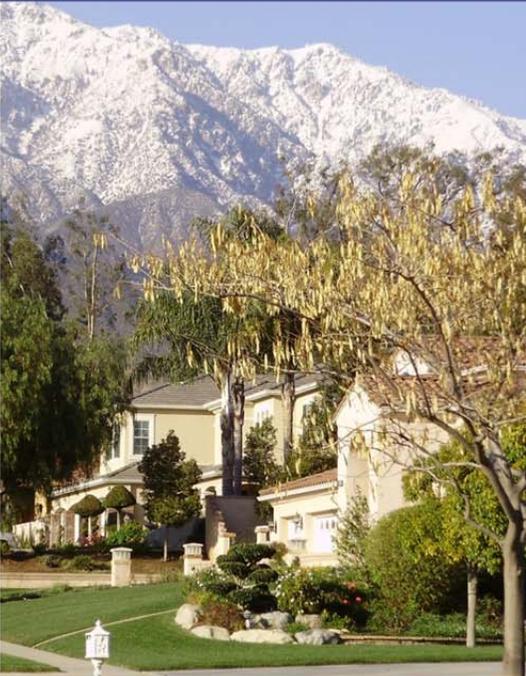


CITY OF UPLAND



City of Upland Housing Element

City of Upland General Plan
Housing Element, 2013–2021
Adopted: January 27, 2014

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1. INTRODUCTION

A. BACKGROUND

The State of California recognizes that an adequate supply of affordable housing for all income levels is a fundamental need for all communities. To achieve that goal, it is critical that all local governments share in the responsibility of implementing solutions to address local and regional housing needs. To that end, all California local governments are required to prepare a housing element (or housing chapter of the General Plan) that specifies how the community will plan for its housing needs.

The detailed statutory requirements for preparing a housing element are codified in the California Government Code (sections 65580–65589). As stated therein, the housing element must contain an identification and analysis of its existing and projected housing needs; an analysis of the various governmental and nongovernmental constraints to meeting that need; and a series of goals, policies, and scheduled programs to further the development, improvement, and preservation of housing.

The Upland Housing Element has six sections:

- *Chapter 1, Introduction*, provides an introduction to the statutory authority and requirements for the housing element, related planning efforts, and a description of the public outreach process.
- *Chapter 2, Community Profile*, provides an analysis of demographic, social, and housing characteristics; current and future housing needs due to population growth and change; and other housing issues and needs.
- *Chapter 3, Constraint Analysis*, provides an analysis of the governmental and nongovernmental constraints that affect the development, maintenance, and improvement of housing for all income groups.
- *Chapter 4, Housing Resources*, provides an analysis of the available land for housing, as well as the financial resources and administrative capacity to manage housing programs.
- *Chapter 5, Program Evaluation*, provides a review of accomplishments from the prior housing element, including the relevance of current goals, policies, and programs.
- *Chapter 6, Housing Plan*, contains specific goals, policies, and implementation programs to address the development, improvement, and conservation of housing that will address housing needs in Upland.

B. RELATED PLANS

Upland’s 2013–2021 Housing Element is related to many other local planning efforts, some of which are mandated by the State of California and the federal government. The housing element is required to maintain consistency with each of them. The following list describes these documents and how the City will maintain consistency with each of them.

- **General Plan Consistency.** The 2013–2021 Housing Element is drafted to be consistent with other General Plan elements. The sites designated for housing are capable of accommodating the City’s entire regional housing needs allocation. The identified housing sites are also consistent with the land use plan in the general plan and the growth projections analyzed in the environmental impact report. The City will maintain consistency between general plan elements by ensuring that proposed changes in one element, including the housing element, are reflected in other elements when such amendments of the general plan are needed.
- **Water and Sewer Services.** The Water Division of the Public Works Department, San Antonio Water Company, West End Consolidated Water Company, and Water District of Southern California provide water to Upland residents. The Inland Empire Utilities Agency (IEUA) and City itself provide sewer services. In accordance with state law, the City transmitted its 2013–2021 Housing Element to each water and sewer service agency. The City of Upland will retransmit its draft to the affected agencies along with a notice of HCD’s technical memorandum informing them of the requirement to establish a priority system to give water and sewer services to affordable housing projects serving lower income households in accordance with Section 65589.7 of the Government Code.
- **Disadvantaged Communities.** State law requires all local governments to amend their land use element to address the provision of services to disadvantaged unincorporated communities (DUC) within the sphere of influence of the local government. The City of Upland has a large unincorporated community—San Antonio Heights—within its sphere of influence and north of the City. The area is considered to be an affluent single-family residential neighborhood with larger homes on large parcels. Because this area is not a DUC, the City of Upland is not subject to nor required to amend the land use element to address this area.
- **City of Upland Consolidated Plan.** The City of Upland is an entitlement jurisdiction and receives housing and community development funds directly from the federal government. Upland’s Consolidated Plan was last revised for the 2010–2014 planning period. The housing, community development, and economic needs identified during that planning effort and the program commitments made continue to be consistent with the housing planning priorities and programs identified in the 2013–2021 Housing Element. The housing element is also consistent with the public housing agency plan prepared by the Upland Housing Authority.

C. PUBLIC OUTREACH

California law requires that local governments include public participation as part of the housing element. Specifically, Government Code section 65583(c)(7) states “that the local government shall make a diligent effort to achieve public participation of all economic segments of the community in the development of the housing element, and the program shall describe this effort.” State law does not specify the means and methods for participation; however, it is generally recognized that the participation must be inclusive.

OUTREACH VENUES

The Housing Element Update is one part of a larger comprehensive update of the City’s General Plan, the first comprehensive revision in nearly 30 years. The General Plan is the culmination of five years of work by City residents, business leaders, community representatives, City staff, and elected officials. Hundreds of people have played a part in shaping a General Plan to address the needs and desires of the community. Policy direction for the Housing Element was gathered through General Plan workshops and stakeholder interviews and now this subsequent update to the Housing Element.

The following outreach activities were held:

- **General Plan Stakeholder Interviews:** Interviews were conducted with all City departments and commissions, community organizations, public agencies, School District, businesses, developers, non-profit groups, and other community stakeholders. The purpose of the interviews was to introduce the General Plan Update process and gain their insight into the needs and challenges that should be addressed in the General Plan.
- **Community Events and Workshops.** The City held four workshops over the course of the General Plan Update; two workshops were educational in nature and presented information on the General Plan, while the third focused on land use alternatives, development choices, and tradeoffs. The final workshop presented the draft goals and policies for the General Plan to allow the community to comment on them.
- **Housing Element Stakeholder Interviews.** To supplement the general plan and housing outreach, the City interviewed groups representing special needs, including rehabilitation and development centers, adult daycare facilities, emergency relief services, family and transitional shelter providers, affordable housing providers, and senior services to understand the housing needs of these individuals and groups in Upland.
- **Joint Study Session.** After preparing the draft housing element and prior to submitting the draft to the Department of Housing and Community Development, a joint study session was held with the Planning Commission and City Council to review the housing element and its goals, policies, and implementation programs. Previous stakeholders were invited to attend and make any additional comments.

OUTREACH THEMES

Following is a summary of themes heard throughout the outreach process that are related to housing, land use, and community character and are issues addressed in the housing element:

- **Location of Housing.** New housing developments should be concentrated in Downtown Upland, along Foothill Boulevard, and in College Heights, where opportunities exist for new development and where residents can easily access public transit, neighborhood services, entertainment and employment opportunities. Locating housing in this manner promotes a more sustainable urban form consistent with the City's vision.
- **Expanded Housing Opportunities.** A greater variety of housing is needed to provide for the diverse needs and affordability levels of Upland residents, including senior housing, high-density multifamily housing, mixed-use, live/work, workforce and affordable housing. Special needs housing opportunities are also important for Upland residents.
- **Neighborhood Preservation.** Preserving and improving neighborhoods should be a focus of the General Plan and Housing Element. Owners should be held accountable for the maintenance of their properties so as to prevent the degradation of neighborhoods. Existing apartments in Upland are also in need of improvement. Consideration for massing, scale, and transitional buffers is also important to protect existing residences.
- **Residential Designs and Quality.** Housing developments should be attractive and well-integrated with the surrounding neighborhood, and contribute to enhancing the character and quality of the built environment. Mixed-use development, in particular, should fit in well with the existing mass and scale of surrounding development.
- **Historic Preservation.** Historic homes and districts should be protected in Upland, as they contribute to the unique character and identity of Upland, and support multiple related goals in the City, including economic development, culture, neighborhood pride, tourism, etc. Adaptive reuse of historic properties should preserve the historic integrity of the structure. CalGreen should not be used to change the character of historic structures.
- **Support for Special Needs Housing.** Changes in the economy, service industry, and public agencies have made it increasingly important to coordinate efforts to provide housing and services to Upland's seniors, people with disabilities, families, the unemployed, and homeless people. Coordinated efforts are essential for providing homes services, including job training and placement, services, shelters, and permanent housing.
- **Financial Constraints.** The significant loss of redevelopment funding and continued decline in federal funding for community development activities have made it difficult to continue the current menu of housing programs. Loss of funding has caused programs to be curtailed or completely shuttered and has hurt nonprofits which formerly managed programs. New funding solutions are needed to maintain and restore housing programs.

- **Permanent Housing Solutions.** More permanent housing is needed to stabilize special needs groups, especially the homeless and single mothers. Many clients are on the wait list for housing vouchers, but the wait is generally around two years. Life skills training is needed at the beginning of permanent housing to teach clients how to live sustainably on a fixed income and distance themselves from dependency on social programs.
- **NIMBYism.** A related challenge involves the perception of affordable housing; affordable apartment projects are typically opposed by neighbors and make the low-income residents feel disassociated from the rest of the community. Building more mixed-use projects that can give low income residents the opportunity to integrate with society and be productive members of the community is one solution for mitigating this challenge.
- **Housing Funding.** Innovative financing tools should be explored. These include a community land trust, inclusionary requirements, reducing the time involved to permit affordable housing projects, offering ground leases, or other programs. Through partnerships with market-rate product developers, projects with 80 percent market rate and 20 percent affordable units may be feasible, coupled with other innovative solutions listed above.

The above topics and public input are incorporated in the goals, policies, and programs section of the housing element. Topics mentioned above can be cross-referenced, by heading, to individual policies and programs.

HCD REVIEW

Following completion of the 2013–2021 Housing Element, the draft was sent to the California Department of Housing and Community Development (HCD) for the mandated 60-day statutory review. Concurrently, environmental clearance was prepared for the housing element. The environmental clearance determined that prior specific plan EIRs had adequately addressed the selection of potential sites to accommodate the City’s housing goals. No new significant impacts were found that had not already been fully mitigated by prior environmental clearance, which were specific plan EIRs.

Upon receipt, HCD reviewed the draft housing element and provided comments prior to the end of the 60-day review period. HCD required additional analysis with respect to the housing needs of extremely low income households, and developmentally disabled people; analysis of potential constraints to the development of affordable and special needs housing; and additional information about the suitability of parcels for addressing the regional housing needs allocation. Program changes were required to address the needs of homeless people, disabled people, and extremely low income people, and fair housing, among others.

The Upland City Council adopted the final 2013–2021 Housing Element on January 27, 2014. The resolution of adoption is included in Appendix A. Correspondence with HCD is included for reference in Appendix B.

Introduction

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2. HOUSING NEEDS

To provide a context for housing planning, this chapter provides an overview of Upland and discusses a variety of demographic, economic, housing, and special needs characteristics and trends to identify issues that affect the City’s existing and future housing needs.

A. DEMOGRAPHIC TRENDS

POPULATION GROWTH

Regional and local population growth is the strongest factor affecting housing demand. In recent decades, San Bernardino County has led other counties in southern California with respect to population growth. Between 1990 and 2000, San Bernardino County population increased by 17% compared to Orange (16%), Ventura (12%), and Los Angeles (7.5%). From 2000 to 2010, while the rate of population growth declined across much of southern California largely due to the national recession and depressed housing market, San Bernardino County’s population increased by 19%.

Against regional growth trends, Upland experienced an 8% increase in population during the past decade. According to the 2010 Census, Upland’s population is 73,732 people, ranking 10th out of 24 cities in the county. Looking forward, Upland’s population is expected to continue increasing at a moderate and consistent pace, increasing 4% from 2010–2020 and reaching 80,200 persons by 2035, according to the Southern California Association of Governments. Figure 2-1 displays Upland’s projected population growth.

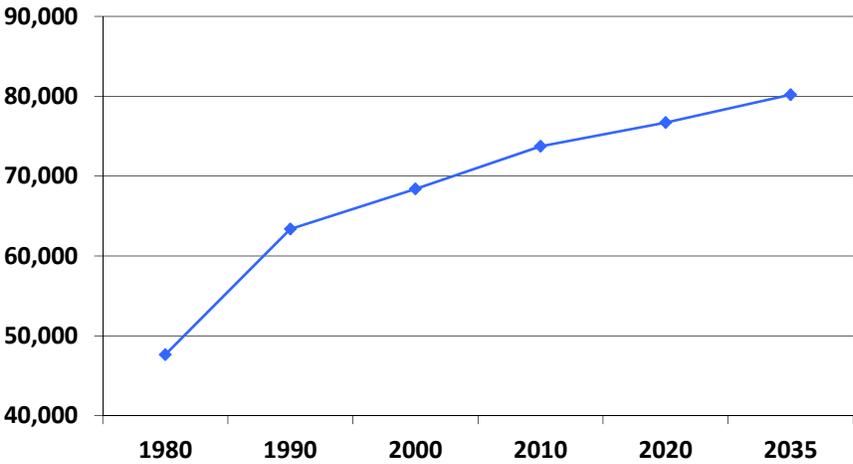


Figure 2-1: Population Growth (1980–2035)

POPULATION CHARACTERISTICS

Different age groups have different housing needs based on lifestyles, family types, income levels, and housing preference. Typically, younger households seek affordable rental housing opportunities as they begin their careers. As adults spend more time in the workforce and form families, they may seek larger homes and opportunities to build equity through home ownership. Seniors may eventually choose to trade down larger homes that once accommodated children to smaller and more affordable homes.

The City of Upland’s median age of residents is approximately 36 years of age, which is four years older than San Bernardino County’s median. As shown in Table 2-1, younger adults ages 25–44 and dependents under the age of 18 years make up the largest share of Upland residents in 2000, although their shares of the population declined from 2000 to 2010. Seniors and young adults remained unchanged as a percentage of population. The City of Upland’s population increase was primarily due to significant increases in the baby boomer generation, ages 45–64 years and older.

Along with an aging population, Upland has become more evenly distributed in race and ethnicity, although to a lesser degree than in San Bernardino County. From 2000 to 2010, Whites declined by 13% in number of residents and Hispanics increased 49% in Upland. Asians increased 21% as well. All other races maintained their similar share of population from 2000 to 2010. These demographic changes can impact housing needs to the extent housing needs vary between people of different races and ethnic backgrounds.

Table 2-1: Population Characteristics in Upland

Age Characteristics	2000		2010	
	Number of Residents	Percent of Total	Number of Residents	Percent of Total
Total Population	68,393	100%	73,732	100%
Age Characteristics				
+ 0–17 years (dependent)	18,699	27%	18,091	25%
+ 18–24 years (young adults)	6,567	10%	7,494	10%
+ 25–44 years (family forming)	19,960	29%	19,917	27%
+ 45–64 years (move up housing)	15,809	23%	19,332	26%
+ 65 < years (retirement years)	7,358	11%	8,898	12%

Race and Ethnicity	Number of Residents	Percent of Total	Number of Residents	Percent of Total
+ Hispanic	18,830	28%	28,035	38%
+ White	37,456	55%	32,564	44%
+ Asian/Pacific Islander	5,104	7%	6,191	8%
+ Black/African American	4,990	7%	5,031	7%
+ All Others	2,013	3%	1,911	3%

Source: U.S. Census, 2000 and 2010.

Note: Figures may not total to exactly 100% due to rounding.

HOUSEHOLD CHARACTERISTICS

Household type also influences housing need. For instance, single-person households often occupy smaller apartments or condominiums, such as one-bedroom units. Couples often prefer larger single-family homes, particularly if they have children. As the baby boom generation ages, there has been an increased demand from empty nesters and retirees to downsize to more affordable units that are easier to maintain. These patterns underscore the need for housing opportunities for people of different ages and income.

Table 2-2 identifies household composition for Upland in 2000 and 2010. In 2010, married family households with children comprised 22% of Upland’s households, down from 25% and lower than the county average of 27%. Upland’s married family households without children increased slightly to 28% and are higher than the county at 26%. Upland has a lower percentage of one-person households than the county (20% versus 28%) and smaller household size (2.8 in Upland compared to 3.3 in the county).

Over the past decade, the number of Upland households increased by 1,272 and the population increased by 5,530. There were also slight shifts in the share of different types of households. The largest decline was in married family households with children, which fell by 350 households, or 6%. Married with no children increased by 695, and other family households increased by 770 (the majority represented by female householders without husbands). Nonfamily household trends have remained consistent over this time.

In summary, the City of Upland has seen some changes, such as the increase in married families with children. This is due in part to the aging of the baby boomer generation. Others trends, such as the increasing number of residents and households, suggest an increasing number of people within a household. This is due in part to a changing race and ethnic mix in the community. Table 2-2 summarizes many of the above-mentioned changes.

Table 2-2: Household Composition in Upland

Household Type	2000		2010	
	Number of households	Percent of Total	Number of households	Percent of Total
Total Households	24,551	100%	25,823	100%
Family Households				
+ Married with Children	6,107	25%	5,757	22%
+ Married No Children	6,948	28%	7,643	30%
+ All Other Families	4,813	20%	5,583	22%
Nonfamily Households				
+ Single Persons	5,176	21%	5,159	20%
+ Unrelated Persons	1,507	6%	1,681	7%
Average household size	2.8		2.9	

Source: U.S. Census, 2000 and 2010.

ECONOMIC CHARACTERISTICS

Economic characteristics, such as employment, also affect housing needs. In 2010, approximately 38,504 Upland residents older than 16 years (or 68%) were in the labor force, higher than the 63% county average. As shown in Table 2-3, Upland residents work in a diversity of business sectors, the dominant sector being retail (21%) by at least 7% over the next leading sector goods production (14%). The number of jobs held by residents are generally even across all other sectors. On the other hand, jobs offered in Upland are largely in the health care sector (21%) and retail (22%). The “Other” sector ranks third in terms of jobs in Upland (17%), and chiefly consists of 2,680 jobs in administrative support and waste management and remediation.

Overall, Upland has a ratio of 1.1 residents in the labor force for every job, with slight variations across industries. Within the education, public administration, and utilities industries, Upland has one job for every two residents working in those industries, indicating that 2,886 residents must commute to surrounding cities for work. In contrast, the City has one job for every resident working in the retail, goods production, knowledge-based, and public administration industries. However, the City has 2,463 more jobs in the healthcare and “other sectors” than residents working in those fields, due to San Antonio Hospital.

This means that employers in the healthcare industry, administrative support, and waste management and remediation fields must recruit employees from out of town. Table 2-3 below summarizes the jobs held by Upland residents (regardless of the location of the job) versus the jobs offered in Upland.

Table 2-3: Employment in Upland, 2010

Economic Sector	Jobs (in and outside Upland) Held by Resident		Jobs Available in Upland	
	Number	Percent	Number	Percent
Health Care and Social Assistance	3,247	12%	4,951	21%
Educational Services	3,644	13%	1,677	7%
Retail, Services, Entertainment	5,711	21%	5,198	22%
Goods Production	3,811	14%	3,033	13%
Public Administration	1,511	6%	592	3%
Knowledge-Based Industries	3,116	11%	2,957	12%
Utilities and Distribution	3,025	11%	1,373	6%
All Other Sectors	3,320	12%	4,079	17%
Total	27,385	100%	23,860	100%

Source: LEHD, 2010 for Upland.

Notes:

Goods Producing—forestry, fishing, mining, oil and gas; construction; manufacturing.

Utilities & Distribution—utilities; wholesale; transportation and warehousing.

Retail, Service, Entertainment—retail, food, arts, entertainment and recreation.

Knowledge-Based—professional, scientific, technical; information, finance, real estate, etc.

Health and Education—predominantly health care and educational services.

HOUSEHOLD INCOME

Household income is a fundamental factor affecting housing opportunity. In 2010, the City’s median household income was approximately \$68,000, or approximately 120% of the \$56,000 in the county. This is a slight relative increase from the past decade—the median income in Upland was \$49,000 or 117% of the median county household income in 2000. This suggests that Upland median income is increasing slightly faster than in the county.

The State of California Department of Housing and Community Development (HCD) surveys households in each county to determine the median income. The median income is adjusted for households of different sizes. Households are then grouped into income groups for determining the need for assistance. Based on 2013 categories, these categories are:

- Extremely low: households earning up to 30% of the county median family income (CMFI), or a maximum of \$19,500 for a household of four.
- Very low: households earning 31% to 50% of CMFI, or a maximum income of \$32,500 for a household of four.
- Other low: households earning 51% to 80% of CMFI, or a maximum of \$52,000 for a household of four.
- Moderate: households earning 81% to 120% of CMFI, or a maximum income of \$78,000 for a household of four.
- Above moderate: households earning above 120% of CMFI, which is more than \$78,000 for a household of four.

As shown in Table 2-4, approximately 34% of Upland residents are low income, which is 10% lower than in San Bernardino County (44%). Extremely low and very low incomes make up slightly more than half the lower income total. Moderate income households total 14%. The majority of Upland households are in the above-moderate income category (51%).

Table 2-4: Household Income in Upland, 2010

Income Category	Total	
	Total Number of Households	Percent of Total Households
Extremely Low Income	2,123	9%
Very Low Income	2,227	9%
Other Low Income	3,809	16%
Moderate Income	3,319	14%
Above Moderate Income	12,175	51%
Total	23,654*	100%

Source: Southern California Association of Governments, 2012.

Note: Total households by income level are based on the 5-Year Average 2005–2009 ACS used for federal housing planning purposes. The household total is different than the 2010 Census.

B. HOUSING CHARACTERISTICS

This section describes housing characteristics and trends to provide a basis for assessing the match between the demand and supply of available housing in Upland. These include housing growth, housing characteristics, age and condition of housing, housing prices and rents, and homeownership rates.

HOUSING COMPOSITION

A range in housing types and prices allows residents of all ages and incomes the opportunity to find adequate housing in Upland. As shown in Table 2-5, single-family detached housing units increased by more than 1,700, but the percentage remained at 57% due to equally proportional increases in attached units and multifamily. This is due to the development of larger tracts of single-family homes, such as the Colonies in the San Antonio Specific Plan in northeast Upland.

The City of Upland has a higher proportion of multifamily units (32%) than the county (25%). Over the past decade, multifamily housing with 5 or more units increased from 22% to 23% of total housing units. This change is largely due to the construction of apartment projects such as the College Park Apartments, Broadstone Foothills Apartments, and Rancho Monte Vista Apartments. The revised General Plan anticipates additional growth in apartments in focus areas of the community, such as downtown.

Looking forward, the City of Upland anticipates continued residential growth in several focus areas or specific plan areas in the community. Among others, these include along Foothill Boulevard, in College Heights, and Downtown. Multiple-family housing is projected to be built in all of these locations, and new projects in the Downtown will have access to regional commuter rail. Table 2-5 below shows trends in housing composition in Upland.



New Broadstone Apartments

Table 2-5: Housing Composition in Upland

Housing Products	2000		2010	
	Number of Units	Percent of Units	Number of Units	Percent of Units
Single-Family Units				
+ Single-Family Detached	14,580	57%	15,688	57%
+ Single-Family Attached	1,733	7%	1,762	6%
Multiple-Family Units				
+ Multiple-Family (2 to 4 units)	2,675	11%	2,860	10%
+ Multiple-Family (5 or more)	5,636	22%	6,180	23%
Mobile Home Units				
	845	3%	865	3%
Total	25,469	100%	27,355	100%

Source: U.S. Census, 2000 and 2010.

HOUSING TENURE

Tenure refers to whether a household owns or rents a home. Ample homeownership and rental opportunities allow people of all incomes and household sizes to choose the type of housing and location best suited to their needs and preferences. Vacancy rates, in combination with housing tenure, also affect the prices and rents charged for housing.

Homeownership

The American dream is often intertwined with the goal of homeownership, which is associated with independence, economic success, safety, and more long-term permanence within a community. Because of the initial investment, home owners commit to a long-term economic interest, this typically results in increased investment in the property. Although many people still choose to rent housing for a variety of reasons, the concept of homeownership remains an important goal for communities.

As of 2010, the majority of Upland households (58% or 14,948) own a home, and 42% (10,875 households) rent a home. Upland's homeownership rate has incrementally declined from the 59% homeownership rate a decade ago. In San Bernardino County, the homeownership rate is higher—63% of the units are owner occupied and 37% are renters in 2010. The county's higher homeownership rate is largely due to its lower home prices versus Upland. Although homeownership rates are lower than the county, Upland's share of homeowners has persevered despite the high level of foreclosures.

Vacancy Rates

Housing vacancies are a measure of how well the supply of housing matches the demand for specific types of housing. Typically, housing vacancy rates of 5% to 6% for apartments and 1% to 2% for homes are considered optimal. This rate of housing vacancies assures that consumers have sufficient choices for different types of housing products, that prices are generally moderated because a balanced supply is available, and that developers have a financial incentive to continue building housing. Higher vacancy rates lead to price depreciation. Lower vacancy rates are also not desirable; they indicate a tight market and cause housing rents and prices to increase.

According to the 2010 Census, the City of Upland's vacancy rate is approximately 1.6% among owner-occupied units and 8.3% among renter-occupied units, versus countywide vacancy rates of 3.0% and 8.7%, respectively. While the owner-occupied rate has remained consistent at 1.6%, the rental-occupied vacancy rate is much higher than 2000, when the rate was 3.9%. According to recent ASCS data, however, the number of vacant rental units has dropped by approximately 50% in the past few years, suggesting that the rental vacancy rate is now around 4%.

In this light, the current vacancy rate for homes and apartments seems to indicate a match between the supply of housing and current demand. This is true despite the foreclosures currently offered for sale in Upland.

HOUSING AGE AND CONDITION

Well-maintained housing is important to residents who take pride in the quality of life offered in Upland. Well-maintained housing stabilizes property values, attracts residents to a community, and contributes to neighborhood quality. However, the majority of homes in Upland are over 50 years old, and maintaining the quality of housing will remain an ongoing priority and require strong housing rehabilitation programs.

Generally, Upland’s housing stock is mature, with 88% built prior to the 1990s. Most of the housing (54%) was built in the 1970s and 1980s or earlier. Homes generally begin to show age after 30 years and require minor to moderate levels of maintenance. This typically includes roof repair, painting, landscaping, and exterior finishes. Homes between 30 and 50 years typically require more significant maintenance and even renovation. Generally, homes built 50 or more years ago (unless well maintained) are more likely to require substantial repairs or need renovation to meet current building codes.

Another concern related to the age of housing is lead-based paint hazards. Homes built prior to 1978 typically contain lead-based paint, which can cause a number of hazardous health conditions for children (specifically, developmental delays). Health hazards occur when the paint chips and is inhaled by residents, particularly children. Since 1978, the federal government has banned the use of lead-based paint. Still, older homes may need to paint over lead-based paint or remove peeling paint to reduce potential health hazards.

Table 2-6 shows when Upland’s housing stock was built. The U.S. Census reports that less than 1% of housing units lack complete kitchens, bathrooms, or heating—the vast majority of housing has these facilities. In the absence of specific surveys, City staff estimate that approximately 1% of single-family units and 1% of multiple-family units need rehabilitation, which is not atypical for many communities like Upland in the Inland Empire.

Table 2-6: Age of Housing, 2010

Decade Built	Housing Age	
	Number of Units	Percent of Units
Built 2000 or later	1,653	6%
1990s	1,643	6%
1980s	6,882	26%
1970s	7,363	28%
1960s	4,332	16%
1950s	2,677	10%
Before 1950	2,003	8%
Total	26,553	100%

Source: American Community Survey, 2006–2010.

Note: Sample counts do not take into account vacant units or all units.

HOUSING PRICES

San Bernardino County has experienced unprecedented changes in housing prices. From 2003 to the peak in 2007, the median home sales price increased 90%, from \$195,000 to \$368,000. However, as the recession impacted the region, the median home sales price plummeted to \$180,000 by 2010. In Upland, the median price increased 204% between 2003 and 2006, from \$303,000 to \$617,000. Then the values subsided back to \$336,000 by 2009.

In 2010, the median home sales price in the City of Upland was \$376,000, over double the county median for the same year. Specific housing prices and rents for different types of housing are summarized below and in Table 2-7.

- Single-Family.** Upland primarily consists of single-family homes. According to a sample of 288 single-family homes sold City-wide in 2013, the average home price is about \$429,000. Newer homes, such as in College park, sell for more than \$500,000 on average. Smaller, older homes in central Upland are the most affordably priced.
- Townhomes/Condominiums.** According to a sample of approximately 100 townhomes and condominiums sold in Upland since June 2011, the average home sales price was \$278,000. Prices vary considerably depending on location, size of unit, and amenities. Prices range from \$90,000 for a 2-bedroom unit to \$430,000 for a 3-bedroom unit.
- Apartments.** The rental housing market in Upland is composed primarily of apartments and single-family homes. Apartment projects rent for an average of \$1,200 for a one-bedroom unit, \$1,400 for a two-bedroom unit, and \$2,000 for a three-bedroom unit. Older projects in the community can be rented at considerably lower rents.
- Mobile homes.** Mobile homes average \$56,000 and range from approximately \$18,000 to \$120,000, depending on the location and size of unit. Mobile homes and manufactured housing are located primarily in mobile home parks, and while they provide an affordable option for home ownership, the units usually lease the land on which they are sited.



Foothill Walk

Table 2-7: Housing Sale Prices and Rents in Upland

Projects	Average	Average Prices by Unit Size			
		1 bed	2 bed	3-bed	4-bed
Condominiums	\$278,000	–	\$266,000	\$285,000	\$342,000
Single-family	\$429,000	–	\$300,000	\$375,000	\$454,000
Mobile homes	\$56,000	–	\$38,000	\$68,000	–
Apartments	N/A	\$1,200	\$1,400	\$2,000	–

Source: Redfin.com, 2011–2013; Zillow.com and other internet rental sites.

Notes: Apartment survey excludes publicly subsidized affordable units.

HOUSING AFFORDABILITY

Housing affordability refers to how much a household can afford to pay each month for an apartment, townhome, or single-family home. Typically, housing affordability is defined as the ratio of housing expenses to income, referred to as a “cost burden.” It is assumed that households should not spend more than a certain proportion of income toward housing expenses; otherwise, they are deemed to be overpaying.

The housing industry typically assumes that the “affordable” payment for a homeowner should range from 30% to 40% of gross monthly income, with the latter figure being used in the California Association of Realtors’ first-time homebuyers’ index. For renters, the appropriate cost burden also varies from 30% to 40%, with the latter being used under the federal housing choice voucher program. The Health and Safety Code uses 35% as the appropriate cost burden. This housing element uses a midpoint of 35% for ownership (as many expenses are tax deductible) and 30% for renters as the thresholds.

A mortgage payment typically includes several components—loan principal, interest, taxes, and insurance. For purposes of calculating affordability, we assume a conventional 30-year, FHA-insured loan at 5% interest in the housing affordability calculation. Other costs may come into the housing affordability equation on a case-by-case basis, such as HOA fees. Table 2-8 shows the amount that households of different sizes and income levels can afford to pay for a single-family home or apartment unit.

Table 2-8: Affordability of Housing in Upland

Income Category ¹	Household and Unit Size		
	Annual Income ¹	Maximum Affordable Rent Payment ²	Maximum Affordable Purchase Price ³
Two-Person Household			
Very Low (>50%)	\$26,800	\$633	\$109,000
Low (51-80%)	\$42,900	\$1,013	\$184,000
Moderate (81-120%)	\$60,750	\$1,520	\$285,000
Above Moderate (120%)	>\$60,750	>\$1,520	>\$285,000
Four-Person Household			
Very Low (>50%)	\$33,500	\$791	\$140,000
Low (51-80%)	\$33,501-53,600	\$1,266	\$234,000
Moderate (81-120%)	\$53,601-75,950	\$1,899	\$360,000
Above Moderate (120%)	>75,950	>\$1,899	>360,000

Source: The Planning Center|DC&E, 2013.

Notes:

¹ Based on HUD Income Limits, January 2013.

² Calculated as 30% of income.

³ Calculated as 35% of income and assumes 10% down payment, 5% interest rate, and 1.25% tax and homeowners insurance.

Housing Affordability by Income Level

The following summarizes the general affordability of rental and ownership housing to households of different income groups based on the assumptions for market rents and housing affordability in Tables 2-7 and 2-8. This analysis will be used later in this housing element to help determine how the City will meet its regional housing needs assessment planning requirement.

Housing affordability for specific income groups are summarized below.

- **Very Low Income.** Very low income households in Upland can afford to purchase a home priced up to approximately \$109,000 for a two-person household and up to \$140,000 for a four-person household. Given the \$140,000 maximum spending threshold, this income group can afford mobile homes, but other types of for-sale housing products are too costly. A very low income household could afford up to approximately \$800 in monthly rent, but this is also well below the market-rate lease rates starting at around \$1,200 per month for apartments in Upland.
- **Low Income.** Low income households can afford a home priced up to approximately \$184,000 for a two-person household and up to \$234,000 for a four-person household. Given the \$234,000 maximum spending threshold, this income group can afford any existing mobile homes, 34% of the condominiums surveyed, and 4% of single-family homes surveyed. Overall, for-sale housing is too costly for low income households. Low income households can afford up to \$1,250 in monthly rent, which is sufficient for an average-priced 2-bedroom apartment in Upland.
- **Moderate Income.** Moderate income households have a realistic chance of purchasing a single-family home; they can afford a home priced up to \$285,000 for a two-person household and up to \$360,000 for a four-person household. Given the \$360,000 maximum spending threshold, this income group can afford any existing mobile home, 83% of the condos surveyed, and 31% of single-family homes surveyed. Moderate income households can afford up to \$1,900 in monthly rent, which is sufficient for an average-priced 2-bedroom apartment and the average 3-bedroom monthly rent.
- **Above Moderate Income.** Above moderate income households can afford to purchase or rent any mobile home, apartment, condominium and entry level single-family home in Upland. However, households earning in the lower ranges of above moderate incomes would need to make significantly more than the median household income in order to purchase a 4-or-more-bedroom single-family home in Upland.

Generally, the City of Upland is denoted as one of the more expensive places to rent and own homes in San Bernardino County, but it is still more affordable than many of the surrounding communities, such as Claremont. Coupled with the desirable environment, proximity to the mountains, and quaint downtown, Upland remains a highly sought-after community.

HOUSEHOLD PROBLEMS

Housing problems refer to overpayment, overcrowding, or substandard housing. Housing overpayment and overcrowding most often occur when a household cannot afford suitably sized and priced rental and ownership housing. In other cases, life changes (retirement, children moving back home, loss of job, etc.) can also cause housing problems. In these situations, a household can choose to either overpay for housing or double up with others into too small a unit to afford housing, which can result in overcrowding.

Table 2-9 and the following text show the prevalence of housing problems in Upland according to the 2005–2009 American Community Survey.

- Overcrowding.** Overcrowding refers to a situation where a household has more members than habitable rooms in a house. Overcrowding can be the cause of health, livability, and neighborhood quality concerns. Overcrowding occurs when there is more than one person per room. Less than 1% of homeowners and 5% of renters in Upland live in overcrowded housing conditions, which are below the county average of 4% for homeowners and equal to the county average of 5% for renters.
- Overpayment.** Housing overpayment refers to paying more than 30% of income toward housing. Overpayment is a problem in that it makes it more difficult to afford food, services, insurance, and transportation. Approximately 38% of owners and 54% of renters in Upland overpay for housing, which are below the county average of 48% for homeowners but significantly higher than the 42% of renters in the county.

Housing overpayment and overcrowding are typically most prevalent among certain special needs groups. For instance, seniors tend to have the highest prevalence and severity of overpayment due to their fixed incomes. Similarly, larger families with children have the highest prevalence and severity of overcrowding, because of the difficulty of finding affordable apartments that are large enough to accommodate children.

Table 2-9: Housing Overpayment and Overcrowding in Upland

Housing Problem	Overpayment		Overcrowding	
	Renters	Owners	Renters	Owners
None ¹	4,404	8,915	8,673	14,371
Moderate	3,051	3,119	1,168	162
Severe	2,449	2,398	293	0
Total	9,904	14,432	10,134	14,533
None	46%	62%	86%	99%
Moderate	30%	21%	12%	1%
Severe	24%	17%	2%	0%

Source: American Community Survey, 2005–2009.

¹ Includes “Not Computed” households.

LOWER INCOME HOUSEHOLDS

Housing problems occur significantly more frequently among lower income households (defined as households earning less than 80% of the median family income adjusted for household size) and among special needs groups. Compared to overpayment rates of 54% among renters and 38% of owners, the needs of people with lower incomes are more significant:

- Extremely low income households. Approximately 80% of renters and 72% of homeowners experience a housing problem. Of that total, the majority of housing problems are due to overpayment; 76% of renters and 71% of homeowners overpay for housing.
- Very low income households. Approximately 93% of renters and 62% of homeowners experience a housing problem. Of that total, the majority of housing problems are due to overpayment; 88% of renters and 58% of homeowners overpay for housing.
- Other low income households. Approximately 80% of renters and 72% of homeowners experience a housing problem. Of that total, the majority of housing problems are due to overpayment; 67% of renters and 57% of homeowners overpay for housing.

In summary, the housing overpayment rates of lower income households are typically double to triple that of all Upland households. Moreover, it should be noted that certain subgroups among lower income households in the City of Upland experience a disproportionately greater incidence of housing problems. These include senior renters and large families who are renters.

Table 2-10 highlights the housing problems facing extremely low and very low income households in Upland.

Table 2-10: Extremely, Very Low, and Low Income Households

Housing Problem	Total Households		
	Renters	Owners	Total
Income < 30% of MFI	1,430	535	1,965
Any housing problems	80%	72%	77%
Cost burden > 30%	76%	71%	75%
Income 30–50% of MFI	1,540	665	2,205
Any housing problems	93%	62%	84%
Cost burden > 30%	88%	58%	78%
Income 50–80% of MFI	2,280	1,525	3,805
Any housing problems	81%	58%	72%
Cost burden > 30%	67%	57%	63%

Source: Comprehensive Housing Affordability Strategy (CHAS) Data; Table S10708.

C. SPECIAL HOUSING NEEDS

This section contains a discussion of the housing needs of special needs groups, as defined in state law, who reside in the City of Upland. Special needs households include seniors, large families, single-parent households, people who are homeless, and people with disabilities. Also included are major programs available to address their unique needs.

SENIOR CITIZENS

Seniors are defined as persons 65 years or older, although for some housing purposes the age may be as low as 55 years. Upland has an estimated 8,898 residents 65 or older, representing 12% of the population. These residents live in 6,266, or 24% of the City's households (U.S. Census 2010). Among this population, the majority of Upland's senior households (4,210 or 80%) own their own homes, and 1,053 senior households (20%) rent housing.

Overall, some of the more pressing senior issues are:

- **Disabilities.** Seniors have a higher prevalence than other age groups of disabilities that can make it increasingly difficult to go outside or take care of personal needs. This underscores a need for housing that is accessible to those with disabilities. Approximately 31% of Upland's elderly population has disabilities.
- **Limited Income.** Seniors tend to have lower incomes due to fixed retirements. This makes seniors, especially renters, more susceptible to increases in rental housing costs and housing overpayment, which leaves less disposal income for other expenses. Approximately 13% of Upland's elderly population is living below the poverty level.
- **Overpayment.** Senior renters have the highest rates of overpayment, while many senior homeowners find it difficult to trade down to smaller units or make repairs to housing. This underscores the need for affordable housing options and repair programs.

Providing appropriate housing for seniors has become an increasingly important issue for many communities. In past years, the baby boomer generation provided the impetus and majority of demand for single-family housing. However, as this group ages and approaches retirement or elderly years, many communities will see an increased demand for all types of senior housing, from smaller condominiums to independent age-restricted housing to assisted residential settings for those requiring more supportive services.

In addition to housing, an appropriate mix of affordable support services provided locally can benefit seniors living in Upland. Support services are essential in facilitating the ability of seniors (and any household) to live as independently as possible without having to change their residences. Services can include transportation, health care, home maintenance assistance, and low cost loans or grants to rehabilitate homes.

Housing Accommodations

Many Upland seniors reside in conventional single-family homes. Beyond conventional housing, however, Upland also has been active in providing a variety of housing options that are age-restricted for seniors, including new senior housing, maintaining existing senior housing, permitting assisted living facilities, and assisting with home repairs and provision of services.

As summarized below and in Table 2-11, housing accommodations for seniors include the following:

- **Affordable Senior Housing.** The City offers 111 affordable housing units reserved for moderate income seniors in the Coy D. Estes Senior Apartments, and 100 units in Sycamore Terrace. The majority of the units are 1-bedroom units intended for independent senior living. Sycamore Terrace has a date of potential conversion by 2021.
- **Senior Mobile Homes.** The City offers 1 rent-controlled park for senior citizens ages 55+ called El Dorado Mobile Home Park with approximately 210 trailers. The City does have rent stabilization in place, although it is unknown how many trailers are regulated under the ordinance. It is assumed that rents are generally affordable to lower income seniors.
- **Housing Vouchers.** The Housing Authority of San Bernardino County (HACSB) also provides housing choice vouchers to very low income seniors for rental assistance. These vouchers are not tied to a specific project but can be used anywhere they are accepted. In 2012 HACSB provided 157 vouchers to elderly households in Upland.

Several agencies provide supportive services for Upland seniors. Meals on Wheels and Old-Timers Foundation Food Delivery serve home delivered meals for frail, homebound, disabled, and isolated seniors. The City’s Department of Recreation and Community Services coordinates a transportation services program for seniors and individuals with disabilities. Seniors can also access a myriad of services and classes, and participate in special interest groups facilitated at the George M. Gibson Senior Center.

Table 2-11: Housing for Seniors

Housing Options	Senior Housing	
	Housing Units	Affordability
Age-Restricted Senior Apartments	211 units	Affordable rents for lower income seniors
Age-Restricted Mobile Homes	210 units	Market rate rents affordable to low income households
Housing Vouchers (not tied to a specific project)	157 units	Extremely low and very low income senior households
Total	578 units	--

Source: City of Upland, 2013; Upland Housing Authority, 2013.

DISABLED PEOPLE

Physical, mental, and/or developmental disabilities are impairments that substantially limit life activities and make it difficult to care for oneself. Because of that, disabled persons have special needs for accessible housing. Many disabled persons live on fixed incomes, thus limiting their ability to afford housing. Persons with a disability may also have limited housing choices (e.g., single-story homes or projects with elevators). Someone with a visual impairment may require a home that allows service animals.

In 2010, the Census Bureau defined a disability as a long-lasting physical, mental, or emotional condition that can make it difficult for a person to do activities such as walking, climbing stairs, dressing, bathing, learning, or remembering. This condition can also impede a person from being able to leave the home alone or to work at a job or business. According to the latest sources, Upland has 7,320 individuals living with a disability—or approximately 10% of residents (ACS 2009–2011). These include:

- Sensory: Blindness, deafness, vision or hearing—4,174 people
- Physical disability: Substantially limited movement—2,945
- Mental disability: Impaired learning, memory, or concentrating—2,481
- Self-care disability: Restricted ability to care for oneself—1,409
- Developmental Disabilities—490
- Restricted ability to leave home—2,096

State law also requires that housing elements include an analysis of the housing needs of residents with developmental disabilities. A developmental disability is a severe and chronic disability that causes a mental or physical impairment that begins before adulthood. These disabilities include mental retardation, cerebral palsy, epilepsy, autism, and closely related disabling conditions. According to the California Department of Developmental Services Inland Regional Center (IRC), less than 1% of residents in Upland (490) have a developmental disability.

Upland has a variety of services available for people with disabilities. Centerbest Neurofeedback Centers for Success, Scheu Family YMCA, OPARC, and Easter Seals Child Development Center provide programs to enhance the independent living skills of disabled individuals. Services provided include advocacy, counseling, employment assistance, housing referrals, and transportation to medical appointments. The Regional Center for the Developmentally Disabled in Upland provides resources such as education, health, welfare, rehabilitation, and recreation for persons who are developmentally disabled as well as those for accessing affordable housing.

The 2013 Analysis of Impediments to Fair Housing (AI) reported that 50% of the complaints for fair housing violations are reported by people with disabilities. The AI proposed a program for the City and Inland Fair housing and Mediation Board (IFHMB) to work collaboratively by expanding education, outreach, monitoring, and testing in an effort to reduce the incidence of potential fair housing concerns.

Housing Accommodations

Providing a sufficient quantity and quality of housing for disabled people is a significant challenge. Most single-family homes are inaccessible to disabled people without wider doorways and hallways, access ramps, larger bathrooms with grab bars, lowered countertops, and other features. Location is also important for disabled people because they often rely on public transit to travel to services, like grocers or medical offices. In some cases, more severely disabled individuals require a group living environment where supervision and assistance with activities of daily living is provided.

OPARC is a key service provider to developmentally disabled residents. OPARC provides a wide variety of programs, including academic instruction, speech pathology classes to enhance communication skills, community access, behavior management, onsite assistance with the activities of daily living, and the opportunity to engage in paid and volunteer work. Through its Upland branch, OPARC provides additional support and training to clients with a dual diagnosis of developmental and behavioral challenges. Speech pathology classes and academic instruction are also available

Upland’s facilities for people with disabilities, including developmental disabilities, are shown below and in Table 2-12.

- **Youth facilities.** These facilities provide 24-hour nonmedical care for youth and children with a variety of disabilities. Upland has three group homes for youth, each serving six residents. The breakdown by disability of the client served is unknown.
- **Adult facilities.** These facilities serve persons 18–59 who are disabled. Upland’s 10 facilities serve 136 residents, the majority of whom has a developmental disability. Moreover, an additional 14 adult care facilities serve 84 developmentally disabled individuals.
- **Elderly facilities.** These facilities serve persons 60 years of age and over who have a disability (physical, mental, or developmental) or need extended care services. Upland has 18 facilities serving 235 residents. Upland also has 3 skilled nursing facilities serving 375 clients.

Table 2-12: Housing for People with Disabilities

Type of Housing	Housing Accommodations		
	Type of Housing	No. of Facilities	No. of Beds
Group/Small Family Home	Children Services	3	18
Adult Residential Care	Developmental Disability	9	76
Adult Care	Adults with Any Disability	1	60
Elderly Residential Care	Any Elderly Individual	18	235
Skilled Nursing Facility	Any Individual	3	375
Intermediate Care Facility	Developmentally Disabled	14	84
	Total	48	848

Source: The Planning Center|DC&E, 2013.

FAMILY HOUSEHOLDS

California law requires that the housing element include an analysis of the housing needs of three types of family households—large families with five or more members, female-headed households, and single-parent households. The reasons for their special need status differ, but generally include lower incomes, higher cost of living, and the lack of adequately sized rental and ownership housing.

Large families with five or more persons clearly have special housing needs. The reasons for classification as a special need are generally due to a lower per capita income, the need for affordable childcare, and the need for affordable, larger-size units that can accommodate children. Upland has 3,646 large family households (Census 2010). Among this group, 2,016 of large families (55%), own a home, and 1,630 large households (45%) rent housing. The Census Bureau has not published data on the percentage of Upland large households that overpay for housing or live in overcrowded conditions.

Single-parent households also have greater housing needs than other households due to their limited income and higher expenses. The City has 2,817 single-parent households with children, of which 2,075 are female-headed households. According to the Census, there are 462 single-female-parent households with children living below the poverty level, which is 16% of the total single-parent households with children. There are no single-male parent households living below the poverty level in Upland. As is common, lower income single parents, particularly renters, experience the highest prevalence and severity of overpayment and overcrowding.

Summarized below, the key needs of families in Upland are similar to other communities and are as follows:

- **Income Support.** Public assistance includes health care, food assistance, and cash assistance offered to lower income residents or those who meet eligibility thresholds. According to 2011 U.S. Census American Communities Survey 1-Year Estimates, 1,293 Upland households received food stamps, or approximately 5% of the total households.
- **Childcare.** For working parents, child care is essential to maintain a job. The City has 22 licensed child care centers and large family day care homes that serve 1,255 children. Numerous other smaller homes serving 8 or fewer children operate in Upland. Yet even if childcare is available, the high cost of childcare subsumes a significant share of income.
- **Housing Problems.** Lower income families, particularly single parents and large families, have the highest prevalence of housing problems. For single-parent families, the usual issue is overpayment. For larger families who rent housing, overpayment and overcrowding are the most prevalent housing issues. In 2012, HACSB provided 276 rental housing vouchers to households with minors to rent housing in Upland.

Housing Accommodations

Providing housing opportunities for families in Upland is a challenging task. Family households, particularly those with dependent children, are the future of any community, and resources should be targeted to assist where possible. Certainly, the majority of families earns higher incomes and lives in housing and neighborhoods of their choice. For others, though, the housing downturn has left them with high mortgages and, in some cases, foreclosures.

Summarized and described below in Table 2-13, the City of Upland does have the following affordable housing options for lower income families.

- **Family mobile homes.** The City of Upland offers 5 mobile home parks that provide a total of 868 spaces for trailers. Many of the units are under rent stabilization. Given the presence of rent stabilization and the generally affordable cost of mobile home units, however, mobile homes units are presumed to be affordable to lower income families.
- **Single-family homes.** The present housing stock presumably offers a number of affordable homes for families. These single-family units and condominium units are typically in older parts of Upland and are generally not in as good condition as other units. The Census does not provide information on these types of units.
- **Publicly assisted apartments.** According to City records, Upland has 14 deed-restricted apartment projects that provide 1,809 units of housing affordable to lower income families. Additional affordable family apartment projects are located just outside the City’s borders.
- **Housing vouchers.** Section 8 housing choice vouchers are provided to 606 households earning low and moderate incomes in 2012. These vouchers are portable and not tied to a specific apartment project. The City’s Family Self Sufficiency Program also provided assistance to nine households that helped them transition off of the voucher program.

Table 2-13: Housing for Families

Affordable Housing	Family Housing		
	Number of Projects	Housing Units	Affordability
Family Mobile Home Parks	5	868	Market rate rents affordable to low income households
Family Affordable Apartments	14	1,809	Deed restricted as affordable for low income family households
Various Scattered Apartments	–	606	Housing choice vouchers for very low income resident households
Total	20	3,346	

Source: The Planning Center|DC&E, 2013.

HOMELESS PEOPLE

Homeless persons are defined as those who lack a fixed and adequate residence. Homelessness is a pressing issue for many communities, and the varied dimensions involved have implications for housing programs. People who are homeless may be chronically homeless (perhaps due to substance abuse) or situationally homeless resulting from job loss, family strife, incarceration, or violence. Homeless people face critical housing challenges due to their very low incomes and lack of appropriate housing. Thus, state law requires cities to plan to help meet the needs of their homeless population.

Counting the homeless population is problematic due to its transient nature, different definitions of homelessness, and political and funding issues. The 2013 San Bernardino County Point-in-Time Homeless Count reported 2,321 homeless people in the county, a 19% decrease from the 2011 count. The last complete count of homeless people in Upland is also included. According to the 2013 study, Upland has up to 159 sheltered and unsheltered homeless people, of which 92 or 58% are unsheltered.

Upland's homeless population is diverse, representing individuals and families from all walks of life, income levels, and demographics. Of the 115 homeless adults in Upland, 63% are males, the race and ethnic distribution mirrors that of the community, and 30% have children living with them. In terms of status, 72% consider themselves residents and 25% work part-time. Homeless people report primary reasons for homelessness include domestic violence or divorce (28%), job loss (15%), and disability or injury (11%). In addition, 30% were released from a correctional institutional in the past year.

As part of the homeless count, recommendations were made to create a more integrated and self-sustaining approach to address homelessness in Upland. The City is implementing the following recommendations.

- **Establish a Coordinated Community Outreach, Engagement, Treatment, and Permanent Supportive Housing Initiative.** The City is working with the Upland Housing Authority on this recommendation.
- **Implement a Housing First/Rapid Rehousing Approach.** The City is also working with the Upland Housing Authority on this recommendation, along with the Riverside County Housing Authority.
- **Establish Coordinated Collaborative Network of Community and Mainstream Resources.** The City of Upland created a service council to help coordinate the provision of services for homeless people.

Along with the above strategies, the City is completing a zoning code update that will designate zones where emergency shelters can be permitted. In addition, the zoning code update will also include provisions to allow for transitional and permanent supportive housing in residential zones. These zoning code updates will help further the City's Housing First approach.

Housing and Service Accommodations

Housing accommodations for homeless people include three levels—emergency shelter, transitional housing, and permanent supportive housing. Each level serves distinctly different housing and supportive service needs. Facilities serving Upland residents are briefly summarized below.

- **Foothill Family Shelter.** Foothill Family Shelter is the primary facility serving Upland’s homeless. This facility provides emergency shelter, transitional housing, and permanent housing in one center for homeless individuals and families. It includes 75 emergency beds, 7-two bedroom apartments which are offered for free to homeless families with children for 120-day periods, 12-two bedroom apartments for transitional housing, and 8-two bedroom apartments for affordable permanent housing.
- **Pacific Lifeline Ministry.** Pacific Lifeline Ministry in Upland is a faith-based ministry that empowers women and children facing chronic homelessness to achieve personal and social stability. Pacific Lifeline provides 28 beds for women and their young children at a transitional shelter in Upland. As part of the transitional housing, Pacific Lifeline provides services that include case management, individual group and family therapy, tutoring and counseling services, clothes, food, and limited housing services.
- **Substance abuse.** Inland Valley Recovery Services provides a number of programs for the Upland community. The Women and Children Program/Staying Sober provides a support base for recovering parents to restore relationships with children. The program assisted 132 people with drug and alcohol treatment during the 2010–2011 fiscal year. IVRS also offers residential treatment in the City of Upland to adult men and women in a large state-of-the-art treatment center with a capacity of 75 beds.
- **Service agencies.** Several service agencies assist homeless people in Upland. One example is Inland Valley Hope Partners, which provides emergency assistance with food, utilities, and educational classes. Inland Valley Hope Partners assisted 1,751 people during fiscal year 2010–2011. Additional service agencies assist the homeless population in Upland. Other groups, such as OUR Homeless, links local ministries to community service providers and other congregations implementing solutions to ending homelessness on the west end of San Bernardino County.
- **Housing Authority.** The County Housing Authority has jurisdiction over a number of housing voucher programs, including those for homeless people. The Upland Housing Authority recently entered into an memorandum of understanding (MOU) with the San Bernardino County Housing Authority (HACSB) to administer housing assistance contracts with landlords in the City of Upland for applicants/participants of HACSB special purpose homeless voucher programs (Housing Opportunities for Persons with AIDS, Shelter Plus Care, Veterans Affairs Supportive Housing).

D. AFFORDABLE HOUSING AT RISK OF CONVERSION

Affordable housing that has received public subsidies in return for covenants is a large part of the City of Upland’s affordable housing inventory. In accordance with Government Code section 65583(a)(9), the housing element must analyze of multiple-family projects built with public subsidies. The housing element must inventory the projects and show whether the housing is at risk of converting to non-low income uses due to the expiration of use restrictions, prepayment of mortgage, or other reasons. Table 2-14 contains a summary of each publicly assisted multiple-family housing project in Upland.

Table 2-14: Publicly Assisted Multiple-Family Affordable Housing

Project Name and Address	Project Characteristics					
	Target Group	Total Units	Affordable Units	Unit Size	Project Funding	Expiration Date of Covenants
At Risk by 2024						
Parc Claremont	Family	136	12 VLI; 16 LI	2 BR	DB	2014
Village Green	Family	186	24 VLI; 23 LI	1 & 2 BR	MRB	2014
Highland Hills	Family	64	6 VLI; 7 LI	3 BR	N/A	2015
Rancho Lindo	Family	16	4 LI	2 BR	HOME	2016
Richland Apts.	Family	33	8 LI	2 BR	HOME	2016
Ricca Villa	Family	17	4 LI	2 BR	HOME	2017
Sycamore Terrace	Senior	100	100 VLI	1 BR	HUD 202	2021
Northwoods	Family	324	64 LI	2 BR	MRB	2024
Not at Risk						
Arbor Park	Family	260	104 LI	2 BR	MRB	2028
Sunset Ridge ¹	Family	108	16 VLI	1 & 2 BR	MRB RDA	2029
Village Apts ¹	Family	72	20 VLI	1 & 2 BR	MRB RDA	2029
Alpine Woods	Family	137	137 LI	1 & 2 BR	LIHTC	2029
Mountain Springs	Family	340	3 VLI; 65 LI	2 BR	MRB	2030
Magnolia Colony ¹	Family	40	18 VL; 18 LI 36 Moderate	2 & 3 BR	HOME; RDA	2058
Coy D. Estes	Senior	130	110 LI 20 Moderate	1 & 2 BR	LIHTC	2067
Los Olivos	Family	97	97 VLI	2 BR	Public Hsng	Perpetual
9th Street Terrace	Family	24	24 VLI	1 & 2 BR	Section 8	Perpetual

Source: The Planning Center|DC&E, 2013.

VLI: Very low income

LI: Low income

DB: Density bonus

HUD 202: Dept. of Housing and Urban Development

HOME: Federal Home Investment Partnership Funds

MRB: Mortgage Revenue Bonds

LIHTC: Low Income Housing Tax Credit

RDA: Upland Redevelopment Department

Section 8: Federal Housing Voucher program

¹ Projects owned by the City of Upland

AT-RISK STATUS

State law requires the housing element to include an assessment of the likelihood that the publicly assisted affordable projects will be at risk of conversion to non-low income uses. This determination of “at risk” status depends on: 1) whether the original deed restrictions that accompany public assistance are expiring; 2) the desire of the property owner to convert the project to market rates; and 3) current housing market conditions. At-risk projects are those considered to be at risk of conversion to market rate housing within 10 years following adoption of the housing element, or 2024.

Of the 859 total assisted units within 17 developments, 260 units in seven developments are at risk of converting to market rate during the 2014 to 2024 period. These projects are briefly described below

- **Section 8 Assistance.** Upland has two affordable housing projects that are at risk of conversion to market rents and receive Section 8 assistance. These projects include a 100-unit senior project called Sycamore Terrace and the 64-unit Highland Hills, of which 13 units are set aside for lower income families. Although neither project has expressed an interest to convert from affordable to market rents, both are technically at risk of conversion because the federal government must periodically reauthorize funding for the Section 8 rental housing voucher program.
- **Home Funds.** The City has three affordable housing projects originally funded with HOME funds. The 16-unit Rancho Lindo project consists of 16 two-bedroom units, 4 of which are set aside for low-income families. Ricca Villa Apartments is a 17-unit complex with 4 units set aside for low-income families. The Richland Apartments was a substantial rehabilitation project, not new construction. These projects used HOME funds. The affordability of these four projects is set to expire in 2014 through 2017.
- **Mortgage Revenue Bonds (MRB).** The City has six projects funded with mortgage revenue bonds, of which two projects are at risk of conversion. The 186-unit Upland Village Green has covenants on 25% (47) of the units and will expire in 2014. The 324-unit Northwood Apartments has 20% (64 units) set aside as lower income units, and the covenant expires in 2024. The City owns three MRB-funded projects—Village Apartments, Sunset Ridge, and Magnolia Colony—offering 72 affordable housing units. Due to the dissolution of the redevelopment agency and upcoming expiration of the MRB financing and covenants, the City will review those projects.
- **Regulatory Agreement.** Parc Claremont is a 136-unit project with 28 two-bedroom units set aside for very low and low income families. Project affordability was historically governed by a density bonus restriction to provide affordable housing for 25 years after initial occupancy. The Housing Authority, City, and property owners are party to the agreement. The regulatory agreement is set to expire in November 2014 and new terms would need to be drafted in order to continue the covenant.

PRESERVATION AND REPLACEMENT ALTERNATIVES

Local governments have four primary ways to preserve affordable housing projects that have expired affordability controls: 1) facilitate transfer of the project to another entity capable of keeping the project affordable for an extended period of time; 2) offer incentives to purchase and/or rehabilitate the project (and renew affordability covenants); 3) replace the expired rental subsidies; and 4) build new affordable units.

The cost to preserve affordable multiple-family housing depends on market rents, feasibility of acquiring new housing vouchers, availability of funding sources, and the administrative capacity of groups willing to purchase at-risk projects. These options are further described below.

Purchase of Project

Purchasing the project (for purposes of transferring ownership to a nonprofit) depends on the price of the project. The estimated market value for the at-risk units in the remaining eight projects is provided in Table 2-15. As indicated below, the estimated market value of the 268 assisted units is \$24.7 million. These estimates are provided for purposes of comparison and understanding the magnitude of costs involved and do not represent the precise market values of these projects. The actual market values depend on market, property conditions, and a number of other factors.

Table 2-15: Market Value of At Risk Units

Project Information	Total
One-Bedroom Units	123
Two-Bedroom Units	132
Three-Bedroom Units	13
Total Units	268
Annual Gross Income	\$2,149,224
Annual Operating Cost	\$1,059,750
Net Annual Income	\$1,089,474
Estimated Market Value	\$11,984,214

Market value for project is estimated with the following assumptions:

1. Average market rent is estimated to be \$879 for a one-bedroom unit, \$1,116 for a two-bedroom unit, and \$1,577 for a three-bedroom unit.
2. Bedrooms per unit: Upland Village Green (23 one-bedroom and 24 two-bedroom); Parc Claremont (28 two-bedroom units); Highland Hills (13 three-bedroom units); Rancho Lindo (4 two-bedroom units); Ricca Villa (4 two-bedroom units); Richland (8 two-bedroom units); and Northwood (64 two-bedroom units).
3. Average unit size is estimated at 700 sq. ft. for a one-bedroom unit, 850 sq. ft. for a two-bedroom unit, and 1,050 sq. ft. for a three bedroom unit.
4. Vacancy rate is assumed at 0% since the projects are usually fully occupied.
5. Annual operating expenses per square foot are estimated to be \$5.00.
6. Market value = Annual net project income x multiplication factor.
7. Multiplication factor for a building in moderate condition is 11.
8. Total excludes three City-owned RDA and MRB-funded projects.

Purchase of Affordability Covenants

The City could also preserve the affordability of at-risk projects by providing incentives to purchase and/or rehabilitate the project in return for renewing affordability covenants. Incentives could include writing down the interest rate on the remaining loan balance, providing a lump-sum payment, and/or supplementing the rents to market levels. By providing lump sum financial incentives, ongoing subsidies in rents, or reduced mortgage interest rates to the owner, the City can ensure that some or all of the units remain affordable. The feasibility of this option depends on whether the project is too leveraged.

Based on recent acquisitions and rehabilitations of affordable housing projects in the vicinity of Upland, the costs for acquisition and rehabilitation range from \$85,000 to \$100,000 per unit. Therefore, the total cost to acquire and rehabilitate the 268 at-risk affordable multiple-family housing units in Upland is estimated to be \$22.7 to \$27.0 million. As was the case with the earlier option, the cost of acquisition and rehabilitation cost is not an actual estimate because it depends on the condition of the property at time of sale. However, it does provide a general magnitude order of estimate for purposes of comparison with other preservation opportunities.

Rental Subsidies

The third option for preserving affordable units is to provide rental assistance. Rent subsidies could be structured to mirror the Section 8 program, where HUD pays the difference between what tenants can afford (defined as 30% of household income) and HUD’s estimates of the fair market rent. The feasibility of this alternative is highly dependent upon the availability of reliable funding sources necessary to make rent subsidies and the willingness of property owners to participate in the program. As indicated in Table 2-16 (Rental Subsidies Required), the total cost of subsidizing the rents at all 268 at-risk units is estimated to be \$20 million over a 40-year period.

Table 2-16 Rental Subsidies Required

Unit Size	Total Units	Fair Market Rent ¹	Hhld Size	Hhld Annual Income ²	Affordable Cost – Utilities ³	Total Subsidy – 40 years
1-BR	123	\$879	2	26,800	\$570	\$18.24 million
2-BR	132	\$1,116	3	48,250	\$1081	\$2.20 million
3-BR	13	\$1,577	5	57,900	\$1,298	\$1.74 million
Total	268					\$19.99 million

Source: The Planning Center|DC&E, 2013.

¹Fair Market Rent is determined by HUD

²San Bernardino County 2012 Area Median Income (AMI) limits set by the California Department of Housing and Community Development (HCD)

³Affordable cost = 30% of Household minus utility allowance determined by the Housing Authority of San Bernardino County.

Construction of Replacement Units

The construction of new low income housing units is the most costly means of replacing the at-risk units should they be converted to market-rate units. The cost of developing housing depends upon a variety of factors, including density, size of the units (i.e., square footage and number of bedrooms), location, land costs, and type of construction. Assuming an average construction cost of \$200,000 per unit (including the cost of land), it would cost approximately \$53 million to construct 268 new assisted units. This does not include the cost of land or site improvements.

Transfer of Project to Other Entity

Table 2-17 shows that preserving affordable units ranges from \$20 to \$53 million over 40 years depending on the preservation option chosen. Few cities have this amount of revenue available for preservation activities. Due to the high cost of preservation, the City of Upland would be better served in assisting a private or nonprofit entity to preserve the project. For example, in the City of Whittier, the city is dedicating \$300,000 to a for-profit developer to assist them in the acquisition and rehabilitation of a senior project. The developer has found this an attractive option, because they have been awarded low income housing tax credits to purchase the project. Then the city financially benefits by adding minimally to the equity to the project and avoids the cost of shouldering the financial cost of preservation.

Table 2-17: Preservation Alternatives

Housing Preservation Option	Cost of Subsidy	Estimated Cost (over 30 years)	Ranking (Least to Most Costly)	Benefits/Costs
Rental Subsidies (vouchers)	Monthly Rent Subsidy	\$20 million	3	Uncertain to annual authorization
Purchase of Project	Purchase price based on project value	\$25 million	1	Long-term affordability preserved
Acquisition/ Rehabilitation	\$85,000 to \$100,000 per unit	\$22 to \$27 million	2	Long-term affordability preserved
New Unit Construction	\$200,000 per unit for construction	\$53 million (does not include land)	4	Long-term affordability preserved

Source: The Planning Center|DC&E, 2013.

3. CONSTRAINT ANALYSIS

This chapter of the housing technical report contains an analysis of potential and actual market, governmental, and environmental constraints to the production, maintenance, and improvement of housing for persons of all income levels, including persons with disabilities.

A. MARKET CONSTRAINTS

In recent years, communities have seen a dramatic decline in the number of new housing units built. This decline in housing construction is due to a convergence of factors, including limited supply of vacant, unconstrained land; tighter lending policies; declining home values; foreclosures; cost of materials; and even local government policy. This section analyzes the impact of these “market” factors on the development of new and affordable housing.

DEVELOPMENT COSTS

Development costs, in tandem with projected rents and sale prices of housing, affect the feasibility of building housing. Land costs include the costs of raw land and site improvements (e.g., grading, cut and fill, and cleanup). If an existing use is on the parcel, the developer must also factor in the price of an existing structure that must be demolished. Other factors affecting land prices include: availability, environmental site conditions, public service and infrastructure availability, aesthetic considerations, and parcel size.

Upland is an established and nearly built-out community. Only two undeveloped residential land parcels were listed for sale in June 2013: one on E 26th Street for \$425,000 (for 0.7 acres) and one on N Euclid for \$1.1 million (for 0.9 acres). The limited availability of undeveloped and unconstrained land for residential uses drives up the cost of housing. Significant future housing construction is anticipated in mixed-use and specific plan areas in the southwest portion of the City near Cable Airport (i.e., College Heights). Given the lack of vacant parcels, existing land prices often include a structure that must be either reused or demolished to build on the property. Based on properties sold over the past three years, parcels used for residential development ranged from approximately \$17 to \$30 per square foot.

Housing construction constitutes a substantial portion of construction costs. The cost of new housing averages \$100 to \$150 per square foot for a single-family detached unit. For a 2,000-square-foot home, the cost of construction ranges from \$200,000 for a standard home to upwards of \$300,000 for a luxury single-family homes. Some of the newer condominium projects cost more depending on the location. Apartments can achieve some economy of scale with construction costs. According to the R.S. Means cost estimator, apartments range from \$125 to \$175 per square foot, which translates into a price of \$125,000 to \$175,000 for a 1,000-square-foot unit.

ACCESS TO FINANCING

Changes in construction lending practices for housing projects have had a significant impact on the financial feasibility of new construction. In past decades, housing developers could receive construction loans for 100% or more of a project's estimated future value. Following the housing market crash of the early 1990s, financial institutions tightened regulations for approving construction loans. After the boom period of the early to mid-2000s, this cycle repeated itself during the late 2000s. Loan underwriting has grown more conservative, with maximum leveraging topping out at 75%, and equity requirements increasing from 10% in past years to 30% in 2009.

The feasibility of building is also affected by the required equity contribution. Although there is no hard threshold for how much up-front cash equity is too much before a project would be deemed infeasible (or at least unattractive compared to other investment opportunities), the higher the proportion of equity required, the more unlikely a developer will proceed with the project. Not only would it require more up-front cash, but higher equity contribution means a project must be able to achieve an even higher value at completion in order to generate the cash flow needed to meet acceptable cash-on-cash returns. These trends are anticipated to continue through at least 2014.

GOVERNMENT ASSISTANCE

The economic downturn also impacted the financing for affordable housing. One example is the Low Income Housing Tax Credit Program. LIHTCs provide affordable housing developers an allocation of tax credits, which are sold to investors to raise equity for projects. Investors that purchase tax credits are able to reduce their federal tax liability dollar for dollar, so that the purchase of \$1,000 in tax credits reduces tax liability by \$1,000. As a result of the equity made available through the sale of tax credits, a developer can complete projects with less debt and pass on cost savings in the form of lower rent.

The LIHTC equity market has been volatile for the past few years. Following the market bust in 2006/2007, LIHTC prices collapsed in 2008 and 2009. Historically, Fannie Mae and Freddie Mac provided 40% of LIHTC investments, and banks motivated by the Community Reinvestment Act (CRA) provided 40%. Fannie Mae and Freddie Mac no longer make new investments. In addition, the substantial losses that many financial institutions continue to incur eliminated or reduced the ability to use tax credits. In 2010, the LIHTC market began a recovery and investment continues to increase.

Finally, Governor Brown appropriated the last major source of affordable housing funds—redevelopment housing set-aside funds—to temporarily ameliorate the state budget shortfall. The governor's actions resulted in the taking of billions of dollars, locally approved over decades that were raised and earmarked to eliminate blight, stimulate economic development, finance the construction and improvement of affordable housing, and otherwise improve the lives of residents living in underserved areas. This action will continue to have a long-term deleterious impact on the economies of cities.

DEVELOPMENT FEES

The City of Upland, like other communities in the region, charges a range of service fees to cover the cost of processing development applications. More importantly, the City also charges development impact fees to finance the construction of adequate public facilities, water and sanitation treatment, and other “hard” infrastructure needed to support new residential developments. These fees are almost always assessed through a pro-rata share system, based on the magnitude of the project’s impact or extent of benefits to be derived. Table 3-1 shows the typical fees charged to residential developers.

Table 3-1: City of Upland Development Fees

Fee Category	Amount of Fee	
	Single Family	Multiple Family
Planning Permit Fees		
Design Review	N/A	\$1,050
Site Plan Review	\$600	\$600
Conditional Use Permit	\$900	\$1,800
Tentative Parcel Map	\$1,840 each plus \$18 per lot	
Tentative Tract Map	\$2,390 each plus \$24 per lot	
General Plan Amendment or Specific Plan	\$3,500	
Variance	\$1,400	
Zone Change	\$3,500	
Building Permit		
Building valuation \$50,000 to \$100,000	\$414.50 for the first \$50,000 plus \$4.50 for each additional \$1,000 or fraction thereof	
Building valuation \$100,000 to \$500,000	\$639.50 for the first \$100,000 plus \$3.50 for each additional \$1,000 or fraction thereof	
Building valuation \$500,000 to \$1,000,000	\$2,039.50 for the first \$500,000 plus \$3.00 for each additional \$1,000 or fraction thereof	
Building valuation ≥ \$1,000,000	\$3,539.50 for the first \$1,000,000 plus \$2.00 for each additional \$1,000 or fraction thereof	
Environmental		
Environmental Exemption	\$125	
Negative Declaration	\$575	
Environmental Impact Report	20% of total EIR costs	
Development Impact Fees		
General	\$993 per unit	\$853 per unit
Park Fees	\$10,700 per unit	\$9,182 per unit
Fire Facility	\$504 per unit	\$432 per unit
Water	\$3,768 per unit	\$2,900
Police	\$902 per unit	\$774 per unit
Drainage	\$2,856 per unit	\$2,315 per unit
City Sewer Connection	\$5,978 per unit	\$918 per unit
City of Upland, 2009.		

Analysis of Fees

To determine the impact of fees on the cost of developing housing, the City developed three prototypes for single-family, apartment, and condominium residential projects, each on one-acre lots: 1) a six-unit single-family housing project consisting of an average unit size of 1,200 square feet; 2) a 20-unit condominium project consisting of an average unit size of 1,000 square feet; and 3) a 40-unit apartment complex consisting of an average unit size of 900 square feet. The City then calculated all of the applicable development fees, including fees charged by outside agencies (e.g., sewer, water, and school).

Shown in Table 3-2, total residential development fees range from \$32,000 to \$44,000 per unit. Based on standard development costs (excluding land prices), total fees as a proportion of construction costs (excluding land) are 18% for a single-family home, 16% for a condominium, and 22% for an apartment. These fees should not constrain the development of housing. For affordable housing, the developer can request incentives (such as increased density, reductions in standards, or modification to a zoning code requirement) that can be monetized and reduce project costs.

Table 3-2: Total Fees for Residential Development in Upland

Fee Category	Fees per Housing Unit		
	Single Family	Condominium	Apartment
City Fees			
Planning	\$668	\$217	\$37
Engineering	\$6,472	\$1,942	\$2,079
Building	\$3,746	\$2,165	\$3,877
Fire	\$45	\$100	\$50
Impact Fees			
General	\$993	\$853	\$853
Police and Fire	\$1,406	\$1,206	\$1,206
Park - Quimby	\$10,700	\$9,182	\$9,182
Traffic	\$1,904	\$1,169	\$1,169
Water	\$3,768	\$2,900	\$2,900
Sewer - SSFEF	\$1,305	\$918	\$918
Storm Drain	\$2,856	\$2,315	\$2,315
Water Connection	\$1,867	\$280	\$280
School Fees	\$3,564	\$2,673	\$2,673
IEUA Fees	\$5,007	\$5,007	\$5,007
Total Fee Burden			
City Fees	\$10,931	\$4,424	\$6,043
Impact Fees	\$33,370	\$27,080	\$26,503
Total Fee	\$44,301	\$31,504	\$32,546
Construction Cost	\$250,000	\$200,000	\$150,000
Percent of Construction Cost	18%	16%	22%

Source: City of Upland 2013.

B. LAND USE CONTROLS

This section introduces the City’s Municipal Code regulations that affect the location, density, and types of permitted residential land uses in Upland and the general impact on the types and prices of housing. This section also sets the foundation for identifying sites for housing in the land inventory.

GENERAL PLAN LAND USE

Each city and county in California must prepare a comprehensive, long-term general plan to guide its future. The land use element of the general plan establishes the basic land uses and density of development within the various areas of the city. Under state law, the general plan elements must be internally consistent, and the city’s zoning must be consistent with the general plan. Thus, the land use plan must provide suitable locations and densities to implement the policies of the housing element.

Upland’s comprehensive general plan is the blueprint for the growth and development of the community. The updated general plan will provide for five residential land use designations tailored to different locations in the City. To encourage additional housing opportunities in focused areas of the community, the general plan land use element also allows high density residential uses in two mixed-use designations—the Business/Residential Mixed-Use and Commercial/Residential Mixed-Use land use districts.

Table 3-3 describes the primary general plan land use designations allowing housing, the intensity and density of uses allowed, and primary residential uses. Specific designations for different areas of the community that allow residential uses are described on the following page.

Table 3-3: Primary Land Use Designations Allowing Housing

General Plan Designation	Permitted Density	Primary Residential Use Allowed
Single-Family Low	0–4 units per acre	Single-family detached units
Single-Family Medium	4–10 units per acre	Single-family detached units
Mobile Home	8–14 units per acre	Mobile home parks
Multi-Family Low	10–20 units per acre	Multifamily attached units (i.e., townhomes)
Multi-Family Medium	20–30 units per acre	Multi-family attached units (i.e., stacked flats, etc.), as detached product types
Business/Residential Mixed-Use	20 units max	Areas in which business and/or light industrial uses are compatible with multifamily or single-family residential
Commercial/Residential Mixed-Use	30 units max	Combination of retail, service commercial and medium-density multifamily residential

Source: City of Upland General Plan, 2013.

SPECIFIC PLAN LAND USE

The City of Upland has adopted eight specific plans that offer a range of housing types, densities, and mix of uses. The City anticipates that much of its new residential growth will occur in these Specific Plan areas. Combined, these Specific Plans have the capacity to accommodate approximately 1,500 new housing units. These Specific Plans are summarized briefly in Table 3-4.

Table 3-4: Specific Plans Allowing Housing

Specific Plan	Status	Purpose
Historic Downtown Upland (Adopted 2011)	212 acres	The DTSP promotes the development of housing, work places, shops, entertainment, schools, parks, and civic facilities within easy walking distance. The plan encourages multifamily, single-family, second dwellings, live/work, mixed-use, senior housing, etc.
Colony at San Antonio (Adopted 2003)	440 acres Nearly built out	Establishes a clearly recognizable mixed use community. The specific plan is developed with 1,050 residential units, 115 acres of commercial, and 71 acres of recreational/community uses. A key feature is a 23.5-acre retention basin surrounded by a greenbelt.
College Park (Adopted 2005)	Nearly built out	Located near the Montclair Transit Center and the Claremont Colleges, this plan provides a mixed-use activity center, providing housing, commercial services, bicycle and pedestrian connections, and amenities for residents and the Claremont Colleges.
Foothill Walk and Terrace Specific Plans (Adopted 2005)	8 acres Built out	Located off Route 66 near Foothill Boulevard and Benson Avenue, these specific plans provide an attached single-family residential development with a cohesive design and high-level amenities, including a recreation area and extensive landscaping, adjacent to commercial and transportation facilities.
Wyeth Cove (Adopted 2006)	4.3 acres Built out	A 40-unit single-family detached residential community that fosters a sense of place through the provision of a safe and logical street system, including landscaped streets and sidewalks linking residential units to a central park.
Park View (Adopted 2008)	42 acres Not built	Park View is a mixed-use development in a “village-like” setting, providing a comprehensive system of greenbelts and walkways connecting residences, parks, and the commercial center. Housing types include paired homes, duplexes, and multifamily stacked flats or townhomes.
Upland Crossing (Adopted 2006)	32 acres Not built	The plan proposes 355 condominiums, commercial-retail, and two recreation areas integrated into a master planned community consistent with the City’s desire to revitalize this site with a variety of housing types and recreational opportunities.

Source: City of Upland General Plan, 2013.

Many of these specific plan areas and specific focus areas will be discussed later as strategies for addressing the City’s regional housing needs goals. This is covered in Chapter 4, Housing Resources, of the housing element.

RESIDENTIAL USES BY ZONE

Housing element law requires cities to facilitate and encourage a range of housing types for all economic segments of the community. This includes the housing to meet the needs of seniors, families, people with disabilities, farmworkers, homeless, and others. The City of Upland is in the process of preparing and adopting a new comprehensive general plan and a revision to the Zoning Code, which are both slated for adoption in 2014. The zones that will allow for residential uses are listed below and in Table 3-5.

- RS – Residential Single-Family Low Zones
- RS-MH – Single-Family Mobile Home
- RM – Residential Multi-Family Zones (RM-1, RM-2, RM-3)
- C/R-MU – Commercial Residential Mixed-Use
- B/R-MU – Business Residential Mixed-Use
- C/O MU – Commercial Office Mixed-Use
- C/I – Commercial Industrial Mixed-Use

Table 3-5: Permitted Uses in Zones Allowing Residential Uses

Type of Unit	Zones Allowing Residential Uses						
	RS Zones	RS-MH	RM 1 RM2 RM3	C/R MU	B/R MU	C/O MU	C/I MU
Residential							
+ Single-Family Detached	P	P	P		P		
+ Single-Family Attached			P	P	P		
+ Multi-Family Residential			AUP	AUP	P	CUP	CUP
+ Mobile Home Park		P					
+ Live/Work				P	P	CUP	CUP
+ Second Units Detached ¹	P	P	P		P		
+ Second Units Attached ²	AUP	AUP	AUP		AUP		
+ Accessory Use/Guest Houses	P	P	P		AUP		
Special Needs							
+ Assisted Living/Convalescent			CUP		CUP	CUP	
+ Residential Care (6 or fewer)	P	P	P	P	P		
+ Residential Care (7 or more)			CUP		CUP	CUP	
+ Senior Housing			P	AUP	P	CUP	CUP
+ Single-Room Occupancy				CUP			
Homeless Facilities							
+ Emergency Shelter	See Program 19						
+ Transitional Housing	See Program 19						
+ Supportive Housing	See Program 19						

Source: Upland Zoning Code, 2014.

Notes: All classifications will be approved with the Zoning Code update slated for adoption in Winter 2014.

1. In RS zones, a second unit is permitted only on lots with an area greater than the minimum lot size requirement. In RM zones, a second unit shall only be permitted on lots larger than 10,000 square feet.
2. Residential development shall only be permitted as part of a mixed-use project that: a) includes non-residential development that meets or exceeds a minimum FAR of .25 and b) meets or exceeds the minimum residential density requirement for the given zone.

The following provisions of the Zoning Code describe how a variety of housing types are allowed in different zones in Upland.

Single-Family Housing Opportunities

Single-family units are permitted by right in all residential and residential MU zones. Like all developments, each residential single-family zone requires a minimum parcel area, parcel width, and floor area per dwelling unit, and maximum lot coverage and density. The relatively large minimum lot sizes combined with low densities render many single-family zones too expensive for affordable housing, limiting opportunities for affordable housing even in single-family zones permitting smaller lot sizes and higher densities. A special zone (RS-MH) is created to reserve areas for mobile/manufactured housing.

Second Dwelling Units

Second dwelling units also offer opportunities for affordable housing. The City of Upland allows for the development of second dwelling units by right in all residential zones and in the Pleasant View District in Downtown. In RS zones and in the Pleasant View District, a second unit shall only be permitted on lots with an area greater than the minimum lot size requirement. In RM zones, second units are permitted on lots greater than 10,000 square feet. The City of Upland also allows guest units classified as an accessory dwelling unit. Approximately 5 second and/or guest units are built each year, incrementally adding to Upland's inventory of affordable market rate housing.

Mobile Home Parks

Mobile homes also provide an affordable housing option for many Upland senior residents and families with children. The City of Upland presently has 865 mobile homes situated in 6 trailer parks, of which 1 park is age-restricted for seniors and the other 5 parks are for families. These units comprise approximately 3% of Upland's housing stock. Upland's mobile homes are relatively inexpensive, and most are fully occupied. Because of the increasing cost of leasing space in mobile home parks, the City also implements a rent stabilization ordinance for its mobile home parks, further ensuring that some of the mobile homes are affordable to its residents. There is no additional land in Upland zoned for additional mobile home parks.

Manufactured Housing

According to the National Manufactured Home Construction and Safety Act of 1974, a manufactured home built and certified after June 15, 1976, and constructed on a permanent foundation may be located in any residential zone where a conventional single-family detached unit is permitted subject to the same restrictions on density and to the same property development regulations, provided it has received approval of the Architectural Review Board and receives a Certificate of Compatibility. The City complies with this act and permits manufactured homes constructed on a permanent foundation in all residential zones where single-family homes are permitted. The number of manufactured units in Upland is not known.

Multifamily Housing Opportunities

Multiple-family development (apartments and condominiums) are permitted with an administrative use permit (AUP) in the RM and C/R MU zones, and permitted by right in the B/R mixed-use zone. Multifamily development is also conditionally permitted in the C/O MU and C/I MU zones as part of a mixed-use development that provides a minimum of 0.25 floor area ratio of nonresidential development. The minimum densities in the RM and MU zones are intended to facilitate higher-density multifamily residential. RM zones do not require a minimum parcel area or maximum lot coverage.

In the Downtown, multifamily residential uses are permitted by right in all districts, with the exception of the Pleasant View District, which is a single-family historic neighborhood. Given that Downtown is also the commercial heart of Upland, multifamily residential is only permitted on upper floors in Old Town and the Historic Core. Each multifamily project requires minimum lot dimensions, setbacks, floor area, and outdoor living space, and maximum lot coverage, development intensities, and height.

Mixed-Use Residential and Live-Work

Mixed-use projects combine nonresidential and residential uses on the same site. Mixed-use development can help reduce the effects of housing cost burden by increasing density and offering opportunities for reduced vehicular trips by walking, bicycling, or taking public transportation. The City has created four mixed-use zones to provide flexibility and facilitate mixed-use developments. In Downtown, mixed-use developments are permitted by right in all districts with the exception of residential-only districts.

A live-work unit is an integrated housing unit and working space, occupied and utilized by a single household in a structure, either single-family or multifamily, that has been designed or structurally modified to accommodate joint residential occupancy and work activity. Live-work is permitted by right in the C/R MU and B/R MU zones and conditionally in the C/O and C/I MU zones. The Zoning Code contains special design, development and operational standards for live-work units. In the Historic Downtown specific Plan area, live-work units are permitted by right in five of district's nine districts provided the residential portion is on upper floors.

Single Room Occupancy

Single Room Occupancy (SRO) units are one-room units intended for occupancy by a single individual. They are distinct from a studio or efficiency unit, in that a studio is a one-room unit with a kitchen and bathroom. Although SRO units are not required to have a kitchen or bathroom, many SROs have one or the other. The City has amended the Zoning Ordinance to facilitate the provision of SROs consistent with SB 2 enacted in 2007. SROs are now conditionally permitted in the C/R MU zone as a use in conjunction with other multifamily housing or mixed-use developments.

Senior Housing

Senior housing is permitted by right in the RM and B/R/MU zones and permitted through an administrative use permit in the C/R/MU zone. Senior housing is also conditionally permitted in the C/O MU and C/I MU zones. In Downtown, senior housing is permitted by right in most districts. Senior citizen housing developments are required to provide amenities, services, and facilities to ensure the comfort, health, and recreation of elderly persons, including health and transportation services. Eligible senior housing developments can receive increased density (20%) pursuant to state law. In addition, reduced parking standards (up to 25%) may be granted.

Residential Care Facilities

Residential care facilities have come under increasing review by the Department of Housing and Community Development due to changes in federal fair housing law and subsequent changes to California housing element law. Pursuant to the Lanterman-Petris Act, local governments are to allow housing opportunities for people with disabilities in normal residential settings. A residential care facility includes more than eight specific facilities (which are designed to meet certain needs) as set forth in the Lanterman-Petris-Short Act, Welfare and Institutions Code, Section 5116.

In accordance with state law, residential care facilities that serve six or fewer persons must (1) be permitted as a by-right use in all residential zones, (2) treated the same as a residential use, and (3) not subjected to fees, taxes, and permits other than those applying to other residential uses in the same zone. Larger facilities are allowed under state law to have a conditional use permit. No spacing requirements beyond those allowed under state law are required. As part of the zoning code update, the City will allow smaller residential care facilities as a by-right use into two new zones. The updated code will also allow larger facilities to be conditionally permitted in two additional zones consistent with assisted and/or convalescent uses.

Emergency Shelters

"Emergency shelter" means housing with minimal supportive services for the homeless, with occupancy limited to six months or less by a homeless person. The City amended the Zoning Ordinance to permit emergency shelters through an AUP in the industrial zones. Under this administrative review process, applications for emergency shelters are reviewed by City staff and/or the Planning Commission (as applicable) for compliance with California Building Code, Uniform Fire Code, and City development standards.

The Industrial Zone is a suitable location for such facilities. The City has 297 parcels zoned industrial. Approximately 25 parcels (38 acres) are significantly underutilized, and 8 parcels (23 acres) are vacant. The industrial zones are located along several public transportation routes and near the Montclair Transportation Center for convenient access. Parcels are also near commercial/professional office areas where homeless persons can access

supportive services. These parcels are therefore suitable for a shelter. The City will complete changes along with the Zoning Code update in March 2014.

The amount of land needed to accommodate emergency shelters depends on the number of individuals and families to be housed and the product built. Assuming a population of 92 unsheltered homeless people in Upland and an emergency shelter size of 150 square feet per person, one-third of an acre is needed to accommodate a shelter. With the potential 23 acres of industrially zoned vacant land and 38 acres of underutilized industrial land that could be adaptively reused for emergency shelters, the City has more than ample sites to accommodate the City's projected need for emergency shelters.

Transitional Housing

California Health and Safety Code (Section 50675.2) defines transitional housing" and "transitional housing development" as buildings configured as rental housing developments, but operated under program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible program recipient at some predetermined future point in time, which shall be no less than six months. Residents of transitional housing are usually connected to supportive services that assist them in achieving greater economic independence and a permanent, stable living situation. Transitional housing typically offers case management and support services to help return people to independent living (often six months to two years). In accordance with state law, the City will amend the zoning code to allow transitional housing within one year of adopting the housing element.

Supportive Housing

Supportive housing links the provision of housing and social services for the homeless, people with disabilities, and population with a variety of other special needs. California Health and Safety Code (Section 50675.2) defines "supportive housing" as housing with no limit on length of stay that is occupied by the low income adults with disabilities and is linked to onsite or offsite services that assist the supportive housing resident in retaining the housing, improving his or her health status, and maximizing his or her ability to live and, when possible, work in the community.

As part of the recent comprehensive update to the Upland Zoning Ordinance, supportive housing facilities serving six or fewer clients will be permitted by right in all residential zones. Supportive housing facilities serving seven or more clients are presently conditionally permitted in the RM zones. Supportive housing can also take several building forms, including group quarters with beds, single-family homes, and multifamily apartments. In accordance with state law, the City will amend the zoning code to allow supportive housing within one year of adopting the housing element.

C. BUILDING STANDARDS

Residential development and design standards define a community. The City of Upland has established residential development standards that help to provide quality living and maintain a high standard of housing. Residential development must adhere to prerequisites in order to be approved in Upland. These include development standards, design and parking standards, and other requirements. These are noted as follows.

DEVELOPMENT STANDARDS

Residential development standards are designed to promote a more livable environment, with adequate yards for children, height restrictions and setbacks to ensure privacy from adjacent homes, and minimum unit sizes to ensure adequate living areas for families. These standards are carefully devised to result in quality housing, while not placing an undue burden on residential developers to building housing in the community.

Table 3-6 lists residential development standards for housing in Upland. These standards become increasingly more flexible depending on the distance of the zone to key employment areas, corridors, or downtown. As shown below, more rural areas (RS zones) have the largest minimum lot sizes and lowest lot coverage standards—reflective of historical land use patterns and topography. RM zones have less restrictive lot coverage and greater building heights and density to facilitate such uses. The Downtown has the smallest minimum lot sizes, greatest density, and highest building heights.

Table 3-6: Residential Development Standards

Zoning District	Density (du/ac)	Maximum Building Height	Setbacks			Lot Coverage Regulations	
			Front	Side	Rear	Lot Coverage	Minimum Lot Size
RS	1 du/lot	35'	20-40'	5-10'	20'	35-50%	varies
RS-MH	8-14	16'	25'	5-15'	5'	60%	10 acres
RM-1	5-10	40'	25'	5-15'	15'	--	--
RM-2	10-20	45'	25'	5-15'	15'	--	--
RM-3	15-30	55'	25'	5-15'	15'	--	--
C/R MU	15-20	50'	5'	5-10'	10'	--	10,000 SF
B/R MU	10-20	40'	5'	5-10'	10'	--	4,000 SF
C/O MU	10-20	70'	5'	0'	0'	--	7,500 SF
C/I MU	15-30	40'	0'	0'	0'	--	10,000 SF
DTSP	0-55	25'-55'	0'	0'	0'	35%-100%	

Source: Upland Zoning Code.

Note: Residential development standards may differ slightly in the respective specific plan areas.

Unit Size Requirements

Upland’s development standards require a minimum floor area ranging from 1,000 to 2,000 square feet for single-family homes in RS zones. Given the wide range of RS Zones (due to topography and lot sizes), the minimum floor area increases progressively with the minimum lot size. For multiple-family residential uses, the City requires 700 square feet of gross living area per apartment (one bedroom) with an additional 200 square feet for each additional bedroom. When adopted, the Zoning Code will require a minimum of 600 square feet for a studio apartment, 700 square feet for one-bedroom apartment, and an additional 200 square feet for each additional bedroom. Senior units are allowed up to a 30% reduction in minimum unit sizes.

Open Space Requirements

Given the higher densities in multiple-family housing, such projects must include a minimum of 50–100 square feet of private open space per unit and on average 50–100 square feet of common open space per residential unit. These minimum open space requirements are not considered a constraint to the development of housing; they are intended to provide a desired level of privacy and recreational opportunities for residents of multiple-family housing. The update to the zoning code does not propose any changes to the lot size requirement for sites that are designated for the RHNA.

Density Standards

Upland’s zoning code provides significant flexibility in the density of residential products—reflective of the topography, location, and type of development. In particular for multiple-family housing, projects are allowed to be permitted at a maximum of 20 to 55 dwelling units per acre, depending on location. For instance, corridor housing is typically permitted at up to 20 units per acre, stand-alone residential in a multiple-family district at up to 30 units per acre, and up to 55 units per acre in the Downtown Specific Plan. As discussed later, these density standards have been successful in facilitating ownership and rental housing at a variety of densities and affordability levels.

Height Limitations

The Zoning Code allows for a range in maximum heights standards tailored to different neighborhoods and housing built in the corresponding zones. For instance, lower density residential zones with typically single-family homes are generally allowed to build structures of one to two stories. Multiple-family residential zones allow structures of 45 to 55 feet and accommodate up to three or more stories. In the Historic Downtown, where higher residential densities are desired, the Zoning Code allows up to 55 feet in certain areas to accommodate desired residential densities and commercial intensities. These heights allowances are comparable to communities in the Inland Empire, and are in fact higher than similarly sized communities nearby.

Parking Standards

Adequate parking is an important component of well-designed residential development, contributing to the value of a project, the safety of residents, its appearance, and the livability of the project. Upland’s residential parking regulations are intended to promote efficient land use, reduce street congestion and traffic hazards, promote vehicular and pedestrian safety, and improve the ability to secure financing for a new residential project.

Upland’s residential parking requirement is generally two spaces per unit, which matches the demographics, vehicle ownership patterns, and parking needs of residents. Given community demographics and housing market preferences, the City has adopted a parking strategy that establishes certain citywide standards while offering more flexible parking standards in areas near transit. Table 3-7 provides a summary of parking requirements.

Table 3-7: Parking Standards for Residential Uses

Types of Residential Development	Parking Requirements
Conventional Housing	
Single-Family	2 spaces
Manufactured Housing	Same as single-family units
Second Units	1 space in addition to that required for a single-family unit
Multiple-Family - Studio - 1–2 bedrooms - 3 bedrooms	1.0 space per unit in garage 2.0 spaces per unit in garage plus 1 guest space per 4 units 2.5 spaces per unit in garage, plus 1 guest space per 4 units
Mixed Use* - Studio - 1 bedroom - 2 bedrooms or more	1.0 space per unit 1.0 space per unit 1.5 spaces per unit
Mobile Home Parks	2 spaces per unit plus 1 guest space for every 5 homes
Senior Housing	1 space for each unit with half the spaces covered, plus 1 guest parking space for each 10 units
Special Needs	
Convalescent Care	1 space for each 3 beds the facility is licensed to provide
Assisted Living	1 space for each 3 beds the facility is licensed to provide
Residential Care Facilities --Small (6 or fewer) --Large (7 or more)	2 spaces, plus 1 per employee onsite at any given time 2 spaces, plus 1 per employee onsite at any given time
Emergency Shelters	1 space for every 20 beds plus 1 space for each employee on the largest shift plus 1 space for each company vehicle
Transitional Housing	See Program ____
Supportive Housing	See Program ____
Single-Room Occupancy	1 space per unit plus 1 guest space for every 3 units
Source: City of Upland Zoning Code, 2014.	

The Upland Zoning Code sets forth flexible standards for multiple-family residential parking that vary by the location and proposed residential use (Table 3-8). Whereas all areas of the community have the same parking space requirement for studio units, the number of parking space required increases gradually for one and two bedroom units. Moreover, mixed use zones (predominantly commercial corridors and employment districts) and the historic downtown do not require garages because they are located in TOD districts or in higher density areas. As the project is located farther from the Downtown or TOD areas, the Zoning Code requires a higher number of parking spaces and a garage requirement for multiple-family developments.

Table 3-8: Multiple-Family Parking Standards

Housing Characteristics	Location of Development		
	Mixed Use Corridors	Historic Downtown	Outside Downtown
Type of Development Allowed	Mixed Use Projects	Residential and Mixed Uses	Residential Only
Unit Size			
Studio	1	1	1
1 bedroom	1	1	2
2 bedroom	1.5	2.0	2.5
Garage Required	None	None	Required

Source: City of Upland, 2013.

An analysis of apartment, condominium, and other multiple-family projects submitted demonstrates that parking requirements have not served to deter the production of multiple-family projects. Should developers desire flexibility from the standard parking space requirements, the Zoning Code (when adopted in 2014) allows for the following flexibility:

- **Density bonus projects**—developers can obtain mandated reductions in parking spaces for projects that meet density bonus requirements
- **Senior housing projects**—developers can obtain flexibility and provide only half the spaces with covered garages
- **Transit oriented districts**—developers can obtain up to a 20% reduction in parking space requirements for projects within ¼ mile of a transit station or
- **Shared parking**—eligible projects can receive reductions in parking for qualified mixed use developments

Although apartments outside the downtown and mixed use corridors are feasible and built at current parking and garage requirement standards, there are situations where flexibility in garage requirements may be appropriate. Therefore, the Housing Incentives Program includes a statement to amend the Zoning Code to allow half covered/ uncovered spaces for studio and 1-bedroom units in projects outside the downtown and corridors provided the project qualifies for a density bonus or is deed restricted as affordable.

Cumulative Impact of Standards

Cumulative development standards (such as parking, density, height, open space, unit size, etc.) are often viewed as a potential constraint to the development of housing, in particular multiple-family housing. This is not the case in Upland. Recently approved apartment projects demonstrate that the City’s residential development standards are not a constraint. As shown in Table 3-9, three multiple-family projects that include a mix of one-, two- and three-bedroom units were recently approved. All of these projects were approved with current and proposed development standards.

Table 3-9: Multiple-Family Projects Approved or Built

Project Characteristics	Multiple-Family Projects		
	Downtown	Park Central	College Park
Type	Condominiums	Apartments	Apartments
Status of Project	Approved	Built	Built
Total Units	203	128	448
1 bedroom	Not Proposed	Yes	Yes
2 bedroom	Yes	Yes	Yes
3 bedrooms	Yes	Yes	Yes

Source: City of Upland, 2013.

However, if a developer wished to build an apartment project or another multiple-family rental or ownership project with a different mix of housing units, the updated zoning code allows considerable flexibility. Developers can receive flexible or more relaxed standards in the following cases:

- 1) **Downtown Specific Plan.** This area allows developers to propose studio or one-bedroom units with only 1.0 parking space per unit and less floor area. This is also allowed for senior units as well.
- 2) **Affordable Housing.** For affordable housing or senior housing that qualifies for a density bonus, the City offers significant reductions in virtually any development standards consistent with state law.
- 3) **Minor Variation.** The City Development Services Director has the authority to grant a minor adjustment over the counter (defined as 10% variation) to virtually every physical development standard.

In summary, the City’s residential development standards, either individually or cumulatively, have not deterred either the production of condominiums or apartments. Adequate provisions are also in place to allow modifications to the residential development standards based on the location, affordability, and type of residential project. Because of these factors, the City’s Zoning Code residential development requirements are not an actual constraint to the development, improvement, and maintenance of housing.

BUILDING CODES AND ENFORCEMENT

The City of Upland has adopted the California Building Code, which is based in large part on the Uniform Building Code. The City has adopted all codes in their entirety but added a few minor changes to address local conditions. Because of the local topography and fire hazards, all newly constructed buildings, of any occupancy group when the gross floor area is equal to or exceeds 5,000 square feet, are required to have automatic fire sprinklers.

Specific codes the City has adopted include:

- 2010 California Building Code
- 2010 California Electrical Code
- 2010 California Green Code
- 2010 California Mechanical Code
- 2010 California Plumbing Code
- 2010 California Residential Code
- Current California Adopted Standards of Energy & Accessibility Codes

The Building Division provides reasonable controls for construction and occupancy of buildings and structures throughout the City through the enforcement of all building-related municipal ordinances. This division serves and protects the public with plan checking services, the issuance of permits, the keeping of building-related records, and building inspections. The division further provides information to its customers through records research, provision of informational handouts, and development consultation through all phases of a project from concept to completion.

In addition to building codes mentioned above, the City of Upland has also adopted a variety of property maintenance codes for the protection of property values and the general welfare of the community. These are in the Public Peace and Welfare Code, which addresses graffiti and unnecessary noise; the Health and Safety Code, which addresses public nuisances as well as other occupancy requirements; and the Uniform Code for the Abatement of Dangerous Buildings.

In addition, the Upland Zoning Code has a chapter for property maintenance and use standards (Chapter 17.21). These standards are designed to enhance the value, development, appearance, and character of the community. Topics include storage, structure, fences and walls, parking, and landscape maintenance. The City's Code Enforcement Division is tasked with the responsibility of protecting property values and eliminating blight through the use of the City's Municipal Code.

OFFSITE AND INFRASTRUCTURE REQUIREMENTS

After the passage of Proposition 13 and its limitation on local governments' property tax revenues, local governments have faced increased difficulty in providing and financing appropriate public services and facilities to serve residents. In fact, one of the main consequences of Proposition 13 has been the shift in funding of new infrastructure from general tax revenues to development impact fees and improvement requirements on developers. Upland development impact fees were discussed in earlier sections of the housing element and were found to not be a constraint to developments.

In order to ensure public health and safety, the City of Upland also requires developers to provide onsite and offsite improvements necessary to serve proposed residential projects so that the City is not left with underserved developments and unfunded liabilities. Requirements for on- and offsite improvements vary depending on the existing improvements, as well as the size and nature of the proposed development, but the requirements are standard and do not exceed the basics per the State Subdivision Code.

The City of Upland is largely built out within its core, although there are newer areas in southern Upland or at the edges of the community. Most residential areas in Upland identified to address the RHNA are already served with infrastructure. However, where an area does not have suitable existing infrastructure, the City requires the following improvements:

- **Drainage:** Including curbs and gutters, storm drains, and culverts in accordance with acceptable standards. These requirements are standard among communities and vary little.
- **Sidewalks and trees:** Including sidewalks—of a width and quality suitable for the local neighborhood use—and parkway trees. Dimensions generally 12 feet on either side of the road, which includes 5 feet of sidewalks.
- **Streets:** Pavement of a width and quality suitable for local traffic. Specifications include 60' right-of-way for residential streets and 66' right-of-way for collectors. All other streets are already in place. Streets within PUDs and specific plans are typically narrower than these requirements;
- **Water and sewer:** Adequate domestic water supply, including the relocation or replacement of water mains, irrigation lines and appurtenances and appropriate sanitary sewer facilities and connections for each lot;
- **Appurtenances:** Streetlights utility lines and poles. Sidewalks must be of a width and quality suitable for the local neighborhood use noted above. Parkway trees are required to be planted along streets, but the trees are maintained by the property owner of the home fronting the street.

ENERGY CONSERVATION

In 2006, the state legislature adopted the Global Warming Solutions Act, which created the first comprehensive, state regulatory program to reduce GHG emissions to 80% below 1990 levels by 2050. Through both SB 375 and AB32, promoting energy conservation has become a consistent theme in regulations, green building practices, and business operations. Cities across California have become increasingly involved in promoting resource conservation to make their community more environmentally sustainable.

The City of Upland encourages resource conservation as follows.

- **Building codes.** In 2010, Upland adopted the California Green Building Code (CALGreen), the first statewide green building standards code. The Code is designed to help California achieve GHG reduction goals through the planning, design, operation, construction, use, and occupancy of every new building, and to additions and alterations to nonresidential buildings. CALGreen includes mandatory provisions to reduce water use by 20%, improve indoor air quality, divert 50% of construction waste from landfills, and inspect energy systems for nonresidential building.
- **Neighborhood design.** Neighborhood design and site planning can reduce energy consumption. Sizing and configuring lots to maximize a building's solar orientation facilitates optimal use of passive heating and cooling techniques. Placing housing near jobs, services, and other amenities reduces energy consumption for transportation. Other design strategies with beneficial energy implications include installing broad-canopied trees for shade and clustering development to reduce auto use. The Zoning Code and Historic Downtown Specific Plan both promote sustainable development patterns to promote energy conservation.
- **Green standards.** The building industry offers programs to improve the energy efficiency and sustainability of housing. The BIA sponsors a voluntary program called Green Builder. The U.S. Green Building Council (USGBC) sponsors a building certification program called Leadership in Energy and Environmental Design (LEED). The USGBC reviews projects for conformance based on efficiency, sustainability, materials quality, and design factors, and issues certifications based on the points achieved for sustainable practices. The Kohl's at the Colonies and the Wells Fargo building are recent projects that received LEED Silver certification.
- **Retrofits of residential buildings.** Older residential buildings built before energy conservation standards provide the greatest opportunity to make a measurable difference in energy usage. To that end, the City's Housing Improvement Program provides residential rehabilitation loans that can be used to purchase more energy-efficient upgrades to windows, insulation, and other home items. Moreover, local utility companies also offer a wide range of incentive programs to trade in energy-inefficient appliances and receive a rebate to purchase energy-efficient models.

D. PERMITTING PROCESS

The City of Upland has the responsibility to ensure that residential developments are of lasting quality, that housing opportunities are available, and that the public health and welfare are maintained. To that end, the Upland Municipal Code establishes standard procedures for processing applications for the development, maintenance, and improvement of housing. These processes are described in the following section.

NEW PROJECTS

The City of Upland has recently adopted a timely and efficient development review process that balances the need for efficient and timely processing, while also recognizing that the final product should reflect quality workmanship and design. The steps involved in the process are briefly described below and in Table 3-8.

- **Single-family residential.** Single-family dwellings are reviewed through plan check by the Development Services Director or designee. Total time to process permits for new single-family dwellings is typically 30 to 60 days. This assumes that the project is proposed in a zone that allows the use by right and that the project meets the minimum development and site standards in the municipal code. No public hearing is required.
- **Multiple-family residential.** Multifamily projects have three levels of review, depending on the zone in which the project is located and the associated permit required (i.e., P, AUP, CUP). Projects permitted by right or an administrative use permit are reviewed by the Development Services Director or designee. For AUPs, the director may solicit technical expertise and/or convene staff from affected departments in the review of projects. Total time to process permits is typically 30 to 90 days.
- **Conditional uses.** For multifamily projects and other residential projects (larger residential care facilities) permitted through a CUP, the Development Services Director performs the initial screening and makes a recommendation to the Planning Commission for final action on the application. This is not a constraint to addressing the RHNA since the sites credited toward the RHNA are not required to obtain a CUP. Total time to process a CUP for a new project is typically 4 to 6 months.

Project Review

Once a development application is deemed complete, the case planner reviews the project for conformance with applicable development codes, land use regulations, architectural drawings, site design, landscaping plan, design standards, and other requirements. The City provides an application and checklist that can be used to ensure that all relevant requirements and materials are submitted to the City. This ensures a timely submittal so that the project can proceed to the next step. Project review generally requires approximately one month to complete, assuming a well prepared application.

Environmental Review

Environmental clearance is required by the California Environmental Quality Act (CEQA). CEQA is quite prescriptive regarding the most appropriate form of clearance and the timelines for noticing, circulation, and public review. The vast majority of projects will qualify as infill and are exempt from CEQA, or the projects can be cleared through a Negative Declaration or Mitigated Negative Declaration. The time frames for this step vary widely and can take about 90 days. This step is often taken concurrent with permit processing. However, if an EIR is required, it may add six to nine months to the project.

Public Review

Projects that are permitted by right or through an AUP are not required to be noticed to the public or subject to a public hearing. Projects that require a CUP due to the possibility for unintended impacts on surrounding homes and neighborhoods require a public hearing before a decision can be made. Hearings must be scheduled within 45 days of the filing of the application. Notices are mailed to affected local agencies and land owners within 300 feet of the proposed project so that the public can attend or submit comments on the proposed project. The entire process takes approximately three months unless an appeal is filed, which would add another 3.5 months.

Once prior stages are complete, the application for residential development moves forward to the building permit stage. The process is relatively straightforward and requires filing an application, paying required fees, and commencing work. Overall, the time frame for obtaining permission to build residential projects in Upland is relatively short and therefore not considered an undue constraint for the vast majority of developers proposing projects in Upland. Table 3-10 summarizes time frames for project review in Upland.

Table 3-10: Permit Process and Time Frame for Housing Projects

Criteria	Application Review		
	Single-family	Multifamily (AUP)	Multifamily (CUP)
Application Completeness	1 month	1 month	1 month
Project Review Committee	1 month to review project design	1 month to review project design	1 month to review project design
Decision-maker Regarding Project	Development Services Director	Development Services Director	Planning Commission
Planning Commission Public Hearing	N/A unless project appealed	N/A unless project appealed	1 month
City Council Public Hearing	N/A	None unless project appealed	None unless Appealed
Environmental Review and Clearance	In accordance with CEQA requirements		
Plan Check	60 days	60 days	60 days
Total Time from Start to Building Permit	30–60 Days	4–6 months	4-6 months (up to 9 with EIR)

Source: Upland Zoning Ordinance, 2013.

RESIDENTIAL DESIGN STANDARDS AND GUIDELINES

Upland has recently amended its Zoning Ordinance to incorporate residential design standards and guidelines for single- and multifamily developments. The design standards and guidelines provide an added level of definition for the intended character within single and multifamily developments and establish minimum criteria for achieving a high quality design expression in site and building design while allowing reasonable flexibility in the implementation of developments in the residential zones.

Some of the more pertinent requirements are:

- **Neighborhood context.** Single- and multifamily developments shall be compatible and coordinated with adjacent properties in terms of height, massing, setback, and design character. New development shall contribute to the visual quality and cohesiveness of its setting.
- **Site design.** Single-family developments shall vary the front yard setbacks from unit to unit to avoid long repetitious development patterns. Garages shall also be set back to not dominate the front façade of the residence. For multifamily developments, buildings shall be located as close as possible to the front setback line. Where buildings are set back, enhanced landscaping shall be provided within the setback.
- **Building design.** Single-family homes shall avoid large, box-like structures by employing techniques such as recessed porches, bay windows, dormers, varying planes or setbacks, and varying roof forms. The design should minimize views of garages. For multifamily projects, building massing shall be varied through techniques such as recessed porches, bay windows, dormers, varying planes or setbacks, and varying roof forms. Large masses shall be broken down to give individuality to units to be legible as individual residences or small groups of units.
- **Outdoor living space.** In multifamily projects, private open space shall be at the same level as and immediately accessible from within the unit. Outdoor living space for the shared use of residents should include lawns, courtyards, community gardens, roof gardens, pools, and play areas. Shared spaces should be accessible to all residents, provide seating areas, be lighted, relatively flat and usable, and designed to encourage social activity. When included, such public space should be provided where high levels of pedestrian and/or community activity can be expected.

Upon adoption in 2014, the City will have streamlined its design review process by repealing provisions requiring Design Review Board. The director or designee will review the project as part of the overall development review process and solicits technical advice from other departments as appropriate before making recommendations to the Planning Commission. No separate fees are charged for design review as well. Coupled with user-friendly design guidelines, projects can be approved in a timely manner. Therefore, design review is not considered a potential constraint to residential development.

ADMINISTRATIVE USE PERMIT

Historically, the Upland Development Code required developers of multiple family projects to secure a conditional use permit prior to project approval. The City's Development Code has been reconfigured to provide more clear guidance for developers, City staff, policy makers, and residents. The Code now only requires an administrative use permit. The purpose is to provide an appropriate review of land uses and their associated operational characteristics in a particular zoning district, whose effects on a site and surroundings cannot be determined before being proposed for a specific site.

An application for an administrative use permit shall be filed and reviewed in compliance with Chapter 17.42 of the Code. The application shall include the information and materials specified in the Development Services Department handout for an administrative use permit application, together with all required application fees. It is the responsibility of the applicant to provide evidence in support of the required findings.

The Development Services Director or designee shall approve, conditionally approve, or deny administrative use permit applications upon the recommendations of technical staff. However, in certain cases, the Development Services Director or designee may choose to refer any administrative use permit application to the Planning Commission for review and final decision. Unlike most discretionary approvals, no public notice and hearing is for an administrative use permit application.

The decision-making authority may approve an application for an administrative use permit only if the proposed project complies with applicable standards in the zoning code, other City ordinances, the General Plan, and any other applicable community or specific plans, and as supported by all of the following findings:

- The location, size, design, and operating characteristics of the proposed use will be compatible with the existing and future land uses in the vicinity of the subject property.
- The site is physically suitable in terms of design, location, shape, size, operating characteristics, and the provision of public and emergency vehicle (e.g., fire and medical) access and public services and utilities.
- The proposed use will not be detrimental to the public health, safety, and welfare of the persons residing or working in the neighborhood of the proposed use.

The new administrative use permit is not intended to be a constraint. Indeed, prior to the update, the City conditionally permitted six apartment and condominium projects, providing nearly a thousand affordable housing units. The AUP will only serve to streamline the development review process and avoid unnecessary and additional reviews of projects that meet all the applicable standards in the City's general plan and municipal codes.

HOUSING FOR PEOPLE WITH DISABILITIES

The federal Fair Housing Amendment Act and the California Fair Employment and Housing Act direct local governments to make reasonable accommodations (e.g., modifications or exceptions) in zoning laws and other land use regulations when such accommodations may be necessary to afford disabled persons an equal opportunity to use and enjoy a dwelling. City policies and regulations for housing people with disabilities are noted below.

Zoning Code Definitions

The general plan and municipal code definitions can create fair housing concerns if the definitions could be used to limit housing opportunities or fair housing choice by individuals or families. Although cities rarely discriminate in this manner, the code definition in itself could discourage a developer from proposing a use that would otherwise be deemed allowed. By example, fair housing law prohibits defining a family (and by extension living quarters) in terms of the relationship of members (e.g., marital status), number of occupants (e.g., family size), or other characteristics beyond a housekeeping unit. Other definitions should also be consistent with fair housing law.

The Upland Zoning Code (Part 7) currently defines a family and makes distinctions with respect to a natural family, unrelated family, and foster family. The present definitions need to be updated to reflect current fair housing laws. To address the fair housing issue, the City is in the process of developing a new definition that is consistent with fair housing law. Although the final language is still under review, the proposed definition will be:

Family: Two or more persons living together as a single housekeeping unit in a single residential dwelling unit. This term does not include a boarding house, lodging house, club, dormitory, fraternity, sorority, hotel, motel, rest home, or other similar type of group quarters. Residents of residential care facilities, as defined in this chapter and under state law, serving six or fewer persons shall constitute a "family" for purposes of the city's zoning code.

Permitted Land Use

Upland permits residential care facilities for six or fewer persons as a by-right use in all residential zones. Occupancy of these structures is limited only by building code requirements. Licensed facilities serving seven or more persons are permitted in the RM zones through a conditional use permit. However, this also does not constitute a constraint to providing housing for persons with disabilities. Instead, the conditional use permit process is necessary to ensure quality of design and compatibility with neighboring properties and uses, based on the reasonable regulation of such factors as noise, traffic, and other health and safety considerations. These are the same type of considerations applicable to other projects requiring conditional use permit approval and do not constitute an undue restraint on such housing.

Building Codes, Development Standards and Permitting Processes

The City's zoning code does not impose a constraint on development for persons with disabilities. As specified above, residential care facilities serving six or fewer persons are permitted by right in all residential zones and subject to the same development standards, construction standards, business taxes, local registration fees, use permits, and other requirements to which other family dwellings of the same type in the same zone are likewise subject. Housing is treated in a similar manner regardless of the occupancy. Specific conditions may be placed on residential care facilities serving seven or more persons to reduce impacts related to noise, traffic, and other considerations.

State and federal fair housing law require cities to make reasonable accommodations to address the special needs of persons with disabilities when applying standards of the Municipal Code and other land use regulations to ensure equal opportunity to use and enjoy a dwelling. State and federal guidelines recommend establishing a process of reasonable accommodation to grant changes in land use, building practices, or permitting processes to allow a disabled person equal access to housing. The process should not be discretionary or achieved through a variance.

The City of Upland has adopted the latest edition of the California Building Code, including all provisions related to facilitating disabled access. These provisions are strictly enforced by the City Building Official. Some cities process reasonable accommodation through a conditional use permit or variance, and these actions do not necessarily violate fair housing laws. However, since the former condition is related to a site characteristics and the latter related to the use of the property, neither process is designed to adequately address accommodating the needs of people with disabilities.

The City has established several ways to more clearly make reasonable accommodations for people with disabilities. The zoning code allows ramps and platforms necessary to accommodate disabled access into a home to intrude into required yard or building setbacks. For other types of reasonable accommodations, the process is to submit a request to the City. The request is handled as a ministerial action of the Development Services Director and is not subject to public hearing and property notification processes. The cost is the fee for the building permit plan check and review. One of the objectives of Program 21 of the Housing Plan is to draft a clear, reasonable accommodation process as part of the zoning code update.

Although the City has not adopted a formal reasonable accommodation ordinance, its current administrative practices achieve the same objectives. Upland's Analysis of Impediments to Fair Housing Choice for 2013–2018 analyzed the current reasonable accommodation process and did not recommend that a new ordinance or code section was necessary to achieve the goals and objectives envisioned under state and federal fair housing law.

Constraint Analysis

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4. HOUSING RESOURCES

This chapter describes the land, financial, and administrative resources available to Upland to address its existing and future housing needs, including its share of the regional housing needs allocation (RHNA).

A. REGIONAL HOUSING NEEDS

California law requires all local governments to plan to facilitate and encourage the production of housing to accommodate population and employment growth. To assist in that effort, the Southern California Association of Governments prepares housing planning goals for each city as part of the RHNA as authorized by the California Government Code.

The Southern California Association of Governments projects the share of the region’s future housing need for each city as part of the RHNA process. The determination is based on four primary planning factors:

1. The number of housing units needed to accommodate future population and employment growth.
2. The number of units needed to allow for a desired level of vacancies and the replacement of housing units normally demolished.
3. The number of very low, low, moderate, and above moderate income households needed in the community.
4. Other factors related to a subregional jobs-to-housing balance, tenure, and other factors unique to each community.

Table 4-1 summarizes the City of Upland’s 2013–2021 RHNA. The City is required to make available a sufficient number of sites general planned and zoned for housing to accommodate its need.

Table 4-1: Upland Regional Housing Needs Allocation, 2013–2021

Income Category	Definition	RHNA Allocation	
		Number of Units	Percentage
Extremely Low*	30% or less of MFI	191	12%
Very Low*	31–50% of MFI	191	12%
Low	51–80% of MFI	260	16%
Moderate	81–120% of MFI	294	19%
Above Moderate	above 120% of MFI	653	41%
Total		1,589	100%

Source: Southern California Association of Governments.
 Note: Extremely low income units are estimated at half of SCAG’s 382-unit very low income need.

OPTIONS FOR ADDRESSING THE RHNA

California law does not require cities to build housing, but it does require communities to facilitate new housing production. State housing element law allows local governments to obtain credits toward meeting its RHNA goal in three primary ways: 1) preserve publicly assisted housing that is at risk of converting to non-low income or market rates; 2) construct housing during the planning period; and 3) set aside land at appropriate densities.

Each of these credits is briefly described below:

- **Housing Production.** Local governments are allowed to take credit toward the regional housing needs allocation for units built during the planning period. In past years, local governments could count units built between when the RHNA planning period started till the housing element period began in 2008. Due to SB375, local governments will not benefit from this provision. Only projects built and occupied after January 1, 2014, will count toward the RHNA. These projects are reported as part of the annual progress reports.
- **Alternative Sites Credits.** Local governments are allowed to take credit toward the regional housing needs allocation if they preserve publicly assisted affordable multiple family housing projects that are at risk of converting to non-low income rents by 2014. Several specific criteria apply in order to be eligible for this option. Local governments have the option of purchasing affordability covenants, substantially rehabilitating and deed restricting the units, and/or facilitating the acquisition and rehabilitation of the projects.

In recent years, state law provisions have been changed to allow for the crediting of foreclosed properties to the RHNA, provided certain criteria are satisfied. Moreover, at-risk projects no longer need to be at least 4 units in size to qualify for the alternative sites credit. However, these provisions are insufficient in scope to make it financially or practically feasible for local governments to use foreclosed properties as alternative sites credits.

- **Housing Sites.** Because it is developers who build housing, cities have limited ability to change underlying market conditions. However, cities can make available enough sites for future housing opportunities. This is done through zoning and development standards. Therefore, HCD allows cities to count available sites toward meeting the RHNA goals. The sites must be adequately zoned for housing, sufficient in size, and realistically be able to be built on. These criteria are described and addressed later in this chapter.

The following describes Upland’s approach to addressing its 2013–2021 RHNA as determined by the Southern California Association of Governments.

ZONING AND HOUSING INCENTIVES

The analysis must demonstrate that the identified zones are adequate to facilitate development of housing affordable to different income levels. The following demonstrates how densities and housing prices are linked.

Single-Family Housing

As mentioned earlier, new single-family homes are selling for over \$500,000. The 17-unit Bella Tierra project and the detached small lot College Park project are priced in the \$500,000s and \$600,000. In the vast majority of cases, these products are built on standard small lots with a density of 7–10 units per acre. Therefore, where sites identified in the land inventory are zoned at lower densities, the sites are assumed to be capable of only accommodating single-family homes affordable to above moderate income households.



Foothill Walk

Townhomes

Upland has seen a resurgence in attached and detached townhomes. Foothill Walk offers seventy-six, 1,500-square-foot and 3-bedroom attached units at a density of 17 units per acre. The homes are priced at \$250,000 to \$450,000, with 80% of the units below \$360,000, which is the maximum price affordable to moderate income households. Foothill Promenade, a 46-unit attached project built at 15 units per acre, sold for \$280,000 to \$310,000 per unit. This demonstrates that attached townhome developments built at a density of 15 to 20 units per acre are affordable to moderate income households.

Apartments

State law considers a density of 30 units per acre for urban jurisdictions as sufficient to facilitate the production of housing affordable to low income households. To provide an accurate assessment of density and its relationship to affordability, the adjacent high income city of Rancho Cucamonga had two affordable projects (Villagio and San Sevainne) recently built in the prior planning period at 15 to 17 units per acre. Although these projects were RDA subsidized, it would be reasonable to expect that such projects would be feasible at 25 to 30 units per acre without substantial financial assistance.

Density and Affordability Assumptions

Based on this information, density thresholds can be correlated with housing affordability. In determining the type and price of housing anticipated to be built on the sites identified for the RHNA, the following assumptions apply:

- A density of 0 to 15 units per acre is assumed to facilitate housing in the above moderate income category;
- A density of up to 20 units per acre range is assumed to facilitate housing in the moderate income category;
- A density of up to 30 or more units per acre is assumed to facilitate housing in the very low and low income category.

B. SITE IDENTIFICATION

Housing sites proposed for the 2013–2021 Housing Element include the majority of sites identified in the prior 2008–2014 Housing Element. In addition, the City identified additional sites during the recent update to the City’s General Plan and Zoning Code that are suitable for residential development. All of the proposed housing sites to be credited toward the RHNA are vacant or substantially underutilized, are zoned for multifamily residential development or mixed-use with a residential component, and do not have active development proposals in place. Moreover, none of the sites chosen have environmental constraints that would preclude development.

To meet the RHNA through the setting aside of land at appropriate densities, the City has identified housing sites in several primary areas.

Specific Plans

The General Plan includes several specific plans with residential development. This includes the Park View, Upland Crossing, and College Park specific plan areas. These areas allow for a combination of single-family and townhome units. Although several are near buildout, residential development capacity remains on vacant sites that can accommodate housing affordable to moderate and above moderate income households.

Focus Areas

The General Plan directs future residential development into three focus areas in an effort to encourage the recycling and revitalization of these areas. These areas include: 1) Foothill Boulevard, which is the primary east–west spine of the community; 2) the southeast quadrant, which is the eastern gateway to Upland; and 3) the College Heights area, which is near the Claremont Colleges. The majority of these proposed residential sites are underutilized.

Historic Downtown

The Historic Downtown contains the majority of high density residential and mixed-use sites. These sites are largely the same sites in the 2009 Housing Element and are carried over to the present planning period. Unlike past years, however, these sites now fall within a specific plan and no longer require a conditional use permit to develop into multiple-family housing. Multiple-residential and mixed-use residential projects are allowed by-right.

The land inventory that follows discusses each general area proposed for residential development. Contained are: 1) a listing and map of parcels proposed to accommodate the RHNA; 2) calculation of development capacity based on realistic densities; and 3) demonstration that sites (where used) are likely to redevelop into housing during the planning period. Following the sites discussion is an analysis of the adequacy of the zones.

SPECIFIC PLANS

Much of Upland's vacant and underutilized land is within specific plan areas. These specific plans are largely located along, near, or bounded by Foothill Boulevard. All of the sites proposed for housing in specific plan areas are vacant and ready to build as the housing market continues to recover. Based on prevailing housing prices, these specific plan areas will provide housing affordable for moderate and above moderate income households.

The three specific plan areas are described below and shown in Figure 4-1.

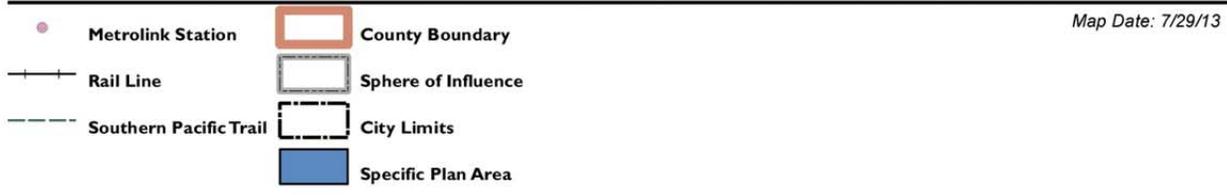
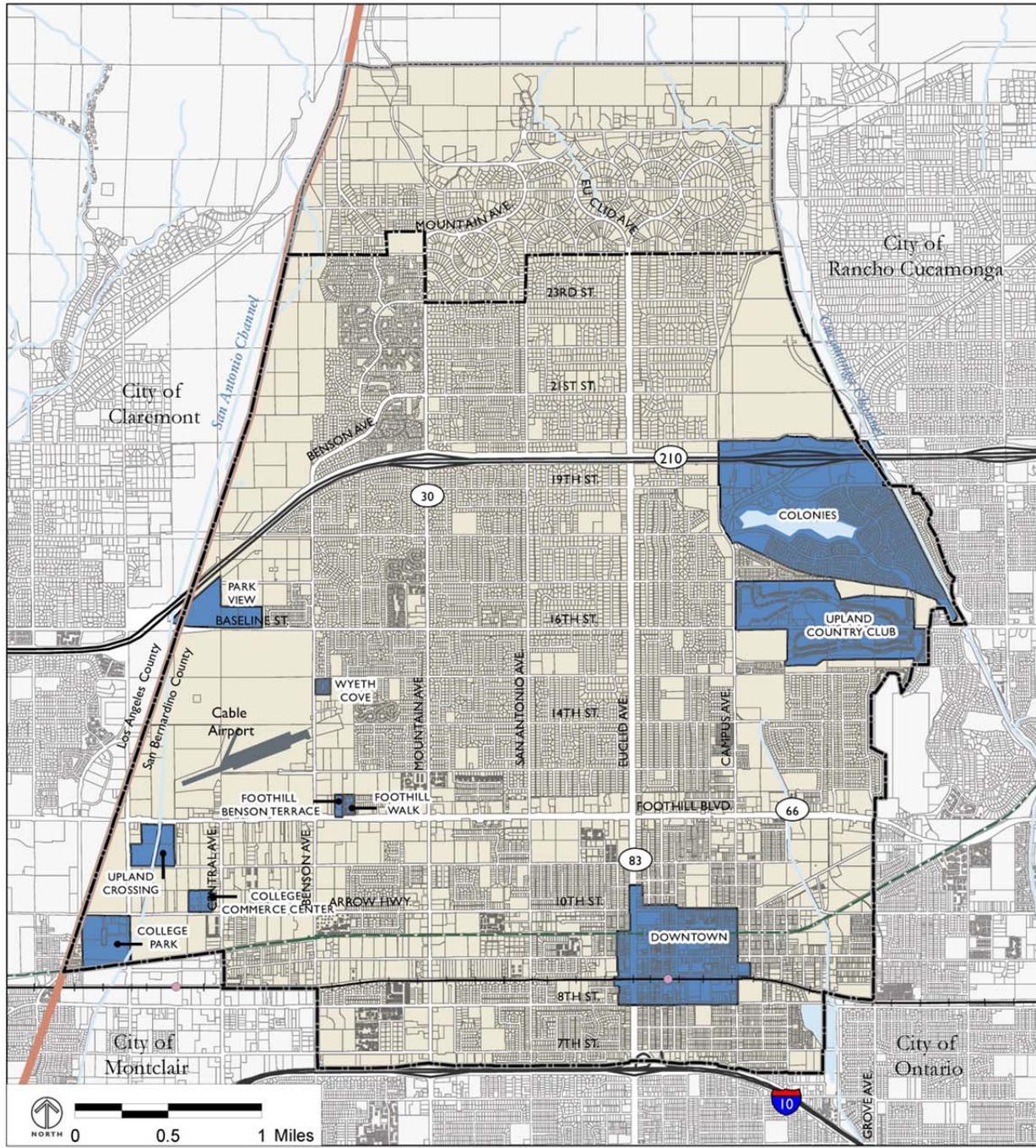
- Park View Specific Plan.** The Park View Specific Plan is envisioned as a mixed-use village. The plan calls for the development of up to 100,000 square feet of commercial/retail space, 32 acres of residential land, and 57 acres of open space for a city park, flood control facilities, and spreading grounds. When built to capacity, the specific plan will add 400 housing units to the City of Upland, most of which will be single-family housing. There are no environmental constraints to development of this site.

The Park View project has three planning areas. Planning Areas 1 and 2 will contain 143 detached, small lot single-family homes. Based on housing market prices, these units are anticipated to range in price from \$400,000 to \$500,000, affordable to above moderate income households. An additional 16 acres are reserved for 257 units of smaller attached products that are affordable to moderate income households.

Upland Crossing Specific Plan. This Specific Plan is composed of a residential development and a small commercial-retail component. The site is undeveloped and previously consisted of two filled retention basins. There are no longer any constraints that would preclude its development. The specific plan will contain a high-quality development of detached single-family units, condominiums, and mixed-use multiple-family units.

The Upland Crossing Specific Plan has three planning areas. Planning Area 1 and 2 designate 12 acres for 145 detached small lot homes. Based on recent projects in the community, detached products will likely sell for prices only affordable to above moderate income households. An additional 10 acres are proposed for 210 attached small lot housing products anticipated to be affordable to moderate income households.

- College Park Specific Plan.** In 2004, the City adopted the College Park Specific Plan to encourage mixed-use development in southwest Upland and provide housing opportunities for the Claremont Colleges. The planning area includes 25 acres of residential land that can accommodate almost 500 or more housing units. A total of 450 apartment units have been built. An additional 90 small lot detached single-family units are planned at a density of 10 units per acre. These units are priced in the \$500,000s and are affordable to above moderate income households.



Map Date: 7/29/13

Figure 4-1: Specific Plan Map

HISTORIC DOWNTOWN

Much of Upland's vacant and underutilized land is in the Downtown, which is where the City plans to accommodate its lower income RHNA. Adoption of the Historic Downtown Upland Specific Plan (DTSP) now allows much higher densities that facilitate higher density housing. The sites identified to meet the RHNA are in five of the nine districts, which have allowable residential densities ranging from 15 to 55 units per acre. There are 57 vacant or underutilized parcels in the DTSP, shown in Figure 4-2. A comprehensive inventory of parcels is provided in Appendix C.

The City selected these vacant or underutilized properties as part of the residential sites inventory because they represent 24 groups of City-owned vacant parking lots or are contiguous parcels under common ownership that present the greatest potential for lot consolidation and future development. These sites were identified based on staff knowledge, the City's vision for the area, site visits, and development applications prior to the downturn of the real estate market. For underutilized sites, contiguous properties are developed with antiquated commercial/industrial uses that are inconsistent with the City's objective of revitalizing the Downtown with sustainable development patterns that contribute to the jobs/housing balance.

Among the identified properties are three packing houses in the Citrus Transportation District. These packing houses are used for marginal uses, including junk storage, sporadic light manufacturing, a rock climbing gym, and a temporary trucking school. The owners of all three sites have expressed interest in redeveloping their properties. One of these three properties (Schwartz Building) has been proposed for adaptive reuse as a high-density mixed-use residential development. Due to the current market conditions, the Schwartz Building has been on hold. However, based on the proposal, the City has determined that the other two packing houses are feasible and ideal for adaptive reuse into high-density mixed-use developments.

The City is also looking to develop high-density mixed-use projects on its surface parking lots. The DTSP contains a three-tiered parking strategy to ensure sufficient parking as development intensifies and to make more efficient use of the available parking in Downtown, thus freeing up some of the City's surface parking lots for development. Residential development is expected to provide its own on-site private parking, so the parking strategy only pertains to the increase in demand generated by new commercial development. Since the City's vision is for high-density multifamily mixed-use development in Downtown, new residential development on the surface parking lots will maximize permitted densities in each district.

The specific plan contains maximum densities of 15 to 55 units per acre. Because the explicit intent of the specific plan is to promote higher density development, the buildout was determined based on a site design analysis that determined realistic densities achievable based on required development standards and a series of realistic assumptions for each site. The analysis resulted in a total of 1,158 affordable housing units in Downtown, including 874 low-income units and 284 moderate-income units.

Housing Resources



*Western Part of Site is Located within Euclid District

Map Date: 7/29/13

Figure 4-2: Downtown Specific Plan Map

OTHER HOUSING OPPORTUNITIES

The City of Upland also has several other housing opportunities to credit toward the RHNA. One is secondary dwelling units and guest quarters. The other is an application for senior housing that recently obtained bridge funding to move forward during the 2014/2015 timeframe.

Second Units and Guest Quarters

The Census Bureau defines a housing unit as a house, apartment, mobile home, group of rooms, or single room occupied as separate living quarters. This definition includes second units and guest quarters in homes. The Zoning Code allows second units and guest quarters in many residential zones. However, for guest quarters, the owner must file a residential covenant with the Clerk prohibiting such units from being rented—that is, someone can live there, but the owner cannot collect rent. These options offer affordable housing for seniors, domestic employees, students, and others.

Guest quarters are assumed affordable to very low income households because rent cannot be collected on them. In contrast, a second unit is treated like an apartment project and assumed affordable to moderate income households. From 2006–2013, the City approved 6 to 8 units annually, of which 60% were guest quarters and 40% were second units. Assuming 50 units built from 2014 to 2021, 30 units are assumed affordable to very low income households and 20 units affordable to moderate income households. The Housing Element estimates 50 units for the 2014–2021 planning period.

Coy D. Estes Project

The City of Upland has been working with Upland Community Housing to fund the 72-unit expansion to the existing Coy D. Estes senior rental project. The City petitioned the Department of Finance to keep \$1.26 million dollars that was an enforceable obligation for funding the senior project. Coy D. Estes also owns the land on the proposed expansion. Upland Community Housing had successfully secured 9% low income housing tax credits but was unable to secure additional bridge funds needed to close the project.

As of 2013, Upland Community Housing intends to propose floating a bond and apply for a 4% low income housing tax credit to fund the project. The City of Upland expects that the project will secure financing in the next year or so and proceed with expansion of the senior project. In November 2013, a loan agreement was subsequently approved by the California Department of Finance in the amount of \$1,250,000. Funds came from the Redevelopment Property Tax Fund that pays enforceable obligations pursuant to AB 1484.

GENERAL PLAN FOCUS AREAS

Finally, in addition to the specific plan areas, the City focused on three areas of Upland as part of the General Plan Update process that have additional potential for multifamily residential development. Focus Areas include Foothill Boulevard, College Heights, and the Southeast Quadrant. Each is described below. A comprehensive inventory of parcels is in Appendix C.

- **Foothill Boulevard.** Foothill Boulevard, part of Historic Route 66, is the most important east–west corridor, playing a key role in establishing the identity and the economic vitality of Upland. Zoning along Foothill Boulevard supports a mix of uses through the C/R, C/O, and C/I MU zones. Vacant and/or underutilized parcels along Foothill are potential sites for multifamily residential uses. A total of 35 sites have been identified along Foothill, totaling approximately 30.5 acres. These parcels are zoned C/R MU and require a minimum density of 15 units per acre. The realistic capacity of remaining sites on Foothill Boulevard totals 370 units.
- **Southeast Quadrant.** The Southeast is Upland’s eastern gateway. Although the quadrant is primarily residential, the hospital, commercial uses, and industrial parks in this area make it a major employment base. The medical industry has great potential to expand and continue to provide quality jobs and services to Upland’s residents and the region. Therefore, the City’s focus for this area is on expanding the employment base and creating new multifamily residential opportunities for employees and families. A total of 25 sites on 12.2 acres have been identified in this focus area. These parcels are zoned B/R MU, C/R MU, RM-2, and RM-3, which require minimum densities of 10 to 15 du/ac. The realistic capacity remaining on these opportunity sites totals 170 new units.
- **College Heights.** Much of the City’s remaining vacant and underutilized land outside of Downtown is in the College Heights focus area. As the location of Upland’s major industrial employers and with its proximity to the Montclair Transportation Center and the Claremont Colleges, College Heights is an important employment center in the City and a prime location for new transit-oriented development. Several specific plan areas in College Heights are developed with multifamily residential projects. Many other vacant and/or underutilized parcels are also potential sites. A total of 52 sites have been identified, totaling approximately 20.9 acres. These parcels are zoned B/R MU, C/R MU, and RM-3 and require a minimum density of 10 to 15 du/ac. Outside the specific plan, the realistic capacity remaining in College Heights is approximately 241 units.

Taken together, the City of Upland has considerable development capacity remaining on underutilized sites in the community. Because of the underutilized status, these sites will develop slower than vacant sites. The sites will likely add to the inventory of moderate and above moderate income housing potential and therefore are necessary to map at this time.

ENVIRONMENTAL AND INFRASTRUCTURE CONCERNS

Prior to selection, the City screened potential sites identified to accommodate the RHNA to ensure that adequate infrastructure was in place and that the sites were not adversely affected by any known environmental constraints. All sites chosen for potential residential development that could accommodate the RHNA were in adopted specific plan areas. Each specific plan area had an environmental impact report that documented potential environmental concerns and included mitigation necessary to address them.

Environmental Hazards

None of the potential housing sites identified for the Regional Housing Needs Allocation are known to have environmental constraints that would preclude the development of housing. As reflected in each of the individual specific plan EIRs, none of the sites is on a fault, in an Alquist-Priolo zone, or in a 100-year flood plain. None of the sites is located on prime farmland or currently used for agricultural purposes. Several sites may be located on ground suitable for mining, but the sites are no longer used for active mining.

Water Availability

The Historic Downtown Specific Plan (DTSP) EIR projects water needs for the whole City (including development in the four specific plan areas with the housing inventory sites). In 2030, the City will need 24,162 acre-feet per year of water. According to the 2010 Upland Urban Water Management Plan, the dry-year scenario projects a supply of 27,318 AFY in the first year and 26,662 AFY in years 2025, 2030, and 2035. Based on that analysis, the City would have enough water to serve affordable housing in the downtown and other areas. Sites outside of the downtown would also have adequate water supply and conveyance to support approved residential development.

Sewer Availability

The DTSP EIR analyzed the capacity of sewer lines and treatment facilities and determined that the wastewater treatment facilities that serve downtown together have 10 to 12 million gallons per day in excess capacity, which is sufficient to accommodate the projected increase of 357,000 to 392,500 gallons per day. Moreover, the EIRs for the other specific plans did not indicate a shortage in treatment capacity. The EIRs did indicate a need to upgrade certain lateral sewer lines, but costly force mains, main trunk lines, or similar infrastructure. Upgrades to laterals are financed through the payment of sewer impact fees, which is common for any new apartment project.

Therefore, the sites identified for the 2014–2021 RHNA have no environmental constraints that would preclude or unduly delay the construction of housing. Moreover, water and sewer infrastructure capacity is sufficient to accommodate the construction of new housing commensurate with the City's assigned 2014–2021 RHNA within the actual planning period.

DEVELOPMENT CAPACITY

Given the difference in the configuration, shape, and size of individual lots, the City performed a Site Design study for each parcel. The site design was intended to determine the potential density and number of units that could be accommodated on individual sites based on actual development standards. Development assumptions used for this analysis include:

Housing Type and Unit Characteristics

- Old Town District: Mixed-Use
- All other districts were multiple-family residential
- 50% one-bedroom and 50% two-bedroom for each site
- 750 sq. ft. for one-bedroom units; 950 sq. ft. for two-bedroom units

Development Intensity

- Arrow Highway District: 15 du/ac
- Old Town (Historic Core) and Euclid District (west side): 25 du/ac
- Old Town District: 35 du/ac
- Euclid District (east side): 40 du/ac
- Old Town (1st St., Citrus Transportation, and Residential Transit): 55 du/ac

Height and Setbacks

- Old Town (Historic Core): 2 stories
- Arrow Highway, Old Town and Euclid (west side) Districts: 3 stories
- Euclid (east side) District: 2.5 stories
- Old Town (1st St. Overlay), Citrus Transp., Residential Transit: 4 stories
- *Setbacks:* 0 feet per specific plan

Parking and Open Space

- One bedroom: 1 resident space per unit
- Two bedroom: 2 resident spaces per unit
- 60 square feet of private outdoor living space per unit
- 100 square feet of common outdoor living space was assumed per unit

The residential development capacity scenarios explicitly take into account mixed use. For sites in the Old Town District, groundfloor retail is required for every project. Therefore, the design model included groundfloor retail with tuck under, alley-loaded parking for each site. These include included one-quarter (25%) of all the sites in the Downtown Specific Plan area (specifically sites 2, 3, 4, 11, 12, 13, and 14). Larger sites south of the railroad were left as residential only consistent with the City's policy of introducing housing into the downtown to stimulate further economic development.

SUMMARY OF CREDITS

Based on the above assumptions, Table A-1 in Appendix C, *Upland Sites Inventory*, identifies the realistic capacity for each site. As shown in Table A-1, the majority of sites can be built well in excess of the default density of 30 du/ac, without a density bonus and without any variation in standards, thereby meeting the definition for zoning and development standards capable of accommodating and facilitating affordable low-income housing.

The City credited toward the lower income RHNA only those sites that have a realistic development capacity of 30 units per acre and are capable of producing at least 20 units per site. Sites that yielded fewer than 20 units were counted as moderate-income housing. Further, Site 6 was counted towards moderate income housing based on the proposed density of a recent development proposal. As a result, the City’s DTSP sites could accommodate the development of 874 low-income units and 284 moderate income units.

Table 4-2 shows how the City’s land inventory satisfies the 2013–2021 RHNA. Housing sites are credited toward different affordability levels based upon density levels and corresponding sales prices. Taken together, the City of Upland can accommodate the entire 2014–2021 RHNA.

Table 4-2: Development Capacity of Housing Sites

Development Areas	Specific Plan Designations	Acres	Assumed Density	Residential Capacity	Affordability Level
Specific Plans (Vacant Sites)					
Upland Crossing	Detached Units	12	12	145	Above
	Attached Units	10.5	20	210	Moderate
Park View	Detached Units	16	9	143	Above
	Attached Units	16	16	257	Moderate
College Park	Detached Units	2.75	12	92	Above
	Attached Units	0	0	0	N/A
Downtown	Multiple family	23.5	25-55	874	Lower
	Attached Units	9.3	20	284	Moderate

RHNA Credits	Affordability Ranges Corresponding to Density			
	Lower	Moderate	Above Moderate	Total
Vacant Sites				
1. Specific Plans	0	467	380	847
2. Downtown	874	284	0	1,158
3. Second Units	30	20	0	50
4. Coy D. Estes Expansion	72	0	0	72
Subtotal	976	771	380	2,133
RHNA Requirement	642	294	653	1,589
Surplus/Deficit	+334	+477	-273	544

Source: The Planning Center|DC&E, 2013.

HOUSING AFFORDABILITY INCENTIVES

A key goal of the 2013–2021 housing element is to assist in the development of affordable housing for persons of all income levels. Given the California court’s ruling that redevelopment authority is abolished, cities are left with few financial tools to assist in meeting this goal. In lieu of financial means, the City of Upland implements several key housing programs:

- **Flexible Development Standards.** The Historic Downtown Specific Plan is the primary opportunity to facilitate higher density residential projects that are near the transit center. As such, the specific plan includes significant incentives to facilitate higher density residential and mixed-use developments. These include “by-right” densities of up to 55 units per acre in certain downtown districts, no requirement for guest parking in mixed-use developments, and opportunities for further reductions in parking when two uses share parking. These provisions help to incentivize and encourage developers to include higher density projects in the downtown and further the goals of the Specific Plan and General Plan. The Specific Plan also contains an implementation program to develop additional tools to incentivize higher density residential and mixed-use projects.
- **Density Bonus.** As part of the City’s comprehensive update to the Zoning Code to be adopted in 2014, the City will create a local density bonus ordinance that offers the same types of development incentives as required under state law, only the provisions apply to all zones where residential developments of three or more dwelling units are proposed, compared to the five or more dwelling units under state law. A development may qualify for up to a maximum 35% density bonus by providing 11% very low income units, 20% low income units, or 40% moderate income units, or up to a 20% density bonus for the development of senior housing. Other concessions or incentives may be awarded on a sliding scale depending on the percentage of affordable housing provided, in order to make the housing economically feasible.
- **Variations/Adjustments.** The City has successfully used the variance and minor adjustment process to allow flexibility in development standards and code requirements to facilitate the construction of new housing. A variance or minor adjustment may be granted to allow for deviation from any physical development standard that applies to the subject property. Examples of development standards include height, setbacks, open space, floor-area ratio, and off-street parking requirements. A variance is required to approve a deviation from a standard by more than 10% and a minor adjustment is required to approve a deviation from a standard by 10% or less. A variance or minor adjustment shall not be granted to authorize a land use that is prohibited in the applicable zone or to allow deviation from a requirement of the General Plan. The City has used variances on multiple occasions to make a residential project feasible.

C. IMPLEMENTATION RESOURCES

Upland has access to local, state, and federal financial administrative resources to fund the construction, improvement, and maintenance of housing or the administration of programs. Some of the primary funding sources and organizations are described below.

FINANCIAL RESOURCES

Historically, Upland has set aside 20% of the tax increment revenues to build, rehabilitate, and/or preserve affordable housing. Pursuant to Governor Brown's actions, all redevelopment agencies across California were abolished and more than \$16 million in Upland's annual revenue was permanently diverted to temporarily alleviate California's budget deficit.

Some of the more common revenues now available to assist the City are:

- **Community development block grants.** CDBG is the largest federal housing-related program for affordable housing. Cities with populations of over 50,000 receive CDBG funds directly from HUD, while smaller cities usually use county-administered CDBG funds. HUD makes allocations based on a formula that takes population, poverty, and housing distress into account. CDBG funds are used for eligible activities aimed at reducing costs for private development (helping fund site acquisition, improvement, and other soft costs); housing acquisition and rehabilitation through short and long-term loans, grants or loan guarantees; direct payment of rent or mortgage and housing counseling services; and fair housing activities. Upland receives \$530,000 annually in CDBG funds.
- **State and federal HOME.** HOME is a formula-based grant that must be spent for the acquisition, construction, and rehabilitation of affordable rental and home ownership. HOME requires local governments to provide matching funds, though the matching ratio depends on the specific uses to which HOME funds are to be put. Upland does not qualify for entitlement HOME funds but rather applies to the State HCD for them. In addition, the City also periodically applies to the state for CalHome funds to support its affordable housing programs. The City uses State HOME and CalHome funds to support its First Time Homebuyers and HOME Improvement Programs. Upland has received \$700,000 in competitive HOME funds every other year. In 2012, Upland received \$1 million in CalHome funds. However, funds may not be available in the future.
- **Rental housing choice vouchers (formerly Section 8).** The federal housing choice voucher program is rental assistance provided to lower income households that allows a household to afford to rent a unit. The voucher amount equals the difference between what a household can afford to pay (up to 30% of monthly income) and the fair market rent. The vouchers are typically granted to individuals who can use the voucher at any apartment project where the property owner accepts the voucher. Although this long-standing federal assistance program is not expected to

increase in size, it remains an important affordable housing program. The housing choice voucher program in Upland is administered by the Upland Housing Authority, which receives approximately \$6.8 million annually to administer this program, of which \$5.1 million is for housing vouchers.

- **Tax exempt multifamily revenue bonds.** The construction, acquisition, and rehabilitation of multifamily rental housing developments can be funded by tax exempt bonds which provide a lower interest rate than is available through conventional financing. Projects financed through these bonds are required to set aside 20% of the units for occupancy by very low income households or 40% of the units to be set aside for households at 60% of the area median income. Tax exempt bonds for multifamily housing may also be issued to refinance existing tax exempt debts, which are referred to as a refunding bond issue. The City has several bond-funded affordable housing projects in the community.
- **Housing fund.** Upland owns three multiple-family housing projects funded through mortgage revenue bonds and former redevelopment funds. Due to the low cost of bond refinancing completed in 2007, these apartment projects provide net positive revenues after all operating and long-term expenses on the apartment projects are paid. These projects include Sunset Ridge, Village Apartments, and Magnolia Colony, which provide approximately \$600,000 to \$700,000 annually. The funding is used to support a quarter of the City's current housing programs. Although these projects provide a sizable amount for operating the City's housing programs, the long-term viability of this source is uncertain.
- **Enforceable obligations.** The City of Upland historically set aside \$1.26 million in redevelopment tax increment financing to provide funding for the Coy D. Estes senior project. Upon dissolution of the Redevelopment Agency, the City petitioned that these funds should be deemed to be an enforceable obligation. The Department of Finance concurred and the RDA tax increment funds were granted for this specific project. It is important to note that these are one-time funds and cannot be used for purposes other than the Coy D. Estes project. Upon the use of funds, the City will not have additional redevelopment tax increment funds that can be used to fund the development of new affordable housing.

ADMINISTRATIVE RESOURCES

With state funding cutbacks, Upland must rely on an increasingly wider group of nonprofit organizations to help administer and implement programs. The following agencies and organizations can assist the City of Upland in implementing the housing programs and activities in this housing element.

- **Upland Development Services.** The Development Services Department facilitates the orderly physical and economic development of the City. Following closure of RDA, the department assumed their responsibilities. The Development Services Department administers advance planning, current planning, building permitting, and building inspection programs in compliance with local, state, and federal requirements. The Building Division provides reasonable controls for construction, occupancy, and maintenance of buildings and structures throughout the community. The department also implements programs that promote economic and housing development projects, emphasizing those that produce jobs, build infrastructure, expand the City's tax base, and/or provide housing.
- **Nonprofit Housing Developers.** The City of Upland works with nonprofit partners to assist in administering programs or furthering housing goals. The City has partnered with Upland Community Housing to develop 72 affordable assisted living units for the elderly in Downtown and to develop the 131-unit Coy D. Estes Senior Apartments project. The City works with the Foothill Family Shelter to provide emergency shelter, transitional housing, and services to homeless residents. The City also assisted the shelter with the acquisition and rehabilitation of 44 units of permanent affordable housing in the Magnolia Colony project. Nonprofit affordable housing developers are a key asset for any community.
- **Upland Housing Authority.** The Upland Housing Authority (UHA) is responsible for management of a public housing development of 97 units and administration of the City's rental assistance program (Section 8 Housing Choice Vouchers). This program encompasses more than 800 housing choice vouchers at an annual value of \$5.1 million. The housing authority also manages the Public Housing Modernization Program. Coupled with the City's publicly assisted multiple-family projects, these two efforts are the largest providers of affordable housing for residents. Given the demise of redevelopment, many cities are considering options for enhancing cooperation with housing authorities for implementing or managing affordable housing programs for residents.

Housing Resources

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5. PROGRAM EVALUATION

Section 65588(a) of the Government Code requires that jurisdictions evaluate the effectiveness of the existing housing element; the appropriateness of goals, objectives, and policies; and the progress in implementing programs for the previous planning period. This chapter addresses each component.

The 2008–2014 Housing Element goals were drafted to implement the required statutes in California Housing Element law and follow priorities expressed by the Upland community, including input received from the City Council, Planning Commission, and City staff. To that end, the housing element contained five primary housing goals, with 20 supporting policies and 27 implementation programs.

The five housing goals were:

- **Goal 1. Conservation of the Existing Supply of Housing.** Conserve and improve the condition of the existing housing stock, especially affordable housing.
- **Goal 2. Assist in the Development of Affordable Housing.** Assist in the provision of housing that meet the needs of all economic segments of the community.
- **Goal 3. Provide Adequate Housing Sites.** Provide suitable sites for housing development which can accommodate a range of housing by type, size, location, price, and tenure.
- **Goal 4. Remove Governmental Constraints.** Mitigate any potential government constraints to housing production and affordability.
- **Goal 5. Provide Equal Housing Opportunities.** Continue to promote equal housing opportunity in the City's housing market regardless of age, race, color, national origin, ancestry, sex, disability, marital status, familial status, source of income, sexual orientation, and other arbitrary factors.

Because of the commitments made in that housing element, the California Department of Housing and Community Development determined that the housing element was in full compliance with state law. Following adoption in 2009, the City of Upland was tasked with following through on the commitments made in the more than two dozen housing programs.

The following section is a summary of progress in meeting the quantified objectives established in the 2008–2014 Upland Housing Element.

A. ACCOMPLISHMENTS

Housing Construction

The 2008–2014 Housing Element’s RHNA planning goal was 1,995 new units. The City of Upland fulfilled its obligation by ensuring that enough sites were adequately rezoned to accommodate the RHNA, working with developers to target properties for redevelopment, and incentivizing affordable housing through the density bonus program and other supporting programs. Existing census records do not provide an accurate count of units built or permitted.

The following describe highlights in Upland since January 2006.

- **Apartments.** Three apartment projects were built after January 2006: the 448-unit College Park Apartments, the 240-unit Monte Vista/Central Park Apartments, and the 128-unit Broadstone Apartments. These projects offer rents from \$1,200 to \$1,400 for one-bedroom units, \$1,400 to \$1,700 for two-bedroom units, and \$2,300 for three-bedroom units. All the units are affordable to moderate income households.
- **Condominiums.** New townhomes were built in Foothill Walk and Foothill Promenade. These projects offer 122 townhomes ranging from 1,500 to 1,700 square feet, with up to 4 bedrooms. Both were built by Beazer Homes. Based on actual sales prices recorded by Redfin, these projects offered homes for sales in the \$300,000s, which is clearly affordable to the middle range of moderate income households.
- **Single-family.** A significant number of single-family homes were built during the prior planning cycle. These include the 1,000-unit Colonies project, Wyeth, College Park, and other infill projects. Smaller developments are also being built. For instance, the 17-unit Bella Tierra project will offer homes from 2,601 to 3,627 square feet in size. The vast majority of homes are affordable to above moderate income households.
- **Accessory/second units.** During the prior planning period, the City of Upland approved approximately five to seven second units and/or accessory units per year. Accessory dwelling units are like guest quarters and typically are affordable to very low income households since they cannot be rented. In contrast, second units are typically rented at rates that would be affordable to either low or moderate income households.
- **Additional planning efforts.** The City of Upland has approved a number of significant specific plans, such as Foothill Walk, College Park, Benson Terrace, and other plans. These sites (including the Downtown) provide adequate housing opportunities to accommodate the City’s RHNA.

Taken together, the City produced a significant number of new housing units despite the worst recession in generations, the Governor’s take of redevelopment funds, the foreclosure crisis that dampened demand, and drastic reductions in virtually every funding source for affordable housing.

Housing Rehabilitation and Preservation

The 2008–2014 Housing Element goal was for the rehabilitation of 376 units. This was to be achieved via the HOME Improvement Program, Historic Home Rehabilitation Program, Emergency Repairs Program, Rental Acquisition and Rehabilitation Program, Upland Pride Paint Program, Reviving and Enhancing Neighborhood Program, and Five Star Rental Recognition Program.

Highlights of program successes are below.

- **Major rehabilitation.** The City of Upland funded 46 rehabilitation loans to rehabilitate housing through the HOME Improvement Program (HIP). The HIP is available to low and moderate income households to correct code deficiencies and improve the sustainability of residential units. The loans, up to \$90,000 each, are offered at 0% to 3% interest and are due upon the sale or transfer of the property, 30 years, or are no longer occupied as a primary residence, whichever is sooner. Types of rehabilitation include electrical, heating, plumbing, roofing, windows, kitchen and bathroom repairs, energy conservation, etc.
- **Minor rehabilitation.** Another 456 households were assisted in completing minor rehabilitation with redevelopment set aside funding. The Emergency Repairs Program and Upland Pride Paint Program served 265 homeowners. The Rental Acquisition and Rehabilitation Program assisted 36 lower income renters by providing low interest loans to landlords for multifamily property rehabilitation. The Reviving and Enhancing Neighborhoods in Upland Program provided grants for exterior improvements to 155 residential buildings in target areas. All of these programs were funded by redevelopment set-aside funds.
- **Housing preservation.** The Housing Element goal was to conserve 196 at-risk units. As shown earlier, the City has a large number of affordable deed-restricted projects, many of which have current deed restrictions. No units were preserved by the City during this cycle; however, 100 units were preserved by private interests. The City also contributed RDA funds to acquire and rehabilitate 14 fourplexes and 56 units, known as the Diamond Court Apartments. The City is continuing to monitor the status of at-risk units. The City's Historic Home Rehabilitation Program also provided rehabilitation loans for 11 historically significant properties.
- **Code enforcement.** The City's 2008–2014 Housing Element also set forth a program for code enforcement efforts through the Upland Police Department Impact Team. More than 15,000 locations were addressed through code enforcement. Most of these homes were in CDBG-eligible and Blighted Areas affordable to lower or moderate income households. The Impact Team implements related beautification and preservation efforts through its Graffiti Removal Program. These efforts are in addition to the normal inspections on new and rehabilitated residential structures. As of 2011, the Code Enforcement Department was relocated to City Hall and is now a division of the Development Services Department.

Housing Assistance

The City of Upland's 2008–2014 Housing Element contained programs to assist in the attainment of affordable housing for residents of all incomes. These included the First Time Homebuyer Program, Section 8 Rental Assistance (particularly lower income families and seniors), emergency shelter programs, and the Mobile Home Rent Control Program. Compared to its quantified objectives in the housing element, the City has made substantial progress in addressing housing assistance goals, fulfilling many objectives.

Highlights of program successes are described below.

- **Homeownership.** The City's First Time Homebuyer Program (FTHB) provides low interest loans to moderate income first-time buyers. The FTHB provides a 0% to 3% interest loan with deferred payment until the sale of the home, refinancing, or 30 years, whichever is sooner. The City assisted 23 households in purchasing a home through this program in the previous cycle, which is half of the original goal of 55 units. The shortfall was due to the elimination of redevelopment agency and gradual reductions in HOME funds from the federal government.
- **Rental Assistance.** The Upland Housing Authority continued to provide Section 8 Rental Housing Assistance to approximately 700 Upland households annually. Recipients included seniors, people with a disability, families, and others. The county also operates a Family Self-Sufficiently Program that actively assists Section 8 voucher recipients jettison their need for the assistance. Upland's Mobile Home Rent Control Program also protects renters in an estimated 860 mobile homes that are affordable to lower and moderate income residents.
- **Fair Housing.** The City of Upland works with the Inland Fair Housing and Mediation Board to provide educational workshops and materials and mediate fair housing complaints for low income individuals and families. Between 2008 and 2014 the City referred over 5,000 cases for mediation and conducted approximately 500 educational activities. The City also recently completed its Analysis of Impediments to Fair Housing and identified potential impediments that will be addressed through the implementation of the 2013–2021 Housing Element.
- **Special Needs.** Lastly, the City amended the Upland Zoning Code to allow emergency shelters in the M (manufacturing) zone, to allow secondary dwelling units in all residential zones, and to streamline affordable housing development through the adoption of the Historic Downtown Upland Specific Plan with density incentives. A comprehensive update of the Zoning Code is also underway. Finally, the City continues to provide financial support to a wide variety of providers who serve the needs of people seeking shelter in the community.

B. EVALUATION

Table 5-1: Program Evaluation, 2008–2014 Housing Element

Programs	Implementation Actions and Progress	
	Action	Progress and Evaluation
Program 1: Housing Improvement Program (HIP)	Continue outreach on program availability; Objective: Issue ten loans per year to low and moderate income homeowners to fix structural code deficiencies.	The City provided 46 rehabilitation loans during the housing element cycle, exceeding the objective of 37 home loans. As a successful program, this program will continue to the extent feasible for the 2013–2021 Housing Element.
Program 2: Historic Home Rehabilitation Program (HHRP)	Continue outreach on program availability; Objective: Issue loans to rehabilitate two Upland homes listed on Upland’s Local Register of Historic Places per year.	The City provided 11 loans, almost achieving its objective of 14 loans. Although this program will be phased out due to the lack of funding, property owners still have incentives available through the Zoning Code.
Program 3: Emergency Repairs Program (ERP)	Issue grants up to \$4,000 for emergency repairs for low income families (up to 50% AMI) Objective: Issue 25 grants annually.	The City provided 137 grants, accomplishing the majority of the goal for the previous cycle. This program will continue to be extended for the 2013–2021 Housing Element.
Program 4: Rental Acquisition and Rehabilitation Program (RARP)	Continue to provide no-interest loans of up to \$30,000 to acquire and rehabilitate multifamily units for affordable housing. Objective: Acquire or rehabilitate 8 units per year.	The City acquired 52 housing units for this period, 9 per year. This program should continue to the extent feasible for the 2013–2021 Housing Element, but new funding sources likely need to be identified due to the termination of RDA funds.
Program 5: Upland Pride Paint Program (UPP)	Continue issuing grants of up to \$4,000 for exterior painting of single-family or mobile homes owned by low income families. Objective: Issue 20 grants per year.	The City accomplished its objective and issued 128 grants for this period, or approximately 21 per year. This program will be discontinued for the 2013–2021 Housing Element due to the lack of funding resources.
Program 6: Reviving and Enhancing Neighborhoods in Upland Program (RENU)	Continue issuing grants ranging between \$3,000 and \$10,000 each for exterior improvements of buildings within a “Target” Area.” Objective: Issue 40 grants per year.	The City funded 155 grants, or approximately 26 per year, which fell short of the objective. This program will be discontinued for the duration of the 2013–2021 Housing Element due to the lack of availability of funding resources.
Program 7: Five Star Rental Acquisition Program	Continue to formally recognize rental properties for improvements that increase value and eliminate blight.	The City formally recognized 27 properties during this period. This should continue to the extent feasible for the 2013–2021 Housing Element.
Program 8: Preservation of At-Risk Units	Continue to work with landowners to preserve affordable housing. Objective: preserve six affordable projects at risk of converting to market-rates during the planning period.	No project have been preserved or converted to date. This program will continue for the 2013–2021 Housing Element. Due to the dissolution of redevelopment, the City will need to review its three City-owned properties for preservation.
Programs 9 and 10: Code Enforcement and Graffiti Removal	Continue to fund graffiti removal and the Upland Police Department Impact Team.	These programs are ongoing and should continue for the 2013–2021 Housing Element. However, the graffiti removal program may be transferred to the police department.
Program 11: First Time Homebuyer Program (FTHB)	Provide low interest loans for first time buyers. Objective: Provide eight loans to low and moderate income households annually.	The City funded 23 grants, or 4 per year, which fell short of the objective. This program will continue to the extent feasible for the 2013–2021 Housing Element.
Program 12: Foreclosure Prevention Program	Continue to work with the IFHMB to sponsor educational workshops and refer cases for mediation. Objective: Annually sponsor workshops and coordinate mediation.	This program is ongoing and should continue for the 2013–2021 Housing Element. However, the City will have limited involvement due to lack of funding. This program is the jurisdiction of the Inland Fair Housing and Mediation Board.
Program 13: Neighborhood Stabilization Program (NSP)	Continue to partner with San Bernardino County to secure grants to purchase and rehabilitate foreclosed homes. Objective: Assist 10-12 households.	This program was not deemed successful since the majority of funding was spent by the county in other jurisdictions. Due to the sunset of federal funding, this program will be deleted from Upland’s housing programs.
Program 14: Tax Defaulted Program	Continue to monitor the County of San Bernardino Treasurer-Tax Collector annual public auctions to sell tax-defaulted properties. Objective; Pursue acquisition of tax-defaulted properties in Upland for public purposes.	No tax-defaulted properties were suitable for acquisition through this program. The City gives the current owners ample opportunity to resolve unpaid property taxes. The City will continue to monitor and obtain tax-defaulted properties as they become available.

Table 5-1: Program Accomplishments, 2008–2014 Housing Element

Programs	Implementation Actions and Progress	
	Action	Progress and Evaluation
Program 15: Section 8 Rental Assistance	Participate in the voucher program. Objective: Provide Section 8 Vouchers to 580 households annually.	The City accomplished its objective and funded 4,305 grants, or approximately 718 per year. The Family Self-Sufficiency Program also assisted a number of households. This program should continue for the 2013–2021 Housing Element.
Program 16: Mobile Home Rent Control Program	Continue to enforce the Mobile Home Rent Ordinance. Objective: Protect 860 mobile homes from unreasonable rent increases.	The City accomplished its objective and enforced the Mobile Home Rent Ordinance for 860 mobile homes. This program should continue for the 2013–2021 Housing Element, but the long-term status of this program will depend on the court ruling on legal challenges to rent stabilization for mobile home parks.
Program 17: Homeless Transitional Shelter/Preventative Services	Continue to work with Foothill Family Shelter to provide for the transitional housing needs of residents.	The City completed a 2012 Homeless Count and developed a strategy for the provision of services. This program is ongoing and should continue for the 2013–2021 Housing Element.
Program 18: Green Valley Initiative	Develop policies and programs for sustainable economic development, education, and growth.	The City installed solar panels to the public works building and participates with the GRID Alternative program by referring clients. Both the HIP and FTHB program participants are strongly encouraged to install green technology within their homes. This program will continue for the 2013–2021 Housing Element.
Program 19: Inventory of Residential Sites	Maintain an inventory of vacant and underutilized sites to accommodate the City’s existing and future RHNA.	The updated the General Plan and Historic Upland Downtown Specific Plan include an adequate inventory of vacant and underutilized sites for residential development. This program should continue for the 2013–2021 Housing Element.
Program 20: Lot Consolidation Program	Establish incentives for developers to consolidate lots in the downtown and create a downtown land-banking program to encourage mixed-use and residential projects.	The Historic Upland Downtown Specific Plan was adopted in 2012 to provide incentives for consolidating lots in the downtown. This program will continue for the 2013–2021 Housing Element.
Program 21: Infill Housing Program	Acquire suitable infill sites to partner with nonprofit developers to build affordable housing.	Though the City fell short of accomplishing its goal of 115 units, the City is developing a 7- to 9-unit project on land acquired during the 2008–2014 cycle. This program depends largely on future funding or regulatory concessions.
Program 22: Extremely Low Income and Special Needs Housing	Amend zoning code to permit transitional and supportive housing, residential care facilities, emergency shelters, and single room occupancy units in residential zones.	Upon completion of the zoning code update in March 2014, amendments to the zoning code will allow transitional and supportive, residential care facilities, emergency shelters, and single room occupancy units in the community.
Program 23: Density Bonus	Amend zoning ordinance to reflect current State density bonus law provisions	Upon completion of the zoning code update in March 2014, amendments to the zoning code will allow density bonuses pursuant to state law.
Program 24: Historic Upland Downtown Specific Plan	Adopt the Downtown Specific Plan while eliminating CUP requirements for multifamily development	The Downtown Specific Plan was adopted in 2012 and includes land zoned for high density multifamily residential development. This program will continue for the 2013–2021 Housing Element.
Program 25: Definition of “Family”	Amend the Upland zoning code to remove the definition of a family.	Upon completion of the zoning code update in March 2014, amendments to the zoning code will remove the restrictive definition of “Family.”
Program 26: Reasonable Accommodation	Create a process for making requests for reasonable accommodation.	Upon completion of the zoning code update in March 2014, the City will continue to work on the process for integrating reasonable accommodations into land use and zoning decisions.
Program 27: Fair Housing	Continue to promote fair housing practices and contract with the Inland Fair Housing and Mediation Board to provide services.	The City exceeded its goal of annually assisting 732 low income individuals and families. This program should continue for the 2013–2021 Housing Element.

6. HOUSING PLAN

This chapter describes the goals, policies, and implementation programs the City will implement to address its housing needs, including its share of the regional housing needs allocation (RHNA). The housing plan is the guide for all housing planning activities for the 2013–2021 planning period.

A. BACKGROUND

The City of Upland recognizes that meeting housing needs in the community requires a comprehensive strategy. Housing needs differ for families, young and working-age individuals, college students, seniors, and homeless people, among others. Unlike its neighbors, Upland has a multilayered urban form, distinguished by historic neighborhoods, Downtown, employment centers, mixed-use corridors, Cable Airport, large swaths of mining land, and specific plan areas. Within that context, accommodating Upland’s present and future residents requires a thoughtful and carefully devised housing strategy that balances multiple challenges and City goals.

Upland’s housing plan is a statement of the community’s goals, objectives, and policies relative to housing production, rehabilitation, conservation, and assistance for residents in Upland. The housing plan outlines the City’s approach to pursuing four objectives that are consistent with the direction established in the City’s land use element of the general plan.

The three goals around which this plan is organized are:

- **Goal 1: Upland’s Neighborhoods.** Strong and healthy neighborhoods with well-maintained housing, ample public services, open space, and infrastructure that provide a quality place to live.
- **Goal 2: Upland’s Housing Supply.** A diverse supply of housing that is designed, built, and located in a manner that is consistent with land use, zoning, circulation, and open space goals of the City.
- **Goal 3: Housing Assistance.** Opportunities for moderate and lower income residents and households with special needs to rent, purchase, or maintain adequate housing in the community.

As described here, Upland’s housing plan sets forth a comprehensive menu of housing programs to implement the above overarching goals. The programs consist of existing programs, programs that have been modified based on what has been learned over the past few years, and new programs designed to address new priorities or needs of the community. Quantified and qualitative targets are indicated for each program.

B. GOALS AND POLICIES

Goals and programs are presented according to their corresponding issue. A summary description of each program, its funding sources, and timing and responsibility for implementation is provided below.

ISSUE # 1: HOUSING AND NEIGHBORHOOD QUALITY

Upland residents are drawn to the community for its quality housing and the unique character of neighborhoods. Upland offers a blend of neighborhoods, ranging from traditional to more urban living experiences. Whether it is the hillside ambience of northern Upland, traditional neighborhoods of central Upland, or a more historic neighborhood setting in the Historic Downtown area, each neighborhood offers a unique lifestyle for residents. Strengthening and creating quality neighborhoods while preserving and promoting community character are essential priorities for the community. The following goal and policies further the livability of Upland’s neighborhoods.

Goal/HE-1 *Strong and healthy neighborhoods with well-maintained housing, ample public services, open space, and infrastructure that provide a quality place to live.*

Policy HE-1.1 **Housing Quality.** Promote the repair, improvement, and rehabilitation of single-family housing, multiple-family housing, and mobile homes to enhance the quality of life and improve and maintain property values.

Policy HE-1.2 **Historic Character.** Support the maintenance and preservation of the City’s historic districts, historic homes, buffers, and other neighborhood features of local significance that lend identity to the community.

Policy HE-1.3 **Neighborhood Improvement.** Encourage maintenance, and upgrading of neighborhoods through property maintenance codes, graffiti abatement, high quality infill housing, and replacement of deteriorated infrastructure.

Policy HE-1.4 **Neighborhood Amenities.** Maintain a variety of distinctive amenities in Upland (landscape, trees, urban design, parks, etc.) that provide and enhance the beauty, identity, and form of the City’s districts and residential neighborhoods.

Policy HE-1.5 **Neighborhood Preservation.** Maintain lower density residential designations in established low-density residential areas, unless conversion to another use is encouraged by the General Plan land use plan and policies.

ISSUE #2: HOUSING OPPORTUNITIES

Upland is committed to addressing the housing needs of its residents and meeting its state-mandated responsibilities. Addressing these needs requires a multifaceted strategy. Housing needs and preferences differ for families, young and working-age adults, college students, seniors, and other groups. Therefore, the City’s housing strategy includes facilitating a wide range of quality housing products—including single-family homes, townhomes, apartments, and mixed-use residential developments where appropriate.

The City is strategically accommodating growth to address several objectives. These include preserving residential neighborhoods, supporting economic development, and managing traffic and safety concerns. Adopted specific plans propose residential and mixed-use developments while incentives are in place to revitalize corridors and other neighborhood areas of Upland. The following goal and policies further these objectives.

Goal HE-2 *A diverse supply of housing that is designed, built, and located in a manner that is consistent with land use, zoning, circulation, and open space goals of the City.*

Policy HE-2.1 **Housing Growth.** Direct new housing growth into strategic locations that strengthen the City’s economy, maximize existing and planned infrastructure, and foster the use and development of transit and multimodal transportation. These areas include Historic Downtown, Foothill Boulevard, Southeast Quadrant, and College Heights.

Policy HE-2.2 **Housing Diversity:** Provide high-quality housing in a range of types, densities, and unit sizes that meet the housing needs of residents of all income levels and household types. This includes single- and multiple-family housing, senior developments, mixed-use projects, and transit-oriented developments.

Policy HE-2.3 **Housing Design.** Require adherence to design standards with respect to site planning, materials and colors, building treatments, landscaping, open space, parking, and environmentally sustainable design practices that adhere to standards set in general plan and design guidelines.

Policy HE-2.4: **Housing Incentives.** Facilitate the development of a mix of prices, types, and affordability of housing products through the implementation of flexible standards, efficient permitting process, and other assistance.

Policy HE-2.5: **Natural Environment.** In meeting housing needs, preserve important natural features of Upland’s environment, including hillsides and viewsheds, historic resources, habitat, landscaped amenities, and other distinctive features.

ISSUE #3: HOUSING ASSISTANCE

Upland residents exhibit a diversity of housing needs. Some Upland residents wish to purchase a new home, while others wish to avoid foreclosure. Others may wish to downsize to housing that is age appropriate, such as senior housing. Still other residents are seeking to move into their first independent rental apartment. Within its resource limitations, Upland seeks to improve the ability of residents to secure and maintain adequate housing. The following goal and policies serve as a guide in providing housing assistance.

Goal HE-3 *Opportunities for moderate and lower income residents and households with special needs to rent, purchase, or maintain adequate housing in the community.*

Policy HE-3.1 **Rental Assistance.** Continue to support the Upland Housing Authority’s efforts to provide rental assistance for individuals and families earning lower incomes and the modernization and maintenance of existing affordable housing.

Policy HE-3.2 **Homebuyer Assistance.** Support and increase opportunities for residents and Upland employees to achieve homeownership through the provision of financial or regulatory assistance where feasible.

Policy HE-3.3 **Special Needs.** Address the special housing needs of seniors, families with children, disabled people, homeless people, and others with special needs through proactive strategies aimed at housing production and assistance.

Policy HE-3.4 **Collaborative Partners.** Work collaboratively with nonprofit, for-profit, and faith-based organizations in the community to address the housing and supportive services of residents and those with special housing needs.

Policy HE-3.5 **Affordable Housing Preservation.** Support the maintenance, rehabilitation, and continued long-term preservation of publicly subsidized rental housing affordable to lower income and special need households.

Policy HE-3.6 **Mobile Homes.** Preserve the long-term affordability, condition, quality, and viability of mobile home parks in the community through rent stabilization and proactive maintenance and repair of units.

Policy HE-3.7 **Fair Housing.** Promote equal and fair housing opportunities for residents from all walks of life to allow for adequate choice to purchase or rent a home or live in a neighborhood that is best suited to their individual needs.

C. HOUSING PROGRAMS

PROGRAMS FOR HOUSING AND NEIGHBORHOOD QUALITY

Program 1: Code Enforcement

The Code Enforcement program is intended to ensure compliance with municipal codes to maintain the value and safety of property and structures. The program addresses hazardous vegetation, substandard buildings, accumulation of debris and vehicles, yard sales, graffiti, stormwater drainage, green pools, construction without a permit, land use violations, and various other health and safety codes. The City’s code enforcement officers work with residents and the business community to remedy code violations in a timely manner. The code enforcement program also includes graffiti removal. This program is essential to maintaining and improving the safety, livability, and value of properties in the City of Upland.

Objective(s):

- Continue to implement code enforcement activities to ensure full compliance with City ordinances. Inspect up to 4,000 units annually.
- Develop abatement process for buildings where the property owner does not remedy substandard housing conditions; utilize the Administrative Citations Ordinance to obtain code compliance.

Responsible Agency: City Housing Division
Funding Source(s): CDBG Funds; General Funds
Timeframe: Ongoing

Program 2: HOME Improvement

The HOME Improvement Program provides loans of up to \$90,000 to lower income households for repair work to single-family owner-occupied homes. Funds must be used to correct code deficiencies in the structure. Eligible improvements include electrical, plumbing, kitchen and bathroom improvements, furnace and hot water heater replacement, home painting, structural upgrading, roofing, foundation and drainage improvements, disabled access, windows, doors and frames, rodent and pest extermination and repairs, fence improvements, and energy conservation. Loans are deferred at 0% or 3% interest and are due upon sale or transfer of property, 30 years or no longer occupied as a primary residence, whichever is less.

Objective(s):

- Provide up to 7 HIP loans annually to qualified low and moderate income (3 VL; 5 Low) homeowners earning less than 80% of CMFI.

Responsible Agency: City Housing Division
Funding Source(s): CalHome; HOME; Housing Rent Revenues
Timeframe: Ongoing

Program 3: Emergency Repairs for Homeowners

The Emergency Repairs Program for Upland Homeowners Program provides a grant of up to \$4,000 for emergency repairs. The grant is eligible for very low income homeowners of single-family homes, condominiums, and mobile homes. The grant can be increased to \$5,000 for homeowners wishing to provide a dollar-for-dollar match above the \$4,000 emergency grant limit. Qualifying home repairs include structural, mechanical, plumbing, electrical, and code violations, as well as weather-proofing, installation of low-flow toilets and smoke detectors, HVAC repairs, and accessibility improvements. This program works in tandem with the code enforcement program where income qualified homeowners who have housing units with code violations can be referred to seek grants to make necessary repairs.

Objective(s):

- Provide grants to up to 25 (VL) qualified homeowners annually to address emergency repairs; disseminate information to property owners; and seek additional funding for the program to ensure its long-term viability.

Responsible Agency: City Housing Division

Funding Source(s): CDBG Funds; Housing Rent Revenues

Timeframe: Ongoing and Annual Basis

Program 4. Rental Acquisition and Rehabilitation

The Rental Acquisition and Rehabilitation Program (RARP) is designed to assist lower income tenants (whose combined family income does not exceed 80% of the County median income) by providing Upland landlords with loans to acquire multifamily units and rehabilitate their multifamily properties. The program offers zero interest deferred loans of up to \$30,000 per dwelling unit for rehabilitation expenses. Eligible improvements include structural, roofing, insulation, plumbing, electrical, lead paint abatement, accessibility improvements, foundation work, habitability, health and safety, etc. Code violations take precedent. The minimum affordability covenant may be 5, 10, 15 and up to 55 years depending on the project, the loan amount, and the funding source used for the rehabilitation loan.

Objective(s):

- Continue to provide ERP grants to up to 4 units annually to address properties with substantial rehabilitation or maintenance needs.
- Work to pursue and purchase properties defaulting on local taxes to remove substandard housing.

Responsible Agency: City Housing Division

Funding Source(s): Home Funds; Housing Rent Revenues

Timeframe: Ongoing and Annual Basis

Program 5. Historic Preservation

Upland has a rich historic and cultural heritage dating back to the 1800s. The City has nine official historic districts with hundreds of historic homes. As part of the Zoning Code update, the City supports the continued preservation of these important resources. The City promotes the use of appropriate preservation incentives to encourage owners to designate and maintain their cultural resources. Incentives may include Mills Act contracts, preservation easements for the facades of designated structures, use of the California State Historical Building Code, assistance in processing applications for nominations to the National Register of Historic Places, special recognitions, grants and loans for rehabilitation (as funded is available), planning grants, variances and modifications, and reduction of planning and processing fees.

Objective(s):

- Continue to support the preservation of historic properties through a variety of planning, zoning, rehabilitation, and other incentives.
- Seek other funding sources as available to support and augment the historic preservation program for historic neighborhoods and homes.

Responsible Agency: City Planning Division

Funding Source(s): General funds

Timeframe: Ongoing and Annual Basis

Program 6. Five Star Rental Recognition

The Five Star Rental Recognition Program provides recognition to single- and multifamily rental properties within the City. The program is intended to: to decrease and/or eliminate blight, substandard structures, crime, and general code violations; to increase property values; to create a wider selection of prospective tenants; and to improve the rental areas in Upland. Property owners can voluntarily allow the inspection of rental property for compliance with program standards in exchange for becoming Five Star rated. Incentives include: free newspaper and City website advertisement; installation of a property sign and listing at City Hall identifying the rental property as Five Star Standard; eligibility for receiving the “Rental Property of the Year” award; and a plaque with certificate of Five-Star rating to be displayed to the public.

Objective(s):

- Continue to operate the Five Star Rental Recognition program and encourage owners to take Crime-Free Multi-Housing Program training.
- Disseminate information to property owners regarding program and publicize quality projects in various public venues.

Responsible Agency: City Housing Division

Funding Source(s): Program revenues

Timeframe: Ongoing and Annual Basis

PROGRAMS TO IMPROVE HOUSING OPPORTUNITIES

Program 7: Specific Plans

Upland has developed specific plans to guide development of key areas in the community according to smart growth principles. These include the creation and restoration of diverse, walkable, compact, vibrant, mixed-use communities composed of the same program components as conventional development, but assembled in a more integrated fashion. These contain housing, work places, shops, entertainment, schools, parks, and civic facilities essential to the daily lives of the residents, all within easy walking distance. The intent is to design complete neighborhoods that are coherent, visually attractive, and integrated. Specific plans with remaining development capacity include College Park, Park View, and Upland Crossing.

Objective(s):

- Continue to implement remaining specific plans to facilitate the development of high quality infill residential development in Upland.
- Process amendments needed to encourage the production of housing for all income levels, in particular for moderate income households.

Responsible Agency: City Planning Division

Funding Source(s): General Funds

Timeframe(s): Ongoing

Program 8: Historic Downtown Specific Plan

Upland adopted the Historic Downtown Specific Plan in 2012. This specific plan covers the City's historic core and contains a transit station, civic center, parks, schools, housing, and commercial uses. The specific plan denotes nine districts, each with a defined purpose and mix of land uses. To facilitate the production of multiple-family housing that will meet the RHNA and affordability requirements, the area allows for more than 1,000 new housing units, with multiple-family and mixed uses allowed by right at densities of up to 55 units per acre. The City is working with developers to build affordable senior housing, townhomes, and mixed use. The City will continue to manage the implementation of this plan, which includes strategies priorities to increase housing opportunities within the district.

Objective(s):

- Continue to implement the Historic Downtown Specific Plan to facilitate high quality infill residential development in Upland.
- Annually review Specific Plan progress and priority implementation programs and make revisions as needed to facilitate new development.

Responsible Agency: City Planning Division

Funding Source(s): General Funds

Timeframe(s): Ongoing and Annual Basis

Program 9: Second Units

The Upland Municipal Code allows secondary and accessory units in residential zones. Originally, these units were only permitted in the RS zones; however, the new Zoning Code allows such uses in all residential zones. These housing units provide additional income for the homeowner, while also providing affordable housing opportunities for family members, students, caretakers, seniors, and other individuals seeking housing in Upland. City staff report that 6 to 8 units are approved each year. The units are not required to be deed restricted, but are typically affordable to moderate income households. The City will continue to support the production of second units and guest quarters that meet the requirements in the municipal code.

Objective(s):

- Continue to process second and accessory dwelling units as permitted by the municipal code.
- Track the number of units produced by type and residential covenants issued during the planning period.

Responsible Agency: City Planning Division

Funding Source(s): General Funds

Timeframe: Ongoing and Annual basis

Program 10. Green Valley Initiative

The Green Valley Initiative is a collaborative effort to bring jobs, commerce, and a better quality of life to the people of the Inland Empire communities. As a member of this unique bi-county collaborative, Upland works to develop model policies and programs for sustainable economic development, education, and growth. In addition, the City illustrates its commitment to promoting environmental awareness and sustainability by encouraging the adaptive reuse of historic structures, implementing gray water and recycled water use, and through integrated waste management programs. Finally, the City implements the CalGreen Building Code, ensuring the latest practices in sustainable development and building design in housing. The general plan contains additional programs on sustainable development.

Objective(s):

- Participate in the Green Valley Initiative’s regional meetings and outreach efforts to promote a healthy economic and environmental future.
- Continue implementation of the City’s other green initiatives, including waste management, water conservation and use, and CalGreen programs.

Responsible Agency: City Housing Division, other City departments

Funding Source(s): General Funds

Timeframe: Ongoing

Program 11. Water Priority System

The City Public Works Department, San Antonio Water Company, West End Consolidated Water Company, and MWD provide water to Upland residents. The Inland Empire Utilities Agency (IEUA) provides sewer services. Senate Bill 1087 (2005) requires all local governments to transmit a copy of the housing element to water and sewer service providers that serve their community. It also requires water and sewer service providers to have a policy that gives priority for service allocations to proposed projects with housing units affordable to lower income households if a shortfall in supply occurs. Because the City is a majority owner in two water utilities (except for MWD), the City will actively encourage these entities to draft and adopt a water priority system. The City will also notify IEUA of their responsibility under state law.

Objective(s):

- Encourage water and sewer providers to have a water and sewer priority system in place in compliance with state housing element law.

Responsible Agency: Public Works Department

Funding Source(s): General Funds

Timeframe: 2014

Program 12. Neighborhood Improvements

Having adequate public facilities is essential for a complete community. These services provide a high quality of life for residents and workforce, improve property values, and increase City revenues that are available to fund and expand City services. This includes the improvement and maintenance of libraries, sewer system, school services, drainage and water system, police and fire, parks and recreational facilities, private recreation facilities required for new residential development, and other services. The City prepares a capital improvement program on an annual basis to identify and prioritize the improvements needed. Certain services are tied more directly to specific plan areas, others to private developments, and others to the entire community. The City of Upland will continue to make such infrastructure and service improvements that further the vision of the City Council.

Objective(s):

- Continue monitoring, planning, and programming for public improvements that serve the community.

Responsible Agency: City Planning Division, Public Works

Funding Source(s): General Funds, Measure I, CDBG

Timeframe: Ongoing

PROGRAMS FOR HOUSING ASSISTANCE

Program 13. Homeownership Assistance

The Housing Division provides low interest FTHB loans, as funds are available, to help individuals and families who wish to purchase a home, but are unable to qualify and/or come up with the necessary down payment. This program is designed to help persons who would not otherwise achieve the American dream of owning their own home. A program loan is a silent second mortgage; a 0% to 3% simple interest bearing loan (interest free after 20 years) with all payments deferred until the first occurrence of sale, refinancing, full payment of the first mortgage, or 30 years. As of 2013, the maximum assistance is 30% of the purchase price or \$108,000 (whichever is less,) and the home price cannot exceed \$362,790. Because the program is dependent on State HOME funding, and due to loss of RDA funds, it is necessary to seek additional grants to continue and expand the program.

Objective(s):

- Continue to provide up to 2 FTHB loans annually to qualified low income homebuyers and advertise program availability.
- Annually evaluate the City's funding capacity and as needed, pursue additional HOME/CalHOME funds from HCD.

Responsible Agency: City Housing Division
Funding Source(s): HOME, CalHOME, and Housing rental revenues
Timeframe: Ongoing and Annual Basis

Program 14: Rental Housing Assistance

The Upland Housing Authority is responsible for implementing the Section 8 rental assistance. Under this program, the Housing Authority extends rental subsidies to very low income households who spend more than 30% of their gross income on housing. Rental assistance not only addresses housing affordability but also overcrowding, by allowing families that “double up” to afford their housing. According to the Upland Housing Authority, about 600 residents receive monthly rental assistance under this program, including 210 senior households and 400 large and small families as of January 2013. The Upland Housing Authority is also responsible for managing public housing in Upland, the public housing modernization program, and partnering with the City on various affordable housing programs and outreach.

Objective(s):

- Continue to participate in the federal housing choice voucher program and family self-sufficiency program allocating a total of 600 vouchers.

Responsible Agency: Upland Housing Authority
Funding Source(s): FHA housing choice vouchers
Timeframe: Ongoing and Annual Basis

Program 15. Housing Incentives

Upland implements a toolkit of incentives to facilitate the construction of affordable and market rate housing. These include a density bonus ordinance, a minor modification and variance process, lot consolidation efforts, etc. The density bonus allows the development of additional units and the provision of regulatory/financial incentives for projects providing affordable units. Both the minor modification and variance processes facilitate infill development. Financial assistance may also be provided subject to availability. Although apartments are feasible and built at current parking and garage requirement standards, there are situations where flexibility is beneficial, particularly outside the downtown and mixed use corridors.

Objective(s):

- Continue to permit and encourage density bonuses, lot consolidations, and other means to build market rate and affordable housing. Amend the Zoning Code to allow half covered/ uncovered spaces for studio and 1-bedroom units in projects outside the downtown and mixed use corridors provided the project qualifies for a density bonus or is deed restricted as affordable. Advertise the availability of incentives at the planning public counter and through the development review process.

Responsible Agency: City Planning Division

Funding Source(s): General Funds

Timeframe: Ongoing

Program 16: Mobile Home Rent Stabilization

The City’s Mobile Home Rent Ordinance is intended to protect occupants of from unreasonable rent increases while still recognizing the need for park owners to receive a just and reasonable return on their property and increase rents at a rate sufficient for covering the costs of repairs, maintenance, insurance, upkeep, and amenities. Under the Mobile Home Rent Ordinance, the annual rent increase is indexed to the consumer price index. The Ordinance covers six mobile home parks: Mountain View Estates, Oasis Mobile Estates, Upland Cascade, Upland Eldorado, Upland Meadows Mobile Estates, and Upland View Terrace. The City had been updating the Rent Review ordinance in response to community concerns, but the process is on hold while the courts decide the legality of rent stabilization laws.

Objective(s):

- Continue to enforce the Mobile Home Rent Ordinance; complete review and revisions to the Rent Ordinance after the courts complete proceedings on the legality of rent stabilization.

Responsible Agency: City Housing Division

Funding Sources: General funds

Timeframe: Ongoing

Program 17: Housing at Risk of Conversion

Upland has 17 assisted multiple family projects containing units affordable to lower income seniors, families, and individuals. The City periodically monitors its affordable housing projects to determine properties at risk of conversion. Eight projects totaling 268 affordable units are at risk of conversion before 2024, though none have indicated a desire to convert to non-low-income use. Three City-owned projects are not technically at risk of conversion, as these projects will also need to be reviewed for options to refinance the mortgage revenue bonds in light of changes in redevelopment law. The City will also notify qualified entities if a project is proposed for conversion.

Objective(s):

- Monitor publicly assisted multiple units at risk of conversion; support efforts to preserve the units through grants, tax credits, bonds, and transfer of ownership to entities willing to keep the units affordable.
- Inform tenants and property owners of their rights and responsibilities to provide adequate notice and other procedures if an affordable project is proposed for conversion to market rate housing.

Responsible Agency: City Housing Division

Funding Source(s): General Fund, Housing Rent Revenue Fund

Timeframe: Ongoing

Program 18: Low Income Housing Assistance

The City offers many programs to encourage the production, provision, and preservation of affordable housing, including housing affordable to very low, low, and extremely low income households. These include Program 17, Housing Incentives; Program 15, Preservation of Affordable Housing; Program 2, Housing Improvement; Program 3, Emergency Repairs; Program 4, Rental Acquisition & Rehabilitation; and Program 14, Rental Housing Assistance. The City will continue to offer these programs and offer additional incentives or support as described below in the objectives.

Objective(s):

- Offer expedited permit processing, contact developers annually about potential sites, and support applications of developers to build affordable housing that targets extremely low income households in Upland.
- Assist in the development of housing for lower-income households by outreaching to affordable housing developers, exploring available funding options, and supporting grant applications for housing.

Responsible Agency: City Housing Division

Funding Source(s): General Fund, Housing Rent Revenue Fund

Timeframe: Ongoing and Annual

Program 19: Homeless Services

Housing element law requires cities to proactively address the needs of the homeless population, including emergency shelters, transitional housing, supportive housing, and single-room-occupancy units. The City recently conducted a special census to determine the needs of homeless people. Currently the Zoning Code lacks a definition of homeless shelters, transitional housing, and permanent supportive housing consistent with the Health and Safety Code. In addition, the Zoning Code does not permit such facilities consistent with state law. The City will be updating its Zoning Code to achieve consistency with state law with respect to housing for homeless people.

Objective(s):

- Define shelters, transitional housing, and permanent supportive housing consistent with state law, permit shelters with a ministerial permit in the Industrial zone; and establish objective standards as allowed by state law.
- In all zones allowing residential uses, permit transitional and supportive housing as a residential use and only subject to those restrictions that apply to other residential uses of the same type in the same zone.

Responsible Agency: Development Services Department,

Funding Sources: General Fund, Housing Rent Revenue Fund

Timeframe: Within one year of adoption of the housing element

Program 20: Administrative Capacity

The dissolution of redevelopment agencies and loss of funding has required many cities to look for ways to activate the nonprofit sector and seek to collaborate and leverage resources to address community needs. The City has many active nonprofit organizations and recently commissioned a Service Council to address local needs. As the City continues to realign resources, augmenting its administrative capacity is a key concern.

Objective(s):

Utilize the Service Council to coordinate the City, faith-based organizations, other non-profits, Upland Housing Authority, County, and other stakeholders and create a network of community and mainstream resources. The Service Council will develop and implement a Homeless Services Plan that addresses:

- Community Outreach, Engagement, and Education Initiatives
- Treatment and Permanent Supportive Housing Initiatives
- Housing First/Rapid Re-housing Initiatives
- Chronic Homelessness
- Enforcement

Responsible Agency: Community Services Department

Funding Sources: General Fund

Timeframe: Ongoing and 2015/2016

Program 21: Housing for People with Disabilities

The City of Upland allows residential care facilities, senior housing, and other similar facilities, that serve the needs of people with disabilities in the community. California law requires that residential care facilities that serve six or fewer persons be allowed by right in all residential zones and treated the same as any other similar residential use. Presently, the Municipal Code needs to be updated to reflect changes to state fair housing law. For individuals who are disabled, the City is updating its Zoning Code and will provide a reasonable accommodation process. The City of Upland also has many organizations that serve disabled people, including those with developmental disabilities. This includes OPARC Center, Easter Seals Development Center, Salem Christian Homes, and other organizations.

Objective(s):

- Amend the Zoning Code to define and allow residential care facilities serving six or fewer residents as a by-right use in all residential zones; remove or amend the definition of a family in the Zoning Code. Permit larger facilities with a CUP in two additional mixed-use zones.
- Support agencies in seeking funding, as available, for the provision of housing and services for people with disabilities, including developmental disabilities. Reach out to potential developers or service agencies as part of the annual Action Plan solicitation for CDBG.
- Create reasonable accommodation process and procedure as part of the Zoning Code update to allow flexibility in land use, building, and development standards to accommodate people with disabilities.

Responsible Agency: City Housing Division

Funding Sources: General funds

Timeframe: 2014

Program 22: Fair Housing

Upland implements programs to promote housing opportunities for all persons, regardless of protected status. As an entitlement jurisdiction, Upland prepares an Analysis of Impediments to Fair Housing Choice (AI) to periodically identify constraints or obstacles to fair housing opportunity. The City also contracts with the Inland Fair Housing and Mediation Board (IFHMB) to provide fair housing services that affirmatively further fair housing. Services include landlord and tenant education, community outreach and advocacy, and enforcement of fair housing laws. IFHMB also implements the policies and recommendations, where applicable, articulated in Upland’s AI.

Objective(s):

- Promote fair housing practices through contract with IFHMB. Comply with all state and federal fair housing requirements when implementing housing programs or delivering housing-related services.

- Continue to prepare the Analysis of Impediments to Fair Housing Choice as required under federal law; implement the recommendations to improve fair housing as contained therein.
- Disseminate fair housing outreach materials at the library, website, and counter so that residents and landlords are aware of their rights, responsibilities, and opportunities for resolving fair housing concerns.

Responsible Agency: City and Inland Fair Housing and Mediation Board

Funding Sources: CDBG Funds

Timeframe: Ongoing and Annual Basis

QUANTIFIED OBJECTIVES

Through the housing programs outlined above, the City of Upland aims to obtain the minimum quantified objectives pursuant to state law and subject to availability of private funds, grants, and local, state, and federal funds. Table 6-1 summarizes the specific number of housing units/households anticipated to be served between 2014 and 2021.

Table 6-1: Housing Element Quantified Objectives

Housing Program Area	Households Assisted by Income Level				
	Ext. Low	Very Low	Low	Mod-erate	Above Mod
New Construction ¹	191	191	260	294	653
Housing Rehabilitation ²	-0-	216	72	-0-	N/A
Housing Preservation ³	320		560	56	N/A
Rental Assistance ⁴	416	165	25	N/A	N/A
Homebuyer Assistance ⁵	-0-	-0-	16	-0-	N/A
Mobile Home Rent Stabilization ⁶	806				N/A
Code Enforcement Case Resolution ⁷	800				N/A

Source: City of Upland, 2013.

Note: Quantified objectives dependent on continued funding.

Notes:

- ¹ Housing construction goals refer to the provision of sites to address the 2014–2021 regional housing needs assessment.
- ² Housing rehabilitation goals include the Housing Improvement, Emergency Repairs for Homeowners, and Rental Acquisition and Rehabilitation programs.
- ³ Housing preservation goals refer to the preservation of the City’s entire inventory of publicly subsidized multiple-family housing.
- ⁴ Rental assistance goals refers to the annual number of housing choice vouchers issued by the Upland Housing Authority.
- ⁵ Homeownership goals refer to the City’s homeownership assistance program.
- ⁶ Mobile home rent stabilization goals refer to all units under the program, regardless of income level.
- ⁷ Code enforcement refers to units inspected citywide and in focus areas.

APPENDIX A: RESOLUTION

Appendix A

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RESOLUTION NO. 6204

A RESOLUTION OF THE CITY COUNCIL ADOPTING THE FINAL
NEGATIVE DECLARATION FOR THE HOUSING ELEMENT UPDATE
(EAR-0034) AND AMENDING THE 2014-2021 HOUSING
ELEMENT OF THE GENERAL PLAN (GPA-13-01)

Intent of the Parties and Findings

(i) The City of Upland has prepared a comprehensive update to the General Plan Housing Element ("project") for the planning period of 2014 through 2021 in accordance with Article 10.6 of the California Government Code; and

(ii) The update is necessary to comply with the California Government Code Section 65588 that requires periodic revisions of housing elements; and

(iii) Public outreach was conducted, including community outreach and interviews of stakeholders, and a joint Planning Commission and City Council workshop was held on September 16, 2013; and

(iv) The City Council reviewed and considered the Final Negative Declaration (EAR-0034), prior to considering approval of the project and finds the Final Negative Declaration (FND) reflects the independent judgment and analysis of the City Council. A notice of intent to adopt the Negative Declaration was noticed in the manner outlined within Section 15072 of the California Government Code. The draft Negative Declaration was available for public review for 30 days starting on December 6, 2013 and the Final Negative Declaration was available for public review for ten (10) days prior to adoption. On the basis of the record before it, the City Council finds that there will be a less than significant effect on the environment. The City Council also finds that the project involves no potential for any adverse effect, either individually or cumulatively, on the environment and recommends the City Council make a De Minimus Impact Finding pursuant to Chapter 1706 of the California Code of Regulations; and

(v) The California State Department of Housing and Community Development reviewed the draft Housing Element and provided written correspondence recommending revisions to the document, which have been satisfactorily incorporated within the final document. The City received a letter of substantial compliance dated November 25, 2013, which states that once the City has completed the zoning code amendments, adopted the Housing Element with revisions, and submitted the adopted element to the Department of Housing and Community Development, the Housing Element will comply with Article 10.6 of the Government Code; and

(vi) The City Council finds that, after the adoption of zoning code amendments, the Housing Element, will be compliant with California Government Code Section 65580 and contains all contents required by State law; and

(vii) On December 18, 2013, at 6:30 p.m., the Planning Commission conducted a public hearing on the 2014-2021 Housing Element, after providing notice to the public in the manner and for the time required by law. At said time and place, said Planning Commission heard and considered both oral and written evidence and recommended that the City Council adopt the Negative Declaration and the 2014-2021 Housing Element; and

(viii) On January 27, 2014, at 7:00 p.m., the City Council conducted a public hearing on the 2014-2021 Housing Element, after providing notice to the public in a manner

Appendix A

Resolution No. 6204
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and for the time required by law. At said time and place, said City Council heard and considered both oral and written evidence.

(ix) The City Council finds that the Housing Element achieves the State goal of expanding housing opportunities and accommodating the housing needs (RHNA) of all economic levels, in addition to facilitating the improvement and development of housing needs for various different population groups; and

(x) The City Council finds that the Housing Element is in conformance with the General Plan; and

(xi) The City Council finds that the Housing Element will promote maintenance and improved viability of the City's housing stock; and

(xii) The City Council finds that the Housing Element will promote the orderly development of the City and protect the public health, safety, and welfare; and

(xiii) The City Council finds that the Housing Element will not diminish land available for housing within the City.

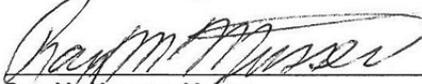
NOW, THEREFORE, the Upland City Council hereby finds, determines, and resolves as follows:

Section 1. Adopt the Final Negative Declaration for the 2014-2021 Housing Element and make a De Minimus Impact finding pursuant to Chapter 1706 of the California Code of Regulations.

Section 2. Amend the Housing Element of the General Plan for the 2014-2021 planning Cycle.

Section 3. Certification. The City Clerk of the City of Upland shall certify to the passage and adoption of this resolution and enter it into the book of original resolutions.

PASSED, APPROVED, and ADOPTED this 27th day of January, 2014.


Ray M. Musser, Mayor

I, Stephanie A. Mendenhall, City Clerk of the City of Upland, do hereby certify that the foregoing Resolution was adopted at a regular meeting of the City Council held on the 27th day of January, 2014, by the following vote:

AYES: Mayor Musser, Councilmember Stone, Bozar, Brandt, Filippi

NOES: None

ABSENT: None

ABSTAINED: None

ATTEST:


Stephanie A. Mendenhall, City Clerk

APPENDIX B: HCD LETTER

Appendix B

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**DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT
DIVISION OF HOUSING POLICY DEVELOPMENT**

2020 W. El Camino Avenue, Suite 500
Sacramento, CA 95833
(916) 263-2911 / FAX (916) 263-7453
www.hcd.ca.gov



November 25, 2013

Mr. Jeff Zwack, Development Services Director
Community Development Department
City of Upland
460 North Euclid Avenue
Upland, CA 91786

Dear Mr. Zwack:

RE: Review of the City of Upland's 5th Cycle (2013-2021) Draft Housing Element

Thank you for submitting Upland's draft housing element received for review on October 2, 2013 with subsequent revisions received November 21, 22 and 25, 2013. The Department is reporting the results of its review, pursuant to Government Code Section 65585(b). The review was facilitated by a telephone conversation on November 13, 2013 with Ms. Karen Peterson, Planning Manager, Mr. Jeff Borchardt, Assistant Planner, Ms. Liz Chavez, Housing Manager and the City's consultant Mr. Mark Hoffman.

The draft element addresses the statutory requirements of State housing element law. Once the City has (1) fulfilled the zoning amendment commitments (including emergency shelters) described in Program 19, (2) adopted the draft housing element with revisions, and (3) submitted the adopted element to the Department, pursuant to Government Code Section 65585(g), the City's adopted housing element will comply with Article 10.6 of the Government Code.

To remain on an eight year housing element cycle, pursuant to Senate Bill 375 (Chapter 728, Statutes of 2008) the City must adopt its housing element within 120 calendar days from the statutory due date of October 15, 2013 for Southern California Association of Government localities. If adopted after this date, the City will be required to revise the housing element every four years until adopting at least two consecutive revisions by the statutory deadline (Government Code Section 65588(e)(4)). Information on housing element adoption requirements is on our website at: http://www.hcd.ca.gov/hpd/hrc/plan/he/he_review_adoptionsteps110812.pdf

Public participation in the development, adoption and implementation of the housing element is essential to effective housing planning. Throughout the housing element process, the City must continue to engage the community, including organizations that represent lower-income and special needs households, by making information regularly available and considering and incorporating comments where appropriate.

Mr. Jeff Zwack, Development Services Director
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The Department is pleased to inform the City that prior 4th cycle housing element compliance meets one of the threshold requirements of the Housing Related Parks (HRP) Program which rewards local governments for approving housing affordable to lower-income households. The HRP Program, funded by Proposition 1C, provides grant funds to eligible local governments for every qualifying unit permitted since 2010. Grant awards can be used to fund park-related capital asset projects. HRP program information is on the Department's website at <http://www.hcd.ca.gov/hpd/hrpp/>.

The Department appreciates the efforts provided by Mr. Jeff Borchardt and the City's consultant, Mr. Mark Hoffman, throughout the review of the housing element and looks forward to receiving Upland's adopted housing element. If you have any questions or need additional technical assistance, please contact Mario Angel, of our staff, at (916) 263-7442.

Sincerely,

A handwritten signature in blue ink that reads "Glen A. Campora". The signature is written in a cursive, flowing style.

Glen A. Campora
Assistant Deputy Director

APPENDIX C: SITE INVENTORY

Appendix C

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Table C-1: Upland Sites Inventory

ite	Map ID	APN	General Plan	Zoning District	Existing Use	Acres	Density (DU/AC)	Realistic Capacity
Downtown Sites Inventory								
1	1	104638309	SP	Arrow Hwy	public parking lot	0.13		
	2	104638310	SP		public parking lot	0.21		
	Subtotal					0.34	15	4
2	3	104639203	SP	Old Town	public parking lot	0.19		
	4	104639202	SP		public parking lot	0.16		
	5	104639201	SP		public parking lot	0.18		
Subtotal					0.53	35	10	
3	6	104640208	SP	Old Town/ 1 st St. Overlay	public parking lot	0.14		
	7	104640207	SP		public parking lot	0.16		
	8	104640206	SP		public parking lot	0.00		
	9	104640205	SP		public parking lot	0.13		
	10	104640204	SP		public parking lot	0.13		
	11	104640203	SP		public parking lot	0.14		
	12	104640202	SP		public parking lot	0.14		
Subtotal					0.84	55	45	
4	13	104640312	SP	Old Town	public parking lot	0.05		
	14	104640313	SP		public parking lot	0.17		
	15	104640314	SP		public parking lot	0.03		
	16	104640315	SP		public parking lot	0.12		
	17	104640316	SP		public parking lot	0.12		
	18	104640317	SP		public parking lot	0.12		
	19	104640318	SP		public parking lot	0.14		
Subtotal					0.75	35	25	
5	20	104656201	SP	Citrus Transportation	Industrial	0.23		
	21	104656203	SP		Industrial	0.23		
	22	104656202	SP		Industrial	0.23		
	23	104656201	SP		Industrial	0.28		
Subtotal					0.97	55	36	
6	59	104657117	SP	Residential Transit	Vacant site proposed for attached condominiums or townhomes	3.98		
	60	104657119	SP			1.11		
	61	104657118	SP			4.20		
Subtotal					9.29	55	203	
7	24	104657101	SP	Residential Transit	Structures on site are partially burned down; currently being used for auto and RV storage	0.71		
	25	104657115	SP			3.75		
	26	104657116	SP			0.71		
Subtotal					5.18	55	206	

Appendix C

Table C-1: Upland Sites Inventory

Site	Map ID	APN	General Plan	Zoning District	Existing Use	Acres	Density (DU/AC)	Realistic Capacity
	27	104658212	SP	Citrus Transp.	Industrial	0.20		
	28	104658213	SP		Industrial	0.20		
	29	104658214	SP		Industrial	0.20		
	30	104658215	SP		Industrial	0.20		
	31	104658216	SP		Industrial	0.24		
8	Subtotal					1.04	55	40
	32	104658201	SP	Citrus Transp.	Schwartz bldg. with small portion used for trucking school. Owner desires to reuse or sell for housing	2.38		
	9	Subtotal				2.38	55	85
	33	104658101	SP	Citrus Transp.	Being used for marginal manufacturing and storage; owner looking to sell or reuse storage - industrial	1.81		
	10	Subtotal				1.81	55	81
	34	104659324	SP	Old Town	public parking lot	0.16		
	35	104659318	SP		public parking lot	0.36		
	11	Subtotal					0.52	35
	36	104659224	SP	Old Town/ Historic Core	public parking lot	0.17		
	12	Subtotal				0.17	25	4
	37	104659204	SP	Old Town/1 st St. Overlay	public parking lot	0.14		
	38	104659205	SP		public parking lot	0.21		
	39	104659206	SP		public parking lot	0.21		
	13	Subtotal					0.57	55
	40	104659108	SP	Old Town/1 st St. Overlay	vacant	0.21		
	41	104659109	SP		vacant	0.18		
	42	104659110	SP		vacant	0.20		
	43	104659111	SP		vacant	0.15		
	14	Subtotal					0.74	55
	44	104660109	SP	Euclid	commercial	0.33		
	15	Subtotal				0.33	40	12
	45	104660105	SP	Euclid	private parking lot	0.17		
	16	Subtotal				0.17	40	5
	46	104660207	SP	Citrus Transp.	Vacant lumber yard and parking with single owner	0.32		
	47	104660208	SP			0.32		
	17	Subtotal						0.64

Table C-1: Upland Sites Inventory

Site	Map ID	APN	General Plan	Zoning District	Existing Use	Acres	Density (DU/AC)	Realistic Capacity
18	48	104660209	SP	Citrus Transp.	public parking lot	.11		
	49	104660210	SP		public parking lot	.12		
	50	104660211	SP		public parking lot	.37		
	Subtotal					0.60	55	34
19	51	104660308	SP	Citrus Transp.	single-family residential	0.12		
	Subtotal					0.12	55	2
20	52	104660310	SP	Citrus Transp.	storage - industrial	0.16		
	Subtotal					0.16	55	7
21	53	104660312	SP	Citrus Transp.	Baker building; currently rock climbing gym and partially used as junk yard. Property has been proposed for redevelopment	1.56		
	Subtotal					1.56	55	74
22	54	104660408	SP	Citrus Transp.	vacant industrial	1.29		
	Subtotal					1.29	55	55
23	55	104660501	SP	Citrus Transp.	SANBAG - vacant	1.13		
	Subtotal					1.13	55	46
24	56	104660503	SP	Citrus Transp.	SANBAG - vacant	1.14		
	Subtotal					1.14	55	46
25	58	104661315	SP	Citrus Transp.	Chevron gas station; long term future doubtful	0.41		
	Subtotal					0.41	25	11
26	57	104661317	SP	Euclid	Drive-up restaurant adjacent to ARCO viability uncertain	0.46		
	Subtotal					0.46	25	8

Other Specific Plan Sites

27		100549104	SP	ParkView	Vacant	23.2		
		100548101	SP	ParkView	Vacant	9.0		
		100548102	SP	ParkView	Vacant	1		
	Subtotal					32.2	9-16	400
28		100737106	SP	College Park	Vacant	2.75		
	Subtotal					2.75	12	92
29		100702115	SP	Upland Crossing	Vacant	15.1		
		100702116	SP	Upland Crossing	Vacant	12.3		
	Subtotal					32.2	12-20	355

Source: City of Upland, 2013

Appendix C

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