facilitating housing development for lower-income families and workers.

The City of Orange Cove is the provider of water and sewer services inside the city limits. As previously discussed in this Element, the city will provide the necessary infrastructure improvements to provide 20-year lifespan of the Land Use Element. The financing of these improvements will come from monthly sewer and water payments, developer impact fees, state loans, and federal loans and grants. Further, as per Section 65589.7 of the Government Code, Orange Cove will ensure that developments that are proposing housing for lower-income households will receive priority in terms of allocated sewer and water capacity as well as rapid processing of the proposed development.