



County of Orange

**General Plan Progress Report and
Housing Element Implementation**

2006 – 2011

EXHIBIT A

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County of Orange General Plan Progress Report

I. Introduction

The County of Orange is required by State law to have a legally adequate General Plan (Cal. Code § 65300 et seq.), which primarily addresses unincorporated territory, yet affects the entire county. As part of its General Plan, the County must include the following seven elements: 1) Land Use, 2) Circulation, 3) Housing, 4) Conservation, 5) Open Space, 6) Noise, and 7) Safety. The County's General Plan also includes two optional elements: 8) Public Services and Facilities, and 9) Growth Management.

State law further requires the preparation of a progress report to the Governor's Office of Planning and Research (OPR) and the California Department of Housing and Community Development (§ 65400(b)). The purpose of the report is to provide the Board of Supervisors and the state agencies with information on progress towards implementing the General Plan in accordance with adopted goals, policies and action items. It is for the purposes of meeting these requirements that this document has been prepared and submitted.

The County is also required to prepare and submit the tables contained in the Appendix to this report.

II. General Plan Status

The County of Orange General Plan is currently in compliance with State law. The General Plan modernization project was completed in 2005 and since that time the County has met its requirements regarding the following updates to the General Plan:

The Housing Element was amended on March 15, 2011 and certified by the California Department of Housing and Community Development on April 15, 2011. Although the current planning period for the Housing Element is 2006-2014, the provisions of Senate Bill 375 (2007) require the revision of the current and next Housing Element planning periods. To ensure compliance with SB 375, the next update to the Housing Element must be completed by October 2013.

The Safety Element of the General Plan was amended on March 15, 2011 to incorporate the *County of Orange and Orange County Fire Authority Hazard Mitigation Plan* in compliance with state and federal regulations. This amendment ensures the continued eligibility of the

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County for disaster relief funds from both the state and federal governments.

The following two amendments will be completed at the time of the next Housing Element update:

Land Use Element – In compliance with the provisions of Senate Bill 244 (2011), this amendment will incorporate a discussion of the disadvantaged unincorporated communities (DUCs) identified by the Orange County Local Agency Formation Commission (LAFCO) and the status of the municipal services provided to these areas.

Land Use, Resources, and Safety Elements – This amendment will update flood control information and incorporate the provisions of the various bills passed in 2007 regarding flood risk management.

III. Housing Element Activity 2006-2011

Regional Housing Needs Assessment (RHNA) Allocation

The County of Orange Housing Element contains a “Housing Action Plan” that describes the policies, programs, and actions the County will undertake to facilitate the construction of new housing units and preservation of existing housing stock to meet the needs of its residents during the planning period 2006 – 2014. The number of new housing units needed in the unincorporated area is based upon projected population growth and determined by the Southern California Association of Governments in consultation with the California Department of Housing and Community Development. This number is known as the County’s Regional Housing Needs Assessment (RHNA) allocation.

To ensure the availability of rental and for-sale housing units at all income levels, the County’s RHNA allocation is divided among the following four income categories:

- Very Low-Income – 50% of the Area Median Income (AMI)
- Low Income – 80% of the Area Median Income (AMI)
- Moderate Income – 100% of the Area Median Income (AMI)
- Above-Moderate Income – 120% of the Area Median Income (AMI)

The median income for each county in the state is published on an annual basis by the California Department of Housing and Community Development. In 2011, the median income for Orange County was \$84,200. To determine the progress toward meeting its RHNA allocation, the County reports the number of building permits issued for units built in each of the above categories during the planning period.

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Table 1 below depicts the Regional Housing Needs Assessment (RHNA) allocation for the unincorporated area for 2006 – 2014.

TABLE 1 REGIONAL HOUSING NEEDS ASSESSMENT ALLOCATION UNINCORPORATED ORANGE COUNTY 2006-2014				
Very-Low	Low	Moderate	Above-Moderate	Total
1,777	1,445	1,597	3,159	7,978
22.3%	18.1%	20.0%	39.6%	100.0%
Source: Southern California Association of Governments				

Progress Toward Meeting RHNA Allocation

During the planning period, the County implements the policies, programs, and actions described in the Housing Element intended to facilitate the construction of new units to achieve its goal of meeting its RHNA allocation for the planning period 2006-2014. However successful the County is at implementation of these policies, programs and actions, it cannot control outside forces such as the economic downturn or loss of funding sources. These outside forces have had a major impact on the number of new housing units constructed in the unincorporated area since 2006.

Since 2006, the County has approved the entitlements for over 450 units affordable to low-and very-low income households. As of December 31, 2011, grading and/or building permits have been issued for 189 of these units. A 94-unit apartment home complex, Bonterra, has been completed in the Blackstone Planned Community (formerly Tonner Hills) which has been annexed into the City of Brea. The remaining units were approved in central and north Orange County under the Housing Opportunities Overlay Zone regulations that allow development of affordable housing rental units in commercial, industrial, and certain high density residential areas.

Table 2 below depicts the County's progress toward meeting its RHNA allocation as of December 31, 2011.

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TABLE 2 PROGRESS TOWARD MEETING REGIONAL HOUSING NEEDS ASSESSMENT ALLOCATION ORANGE COUNTY UNINCORPORATED AREA 2006-1214 (As of December 31, 2011)					
	Very-Low	Low	Moderate	Above-Moderate	Total
Total Need 2006-2014	1,777	1,445	1,597	3,159	7,978
% of income category need	22.3	18.1	20.0	39.6	100
Units Built 2006-2011	127	59	0	630	816
% of category need met	7	4	0	20	10.2
Remaining Need 2006-2014	1,650	1,386	1,597	2,529	7,162
% of category need remaining	93	96	100	80	89.8

Source: Southern California Association of Governments and County of Orange

Implementation of Housing Action Plan

As part of the Housing Action Plan, the County has been providing assistance to first-time homebuyers through both the Public Finance section of the County Executive Office (CEO) and OC Community Services. The CEO provides financial assistance for first-time homebuyers through programs available from the Southern California Home Financing Authority. OC Community Services is responsible for administering local, state and federally funded programs that provide financial assistance for the construction of affordable housing throughout Orange County.

Through the CEO's first-time homebuyers programs, the County assisted in the financing of 113 homes for low-income and 152 for moderate-income residents between January 1, 2006 and December 31, 2011. It should be noted that the designations of "low-income" and "moderate-income" are made by the various loan programs and are not necessarily consistent with the income categories used in the County's Housing Element. Therefore, "low-income" may include both low- and very-low income households as defined in the Housing Element.

From January 1, 2006 to December 31, 2011, OC Community Services has also assisted first-time homebuyers through the Mortgage Assistance Program (MAP). This program provides financial assistance to first-time homebuyers in

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the form of a silent second mortgage loan. This program is available to eligible families in the unincorporated area and in several participating cities. Twenty-five families received assistance from the MAP during the planning period.

In addition, OC Community Services assisted the six (6) affordable housing projects listed in Table 3 through the commitment of \$19,227,649 in local, state and federal funding.

Given the dissolution of redevelopment, the County will be reviewing the strategies identified in the Housing Action Plan. The viability of strategies funded with redevelopment funds is being re-evaluated. Accordingly, different housing models and strategies will be researched to determine the most viable programs/options given limited funding sources.

TABLE 3 OC COMMUNITY SERVICES AFFORDABLE HOUSING PROJECTS FUNDED SINCE 2006 IN THE UNINCORPORATED AREA					
Project	Sphere City	No. Units	Type	OCCS Funding	Board Approval
Cornerstone (formerly known as Summercrest)	Anaheim	49	Family	\$2,456,886	2/6/07
Stonegate I	Stanton	38	Family	\$2,921,400	5/19/09
Stonegate II	Stanton	26	Family	\$2,005,200	5/19/09
Buena Vista	Orange	17	Family	\$4,329,536	6/29/10
Avenida Villas	Anaheim	29	Special Needs	\$3,514,627	3/15/11
Bonterra * (Tonner Hills)	Brea	94	Family	\$4,000,000	11/21/06
	Total	253		\$19,227,649	

*This project has been annexed into the City of Brea.

Additional information regarding the implementation of the Housing Action Plan can be found in Table C of the Appendix.

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IV. Major Planning Projects

Blackstone Planned Community (formerly Tonner Hills)

On November 19, 2002 the Board of Supervisors approved the Tonner Hills Planned Community which included certification of Final Environmental Impact Report 581 and adoption of a General Plan Amendment, Planned Community Zone Change, and Development Agreement (DA). The Tonner Hills Planned Community, now known as the Blackstone Planned Community, consists of 790 acres in the northeastern portion of Orange County. Multiple oil and gas production facilities are currently located on the project site and the Blackstone Planned Community will ultimately include a mixture of housing and oil operations.

On September 29, 2009, the Blackstone Planned Community was annexed to the City of Brea. Pursuant to the initial Development Agreement and Pre-Annexation Agreement for the project, the affordable housing units built in the Blackstone Planned Community will be credited toward the County's RHNA allocation and the remaining market rate units will be claimed by the City of Brea. The Developer of the Blackstone Planned Community, Tonner Hills LLC, elected to enter into an agreement with Jamboree Housing Corporation for the construction of an affordable housing rental project.

In February 2011, the Bonterra apartment homes, 94 units affordable to extremely low-, very-low and low-income households, were opened to the public. These affordable rental units will be deed-restricted for a minimum of 55 years.

The Ranch Plan Planned Community

On November 8, 2004, the Board of Supervisors certified the Rancho Mission Viejo South Ranch Environmental Impact Report 589 and adopted a General Plan Amendment, Planned Community Zone Change, and Development Agreement for the Ranch Plan Planned Community. The Ranch Plan Planned Community is located in southeastern Orange County east of San Juan Capistrano and north of San Clemente. This project includes the development of 5,768 acres of the 22,683-acre Planned Community for a maximum of 14,000 dwelling units, 40% of which will be age restricted, and approximately 5.2 million square feet of employment floor area. The remainder of the Ranch Plan Planned Community, 16,915 acres, will remain as protected, permanent open space. Build-out of the planned community is expected in approximately 20 years.

The Development Agreement for the Ranch Plan Planned Community requires that the developer offer for dedication a minimum of 60 acres of graded land to the County for the County's development of low income, rental housing. In July 2006 the County and developer entered into an Affordable Housing Implementation Agreement (AHIA) that delineates the process for transferring the property to the County for development. The AHIA provides that the 60 acres will be offered to

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the County in several sites located throughout the planned community and will become available as phases of the project are developed.

Due to the economic downturn experienced during the planning period, the commencement of development of the Ranch Plan Planned Community was delayed, as were public facilities implementation plans for the project. This delay greatly decreased the number of new housing units built during this planning period. The County worked with the developer to revise the number of housing units projected for the next planning period.

In 2011, the developer initiated the process to begin development of Planning Area 1 of the Ranch Plan Planned Community. Planning Area 1 is expected to include 1,287 housing units and a retail/office center. A portion of these units will be rental and some will be reserved for senior housing. The developer is actively working with residential builders to process planning and permit applications through the County's planning department. A public facilities implementation plan is currently being negotiated and should be in place by the end of 2012.

V. Affordable Housing Project Awards

The County of Orange is pleased to report that two affordable housing projects located in the unincorporated area of the County received awards at the *30th Annual Affordable Housing Awards* held on March 29, 2012 and sponsored by: The Kennedy Commission, Affordable Housing Clearinghouse, and Orange County Community Housing Corporation.

- The Buena Vista Apartment Homes, a 17-unit project, received the *2012 Innovation Award* for both its innovative design on a challenging lot and successfully overcoming financing issues.
- The Bonterra Apartment Homes, a 94-unit project, received the *2012 Project of the Year Award* for "excellence in affordable housing" development.

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Table A

2006 - 2011
Building Activity Report Summary - New Construction
Very Low-, Low-, and Mixed-Income Multifamily Projects

Housing Development Information								Housing with Financial Assistance and/or Deed Restrictions		Housing without Financial Assistance or Deed Restrictions	
1	2	3	4			5	5a	6	7	8	
Project Identifier (may be APN No., project name or address)	Unit Category	Tenure R=Renter O=Owner	Affordability by Household Incomes				Total Units per Project	Est. # Infill Units*	Assistance Programs for Each Development	Deed Restricted Units	Note below the number of units determined to be affordable without financial or deed restrictions and attach an explanation how the jurisdiction determined the units were affordable. Refer to instructions.
			Very Low-Income	Low-Income	Moderate-Income	Above Moderate-Income			See Instructions	See Instructions	
Cornerstone	5+	R	34	14		1	49	49	HOME, OCDA	Housing Opportunities Overlay Zone, DB	
Bonterra (formerly known as TonnerHills)	5+	R	65	28		1	94		HOME, OCDA		
Avenida Villas	5+	R	14	14		1	29	29	HOME, OCDA	Housing Opportunities Overlay Zone	
Buena Vista	5+	R	14	3			17	17	HOME, OCDA	Housing Opportunities Overlay Zone, DB	
(9) Total of Moderate and Above Moderate from Table A3 ► ►			0	629	629	345					
(10) Total by income Table A/A3 ► ►			127	59		632	818	440			
(11) Total Extremely Low-Income Units*			25								
* Note: These fields are voluntary			5 units in Cornerstone are extremely low-income 10 units in Bonterra (Tonner Hills) are extremely low-income 4 units in Avenida Villas are extremely low-income 6 units in Buena Vista are extremely low-income								

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Table A2

2006 - 2011
Building Activity Report Summary - Units Rehabilitated, Preserved
and Acquired pursuant to GC Section 65583.1(c)(1)

Activity Type	Affordability by Household Incomes				(4) The Description should adequately document how each unit complies with subsection (c)(7) of Government Code Section 65583.1
	Extremely Low-Income*	Very Low-Income	Low-Income	TOTAL UNITS	
(1) Rehabilitation Activity				0	
(2) Preservation of Units At-Risk				0	
(3) Acquisition of Units		1		1	One single-family home was purchased with Federal Neighborhood Stabilization Program funds for rental activity for very low-income households. A 55-year regulatory agreement has been recorded on the property.
(5) Total Units by Income	0	1	0	1	

* Note: This field is voluntary

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Table A3

2001 - 2011
Activity Report Summary for Above Moderate-Income Units
(not including those units reported on Table A)

	1. Single Family	2. 2 - 4 Units	3. 5+ Units	4. Second Unit	5. Mobile Homes	6. Total	7. Number of infill units*
No. of Units Permitted for Moderate						0	
No. of Units Permitted for Above Moderate	491	61	19	51	7	629	345

* Note: This field is voluntary

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Table B

2006 - 2011
Regional Housing Needs Allocation Progress
Permitted Units Issued by Affordability

Income Level		RHNA Allocation by Income Level	2006	2007	2008	2009	2010	2011				Total Units to Date (all years)	Total Remaining RHNA by Income Level
		Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9			
Very Low	Deed Restricted	1,777		34			65	28			127	1,650	1,650
	Non-deed restricted												
Low	Deed Restricted	1,445		14			28	17			59	1,386	1,386
	Non-deed restricted												
Moderate	Deed Restricted	1,597									0	1,597	1,597
	Non-deed restricted												
Above Moderate		3,159	261	168	110	36	32	23			630	2,529	
Total RHNA by COG. Enter allocation number:		7,978	261	216	110	36	125	68			816	7,162	7,162
Total Units ► ► ►													
Remaining Need for RHNA Period ► ► ► ► ►													

Note: units serving extremely low-income households are included in the very low-income permitted units totals.

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Table C
Program Implementation Status

Program Description	Housing Programs Progress Report Describe progress of all programs identified in the Action Plan of the Housing Element		
	Name of Program	Objective	Timeframe in Housing Element
Strategy 1a. Establish affordable housing as one of the County's highest priorities.	To ensure an adequate supply of housing to meet the economic and social needs in the unincorporated area	2006 – 2014	<ul style="list-style-type: none"> 1. Orange County Board of Supervisors adopted Ten-Year Plan to End Homelessness and participates on the Commission to End Homelessness. OC Community Services provides staff support to the Ten-Year Plan to End Homelessness Commission. 2. Orange County continues to provide expedited processing and density bonus incentives to affordable housing projects. The County adopted an ordinance to allow the deferral of development impact fees and to exempt affordable housing projects from local park fees. 3. Orange County continues to work toward an increase in public awareness for the need for affordable housing. 4. Orange County continues to pursue housing grant funds. 5. An Affordable Housing Manager in OC Planning was identified and tasked to assist facilitate entitlement process (completed 2008). 6. Housing Opportunities Overlay Zone expanded to residential zoned areas (completed 2009). 7. A Zoning Code amendment to implement a graduated density bonus program to encourage parcel consolidation will be completed by December 2012.
Strategy 1b. Ensure that new large-scale development includes a sufficient range of housing types and densities.	To ensure an adequate supply of housing to meet the economic and social needs in the unincorporated area	2006 – 2014	<ul style="list-style-type: none"> 1. The eight affordable housing projects approved since 2006 are located on or adjacent to transportation corridors. 2. A Zoning Code amendment to implement a graduated density bonus program to encourage parcel consolidation will be completed by December 2012. 3. The provision of affordable housing will be encouraged in any future negotiated development agreements 4. Orange County will work with sphere cities regarding proposed affordable housing projects. 5. Orange County will continue to provide information regarding potential

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			sites available for the development of affordable housing projects. In addition, a Zoning Code amendment to implement a graduated density bonus program to encourage parcel consolidation will be completed by December 2012.
Strategy 1c. Work with cities, community organizations and neighborhood groups to facilitate redevelopment and infill housing development in conjunction with neighborhood revitalization and annexation of unincorporated islands.	To ensure an adequate supply of housing to meet the economic and social needs in the unincorporated area	2006 – 2014	In 2010, the Orange County Local Agency Formation Commission (LAFCO) developed the “Unincorporated Islands Incentive Program and Strategy Handbook” to facilitate annexation of unincorporated islands.
Strategy 1d. Ensure that the County's policies, codes, development review procedures and fees do not represent unjustified constraints to the development of new housing.	To ensure an adequate supply of housing to meet the economic and social needs in the unincorporated area	2006 – 2014	<ol style="list-style-type: none"> 1. The Orange County Development Processing and Review Committee (DPRC), made up on development stakeholders, continues to review and work with County staff to modify, if necessary, application and permit review and approval processes. 2. A Zoning Code amendment to implement the provisions of AB 1866 regarding second units was completed in 2006.
Strategy 1e. Pursue policy changes at the state level to remove barriers to the production of affordable housing.	To ensure an adequate supply of housing to meet the economic and social needs in the unincorporated area	2006 – 2014	<ol style="list-style-type: none"> 1. Orange County will pursue legislation or concurrence from State HCD to allow the County to receive partial credit for projects assisted with County funds. 2. Orange County staff continues to pursue available funding from the State. 3. Orange County staff will continue to monitor legislation that may increase obstacle to housing development. 4. Orange County staff will continue to monitor legislation that may streamline CEQA procedures for projects in the unincorporated area.
Strategy 1f. Ensure that family units are encouraged in new affordable housing development.	To ensure an adequate supply of housing to meet the economic and social needs in the unincorporated area	2006 – 2014	<ol style="list-style-type: none"> 1. The provision of affordable housing will be encouraged in any future negotiated development agreements. 2. The County of Orange's NOFA process encourages the inclusion of family units in projects seeking funding. 3. Orange County continues to work with developers to identify constraints to providing family units and how best to address them. 4. A majority of the affordable housing rental projects approved since 2006 provide family apartments: seven of the eight affordable housing rental projects include two-bedroom units and six of the eight projects include three-bedroom units.

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Strategy 2a. Continue to support programs designed to rehabilitate deteriorated units and encourage maintenance and minor repair.	To conserve and improve the condition of the existing housing stock, especially affordable housing	2006 – 2014	Info from Housing regarding the use of redevelopment and other funds to finance housing rehab
Strategy 2b. Preserve affordability of federal, state and County-subsidized units threatened with conversion to market rates.	To conserve and improve the condition of the existing housing stock, especially affordable housing	2006 – 2014	Orange County continues to work toward preserving the affordability of at-risk units on a project-by-project basis.
Strategy 2c. Enhance the quality of existing residential neighborhoods by maintaining public facilities and requiring residents and landlords to maintain their properties.	To conserve and improve the condition of the existing housing stock, especially affordable housing	2006 – 2014	<ol style="list-style-type: none"> 1. Orange County continues to enforce zoning code and property maintenance requirements throughout the unincorporated area. 2. Orange County continues to provide infrastructure maintenance and improvements in the unincorporated area. 3. Orange County continues to participate in the CDBG program. 4. Orange County continues to provide financial assistance for the repair and rehabilitation of existing apartment complexes. 5. Orange County has identified potential sites for the development of affordable housing projects.
Strategy 2d. Ensure that the conversion of rental units or mobile home parks to ownership or other uses occurs in a responsible manner.	To conserve and improve the condition of the existing housing stock, especially affordable housing	2006 – 2014	Orange County continues to enforce the provisions of the County's condominium and mobile home conversion ordinance (Orange County Zoning Code Section 7-9-147)
Strategy 3a. Continue to support enforcement of fair housing laws and organizations that provide fair housing information.	To promote equal housing opportunities for all persons without discrimination	2006 – 2014	Orange County continues to provide financial assistance from CDBG funds, or other sources, to fair housing organizations
Strategy 3b. Facilitate the education of residents about their fair housing rights.	To promote equal housing opportunities for all persons without discrimination	2006 – 2014	<ol style="list-style-type: none"> 1. Orange County continues to provide information regarding housing discrimination to residents. 2. Orange County continues to work with the Fair Housing Council to provide fair housing and discrimination to residents.
Strategy 3c. Encourage the removal of architectural barriers in existing residential units, and ensure that new units comply	To promote equal housing opportunities for all persons without discrimination	2006 – 2014	<ol style="list-style-type: none"> 1. Orange County continues to enforce building code provisions requiring accessible design. 2. A reasonable accommodation ordinance will be adopted by December 2012.

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with accessibility standards.			
Strategy 4a. Encourage affordable housing opportunities for very-low income households.	Assist low-income persons	2006 – 2014	<ul style="list-style-type: none"> 1. Orange County continues to participate in the Section 8 Rental Assistance Program. 2. Orange County's NOFA continues to include the goal of producing affordable units to extremely-low income persons and households. 3. The provision of affordable housing will be encouraged in any future negotiated development agreements.
Strategy 4b. Provide information and financial assistance to help low income households obtain affordable housing.	Assist low-income persons	2006 – 2014	<ul style="list-style-type: none"> 1. Orange County continues to provide the Tax-Exempt Single-Family Mortgage Revenue Bond Program for first-time homebuyers. 2. Orange County continues to publish the Housing Referral Directory.
Strategy 4c. Ensure that all affordable projects assisted with public funds remain affordable for the required time period.	Assist low-income persons	2006 – 2014	Affordable housing projects are monitored on a regular basis to verify continued required affordability.
Strategy 4d. Continue to support existing programs that address the needs of those in temporary and transitional housing.	Assist low-income persons	2006 – 2014	<ul style="list-style-type: none"> 1. Orange County continues to provide assistance as described in the County's Continuum of Care Program. 2. Orange County will continue to provide information regarding the location of sites eligible under its Housing Opportunities Overlay Zone. 3. A Zoning Code amendment will be adopted to add a definition of transitional and supportive housing by December 2012. 4. A Zoning Code amendment will be adopted allowing the establishment of emergency shelters "by-right" in certain zoning districts.
Strategy 5. Encourage the use of energy conservation features in residential construction.	Reduce residential energy usage within the County	2006 – 2014	<ul style="list-style-type: none"> 1. Orange County continues to require new construction and remodeling projects to meet energy conservation requirements. 2. Information regarding energy efficiency measures continues to be included in the Housing Opportunities Overlay Manual. 3. Clients receive information regarding CALGreen (green building code) and energy conservation at County of Orange offices and on its websites.
Strategy 6. Amend existing regulations to remove obstacles for new child care facilities within affordable housing developments.	Encourage the provision of child care facilities in new affordable housing developments	2009	Orange County amended its Housing Opportunities Overlay Zone regulations in 2009 to provide incentives for the inclusion of child care facilities within affordable housing developments.