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# Housing





This chapter of the General Plan Update provides a summary of the State-approved 2014-2021 Housing Element, prepared according to State requirements and on the State timetable. The full Housing Element can be found in Appendix Three, as a stand-alone document.

Since 1980, the State of California has required cities and counties to include in general plans a Housing Element that makes adequate provision for housing and housing growth by providing zoning at appropriate densities and with sufficient infrastructure to meet a “fair share” of the regional need for affordable housing, as shown in the Regional Housing Needs Assessment (RHNA), prepared by the Southern California Association of Governments (SCAG) in the case of Fontana. [California Government Code Article 10.6, Sections 65580-65590]. This is the only element in a General Plan whose methodology and content must be certified by state government. Current law requires that the Housing Element be updated every eight years. To gain state approval for the housing element, Fontana may not “zone out” potential units affordable to low-income people by rejecting all higher-density zoning. While the housing element includes numerical targets that must align with zoning opportunities, there is no requirement that Fontana actually produce the target number of affordable units.

If there is inadequate planning for affordable housing, the courts can enforce compliance with state housing element requirements in the following ways:

- Failure to adopt or adoption of an inadequate element: a court can order the local government to halt all development until an adequate Housing Element is adopted or order approval of a specific affordable housing development.
- Inconsistent actions: actions inconsistent with an adopted element can be challenged in court.
- Failure to implement: if the Housing element requires a particular action and the City does not implement the action, a court may compel implementation.
- Failure to rezone sites for the prior housing element: sufficient sites to accommodate the City's share of the housing need must be identified and adequately zoned within a year.

## ***A. Housing in the Fontana Forward Vision and Principles***

### **VISION**

**Fontana welcomes everyone and offers a high quality of life.** Our housing stock meets the needs of families and individuals at every stage of life and all income levels: in traditional single-family neighborhoods, walkable mixed-use neighborhoods with housing and shops, senior-oriented developments, and a city core that combines revitalized historic neighborhoods with newer townhouses, condos and apartments. Residents have many in-town options for entertainment and shopping, including locally-owned independent businesses. Excellent school systems and recreational opportunities attract new residents.

## PRINCIPLES



Ensure fairness and opportunity for all parts of the city. Make every neighborhood a “neighborhood of choice” with excellent infrastructure, services and amenities.



Pursue goals through partnerships. Connect city government with businesses, institutions, regional agencies, nonprofits, and citizens to accomplish goals.

## ***B. Summary of the State-Approved Housing Element***

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Fontana’s 2014-2021 Housing Element has been approved by the State of California. The State has identified attainment of a decent home and living environment for every resident as its primary housing goal. In practice, this means that the Housing Element is organized according to state requirements and focuses primarily on providing housing affordable to low- and moderate-income households. Cities are required to plan for their fair share of affordable housing, but are not required to produce the affordable housing. The purpose of this requirement is to eliminate “exclusionary zoning” and other land use regulations that are designed to keep affordable housing out by making it impossible to build in the jurisdiction. For planning purposes, land must be zoned to accommodate housing by right at densities appropriate to providing affordable housing. The Housing Element must establish the maximum number of units for construction, rehabilitation or conservation; establish a program for removing any local governmental restraints to development of affordable housing, transitional housing, and homeless shelters; and identify appropriate sites.

SCAG is responsible for allocating the region’s projected new housing demand in Fontana and other cities, a process known as the Regional Housing Needs Assessment (RHNA). The “fair share” determination is based on Department of Finance population projections and regional population forecasts used in regional transportation plans. The RHNA is designed to promote the following:

- Increase in the housing supply and the mix of housing types, tenure and affordability spread equitably within the region.
- Infill development and socioeconomic equity, the protection of environmental and agricultural resources, and the encouragement of efficient development patterns.
- Improved job/housing balance.

The fair share housing need is divided into income segments that represent different percentages of the Area Median Income, an amount determined by the U.S. Department of Housing and Urban Development every year. For Fontana, the Area Median Income is calculated for San Bernardino County as the median for households of four persons: the median is the midpoint at which half the households have higher incomes and half the households have lower incomes.

EXHIBIT 5.1 HOUSING INCOME SEGMENTS		
INCOME SEGMENT	PERCENT OF COUNTY AMI*	2015 INCOME LIMIT
Extremely Low Income	Less than 30%	Up to \$19,500
Very Low Income	31%-50%	Up to \$32,500
Low Income	51%-80%	Up to \$52,000
Moderate Income	81%-120%	Up to \$78,000
Above Moderate	More than 120%	Above \$78,000
Median Income	100%	\$65,000

\* AMI = Area Median Income

Cities also have to address housing growth needs for very-low-income households (30% or below median income), which state law defines as constituting half of the very-low-income group. The RHNA requires that communities plan to provide for these housing units through appropriate zoning and other efforts. However, construction of affordable units depends on market conditions and availability of subsidies. There are no consequences if the units are not built.

Through the certified Housing Elements for 2006-2014 and the 2014-2021 period, the City of Fontana has to plan for potentially producing 4,282 units of very-low- and low-income-housing. In practice this means zoning sufficient land at higher densities for the potential development of this number of affordable units.

## 1. Housing Need Performance Shortfall in the 2006-2014 Housing Element

Fontana's 2006-2014 RHNA identified a need of 5,699 housing units and the City's Housing Element was certified. The city met the need for moderate and above-moderate-income housing but did not meet the planning need for a total of 1,866 very-low and low-income housing units. The certified Housing Element included a rezoning program.

The City rezoned a minimum of 107.05 acres. The City created an R-5 zoning district allowing 50 units per acre and established the zone on locations on Foothill Boulevard (close to expected bus stops), Sierra Avenue, and in the Westgate Specific Plan to fulfill the need for 107.05 acres with higher-density zoning. The City also created an R-4 zoning district allowing 25-39 units per

acre that were assumed to accommodate moderate- and above-moderate-income units on 18.8 acres at Cypress and Valencia Avenues, within walking distance of the Metrolink station.

## 2. 2014-2021 Housing Need

The RHNA prepared by SCAG projects Fontana’s share of regional housing need for 2014-2021 as 5,977 new housing units. Forty percent of this total (2,416 units) comprises housing need for extremely low-income, very low-income, and low-income households. The state-approved 2014-2021 Housing Element is organized into four policy strategy areas:

**Strategy 1—Production of Housing** establishes policy actions for the future production of a range of rental and for-sale housing units in the city.

- Provision of adequate sites to meet RHNA goals (establishment of R-4 and R-5 zoning districts completed);
- Expansion of affordable housing opportunities through new construction to create an average of 10 units annually;
- Annual monitoring of housing production;
- Compliance with the State Density Bonus Law that provides by-right development of second units on existing single-family properties, by updating the current ordinance to comply with new state requirements with a goal of 5 new second dwelling units annually;
- Optional density standards review to ensure that the policy provides for an additional means to provide housing opportunities for extremely low-income to moderate-income households;
- Monitor implementation of the Inclusionary Housing Ordinance adopted in 2012 which requires new construction to pay a fee designated for affordable housing;
- A program to educate the public and developers on the advantages of manufactured and modular housing;
- Facilitation of acquisition, rehabilitation, and management of large-scale multi-family projects by private developers (typically nonprofits);
- An infill housing program to develop quality housing units on infill sites through reduction of development fees in the core area of the city and other incentives, with a goal of 2 infill units annually;
- Monitoring of development fees to ensure that they are not an undue constraint on affordable housing development;
- Encouragement of development of rental and for sale housing for larger families with a goal of 5 family units annually “based on developer interest;”

EXHIBIT 5.2 FAIR SHARE HOUSING NEEDS ALLOCATION, 2014-2021	
EXTREMELY LOW INCOME*	(721)
VERY LOW INCOME	1,442
LOW INCOME	974
MODERATE INCOME	1,090
ABOVE-MODERATE-INCOME	2,471
<b>TOTAL CONSTRUCTION NEED</b>	<b>5,977</b>
* Regional share of extremely low-income units assumed 50% of the very low-income units	

Source: Regional Housing Needs Assessment, Southern California Association of Governments, 2012

- Encourage the development of senior housing through incentives, with a goal of 10 senior units annually “based on developer interest;”
- Incentives and regulatory concessions to promote a variety of housing options through mixed-income development and to avoid concentration of affordable development;
- Expedited permit processing for low- and moderate-income housing and senior housing.

**Strategy 2—Conservation and Preservation of Existing Housing**

establishes policy actions to conserve the existing housing stock and preserve housing opportunities for Fontana’s residents. There are 418 “assisted” units (with government rental or mortgage subsidies) in Fontana that are at risk during 2013-2023 of converting to market rate units.

- Monitoring of at-risk units;
- Establishment of partnerships with non-profit housing developers;
- An affordability-preservation strategy;
- Pre-emptive code enforcement; acquisition and rehabilitation of existing multifamily housing (dependent on the availability of federal HOME program funds);
- A program to revitalize neighborhoods bounded by Arrow Highway, San Bernardino Avenue, Citrus Avenue and Juniper Avenue through acquisition, substantial rehabilitation, and professional management of selected multifamily buildings by the housing authority.

**Strategy 3—Design and Quality of Housing and Neighborhoods**

establishes policy actions for providing high-quality, environmentally responsible, well designed living environments for Fontana’s residents.

- Promotion of water-conservation practices, such as the use of low water-demand fixtures and drought-tolerant landscaping and materials;
- Promotion of green/sustainable development practices by continuing the Green Fontana rebate program and evaluating the potential for other incentives, such as streamlined permitting.

**Strategy 4—Accessibility to Affordable Housing**

establishes policy actions to enhance opportunities for affordable housing for all segments of Fontana’s population.

- Adoption of reasonable accommodation procedures related to code regulations and permitting procedures for persons with disabilities;
- Compliance with Senate Bill 2 to allow for emergency shelters, transitional housing and supportive housing to homeless individuals and families by amending Zoning and Development Code and the Municipal Code and enforcing the provisions of the housing accountability act;

- Encouraging the development of mixed-income housing developments, with a goal of 20 units annually within mixed-income developments;
- Participation in and support for regional fair housing through Fontana’s contract with the Inland Fair Housing and Mediation Board and continued provision of fair housing information;
- Referrals to the family Self-Sufficiency Program administered by the San Bernardino County Housing Authority for Housing Choice Voucher (Section 8) participants;
- Referrals to the County Department of Mental Health program for mentally ill homeless adults; referrals to the county transitional-housing and case-management programs for homeless families and individuals with a goal of rehabilitation of one housing unit and assistance to up to 200 persons with transitional housing annually;
- Support for the Fontana domestic violence facility and programs in the existing 10-unit program, with the goal of assisting 20 homeless victims of domestic violence each year;
- Referrals of homeless persons to the County’s community assistance program;
- Support for the City’s housing authority antipoverty programs;
- Referrals to the County housing authority for Housing Choice Voucher (Section 8) programs;
- Provision of housing opportunities for extremely-low-income households by coordinating with the county and social service agencies;
- Facilitating housing provision through incentives;
- Coordinate with nonprofit developers and others to establish best practices;
- Review and amend the zoning code to comply with California Code sections related to employee housing (related to agriculture); and
- Identify the housing needs of persons with developmental disabilities.

EXHIBIT 5.3 QUANTIFIED OBJECTIVES FOR HOUSING NEEDS, 2014-2021	
PROGRAM/INCOME LEVEL	QUANTIFIED OBJECTIVE (DWELLING UNITS OR HOUSEHOLDS)
<b>NEW CONSTRUCTION</b>	
Extremely low-income (subset of very low-income objective)	(721)
Very low-income	<b>1,442</b>
Low-income	<b>974</b>
Moderate-income	<b>1,090</b>
Above moderate-income	<b>2,471</b>
Total (Very Low Income includes Extremely Low Income)	5,977
<b>REHABILITATION</b>	
Extremely low-income (subset of very low-income objective)	50
Very low-income	<b>50</b>
Low-income	<b>100</b>
Moderate-income	<b>27</b>
Above moderate-income	<b>13</b>
Total (Very Low Income includes Extremely Low Income)	240
<b>PRESERVATION/CONSERVATION</b>	
Extremely low-income (subset of very low-income objective)	0
Very low-income	<b>55</b>
Low-income	<b>286</b>
Moderate-income	<b>77</b>
Above moderate-income	<b>0</b>
Total	418

Source: City of Fontana

## ***C. The Next Housing Element Update: Criteria and Future Options for Locating R-5 Zoning Districts***

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The next update of the Housing Element will be required in 2021. Decisions should be made consistent with the land use policies in this General Plan Update. To illustrate this decision-making process, a set of criteria for choosing high-density zoning districts is listed below. These sites are illustrative and vacant as of late 2016. Some may be developed by 2021.

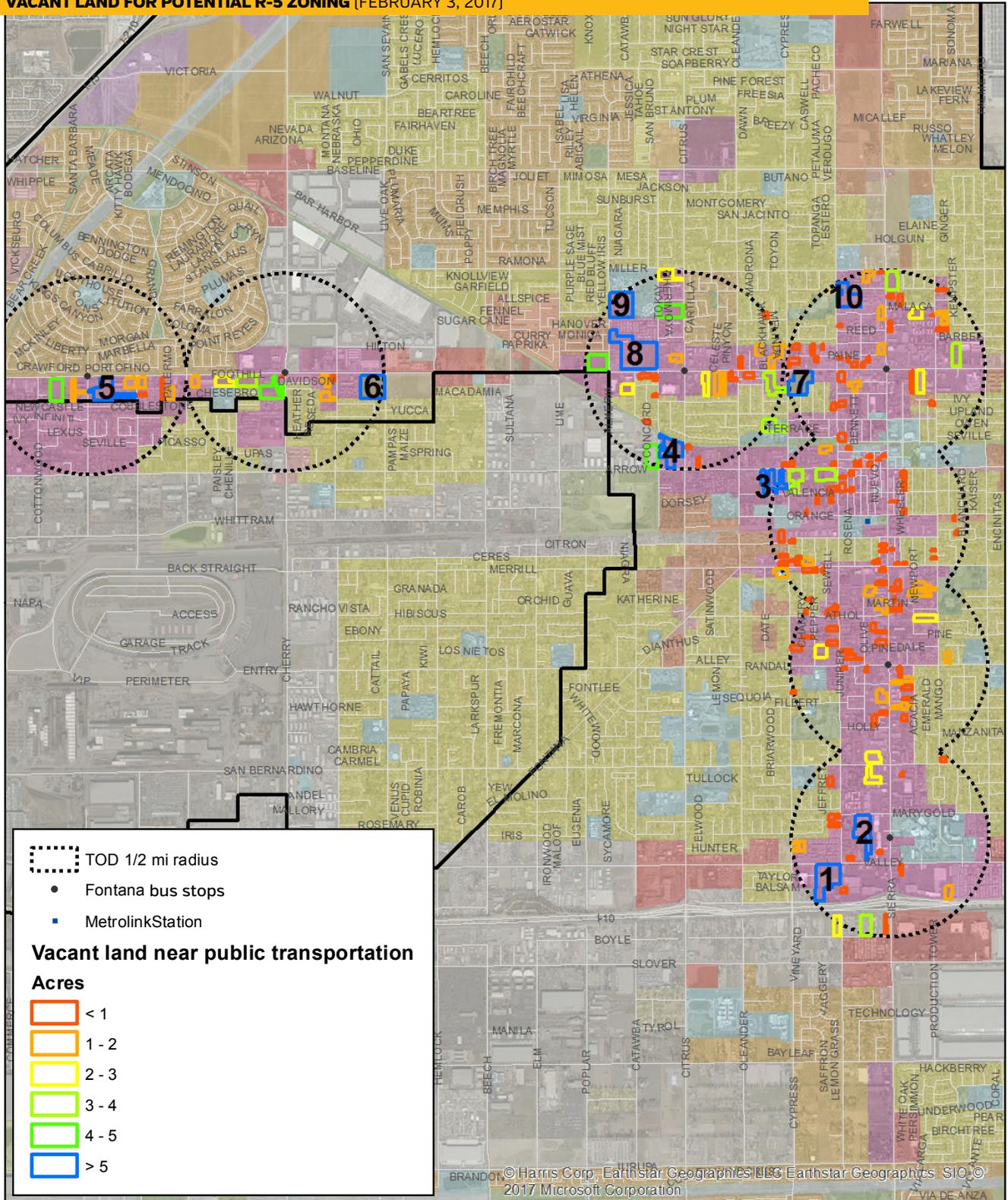
- Ideally, R-5 zones should be within walking distance of public transportation. This will support higher density housing and help achieve the General Plan Update vision of a more walkable and sustainable community. Infill development in central Fontana is a prominent strategy in the General Plan.
- The MetroLink station and the planned transit stations on Sierra Avenue and Foothill Avenue provide the kind of fixed or semi-fixed transit stops that can attract development.
- Walking distance is a half a mile radius (ten-minute walk).
- R-5 zones should be located on currently vacant or underutilized land.
- The consultant team received the 2016 vacant land data from the City of Fontana in January, 2017. The City defined the extent of “vacant land” where the “Improved Value” data field equals \$0.0 and a parcel is not in a Specific Plan.

The consultant team made small refinements in the received data where recent construction was visible in 2017 aerial images and where multifamily properties already exist and identified the ten options shown on page 5.11.

SITE ID	ACRES	COMMENTS	RECOMMENDATION
1	10.56	<ul style="list-style-type: none"> <li>• Intersection of Valley and Juniper</li> <li>• Near Kaiser Hospital</li> <li>• Appropriate geometry for redevelopment</li> </ul>	Acceptable
2	7.70	<ul style="list-style-type: none"> <li>• Between Marygold and Valley west of Sierra</li> <li>• Good accessibility</li> <li>• Site is potentially too narrow</li> </ul>	Acceptable
3	5.27	<ul style="list-style-type: none"> <li>• Between Arrow and Valencia west of Cypress</li> <li>• Difficult geometry for redevelopment</li> <li>• At the edge of walkability</li> </ul>	Not appropriate
4	7.14	<ul style="list-style-type: none"> <li>• Intersection of Citrus and Arrow</li> <li>• Adjacent to the Pacific Electric Trail</li> <li>• Abutting light industrial zone</li> <li>• Appropriate geometry for redevelopment, except for existing dwelling in the center of the site</li> </ul>	Very desirable
5	7.23	<ul style="list-style-type: none"> <li>• Between Mulberry and Calabash south of Foothill</li> <li>• Good accessibility</li> <li>• Not in a downtown location</li> </ul>	Acceptable
6	8.71	<ul style="list-style-type: none"> <li>• Intersection of Foothill and Live Oak</li> <li>• At the edge of walkability</li> <li>• Great geometry for redevelopment</li> </ul>	Acceptable
7	6.64	<ul style="list-style-type: none"> <li>• Intersection of Foothill and Cypress</li> <li>• At the edge of walkability</li> <li>• Great geometry for redevelopment</li> <li>• Good accessibility and an opportunity to connect Chantry to Foothill for neighborhood accessibility</li> </ul>	Acceptable
8	18.95	<ul style="list-style-type: none"> <li>• Intersection of Foothill and Almeria</li> <li>• Very large site</li> <li>• Located near Almeria Middle School and Tokay Elementary School</li> <li>• Good access off of Foothill</li> </ul>	Acceptable
9	9.50	<ul style="list-style-type: none"> <li>• East of Almeria</li> <li>• Edge of walkability</li> <li>• Located between Almeria Middle School and Tokay Elementary School</li> </ul>	Very desirable
10	6.40	<ul style="list-style-type: none"> <li>• Intersection of Miller and Juniper</li> <li>• Edge of walkability</li> <li>• Acceptable geometry for redevelopment</li> </ul>	Acceptable

The remainder of this chapter contains an overall map showing the location of all ten potential R-5 zones followed by a focus map for each site showing its location and nearby context.

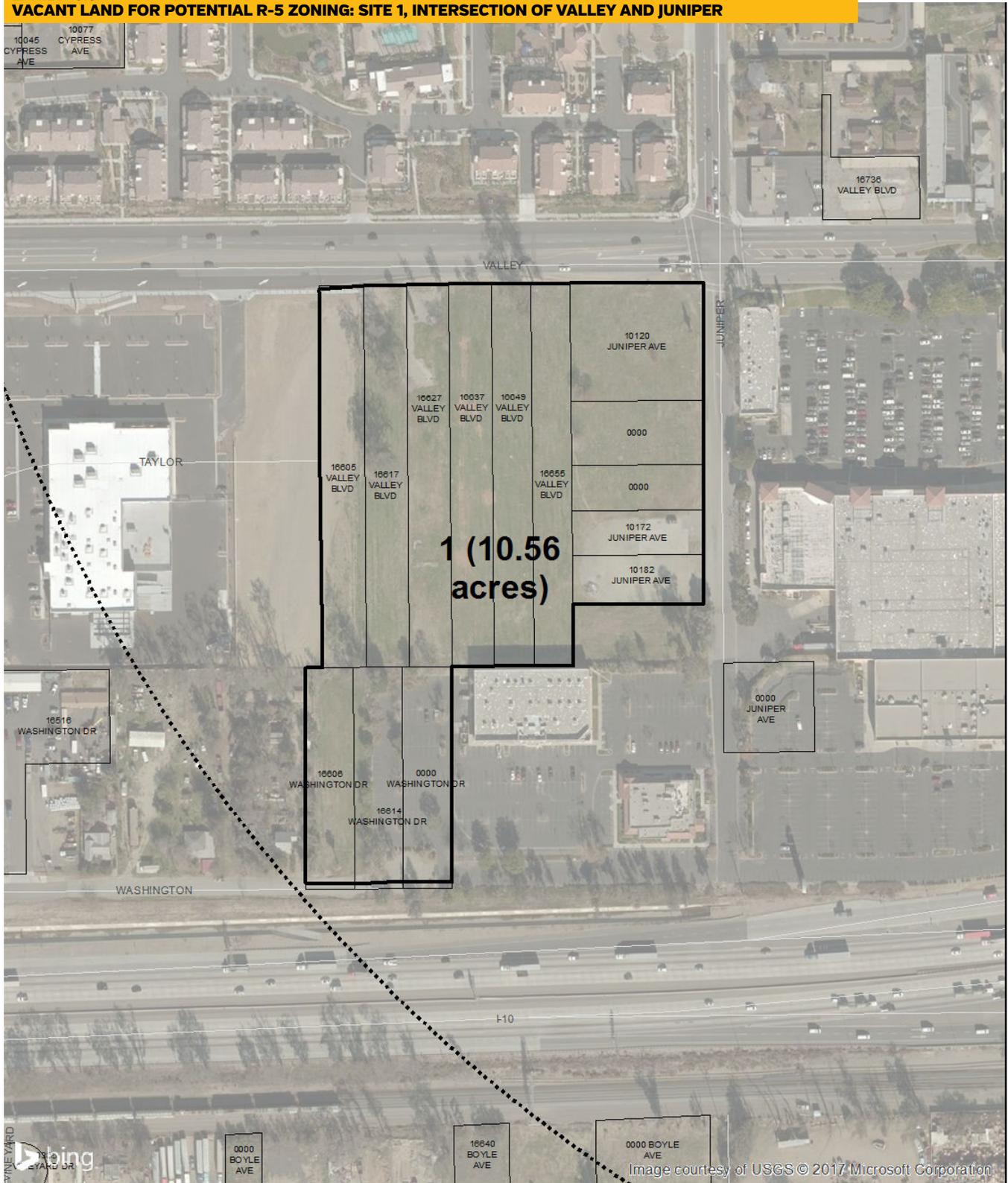
**EXHIBIT 5.4  
VACANT LAND FOR POTENTIAL R-5 ZONING (FEBRUARY 3, 2017)**



Source: San Bernardino County and City of Fontana, 2016



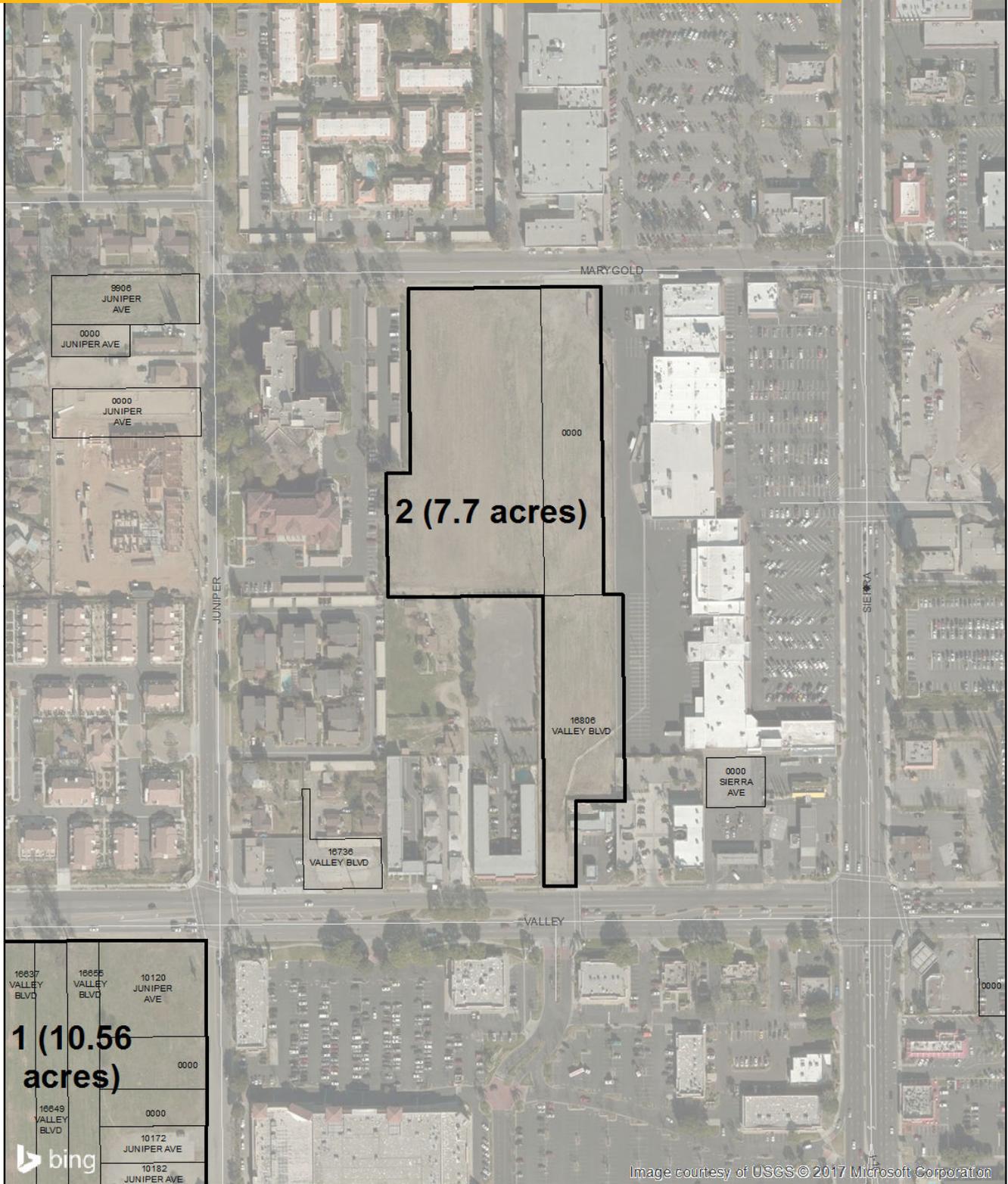
**EXHIBIT 5.5  
VACANT LAND FOR POTENTIAL R-5 ZONING: SITE 1, INTERSECTION OF VALLEY AND JUNIPER**



Source: San Bernardino County and City of Fontana, 2016



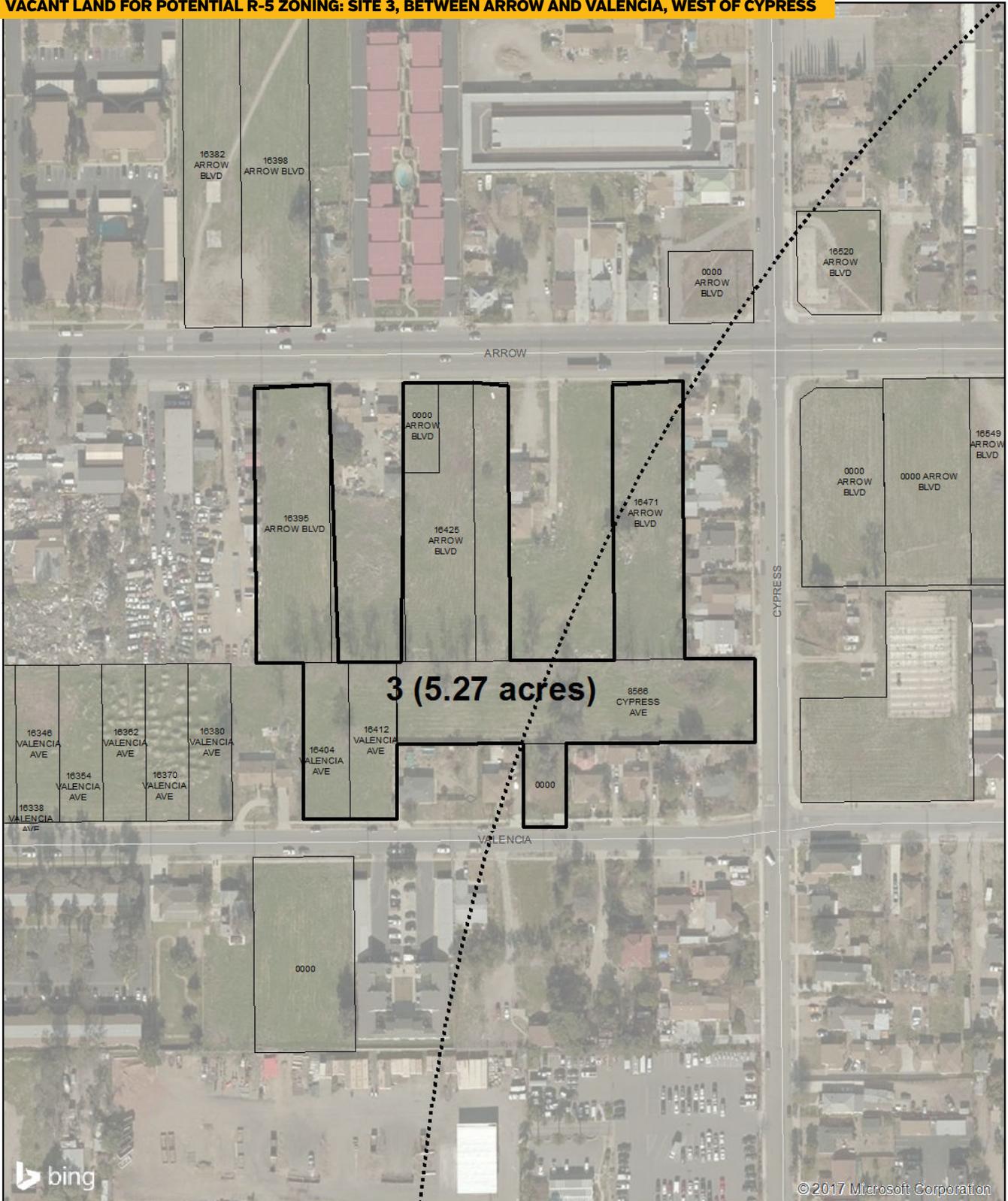
**EXHIBIT 5.6  
VACANT LAND FOR POTENTIAL R-5 ZONING: SITE 2, BETWEEN MARYGOLD & VALLEY, WEST OF SIERRA**



Source: San Bernardino County and City of Fontana, 2016



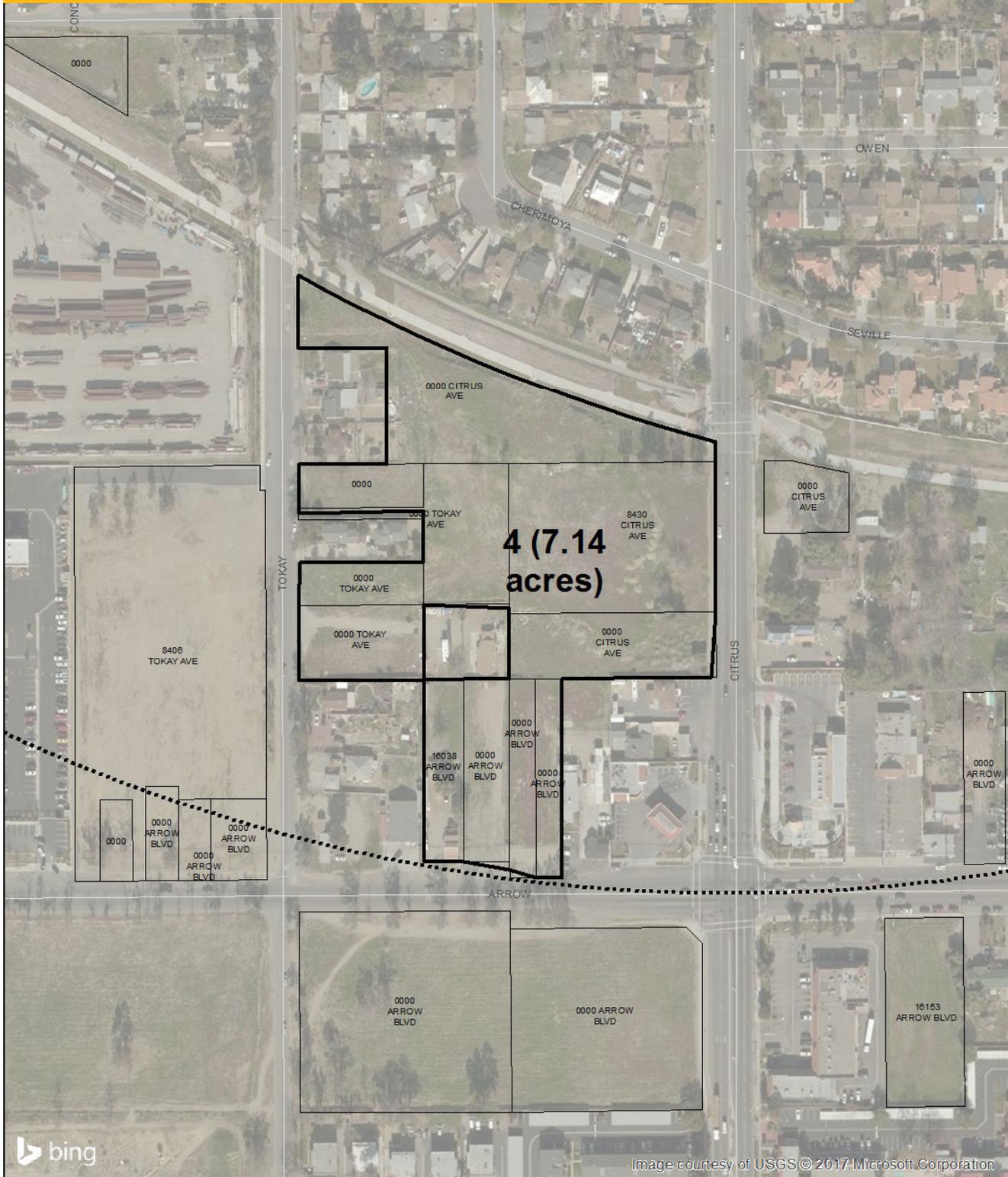
**EXHIBIT 5.7  
VACANT LAND FOR POTENTIAL R-5 ZONING: SITE 3, BETWEEN ARROW AND VALENCIA, WEST OF CYPRESS**



Source: San Bernardino County and City of Fontana, 2016



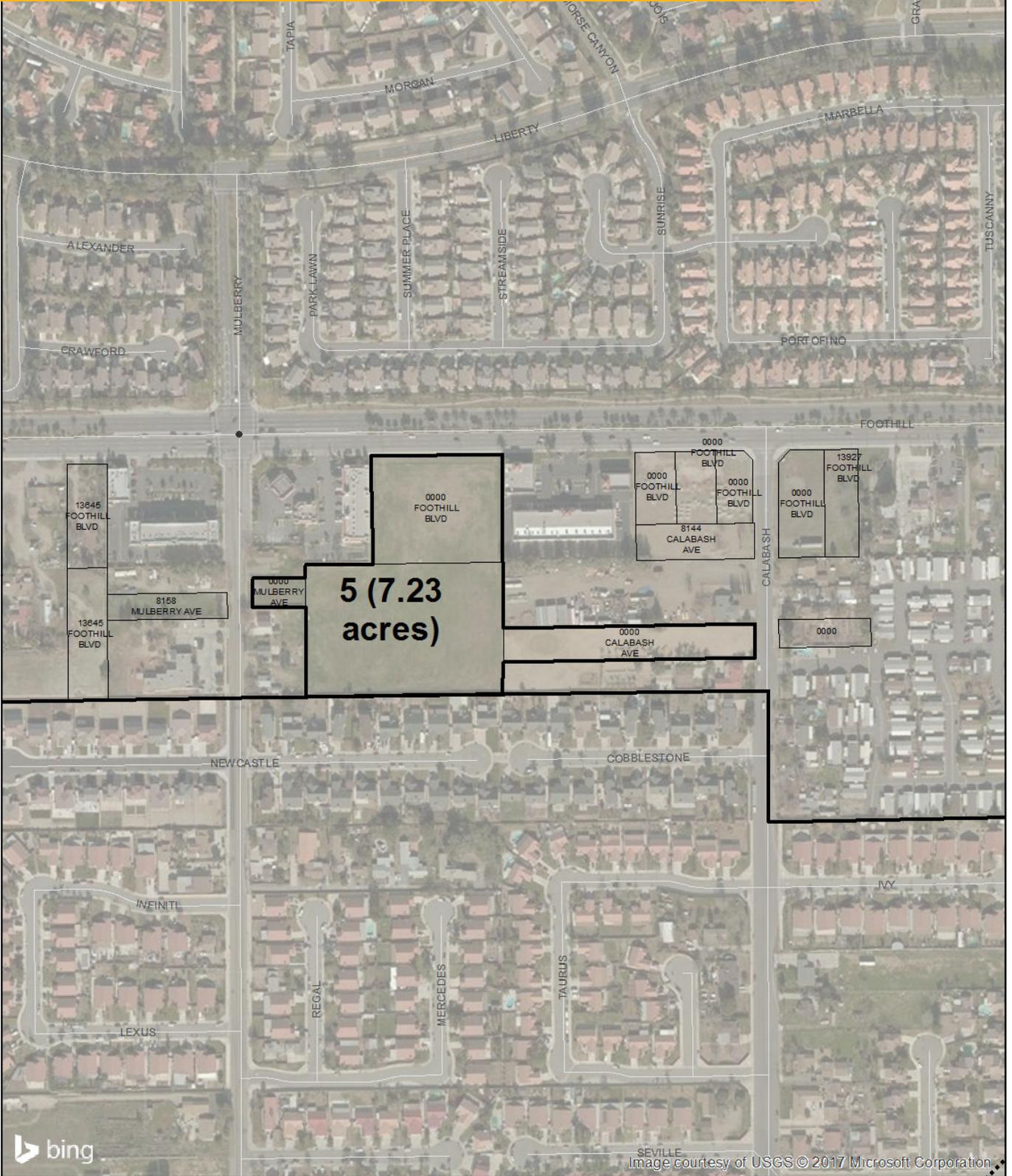
**EXHIBIT 5.8  
VACANT LAND FOR POTENTIAL R-5 ZONING: SITE 4, INTERSECTION OF CITRUS & ARROW**



Source: San Bernardino County and City of Fontana, 2016



**EXHIBIT 5.9  
VACANT LAND FOR POTENTIAL R-5 ZONING: SITE 5, BETWEEN MULBERRY AND CALABASH SOUTH OF FOOTHILL**



Source: San Bernardino County and City of Fontana, 2016



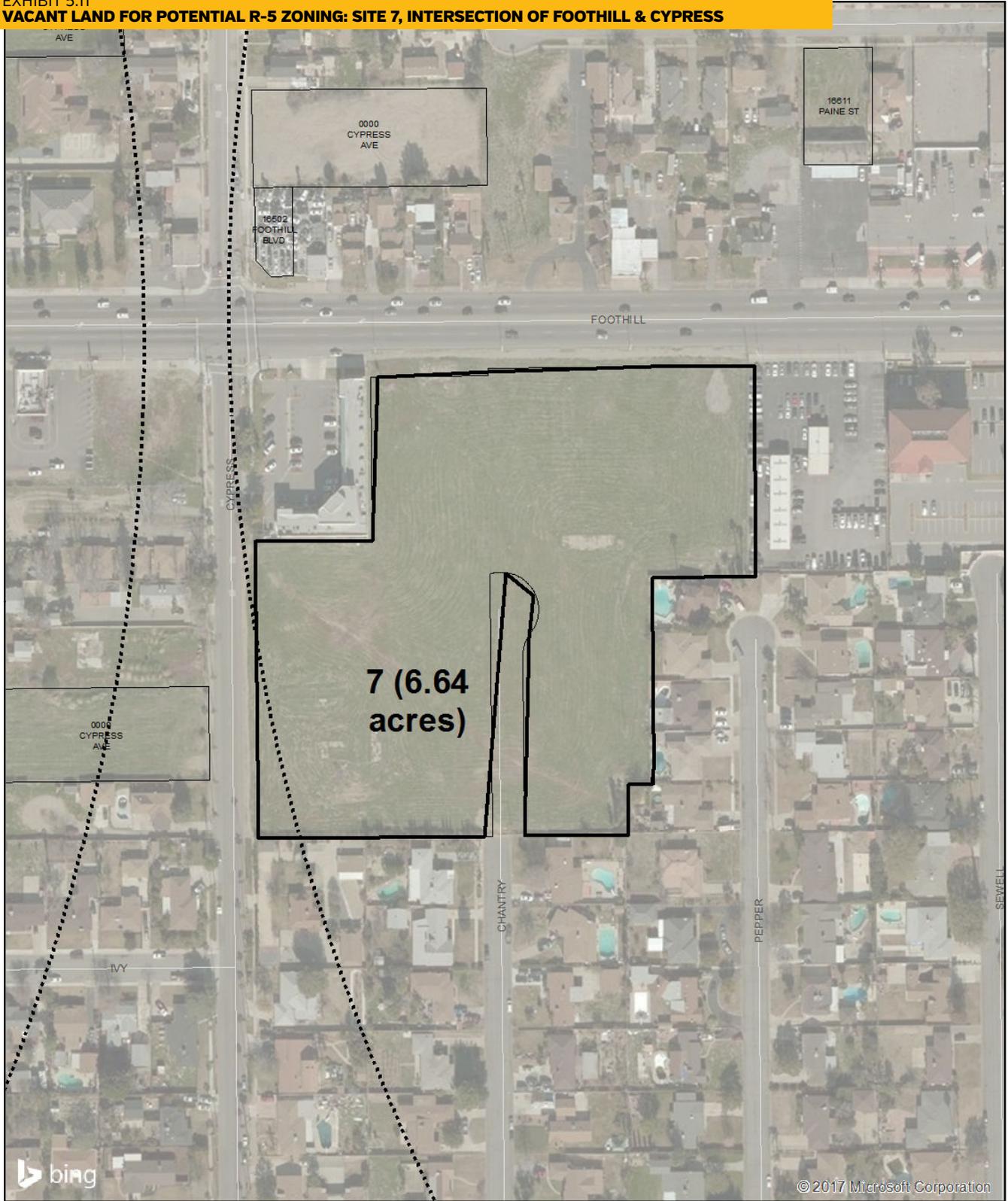
**EXHIBIT 5.10  
VACANT LAND FOR POTENTIAL R-5 ZONING: SITE 6, INTERSECTION OF FOOTHILL & LIVE OAK**



Source: San Bernardino County and City of Fontana, 2016



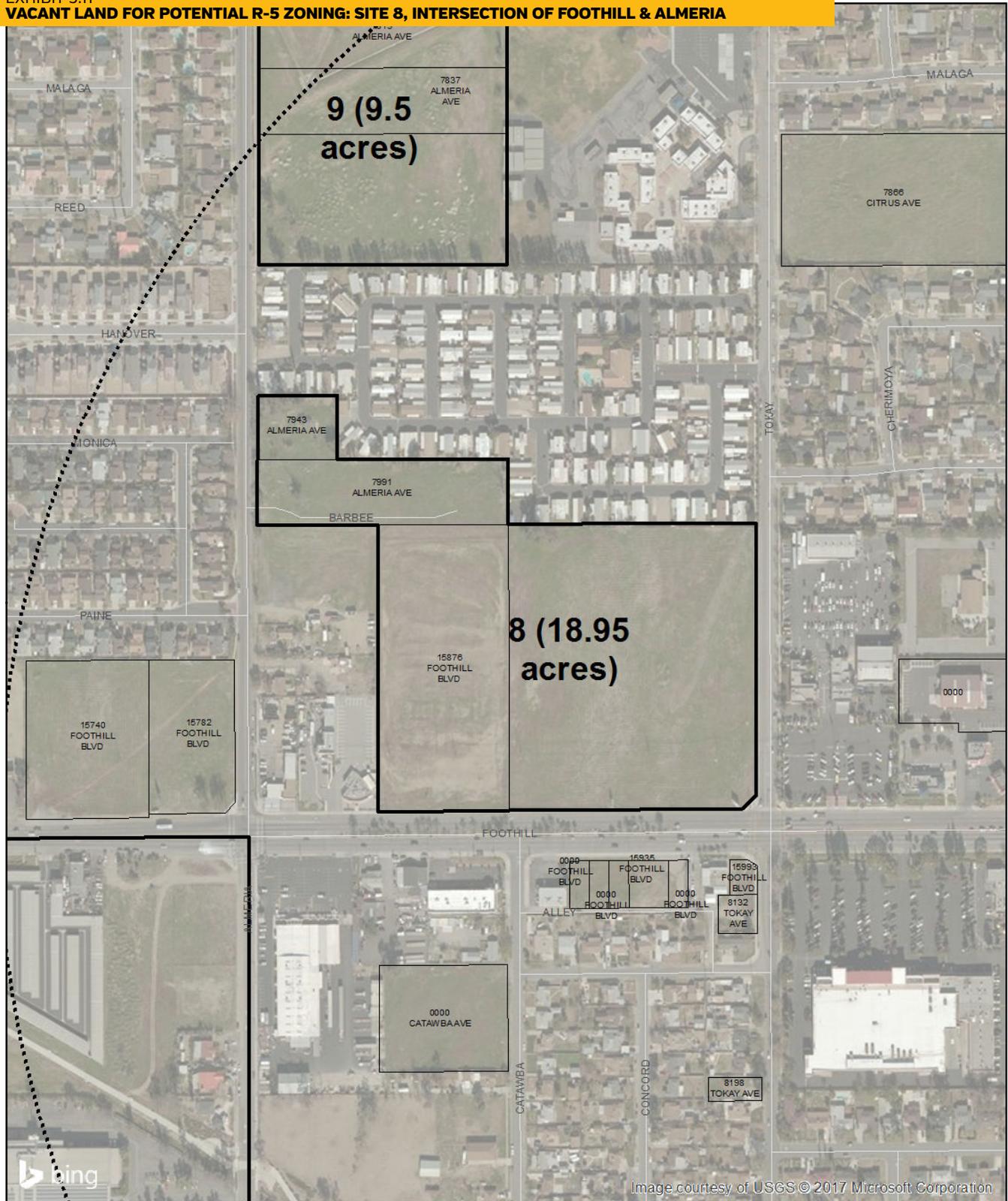
**EXHIBIT 5.11  
VACANT LAND FOR POTENTIAL R-5 ZONING: SITE 7, INTERSECTION OF FOOTHILL & CYPRESS**



Source: San Bernardino County and City of Fontana, 2016



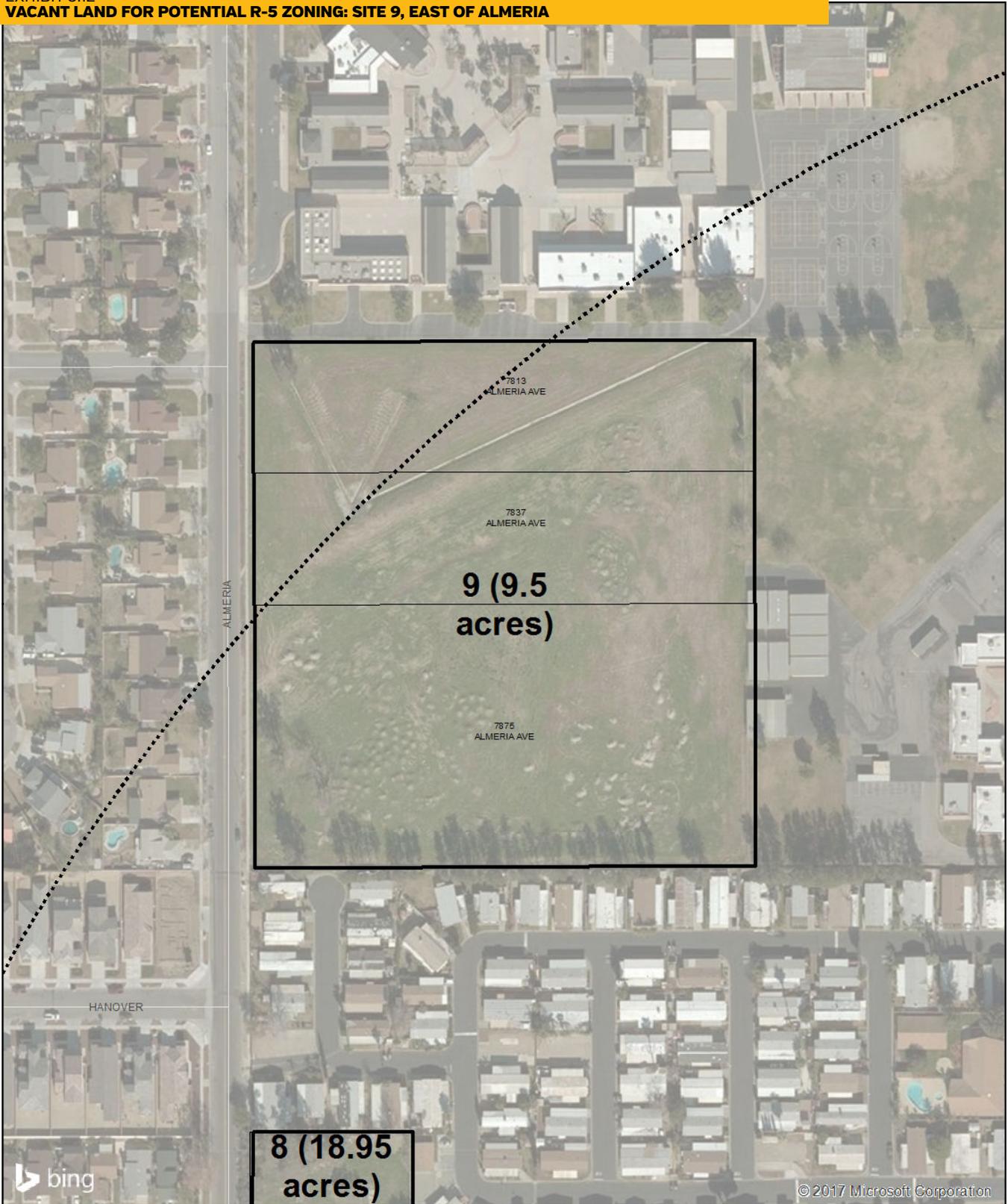
**EXHIBIT 5.11  
VACANT LAND FOR POTENTIAL R-5 ZONING: SITE 8, INTERSECTION OF FOOTHILL & ALMERIA**



Source: San Bernardino County and City of Fontana, 2016



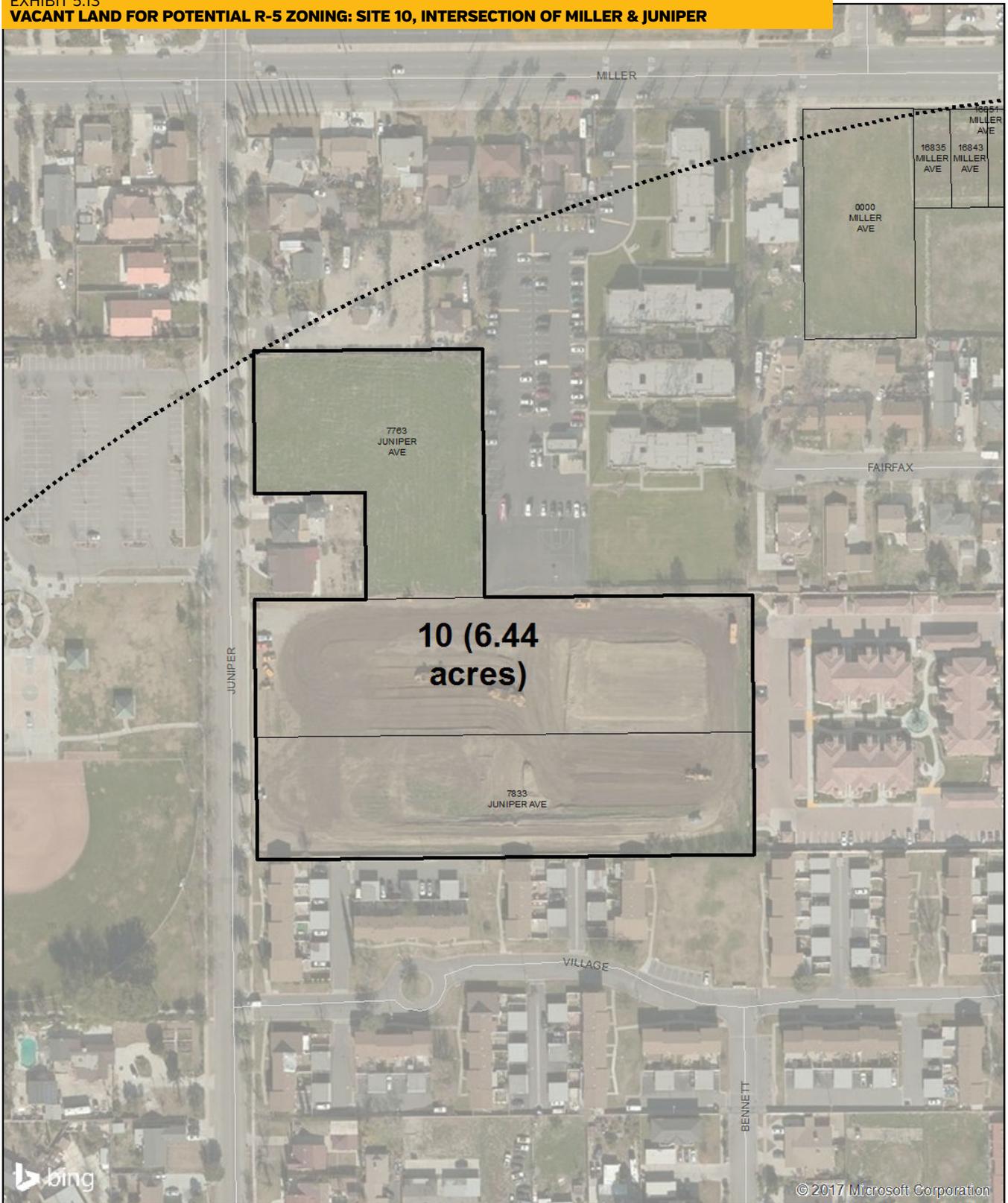
**EXHIBIT 5.12  
VACANT LAND FOR POTENTIAL R-5 ZONING: SITE 9, EAST OF ALMERIA**



Source: San Bernardino County and City of Fontana, 2016



**EXHIBIT 5.13  
VACANT LAND FOR POTENTIAL R-5 ZONING: SITE 10, INTERSECTION OF MILLER & JUNIPER**



Source: San Bernardino County and City of Fontana, 2016

