



# City of Irvine

## Five Year Consolidated Plan

### FY 2010 - 2014

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Adopted  
April 27, 2010



**MDG**  
ASSOCIATES • INC.



## City of Irvine

## 2010 - 2014 Consolidated Plan

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## **I. Executive Summary**

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## **I. Executive Summary**

The City of Irvine has prepared the 2010-2014 Consolidated Plan as a requirement to receive Federal Community Development Block Grant (CDBG) and HOME Investment Partnership (HOME) program funds. It is a strategic plan for addressing Irvine's low- and moderate-income housing and community development needs. The Consolidated Plan provides a five-year road map that explains how and why Federal funding for housing and community development activities is expected to be used.

### **A. What is the Consolidated Plan?**

The Consolidated Plan is a planning document that identifies the City's affordable housing and community development short- and long-term needs, goals, priorities, and objectives. It also outlines strategies and timetables for achieving the City's priorities and objectives. It is a requirement of the U.S. Department of Housing and Urban Development (HUD) and must be developed by local governments in order to receive CDBG and HOME program funding.

The Consolidated Plan identifies each community's priority needs, short- and long-term goals and objectives, and strategies and timetables for achieving its goals. It asks each community to state how it plans to achieve local objectives in accordance with the statutory goals of all Federally-funded community development programs; to provide decent housing in a suitable living environment and to expand economic opportunity for low- and moderate-income families.

The Consolidated Plan codifies the relationship between the U.S. Department of Housing and Urban Development (HUD), and local units of government and citizens. Developed with the input of citizens and community groups, the Consolidated Plan serves four (4) primary functions. First, it is a planning document for each community, built upon public participation and input. Second, it serves as the application for housing and community development funds through HUD's formula grant programs, of which the City of Irvine is eligible to directly receive Community Development Block Grant (CDBG) and HOME Investment Partnership (HOME) program funds. Third, the Consolidated Plan defines local housing and community development priorities. Fourth, the Consolidated Plan is a five-year strategy that the City will follow each fiscal year to implement HUD programs locally.

The Consolidated Plan describes the lead agency responsible for overseeing the development and implementation of the plan and agencies, groups, and organizations that participate in the process. It also includes a summary of the citizen participation process, public comments, and efforts made to broaden public participation in preparing the plan.

### **B. Purpose of the Consolidated Plan**

The City of Irvine 2010-2014 Consolidated Plan identifies the City's needs in housing, homelessness, community development and economic development. It also presents the City's strategies to address those needs.

HUD requires the City to complete a Consolidated Plan to receive funds under the CDBG and HOME Programs. Consolidated Plans are required to be prepared every five years and include five Annual Action Plans (described below) to be produced for each year. This Consolidated Plan covers the period from July 1, 2010 through June 30, 2015.

The Consolidated Plan is built through a comprehensive consultation and citizen participation process. The City's Community Development Department is the lead agency for the Consolidated Plan. The Community Development Department is tasked with developing and carrying out the plan.

### **C. Community Vision**

Since the last Consolidated Plan in 2005, the City of Irvine has continued to provide a high standard of living through sound planning practices, managed growth and a host of City services that are available to residents from all walks of life. Irvine is a community of villages that each offer residents, visitors and businesses a distinctive character, composition and appearance.

The City uses all resources at its disposal to support the vision outlined in the General Plan to meet current and future demands for housing, commercial development, public open space and public facilities. With State and Federal governments constantly threatening cities with a reduction of funds, future community developments in Irvine will increasingly depend on the efficient use of City resources to maintain its infrastructure. The City will need to wisely develop its remaining vacant land and to redevelop its underdeveloped land to meet current and future community needs.

The City's General Plan is a blueprint to guide development in the City of Irvine in future years. It provides a framework for decisions regarding land use and transportation, as well as public facilities, economic development, housing, and other public issues that are vital to a healthy and livable community. The Community Development Department is the primary entity that carries out the vision of the General Plan.

Beyond infrastructure, facilities and open space, the City also supplements its general-funded community services with CDBG funds to ensure the efficient and effective delivery of a wide variety of public services to meet the needs of its citizens. The Community Development Department oversees the implementation of various public service projects that are carried out by community-based organizations to address the needs of low- and moderate-income citizens. These programs help to ensure that all segments of the population are able to thrive in Irvine.

## D. Major Components of the Consolidated Plan

The Consolidated Plan contains seven (7) major components:

1. An analysis of housing, homelessness, public housing, community development, economic development, and other related needs.
2. A housing market analysis.
3. A description of the priority needs selected by the City.
4. Long-term strategies to address those priority needs.
5. An explanation of how the City will work with organizations in the public, private, and nonprofit sectors to help carry out those strategies.
6. A description of annual projects and activities the Community Development Department will undertake to carry out those strategies.
7. Certification to affirmatively further Fair Housing and other certifications.

The City must produce five Annual Action Plans under the Irvine Consolidated Plan for 2010-2014. Each Annual Action Plan describes how the City will implement projects and invest its CDBG and HOME funds during a given program year. The first Annual Action Plan for 2010-2011 is included in this Consolidated Plan document as an Appendix.

## E. Consolidated Plan Summary

The following summary identifies the key components of the 2010-2014 Consolidated Plan including a summary of pertinent information presented in each chapter.

- I. **Executive Summary/Community Vision:** Included as part of the Executive Summary chapter, this section describes how the City's General Plan sets the vision for growth and how the City and the Consolidated Plan help carry out that vision.
- II. **Community Profile:** This chapter of the Consolidated Plan provides an overview of the City's history, current demographics and characteristics of the community. Irvine is known for its many corporate offices, mild Pacific coastal climate, and world-class dining and shopping destinations. According to the 2000 Census, the City population was 143,072 with 40 percent of all residents being native Californians. The U.S. Census 2006-2008 American Community Survey (ACS) estimates that the population has grown to 193,872 with 43 percent being born in California. Demographically, the City is mostly comprised of non-Hispanic Whites although recent demographic trends show that racial and ethnic minorities are a contributor to the growing population. The City has an even mix of males (48.8 percent) and females (51.2 percent). The City currently has over 68,451 households—the majority of which are families with an average household size of 2.68 people with a median income of \$114,434 (based on estimated ACS data).

**Table 4-1**  
**Change in Household Tenure: 1990 to 2000**

Tenure	Housing Units & % of Total Units						
	1990		2000		2006-2008 Estimate		Change in Unit
<b>Renter</b>	15,112	35.8%	20,503	38.2%	30,265	41.8%	9,762
<b>Owner</b>	25,145	59.6%	30,696	57.2%	38,186	52.8%	7,490
<b>Vacant</b>	1,964	4.7%	2,512	4.7%	3,886	5.4%	1,374
<b>Total</b>	<b>42,221</b>	<b>100%</b>	<b>53,711</b>	<b>100%</b>	<b>72,337</b>	<b>100%</b>	<b>18,626</b>

Source: 1990 (SF-1: H002, H003); 2000 (SF-1: H1, H3, H4) US Census; 2006-08 American Community Survey

### 3. Housing Size

The table below provides a breakdown of the size of the housing in the City of Irvine by tenure. Note that the table reflects occupied units and not total units. The table shows that under the 2000 census, 59% of Irvine's occupied housing units contain either two to three bedrooms. 14% of the units are one-bedroom units. Combining these figures, 73% of Irvine's housing units contain from one to three bedrooms. Only 3% or 1,776 units are considered to be efficiency units. Less than 5% of the units have more than 5 bedrooms. Together, the four and five bedroom units make up 24% percent of the housing units in the City. Under the 2006-2008 ACS, the percentages remained relatively level.

**Table 4-2**  
**Housing Supply: Size of Housing Units by Tenure**

Size of Housing Units by Tenure	Housing Supply: Size of Housing Units by Tenure 2000						2006-2008	
	2000 Owner		2000 Renter		Total		Total	
	#	% of total	#	% of total	#	% of total	#	% of total
No bedroom	259	0.5%	1,517	3.0%	1,776	3.5%	967	1.3%
1 bedroom	1,502	2.9%	5,721	11.2%	7,223	14.1%	10,709	14.8%
2 bedrooms	7,242	14.1%	8,916	17.4%	16,158	31.6%	22,759	31.5%
3 bedrooms	10,618	20.7%	3,323	6.5%	13,941	27.2%	20,725	28.7%
4 bedrooms	8,743	17.1%	821	1.6%	9,564	18.7%	13,593	18.8%
5 + bedrooms	2,327	4.5%	201	0.4%	2,528	4.9%	3,584	5.0%
<b>Total</b>	<b>30,691</b>	<b>60.0%</b>	<b>20,499</b>	<b>40.0%</b>	<b>51,190</b>	<b>100%</b>	<b>72,337</b>	<b>100%</b>

Source: 2000 U.S. Census (SF3: H41, H42); and 2006-2008 American Community Survey

### 4. Housing Type

Single family detached units currently account for a predominant share of the housing stock in Irvine. Fewer than 41% of all units are detached single-family units while attached single-family units, such as townhouses and condominiums, account for over 24%. As land becomes less available, developers will build houses on smaller lots with greater density.

Some multifamily housing is packaged in small complexes with less than 10 units. These units account for 15.8% of all housing stock. In the 2000 Census,

**III. Consolidated Plan Development:** This chapter details the methodology of the development of the Consolidated Plan, outlines the Consolidated Plan goals, institutional structure and citizen participation. This chapter also includes the City's Anti-Displacement and Relocation Plan that describes how the City will help persons or households who must be temporarily or permanently relocated as a result of the use of CDBG funds. It should be noted that such occurrences are rare and that no such actions were necessary during the 2005-2009 Program Years.

In the development of the 2010-2014 Consolidated Plan, the Community Development Department offered numerous opportunities for public input and review, including:

- A needs survey that was distributed at all of the City facilities for residents to communicate their comments on housing, homelessness, community development, and economic development needs.
- A community meeting and two stakeholder meetings that examined issues related to affordable housing, public housing, homelessness, and non-housing community development.
- A review of the needs, strategies, actions, and projects in the draft Consolidated Plan by the City and other stakeholders through the citizen participation process.
- Public hearings to garner citizen comments on the needs, strategies, actions, and projects in the Consolidated Plan.
- Distribution of the draft Consolidated Plan combined with a minimum 30-day public comment period.

**IV. Housing Market Analysis and Housing Needs:** This chapter presents an overview of the City's projected housing supply and demand, and assesses housing needs. The Consolidated Plan regulations require the City to conduct this analysis in order to establish priority housing needs and strategies. The Department conducted an extensive market analysis that focused on:

- Existing housing supply and demand.
- Economic and development trends that will determine future supply and demand.
- Niche markets such as public housing, homeless facilities, and housing for persons with special needs.
- HUD-specific market characteristics such as low- and moderate-income concentrations, as well as ethnic and minority concentrations.

- Priority housing needs and strategies set by the City through the Consolidated Plan development process.

The housing market analysis revealed a number of findings, including:

- The supply of housing increased by 18,626 units between 2000 and 2010.
- Homeownership decreased by 1.2% between 2000 and 2010.
- The vacancy rate increased from 5.0% in 2000 to an estimated 5.4% in the 2006-2008 American Community Survey (ACS).
- 42% of all housing units are more than 25 years old, indicating that significant repairs to a portion of the City's housing units may need to be completed during this planning period. The City will need to consider the rehabilitation needs of low- and very-low income homeowners who may not be able to afford the costly but necessary repairs to maintain the habitability of their dwelling units.
- The lowest income renters are in the most need of more affordable housing. A growing demand for one and two bedroom units is driving up rents while many of these renters are already paying more than half their wages for housing.
- With assistance, homeownership may once again be within reach of some moderate-income families. Down payment assistance programs and housing counseling would help the dream of homeownership become a reality for these families.
- As the amount of developable land becomes smaller, the need for infill/redevelopment will increase.

**V. Public Housing Needs:** This chapter describes the agencies that provide for public and assisted housing in Irvine. The City of Irvine is committed to working with public and assisted housing providers to address housing needs. Several agencies provide public or assisted housing in the City of Irvine city limits. The Housing Authority of the County of Orange provides assisted housing in the City. The Housing Authority offers the Section 8 or Housing Choice Voucher Program, which is a Federally-funded program that provides rental assistance in the form of a voucher to very low-income families, senior citizens, disabled and other individuals for the purpose of securing decent, affordable housing. Several additional agencies also develop affordable housing for low- and moderate-income households and persons with special needs.

**VI. Homeless and Special Needs Assessment:** This chapter examines the needs of homeless and persons with special needs. Despite greater attention to the problem, a County-wide study conducted in 2008 indicates there are 34,999 homeless living in the Orange County region at any point in time. The



diversity of the homeless population continues to increase and the percentage of homeless persons suffering from mental illness and substance abuse also continues to increase. Many homeless have come from rural areas to the City to be near family or to seek employment. Many addicted persons have recycled in and out of homelessness with many of those persons reporting prior episodes. The causes of homelessness in the City include a variety of factors, such as:

- Substance abuse.
- De-institutionalization of persons with mental illness.
- Lack of resources to address the needs of homeless or "near-homeless" persons with substance abuse or mental illness, including persons with dual diagnoses.
- Unemployment/underemployment.
- Lack of job skills among persons at high risk for homelessness.
- Domestic violence.
- A large gap between the number of affordable housing units and the number of households which need them.
- Poverty and lack of personal resources.

Although more people are becoming homeless, the organizations and programs designed to serve them are making some progress in addressing these often multi-diagnosed homeless needs. Studies indicate that more of the easier-to-reach "situational homeless" in the City are being helped now compared to several years ago. Crises such as domestic violence, unemployment, or death put these people at risk.

Helping the chronically homeless, who often have lived on the streets for years, is harder. These people tend to be substance abusers, persons with mental illness, or dually-diagnosed. The response by City agencies has moved toward a more effective strategy of providing treatment and rehabilitation, instead of merely providing food and shelter.

According to the Continuum of Care (CoC) Community Forum Collaborative survey, the number of potentially homeless and at-risk persons in transitional, group, and nonpermanent living arrangements is increasing. Persons with special needs may have a variety of mental and physical disabilities; therefore, need a variety of housing options. Their housing needs vary depending on the type of disability and may change throughout an individual's life depending on the degree of disability and individual circumstances.

**Special Needs Populations.** Several common themes and issues emerged from the Consolidated Plan needs assessment and from discussions with community-based organizations. The input received provides a good starting point in understanding how to serve persons with special needs in the City more effectively:

- **Lack of Income:** Organizations that assist special needs groups indicated that persons with special needs find it extremely difficult to maintain employment. Therefore, they often cannot afford many of the housing and supportive services they need and must rely upon public assistance.
- **Discrimination:** While there are differences in the intensity of opposition to housing for the different special needs populations, individuals reported that landlords often did not want to rent to persons with special needs. NIMBY, the “Not In My Back Yard” syndrome, was also discussed as a common issue.
- **Lack of Funding:** Agencies indicated the need for additional funding for affordable housing for persons with special needs. They further discussed the lack of funding for the supportive services necessary for persons with special needs.
- **Education:** Another common theme was the need for educating the public regarding a variety of issues, including resources, services, and programs available for lower-income families and persons with special needs. Also cited was the need for homeless prevention education.
- **Support for Organizations Serving Persons with Special Needs:** Another common theme participants expressed was the need for resources (especially administrative support) for these organizations.

**VII. Non-housing Community Development Needs Assessment:** This chapter examines “non-housing” community development needs in Irvine such as planning, economic development, public services, and public facilities. The CDBG regulations categorize the types of programs and projects that are eligible for funding. The categories include community improvements, community facilities, economic development, accessibility needs and community services.

The Non-Housing Community Development Needs Assessment revealed that public services, youth services, child care services, and tenant/landlord counseling were high priority needs. Medium needs included handicapped services, health services, and employment/training services.

**VIII. Barriers to Affordable Housing:** This chapter examines barriers to affordable housing and the City's strategy for addressing those barriers. Although each specific affordable housing development proposal has unique

challenges, some of the more common barriers to the development of affordable housing include:

- Building codes and standards.
- Zoning.
- Land use controls.
- Citizen opposition based on unfounded neighborhood criticism.
- Lack of available subsidies and resources.
- Resource fragmentation and scarcity.
- Housing acquisition finance requirements.
- Lack of private financial resources by housing providers.

**IX. Impediments to Fair Housing:** This chapter describes the impediments to fair housing choices in Irvine. The City has traditionally participated in a countywide consortium to develop a Regional Fair Housing Analysis of Impediments that addresses countywide issues as well as more localized issues for each participating city. At the time of this writing, the updated Regional Analysis of Impediments to Fair Housing Choice was not complete.

The consortium has contracted with the Fair Housing Council of Orange County to complete the Regional Analysis. The study will evaluate the nature and extent of housing segregation and discrimination in the County as well as the City. It will serve as a framework for the City's fair housing planning as part of its Consolidated Plan implementation.

Since this study will not be completed in time for inclusion in the 2010-2014 Consolidated Plan, Chapter IX includes information from the previous 2005-2009 Orange County Regional Analysis of Impediments to Fair Housing Choice. If the updated 2010-2014 Regional Analysis of Impediments to Fair Housing Choice reveals findings that are significantly different than those included in the Consolidated Plan, the City will take those findings into consideration and amend the Consolidated Plan as necessary and practicable.

**X. Lead-based Paint Hazards:** This chapter summarizes the lead-based paint hazards in housing. Lead poisoning is one of the most common and preventable health hazards to children in America. Research indicates that even a low-level of lead in a child's bloodstream can have harmful effects on their physical and developmental health.

Any housing built before 1978 is at risk of containing some amount of lead-based paint. Older housing is more likely to have lead-based paint and the amount of lead pigment in the paint tends to increase with the age of the housing. Slightly over 21,000 housing units in Irvine were built before 1979. Since low-income people often live in older housing throughout the city, they are at much higher risk.

Young children who could ingest lead-based paint are at even higher risk. Consequently, children of very low- and low-income families are disproportionately at risk for lead poisoning, as they tend to reside in older homes. In accordance with the 2000 Census, the number of children in Irvine under the age of five years of age is equivalent to 5.6 percent of the population of the City, or 7,997 children. This group could be at higher risk of lead-based paint poisoning.

- XI. Housing and Community Development Delivery System:** This chapter summarizes the gaps in the City's housing and community development delivery system. As a recipient of CDBG funds, the City of Irvine is tasked with the responsibility for developing and carrying out the Consolidated Plan. The City uses these and other funds to facilitate the delivery of decent housing, create a suitable living environment, and expand economic opportunities throughout the city.

Effective program delivery would not be possible, however, without the efforts of many other Federal, State and local partners. Leadership begins with the City's elected officials, the Mayor and City Council members. These officials approve all Consolidated Plan strategies, activities, substantial amendments, and contracts. Since they represent the residents of the City, these officials also provide insight into the needs of City residents.

The City is building strong working relationships with other organizations and programs that support the Consolidated Plan goals and strategies. This working relationship and its results are the City's *housing and community development delivery system*.

The Consolidated Plan requirements include examining how organizations in the City "deliver" housing and community development (called the institutional structure). This examination includes identifying the gaps in the institutional structure and developing strategies to address the gaps. Irvine can only achieve its Consolidated Plan goals strategies if its institutional structure is complete.

Interviews, community meetings, and needs surveys included questions or comments concerning the current gaps in the local delivery system for housing and community development. They also discussed preliminary components of strategies for filling the most troublesome gaps. Several primary themes and issues emerged that provide a foundation for developing workable, collaborative strategies to fill the gaps:

- Lack of knowledge among the public and lower income clients is a common issue. The most common gap is limited knowledge of the available resources, services, and programs for lower income people and persons with special needs.
- A need for affordable housing, especially supportive housing for lower-income people and persons with special needs.

- Continued support for services for the homeless and persons with special needs.
- Need for enhanced communication/coordination among organizations in the housing and community development delivery system.

**XII. Anti-poverty Strategy:** This chapter describes how CDBG projects are part of the City's efforts to move low-income families to self-sufficiency. By undertaking activities funded by the CDBG programs, the City supports the overall anti-poverty strategy of moving low-income people to self-sufficiency. Census data from the year 2000 indicates that 12,379 Irvine residents were living in poverty in 1999, which is 9.1 percent of the population. This number translates to 1,746 families, or 5.0 percent of the families in Irvine. Just slightly over 6 percent of these families had a child under the age of 5 years old.

The City of Irvine's anti-poverty strategy and activities support the overall effort in the State to move low-income families to economic self-sufficiency. The City's goal is to help families that are self-sufficient yet still at-risk to increase their financial stability. The focus of the anti-poverty strategy is three-fold: (1) to help these families accumulate assets, (2) to help these families address issues, such as substance abuse and domestic violence, that may threaten the family's stability, and (3) to provide these families with employment-related supportive services such as child-care. This focus will be incorporated into the programs and policies undertaken by the City as part of this Consolidated Plan.

**XIII. Strategic Plan:** This chapter presents the City's strategies to meet the housing and community development needs found in the previous sections. Based on the community survey, focus groups, consultation with other organizations, individual interviews, housing market and needs study, and other factors, the City of Irvine has developed the following five-year strategies to address the priority needs found in the Consolidated Plan:

**Priority Need: Housing**

- *5-Year Strategy:* Expand the supply of affordable rental and homeownership housing opportunities.
- *5-Year Strategy:* Preserve and improve the existing housing stock and ensure equal access.

**Priority Need: Youth Services**

- *5-Year Strategy:* Provide youth with appropriate health, recreational, educational, and other services that help them to develop into well-rounded, well-adjusted and independent adults

**Priority Need: Senior Services**

- *5-Year Strategy:* Provide quality supportive services so elderly residents can live as independently as possible.

**Priority Need: Special Needs / Non-Homeless**

- *5-Year Strategy:* Help persons with special needs to live as independently as possible.

**Priority Need: Homeless and HIV/AIDS**

- *5-Year Strategy:* Support a continuum of services that align with the City's and County's efforts to end homelessness.
- *5-Year Strategy:* Support services that assist in improving the quality of life for persons living with HIV/AIDS

**Priority Need: Public Services**

- *5-Year Strategy:* Contribute to the well-being of individuals, families, and neighborhoods.

**XIV. Monitoring Standards and Procedures:** This chapter describes how the City monitors CDBG projects as well as its progress in carrying out Consolidated Plan strategies and objectives.

As the lead agency for the City of Irvine 2010-2014 Consolidated Plan, the Community Development Department is continually honing its standards and procedures to monitor the performance and effectiveness of housing and community development activities. Monitoring of the City's contractors and sub-recipient partners is not just a regulatory process or a fact-finding mission. Rather, it involves effective communication and cooperative, problem-solving relationships between the City and its contractors/sub-recipients.

The City undertakes two types of monitoring: project monitoring and Consolidated Plan monitoring. Both types of monitoring ensure the success of Consolidated Plan projects and activities.

As the lead agency, the Community Development Department is constantly refining monitoring procedures to ensure that projects have measurable outcomes. This constant refinement ensures long-term compliance with all applicable program regulations and statutes.

**XV. Leveraging:** This chapter provides a list of resources that public agencies, neighborhoods, and nonprofit organizations can use to further the strategies in the Consolidated Plan. The City anticipates that the Federal, State, local, and private resources listed in this section of the Consolidated Plan will remain available over the five-year period of the Consolidated Plan.





## **II. Community Profile**

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## II. Community Profile

### A. City in the Past

Archeological research establishes prehistoric man in the Irvine area at least 12,000 years ago. Scattered evidence of early campsites and rock shelters can be seen in the undeveloped parts of the city.<sup>1</sup>

Gabrielino Indians moved into the Irvine area 2,000 years ago, establishing dozens of villages. One village was located near the San Joaquin marsh and another near the San Joaquin golf course. The Gabrielinos were of the Shoshonean language group. They enjoyed an abundant food supply of shellfish, waterfowl, and land animals. They lived in round, woven huts and were excellent basket weavers and makers of seashell and stone jewelry.

**1700 – 1800.** Gaspar de Portola, a Spanish explorer, entered the San Joaquin Valley in 1769, abruptly ending the tranquil life of the Gabrielinos. With the Spanish came forts, missions and herds of cattle. The King of Spain began to parcel out lands for missions and for a few large, private land grants. In 1831, after gaining independence from Spain, the Mexican government secularized the missions, assumed control of land holdings, and began distributing ranchos to Mexican citizens who applied for grants.

Three (3) large Spanish/Mexican grants made up the land that later became the Irvine Ranch: Rancho Santiago de Santa Ana, Rancho San Joaquin, and Rancho Lomas de Santiago. The oldest, Rancho Santiago de Santa Ana, an early Spanish grant to the Yorba family, was confirmed by the Mexican government.

**1800 – 1900.** In 1837, San Juan Capistrano mission lands were granted to Don Jose Sepulveda, later becoming Rancho San Joaquin. Rancho Lomas de Santiago was granted to Teodosio Yorba in 1846. In that year, the Mexican army was defeated in the final battle of the Mexican-American War. The Treaty of Guadalupe was signed and California was annexed to the United States.

The Congressional Act of 1851 forced landholders to reapply to the Board of Land Commissioners to get valid title to their ranchos. Original grantees, however, had produced large families who were deeding, selling, and trading portions of the large ranchos to family members and outsiders.

Rancho Santiago de Santa Ana fell prey to tangled titles. In 1868, outside investor Abel Stearns was successful in his suit to dissolve the rancho and divide the property among the claimants, four of whom were prosperous sheep ranchers: Benjamin and Thomas Flint, Llewellyn Bixby, and James Irvine.

Meanwhile, Jose Sepulveda, owner of Rancho San Joaquin, was heavily in debt. In 1864, the year of the Great Drought, Sepulveda sold his 50,000 acres to Irvine, Flint, and Bixby for \$18,000. In 1866, Irvine, Flint and Bixby acquired the 47,000-acre Rancho Lomas de Santiago for \$7,000. Much of the rancho was not suitable

<sup>1</sup> Historical references were derived from the City of Irvine Website at [www.ci.irvine.ca.us](http://www.ci.irvine.ca.us)

for cultivation, but did border the Santa Ana River on the north, thereby securing valuable water rights.

The Irvine, Flint, and Bixby ranches were devoted to sheep grazing, although in the 1870s tenant farming was permitted. In 1878, James Irvine acquired his partners' interests for \$150,000. His 110,000 acres stretched 23 miles from the Pacific Ocean to the Santa Ana River.

James Irvine died in 1886. In 1893, his son, James Irvine, Jr., came into full possession of the ranch which he incorporated into The Irvine Company one year later. James, Jr. began shifting ranch operations to field crops, olive and citrus orchards.

**1900 – 2000.** During World War I, agriculture had intensified, and by 1918, some 60,000 acres of lima beans were grown on the Irvine Ranch. During World War II, two Marine Corps air facilities were built on land sold to the government by The Irvine Company.

James Irvine, Jr. died in 1947 at the age of 80. Presidency of the company fell to his son Myford, who began opening small sections of the ranch to urban development. Myford died in 1959.

In 1959, the University of California asked The Irvine Company for 1,000 acres for a new campus. The Irvine Company agreed, and the State accepted the land and purchased an additional 500 acres. The University's consulting architect, William Pereira, and Irvine Company planners drew up master plans for a city of 50,000 people surrounding the university. The area would include industrial zones, residential and recreational areas, commercial centers, and greenbelts. The Irvine Industrial Complex West (now known as the Irvine Business Complex) opened and the villages of Turtle Rock, University Park, Culverdale, the Ranch, and Walnut were completed by 1970. On December 28, 1971, the residents of these communities voted to incorporate a substantially larger city than that envisioned by the original Pereira plan in order to control the future of the area and protect its tax base.

By January 1999, the City of Irvine had a population of 134,000 and a total area of 43 square miles. Future plans, however, call for a population of over 200,000 on 46.7 square miles by the year 2020.

### **Irvine today and the future**

Thirty years ago, the City of Irvine was still in its infancy. Today, Irvine has grown into what many describe as a "total destination," a community boasting state-of-the-art transportation programs and systems, an enterprising business environment, stellar educational institutions and a team-like lifestyle.

Irvine's noteworthy, present-day status didn't evolve from happenstance. It is the outcome of mastermind planners, and those engaged to institute the plan. Each day, the Irvine City leaders and staff work diligently to ensure a quality environment for the City's future.

For more than 30 years, residents and businesses have been choosing the City of Irvine because of its dedication to maintaining its reputation as one of the safest, master-planned, business-friendly communities in the country. This dedication makes Irvine the strong community it is today, and what it will be for generations to come.

## **B. City Today: Demographics**

At the time of the 2000 Census, about 40% of Irvine's residents were born in California and about 28% were born elsewhere. According to the 2000 Census, the City of Irvine had a population of 143,072. The U.S. Census Bureau's 2006-2008 American Community Survey (ACS) estimates that the population has grown to 193,872 with 44.3% being born in California.

The population of Irvine is a culturally diverse community. Racial and ethnic minorities are the fastest growing segment of the population. According to ACS, approximately 44% of the population is non-white, a higher proportion than the national average for metropolitan areas. Asians are the largest non-white ethnic group, comprising 35.9% of the population. African Americans (1.9%), Hispanics (8.7%), some other race (3.2%), and persons of two (2) or more races (3.3%) account for the balance of the residents. Today's population is a relatively even mix of males (48.8%) and females (51.2%).

### **Age and School Enrollment**

The median age of Irvine residents is 33 years old. About 6% are young children under the age of 5. The City's school-age children (5-19 years old) account for 22.1% of the population. Of these, 29.5% are enrolled in elementary school (grades 1-8) and 14.7% are in high school (grades 9-12).

Most (30.2%) of persons in Irvine are between the ages of 25 and 44 years old. Persons of age 55 and over account for 17.2%, an increase of 2.8% from the 2000 Census. Between 1990 and 2000, the population of those aged 55 and over increased by 70%. Senior citizens account for 12% of the population. A small segment (1.2%) of senior citizens are considered to be "frail" elderly residents (85 years old and over).

### **Households**

Irvine has grown to over 68,451 households, an increase of 33.9% from 2000. Although 65.3% of these households are families, non-family households have increased to 34.7%. The average household size is 2.68 persons per household, whose median income is approximately \$114,434 according to the 2006-2008 ACS.

### **Other Information**

The 2000 U.S. Census reported 53,711 total housing units. The 2006-2008 ACS estimates that this number increased to 72,337, an increase of 34.7%. Of these, 3,886 (5.4%) were vacant. A total of 101,743 residents were employed. The

unemployment rate at that time was 2.6%, although 35.1% of all adults were not in the work force. As stated, the median household income was \$114,434, with per capita income at \$42,143. According to the Census, the percentage of residents living below the poverty level was reported at 4.4%.

### **C. Business Climate**

The City of Irvine offers an array of development and expansion opportunities to existing City businesses and to those seeking to relocate to Irvine in the future. Through its many Business Attraction programs, Irvine has become the number one location choice for companies of all types and sizes.

The majority of the City's economic development programs are coordinated through the Irvine Chamber of Commerce "Destination Irvine" program, internet accessible at [www.destinationirvine.com](http://www.destinationirvine.com). Through Destination Irvine, information and assistance is readily available on business-related incentives, along with data on demographics, development standards, and services such as childcare coordination, affordable housing opportunities, schools, recreation programs, and other amenities. Information on wages, labor, housing, infrastructure, fees and other subjects pertinent to those interested in relocating or expanding are available at the Destination Irvine website. Local lending institutions are also available to assist in business expansion by providing financing opportunities to cover various relocation costs.

The City of Irvine is also considered a premier location for film projects due to its expansive open spaces and state-of-the-art structures and facilities. The City offers free or low-cost filming permits (depending on City services that may be required), location information and a wealth of appealing and convenient visual opportunities throughout the area. Irvine offers ample space, infrastructure, and business incentives.

### **Strategic Business Plan**

As a blueprint for the City's future, the Strategic Business Plan defines the Irvine City Council's goals and evaluates the City's financial capacity to achieve them. Each January, the City Council reviews the Strategic Business Plan and sets funding priorities for the coming fiscal year using the financial projections contained within the Strategic Business Plan. When funds are not available to fulfill every goal, priority services are funded first.

Using the City's Strategic Business Plan and the General Plan, the City makes strategic fiscal decisions to maintain and enhance Irvine's physical environment to prevent community deterioration; secure a safe community by assuring the right balance between public safety services and prevention strategies; encourage economic prosperity by attracting and retaining businesses and sales tax revenue; and promote effective government by assuring that the City organization is flexible, market-based and customer focused in its service delivery.

For more information on the Strategic Business Plan, visit the following website: [http://www.cityofirvine.org/about/strategic\\_business\\_plan/default.asp](http://www.cityofirvine.org/about/strategic_business_plan/default.asp).



## **Infrastructure and Services**

The City is served by three (3) independent special districts: library, educational and utility services. Other government services supplied by the City include: animal control; building and safety regulation and inspection; general administrative services; planning and zoning; police; public facility/capital improvement construction; recreation and cultural programs; refuse collection and recycling; street lighting; street maintenance; landscape maintenance; and transportation management.

## **Education and Learning**

The Irvine Unified School District (IUSD) consistently ranks among the finest educational systems in the nation. Irvine schools offer innovative educational programs, open-style classrooms, team-teaching, year-round terms, and excellent community involvement. IUSD includes 23 elementary schools, seven (7) middle schools, and six (6) high schools.

Irvine students consistently lead Orange County in SAT test scores. Over 90% of IUSD high school graduates attend college. The IUSD Board of Directors meetings are held on the first and third Tuesdays of each month and are broadcast on Cox Communications Channel 3.

The Tustin Unified School District (TUSD) serves residents who live in the western and northern areas of Irvine. TUSD has a long history of excellence that continues to grow and be enriched by the accomplishments of its students, teachers, staff, and community. The District has 18 elementary schools, five (5) middle schools, five (5) comprehensive high schools, one (1) continuation high school, and various alternative and adult education programs.

In the past decade, nine (9) TUSD schools have been recognized as either state or nationally distinguished schools. Two (2) elementary schools are National Exemplary Schools, and one (1) middle school and one (1) high school are National Blue Ribbon Schools. Five (5) other schools, including one (1) elementary, two (2) middle and two (2) high schools are California Distinguished Schools. High standards of excellence in academics, visual and performing arts, and athletics are the hallmarks for Tustin schools along with a major emphasis on educational technology in the classrooms. Nearly 90% of all district graduates attend colleges and universities.

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### **III. Consolidated Plan Development**

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### **III. Consolidated Plan Development**

#### **A. Introduction**

The U.S. Department of Housing and Urban Development (HUD) requires that all jurisdictions receiving Federal Community Development Block Grant (CDBG) and Home Investment Partnerships (HOME) funds to develop a Consolidated Plan.

#### **1. Community Development Block Grant (CDBG Program)**

The Community Development Block Grant (CDBG) Program was initiated by the U.S. Congress in 1974 as part of the Housing and Community Development Act. The program is funded directly by the Federal government's Department of Housing and Urban Development (HUD). Although the Act has been amended in recent years, the primary objective continues to be the development of viable urban communities by providing decent housing, a suitable living environment, and expanding economic opportunities, principally for persons of low- and moderate-income.

HUD provides these annual grants on a formula basis to entitled Cities to carry out a wide range of community development activities directed toward revitalizing neighborhoods, economic development, and providing improved community facilities and services. Entitlement communities develop their own programs and funding priorities. However, grantees must give maximum feasible priority to activities which benefit low- and moderate-income persons. A grantee may also carry out activities which aid in the prevention or elimination of slums or blight. Additionally, grantees may fund activities when the grantee certifies that the activities meet other community development needs having a particular urgency because existing conditions pose a serious and immediate threat to the health or welfare of the community where other financial resources are not available to meet such needs. CDBG funds may not be used for activities that do not meet these broad national objectives.<sup>1</sup>

#### **2. Home Investment Partnership Act (HOME) Program**

The HOME program is authorized by Title II of the Cranston-Gonzalez National Affordable Housing Act, as amended under program regulations found at 24 CFR Part 92. HOME provides formula grants to States and localities that use HOME funds in partnership with local nonprofit groups to fund a wide range of activities that build, buy, and/or rehabilitate affordable housing for rent or homeownership, or to provide direct rental assistance to low-income people.

HOME is the largest Federal block grant to local governments designed exclusively to create affordable housing for low-income households. Each year HUD allocates approximately \$2 billion among the States and hundreds of localities nationwide.

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<sup>1</sup> U.S. Department of Housing and Urban Development

Under the HOME program, the City may choose from a broad range of eligible activities, including home purchase or rehabilitation financing assistance to eligible homeowners and new homebuyers; build or rehabilitate housing for rent or ownership; or for "other reasonable and necessary expenses related to the development of non-luxury housing," including site acquisition or improvement, demolition of dilapidated housing to make way for HOME-assisted development, and payment of relocation expenses. In addition, the City may use HOME funds to provide tenant-based rental assistance contracts of up to two (2) years if such activity is consistent with their Consolidated Plan and justified under local market conditions. This assistance may be renewed. Up to 10% of the City's annual allocation may be used for program planning and administration.<sup>2</sup>

## **B. Purpose of the Consolidated Plan**

The Consolidated Plan is a collaborative process whereby a community establishes a unified vision for community development actions. It offers local jurisdictions the opportunity to shape the various housing and community development programs into effective, coordinated neighborhood and community development strategies. It is also a planning document which builds on a comprehensive consultation and citizen participation process.

The Consolidated Plan approach is also the application to HUD as a means to meet the submission requirements for the Community Development Block Grant (CDBG) and HOME Investment Partnerships (HOME) formula programs. This process replaces prior CPD planning and submission requirements with a single document that satisfies the submission requirements of all CPD formula programs for local jurisdictions.

The statutes for the formula grant programs set forth three (3) basic goals against which the plan and the jurisdiction's performance under the plan are evaluated by HUD. Each jurisdiction's plan must state how it will pursue these goals for all community development and housing programs. The statutory program goals include Decent Housing, a Suitable Living Environment, and Expanded Economic Opportunities.

The Consolidated Plan contains a housing market analysis; an assessment of housing, homelessness, community development, economic development, and related needs; a description of priority needs; long-term strategies to address those priority needs; an explanation of how the City will work with its partners in the public, private, and nonprofit sectors to carry out these strategies; and a description of annual projects and activities the Community Development Department will take to carry out those strategies—also called an Annual Action Plan.

Each component of the Consolidated Plan serves a specific purpose. The housing market analysis and needs assessment allows the Community Development Department to determine existing needs. Identifying needs helps the City set priorities for its CDBG and HOME Programs. Finally, assessing needs and identifying priorities allows the Community Development Department, with the

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<sup>2</sup> U.S. Department of Housing and Urban Development



advice of citizens and partner organizations, to set five-year strategies to address the priority needs. The Irvine City Council then proposes how to invest CDBG and HOME funds for projects in the coming program year to carry out those five-year strategies.

To receive CDBG and HOME funds, the City must produce an Annual Action Plan. The Annual Action Plan describes the City's planned investments for the coming program year, including projected actions for proposed CDBG and HOME projects. The Annual Action Plan is similar to a yearly operating plan for a business. It outlines the City's proposed activities in several areas and relates these activities back to the five-year strategies to address priority needs described in the Consolidated Plan.

Following each program year, the City is required to submit a Consolidated Annual Performance and Evaluation Report (CAPER). The CAPER reports the City's progress in meeting the specific program goals and expenditures included in the Annual Action Plan, as well as its progress in carrying out the Consolidated Plan's five-year strategies. The CAPER is similar to a corporation's annual report to shareholders; however, the target audiences for the CAPER are citizens, taxpayers and HUD.

## **1. Consolidated Plan Goals**

Irvine must use its CDBG and HOME funds to provide decent housing, a suitable living environment and to expand economic opportunities for its residents—particularly those earning low- to moderate-incomes. The statutes<sup>3</sup> for the Federal grant programs covered by the Consolidated Plan set forth three (3) basic goals against which HUD will evaluate the City's performance:

Goal 1: Provide Decent Housing. This goal includes activities to help homeless people obtain appropriate housing; assist people threatened with homelessness; retain the affordable housing stock; make available permanent housing that is accessible to job opportunities, and is affordable to low-income people and families without discrimination; and increase the supply of supportive housing for persons with special needs.

Goal 2: Provide a Suitable Living Environment. This goal includes activities to improve safety and livability of neighborhoods; increase access to quality facilities and services; reduce isolation of income groups within an area through decentralization of housing opportunities and revitalization of deteriorating neighborhoods; restore and preserve properties of special value for historic, architectural, or aesthetic reasons; and conserve energy resources.

Goal 3: Expand Economic Opportunity. This goal includes activities to create and retain jobs, especially for low-income people; expand small businesses; provide public services concerned with employment; increase access to capital and credit for development activities that promote the long-term socioeconomic

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<sup>3</sup> The Housing and Community Development Act of 1974 and the National Affordable Housing Act (as amended).

viability of the city; and empower low-income persons to achieve self-sufficiency to reduce generations of poverty in Federally-assisted public housing.

## **2. Institutional Structure**

The City of Irvine Community Development Department prepared this Consolidated Plan to promote the aforementioned statutory goals through a collaborative process that encouraged citizen participation and teamwork among stakeholders. The City views these goals as an opportunity to extend and strengthen partnerships among organizations in the public, private, and nonprofit sectors.

## **3. Lead Agency**

As described in the Executive Summary of this document, the Community Development Department (CDD) is one of the primary entities that carry out the vision of the Consolidated Plan. The CDD carries out policies and programs designed to help neighborhoods—whether they are places or groups of citizens sharing a common goal—to achieve a high quality of life for all residents.

The City of Irvine 2010-2014 Consolidated Plan is the primary way the CDD carries out this mission. The CDD, along with its housing and community development partners in the City of Irvine, implements the five-year strategies in the Consolidated Plan.

## **C. Community Involvement in the 2010-2014 Consolidated Plan**

The Community Development Department views the Consolidated Plan as an opportunity to invest its CDBG and HOME resources. It urges citizens to voice their concerns and share their ideas concerning community development, affordable housing, and homelessness. It encourages all residents, especially those living in low- and moderate-income neighborhoods, to participate in the planning process.

The Consolidated Plan process brings government agencies, community organizations, service providers, and city residents together to address the larger picture in which housing and community development programs operate. The CDD encourages agencies, businesses, and community groups to share their comments on needs, strategies, and proposed projects.

### **1. Summary of Citizen Participation**

The CDD developed the City of Irvine 2010-2014 Consolidated Plan with substantial citizen participation and consultation. The process provided numerous opportunities for public input, comment, and review, including:

- A Community Survey for input on the City's housing and community development needs.
- A Community Meeting for input on the City's housing and community development needs.

- A Public Hearing before the City Council to approve the Strategic Plan Priorities for the Consolidated Plan for fiscal years 2010-2014.
- A 30-day public review of the Strategic Plan to receive public comments.
- A 30 day public review of the Draft Consolidated Plan and the first One-Year Action Plan to receive public comments.
- A public hearing before the City Council to approve and adopt the Consolidated Plan and the first One-Year Action Plan.

The 30-day public comment period for the Consolidated Plan was provided to allow residents an opportunity to obtain and review the draft Plan. In addition, the City of Irvine 2010-2014 Consolidated Plan was distributed at the City of Irvine Community Development Department, the City Clerk's office, and the Orange County Public Libraries located in Irvine.

## **2. Residents Survey**

The City conducted a survey seeking public input on the City's housing and community development needs. The survey was distributed at public facilities, it was provided to local community based organizations, provided to public service agencies that have received applied for CDBG and HOME funds in the past and was posted on the City's website.

The survey was broken down into seven (7) categories, including Community Facilities, Community Services, Infrastructure, Neighborhood Services, Special Needs Services, Business and Jobs, and Housing. The survey asked residents to rate the level of need for each of the items listed in the survey. The survey and the results of the survey are included in Appendix "A."

## **3. Community Meetings for the Consolidated Plan**

To garner the opinion of Irvine's residents on community needs, the Community Development Department held a town meeting at a time and location convenient to the public, particularly actual and potential beneficiaries of program activities. The town meeting was held on the following date and location:

**Wednesday, November 19, 2009, 6:00 p.m.,  
Heritage Park Multipurpose Room,  
14301 Yale Avenue. Irvine, CA 92604**

The meeting did not result in any resident attending; therefore, no comments were received.

#### 4. Citizen Participation and Consultation Opportunities

The Community Development Department engaged in comprehensive outreach to City residents, organizations, and businesses regarding the needs and strategies in the Consolidated Plan including the following:

a. Consultation of Community Organizations

As part of its research on the needs of low-income residents—and the development of strategies to address these needs—the Community Development Department consulted with public, private, and nonprofit organizations in the City that provide housing and community development resources, programs, and services.

A list of agencies and stakeholders that were contacted are included in Appendix “H”.

b. Public Comment Period

The Community Development Department held a 30-day public comment period beginning March 28, 2010. During this comment period, it encouraged City residents to provide their verbal or written comments about the Consolidated Plan’s proposed five-year funding goals for housing, homelessness, economic development, and community development needs—and its strategies, activities, and projects.

c. Distribution of the Draft Consolidated Plan

To provide an easy way for citizens to comment during the public comment period, the Community Development Department posted the City of Irvine 2010-2014 Consolidated Plan on its website. It also distributed copies of the draft plan to the local libraries and at City facilities. Finally, it made available copies to anyone who requested a copy by phone or in writing. The plan was available on CD-ROM for anyone who requested a copy in a digital format.

Adjacent Cities were notified via mail of the availability of the draft 2010-2014 Consolidated Plan on the City’s website. These cities included Costa Mesa, Tustin, Newport Beach, and Lake Forest.

d. Public Hearing

During the public comment period, Community Development Department also encouraged city residents to attend a public hearing held by the Irvine City Council on April 27, 2010 in the Irvine City Hall, Council Chambers located at One Civic Center Plaza, Irvine, California. The Community Development Department placed a public notice in the Irvine World News.

Appendix “E” contains a copy of the public notice, as well as a summary of public comments and the City’s response. These responses include

comments made at the public hearing and the City's response to comments not incorporated into the final Consolidated Plan and the first Annual Action Plan for the 2010-2011 program year.

e. Citizen Comments

The Community Development Department has summarized all oral comments from public hearings and any written comments it received concerning the Consolidated Plan and the first Annual Action Plan. Each document contains a summary of any comments received concerning that document in the Appendix section of this document. Irvine residents may obtain copies of the full version of written and/or public hearing comments by contacting the Community Development Department.

**D. Anti-Displacement and Relocation Plan**

The City's Citizen Participation Plan must include an Anti-Displacement and Relocation Plan that describes how it will help persons who must be temporarily relocated or permanently displaced due to the use of CDBG and HOME funds. This plan takes effect whenever the City funds projects that involve the acquisition of property, the potential displacement of people from their homes and the need to relocate people (either permanently or temporarily), and the demolition or conversion of low- and moderate-income dwelling units.

**1. Background**

Two acts apply whenever any of the above issues are present: the Uniform Relocation Assistance and Real Property Policies Act of 1970 (URA) and Section 104(d) of the Housing and Community Development Act of 1974. Each of these acts places different obligations on the City.

The URA governs the processes and procedures which the City and the Community Development Department must follow to minimize the burden placed on low- and moderate-income tenants, property owners, and business owners who must move (either temporarily or permanently) as the result of a project funded in whole or in part by the CDBG and HOME programs.

The URA applies to the displacement that results from acquisition, demolition, or rehabilitation for HUD-assisted projects carried out by public agencies, nonprofit organizations, private developers, or others; the real property acquisition for HUD-assisted projects (whether publicly or privately undertaken); the creation of a permanent easement or right of way for HUD-assisted projects (whether publicly or privately undertaken); or work on private property during the construction of a HUD-assisted project even if the activity is temporary.

**2. What is Displacement?**

Displacement occurs when a person moves as a direct result of Federally assisted acquisition, demolition, conversion, or rehabilitation activities, because he or she is required to move, or; not offered a decent, safe, sanitary and

affordable unit in the project, or; treated “unreasonably” as part of a permanent or temporary move, or; a person may also be considered displaced if the necessary notices are not given or provided in a timely manner and the person moves for any reason.

### **3. What is a Displaced Person?**

The term displaced person means any person that moves from real property or moves his or her personal property from real property permanently as a direct result of one or more of the following activities:

- Acquisition of or written notice of intent to acquire, or initiation of negotiations to acquire, such real property, in whole or in part, for a project.
- Rehabilitation or demolition of such real property for a project.
- Rehabilitation, demolition, or acquisition (or written notice of intent) of all or a part of other real property on which the person conducts a business or farm operation, for a project.

Irvine offers advisory and financial assistance to eligible tenants (or homeowners) who meet the above definition.

### **4. Persons Not Eligible for Assistance**

A person is not eligible for relocation assistance under the provisions of the URA if the person was evicted for serious or repeated violations of the terms and conditions of the lease or occupancy agreement, violation of applicable Federal, State, or local law, or other good cause. However, if the person was evicted only to avoid the application of URA, then that person is considered displaced and is eligible for assistance. A person is not eligible for relocation if:

- The person has no legal right to occupy the property under state or local law.
- The City determines that the person occupied the property to obtain relocation assistance and the HUD Field Office concurs in that determination.
- The person is a tenant-occupant that moved into the property after a certain date, specified in the applicable program regulation, and, before leasing and occupying the property, Irvine or its subgrantee provided the tenant-occupant written notice of the application for assistance, the project's impact on the person, and the fact that he or she would not qualify as a “displaced person” because of the project.
- The person is a tenant-occupant of a substandard dwelling that is acquired or a tenant-occupant of a dwelling unit to which emergency repairs are undertaken and the HUD Field Office concurs that such repairs or acquisition will benefit the tenant.

- The tenant's new rent and average estimated monthly utility costs will not exceed the greater of: the old rent/utility costs or 30 percent of gross household income.
- The project will not impose any unreasonable change in the character or use of the property.

A person also would not be eligible if the person is an owner-occupant of the property who moves because of an "arm's length" acquisition or if the City of Irvine or its subgrantee notifies the person that they will not displace him or her from the project or the person retains the right of use and occupancy of the real property for life following the acquisition. Finally, a person would not be eligible if the City determines that the person is not displaced as a direct result of the acquisition, rehabilitation, or demolition for the project and the HUD Field Office concurs in the determination.

## **5. Minimizing Displacement**

As a general philosophy, Irvine will take reasonable steps to minimize displacement occurring as a result of its CDBG and HOME activities. This means that the Community Development Department will consider if displacement will occur as part of funding decisions and project feasibility determinations and assure, whenever possible that occupants of buildings to be rehabilitated are offered an opportunity to return. In addition, the City will plan substantial rehabilitation projects in "stages" to minimize displacement and meet all HUD notification requirements so that affected persons do not move because they have not been informed about project plans and their rights.

## **6. Anti-Displacement Policy:**

The City of Irvine's policy is to minimize, to the greatest extent feasible, the displacement, whether permanently or temporarily, of persons (families, individuals, businesses, nonprofit organizations, or farms) from projects funded with CDBG or HOME involving single- or multi-family rehabilitation, acquisition, commercial rehabilitation, demolition, economic development, or capital improvement activities.

Projects that the City of Irvine deems beneficial but that may cause displacement may be recommended and approved for funding only if Irvine or its subgrantee demonstrates that such displacement is necessary and vital to the project and that they take efforts to reduce the number of persons displaced. Further, they must clearly demonstrate that the goals and anticipated accomplishments of a project outweigh the adverse effects of displacement imposed on persons who must relocate.

## **7. Displacement Assistance**

Consistent with the goals and objectives of the CDBG and HOME programs, City of Irvine will take all reasonable steps necessary to minimize displacement of persons, even temporarily. If displacement occurs, the City will provide



relocation assistance to all persons directly, involuntarily, and permanently displaced according to HUD regulations.

If Irvine temporarily displaces a low- or moderate-income household, that household becomes eligible for certain relocation payments. The assistance applies to those persons residing in the residence at the time the application is processed and is based on the following procedures:

- a. If the structure and its occupants are determined eligible for temporary relocation assistance, the owner-occupants and tenants are eligible for the actual reasonable cost (based on fair market rent) of temporary lodging facilities until the structure is determined habitable by the City of Irvine's building inspector.
- b. The City of Irvine must approve housing and the Lessor and Lessee must sign a rent agreement before move-in. Housing must be comparable functionally to the displacement dwelling and be decent, safe, and sanitary. This does not mean that the housing must be in comparable size. The term "functionally equivalent" means that it performs the same function, has the same principal features present, and can contribute to a comparable style of living. Approved lodging accommodations include apartments and houses. Irvine does not reimburse "rental expenses" for living with a friend or family member.
- c. Either the City of Irvine will provide the owner-occupants and tenants a direct payment for moving expenses (to and from temporary housing) and storage costs, or Irvine will arrange moving and storage of furniture with a moving company. If Irvine makes a direct payment, complete documentation and receipts are necessary to process claims when storage costs exceed the amount assumed by the direct payment.
- d. Damage deposits, utility hookups, telephone hookups and insurance costs are not eligible for reimbursement.
- e. The City of Irvine may pay the cost of relocation assistance from Federal funds or funds available from other sources.

## **8. One-For-One Replacement Dwelling Units**

In practice, the City of Irvine will generally avoid awarding funds for activities resulting in displacement. However, should Irvine fund such an activity, specific documentation is required to show the replacement of all occupied and vacant dwelling units demolished or converted to another use. Irvine will assure that relocation assistance is provided as described in 24 CFR 570.606(b)(2).

Before obligating or expending funds that will directly result in such demolition or conversion, Irvine will make public and submit to the HUD Field Office a description of the proposed assisted activity with the general location on a map and approximate number of dwelling units by size (number of bedrooms) that will be demolished or converted to a use other than as low- and moderate-

income units. The City of Irvine shall submit a time schedule for the commencement and completion of the demolition or conversion with the general location on a map and approximate number of dwelling units by size (number of bedrooms) that will be provided as replacement units. And finally, the City shall provide the source of funding and a time schedule for the provision of replacement dwelling units with the basis for concluding that each replacement dwelling unit will remain a low- and moderate-income unit for at least ten years from the date of initial occupancy.

Consistent with the goals and objectives of the HOME and CDBG programs, Irvine will take all reasonable steps necessary to minimize displacement of persons from their homes. The City of Irvine will avoid funding projects that cause displacement of persons or businesses and will avoid funding any project that involves the conversion of low- and moderate-income housing to non-residential purposes.

## **9. Decent, Safe and Sanitary Dwelling**

The basic definition is found in 49 CFR 24.2(a)(8). The term decent, safe, and sanitary dwelling means a dwelling that meets the following standards and any other housing and occupancy codes that are applicable. It will:

- a. Be structurally sound, weather tight, and in good repair;
- b. Contain a safe electrical wiring system adequate for lighting and other devices;
- c. Contain a safe heating system capable of sustaining a healthful temperature for the displaced person;
- d. Be adequate to accommodate the displaced person. There will be a separate, well lit, ventilated bathroom that provides privacy to the user and contains a toilet, sink, and a bathtub or shower, all in good working order and properly connected to appropriate sources of water and to a sewage drainage system. There should be a kitchen area that contains a fully usable sink, properly connected to hot and cold water and to a sewage drainage system, and adequate space and utility service connections for a stove and refrigerator;
- e. Contain unobstructed egress to safe, open space at ground level;
- f. For a mobility-impaired person, be free of any barriers that would preclude reasonable ingress, egress, or use of the dwelling by such person. This requirement will be satisfied if the displaced person elects to relocate to a dwelling that he or she selects and the displaced person determines that he or she has reasonable ingress, egress, and the use of the dwelling; and,
- g. Comply with lead-based paint requirements of 24 CFR Part 35.

## 10. Real Property Policies

The City of Irvine and its HOME and CDBG recipients must follow specific guidelines regarding the acquisition and use of real property funded in whole or in part with CDBG and HOME funds.

## 11. Use of Real Property

The following standards apply to real property within the recipient's control and acquired or improved, in whole or in part, using CDBG or HOME funds. These standards will apply from the date funds are first spent for the property until five (5) years after the project is audited and closed. A recipient may not change the use of any such property (including the beneficiaries of such use) from that for which the acquisition or improvement was made unless the recipient gives affected citizens reasonable notice of, and opportunity to comment on, any such proposed change, and either:

- The use of such property qualifies as meeting a national objective and is not a building for the general conduct of government; or the following requirements are met:
- If the recipient determines, after consultation with affected citizens, that it is appropriate to change the use of property to a use that does not qualify under the above paragraph, it may retain or dispose of the property. The City of Irvine CDBG or HOME program must be reimbursed in the amount of the current fair market value of the property less any portion attributable to expenditures of non-Federal funds for the acquisition of and improvements to the property.
- If the change of use occurs within five (5) years of the project being audited and closed, income from the disposition of the real property will be returned to the Irvine CDBG or HOME program.
- Following the reimbursement of the Federal program pursuant to the above paragraph of this section, the property is no longer subject to any Federal requirements.

## 12. Real Property Acquisition

All real property acquisition activities described in this section and funded in whole or in part with CDBG and HOME funds and all real property that must be acquired for an activity assisted with Federal funds, regardless of the actual funding source for the acquisition, are subject to the URA (as amended).

### a. What is Real Property Acquisition?

Real property acquisition is any acquisition by purchase, lease, donation, or otherwise, including the acquisition of such interests as rights-of-way and permanent easements.

HUD Handbook 1378 and 49 CFR Part 24 currently contains such regulations. These regulations detail a standard procedure for acquiring property and methods of determining a purchase price and outline other documents that must be provided to the City of Irvine before disbursement of funds. These regulations further require the applicant to provide relocation payments and assistance to any business or residential occupant of the property whom the acquisition will displace.

### **13. Eligible Activities**

The City of Irvine or its subgrantee may acquire real property for a project using CDBG or HOME funds where the proposed use of the acquired property will be an activity that the City of Irvine can demonstrate as beneficial to low- and moderate-income persons.

### **14. Environmental Review Process (24 CFR Part 58)**

HUD requires that all real property acquisition projects be reviewed before the commitment of Federal funds to assess the impact of a project on the environment. The City of Irvine will undertake this review process. The project applicant should be aware, however, that this review process may delay the date by which CDBG and HOME funds may be available and, in case of serious adverse environmental impacts, may effectively stop a project.

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## **IV. Housing Market Analysis**

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## IV. Housing Market Analysis

### A. Overview

The purpose of this study is to determine the availability of affordable housing in the City of Irvine. It is in the City's interest to ensure its housing stock contains decent and suitable affordable units, as affordable housing is the basis and foundation of self-sufficiency. For the purposes of this plan, the City will define affordable housing based on Section 215 of the National Affordable Housing Act:

Rental housing is considered affordable if it is occupied by a household earning less than 80 percent of the area median income and pays a rent no more than the existing fair market rent established by HUD.

Owner-occupied housing is considered affordable if it is the principal residence of the owner, whose income is less than 80% of the Area Median Income and the purchase price is not more than 95% of the median purchase price for the area.

In order to gauge the availability of affordable housing within the City, this study will examine the following aspects of the current housing market:

- Supply: Current Housing Stock by Size of Units, Units in Structure, and Age of Unit; Recent Permit Activity; Available Vacant Land.
- Demand: Number of Households by Size and Type, Vacancy Rates; Population Growth; Economic Outlook and Job Growth.
- Supply vs. Demand: Sales Data; Rent Increases; Overcrowded Housing; Cost Burdened Households.

Based on the above data, the City of Irvine formulated different levels of need for three income levels: moderate-income households (earning between 50 and 80% of the Area Median Income), low-income households (earning between 30 and 50% of the Area Median Income), and extremely-low income households (earning less than 30% of the Area Median Income). These need levels will form the basis for the City's Five-Year Strategic Plan.

In addition to the private housing market, the City examined the inventory of public and assisted housing to determine the level of need for the following types of housing and services:

- **Homeless Facilities and Services:** including Homeless Prevention, Emergency Housing, Transitional Housing, Permanent Supportive Housing, and Supportive Services.
- **Supportive Housing:** including Elderly, Persons with Disabilities, Persons suffering from Substance Abuse, Persons living with HIV/AIDS.

- **Public Housing and Subsidized Housing:** including Low Income Housing Tax Credit Units, Public Housing developments and Section 8, HUD multi-family developments, and locally-funded housing.

## **B. Housing Supply**

The Community Development Department reviewed several variables of the community's housing stock in order to gain a complete understanding of the available supply of homes. This section will address the supply, tenancy, condition, and other characteristics of existing housing stock, as well as touch on future housing development. Note that some of the tables reflect housing data from the 2000 U.S. Census and the 2006-2008 American Community Survey (ACS) based on occupied units and not the total number of housing units located in the City of Irvine. The tables where this occurs will contain a note denoting such.

### **1. Overall Supply**

The overall number of housing units in the City of Irvine grew at a moderate rate throughout the 1990's. The 2000 U.S. Census indicates that Irvine's current housing stock contains 53,711 units, an increase of over 33%, or 13,454 units, from 1990. In accordance with the ACS, the City's housing stock has increased to 72,337 units which is an increase of 34.7% or 18,626 units from 2000.

### **2. Tenure**

The rate of homeownership has remained relatively constant in Irvine. The 57% homeownership rate is slightly below the national rate of 66.2%. It should be noted that while a rise in the homeownership rate increased throughout the United States, homeownership in Irvine has decreased somewhat (5.5% decrease during the ten year period). In addition, the homeownership rate has decreased to 55.8% in the ACS 2006-2008 estimates. In addition, the current economic crisis, the increase in foreclosures, and strict loan underwriting may result in homeownership being less attainable to families of modest income.

Low interest rates on mortgages during the prior four years have given potential homeowners more buying power and have brought homeownership within reach of some families who were previously excluded when rates were higher.

**Table 4-1**  
**Change in Household Tenure: 1990 to 2000**

Tenure	Housing Units & % of Total Units						
	1990		2000		2006-2008 Estimate		Change in Unit
<b>Renter</b>	15,112	35.8%	20,503	38.2%	30,265	41.8%	9,762
<b>Owner</b>	25,145	59.6%	30,696	57.2%	38,186	52.8%	7,490
<b>Vacant</b>	1,964	4.7%	2,512	4.7%	3,886	5.4%	1,374
<b>Total</b>	<b>42,221</b>	<b>100%</b>	<b>53,711</b>	<b>100%</b>	<b>72,337</b>	<b>100%</b>	<b>18,626</b>

Source: 1990 (SF-1: H002, H003); 2000 (SF-1: H1, H3, H4) US Census; 2006-08 American Community Survey

### 3. Housing Size

The table below provides a breakdown of the size of the housing in the City of Irvine by tenure. Note that the table reflects occupied units and not total units. The table shows that under the 2000 census, 59% of Irvine's occupied housing units contain either two to three bedrooms. 14% of the units are one-bedroom units. Combining these figures, 73% of Irvine's housing units contain from one to three bedrooms. Only 3% or 1,776 units are considered to be efficiency units. Less than 5% of the units have more than 5 bedrooms. Together, the four and five bedroom units make up 24% percent of the housing units in the City. Under the 2006-2008 ACS, the percentages remained relatively level.

**Table 4-2**  
**Housing Supply: Size of Housing Units by Tenure**

Size of Housing Units by Tenure	Housing Supply: Size of Housing Units by Tenure 2000						2006-2008	
	2000 Owner		2000 Renter		Total		Total	
	#	% of total	#	% of total	#	% of total	#	% of total
No bedroom	259	0.5%	1,517	3.0%	1,776	3.5%	967	1.3%
1 bedroom	1,502	2.9%	5,721	11.2%	7,223	14.1%	10,709	14.8%
2 bedrooms	7,242	14.1%	8,916	17.4%	16,158	31.6%	22,759	31.5%
3 bedrooms	10,618	20.7%	3,323	6.5%	13,941	27.2%	20,725	28.7%
4 bedrooms	8,743	17.1%	821	1.6%	9,564	18.7%	13,593	18.8%
5 + bedrooms	2,327	4.5%	201	0.4%	2,528	4.9%	3,584	5.0%
<b>Total</b>	<b>30,691</b>	<b>60.0%</b>	<b>20,499</b>	<b>40.0%</b>	<b>51,190</b>	<b>100%</b>	<b>72,337</b>	<b>100%</b>

Source: 2000 U.S. Census (SF3: H41, H42); and 2006-2008 American Community Survey

### 4. Housing Type

Single family detached units currently account for a predominant share of the housing stock in Irvine. Fewer than 41% of all units are detached single-family units while attached single-family units, such as townhouses and condominiums, account for over 24%. As land becomes less available, developers will build houses on smaller lots with greater density.

Some multifamily housing is packaged in small complexes with less than 10 units. These units account for 15.8% of all housing stock. In the 2000 Census,

structures with ten or more units account for 16.8% of the housing stock, with structures containing 50 or more units accounting for 11.7% of that total. Many of these structures were built between 1970 and 1989. The 2006-2008 ACS estimates an increase in the percentage of structures with ten or more units to 23.7%.

Mobile homes have traditionally filled a unique and useful niche for lower income seniors. These units are recognized as a viable solution to the shortage of affordable housing. Occupied mobile homes currently account for 1.3% of housing in Irvine, or 914 units. Compared to 913 units in 2000 and 872 units in 1990, this is an increase of one unit from 2000 to 2008 and 41 units from 1990 to 2000. Land in Irvine has become too valuable for use as mobile home parks.

Previously, the owner of an existing park tried to sell his land for development. With the efforts of nonprofits such as Jamboree Housing Corporation, the City helped the residents purchase the land and create a homeowner's association to manage the park.

**Table 4-3**  
**Housing Supply: Units in Structure by Tenure**

Units In Structure By Tenure										
Number of Units in Structure	2000								2006-2008	
	Total Units		Owner			Renter			Total Units	
	#	%	#	Share of Category	Share of Total	#	Share of Category	Share of Total	#	%
1, detached	20,865	40.8%	18,138	86.9%	35.4%	2,727	13.1%	5.3%	28,161	38.9
1, attached	12,562	24.5%	9,688	77.1%	18.9%	2,874	22.9%	5.6%	15,852	21.9
2	423	0.8%	119	28.1%	0.2%	304	71.9%	0.6%	792	1.1
3 or 4	3,395	6.6%	660	19.4%	1.3%	2,735	80.6%	5.3%	3,058	4.2
5 to 9	4,321	8.4%	643	14.9%	1.3%	3,678	85.1%	7.2%	6,383	8.8
10 to 19	1,700	3.3%	156	9.2%	0.3%	1,544	90.8%	3.0%	5,587	7.7
20 to 49	947	1.8%	72	7.6%	0.1%	875	92.4%	1.7%	11,590	16.0
50 or more	5,986	11.7%	257	4.3%	0.5%	5,729	95.7%	11.2%	N/A	N/A
Mobile home	913	1.8%	880	96.4%	1.7%	33	3.6%	0.1%	914	1.3
Boat, RV, Van	78	0.2%	78	100.0%	0.2%	0	0.0%	0.0%	0	0.0
Total:	51,190	100%	30,691	60%		20,499	40%		72,337	100%

Source: 2000 U.S. Census (SF3: H30, H32); and 2006-2008 American Community Survey

#### Key Statistics

- Thirty-one percent (31%) of all housing units are rentals with 2 bedrooms or less\*.
- Sixty point eight percent (60.8%) of all housing units are single-family. 38.9% of all housing units are single-family detached. This is a reduction of 1.9% from the 2000 census.
- Five percent (5%) of single family housing units (detached) are renter occupied. This rate is one-third that of Orange County (13%)\*.
- Forty percent of all housing units are renter occupied. This rate is comparable to that of Orange County (39%)\*.

\*Data based on 2000 U.S. Census information

### C. Age of Housing Stock

According to the latest Census figures, the majority of housing stock in Irvine was built between 1970 and 1989. This coincides with one of Irvine's booming economic growth periods. During that period 35,286 units were built, accounting for 69% of the City's current housing stock.

Concerning mobile homes, the condition of these homes has become more of an issue as these units age and decrease in value while the residentially zoned land where they are located becomes more valuable. When parks close, the older and more deteriorated homes cannot be relocated without renovations that are unaffordable to the owner.

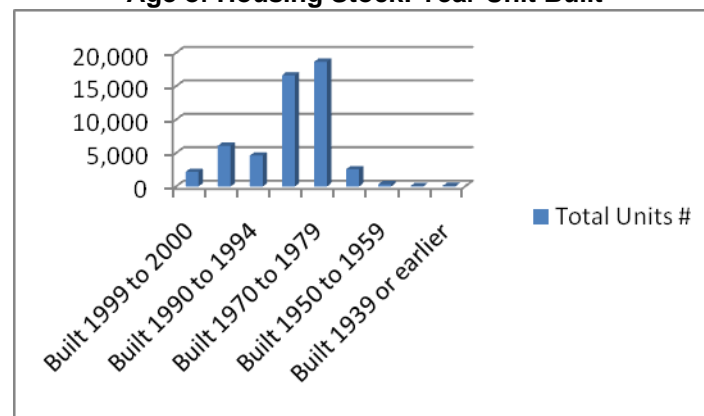
**Table 4-4**  
**Age of Housing Stock: Year Unit Built by Tenure**

Year Structure Built	Total Units		Owner			Renter		
	#	%	#	Share of Category	Share of Owner	#	Share of Category	Share of Rental
1999 to 2000	2,168	4%	1,658	76%	3.2%	510	24%	2.5%
1995 to 1998	6,089	12%	3,296	54%	6.4%	2,793	46%	13.6%
1990 to 1994	4,622	9%	1,228	27%	2.4%	3,394	73%	16.6%
1980 to 1989	16,632	32%	9,537	57%	18.6%	7,095	43%	34.6%
1970 to 1979	18,654	36%	13,013	70%	25.4%	5,641	30%	27.5%
1960 to 1969	2,567	5%	1,719	67%	3.4%	848	33%	4.1%
1950 to 1959	325	1%	151	46%	0.3%	174	54%	0.8%
1940 to 1949	55	0%	21	38%	0.0%	34	62%	0.2%
1939 or earlier	78	0%	68	87%	0.1%	10	13%	0.0%
<b>Total</b>	<b>51,190</b>	<b>100%</b>	<b>30,691</b>	<b>60%</b>		<b>20,499</b>	<b>40%</b>	

Source: 2000 U.S. Census (SF3: H34, H36); and 2006-2008 American Community Survey

\*Note: 2006-2008 American Community Survey estimates that from 2000 to the present, a total of 18,506 units have been built.

**Graph 4-1**  
**Age of Housing Stock: Year Unit Built**

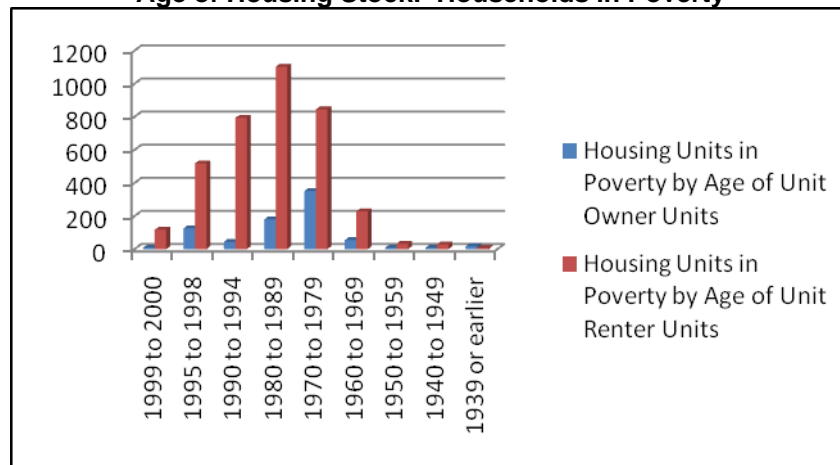


**Table 4-5**  
**Age of Housing Stock: Households in Poverty**

Housing Units in Poverty by Age of Unit		
Year Built	Owner Units	Renter Units
1999 to 2000	9	117
1995 to 1998	125	518
1990 to 1994	44	793
1980 to 1989	180	1,102
<i>Subtotal: After 1980</i>	<i>358</i>	<i>2,530</i>
1970 to 1979	351	845
1960 to 1969	55	228
1950 to 1959	8	32
1940 to 1949	8	28
1939 or earlier	18	7
<i>Subtotal: Before 1980</i>	<i>440</i>	<i>1,140</i>
<b>Total</b>	<b>798</b>	<b>3,670</b>

Source: 2000 US Census (SF3: HCT23)

**Graph 4-2**  
**Age of Housing Stock: Households in Poverty**



#### Key Statistics

- Forty-two percent (42%) of all housing units (21,679) are more than 25 years old. Units older than 25 years typically need significant repair and rehabilitation to the roof, heating and air conditioning, and other key components.
- Housing units built before 1980 may have lead based paint hazards, especially if those units are occupied by households under the poverty line. 1,580 housing units built before 1980 are occupied by households in poverty. 72% of these units are rentals.

According to the latest Census figures, a relatively small portion of the housing stock in Irvine that was built between 1970 and 1989 is occupied by seniors. Once again this coincides with one of Irvine's booming economic growth periods. During that period 35,286 units were constructed. Based upon 2000 Census data, 14.6% of the units constructed during that period are occupied by seniors. This represents 79.5%

of all senior occupied housing. Due to the likelihood that these older senior occupied units will become candidates for rehabilitation diligent monitoring of these units must be maintained.

**Table 4-6**  
**Senior Occupied Housing - Age of Housing Stock**

Senior Occupied Housing	Owner		Renter		Total	
	#	%	#	%	#	%
Built 1999 to March 2000	32	.7%	45	2.4%	77	1.2%
Built 1995 to 1998	151	3.3%	195	10.4%	346	5.4%
Built 1990 to 1994	133	2.9%	217	11.6%	350	5.4%
Built 1980 to 1989	1,255	27.4%	916	48.9%	2,171	33.6%
Built 1970 to 1979	2,554	55.7%	414	22.1%	2,968	45.9%
Built 1960 to 1969	382	8.3%	29	1.5%	411	6.4%
Built 1950 to 1959	19	0.4%	58	3.1%	77	1.2%
Built 1940 to 1949	8	0.2%	0	0.0%	8	0.1%
Built 1939 or earlier	53	1.2%	0	0.0%	53	0.8%
<b>Totals</b>	<b>4,587</b>	<b>100%</b>	<b>1,874</b>	<b>100%</b>	<b>6,461</b>	<b>100.0%</b>

Source: 2000 US Census (SF3: HCT5)

\*Note: Numbers reflect occupied units only and do not reflect vacant units.

#### D. Housing Permits

The City tracks the housing activity as it relates to the number of housing permits issued during a given year. The graph and table provided below shows the recent permit activity for both single-family and multi-family housing. The graph indicates that the number of building permits for single-family residential has remained relatively constant since 1996 with the highest level of permit activity taking place in 2001. The activity for the multi-family permits has fluctuated starting from a lower level (441) in 1996 to approximately 3,000 permits in 2000, down to less than 1,000 permits, and resurging to an average of over 2,500 permits from 2002 to 2004.

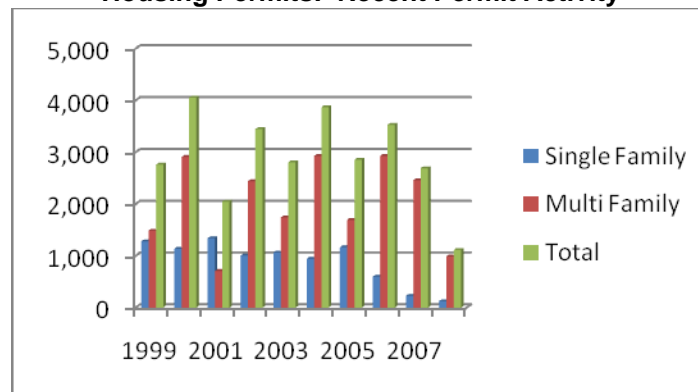
**Table 4-7**  
**Housing Permits 1999-2008**

Units	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Total
Single Family	1,276	1,138	1,338	1,006	1,062	943	1,164	600	229	125	<b>8,880</b>
Multi Family	1,485	2,912	709	2,439	1,742	2,926	1,691	2,928	2,460	989	<b>20,281</b>
<b>Total</b>	<b>2,761</b>	<b>4,050</b>	<b>2,047</b>	<b>3,445</b>	<b>2,804</b>	<b>3,869</b>	<b>2,855</b>	<b>3,528</b>	<b>2,689</b>	<b>1,114</b>	<b>29,161</b>

Source: <http://socds.huduser.org/permits/index.html>



**Graph 4-3**  
**Housing Permits: Recent Permit Activity**



#### Key Statistics

- A total of 354 permits for single-family structures were issued in 2007 through 2008. This amount is equal to less than 10 percent of the number of units issued in 2004.
- In that same time period 3,449 units were issued permits for multi-family projects. In 2006, 2,928 permits were issued representing the single most permits issued for any one year in the last ten years.
- Permits for multifamily housing units have increased significantly in the last three years. These permits are almost exclusively for developments with five or more units per structure.

## E. Available Land

The majority of vacant residential properties remaining in Irvine are concentrated within six planning areas, with the Irvine Company being the major property owner. These planning areas are designated primarily for residential development with limited commercial/industrial uses bordering the Irvine Spectrum. The following acreage by land use information is just for those planning areas of the City that are totally undeveloped. Planning areas that are not completely developed are not included<sup>1</sup>.

- 3,062 acres for open space
- 825 acres for estates (1 unit per acre)
- 1,364 acres for low residential (0-5 dwelling units/acre)
- 2,237 acres for medium residential (0-10 dwelling units/acre)
- 298 acres for medium-high residential (0-25 dwelling units/acre)
- 80 acres for multi-use
- 1,006 acres for commercial use
- 375 acres for industrial use
- 65 acres for institutional (public facilities, educational facilities)

<sup>1</sup> City of Irvine Housing Element

Some developers are requesting zone changes and general plan amendments in parts of the City that would influence the acres available by various land use.

Each planning area has a development capacity which, in conjunction with development densities, serves to govern the number and type of housing that can be constructed in the planning area. Table 4-8 quantifies the number and type of housing units that can be constructed on the City's vacant residential sites based on the following maximum residential densities:

- Low – 5 dwelling units/gross acre
- Medium – 10 dwelling units/gross acre
- Medium-High – 25 dwelling units/gross acre
- High – 40 dwelling units/gross acre
- Multi-Use – 40 dwelling units/gross acre

In planning areas where vacant land and development capacity are still available, an estimated 15,000 units can be accommodated. The development capacities shown in Table 4-8 are lower than the maximum development potential as permitted by zoning. The capacity for each planning area is established with consideration of such factors as infrastructure and environmental constraints, as well as the availability of public services.

While the City has not established minimum density for each residential category, recent projects were developed at these average densities:

- 2.3 Medium Density - 5.4 units/acre
- 2.4 Medium High Density 16.9 units/acre

**Table 4-8**  
**Residential Development Positional (Units) on Vacant Land**

Density	PA-4	PA-10	PA-12	PA-17	PA-18	PA-27	Total
Low	0	0	0	0	0	0	0
Medium	3,766	1,283	523	1,680	200	975	8,427
Medium-High	2,450	146	776	350	550	1,180	5,797
High	0	0	500	0	0	0	500
Multi-Use	0	0	350	0	0	0	350
<b>Total</b>	<b>6,216</b>	<b>1,429</b>	<b>2,149</b>	<b>2,030</b>	<b>750</b>	<b>2,155</b>	<b>15,074</b>

*Source: City of Irvine Housing Element*

The Irvine Spectrum serves as a major employment center not only for Orange County but also for adjacent communities in the counties of Riverside, San Bernardino, and Los Angeles. Integration of residential uses within the Spectrum could provide housing opportunities for existing and potential employees, resulting in a reduction in total vehicle miles traveled by local employees. In addition to residential growth currently accommodated under the City's General Plan, the City is considering up to 2,500 additional higher density condominium and apartment units within the Irvine Spectrum. These 2,500 units would represent housing

development potential above and beyond that needed to address the City's Regional Housing Needs Assessment (RHNA).

## F. Housing Demand

This analysis examines several variables on the demand side of the City of Irvine housing market, including the housing demand by household size and tenure, and in household type.<sup>2</sup>

**Table 4-9**  
**Housing Demand: Households by Size and Tenure**

Households By Size and Tenure	Total		Owner		Renter	
	#	%	#	%	#	%
1-person	11,650	20.4%	5,925	19.3%	5,725	27.9%
2-person	15,931	27.9%	9,469	30.8%	6,462	31.5%
3-person	9,195	16.1%	5,613	18.3%	3,582	17.5%
4-person	9,466	16.6%	6,227	20.3%	3,239	15.8%
5-person	3,463	16.6%	2,417	7.9%	1,046	5.1%
6-person	1,069	1.7%	766	2.5%	303	1.5%
7 + person	425	0.7%	279	0.9%	146	0.7%
<b>Total:</b>	<b>51,199</b>	<b>100%</b>	<b>30,696</b>	<b>100%</b>	<b>20,503</b>	<b>100%</b>

Source: 2000 US Census (SF-1: H13, H15)

**Table 4-10**  
**Housing Demand: Household Type**

Households by Type and Tenure	Owner				Renter			
	#	Share of HH Type	Share of Owner	Share of Total	#	Share of HH Type	Share of Renter	Share of Total
Family households:								
Married-couple family:	20,072	58.2%	65.4%	39.2%	7,471	21.7%	36.4%	14.6
Single Parent Male	896	2.6%	2.9%	1.7%	922	2.7%	4.5%	1.8
Single Parent Female	2,511	7.3%	8.2%	4.9%	2,508	7.3%	12.2%	4.9
Family SUBTOTAL	23,479	68.1%	76.5	45.8%	10,901	31.6%	53.4%	21.4
Non-family households:								
Male Living alone:	2,134	12.7%	7.2%	4.2%	2,852	17.0%	13.9%	5.6%
Male Not living alone:	661	3.9%	2.2%	1.3%	2,101	12.5%	10.2%	4.1%
Female Living alone:	3,791	22.5%	12.4%	5.4%	2,873	17.1%	13.9%	5.6%
Female Not living alone:	631	3.8%	2.1%	1.2%	1,776	10.6%	8.6%	3.5%
Non-Family SUBTOTAL	7,217	42.9%	23.5%	14.1%	9,602	51.1%	46.6%	18.7%
<b>Total</b>	<b>30,696</b>	<b>60%</b>			<b>20,503</b>	<b>40%</b>		

Source: 2000 U.S. Census (SF1: H17)

<sup>2</sup> City of Irvine Housing Element - 2000 Edition

**Key Stats**

- Only 17% of all households (8,278) are renters that have three or more persons in the household. There are only 4,345 rental units with three or more bedrooms.
- 14.6% of all married couple families are renters.
- Nearly 1 in 10 of all households is single parent families that rent their housing.

**G. Population Growth**

After leveling off throughout the late 1980s, the population of Irvine rebounded in the late 1980's and has continued to grow. According to U.S. Census 2000 data, the population stood at 143,034. This is an increase of 30 percent or 32,704 residents, over the 1990 total. According to the ACS, the estimated population in 2008 was 189,372. This is an increase of 46.8% or 60,443 residents.

The growth in the number of households did not parallel that of population. An increase of 33.4% (13,454 additional households) from 1990 brings the count to 53,711 households in the year 2000. The ACS estimates that the number of households currently stands at 68,451. This is an increase of 27%, substantially less than the population increase of 46.8% during the same time period.

**Table 4-11**  
**Population Growth: By Race and Ethnicity**

Race	1990 Population		2000 Population		1990-2000 Change		2006-2008 Est. Population		2006-08 Change	
	#	%	#	%	#	%	#	%	#	%
White	85,945	78%	87,354	64.1%	1,409	1.1%	108,477	56.0%	21,123	242%
African American	2,002	2%	2,068	1.5%	66	3.3%	3,633	1.9%	1,565	75.7%
Native American	259	0%	257	0.2%	-2	-.7%	317	0.2%	60	23%
Asian	19,787	17%	42,672	31.3%	22,885	86%	69,611	35.9%	26,939	63.1%
Pacific Islander	183	1%	194	0.1%	11	6.0%	511	0.3%	317	61.2%
Some other race	2,154	2%	3,627	2.7%	1,473	68.4%	4,973	2.6%	1,346	37.1%
Multiracial							6,350	3.3%	550	7.9%
<b>Total:</b>	<b>110,330</b>	<b>100%</b>	<b>136,172</b>	<b>100%</b>	<b>25,842</b>	<b>23.4%</b>	<b>193,872</b>	<b>%</b>	<b>60,443</b>	<b>42.3%</b>
Ethnicity	1990 Population		2000 Population		1990-2000 Change		2006-08 Population		2006-08 Change	
	#	%	#	%	#	%	#	%	#	%
Hispanic or Latino	6,902	6%	10,539	7%	3,637	53%	16,789	8.7%	6,250	59%
Not Hispanic or Latino	103,428	94%	132,533	93%	29,105	28%	177,083	93.3%	44,550	33%

Source (1990 US Census (STF1: P007, P009) , 2000 U.S Census (SF1: P3, P4); and 2006-2008 American Community Survey

### Key Stats

- Overall, the population grew by 30% between 1990 and 2000. This represents an increase of over 30,000 residents (32,704).
- Overall, the population grew by 46.8% between 2000 and 2008. This represents an increase of over 60,000 residents.
- The Asian / Pacific Islander segment accounted for 30% of the population in 2000, an increase of 12% compared to 1990. That percentage increased to 35.9% in 2008.
- While the overall percentage of Hispanic residents remained steady, Hispanics who identified themselves as White dropped from 1990 to 2000.

## H. Cost of Rental Housing

For the purposes of this analysis, affordable rental housing is defined as units that a low income family can afford without incurring a housing cost burden and without being “overcrowded.” A unit is considered overcrowded when there is more than one person per room. Rooms that are considered in this calculation include bedrooms, living rooms, kitchens, dens, home offices and other finished rooms. This calculation excludes bathrooms and laundry rooms.

Different sized units will have different thresholds of affordability. The adjustments in the thresholds will mirror those made for family size in HUD’s annual release of Section 8 Income Limits. The following table lists the cost of rental housing in Irvine, broken down by bedrooms size.

**Table 4-12**  
**Cost of Rental Housing: Rental Units by Price and Bedroom Size**

Rental Units by Price and Bedroom Size (1999 rents)									
# of Bedrooms		Less than \$200	\$200 to \$299	\$300 to \$499	\$500 to \$749	\$750 to \$999	\$1,000 or more	No cash rent	Total:
Efficiency	# of units	14	35	257	61	442	689	19	1,517
	% of size	1%	2%	17%	4%	29%	45%	1%	
	% of total	0%	0%	1%	0%	2%	3%	0%	
1 Bedroom	# of units	116	172	154	499	1,096	3,614	61	5,712
	% of size	2%	3%	3%	9%	19%	63%	1%	
	% of total	1%	1%	1%	2%	5%	18%	0%	
2 Bedroom	# of units	56	171	445	623	646	6,884	86	8,911
	% of size	1%	2%	5%	7%	7%	77%	1%	
	% of total	0%	1%	2%	3%	3%	34%	0%	
3 + Bedroom	# of units	0	12	102	129	181	3,749	156	4,329
	% of size	0%	0%	2%	3%	4%	87%	4%	
	% of total	0%	0%	0%	1%	1%	18%	1%	
Subtotal		186	390	958	1,312	2,365	14,936	322	20,469
Share of Total		1%	2%	5%	6%	12%	73%	2%	

Source: 2000 US Census (SF3: H67)

**Table 4-13**  
**Cost of Rental Housing: Fair Market Rents by Number of Bedrooms**

Fair Market Rents by Number of Bedrooms										
Year	Efficiency		1 Bedroom		2 Bedrooms		3 Bedrooms		4 Bedrooms	
	FMR	Incr.	FMR	Incr.	FMR	Incr.	FMR	Incr.	FMR	Incr.
2006	\$1,034		\$1,161		\$1,392		\$1,992		\$2,288	
2007	\$1,103	7%	\$1,238	7%	\$1,485	10%	\$2,125	7%	\$2,441	7%
2008	\$1,185	7%	\$1,330	7%	\$1,595	7%	\$2,282	7%	\$2,622	7%
2009	\$1,147	-3%	\$1,296	-3%	\$1,546	-3%	\$2,188	-4%	\$2,518	-4%
2010	\$1,183	3%	\$1,336	3%	\$1,594	3%	\$2,256	3%	\$2,597	3%

Source: HUD Fair Market Rents

Key Stats	
<ul style="list-style-type: none"> <li>35% of all rental units have one bedroom or less. 21% of units (4,329) have three bedrooms or more.</li> <li>Fair market rents decreased in 2009. The 2010 fair market rents are equal to the 2008 levels.</li> </ul>	

The City has been concerned about the lack of affordable housing for low-income households. Since the 1980's, the City has been able to work with various nonprofits and "for profit" developers to provide the current inventory of affordable rental units.

## I. Cost of Owner-Occupied Housing

In prior years, the cost of single family homes in the City of Irvine increased to the point that the number of families that were able to purchase a home has decreased substantially. The record lows for interest rates during the same time period was part of the impetus for the surge in home prices. During the prior two years, the cost of housing has decreased as a result of the economic climate and large number of foreclosures and the new stringent loan underwriting criteria. The table below shows the median sales price for single family homes in Irvine for the 2008 calendar year. The results are decreases in all zip codes ranging from 4.2% to 12.8%. The reduction is substantially less than the State average. Similar conditions occur for condominium or attached single family dwellings, however the decline in prices was more drastic with the reductions ranging from 8.7% to 14.8%.

**Table 4-14**  
**Cost of Owner-Occupied Housing: Single-Family by Zip Code**

Median Single Family Home Prices by Zip Code			
Zip Code	Number of Sales	Median Price	12 Mo. Change
92602	117	\$819	-12.8%
92603	144	\$1,430	-4.2%
92604	108	\$600	-8.8%
92606	72	\$680	-9.3%
92612	74	\$593	-7.4%
92614	61	\$685	-8.3%
92618	29	\$735	-12.5%
92620	237	\$745	-5.2%

Source: sales data in 2008; Dataquick

**Table 4-15**  
**Cost of Owner Occupied Housing: Condominiums by Zip Code**

Median Condominium Prices by Zip Code			
Zip Code	Number of Sales	Median Price	12 Mo. Change
92602	127	\$528	-14.8%
92603	140	\$610	-8.7%
92604	78	\$478	-10.7%
92606	56	\$450	-10.9%
92612	139	\$420	-19.2%
92614	106	\$423	-13.8%
92618	79	\$459	-10.1%
92620	140	\$471	-14.5%

Source: sales data in 2008; Dataquick

**Key Stats**

- The median housing price (half the homes sold for more, half the homes sold for less) decreased by an average of 8% from 2007 to 2008.

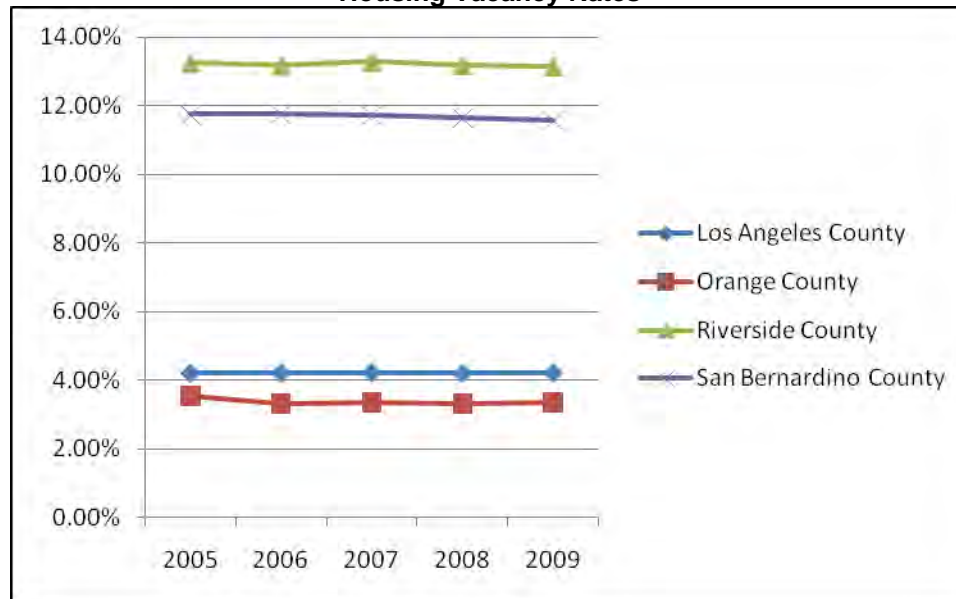
## J. Vacancy

This analysis provides a comparison rate for vacancy rates for residential properties in four (4) local counties. The four (4) counties represented are Los Angeles County, Orange County, Riverside County and San Bernardino County.

Graph 4-4 shows a constant vacancy rate for both homeownership and rental properties in the four (4) counties.. In comparison, the vacancy rates in the Orange County area for residential properties have maintained a rate of just over 3%. In contrast, the vacancy rates in nearby Riverside and San Bernardino counties has been consistently 11-13% over the period studied.



**Graph 4-4  
Housing Vacancy Rates**



Source: California Dept. of Finance

#### Key Stats

- The housing vacancy rate for Orange County has remained constant for the past 5 years (approx. 3.35%). The vacancy rate is far below the national average for U.S. Metro areas.
- According to the Southern California Association of Governments, a vacancy rate below 3% points to a severe deficit in the supply of housing.

## K. Overcrowding

Overcrowding is a living condition defined by the Census as more than one person living per dwelling room. Current Census data indicates that three percent of occupied housing units have rooms that are occupied by 1.01 persons or more. This means that 97% of units have rooms that are occupied by one (1) person or less. This represents a reduction in overcrowding from 8% in 2000 to 3% in 2006.

Throughout the State, County and City, overcrowding is increasingly becoming a problem. In the last decade, there has been an increase in the number of married couples, children, and other family members living together in units to pay the rent or mortgage. This doubling up is the result of a combination of rising housing costs, population growth, and an inflow of new immigrants moving into the area.

This phenomenon is adding a new dynamic to the City's housing market. While strict code enforcement helps ensure safety, it may also mean increasing the homeless population, placing lower income households with housing cost burden, or housing discrimination. However, the underlying problem is a shortage of affordable housing. Irvine's residential code violation process is complaint-driven. Therefore, residents and officials attempt to strike a balance between social understanding and the law to address overcrowding issues. Overcrowding in a home often causes neighbors to

be concerned about their property values. Therefore, many of the City's residents bring potential overcrowding hazards to the attention Code Enforcement staff. The City will need to continue weighing the benefits and drawbacks to strict code enforcement. Note that this dilemma is often addressed by the Health Department regulations, and therefore beyond the enforcement of City Code Enforcement staff.

**Table 4-16**  
**Overcrowding Rates: Overcrowding By Race/Ethnicity**

Overcrowded Housing Units					
Race/Ethnicity	2000 Total Households	Overcrowded		2006-08	
		#	%	#	%
White	34,835	1,482	4%		
Black	782	138	18%		
Native American	75	6	8%		
Asian	12,568	2,125	17%		
Pacific Islander	108	31	29%		
Other Race	958	189	20%		
Multiracial	1,864	174	9%		
<b>Total</b>	<b>51,190</b>	<b>4,145</b>	<b>8%</b>	<b>2,042</b>	<b>3.0%</b>
Hispanic	2,872	589	21%		

Source: 2000 US Census: SF3: HCT 29; and 2006-2008 American Community Survey

#### Key Stats

- A unit is overcrowded when the ratio of occupants to the number of rooms (not bedrooms) is more than 1. The 2006-2008 ACS estimates that three percent of all units in the City (2,042) are considered overcrowded.
- According to the 2000 census, a disproportionate number of Hispanic and Pacific Islander households (21% and 29%, respectively) live in overcrowded units.

## L. Cost Burdens

The Table below lists the percentages of monthly income renters paid towards housing costs in 1999. Given that any household paying more than 30% of monthly income is considered *cost burdened*, the data from the 2000 shows that:

- 11,305 (48.8%) renter households in Irvine experienced a cost burden by spending 30% or more of their income on housing in 2008.
- Of population that was cost burdened: 8.5% were slightly burdened (30 to 34% of income spent on housing) and 40.3% were moderately or severely cost burdened.

**Table/Chart 4-17**  
**Cost Burden: as a Percentage of Income**

Rent Burdens as a percent of income	2000		2006-2008 Est.	
	#	%	#	%
Less than 10 percent	642	3%	2,784	9.9%
10 to 14 percent	1,905	9%		
15 to 19 percent	2,747	13%	3,654	12.7%
20 to 24 percent	2,758	13%	4,423	15.8%
25 to 29 percent	2,164	11%	3,560	12.7%
30 to 34 percent	1,752	9%	2,382	8.5%
35 to 39 percent	1,162	6%	11,305	40.3%
40 to 49 percent	1,468	7%		
50 percent or more	4,731	23%		
Not computed	1,140	6%		
<b>Total:</b>	<b>20,469</b>	<b>100%</b>	<b>28,018</b>	<b>100%</b>

Source: 2000 US Census (SF3: H69); and 2006-2008 American Community Survey

**Graph 4-5**  
**Cost Burden: As a Percentage of Income**

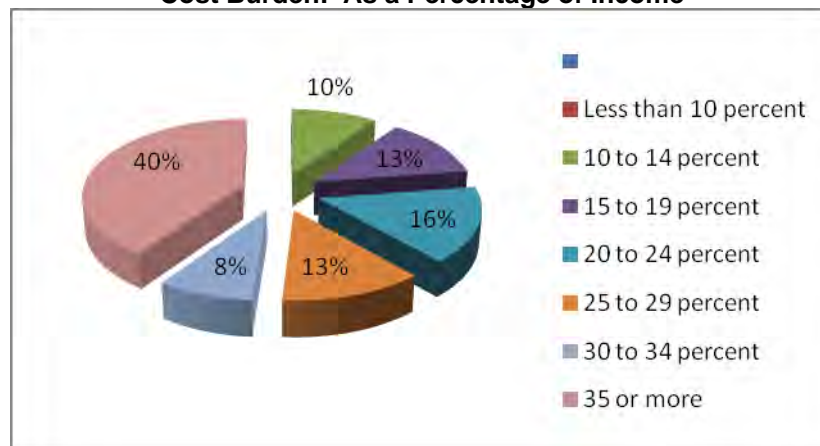


Table 4-18 lists the percentages of monthly income homeowners paid for housing costs in 1999. Given that any household paying more than 30% of monthly income is considered *cost burdened*, the data from the 2000 shows that:

- 8,128 (34%) of homeowner households in Irvine experienced a cost burden by spending 30% or more of their income on housing in 1999.
- Of population that was cost burdened: 10% were slightly burdened (30 to 34% of income spent on housing) and 14% were moderately burdened (35 to 49% of income spent on housing) and 10% were severely cost burdened (50% or more of income spent on housing).

HUD is especially concerned about those households paying more than 50% of monthly income on housing costs. These households are considered severely cost burdened and at high risk of homelessness. Any break in the flow of income or

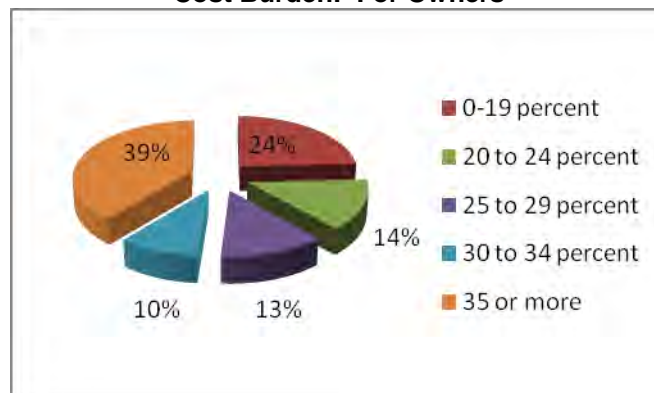
unexpected expenses, such as loss of employment or hospitalization, would severely jeopardize the household's ability to continue to meet the housing expense. In 2000, the number of severely cost burdened families (renter and homeowner) reached 18,428.

**Table 4-18**  
**Cost Burdens: For Owners**

Owner Cost Burdens as a percent of income	2000		2006-2008 Estimate	
	#	%	#	%
Less than 10 percent	1,761	7%	7,769	24.2%
10 to 14 percent	2,883	12%		
15 to 19 percent	4,069	17%		
20 to 24 percent	3,660	15%	4,516	14.1%
25 to 29 percent	3,412	14%	4,118	12.8%
30 to 34 percent	2,318	10%	3,154	9.8%
35 to 39 percent	1,607	7%	12,496	39.0%
40 to 49 percent	1,712	7%		
50 percent or more	2,491	10%		
Not computed	47	0%	244	-
<b>Total</b>	<b>23,960</b>	<b>100%</b>	<b>32,053</b>	<b>100%</b>

Source: 2000 US Census (SF3: H94); 2006-2008 American Community Survey Estimate

**Graph 4-6**  
**Cost Burden: For Owners**



#### Key Stats

- A household is considered cost burdened when it pays more than thirty percent of its gross income for housing costs. At this point the unit is considered unaffordable for the household. Approximately half of all renter households in the City (49%) endure a cost burden. 34% of all owner households have a housing cost burden.
- A household is considered to have a severe cost burden when more than 50% of its gross income goes toward housing costs. Households with severe cost burdens run a risk of losing their housing if faced with a loss of employment, sickness, injury, or similar event that reduces income. In Irvine, over 1 of every 10 renters has a severe cost burden.

## M. Physical Defects and Substandard Condition

HUD considers a unit that lacks a complete kitchen or bathroom to have a physical defect and therefore a housing problem. Current Census data (ACS) indicates that 737 units (1% of units) in Irvine lacked complete plumbing or complete kitchen facilities.

**Table 4-19**  
**Substandard Conditions:**  
**Housing Units Lacking Plumbing or Complete Kitchen**

Housing Problem	Housing Units Lacking Plumbing or Complete Kitchen 2000		2006-2008	
	# of Housing Units	% of Housing Stock	# of Housing Units	% of Housing Stock
Lacking complete plumbing facilities	206	.4%	233	0.3%
Lacking complete kitchen facilities	466	.9%	504	0.7%

Source: U.S. Census Bureau, 2000 (SF3: H47, H50); and 2006-08 American Community Survey

Since substandard housing can cause serious health and safety issues, the definition of physical defects should not be used as the only definition of substandard housing. The City considers housing units in compliance with local building codes to be standard units. Any housing unit that does not meet these requirements is considered substandard.

Common housing code violations make a unit unsafe and/or unsanitary, including problems with wiring, plumbing, windows, roofs and exterior, and heating and air conditioning systems. Most of these units are substandard units that are suitable for rehabilitation. These units, which do not meet local code standards for occupancy but are still in use, though dilapidated and poorly maintained, are suitable for essential repairs to rehabilitate the unit.

However, any properties found to be structurally unsound or badly deteriorated are considered substandard, unsuitable for rehabilitation, and may be candidates for reconstruction. These are units that do not meet local code standards for occupancy and are “uninhabitable” as a working residential unit because they no longer contain an enclosed, heated residential unit with working plumbing and electricity.

## N. Housing Needs

HUD requires the following Priority Housing Needs Table (Table 4-20) to be submitted as part of the Consolidated Plan. The table is organized first by tenancy and then by income. Renter housing needs are further categorized by family type. The information in each category of the Priority Housing Needs Table is defined below.

### 1. Relative Level of Need

A score of low, medium, or high reflects the level of need for this household type relative to the other categories. A category that receives a “low” may in fact have a large number of households in need of assistance, but the City of Irvine

understands that either another agency is servicing these needs or the need is greater for other household types.

A medium level of need indicates the City will attempt to satisfy these needs if funding is available or the City will pursue other funding sources to meet these needs. A low need level indicates that the City does not consider the household type a priority or that another organization is sufficiently serving the need.

The need level indicates the priorities in which the City will spend its housing funds. A category assigned a high need level is considered a priority and will receive funding throughout the consolidated Plan.

### **Unmet Needs**

Despite the data available from the Census and other sources, the ever changing needs, wants, and circumstances of individuals constituting the family unit makes it impractical to prescribe a formula to determine the exact number of households in need of assistance. Some may need a rental subsidy while others need a larger unit. Unmet needs for the purpose of this assessment were estimated by calculating the number of households that spend more than 30% of their gross monthly income on housing expenses. Such households are termed cost burdened. It is important to note that the City does not intend to help only households experiencing a cost burden.

## **2. Goals**

The Community Development Department has developed the goals that have been incorporated into this Consolidated Plan. In determining the goals, the historical participation in housing programs by various household types and estimated level of funding over the next five years was considered. Special attention was given to family households as such households are more likely to consist of children further stretching the limited resources available to low-income families. These households are also more likely to reside within the assisted dwelling unit during the period of affordability for these programs.

**Table 4-20**  
**Housing Needs of Low and Moderate Income Households**  
**(HUD Table 2-A)**

Household by Type, Income, & Housing Problem	Renters					Owners					Total Hhlds
	Elderly	Small Related	Large Related	Other	Total Renters	Elderly	Small Related	Large Related	Other	Total Owners	
	(A)	(B)	(C)	(D)	(E)	(F)	(G)	(H)	(I)	(J)	(L)
1. Household Income <=50% MFI	986	2,049	319	2,774	6,128	953	853	133	565	2,504	8,632
2. Household Income <=30% MFI	578	1,189	164	2,090	4,021	399	469	80	260	1,208	5,229
3. % with any housing problems	68	79	90.9	75.1	75.9	56.4	86.1	100	88.5	77.7	76.3
4. % Cost Burden >30%	67.3	68	70.1	72.2	70.2	56.4	86.1	100	88.5	77.7	71.9
5. % Cost Burden >50%	56.2	60.1	61	65.3	62.3	45.1	85.3	87.5	84.6	72	64.5
6. Household Income >30% to <=50% MFI	408	860	155	684	2,107	554	384	53	305	1,296	3,403
7. % with any housing problems	85.3	96.5	100	78.8	88.8	61.4	84.4	71.7	67.2	70	81.7
8. % Cost Burden >30%	81.6	94.8	80.6	75.3	84.9	61.4	84.4	64.2	67.2	69.7	79.1
9. % Cost Burden >50%	65.9	66.3	54.8	59.9	63.3	36.1	72.9	56.6	62.3	54	59.8
10. Household Income >50 to <=80% MFI	337	1,400	250	1,004	2,991	859	904	340	480	2,583	5,574
11. % with any housing problems	83.7	88.9	92	81.6	86.1	46.4	79	94.1	85.4	71.4	79.3
12. % Cost Burden >30%	79.5	82.1	54	73.1	76.5	46.4	78.5	76.5	85.4	68.9	72.9
13. % Cost Burden >50%	26.1	18.6	10	22.8	20.1	19.2	35.4	38.2	44.8	32.1	25.7
14. Household Income >80% MFI	801	5,469	734	4,349	11,353	3,174	15,265	2,920	4,250	25,609	36,962
15. % with any housing problems	25.1	29.1	44.1	20.6	26.5	14.3	23.2	30	29.9	24	24.8
16. % Cost Burden >30%	24.1	13.7	14.2	18.3	16.2	14.3	20.8	21.1	29.3	21.4	19.8
17. % Cost Burden >50%	3.6	0.8	0.5	0.7	1	2.8	2.7	2.4	4.1	2.9	2.3
18. Total Households	2,124	8,918	1,303	8,127	20,472	4,986	17,022	3,393	5,295	30,696	51,168
19. % with any housing problems	57.6	51.7	65.8	47	51.3	28.4	29.3	38.7	39.9	32	39.8
20. % Cost Burden >30	55.7	39.5	36.8	43.7	42.7	28.4	27.1	29.1	39.5	29.7	34.9
21. % Cost Burden >50	33.5	17.8	16.4	25	22.2	12.7	8.3	8.8	15.1	10.2	15

Source: <http://socds.huduser.org>

**Definitions:**

**Any Housing Problems:** Cost burden greater than 30% of income and/or overcrowding and/or without complete kitchen or plumbing facilities.

**Other Housing Problems:** Overcrowding (1.01 or more persons per room) and/or without complete kitchen or plumbing facilities.

**Elderly Households:** 1 or 2 person household, either person 62 years old or older.

**Renter:** Data does not include renters living on boats, RV's or vans.

**Cost Burden:** Cost burden is the fraction of a household's total gross income spent on housing costs. For renters, housing costs include rent paid by the tenant plus utilities. For owners, housing cost include mortgage payment, taxes, insurance and utilities.



**Table 4-21**  
**HUD Table 2A - Priority Housing Needs/Investment Plan Table**

PRIORITY HOUSING NEEDS (households)		Priority Need Level (High, Medium, Low)		Unmet Need	Goals
Renter	Small Related	0-30%	High	939	200
		31-50%	High	830	200
		51-80%	High	1,245	250
	Large Related	0-30%	Low	149	0
		31-50%	Low	155	0
		51-80%	Low	230	0
	Elderly	0-30%	Medium	393	75
		31-50%	Medium	348	75
		51-80%	Low	282	0
	All Other	0-30%	High	1,570	300
		31-50%	Medium	539	80
		51-80%	Medium	819	100
Owner		0-30%	High	939	200
		31-50%	High	907	200
		51-80%	High	1,844	300
Special Needs		0-80%	Medium	390	75
Total Goals					2055
Total 215 Goals (i.e., units with HOME Covenants)					80
Total 215 Renter Goals (i.e., units with HOME Covenants)					80
Total 215 Owner Goals (i.e., units with HOME Covenants)					0

Source: Unmet Needs on State of Cities HUD 2000 CHAS data





## V. Public Housing Needs

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## **V. Public Housing Needs**

### **A. Introduction**

Public housing and other assisted housing programs are crucial elements of the City's efforts to address the affordable housing needs of low- and moderate-income families in Irvine. The Orange County Department of Housing and Community Services, acting as the Orange County Housing Authority (OCHA), oversee the public housing programs for participating jurisdictions, including Irvine.

As a standard performing housing authority, OCHA provides affordable housing for low-income families, seniors, and disabled persons. OCHA administers the Section 8 Housing Choice Voucher Program (Section 8), which provides rental assistance in all unincorporated areas of the County and in 34 participating cities.

### **B. Assisted Housing Providers**

The Community Development Department, as part of its mission of collaboration and leveraging, is committed to working with assisted housing providers to address housing needs. The following section provides a summary of the various agencies that provide public housing assistance or programs that can be used to create public housing.

#### **1. Housing Authority of the County of Orange**

The Housing Authority of the County of Orange offers one type of housing assistance programs, the Section 8 Assisted Housing Program. The owner is required to provide decent, safe, and sanitary housing to tenants at a reasonable rent. Inspections are performed initially and at least once annually thereafter to insure that tenants and owners comply with Housing Quality Standards (HQS), and other lease and contract provisions. A summary of the program is provided below.

#### **Section 8 Assisted Housing Program**

The Section 8 Assisted Housing program was established by the 1974 Housing and Community Development Act and is administered by the Housing Authority of the County of Orange. This Federally-funded program provides rental assistance in the form of a voucher to very low income families, senior citizens, disabled, handicapped, and other individuals for the purpose of securing decent, affordable housing. The Housing Authority is currently managing 612 Section 8 vouchers units that are located within the City of Irvine.

Under the Housing Choice Voucher Program, subsidy payments are made by the Housing Authority to property owners on behalf of the family. Assistance is provided to very low-income families including senior citizens, disabled, handicapped, and other individuals. The program uses a Payment Standard to determine the maximum amount of assistance that will be paid on behalf of the family. The family's portion will be a minimum of 30% of their adjusted gross monthly income up to a maximum of 40% if they choose.

## **2. Federally-Assisted Housing**

Aside from the programs that the County Housing Authority currently administers, HUD also provides funding for the construction of low- and moderate-income rental housing as authorized under Sections 202, 241, 236, and 811 of the National Affordable Housing Act. Many of these projects also maintain project-based Section 8 contracts to subsidize rents for low-income tenants.

### **HUD Section 236 Loans**

Housing projects funded under the HUD Section 236 loan program carry 40-year low-income use restrictions. After the first 20 years of the loan, owners participating in this program can choose to prepay the outstanding mortgage loan and opt out of the low-income use restriction. Until recently, prepayment of the Section 236 loan had been regulated by the provisions of the Low Income Housing Preservation and Resident Homeownership Act (LIHPRHA). Under LIHPRHA, the owner of a prepayment-eligible project can choose to retain project ownership in exchange for additional Federal incentives or sell the properties under a voluntary sale program. Where the owner chooses to sell, the residents and non-profit organizations are provided with an exclusive 12-month negotiating period. Prepayment and conversion of the housing to non-low income use can only occur if there is no willing buyer to purchase the project.

In light of the budgetary constraints at the Federal level, Congress passed the Housing Opportunities Extension Act in 1996, which limits the incentives that can be offered to prepayment-eligible projects in exchange for extending the low-income use restrictions and allows more flexibility for owners to prepay and sell the projects than previously provided for under LIHPRHA. For all practical purposes, HUD now considers all prepayment-eligible projects to be at risk of converting to market rate housing.

### **HUD Section 8 Contracts**

Projects with Section 8 contracts receive Section 8 rent subsidies that are tied to the project units. Many projects financed with HUD Section 202, 221, and 236 funds also maintain Section 8 contracts with HUD. The contracts typically carry an initial term of 15-years with the option for 5-year extensions thereafter. However, passage of the 1996 Housing Opportunities Extension Act also jeopardized the continued availability of project-based Section 8 assistance. The bill allows owners of projects with Section 8 contracts to opt out of the Section 8 program with a six-month notification prior to expiration of the contracts. For owners who elect to renew the expiring contracts, HUD is giving local HUD offices the authority to renew these contracts on an annual basis pending funding availability. For these reasons, projects with Section 8 contracts are considered at risk of losing their affordability.

### **HUD Section 221 Loans**

There are typically two types of Section 221 loans - loans with below-market rate interest (221(d)(3)) and loans with market rate interest (221(d)(4)). Projects financed under Section 221(d)(3) have a 40-year low-income use restriction and the long-term low-income use of these units is therefore considered fairly secure. However, the Section 8 contracts on these projects may still expire due to budgetary constraints at HUD.

Projects financed under the Section 221(d)(4) market rate program alone have no binding low-income use restrictions. Typically, these projects also receive project-based Section 8 assistance to maintain the affordability of the units. These projects may be at risk if Section 8 funds are reduced or no longer available.

### **HUD Sections 202/811**

These projects are owned by non-profit organizations and low-income use restrictions are locked-in for the full 40-year mortgage term. The long-term low-income use of these projects is fairly secure as they are required to be owned by non-profit entities. However, the Section 8 contracts on these projects, if any, may still expire due to budgetary constraints at HUD. The City's policy is to emphasize preservation of the existing units when they become available by leveraging funds from existing City programs with HUD resources on a project by project basis.

## **C. At-Risk Housing Units**

The City of Irvine's success in providing integrated affordable housing developments is evident in the extensive listing of assisted rental projects in the community. The following presents a comprehensive inventory of assisted multi-family rental units in the City. Table 5-1 provides an inventory of the City's multi-family housing stock assisted by mortgage revenue bonds, and Table 5-2 lists the HUD-funded projects in the City.

This section evaluates assisted multi-family rental units eligible to convert to market rate due to termination of subsidy contracts, mortgage prepayment, or expiring use restrictions. Pursuant to Housing Element law, this evaluation encompasses a ten-year time horizon of 2010 to 2020. For the purpose of this evaluation, only units with expiration dates 2010 through 2020 will be addressed, as highlighted within Tables 5-1 and 5-2.

**Table 5-1**  
**Multi-Family Mortgage Revenue Bond Units and At Risk Status**

Property	Total Market Units	Total Bond Units	Bedroom Mix (Bond Units)				Income Mix (Bond Units)			Expiration Date
			Stdo/Jr.	1-bd.	2-bd.	3-bd.	V-L (50% MFI)	Low (80% MFI)	Mod (120% MFI)	
Northwood Park	134	34		6	24	4		34		5/25/2012
Windwood Glen	156	40	10	24	6			40		5/25/2012
Deerfield	268	20	5		15			20		5/25/2012
San Carlo	116	238			238				238	2004 (15 yrs - open)
San Marco	65	361		62	255	44	47	86	228	5/25/2012
San Mateo	252	31	12	8	11				31	No Bond Indebtedness
San Remo II		35	8	27			12	23		5/25/2012
Cedar Creek	140	36		5	31			36		5/25/2012
Woodbridge Willows	160	40	14	23	3			40		5/25/2012
Berkeley Court I	<sup>1118</sup> <sub>1</sub> [2]	22		7	15			22		
Berkeley Court II		10		4	6			10		5/25/2012
Columbia Court	46	12		4	8			12		5/25/2012
Cornell Court	9	22		6	9	7		22		5/25/2012
Dartmouth Court	205	89		30	59		30	59		5/25/2012
Villa Sienna	0	216	37	56	107	16	144	72		6/15/28* 4/1/25
Total	1669	1,206	86	282	787	71	233	476	497	
<b>Total At-Risk</b>		<b>699</b>	<b>37</b>	<b>191</b>	<b>416</b>	<b>55</b>				

Source: Irvine Housing Element

\*Note: Highlighted properties represent those at risk during the current Consolidated Planning Cycle.

A total of 699 bond-financed units will be eligible for conversion to market rate housing during the period of this analysis (see Table 5-1). All bond units are operated by the Irvine Apartment Management Company, a subsidiary of the Irvine Company.

**Conversion Potential:** Housing projects assisted with mortgage revenue bonds are required to commit 20% low income units for the longer of 15 years or as long as the bonds are outstanding. No additional subsidy is provided to the project owner for maintaining the rents at affordable levels. As such, when the deed restrictions expire, most likely the units will be converted to market rate housing unless other incentives exist to make extension of the deed restrictions an attractive option. In

1[1] The number of market units includes both San Remo I and San Remo II

1[2] The number of market units includes both Berkeley Court I and Berkeley Court II.

1[3] Toscana Apartments - Exact bedroom mix and income mix of deed-restricted units are not available. Bedroom mix and income mix shown in this table are based on the overall average of all deed-restricted units for analysis purposes.

1983, the City issued a \$28 million bond to refinance many housing projects in order to extend affordability control on a portion of the units.

Currently, a total of 15 housing projects in Irvine are bond-financed projects with a percentage of the units being set aside for occupancy by lower and moderate-income households. Eleven of those 15 projects incorporate 699 assisted units that are eligible to convert to market rate within the time frame of this plan.

Irvine also has a number of apartment projects that are assisted with HUD mortgage assistance under the Section 202/811 programs and the FHA-insured Section 221(d)(4) program. Projects funded with Section 202/811 financing are nonprofit owned and are required to remain as low income housing in perpetuity. In addition to the mortgage financing, these projects also maintain project-based Section 8 contracts to ensure affordability of the units. None of the Section 8 contracts of Irvine's Section 202/811 projects are due to expire within the time frame of this analysis.

The City has seven Section 221(d)(4) projects with Section 8 contracts. Projects financed under this program have no binding low-income use restrictions. However, the affordability control on these projects is governed by the project-based Section 8 contracts, none of which is due to expire within the time frame of this "at risk" analysis, as highlighted in Table 5-2.

Given the uncertainty at the Federal level regarding the future of the Section 8 programs, all housing units with expiring Section 8 contracts are considered by HUD to be at risk.

**Table 5-2  
Other Assisted Units and At Risk Status**

Property	Total Units	Total HUD-Assisted Units	Programs	Expiration Date
Ability First Apartments	24	24	Section 8	---
Alta Courts Apartments	132	27	Section 8	---
Berkeley Court	210	32	Section 8	---
The Camden Apts.	290	58	Section 8	---
Cedar Creek	176	36	Section 8	---
Columbia Court	58	12	Section 8	---
Cornell Court	109	22	Section 8	---
Cross Creek	136	45	Section 8	---
Dartmouth Court	294	89	Section 8	---
Deerfield Apartments	288	20	Section 8	---
Granite Court	71	71	Section 8	---
Harvard Court	112	34	Section 8	---
Harvard Manor @ Cornell	161	161	Section 221(d)(4)	---
		161	Section 8	---
Harvard Manor @ California	50	35	Section 8	---
Inn at Woodbridge	116	116	Section 202/811	---
		116	Section 8	---
Irvine Inn	192	192	SRO	---
			Section 8	---
Laguna Canyon Apts.	120	120	Section 8	---
Mariposa Villas	40	39	Section 811	---
			Section 8	---
Montecito Vista Apt. Homes	162	161	LIHTC	---
			Section 8	---
Northwood Place	604	186	Section 8	---
Northwood Park	168	34	Section 8	---
Orchard Park	60	60	Section 221(d)(4)	---
		60	Section 8	---
San Leon Villa Apartments	247	72	Section 8	---
San Marco Apartments	426	361	Section 8	---
San Marino Villa Apartments	199	59	Section 8	---
San Paulo Apartments	382	203	Section 8	---
San Remo Villa	248	76	Section 8	---
Santa Alicia Apartments	88	88	LIHTC	---
Stanford Court	320	96	Section 8	---
The Parklands	121	120	Section 221(d)(4)	---
		120	Section 8	---
Toscana Apartments	563	84	Section 8	---
Turtle Rock Canyon Apts.	217	66	Section 8	---



**Table 5-2 (Cont)**  
**Other Assisted Units and At Risk Status**

Property	Total Units	Total HUD-Assisted Units	Programs	Expiration Date
Villa Sienna	1442	216	Section 8	
Windrow Apartments	96	96	Section 8	---
Windwood Glen	196	40	Section 8	
Windwood Knoll	248	60	Section 221(d)(4)	---
		60	Section 8	---
Woodbridge Cross Creek Apt.	136	45	Section 8	
Woodbridge Manors I	100	100	Section 202/811	---
		100	Section 8	3/4/2006
Woodbridge Manor II	65	64	Section 202/811	---
		64	Section 8	---
Woodbridge Oaks	120	120	Section 221(d)(4)	---
		120	Section 8	---
Woodbridge Villas	258	60	Section 8	---
Woodbridge Willows	200	40	Section 8	---
Woodbridge Walk Apts.	150	150	Section 8	---
Woodbury Apts. Ph. 1	90	90	Section 8	---
O.C. Comm. Housing Corp.	6	6	Section 8	---

Source: Irvine Housing Element; HUD LIHTC Database; Orange County Housing Authority.

## 1. Mortgage Revenue Bond Units

Given that these units are located in the primarily built out planning areas of the City, it is important to preserve the affordability of these units in order to provide affordable housing opportunities for existing residents. Typically, the most cost-effective means of preserving the affordability of bond-financed units is to refinance the bonds and extend the affordability control. Under the 1986 Tax Reform Bill, 20 percent of the refinanced units are required to be maintained as low income housing for the longer of 15 years or as long as the bond is outstanding.

AB 438 (Government Code Section 65583.1 (c)) passed by the California legislature in 1998 provides opportunities for a city to credit units that will be preserved at affordable costs to low and very low income households against the city's Regional Housing Needs Allocation (RHNA, discussed later in the Resources section). The preserved units must have affordability covenants of at least 40 years.

Currently, the City's Affordable Housing Program allows developers the option of extending affordability controls on existing bond-financed units as a means of fulfilling the affordable housing obligation generated by new development. The City is evaluating the effectiveness of the Affordable Housing Program "menu options" in providing long-term affordable housing opportunities.

## 2. Section 8 Units

None of the current HUD assisted projects in Irvine that has Section 8 contracts are scheduled to expire within the time frame of this analysis. As part of Congress' 1997 Balanced Budget Agreement, full funding was committed to

provide for annual renewal of all expiring Section 8 contracts from FY 1998 through FY 2002. This commitment is still in place for the short run and the affordability of these Section 8 assisted units will most likely be preserved. In the long run, due to the uncertain future of the project-based Section 8 program, these projects are considered to be at risk. A number of options are available for preserving the affordability of these units: 1) Markup-to-Market conversion; 2) rent subsidies; 3) transfer of ownership to nonprofit or purchase of replacement units.

a. Markup-to-Market Program

The Multi-Family Assisted Housing Reform and Affordability Act of 1997 addresses expiring Section 8 contracts. This act provides authorities of HUD to operate a “markup-to-market” program to reduce over-subsidized Section 8 contracts, restructure project financing, and provide funds for rehabilitation needs. The bill also includes tax legislation to ensure that adverse tax consequences do not deter owners from participating in the program. In exchange for favorable tax treatment, owners preserve units at rents affordable to low and moderate income households. Eligible projects include FHA-insured projects receiving Section 8 project-based assistance for some or all units, where rents exceed market rents.

Typically, Section 8 units that have above market rents are not considered at risk because they are eligible to participate in the markup-to-market program that the owners are likely to find more financially beneficial. The units most at risk are those with Section 8 rents below comparable market rents.

b. Rent Subsidies

As previously stated, no current units are at risk of losing their project-based Section 8 subsidies. To preserve any future units at risk of losing their affordability, the City may use other funding sources, such as redevelopment housing set-aside funds, CDBG, HOME funds, or tenant-based Section 8 vouchers, to provide rent subsidies for these units.

Households currently assisted under the Section 8 program are primarily those earning very low incomes (up to 50 percent of the County Median Family Income (MFI)). Thus, the discrepancy between the fair market rent for a unit and the housing cost affordable by a very low income household is used to estimate the amount of rent subsidies required.

c. Transfer of Ownership or Purchase of Similar Units

By transferring ownership of for-profit projects to nonprofit ownership, long-term low-income use of these projects can be secured. Nonprofit ownership will also open up the access to a greater range of government funding programs.

The feasibility of transferring ownership of the at-risk units as a means of preserving their affordability depends on the willingness of the property owners to sell and also the proportion of at risk units in the entire project. Instead of purchasing the exact units in these for-profit projects, the City of Irvine may consider purchasing similar units in the City to replace the at-risk units.

However, unless some form of mortgage assistance or rent subsidy is available to the nonprofit organizations, rental income alone from the very low income tenants would not likely be adequate to cover the mortgage payment.

### **3. Resources for Preservation**

The following summarizes financial resources available to the City of Irvine for preservation of assisted, multi-family rental housing units.

a. Community Development Block Grant (CDBG):

The City is programmed to receive approximately \$7 million during the next five years. This program is intended to enhance and preserve the City's affordable housing stock. CDBG funds are awarded to the City on a formula basis for housing activities. Twenty percent (20%) of the funds (\$1.4 million) can be used for grant administration. The remaining funds can be used for eligible activities which include acquisition, rehabilitation, economic development, and public services.

b. Home Investment Partnership Funds (HOME):

The City is programmed to receive approximately \$3 million in HOME funds during the next five years. Fifteen percent (15%) of the funds (approximately \$481,000) must be used to support local Community Housing Development Corporations. Ten percent of funds (approximately \$321,000) can be set aside for grant administration and the balance can be used to implement affordable housing programs. HOME funding is a flexible grant program, which is awarded to Irvine on a formula basis for housing activities. Eligible activities include acquisition, new construction, rehabilitation, and rental assistance.

c. Section 8 Rental Assistance Program:

This program provides rental assistance payments to owners of private market rate units on behalf of very low-income tenants.

d. Section 202:

Provides grant funding to non-profit developers for supportive housing for elderly. Eligible activities include acquisition, rehabilitation, new construction, and rental assistance.

e. California Housing Finance Agency (CHFA):

Multiple Rental Housing Programs – This State program provides below market rate financing to builders and developers of multiple-family and elderly rental housing. Tax exempt bonds provide below market mortgage money. Eligible activities include new construction, rehabilitation, and acquisition of properties with 20-150 units.

f. Low Income Housing Tax Credit (LIHTC):

This State program provides tax credits to individuals and corporations that invest in low-income rental housing. Tax credits are sold to corporations and people with high tax liability and proceeds are used to create housing. Eligible activities include new construction, rehabilitation, and acquisition.

g. California Community Reinvestment Corporation (CCRC):

This private, non-profit mortgage banking consortium provides long-term debt financing for affordable multi-family rental housing. Eligible activities include new construction, rehabilitation, and acquisition.

h. Irvine Community Land Trust:

In 2005, the City of Irvine convened a Housing Task Force to help develop a strategy for the provision of affordable housing. It was particularly important to identify a strategy to preserve the affordability of these units over the long term. To address both production and preservation, the task force recommended the creation of the Irvine Community Land Trust (ICLT). The community land trust model helps ensure that new units created and existing units acquired with public subsidy or as a result of the City's inclusionary housing ordinance remain permanently affordable for future generations. In March 2006, the Irvine City Council unanimously approved the housing strategy and initiated the establishment of the ICLT.

The mission statement of the ICLT is to provide secure, high-quality affordable housing. The Irvine Community Land Trust achieves its mission through the operation of a non-profit community land trust, securing and retaining title to land on which permanently affordable rental, ownership and special needs housing will be constructed and maintained for the benefit of income-eligible families.

The vision of the ICLT is that by the year 2025, the ICLT will have created approximately 5,000 units of permanently affordable housing in the City of Irvine, contributing more than 50 percent of the City's 2025 goal of 9,700 affordable units. In addition, the ICLT will conduct a monitoring program and provide stewardship for these units, insuring high-quality construction, design, sustainability, maintenance and permanent affordability. ICLT will achieve self sufficiency by ensuring that fees and other earned income are sufficient to support the organization's ongoing operating costs.

**D. Public Housing Strategy**

**1. Strategy 1: Preserve and improve the supply of public housing for very low- and low-income persons.**

The preservation and improvement shall include the implementation of the following:

**a. Monitor At-Risk Units**

The City of Irvine will maintain contact with owners of at-risk units as the use restriction expiration date approaches and communicate to the owner the importance of the units to the supply of affordable housing in Irvine as well as the City's desire to preserve the units as affordable. The City will make every effort to use local incentives that can be offered to property owners to preserve any at-risk units.

**b. Rental Subsidies**

If other methods to preserve the at-risk units fail, the City will determine if it can assign financial resources to provide rental assistance to very low-income tenants to cover the difference between their current rents and market rents.

**c. Support and Assistance to the Irvine Community Land Trust (ICLT) and other Local Nonprofits**

The City will focus on development and/or support of the ICLT and other local nonprofit housing organizations. If owners of the at-risk housing projects are interested in selling to the ICLT or other nonprofit organizations, the City of Irvine will work with the project owner(s) and nonprofit(s) to maximize the possibility of purchase. The City can use incentives, such as low-cost financing or payment of some of the costs associated with the purchase, to facilitate non-profit purchase of the project in order to preserve its affordability.

**2. Strategy 2: Continue to support the on-going efforts of the Orange County Housing Authority to maximize the use of Section 8 subsidies and other resources.**

The City shall proactively pursue opportunities to increase the number of Federally allocated Section 8 vouchers through the Housing Authority of the County of Orange.

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## **VI. Homeless and Special Needs Assessment**

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## VI. Homeless and Special Needs Assessment

Activities that provide services to individuals who are homeless or require special needs, including individuals with HIV/AIDS, are addressed in this section of the Consolidated Plan. It should be noted that the homeless sub-populations tend to include those with substance abuse and dependency issues, those with serious mental illness, persons living with HIV/AIDS, women and other victims of domestic violence, emancipated youth, and veterans. The major causes of homelessness seen in Orange County are poverty, lack of affordable housing, substance abuse, mental illness and the lack of needed services, low-paying jobs, domestic violence, unemployment, changes and cuts in domestic service programs, limited life skills, and prison release issues.

The City is placing a high priority on Homeless and Special Needs populations that can contribute to the City's Anti-Poverty Strategy. Specifically, the high priority services are: homeless shelters and services, substance abuse services, and accessibility services. The City is also placing a medium priority on HIV/AIDS services.

Table 6.1 provides the results of the Needs Assessment Survey that was distributed to the community. Although the average rating was not listed as a high priority for the residents of Irvine, other statistical data showed the need for these types of activities.

**Table 6-1  
Special Need Services Results**

<b>Special Needs Services</b>						
<b>Answer Options</b>	<b>No Need</b>	<b>Low Need</b>	<b>Medium Need</b>	<b>High Need</b>	<b>Rating Average</b>	<b>Response Count</b>
Center Services for Disabled	7	6	20	21	3.02	54
Accessibility Improvements	9	12	13	18	2.77	52
Domestic Violence	11	12	45	76	2.82	144
Substance Abuse Services	11	9	18	12	2.62	50
Homeless Shelters & Services	15	11	11	14	2.47	51
HIV/AIDS Centers Services	13	14	13	10	2.40	50
Neglected/Abused Children Centers and Services	9	5	10	26	3.06	50

### A. Profile of the Homeless

Homelessness can be defined as the absence of a safe, decent, stable place to live. A person who has no such place to live stays wherever he or she can find space—an emergency shelter, an abandoned building, a car, an alley, or any other such place not meant for human habitation.

People often have misconceptions of the homeless. When a low-income household suffers from a personal crisis, the result can be a loss of housing. Issues most often cited by homeless persons as the cause of homelessness include substance abuse, loss of employment, health issues, domestic violence and injuries. Substance abuse is the most commonly reported cause of homelessness.

Homelessness is a significant issue in Irvine. To address this growing problem, the Continuum of Care (CoC) Community Forum Collaborative works with the City to lead the effort in addressing homelessness in Irvine.

The CoC Community Forum Collaborative sponsors a semi-annual Homeless Service Providers Survey to gather demographic information on the homeless who receive services based on a “point-in-time estimate.” The survey defines homelessness as follows, which is based on a standard established by the Department of Housing and Urban Development (HUD) and the California Housing Finance Agency:

- Any individual who lacks a fixed, regular, and adequate night-time residence or has a primary nighttime residence in any facility not designed for permanent living.
- Families, individuals, and youth residing in emergency shelter or transitional housing.
- Persons in drug and alcohol treatment who were homeless before they entered treatment or will be homeless after they leave.
- Family members wait-listed for public housing that are currently residing in substandard or overcrowded housing.
- Individuals discharged from correctional institutions within 30 days of the survey date that would meet the definition of being homeless.

## **B. Homeless Definitions**

The definition of homelessness in the survey differs slightly from the definitions for HUD's homeless programs (the Emergency Shelter Grant, the Supportive Housing Program, Shelter Plus Care program, and the Section 8 Moderate Rehab for Single Room Occupancy Units program). All organizations receiving funds under these four programs must ensure that any homeless persons participating in any activities funded by these programs meet HUD's homeless definitions for the respective programs.

HUD defines the term “homeless” according to the Stewart B. McKinney Act, 42 U.S.C. § 11301, et seq. (1994), which states that a person is considered homeless if the person lacks a fixed, regular, and adequate night-time residence, or a person who has a primary night time residence that is a supervised publicly or privately operated shelter designed to provide temporary living accommodations or an institution that provides a temporary residence for individuals intended to be institutionalized or a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings (42 U.S.C. § 11302(a)).

HUD considers persons living in overcrowded housing to be at high risk for homelessness, but not homeless, unlike the definition in the survey. HUD also has a requirement that people leaving institutions (such as in-patient alcohol and drug treatment facilities)—where they have stayed more than 30 days—are only

considered to be homeless if they have no family or friends where they can stay, have no resources to obtain housing, and did not have housing discharge planning. Please note that HUD does not consider people staying in such institutions for more than 30 days to be homeless just because they once were in a shelter or living on the streets. For such people to be considered homeless, the other criteria (support network, resources, planning) must also be absent and documented.

Finally, HUD does not consider persons living in transitional housing to be homeless unless they leave within 30 days and previously came from the streets or emergency shelter. In this case, documentation must exist that the person came from the streets or emergency shelter. If a person has been in an institution for more than 30 days, they must meet the support "network, resources, planning" test described above.

### **C. Factors Contributing to Homelessness**

Providers suggest that the growth in homeless families is due to the difficulty in finding affordable housing options in a tightening rental market. Based on discussions at community meetings, homeless working group meetings, consultations, and survey results, the following issues surfaced as contributing factors:

- Substance abuse.
- De-institutionalization of persons with mental illness.
- Lack of resources to address the needs of homeless or "near-homeless" persons with substance abuse or mental illness, including persons with dual diagnoses.
- Unemployment/underemployment.
- Lack of job skills among persons at high risk for homelessness.
- Domestic violence.
- A large gap between the number of affordable housing units and the number of households, which need them.
- Poverty and lack of personal resources.

### **D. Local Homeless Population**

The following are quick facts about the homeless population in Orange County:

- Orange County's population surged past 3 million making it the 2<sup>nd</sup> most populous county in California.
- In November 2009, the State of California Employment Development Department reported Orange County's unemployment rate at 9.4% - up from 5.3% a year earlier. The unemployment numbers for Irvine are 7.1% compared to 3.9% one year earlier.
- According to HUD, the 2009 median income for an Orange County family of four (4) equals \$86,100.

- In November 2009, the median home price in the Orange County exceeded \$432,250, an increase of 8.1% from a year earlier<sup>1</sup>.
- Per the 2000 Census, 7% of Orange County's families live in poverty - the figure increases to 33% when housing costs are added.<sup>2</sup>
- In accordance with the Orange County Client Management Information System (CMIS) year end progress report for 2008, 5,081 persons were reported to be homeless. Of the 5,081 homeless persons, 1,207 were determined to be at-risk persons.
- In 2008, a total of 12,834 clients were actively served in one of 26 Orange County Programs reporting under the CMIS system.
- Only one-fifth of the homeless population was housed in emergency or transitional housing.

#### **E. Homeless Needs**

To most efficiently address the needs of the homeless population, HUD has tasked local governments with developing a Continuum of Care. The Continuum of Care (CoC) is a planning model designed to provide assistance to homeless persons at every level of need and to move a client from homelessness to permanent housing. The Continuum addresses both the lack of housing affordable to the lowest income levels; it also addresses the underlying causes of homelessness such as substance abuse, domestic violence, and mental illness.

##### Point in Time Survey:

In addition, HUD has mandated a Point in Time Survey (PITS) in an effort to enumerate people identified as homeless who either seek emergency or transitional shelter in a known program or find refuge in places not meant for human habitation. This survey is conducted at a single point in time during the last ten calendar days of January, every two years. HUD began to require Continuums of Care to conduct a PITS beginning in 2005, as a condition of applying for Homeless Assistance Funding. The goal of the PITS process is to produce an unduplicated census of a community's street and sheltered homeless population at a single point in time. The PITS process is not intended to count those at-risk of homelessness that are living in crowded conditions, in motels, or those who are likely to become homeless once discharged from an institution such as a hospital or jail or those in permanent supportive housing. One of the most significant limitations of the PITS process is that an untold number of homeless are not visible to enumerators during the count.

##### Client Management Information System:

In 2004 response to a Congressional mandate, Orange County implemented the Client Management Information System (CMIS), our local branding of a Homeless

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<sup>1</sup> Dataquick.

<sup>2</sup> O.C. Register, September 27, 2003

Management Information System, to track homeless clients. The CMIS is Orange County's investment in a local data collection tool that can be used by all public, non-profit and faith-based service providers to track client demographics, as well as measure usage of housing and support services by our local homeless and at-risk populations.

As in many Continuums of Care across the nation, implementation of an information system has been a challenging task. Software deficiencies, an overly optimistic implementation plan, and a mismatch between the complexity of the software system selected and the desire or ability of agencies to invest the resources necessary to fully utilize the system have all led to less than expected adoption of CMIS. These issues can also largely explain why CMIS has not reached the 75% participation rate set by HUD as a goal to be attained by the end of 2008. By the end of 2008, the CMIS participation rate was 48%. An expanded effort to increase the participation rate was initiated in spring 2009. Consequently, by March 31, 2009, the CMIS participation rate was 63%.

Many non-HUD-funded agencies see little incentive to participate in CMIS. Resource-constrained agencies focused on providing the best service possible to their clients have little interest in participating in and a lesser tolerance for a regional data collection process that seems to add to their workload. Consequently, there are too few agencies involved, and those that are may or may not be fully engaged and data quality is variable. Perhaps, the most compelling reason for the lower than desired participation rate is the fact that only a relatively small percentage of shelters in Orange County are HUD-funded and thereby mandated to participate.

While the focus on maximizing shelter participation is critical, efforts must be made to ensure participation by the vast numbers of non-shelter-providing agencies so as to provide a balanced picture of homelessness in Orange County. Strategies outlined in this plan are targeted at removing barriers to CMIS participation, implementing technology improvements, providing value added to participating agencies, extending regional data collection capabilities outside of CMIS, and publicly communicating the wealth of information collected regarding client characteristics, regional service delivery, and performance measurement.

#### Orange County Ten Year Plan to End Homelessness:

The Ten-Year Plan to End Homelessness (The Plan) in Orange County is the product of an integrated community collaboration. The Plan provides a roadmap of how to effectively end homelessness in Orange County within the next ten years. Although the efforts to develop such a Plan started several years ago, that process began in earnest in August of 2008, when a broad-based Working Group was established and charged with developing a plan. Working Group members represented various stakeholder groups including the business community, non-profit homeless service providers, technical consultants, philanthropic foundations, education, mental health, housing, shelter providers and local government.

Working Group members were nominated by the community of homeless service providers and selected on the basis of their area and level of expertise, leadership ability, and willingness to commit the necessary time and effort to engage in the

planning process. This initial core of Working Group members was then augmented with members from the broader Orange County community, representing entities critical to the plan's success.

In addition to background information on the costs of homelessness and the extent of the need in Orange County, the Plan outlines the, mission, vision, core values, key goals, strategies, and many of the important implementation actions necessary to successfully eliminate homelessness in Orange County. It will enable Orange County to develop a more strategic, focused approach to ending homelessness. This Ten-Year Plan will lead to positive, systematic changes in the way the community addresses homelessness.<sup>3</sup> The strategies listed in this chapter represent the strategy and implementing action proposed on a County wide basis.

#### Continuum of Care:

The City of Irvine is part of the O.C. Partnership, a County-Wide Continuum of Care. The Continuum is an umbrella organization that brings together government agencies and community-based nonprofit agencies. Homeless needs are presented on a regional basis by the levels of service that form the Continuum. The Orange County Continuum of Care system consists of six basic components:

- Advocacy on behalf of those who are homeless or at-risk of becoming homeless;
- A system of outreach, assessment, and prevention for determining the needs and conditions of an individual or family who is homeless;
- Emergency shelters with appropriate supportive services to help ensure that homeless individuals and families receive adequate emergency shelter and referrals;
- Transitional housing to help those homeless individuals and families who are not prepared to make the transition to permanent housing and independent living;
- Permanent housing, or permanent supportive housing, to help meet the long term needs of homeless individuals and families; and
- Reducing chronic homeless in Orange County & addressing the needs of homeless families & individuals using motels to meet their housing needs.

For many Irvine residents, the first entry into the Continuum of Care is through an emergency shelter, where individuals and families obtain emergency housing and supportive services directed to getting people off the streets and into a safe environment. Typically, people stay in an emergency shelter for a short period. Usually during this time, other housing is arranged and the homeless person's immediate social service and medical needs are addressed.

The next component of the Continuum is transitional housing, designed as short-term housing for up to 2 years, where persons move into a more stabilized housing

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<sup>3</sup> Orange County Ten Year Plan to End Homelessness

arrangement than an emergency shelter. In transitional housing, persons receive substantial supportive services that are normally directed toward long-term solutions (i.e. employment, counseling, medical aftercare and life skills training), rather than the immediate needs and services addressed in the emergency shelter settings.

The final component of the Continuum of Care is permanent housing, both with and without supportive services. The goal of the Continuum of Care system is to move people toward housing alternatives where they are able to reside permanently in safe and sanitary housing. This housing must be available at prices they can afford and in locations where they can receive the support services necessary for them to achieve maximum independence based on their abilities.

The following tables were provided as part of the County's Continuum of Care. The inventory numbers in the tables below are based on the results of a survey sent to homeless service providers who participate in the Community Forum Collaborative.



**Table 6-2**  
**County of Orange - Homeless and Special Needs Populations**  
**(HUD Table 1-A)**

**Continuum of Care: Housing Gap Analysis Chart**

		Current Inventory	Under Development	Unmet Need/ Gap
<b>Individuals</b>				
<b>Example</b>	<b>Emergency Shelter</b>	<b>100</b>	<b>40</b>	<b>26</b>
<b>Beds</b>	Emergency Shelter	926	0	2,113
	Transitional Housing	1,211	0	0
	Permanent Supportive Housing <sup>4</sup>	1,174	27	3,783
	<b>Total</b>	<b>3,311</b>	<b>27</b>	<b>5,896</b>
<b>Persons in Families With Children</b>				
<b>Beds</b>	Emergency Shelter	305	0	0
	Transitional Housing	1,614	18	102
	Permanent Supportive Housing <sup>5</sup>	109	0	0
	<b>Total</b>	<b>2,028</b>	<b>18</b>	<b>102</b>

**Continuum of Care: Homeless Population and Subpopulations Chart**

<b>Part 1: Homeless Population</b>	<b>Sheltered</b>		<b>Unsheltered</b>	<b>Total</b>
	<b>Emergency</b>	<b>Transitional</b>		
Number of Families with Children (Family Households):	171	268	74	513
1. Number of Persons in Families with Children	474	808	255	2,112
2. Number of Single Individuals and Persons in Households without children	936	360	816	1,537
<b>(Add Lines Numbered 1 &amp; 2 Total Persons)</b>	<b>1,410</b>	<b>1,168</b>	<b>1,071</b>	<b>3,649</b>
<b>Part 2: Homeless Subpopulations</b>	<b>Sheltered</b>		<b>Unsheltered</b>	<b>Total</b>
a. Chronically Homeless	36			
b. Seriously Mentally Ill	199			
c. Chronic Substance Abuse	184			
d. Veterans	419			
e. Persons with HIV/AIDS	93			
f. Victims of Domestic Violence	619			
g. Unaccompanied Youth (Under 18)	43			

*Source: HUD's 2008 Continuum of Care Homeless Population and Subpopulations Report*

<sup>4</sup> HUD's point in time count does not include persons or beds in permanent supporting housing as currently homeless.

<sup>5</sup> Chronically Homeless "Sheltered" figure includes 51 "Sheltered" individuals included in Part 2, Row 2 ("Severely Mentally Ill").



Based on the figures provided above and local expertise from homeless service providers, the County has derived the strategies and priorities listed in the following section.

#### F. Orange County Continuum of Care Strategy

The City's strategy to address homelessness in the City is to adopt the regional (County) homeless strategies as listed in the Ten-Year Plan to End Homelessness and listed herein, as its own. The City will continue to work with the area's Continuum of Care (CoC) providers to address the aforementioned priorities and goals. The following section provides the regional strategies and the implementation actions that will be taken to address the strategies.

<b>Goal #1: Prevent Homelessness – Ensure that no one in our community becomes homeless</b>		
<b>#</b>	<b>Strategy</b>	<b>Implementation</b>
1	Through regional access centers, provide prevention assistance such as anti-eviction services, rental and utility supports, credit counseling, debt management, tangible goods, emergency assistance, employment services, conflict resolution, and relationship building.	1.1 Develop a service description and work plan. 1.2 Develop a budget for implementing the Access Center Program. 1.3 Identify potential sites for access centers. 1.4 Conduct a Request for Proposals to find a suitable provider. 1.5 Ensure consistent procedure in data collection and assessments among access centers.
2	Establish a pool of flexible funding that can be used for “whatever it takes” assistance for those who are at-risk of losing their current housing.	2.1 Identify a non-categorical funding source 2.2 Develop a plan for priority uses of the funding.
3	Encourage employer-assisted housing models for employees (at all income levels) already in housing.	3.1 Identify employers who might have a potential interest in such a program. 3.2 Conduct a cost/benefit study to show the impact of employer-assisted housing.
4	Support the development of community resources and housing options so that hospitals, jails, and foster care programs can more effectively assist patients/clients, through appropriate referrals, to have a smoother transition upon discharge.	4.1 Explore methods to increase communication and coordination among agencies discharging clients.
5	Improve coordination among the various public assistance programs so that at-risk individuals and families can more effectively and efficiently access resources.	5.1 Create an inclusive shared database of available resources that can be accessed through the internet.
6	Create a “deep prevention plan” that addresses issues that affect multiple generations of families and children.	6.1 Issues include physical and sexual abuse, mental illness, substance abuse, foster care, residential instability, and lack of education and training.
7	Use the Central Registry (created under Goal 2 Strategy 9) to identify and assess those at-risk of homelessness and link them to needed services.	7.1 Develop a standardized set of reports that will be generated and shared among agencies.

STRATEGY # 1 Access centers will serve as an entry point for persons at-risk of becoming homeless to obtain the resources necessary to maintain their housing. Resources include clothing, food, household items, rental assistance, and utility assistance. Other resources such as health care, landlord-tenant mediation, legal services, and access to public assistance may be provided on site or off site. Case management will be available and may be provided to help address the underlying causes of housing instability to persons or can be required to continue receiving resources.

STRATEGY # 2 will enable service providers to tailor the help provided to more closely fit the individual's or family's unique needs. Currently, many of the supportive services available to assist these clients are categorically funded. Categorical funding requires a client to seek assistance from multiple programs each of which has its own eligibility requirements and ways of doing business. Having flexible funding available will allow for improved coordination and less complicated access to services for clients. A similar approach has been used and found to be effective in the Full Service Partnership programs funded through the State of California's Mental Health Services Act.

STRATEGY # 3 is a method to bring in additional sources of support to prevent people from becoming homeless. Employers have a stake in the well-being of their labor force. Businesses can participate in the solution.

STRATEGY # 4 is based on the idea of supporting public institutions in preventing the discharge of individuals without adequate planning and resources to ensure that there is a stable home for them once they leave the care of that institution. This will not only assist in preventing homelessness, but will decrease the likelihood of recidivism and lower costs to taxpayers.

STRATEGY # 5 recognizes the need for improved coordination and data sharing among the agencies providing assistance to those at high-risk of homelessness. By sharing information about each client, agencies will be able to track the needs of their clients and follow-up to ensure that those needs have been addressed. Timely access to information is critical to help clients before they become homeless.

STRATEGY # 6 is aimed at breaking the cycle of risk factors and resulting homelessness that often continue through generations. By the time that individuals and families reach out for shelter, many have a long history of interaction with social services programs and providers. The expectation is that dealing with the individual or family as a whole will not only prevent homelessness, but also increase the probability that the clients will be able to sustain stable housing. This strategy recognizes that the underlying situations and conditions leading to homelessness must be addressed to be successful in achieving Goal # 1.

STRATEGY # 7 provides a means to centralize information so that those at high risk of homelessness can be more easily identified, assessed, and linked to services. This will assist in avoiding the common experience of people "falling through the cracks." It also supports the principle of "no wrong door" so that people

entering the service system at any agency will be able to access coordinated service.

<b>Goal #2: Outreach to those who are Homeless and At-risk of Homelessness</b>		
<b>#</b>	<b>Strategy</b>	<b>Implementation Action</b>
8	Invest in and expand existing regional access centers and develop a 24/7 coordinated system of outreach to assure universal assessment, intake, referrals, transportation to shelters, etc.	<p>8.1 Officially designate regional access centers.</p> <p>8.2 Use one phone number that serves as a central point of referral where individuals can call to identify homeless persons for follow-up by outreach workers.</p> <p>8.3 Expand current programs that provide outreach, such as Comprehensive Health Assessment Team for the Homeless (CHAT-H)-Risk Reduction Education and Community Health (REACH), Health Care Agency Mental Health Outreach Teams, and Mental Health Association Outreach Teams and have them work together to provide regularly scheduled outreach events for the homeless.</p> <p>8.4 Use the police/community outreach officer model within Orange County cities to expand the use of diversion options to prevent unnecessary incarceration of homeless persons.</p> <p>8.5 Implement a community voicemail system to provide street homeless with the continuity needed to seek jobs and benefits.</p> <p>8.6 Develop consistent public safety and public health trainings targeted at informing this sector on how to best respond to homeless clients.</p> <p>8.7 Integrate the use of community courts into the case management process.</p>
9	Create a Central Registry with multiple data functions, one of which is to identify the most vulnerable, chronic homeless individuals, and then provide outreach to areas where they congregate and link them to intensive services.	<p>9.1 Involve agencies in collaborative efforts to create the Central Registry.</p> <p>9.2 Ensure that the centralized database includes the people not served/turned away.</p> <p>9.3 Utilize the Central Registry to identify high concentration areas of potential clients and schedule regular outreach to homeless at those locations.</p> <p>9.4 Work with shelter providers and developers to increase permanent housing for individuals included in the Central Registry.</p>
10	Create and market an information plan for those who come in contact with individuals who are homeless or at high risk of homelessness so that they can make referrals to needed services. The target audience to receive the information plan includes, but is not limited to churches, landlords, tenant associations, schools, and health clinics.	<p>10.1 Review existing materials and develop additional ones to communicate available resources.</p> <p>10.2 Develop database for collecting and using the information.</p> <p>10.3 Identify goals of plan and outline key elements to be communicated.</p>

11	Implement periodic Project Homeless Connect coordinated outreach events.	<p>11.1 Hold Project Homeless Connect events in conjunction with other well-attended community events, such as cultural events or health fairs.</p> <p>11.2 Contact agencies that might participate.</p> <p>11.3 Coordinate logistics of the event.</p>
12	Implement new and strengthen existing mobile outreach efforts to provide needed health, assessment, and referral services in all areas of the County.	<p>12.1 Support public and nonprofit agency efforts to strengthen existing mobile outreach teams, identify and address homeless clients, and provide them supportive services. Examples of services may include medical (screening, minor treatment, and referral for acute illness); mental health (outreach and referral); dental (education, screening, x-rays, and treatment); SSI benefits assistance, Medi-Cal enrollment assistance; food; and clothing.</p> <p>12.2 Create a sustainable mobile outreach unit that would have the capability to initiate services and care to homeless clients, and transport clients to access centers. Mobile services operate in a variety of ways to optimize effectiveness. Some may have fixed routes and stay in a location for a week, others are more flexible to be able to move more quickly.</p> <p>12.3 Encourage city leaders to provide opportunities for outreach efforts, using methods such as demonstrating effectiveness, showcasing benefits to cities, and establishing “good neighbor” standards for mobile efforts (e.g., working to determine locations, obtaining any permits, and necessary permissions).</p> <p>12.4 Coordinate Outreach efforts with Family Resource Centers (FRCs). FRCs work with at-risk clients and thus, provide a link to this population.</p>

**STRATEGY # 8** This strategy envisions a network of regional access centers and a 24/7 coordinated outreach system. This is necessary due to the distinct political (municipal) jurisdictions of the area; a desire to share the burden of services region-wide; the concentration of the chronic homeless populations in distinct areas; a need for a system that is flexible and responsive to the highly mobile characteristics of the population; the requirement of information and resource sharing; and the benefits of efficient and comprehensive service delivery.

**STRATEGY # 9** The dynamics of the chronic homeless population require specialized outreach methods, an ability to identify individuals and their specific needs, a system to dispatch outreach workers accurately and efficiently, and to pair individuals with the right services.

**STRATEGY # 10** Once resources have been identified and secured, a public information plan will equip those who have frequent contact with homeless individuals with the information needed to provide service referrals. Since there are so many organizations, primarily faith-based groups, who offer services independent of coordinated agency collaboration, a marketing plan will saturate the public with knowledge of available programs and services for the homeless population.

STRATEGY # 11 Project Homeless Connect is a nationally recognized best-practice outreach model for linking the homeless population (especially the chronic homeless) with resources—especially housing. This innovative practice links homeless individuals with services and housing in a high profile one-day/one-stop event designed to engage the support of not only homeless services providers, but also business leaders, community volunteers, and policy makers. The event could take place in one jurisdiction, or in multiple jurisdictions simultaneously on the same day.

STRATEGY # 12 Coordinated, multi-disciplinary mobile outreach teams are an efficient way to provide services and build relationships with those who are homeless, especially the chronic homeless. Typically, this is accomplished through public agencies and non-profit service providers who offer outreach services as a regular aspect of their work. Another way to address these same issues is to encourage city leaders to provide opportunities for outreach.

<b>Goal #3: Improve the Effectiveness of the Emergency Shelter and Access System</b>		
<b>#</b>	<b>Strategy</b>	<b>Implementation Action</b>
13	Continue to support the Armory until year-round emergency shelter is developed.	13.1 Maintain and enhance funding streams currently supporting the Cold Weather Shelter Program. 13.2 Maintain and enhance relationships between contracted providers; County; City of Santa Ana, City of Fullerton, and City of Anaheim; and partner agencies providing onsite services.
14	Develop year-round permanent emergency shelter(s) to replace the Cold Weather Shelter system.	14.1 Determine the number of regional shelters that are appropriate and feasible. 14.2 The shelter must provide or be able to refer for medical care, mental health assessment and services, benefit counseling, etc. 14.3 Within the shelter, provide a separate space for families with children, and provide an area that can serve as a 'day center' where those unable to work or attend school can go as a respite from the streets. 14.4 Develop and evaluate a pilot recuperative shelter bed program.
15	Provide a rapid re-housing program for Emergency Shelter clients, including, but not limited to, move-in expenses, housing subsidies, and case management support.	15.1 Develop rapid re-housing program model. 15.2 Secure funding for implementation of the model. 15.3 Secure program partners and define roles and responsibilities of each. 15.4 Implement countywide program.

STRATEGIES # 13 AND 14: Although the Cold Weather Shelter Program is typically filled to capacity during the winter months, the use of these facilities is necessarily limited, depending upon whether the National Guard needs to utilize its buildings during the shelter program months. This prevents the set-up of permanent beds for the homeless, since the shelter program supplies must be packed up each morning. It also leads to some evenings when alternate shelter locations must be found on short notice, increasing transportation costs to the homeless and the providers.

One or two permanent emergency shelter buildings will allow for a facility to meet the needs of both homeless individuals and homeless families with permanent rooms and beds, rather than open floor cots. It would also allow for service organizations to maintain staff and services on site, which is not currently possible in the seasonal Cold Weather Shelter locations. The existing Cold Weather Program should be fully supported until the permanent location(s) is/are built.

STRATEGY # 15: As noted in Strategies #13 and #14, with a permanent emergency shelter location, facilities for on-site services can be incorporated. With the availability of on-site services, rapid re-housing program staff can assess the individuals or families that arrive at the shelter each evening to determine the best means for housing them as quickly as possible.

<b>Goal #4: Make Strategic Improvements in Transitional Housing</b>		
<b>#</b>	<b>Strategy</b>	<b>Implementation Action</b>
16	Maintain current funding for existing transitional housing.	<p>16.1 Fund existing transitional housing at a level needed to maintain the transitional housing until there is sufficient permanent housing stock to meet the needs of the homeless.</p> <p>16.2 Using an approach that includes permanent supportive, transitional, and emergency housing, determine the number of transitional housing units/beds needed.</p>
17	Provide a rapid re-housing program for clients living in transitional housing.	<p>17.1 Include move-in expenses, housing subsidies, and case management support.</p> <p>17.2 Give graduating Emergency Shelter clients priority for accessing Transitional Housing.</p> <p>17.3 Identify clients that can go straight to permanent housing without staying in Transitional Housing.</p>
18	Pursue less stringent entrance requirements for obtaining and remaining in transitional housing.	<p>18.1 Examine current program thresholds and requirements and establish common criteria among service providers.</p> <p>18.2 Develop high quality standards of care for transitional living programs to be consistently implemented by the service providers.</p>
19	Use the Central Registry to identify those clients who move from shelter to shelter and link them to appropriate services.	<p>19.1 Develop plan and action items for both service providers and for clients to implement a rapid re-housing program vs. transferring to another transitional housing program.</p>

STRATEGY # 16: While funding is needed for permanent affordable housing and emergency shelter, it is also important to continue to support the existing transitional housing programs that are critical to the continuum of services for those who are homeless and for the prevention of homelessness.

STRATEGY # 17: While transitional programs have been effective for many clients, there is increasing research to indicate that additional strategies are needed. Rapid re-housing for long and short term homeless is effective in many jurisdictions, including Minneapolis, San Francisco, and others. Providing housing and the services necessary to sustain independence will not only provide benefits to the



clients served, but will also reduce costs to the community for hospital emergency rooms, parks, etc.

Developing an assessment tool to determine who should go directly to permanent housing and who should be put in transitional housing will help provide stability to the family and children.

STRATEGY # 18: This strategy refers to the need for programs with less stringent entrance requirements that still provide adequate services to assist the client.

STRATEGY # 19: A Central Registry that identifies clients, their needs, and the services required, can be used to identify agencies where clients can receive the appropriate services critical in creating a seamless continuum. Service providers will need to participate in the process to develop or link existing services to the client.

Goal #5: Develop permanent housing options linked to a range of supportive services		
#	Strategy	Implementation Action
20	Establish "providing permanent housing opportunities" as a high priority.	<p>20.1 Design and implement programs using HOME grants, MHSA, redevelopment or other funding sources that can be used for flexible tenant-based rental assistance with flat or tiered rent subsidies and required participation in supportive services for individuals coming out of the homeless system of care.</p> <p>20.2 Work with city and county redevelopment agencies to increase the affordability of housing stock in redevelopment areas.</p> <p>20.3 Work with shelter providers and developers to increase permanent housing by providing incentives for a conversion of some transitional housing to permanent supportive housing.</p> <p>20.4 Actively seek out funding opportunities to increase housing options.</p> <p>20.5 Encourage employer assisted housing (also known as "workforce housing") for all income levels through development and widespread dissemination of a cost-benefit analysis for employers.</p> <p>20.6 Research and implement project-based Section 8 programs.</p> <p>20.7 Create a Trust Fund to develop housing for extremely low and very low-income individuals and families.</p> <p>20.8 Explore SB 375 and other mechanisms to link housing/ transportation balance to providing permanent supportive housing. (SB 375 provides emissions-reducing goals for which regions can plan; integrates disjointed planning activities; and provides incentives for local governments and developers to follow new conscientiously-planned growth patterns.)</p> <p>20.9 Develop a mechanism for evaluating the political cost</p>

**Goal #5: Develop permanent housing options linked to a range of supportive services**

#	Strategy	Implementation Action
		of siting various types of housing needed (e.g., emergency and permanent) and prioritizing when, where and how the housing will be sited.
21	Preserve and expand current supportive housing programs.	21.1 Work with developers and County Behavioral Health to plan and implement projects that could be funded (in part) through the Mental Health Services Act (MHSA).
22	Meet Regional Housing Needs Assessment (RHNA) allocations for permanent affordable housing for those individuals with extremely low and very low incomes.	22.1 Build partnerships between supportive service providers, affordable housing developers, advocacy organizations, and city and county governments through existing organizations (such as The Kennedy Commission, Jamboree Housing, Orange County Community Housing Corporation, and shelter providers). 22.2 Hold a widely publicized joint meeting (involving the organizations in Action 22.1), where cities/county sign a resolution agreeing to meet RHNA goals within a specified timeframe.
23	Identify best practices and develop programs that remove barriers and provide incentives to assist “difficult to place” clients in existing private housing markets	23.1 Review existing effective practices such as the MHSA Full Service Partnership programs.
24	Develop housing locator services.	24.1 Identify the housing locator services that are currently available and explore ways of improving coordination among these groups; use master trainers to work with existing providers of this type of service. 24.2 Consider a web-based housing search tool that could be used by both clients and case managers.
25	Work in partnership with cities and counties to reduce regulatory barriers to affordable housing development and to identify incentives for local municipalities, builders, and developers to create housing for extremely low and very low-income residents.	25.1 Promote and create new incentives to encourage partnerships between affordable housing developers/property managers, city/county governments, and supportive service providers. 25.2 Encourage non-profit housing developers to apply for Community Housing Development Organization (CHDO) status. This puts such agencies on a “preferred provider” list for affordable housing projects being considered by particular jurisdictions. 25.3 Work with affordable housing developers to create projects appropriate for the MHSA Housing Program.
26	Adopt a “Housing First” philosophy for homeless individuals with disabling conditions (or conditions that impact their ability to remain housed).	26.1 Identify those with serious mental illness, substance abuse issues, physically disabling conditions and other serious disabilities. 26.2 Set up a system whereby those individuals identified are channeled directly into permanent supportive housing.
27	Establish a move-in assistance program.	27.1 Provide a countywide fund to assist shelter graduates and homeless clients with first/last month’s rent, deposit, furniture, and household supplies.
28	Provide technical assistance for	28.1 Identify the types of technical assistance needed.



**Goal #5: Develop permanent housing options linked to a range of supportive services**

#	Strategy	Implementation Action
	service providers.	28.2 Identify appropriate individuals or organizations to provide the technical assistance.

STRATEGY # 20: The existing homeless funding model from both public and private sources focuses almost exclusively on emergency and transitional shelters and service provision within that paradigm. The purpose of this strategy is to expand regional planning efforts, funding, and resources toward increasing the supply of permanent affordable housing linked to supportive services, while maintaining the current supply of transitional housing.

STRATEGY # 21: Although public funding is currently the primary source of financing for permanent supportive housing programs, much of the homelessness prevention funding goes to shelter programs. Cost studies by the Corporation for Supportive Housing show that it costs about the same amount of money to house someone in stable supportive housing as it does for someone to cycle through the shelter and crisis care system.

Permanent Supportive Housing for homeless individuals living with serious mental illness can be funded (in part) with the Housing component of the Mental Health Services Act. Orange County has been allocated approximately \$33 million to develop projects for this target population. The projects must be submitted by OC Behavioral Health Services, housing developers, and other interested parties who work with the County Mental Health Director to develop project proposals.

STRATEGY # 22: In California, cities and counties are required by law to determine their community's housing needs and to document those needs in a written record known as a "housing element". Although typically a long and complex document, a housing element basically outlines a community's housing needs at all income levels, from extremely low incomes to above moderate level incomes. These needs are calculated based on a variety of factors (including size of the community, demographics, available open land, percentage of existing housing and commercial properties). The resulting number is known as a Regional Housing Needs Assessment (RHNA). The numbers calculated for a housing element are usually considered current for between five and eight years, and are reviewed by the State Housing and Community Development Department. Jurisdictions that are out of compliance with their housing element are subject to State action and civil legal action.

However, even though RHNA numbers are so central to solving the permanent housing crisis in Orange County, housing elements are still a highly complicated and little known or understood tool to assist in planning for housing at all income levels. Further, given that the housing element planning and development process only occurs every five to eight years, the consequence of not engaging all potential stakeholders is the continued growth of the homeless and precariously housed members of our communities. The long lead-time for planning housing projects exacerbates the problem.

STRATEGY # 23: As described earlier, ending homelessness for the chronically homeless population in particular will require addressing not only their housing needs but also their service requirements. Housing First programs across the country provide successful models to guide local efforts. Moreover, funding opportunities exist, particularly through California's Mental Health Services Act (Proposition 63), to develop supportive housing to serve many of Orange County's homeless community. Collaborative relationships between developers and providers to address the comprehensive support requirements of these "difficult to place" clients must be encouraged and sustained.

STRATEGY # 24: Some shelter case managers already provide housing locator services to their clients and have specific experience with this process. These core staffers could act as master trainers to staff with the other homeless service providers. Alternatively, similar services could be handled by a small group of specially trained staff stationed within a central referral bank, such as 2-1-1 Orange County.

STRATEGY # 25: One of the more significant factors limiting more housing developments (as cited by both housing advocates and housing developers) is the volume of State and local development and land-use regulations. The more regulations that developers must comply with, the less likely it is that a housing development will materialize unless it is highly profitable to the developer. By definition, housing developments that are intended to be affordable to residents at the low end of the local income range will not be profitable. This strategy is intended to bring the various housing development stakeholders together with city and county planning policy makers to determine the best ways to create incentives for affordable development, with a focus on serving very low and extremely low income residents (as defined by the State income standard).

STRATEGY # 26: The "Housing First" philosophy is based upon the premise that placing a client in permanent housing as quickly as possible provides the stability that the client needs to be able and willing to receive supportive services, and for those services to be effective. The goal of this strategy is to ensure permanent housing with supportive services for those clients with a "disabling condition" (including physical and/or mental health issues and addictions) that is likely to be long-lasting and impact their ability to remain housed.

STRATEGY # 27: The purpose of this strategy is to assist clients with the initial expenses and supplies required to move into an apartment. Move-in assistance would include first and last month's rent plus a security deposit, deposit funds for utilities to be turned on, furniture and household supplies, and assistance with moving belongings. These funds could be disbursed through existing programs or a new fund could be established. The key to this strategy is that the required funding be made available to the client in need without delay.

STRATEGY # 28: Although there are many successful shelter providers and housing developers that have permanent supportive housing, additional assistance is needed to ensure that more agencies have the capacity to develop supportive housing.

**Goal #6: Ensure that people have the right resources, programs and services to remain housed**

#	Strategy	Implementation Action
29	Identify and enhance employment and training that enables homeless adults and youth to secure living wage jobs.	29.1 Provide career counseling and job development assistance. 29.2 Offer a declining subsidy for housing to allow an individual to afford housing while in school or being trained.
30	Increase and coordinate benefits and services provided by mainstream government programs, e.g., use a navigator to lead the client through the benefits acquisition process.	30.1 Systems Navigators have been used by the Mental Health Services Act programs provided in Orange County as well as in other U.S and foreign jurisdictions. Study these successful models to see how they could be implemented for this target population.
31	Increase and support communication between service providers.	31.1 Reward collaborative efforts amongst service providers and support excellent model programs.
32	Increase options for transportation to services, work, and school.	32.1 Given the inadequate public transportation system and the large size of the County, find innovative ways to meet transportation needs. Examples might be: carpooling, and paying for gas and basic car repairs.
33	Increase the supply of and access to affordable childcare for homeless and at-risk families.	33.1 Explore babysitting cooperatives and partial subsidies for childcare expenses.
34	Develop/implement model performance standards for supportive services.	34.1 Review existing performance standards and compare to models that have been effective.
35	Increase the supply of and access to legal services related to housing and homeless issues	35.1 Work with Orange County Public Law Center to identify and coordinate the pro bono services of local attorneys.
36	Develop a housing scholarship fund to support declining rental subsidies for clients.	36.1 Engage local philanthropists and corporate foundations to leverage their resources and reach out to others to establish the fund.
37	Expand case management and other supportive services to individuals after they move into permanent housing.	37.1 Review eligibility requirements for case management services and explore sources of funding to expand length of client eligibility for such services.

STRATEGY # 29: The unemployment and underemployment of many Orange County residents is a major contributing factor for homelessness. Identifying programs focused on job training for all segments of the homeless will support the objective of providing adequate financial resources to sustain housing. This strategy encourages participation in effective short-term certificate programs through community colleges, Regional Occupation Programs, and adult school programs so the individuals can regain employment or increase wages as soon as possible.

STRATEGY # 30: An inventory of government resources and a process for accessing them must be developed. The complexity of programs and resources, and the means of access to them, requires a knowledgeable and focused advocate to navigate the maze of services. Types of public assistance include General Relief, Food Stamps and CalWORKS. (The CalWORKs program provides

temporary financial assistance and employment-focused services to families with minor children who have income and property below State maximum limits for their family size.)

Coordination of services and access to those services is currently inefficient at best. To prevent duplication and increase access to various important services needed to sustain housing, service providers must coordinate their efforts. Doing so will not only increase the effectiveness of programs county-wide, but is fiscally responsible, saving tax and donor dollars.

STRATEGY # 31: Sharing the expertise of experienced providers and developing mentors for newer providers will result in the development of new resources and better utilization of existing resources.

Coordinating regional communication and collaboration among service providers and government agencies will decrease duplication of services and promote best practices and mentoring opportunities. In addition, this type of coordination should result in cost-savings for the agencies providing the services.

One way to increase coordination/collaboration is to find ways to reward such efforts among service providers. Another way is to support the implementation of excellent model programs.

STRATEGY # 32: Employment programs, benefits and education will require access to transportation services. Without transportation or location of services in accessible places, clients will be unable to improve their situations.

STRATEGY # 33: Critical to family self-sufficiency is access to quality and affordable child care. In addition, breaking the cycle of poverty will not occur if children do not have access to quality early childhood learning. Stipends for childcare, as well as development of child care centers are critical to family success. Families will require access to subsidized child care to allow them to benefit from mainstream resources.

STRATEGY # 34: While supportive services appear to be the key to successful housing stability, the range, cost, and quality of these services varies widely. Developing "Best Practices" models will provide a template for quality and achievement, and measuring success will be more consistent.

STRATEGY # 35: Knowledgeable advocates and access to legal resources will be required to sustain and promote the successful re-housing of many clients, since many low-income individuals are unaware of their legal rights with respect to housing and the obligations of landlords.

STRATEGY # 36: Financial support for housing subsidies must be developed, as well as incentives for stability and successful re-housing.

STRATEGY # 37: Tracking clients for a two-year period after they move into permanent housing should be the evaluation target. Many chronically homeless will require on-going lifelong support to ensure that they remain housed and many

special needs populations will require varying levels of support over their lifetimes to maintain permanent housing. This will require an on-going investment in supportive services. Others may access services if they are knowledgeable about the availability and encouraged to connect with service providers once they move into permanent housing.

**Goal #7: Improve data systems to provide timely, accurate data that can be used to define the need for housing and related services and to measure outcomes**

#	Strategy	Implementation Action
38	Ensure that County agencies contribute data to the countywide centralized homeless information system.	<p>38.1 Build an internal “data mart” structure for the County’s centralized intake process across its agencies including but not limited to Social Services Agency and the Health Care Agency and others as appropriate.</p> <p>38.2 Convert County legacy applications to an intranet-based case management system.</p> <p>38.3 Create a process for aggregating and transmitting anonymous data in a format compatible with the centralized homeless information system.</p> <p>38.4 Remove confidentiality barriers between agencies while complying with all applicable Federal and State regulations (e.g., HIPAA).</p> <p>38.5 Facilitate the blending of existing County referral resources into 2-1-1 in a format that encourages broader access.</p>
39	Use the Central Registry to track a client from point of entry to obtaining permanent housing, and any follow-up services provided for at least one year after placement in permanent housing. This system should have the ability to track individuals who have been turned away.	<p>39.1 Design and build a system with multiple data functions, including the HUD required universal data elements.</p> <p>39.2 Develop a strategy with service providers to ensure the collection of follow-up data on clients six and twelve months following exit from program.</p> <p>39.3 Allow for the tracking and communication of real time shelter bed availability.</p>
40	Increase countywide participation in data collection by using: incentives, marketing, system improvements, and other strategies.	<p>40.1 Work with other data collecting agencies to streamline the collection process to provide incentives by reducing the data collection burden.</p> <p>40.2 Align local funder reporting requirements with regional data collection system.</p> <p>40.3 Design reporting in such a way that it meets multiple provider needs.</p> <p>40.4 Communicate provider participation, as well as regional demographic and performance data to local funding agencies.</p> <p>40.5 Improve the system of data collection by expanding the ways that agencies provide data collection through direct data entry, data migration, and data collection through paper intake.</p> <p>40.6 Remove cost barriers to participation.</p> <p>40.7 Implement system improvements related to ad hoc reporting, and user friendly/intuitive interface.</p>
41	Support the federally mandated Point-In-Time homeless count and survey.	<p>41.1 Improve the process of identifying locations where the homeless congregate during the counting period.</p> <p>41.2 Improve engagement of local jurisdictions and discharging institutions in including their populations.</p>

**Goal #7: Improve data systems to provide timely, accurate data that can be used to define the need for housing and related services and to measure outcomes**

#	Strategy	Implementation Action
		<p>41.3 Consideration of more frequent Point-In-Time Counts to minimize the effects of specific 'day of' phenomena (such as rain) on the results.</p> <p>41.4 Improve engagement of currently homeless residents in identifying the homeless and conducting survey interviews.</p> <p>41.5 Conduct counts as frequently as needed to accurately reflect the county's homeless population.</p>
42	Link existing data repositories.	<p>42.1 Initiate discussion with external data collectors, to facilitate better client information and service provision and increase participation in the countywide centralized homeless information system.</p> <p>42.2 Data should be passed electronically between systems to avoid duplication.</p>
43	Engage local universities to conduct academic research to study efficacy of local homeless programs.	43.1 Identify appropriate faculty and graduate students who might be interested in this area of research.
44	Identify consistent measures of success and educate service providers and funders about them.	<p>44.1 Design pre- and post-assessment tools for each client to measure impact of program/services.</p> <p>44.2 Implement strategies that encourage utilizing pre- and post-assessments.</p>
45	Produce an annual report that provides an aggregate picture of the Orange County homeless population demographics, services received, goals achieved, recidivism, and stabilization in permanent housing.	45.1 Utilize the data in the countywide centralized homeless information system to increase interagency communication about and effectiveness with common populations through data matching and sharing.
46	Facilitate the collection of key public service data (e.g., ER, police) to measure cost/benefit of interventions.	46.1 Link with Ten-Year Plan Board and encourage its participation in gathering key public service data related to the cost of serving the homeless population (i.e., police, fire, and other public service data).

STRATEGY # 38: is aimed at coordinating the various County reporting systems so that the same information is collected and stored in a manner that can benefit cross agency communication within the County and add to the countywide homeless information system. This includes incorporating County public data repositories with the countywide CMIS.

STRATEGY # 39: is intended to increase the ability of the service providers, funders, and the community at large to learn about the system of care for homeless individuals and families. Ultimately, the information gathered in this system will be used by evaluators to determine the most effective ways to serve this population.

STRATEGY # 40: involves focusing on increasing the number of service providers that submit data to the countywide CMIS. With the increase in data in the system, the reports and findings derived from the data will be more meaningful and present a more accurate picture of the homeless population and the service intervention models.



STRATEGY # 41: includes strategies that will improve the homeless count and survey. Conducting a count is a HUD requirement and must be maintained. However, once the level of reporting into the countywide CMIS increases, this will be the most accurate way to understand the size and demographics of the county's current homeless population.

STRATEGY # 42: consists of linking the existing databases within the County to reduce the data entry burden, increase the completeness of the information system, and provide a more thorough picture of the services provided to the homeless.

STRATEGY # 43: targets local universities to analyze the homeless data collected in CMIS to assist the community, funders and providers in better understanding the effectiveness of various interventions on different populations.

STRATEGY # 44: concentrates on establishing a consistent way in which providers can measure their programs. By working with the local universities and service providers to design and implement pre and post tests that all providers can use will lend credibility to the analysis performed.

STRATEGY # 45: provides information to the community on the strategies and success of cities, counties, and service providers to serve the homeless community.

STRATEGY # 46: lays the groundwork for preparation of a cost/benefit analysis focused on prevention services and supportive housing models.

**Goal #8: Develop the system and organizational structures to provide oversight and accountability**

#	Strategy	Implementation Action
47	Establish a Ten-Year Plan Board with paid staff to provide strategic leadership, communicate best practices, monitor outcomes, and report results.	<p>47.1 Advocate for each city in Orange County to sign off in support of the regional Ten-Year Plan and develop a set of local strategies to implement The Plan.</p> <p>47.2 Bring public agencies (county, city, state, and federal) together to regionally plan and coordinate efforts to maximize available government assistance.</p>
48	Create and maintain implementing groups for each of the following goal areas: Data* Homelessness Prevention* Outreach* Emergency Shelter and Access* system Transitional Shelter * Permanent Housing * Resources to Remain Housed* Advocacy*	<p>48.1 The Ten-Year Plan Board will schedule report submittal and presentations from each implementing group. These reports shall detail the progress made toward completing strategies and implementing actions as defined in the Ten-Year Plan.</p> <p>48.2 The Ten-Year Plan Board and each implementation group will engage the faith-based community in collaborative efforts to align the faith-based community's resources and missions with opportunities to fill unmet gaps.</p> <p>48.3 The Ten-Year Plan Board will work with the implementing groups to ensure that standards of client responsibility and accountability have been established.</p> <p>48.4 It will also work with the implementing groups to ensure the development of shelter standards for both agency accountability practices and service delivery. The standards shall include a process for clients and/or stakeholders to file complaints.</p>
49	Align Continuum of Care priorities with the strategies identified in The Plan.	<p>49.1 Staff will ensure coordination and collaboration between Continuum of Care and Ten-Year Plan to End Homelessness Board and Implementing Groups.</p>

STRATEGY # 47: This strategy establishes a Ten-Year Plan Board of community leaders to provide strategic direction, oversight, and advocacy for the Plan.

STRATEGY # 48: Coordinating and reporting on the progress in implementing the goals and strategies as defined in the Ten-Year Plan will be the major task of Implementation Groups. Members of these groups will work with the professionals that are providing the services to the at-risk and homeless populations.

STRATEGY # 49: Ensuring that the work of the CoC and the Ten-Year Plan to End Homelessness are explicitly linked and work in concert will be critical in maximizing the amount of grant awards received from HUD. It will be important to utilize these HUD funds for activities that coordinate with and support the Ten-Year Plan to End Homelessness.



**Goal #9: Advocate for social policy and systemic changes necessary to succeed**

#	Strategy	Implementation Action
50	Educate the public that it is in their best interest, both financially and socially, to end homelessness.	50.1 Emphasize the cost-effectiveness of ending homelessness. 50.2 Emphasize the effectiveness and societal benefits of proven programs.
51	Create incentives for local government and business to support policy to end homelessness.	51.1 Engage local community advocates and the local policymakers in a collaborative effort to overcome misconceptions about homelessness that may have previously discouraged substantive policy change.
52	Implement a broad program to engage local organizations, faith-based organizations, neighborhood associations and the public in supporting proven solutions to ending homelessness.	52.1 Establish a website that can be used to disseminate information, report on progress, and obtain feedback from stakeholders.
53	Work with appropriate agencies and entities to find a balance between public safety needs and quality of life issues for all residents.	53.1 Host an annual homeless summit bringing together elected officials, national advocates, service providers, funders, and government agency representatives (city, county, state, and local) to discuss progress and future strategies.
54	Have subject area experts, including those from economics, education, and housing, provide the technical assistance needed to be successful.	54.1 Identify areas where TA is needed. 54.2 Identify and contact subject matter experts. 54.3 Chair of the Implementation Group for goal # 9 assigns members of the Implementation Group to work with subject matter expert.

**STRATEGY # 50:** It is important to raise the public awareness of the costs and consequences of homelessness. Further, Federal homeless services funding is now primarily intended for the expansion of permanent housing opportunities, rather than temporary shelter housing options. Many private funders are also making a shift in their giving policies of a similar nature. In order for local communities to take advantage of these funding opportunities, there needs to be a stated and proven commitment to ending homelessness through the creation of more permanent housing options.

**STRATEGY # 51:** Local jurisdictions are usually not aware of providers and programs that serve the homeless, both in their community as well as on a larger regional basis.

With this in mind, a small group of local experts from across the homeless service provider and advocacy community can assist in doing an inventory of the available housing and services for the homeless in a particular area, keeping in mind the larger Ten-Year Plan regional re-housing philosophy. If an inventory shows particular housing and service gaps, the jurisdiction should work with the local providers to help fill those gaps.

Those same local providers are encouraged to comprise a speakers' bureau to offer trainings to government staff, elected officials, and community members

about what local and regional services are available to serve their community's homeless population. Such presentations might also include the financial and social benefits of ending homelessness. This approach can both engage the local community advocates and the local policymakers in a collaborative effort to overcome misconceptions about homelessness that may have previously discouraged substantive policy change.

STRATEGY # 52: Although the Ten-Year Plan governing structure includes Implementation Groups with representatives from a number of community organizations, there also needs to be a mechanism for encouraging regular communication among providers and other organizations to be sure that the Ten-Year Plan goals are implemented, and in a way that includes all of the critical stakeholders. Further, increased collaboration decreases the likelihood of duplicated services or the diversion of grant funds away from the core mission of the Ten-Year Plan. A central organizing entity needs to take responsibility for this strategy so that there can be continuity in the collaborative effort. In addition, this central entity can act as a main educational resource to the community organizations when they need information to create or support new initiatives. A website should be established to serve as a central point of contact and information.

STRATEGY # 53: Recognizes the concerns of residents of our community who are securely housed. There are many similarities among various communities and there are best practices from other areas that can be successfully implemented in Orange County. Holding an annual summit that includes local providers, advocates and policy makers in a conversation with experienced colleagues from other parts of the country would bring a higher level of sophistication to the homelessness prevention efforts in Orange County.

STRATEGY # 54: Acknowledges that there are others in our community who are experts in relevant areas, whose research and experience can help to develop policies and advocate for their implementation. Most research regarding homelessness prevention and programs comes from HUD-sponsored projects, designed and implemented by a select number of researchers. Although that research is incredibly valuable, there is little in the way of local evaluation or demographic research other than the two primary HUD-mandated research sources – the HMIS client data software and biennial Point-In-Time homeless counts.

Using the national data as a guide, the community needs to engage the County's local research institutions in research about homelessness in Orange County. This would enable policy makers and service providers to have specific information about the population they are serving. It would also allow tracking of local trends and changes over time.

## **G. Other Special Needs**

### **1. Substance Abuse Services**

The County of Orange is the primary provider of substance abuse services. The County provides a range of outpatient and residential treatment programs, including crisis intervention, assessment and evaluation; and counseling. Specialized programs provide services for pregnant and parenting women, persons who require methadone maintenance and detoxification, adolescents, persons who have been dually diagnosed with substance abuse and mental health problems, and individuals referred by the Orange County Drug Court.

The City of Irvine is served by an outpatient clinic in Aliso Viejo. In addition, there are 21 residential treatment facilities throughout the County. The City has assigned a medium priority to this need category, based on existing programs and other funding sources. The City will consider support for a program that meets this need if it supplements the existing programs.

### **2. Services for the Disabled**

The Dayle McIntosh Center, located in Garden Grove, is the primary provider of services to the disabled in the area. The Center receives funding from the State Department of Rehabilitation and is designated as a one of the twenty-nine Independent Living Centers (ILCs) in the state. These centers are dedicated to the ideal that communities become fully accessible and integrated so that all persons with disabilities can live, work, shop and play where they choose, without barriers. Dayle McIntosh provides a variety of services including advocacy, counseling, and vocational services.

Residents of Orange County with developmental disabilities, such as mental retardation, cerebral palsy, epilepsy, and autism, are also served by the Regional Center of Orange County.

In addition, the State administers the In-Home Supportive Services Program that helps pay for services so that clients can remain safely at home as an alternative to expensive out-of-home care, such as nursing homes or board and care facilities. Types of services include housecleaning, meal preparation, and personal care services.

Given the existing level of service and funding, the City has set this need category as a medium funding priority, where it will consider supporting programs that complement existing services.

### **3. Accessibility Needs**

The Americans with Disabilities Act (ADA) recognizes and protects the civil rights of people with disabilities. Local jurisdictions (Title II) and Nonprofits (Title III), as well as other entities covered by the ADA, must ensure that the facilities they build or alter are accessible to people with disabilities. The highest degree

of accessibility is required in new work, at the time when it is most cost-effective to incorporate accessible design features.

If a covered entity alters an existing facility or part of a facility, the altered area must be accessible to and usable by people who have disabilities to the maximum extent feasible. Alterations must follow the ADA Standards for Accessible Design unless compliance is technically infeasible. Where the nature of an existing facility makes it virtually impossible to comply with all of the accessibility standards applicable to planned alterations, any altered features of the facility that can be made accessible must be made accessible. Program accessibility is a provision of the ADA and Department of Justice (DOJ) Title II regulations and applies to the existing facilities and programs of a jurisdiction.

Persons who are physically disabled, including blindness and persons who suffer from brain impairments due to diseases or accidents, often face accessibility issues. The Americans with Disabilities Act of 1991 provides comprehensive civil rights protection to persons with disabilities in the areas of public accommodation, employment, state and local government services, and telecommunications. The design, implementation, and maintenance of all park facilities must comply with ADA; persons of all abilities must have the opportunity to participate in recreation activities.

Under the Americans with Disabilities Act (ADA), the City is charged to ensure that individuals with disabilities are not excluded from services, programs, and activities because existing buildings are inaccessible. ADA compliance is a concern of the Consolidated Plan as many persons with disabilities qualify as low and moderate income. The City is working to assure compliance with this important legislation and has assigned this category of need a high priority.

#### **4. HIV/AIDS Centers & Services**

The dominant definition of HIV/AIDS has been developed by the Centers for Disease Control (CDC) in the United States. The CDC offers the following non-technical summary:

AIDS stands for Acquired Immunodeficiency Syndrome. A human immunodeficiency virus (HIV) infected person receives a diagnosis of AIDS after developing one of the CDC defined AIDS indicator illnesses. An HIV-positive person who has not had any serious illnesses also can receive an AIDS diagnosis on the basis of certain blood tests (CD4+ counts).

A positive HIV test result does not mean that a person has AIDS. A diagnosis of AIDS is made by a physician using certain clinical criteria (e.g., AIDS indicator illnesses). AIDS is a specific group of diseases or conditions which are indicative of severe immunosuppression related to infection with the HIV. There may be many different factors causing or contributing to the severe immunosuppression.

Assessing the needs of Orange County residents in relation to HIV and AIDS is an ongoing process. One might suggest that to the degree residents engage in HIV risk behaviors, there is a need for HIV prevention and related services. However, estimating the extent of need is challenging.

In Orange County, the HIV Planning and Coordination Unit (HIVPAC) coordinates HIV/AIDS care, treatment, and support services and HIV/AIDS prevention services for the County of Orange. HIVPAC receives Federal and State HIV/AIDS grants and subcontracts the funds to Agency programs and community-based organizations. HIVPAC recommends HIV/AIDS-related policies to Health Care Agency administration.

The HIV Planning and Coordination Unit is essential to the continued coordination of a public health response to the HIV/AIDS epidemic in Orange County. It is the only entity, public or private, that is charged with this responsibility. HIVPAC ensures that persons at high risk for contracting or transmitting HIV are targeted for HIV prevention education, and that persons living with HIV disease receive the medical and support services they need. HIVPAC's mission is to prevent the transmission of HIV, to encourage early intervention for those already infected, and to ensure that persons living with HIV have access to needed health care and services.<sup>6</sup>

Although the HIVPAC is responsible for the coordination of all HIV/AIDS care for the County, the City will working with agencies that provide referral or case management services in collaboration with HIVPAC. The City has assigned this category of need as a medium priority.

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<sup>6</sup> Orange County HIV Planning and Coordination Unit

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## **VII. Non-Housing Community Development Needs Assessment**





## **VII. Non- Housing Community Development Needs Assessment**

### **A. Introduction**

The Consolidated Plan regulations require an assessment of “non-housing community development needs.” The City of Irvine is committed to developing effective investment strategies to meet these needs using the City’s Community Development Block Grant (CDBG) fund. This section is presented in the following order:

- The City’s methodology for determining priorities among the several competing community needs;
- The three funding priority levels and their meaning;
- An overview of the CDBG program and eligible uses of funds;
- The City’s community development needs, including infrastructure improvements, facilities, public services, accessibility improvements, and economic development needs; and
- Consolidated Plan Table 2B. This table summarizes all of the non-housing community needs and the City’s 5-year funding strategy for Consolidated Plan funds.

### **B. Methodology**

The City used several data sources to assess its non-housing community needs. The 2000 U.S. Census data and the 2006-2008 U.S. Census American Community Survey (ACS) were the primary sources for demographic data. Information on local economic conditions was obtained from the County of Orange and the State of California. As required by Federal regulations, the City consulted local service providers to obtain input. The first-hand knowledge of local community development professionals, including City staff and non-profit advocacy groups, made a significant contribution to the assessment. In addition, the City conducted a Community Needs Survey to gather public opinion.

### **C. Funding Priority Levels**

Consolidated Plan funds are limited and are not sufficient to meet all of a community’s needs. Therefore, it is necessary that the City assign relative priorities to each need, and use its limited resources to address the highest priorities. The City has assigned one of the following Priority levels to each possible use of funds:

- High Priority: A high priority indicates the City will use Consolidated Plan funds to implement programs and projects to address this need;
- Medium Priority: A medium priority indicates the City acknowledges a need exists but that the need level is relatively low compared to other needs and / or the need is being addressed by another program or funding source. The City

will partner with other agencies and organizations to apply for additional funding; and

- Low Priority: A low priority indicates that the City does not perceive a need for this type of service or program.

#### D. The CDBG Program

This section provides a brief overview of the CDBG Program as it is the primary funding source utilized by the City for non-housing community and economic development activities related to this Consolidated Plan. The CDBG statute calls for program funds to be used to develop viable communities through the provision of decent housing, a suitable living environment and expanded economic opportunities, primarily for persons of low and moderate income. To achieve these ends, the statute requires that activities funded through CDBG meet one of three national objectives:

- Benefiting low- and moderate-income (LM) persons.
- Preventing or eliminating slums or blight.
- Meet urgent needs.

##### 1. Activities Benefiting Low- And Moderate-Income Persons

**LMA - Area Benefit Activities:** An activity with benefits available to all residents in a particular area where at least 51 percent of the residents are low- and moderate-income persons. Typical area benefits include Street Improvements; Water and Sewer Lines; Neighborhood Facilities; and Façade Improvements in Neighborhood Commercial Districts.

**LMC - Limited Clientele Activities:** An activity that provides benefits to a specific group of persons of which at least 51 percent of the beneficiaries are low- and moderate-income persons.

Presumed Group: An activity that benefits clientele who are generally presumed to be principally low- and moderate-income persons. (Presumed groups: abused children, battered spouses, elderly persons, adults who are severely disabled, homeless persons, illiterate adults, persons with AIDS, and migrant farm workers).

Activities that would be expected to qualify under the LMC Presumed Group subcategory include construction of a senior center, public services for the homeless, assistance to LM persons developing a micro-enterprise, Meals on Wheels for the elderly; services for battered and abused spouses or children; or construction of job training facilities for severely disabled adults.

Requiring Income Documentation: An activity that requires information on family size and income to document that at least 51% of the clientele are persons whose income does not exceed the low- and moderate-income limits.

*Programs Limiting Services to Low- and Moderate-Income:* An activity that has income eligibility requirements which limit the activity exclusively to low- and moderate- income persons, or is of such a nature and location to limit services to primarily low- and moderate-income persons.

**LMJ - Job Creation or Retention:** An activity that directly creates or retains permanent, full-time equivalent jobs. Activities that could be expected to create or retain jobs include the construction by the grantee of a business incubator that is designed to offer both space and assistance to new, small businesses, to help them survive and perhaps even expand; loans to help finance the expansion of a plant or factory; financial assistance to a business, which has publicly announced its intention to close, and to help it update its machinery and equipment to remain open; and improvement of public infrastructure as needed by a company to comply with environmental laws to avoid closure.

## **2. Activities Preventing or Eliminating Slums or Blight**

The second of the CDBG national objectives has its roots in the Urban Renewal program, one of the major Federal programs that were terminated and replaced with the CDBG program upon its formation in 1974. Although the vast majority of persons who resided in the areas that qualified for assistance under the Urban Renewal program were LM, the principal focus of that program lay in eliminating major slums and other areas of blight within the community and preventing the return of blight to treated areas.

Because of some concerns that the CDBG program might not allow the continuance of the type of projects that were funded under Urban Renewal, provision was made for this through the inclusion of the national objective concerning slums and blight. The subcategories under this national objective are:

*SBA – Slum or Blighted Area Activities:* An activity serving to improve an area in which documented conditions of slums or blight exist.

*SBS - Slum or Blight on Spot Basis Activities:* An activity outside of a slum and blighted area designed to address imminent safety hazards.

## **3. Activities Designed To Meet an Urgent Need**

To comply with the national objective of meeting community development needs having a particular urgency, an activity must be designed to alleviate existing conditions that the grantee certifies:

- Pose a serious and immediate threat to the health or welfare of the community;
- Are of recent origin or recently became urgent;
- The grantee is unable to finance the activity on its own; and
- Other resources of funding are not available to carry out the activity.

Example: a major catastrophe such as a flood or earthquake that threatens the community's residents with the spread of serious disease. The community's other resources may well be depleted and other Federal programs may not be sufficient to cover all the costs associated with this public health threat.

#### **E. Community Development Priority Needs**

The CDBG regulations categorize the types of programs and projects that are eligible for the funds. This assessment examines the following need categories: Economic Development Community Improvements; Community Facilities; Community Services; and Special Needs. Each need category is defined below.

##### **Economic Development**

Activities or improvements designed to support, increase, or stabilize business development, as well as to create or retain jobs, or expand the provision of goods and services (e.g., small business incubators, commercial and industrial development, loans to for-profit businesses, infrastructure improvements specific to expanding or creating business development).

##### **Community Improvements**

Community Improvements are public improvements that support existing or future community development that benefits an entire area or site (e.g., roads, curbs, gutters, sewer systems, street lighting, bridges, etc.).

##### **Community Facilities**

Community Facilities includes the construction or rehabilitation of structures or facilities that house a public use. Facilities used for the general conduct of government are ineligible for CDBG assistance except under certain circumstances, such as the elimination of material or architectural barriers to ADA accessibility.

##### **Community Services**

Community Services includes activities that provide services to individuals and/or households (e.g., job training, child care, graffiti removal, etc.).

##### **Special Needs**

Special Needs includes activities that provide for the disabled, victims of domestic violence, homeless persons, services for persons with HIV/AIDS and services for neglected and abused children.

#### **F. Infrastructure Improvements**

The Infrastructure category looks at all public improvements that support existing or future community development benefitting an entire area or a particular site (e.g.,

roads, curbs, gutters, sewer systems, street lighting, bridges, etc.). For the City of Irvine, the community infrastructure improvements are a low priority for Consolidated Plan funds. The City is fortunate that its existing infrastructure is either fairly new or well maintained. New infrastructure is included in the cost of developments. The only situation where the City would need to use Consolidated Plan funds for infrastructure would be in conjunction with the development of affordable housing site improvements.

Table 7.1 provides the results of the Needs Assessment Survey that was distributed. Based on the Rating Averages, the residents of Irvine indicated that infrastructure improvements were determined to be a low priority need.

**Table 7-1  
Infrastructure Survey Results**

<b>Infrastructure</b>						
<b>Answer Options</b>	<b>No Need</b>	<b>Low Need</b>	<b>Medium Need</b>	<b>High Need</b>	<b>Rating Average</b>	<b>Response Count</b>
Drainage Improvements	11	16	15	7	2.37	49
Water/Sewer Improvements	11	14	15	10	2.48	50
Street Improvements	10	14	14	12	2.56	50
Street Lighting	12	9	12	17	2.68	50
Sidewalk Improvements	12	15	15	8	2.38	50

Table 7-2 indicates which agencies provide services to eligible census tracts located with the City.

**Table 7-2  
Infrastructure Providers in Irvine**

<b>Responsible Agency</b>	<b>Infrastructure/Services Provided</b>
City of Irvine Public Works	Streets, sidewalks, curbs and gutters, local storm drains
Orange County Flood Control District	Regional flood control facilities
Irvine Ranch Water District (IRWD)	Local Sewage collection
Orange County Sanitation District	Regional sewage collection and treatment
Waste Management of Orange County	Collection of residential refuse and recyclable materials. Collection of all other refuse and recyclable materials.
Irvine Ranch Water District (IRWD)	Domestic water service

Source: City of Irvine

## **G. Community Facilities**

A principal goal of the Consolidated Plan is to develop viable urban communities by developing a suitable living environment. A suitable living environment also includes community (public) facilities that add to the quality of life for a community's residents. In terms of the Consolidated Plan, public facilities include Park and Recreational Facilities, Community Centers, Health Care Facilities, as well as Fire Stations, Libraries, and Public Parking Facilities.

Some city residents are from low- and moderate-income households with annual incomes between 50-80 percent of the area median income. Households with limited resources face great difficulty in meeting everyday needs and maintaining a safe, healthy community and suitable standard of living.

The use of funds to construct, expand and renovate public service facilities contributes a great deal to the quality of life in these households. By making it possible for communities to provide health, recreational, and safety services to their residents, the City of Irvine's program activities are an important tool for enhancing the livability of the City's lower income households and communities. The provision of these services eases the burden of low- and moderate-income households that must struggle to meet the needs of their families.

Table 7.3 provides the results of the Needs Assessment Survey for the Community Facilities category.

**Table 7-3  
Community Facilities Survey Results**

<b>Community Facilities</b>						
<b>Answer Options</b>	<b>No Need</b>	<b>Low Need</b>	<b>Medium Need</b>	<b>High Need</b>	<b>Rating Average</b>	<b>Response Count</b>
Senior Centers	7	9	19	17	2.88	52
Youth Centers	4	6	19	21	3.14	50
Child Care Centers	9	10	16	14	2.71	49
Parks & Recreation Facilities	6	7	19	17	2.96	49
Health Care Facilities	8	4	16	23	3.06	51
Community Centers	1	6	9	13	2.17	29
Fire Stations	3	6	17	26	3.35	52
Libraries	4	13	12	23	3.04	52

## 1. Health Care Facilities

The availability of public health care facilities is a necessity in jurisdictions of any size. Such agencies regulate health care standards throughout the jurisdiction, monitor trends in health indicators such as rates of infectious disease and injury, and provide needed medical care to poor households.

There are several existing health care programs operating within the City and throughout Orange County. Below is a short summary of the major programs that serve lower income clientele and major hospitals in proximity to the City. The City considers this category a medium priority relative to other community needs.

### a. County Community Nursing Program

Public Health Nursing provides nursing services in the home and community with a focus on communicable disease investigation, maternal health (high-risk and teen pregnancies), infant and child health (high-risk infants and children), adolescent and adult health.

b. County Medical Services for Indigents (MSI) Program

This program pays medical costs to hospitals, clinics, physicians, ambulance companies, home health providers, and other providers that serve eligible indigent patients. The program covers necessary medical care for Orange County residents ages 21 through 64 years who have no other financial resources for medical care. The scope of the Medical Services for Indigents program is limited to services that protect life, prevent significant disability or prevent serious deterioration of health. Eligibility is based on Medi-Cal criteria, with an income cap at 200% of the Federal Poverty Level.

c. Orange County Rescue Mission

This organization operates a mobile health clinic that reaches out to the homeless living on the streets to address health care needs in the poorest of communities. The program provides free medical care to those with minimal or no insurance coverage. Services include clinical evaluation, referral for diagnostic testing, and prescription treatment services. The clinic provides over 4,400 patient visits yearly throughout Orange County.

d. Hoag Hospital, Newport Beach

Hoag Memorial Hospital Presbyterian is a 409-bed acute care, not-for-profit hospital that provides advanced medical programs in many specialties. The Hospital's quality is endorsed by several healthcare industry organizations and continually recognized on local, regional and national levels. For eight consecutive years, Hoag has received the Consumer Choice Award from National Research Corporation (NRC) and is ranked among the top five percent of hospitals in the nation.

e. Hoag Regional Hospital and Medical Center

Irvine Regional Hospital and Medical Center is a full service, 176 private room hospital that is equipped to handle various inpatient and outpatient procedures. The hospital features an Intensive Care Unit (ICU), Progressive Care Unit and a separate outpatient surgery center for outpatient procedures.

f. Saddleback Memorial Medical Center, Laguna Hills

Saddleback Memorial provides 24-hour emergency and critical care in one of the state's most advanced critical care centers and 252 beds. Saddleback Memorial also offers a variety of health and wellness classes and programs. Tustin Hospital and Medical Center located in Orange County is a progressive, expanding acute care facility with 177 beds and a new Emergency Room. We are known for quality patient services and a friendly atmosphere.



g. Tustin Hospital and Medical Center, Tustin

Tustin Hospital and Medical Center is a progressive, expanding acute care facility with 177 beds and a new Emergency Room. The hospital is known for quality patient services and a friendly atmosphere.

h. Laguna Beach Community Clinic

Laguna Beach Community Clinic is a non-profit, community based clinic in Laguna Beach. The Clinic offers quality medical, dental and health education services for the uninsured. The clinic performs over 15,000 visits annually to residents throughout southern Orange County, including Irvine. The Laguna Beach Community Mobile Clinic is in the City of Irvine twice a week, providing women's health, emergent medical, dental and health services, and referrals.

i. Kaiser Permanente

Kaiser Permanente offers in patient services at the Irvine Medical Center. Irvine Medical Center opened in May 2008, at San Canyon and Alton Parkway. The facility includes a variety of services including: Cardiology, Emergency Department, Hematology, Newborn Nursery, and Radiology to name a few.

## **2. Fire Station and Equipment**

The Orange County Fire Authority (OCFA) operates eleven fire stations within the City of Irvine. OCFA responded to 28,125 incidents in Irvine in 2008. Funding for fire stations and equipment comes primarily from property taxes. As the City expands with new developments, the need for additional stations and equipment will increase. Funding for this additional capacity will be largely met by developer contributions. The Needs Assessment Survey results indicate that the need is a high need (rating of 3.35). The OCFA continues to increase the number of fire stations as the number of housing units increases. The number of fire stations increased during the prior Consolidated Plan period from 6 stations to the current 11 stations. Given this data and the alternative funding sources for the development of fire stations, the City has assigned this category of need a low priority.

## **3. Youth Centers**

The City of Irvine has a large youth population. According to the 2000 Census, 29 percent of the City's population was under age 19, representing a significant user group for dedicated youth facilities. According to the 2006-2008 ACS, it is estimated that the percentage has increased to 33.4 percent. The City uses park development fees and requires developers to provide parks and other facilities that are used by the youth of Irvine. The Needs Assessment Survey results indicate that the need is a high need (rating of 3.14). Although the City does not have a specific facility set aside for the exclusive use of youth, the majority of the general use buildings and schools host a wide variety of youth



activities. The City is continually increasing the number of community facilities that can be used by the City youth. Therefore, the City considers this to be a low priority relative to other community needs.

#### **4. Libraries**

The Orange County Public Library is a vast network of community-focused facilities that are needed to meet the informational, educational and recreational needs of a highly diverse public. They operate 33 branches throughout the County, including the unincorporated areas, the participating cities, as well as other entitlement cities in the region. Some of the services they provide to meet the information needs of specific target audiences include:

- Bookmobiles
- Books-by-mail – for residents of rural areas and to the homebound
- Audio Books-On-Tape (for a rental fee)
- Internet - public access to Internet information resources
- Literacy Centers

The three (3) Orange County public libraries located in the City of Irvine include Heritage Park Regional Library, Katie Wheeler Library, and University Park Library. The Needs Assessment Survey results indicate that the need is a medium need (rating of 3.04). With three (3) libraries servicing the needs of the residents of Irvine, the City considers this need to be a low priority relative to other community needs.

#### **5. Child Care Centers**

There are approximately 12,000 children under the age of five years in the City, according to the 2006-2008 ACS. This accounts for 6.9 percent of the total population. This is an increase from the 2000 census. To meet the needs of families with children, the City of Irvine has the largest number of child care centers in Orange County accredited by the National Association for the Education of Young Children (NAEYC). Overall, 42 childcare centers throughout the City serve infants, toddlers and pre-school aged children. The City has given a low priority for this category. However, the City recognizes the need for childcare centers will increase as the City continues to grow. The City will re-evaluate this category in the next Consolidated Plan period. The key subsidized childcare services are described below.

- a. The Irvine Unified School District Early Childhood Learning (ECLC) has a licensed capacity of 147 children and currently serves a total of 222 three and four year olds in Head Start and California State Funded preschool programs. Irvine Unified School District Head Start Preschools: These preschools provide child development services to preschool children ages 3-5 and assistance for families. For the children, the schools provide hot meals, along with health and social and psychological services. Referral services for housing and job information are provided for the parents.

- b. The Irvine Child Care Project (ICCP), a JPA between the City and the Irvine Unified School District, facilitates before and after school child care on all 22 IUSD elementary school campuses. ICCP serves over 2,000 children daily, 12 months of the year.
- c. The Irvine Children's Fund, a nonprofit 501 (c)3 supporting ICCP, raises money to provide before and after school child care scholarships for income-eligible working families. The Irvine Children's Fund has raised over \$250,000 since 1986.
- d. Avenues for Independence (GAIN) Program: This program subsidizes childcare for people who meet the low income eligibility and who are either working or going to school. The intent of this program is to help parents achieve greater financial independence by maintaining employment or acquiring the job skills to secure employment.

The Needs Assessment Survey results indicate that the need is a low need (rating of 2.71). As noted above, the City has the largest number of facilities in Orange County; therefore, the City considers this to be a low priority relative to other community needs.

## **6. Senior Centers**

The City has assigned this category a low priority because the existing facilities currently meet community needs; however, the City recognizes the growing needs of seniors. Irvine's senior population as of the 2006-2008 ACS data surpassed 14,000 residents and accounts for approximately 7.5 percent of the population. As the senior population grows and the average lifespan increases, the need for additional capacity and upgrades to the existing facilities will grow.

Irvine is home to two senior centers: Lakeview Senior Center, located at 20 Lake Road, and Rancho Senior Center, located at 3 Ethel Coplen Way. Both centers offer a variety of programs for the City's elder population, including counseling, caregiver support, support groups, meal service, and recreational activities. The City ensures that the facilities are accessible through the TRIPS Program. The TRIPS program provides a low-cost, door-to-door, wheelchair accessible transportation service to qualified residents who are senior citizens and persons with disabilities. The program encourages independence, personal competency and community involvement among seniors.

The Needs Assessment Survey results indicate that the need is a low need (rating of 2.88). With the two existing facilities, the City considers this to be a low priority relative to other community needs.

## **7. Park and Recreational Facilities**

Parks and recreational facilities serve an important role in a community. They provide opportunities for resident interaction, and improve the overall aesthetic of a neighborhood. Funds can be used to acquire land, build or improve

playgrounds or buildings used primarily for recreation, and develop open spaces that will serve low to moderate-income areas.

The City of Irvine is a master planned community and has numerous parks, open spaces, and recreational areas. The General Plan calls for the City to “permanently protect and preserve designated conservation and open space areas”. There are seven community parks and 13 neighborhood parks throughout the City. Additional passive and active recreational opportunities are available within the City’s comprehensive on- and off-street trail network, including the Jeffrey Open Space Trail, a 325-foot-wide, 117-acre corridor alongside Jeffrey Road. Over the next 10 years, the transformation of the former El Toro Marine Corps Air Station into the Orange County Great Park will add even more open space to the City. Of the 9,232 acres of undeveloped land in the City, a full 33 percent is reserved for open space.

Irvine’s recreational areas support a wide variety of family sports activities. There is an extensive network of soccer, baseball, tennis and basketball fields/courts. In addition, the City has two aquatic facilities and a skate park. The City has assigned this category a low priority need.

## **8. Community Centers**

Community centers may provide recreational space and activities, but also provide neighborhood services such as computer labs, adult education programs, family services, and general information about public services available throughout the community. Whether or not recreational opportunities are provided by a given community service center, all centers provide multiple public services to the neighborhood and community where they are located.

The City of Irvine has a number of facilities that provide these types of services. These include Irvine Civic Center, Fine Arts Center, Lakeview and Rancho Senior Centers, Woodburry Community Center, Heritage Park, Turtle Rock Park, Deerfield Park, and Harvard Park. These facilities offer space for a variety of programs for all age groups and genders and available for public use. The City is consistently evaluating and updating the capacity of community facilities, based on assessed community needs. For example, nearly complete is the modernization and expansion of the 30 year old community center at University Community Park. In addition, within the next three to five years, the City anticipates constructing two (2) new community centers (at Oak Creek and Quail Hill community Parks), and modernizing and expanding one existing center (at Northwood Community Park). Also underway is the design of Phase III development of Col. Bill Barber Memorial Park, which will include a combined community center and gymnasium complex. With the development of the three new facilities, the City has assigned this category a medium priority need.

## H. Community Services

The City is placing a high priority on community services that can contribute to the City's Anti-Poverty Strategy. Specifically, these services are: senior activities, youth activities, and child care services. Senior Services and Youth Services are further discussed under Senior Center and Youth Center facilities.

Table 7.4 provides the results of the Needs Assessment Survey for Community Services.

**Table 7-4  
Community Services Survey Results**

<b>Community Services</b>						
<b>Answer Options</b>	<b>No Need</b>	<b>Low Need</b>	<b>Medium Need</b>	<b>High Need</b>	<b>Rating Average</b>	<b>Response Count</b>
Senior Activities	6	9	17	19	2.96	51
Youth Services	6	5	15	24	1.88	50
Child Care Services	8	10	18	14	2.68	50
Transportation Services	3	9	10	32	3.83	54
Anti-Crime Program	6	7	17	22	2.73	52
Health Services	6	4	16	25	2.86	51
Mental Health Services	8	9	19	15	2.80	51
Legal Services	9	12	19	11	3.10	51

### 1. Health Services

As health care costs rise and an increasing number of residents go without health insurance, this category is a growing concern. The City has assigned a medium priority to health services. The Irvine Children's Health Program (I-CHP) was created in 2008 by the Irvine City Council, and is designed to cost-effectively outreach and assist income-eligible families in accessing affordable, quality healthcare for their children. Since program inception through March 2010, 472 children have been enrolled in a health insurance program.

I-CHP enrolls eligible families into five programs: MediCal, Healthy Families, California Kids, Kaiser Child Health Plan and/or Healthy Kids. The objective of I-CHP is to close gaps in children's healthcare coverage by maximizing the efficient utilization of existing County and State healthcare resources. CHI OC provides enrollment assistance and case management to families in need of health insurance.

I-CHP distributes culturally and linguistically appropriate outreach materials; coordinates community partnerships and site outreach Citywide.

The outreach and enrollment process assists families in navigating the complex healthcare system; gain access to healthcare providers; and sustain insurance through case management and follow-up assistance.

This category also includes mental health services. The county currently provides a range of services including emergency crisis intervention, acute and long-term hospitalization, short-term outpatient services and longer-term rehabilitative and recovery outpatient mental health services. Outpatient programs emphasize individual needs and strengths while developing rehabilitation and recovery goals chosen by the consumer. Supportive services are provided to those able to live independently as well as to those in need of shelter and residential rehabilitation programs.

Under the 2005-2009 Consolidated Plan, Health services received the second most 'high priority' responses on the Needs Assessment Survey. Under this (2010-2014) Consolidated Plan process, the residents have given Health Services an average rating of 2.86 with Mental Health Services average rating of 2.80. As a result, the City has reduced the need from a high level to a medium level priority.

## **2. Youth Services**

The City responds to the needs of Irvine youth through its Strategic Plan for Children, Youth and Families. The Plan seeks to build and sustain an environment where children, youth and families thrive emotionally, physically, academically and socially. The City delivers youth services at community parks and at Irvine's public elementary, middle and high school campuses. Additionally the City provides family assistance services through its For Families program. The Irvine Unified School District provides supportive programs, such as Project Success which operates a family resource center providing counseling, crisis intervention, and other activities.

Local non-profit agencies, such as the CSP Youth Shelter, offer programs and counseling to at-risk youth in the area. Other non-profits, such as Operation School Bell, provide suitable school clothes to low- and moderate-income children. Although the Needs Assessment Survey indicated that the residents did not believe this to be a high priority need, the City feels the needs of at-risk youth are a high priority and will support programs that meet these needs.

## **3. Child Care**

In addition to services provided directly to young people, child care is a necessary service for single parent families and in families where both parents work. An increasing number of families must have both adults working full time jobs in order to maintain self-sufficiency. According to the County Department of Health Services, 65 percent of women with children under the age of compared to 39 percent in 1975.

Although there are numerous licensed child care facilities in Irvine, the cost of these facilities is often unaffordable to the families who most need it. According to a set of 2008 community indicators published by the County of Orange, child care costs increased three times as fast as the median family income. Affordable child care is an essential component to a low-income working family's ability to rise out of poverty.

The City of Irvine has placed a high priority on meeting the community's childcare needs as part of the Anti-Poverty Strategy. Currently, the City has four park facilities providing recreation services for children from kindergarten through the sixth grade (University Community Park, Heritage Park, Northwood, and Turtle Rock Community Centers). Although they are not child care facilities, they provide activities that youth can participate after school hours.

The Irvine Child Care Project (ICCP), a JPA between the City and the Irvine Unified School District, facilitates before and after school child care on all 22 IUSD elementary school campuses. ICCP serves over 2,000 children daily, 12 months of the year.

#### **4. Senior Services**

Senior citizens represent one of the fastest growing segments of American society. At the same time, advances in health technology have made it possible for elderly Americans to live longer lives and to enjoy independent lifestyles. These two trends have combined to place increased demand on a range of elderly services that are necessary to maintain a suitable quality of life.

The City of Irvine is fortunate to have two senior centers that provide a full range of activities for City residents. However, some elderly residents on fixed incomes cannot afford the fees charged for services and others are not able to easily access the centers due to mobility impairments.

The City places a high priority on supportive senior services that help maintain independence. Services such as Meals on Wheels allow seniors to remain in their homes when they may otherwise be institutionalized at a high cost to both the seniors and the public.

#### **5. Transportation Services**

The City currently operates the TRIPS program that serves elderly and disabled persons. In addition, the Orange County Transportation Authority operates ACCESS, a shared-ride service for people who are unable to use the regular, fixed-route bus service because of functional limitations caused by a disability. In addition, the City has the Irvine Shuttle that provides transportation around the Irvine Business Complex (IBC). Even with the multiple services available to the residents, the Needs Assessment Survey results (average rating of 3.83) indicate that the need remains high. As a result, the City has assigned this category of need as a medium priority.

#### **6. Crime Prevention**

Crime against persons or property is of significant concern in the City of Irvine. Even the perception of the risk of crime can lead to a decline in the livability of residential neighborhoods, and suppress economic viability in commercial areas. Consequently, crime prevention, awareness, and intervention efforts are



important steps toward building a strong community and assisting in arresting slum and blight.

The City is consistently ranked as one of the safest communities in the nation. The City is constantly updating its Strategic Plan calling for the addition of police officers in order to meet the City's growth. Based on the availability of other funding sources, the City has assigned this category of need a low priority relative to other community needs.

## I. Neighborhood Services

The Neighborhood Services category looks at all neighborhood improvements (e.g., tree planting, trash debris removal, parking facilities, graffiti removal, and code enforcement) that benefit a local area or site. For the City, the neighborhood improvements are a low priority for Consolidated Plan funds. The City is fortunate that these local services are being addressed through assessment districts or other funding sources.

Table 7.5 provides the results of the Needs Assessment Survey that was distributed. Based on the rating averages, the residents of Irvine indicated that Neighborhood Services were not determined to be a high priority need item. As an overall category, the Neighborhood Services received the lowest average ratings.

**Table 7-5  
Neighborhood Services Survey Results**

<b>Neighborhood Services</b>						
<b>Answer Options</b>	<b>No Need</b>	<b>Low Need</b>	<b>Medium Need</b>	<b>High Need</b>	<b>Rating Average</b>	<b>Response Count</b>
Tree Planting	11	16	10	14	2.53	51
Trash Debris Removal	11	8	11	19	2.39	51
Graffiti Removal	18	11	6	16	2.39	53
Code Enforcement	15	11	10	15	2.49	53
Parking Facilities	13	13	13	13	2.50	55
Cleanup Abandoned Lots	18	17	6	10	2.16	53

## J. Businesses & Jobs

The City of Irvine is well known for its dynamic business environment and is home to many industrial clusters including medical device manufacturers, bio-medical companies, computer software and hardware companies, and automotive design firms. Irvine is located in the heart of Southern California's "Technology Coast" with immediate access to interstate highways, railways, seaports and the John Wayne Airport. In addition, the City has access to a highly educated and skilled labor force.

Building on this competitive base, the City's economic development programs encompass several services that provide a direct benefit to existing Irvine businesses as well as prospective businesses looking to expand or relocate to Irvine. These services include courtesy pre-filing meetings for building permits; business development workshops; outreach to retailers, manufacturers and brokerage firms; business attraction marketing; international business development

networking; industrial development bond financing and small business loan guarantees.

Table 7.6 provides the results of the Needs Assessment Survey that was distributed. Based on the Rating Averages, the residents of Irvine indicated that Start up Business Assistance and Job Creation were of high priority needs. These items are further discussed in this section.

**Table 7-6  
Business and Jobs Survey Results**

<b>Business and Jobs</b>						
<b>Answer Options</b>	<b>No Need</b>	<b>Low Need</b>	<b>Medium Need</b>	<b>High Need</b>	<b>Rating Average</b>	<b>Response Count</b>
Start up Business Assistance	5	11	17	16	3.43	49
Small Business Loans	5	7	19	17	3.00	48
Job Creation Retention	2	3	15	28	3.44	48
Employment Training	3	5	17	27	2.98	52
Commercial Industrial Rehabilitation	8	10	20	11	2.08	49
Façade Improvements	13	19	8	10	2.30	50
Business Mentoring	6	14	19	10	2.67	49

### **1. Start up Business Assistance and Small Business Loans**

Direct assistance to businesses is an important element of any jurisdiction's economic development strategy. Providing a combination of technical assistance (business start-up, general business, marketing, procurement, workforce recruitment, governmental matters, import/export, etc.), capital access (loans and equity investments for working capital, inventory, fixed assets) and tax incentives (Federal, State and local), are all essential ingredients in assisting new business start-ups and helping existing businesses to grow, expand and hire new employees.

The majority of the City's economic development programs are coordinated through the Irvine Chamber of Commerce "Destination Irvine" program. This program provides information and assistance on business-related incentives, market data and demographics, and development standards. Information on wages, labor, housing, infrastructure, fees and other subjects utilized in facilitating a relocation or expansion is also available as needed.

There are several other existing economic development programs available to residents and local businesses funded from other agencies. Descriptions of these programs are provided below:

Overall, the need to use Consolidated Plan funds for Start Up Business Assistance and Small Business Loans development in Irvine is low. However, the City recognizes that the current local economy is not successful in generating jobs for all segments of the population and the occasional need



arises to administer a program targeted at a specific clientele. For this reason the City has assigned a medium priority to the Technical Assistance and Micro-Enterprise categories.

**Irvine Industrial Development Bond Program**

The City of Irvine's Industrial Development Bond Program provides access to below market, fixed-rate financing in the amount of \$1 million to \$10 million for credit-worthy manufacturing firms that are either based in Irvine or are expanding/relocating their operation to Irvine.

**Orange County Small Business Development Center (SBDC):**

The Orange County SBDC offers complimentary, personalized business assistance through individual consultations and low-cost seminars. The SBDC is an economic development program of Rancho Santiago Community College District and is supported by the U.S. Small Business Administration (SBA) and California State University in Fullerton.

**Small Business Administration (SBA) Programs**

- **Basic 7(a) Loan Guaranty:** This is the SBA's primary business loan program. It helps qualified small businesses obtain financing when they might not be eligible for business loans through normal lending channels. Funds can be used for most business purposes including working capital, machinery and equipment, furniture and fixtures, land and building, and debt refinancing. These loans are processed through local commercial lenders.
- **Express Loans:** This program offers term loans and lines of credit up to \$150,000.
- **Microloan Program:** The local intermediary for U.S. Small Business Administration's Microloan program is Valley Economic Development Corporation, located in Van Nuys, which serves Los Angeles and Orange Counties. The Microloan program loans up to \$35,000 for a term of six years to start-up and growing small businesses.
- **Certified Development Company (504) Loan Program:** The CDC/504 loan program is a long-term financing tool for economic development within a community. The 504 Program provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. Maximum loans are \$1.3 million. Local intermediaries are Business Finance Center, located in the City of Commerce, which serves Los Angeles County, and La Habra Local Development Company, Inc., in Santa Ana, which serves Orange County.

**Other Programs:**

- **ACCION:** This nonprofit organization is dedicated to helping micro entrepreneurs grow their businesses by providing small loans and business

training. As a community lender, they provide small loans ranging from \$300-\$25,000. The average loan size is approximately \$4,500. About 40% of ACCION clients are women and over half are Hispanic or African-American.

- **Bankers Small Business Community Development Corporation of Orange County:** Bankers CDC administers loan programs for financing under \$50,000. This loan pool is a consortia of small business lenders that pull together to make these loans available for businesses. The CDC focuses on small business owners that do not meet criteria for conventional bank loans or SBA financing. Businesses over one year old that can demonstrate professionalism, satisfactory credit and positive cash flows but may not have profit levels that are available for conventional banking, meet the general qualifications. The loan pool is made available by over 20 banks as an effort to "give back" to our local communities. Women, minority and businesses in low to moderate-income levels comprise 75% of Bankers CDC borrowers.

## **2. Job Creation/Retention**

The City of Irvine offers an array of development and expansion opportunities to existing City businesses and for those seeking to relocate to Irvine in the future. Through its many Business Attraction programs, Irvine has become the number one location choice for companies of all types and sizes.

The majority of the City's economic development programs are coordinated through the Irvine Chamber of Commerce "Destination Irvine" program [www.destinationirvine.com](http://www.destinationirvine.com). Through Destination Irvine, information and assistance is readily available on business-related incentives, along with data on demographics, development standards, and services such as child care coordination, affordable housing opportunities, schools, recreation programs, and other amenities. Information on wages, labor, housing, infrastructure, fees and other subjects utilized in facilitating a relocation or expansion is also available as needed.

Local lending institutions are available to assist in business expansion by providing financing opportunities to cover various relocation costs, just one more incentive for businesses to choose Irvine as their home.

The City of Irvine is also considered a premier location for film projects due to its expansive areas, and state-of-the-art structures and facilities. The City offers free or low-cost filming permits (depending on whether City services are required), location information, and a wealth of appealing and convenient visual opportunities throughout the area.<sup>1</sup>

Based on the availability of other programs offered by the City and the Chamber of Commerce, the City has assigned this category of need as a medium priority relative to other community needs.

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<sup>1</sup> City of Irvine website, [www.ci.irvine.ca.us](http://www.ci.irvine.ca.us).

### **3. Employment / Job Training**

The two primary agencies responsible for employment and job training in the area are at the county level. The Orange County Workforce Investment Board (OCWIB) administers State and Federal funds available through the Workforce Investment Act (WIA) and coordinates a network of One-Stop Career Centers that offer a wealth of training, information and assistance for businesses and job seekers.

The Orange County Social Services Agency administers the local Welfare-to-Work Program under the California Work Opportunities and Responsibility to Kids Act (CalWORKs). Welfare recipients must comply with work requirements in order to receive assistance. The program offers a number of employment assistance activities, such as work preparation and vocational training, job search and readiness activities, study, on-the-job training, vocational training, adult basic education, and other supportive services.

The City recognizes the medium level of need for employment and job training services and will support programs that seek to complement the existing services administered through the County.

#### **K. Consolidated Plan HUD Table 2B (Table VII-7)**

Consolidated Plan Table HUD 2B on the next page has been developed based on data obtained in the preparation of the Consolidated Plan, which has been combined with the priority needs and resources of the City to give a comprehensive view of the City as a whole. Due to the difficulty of developing a reliable estimate of total unmet community development needs in the City, Table 2B utilizes anticipated five-year CDBG expenditures as gauge of the magnitude of need and relative priority for expenditure of Federal funds.

# Non-Housing Community Development Needs Assessment

**Table 7-7**  
**HUD Table 2B - Priority Community Development Needs**

Priority Need	Priority Need Level	Unmet Priority Need	Dollars to Address Need	5 Year Goal Plan/Act	Annual Goal Plan/Act	Percent Goal Completed
Acquisition of Real Property	High	n/a	\$6,000,000	15	3	20%
Disposition	Low	n/a	\$ 0	n/a	n/a	n/a
Clearance and Demolition	Low	n/a	\$ 0	n/a	n/a	n/a
Clearance of Contaminated Sites	Low	n/a	\$ 0	n/a	n/a	n/a
Code Enforcement	Low	n/a	\$ 0	n/a	n/a	n/a
Public Facility (General)	Low	n/a	\$ 0	n/a	n/a	n/a
Senior Centers	Low	n/a	\$ 0	n/a	n/a	n/a
Handicapped Centers	Low	n/a	\$ 0	n/a	n/a	n/a
Homeless Facilities	High	n/a	\$300,000	5	1	20%
Youth Centers	Low	n/a	\$ 0	n/a	n/a	n/a
Neighborhood Facilities	Low	n/a	\$ 0	n/a	n/a	n/a
Child Care Centers	Low	n/a	\$ 0	n/a	n/a	n/a
Health Facilities	Medium	n/a	\$ 25,000	1	0	0%
Mental Health Facilities	Low	n/a	\$ 0	n/a	n/a	n/a
Parks and/or Recreation Facilities	Low	n/a	\$ 0	n/a	n/a	n/a
Parking Facilities	Low	n/a	\$ 0	n/a	n/a	n/a
Tree Planting	Low	n/a	\$ 0	n/a	n/a	n/a
Fire Stations/Equipment	Low	n/a	\$ 0	n/a	n/a	n/a
Abused/Neglected Children Facilities	Low	n/a	\$ 0	n/a	n/a	N/a
Asbestos Removal	Low	n/a	\$ 0	n/a	n/a	n/a
Non-Residential Historic Preservation	Low	n/a	\$ 0	n/a	n/a	n/a
Other Public Facility Needs	Low	n/a	\$ 0	n/a	n/a	n/a
Infrastructure (General)	Low	n/a	\$ 0	n/a	n/a	n/a
Water/Sewer Improvements	Low	n/a	\$ 0	n/a	n/a	n/a
Street Improvements	Low	n/a	\$ 0	n/a	n/a	n/a
Sidewalks	Low	n/a	\$ 0	n/a	n/a	n/a
Solid Waste Disposal Improvements	Low	n/a	\$ 0	n/a	n/a	n/a
Flood Drainage Improvements	Low	n/a	\$ 0	n/a	n/a	n/a
Other Infrastructure	Low	n/a	\$ 0	n/a	n/a	n/a
Public Services (General)	High	n/a	\$ 25,000	100	20	20%
Senior Services	High	n/a	\$ 50,000	500	100	20%
Handicapped Services	Medium	n/a	\$ 25,000	200	40	20%
Legal Services	Low	n/a	\$ 0	0	0	n/a
Homeless Services	High	n/a	\$400,000	400	80	20%
Youth Services	High	n/a	\$150,000	2,000	600	20%
Child Care Services	High	n/a	\$ 125,000	200	40	20%
Transportation Services	Medium	n/a	\$ 0	n/a	n/a	n/a
Substance Abuse Services	Medium	n/a	\$ 15,000	20	4	20%
Employment/Training Services	Medium	n/a	\$ 20,000	5	1	20%
Health Services	Medium	n/a	\$ 64,000	40	8	20%
Lead Hazard Screening	Low	n/a	\$ 0	n/a	n/a	n/a
Crime Awareness	Low	n/a	\$ 0	n/a	n/a	n/a
Fair Housing Activities	High	n/a	\$ 70,000	1,500	300	20%
Tenant Landlord Counseling	High	n/a	\$ 2,500	150	30	20%
Other Services	Low	n/a	\$ 0	n/a	n/a	n/a
Economic Development (General)	Low	n/a	\$ 0	n/a	n/a	n/a
C/I Land Acquisition/Disposition	Low	n/a	\$ 0	n/a	n/a	n/a
C/I Infrastructure Development	Low	n/a	\$ 0	n/a	n/a	n/a
C/I Building Acq/Const/Rehab	Low	n/a	\$ 0	n/a	n/a	n/a
Other C/I	Low	n/a	\$ 0	n/a	n/a	n/a
ED Assistance to For-Profit	Low	n/a	\$ 0	n/a	n/a	n/a
ED Technical Assistance	Medium	n/a	\$ 8,000	1	0	n/a
Micro-enterprise Assistance	Medium	n/a	\$ 8,000	1	0	n/a
Other	Low	n/a	\$ 0	n/a	n/a	n/a



## **VIII. Barriers to Affordable Housing**

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## VIII. Barriers to Affordable Housing

### A. What is a Barrier to Affordable Housing?

As defined by the Consolidated Plan regulations, a *barrier to affordable housing* is a public policy, such as land use controls, property taxes, zoning ordinances, building codes, fees and charges, growth limits, and other policies. Since cost reduction opportunities in housing can also be found in areas other than public policy, the Community Development Department chose to look at all potential barriers. To distinguish a barrier to affordable housing from an impediment to fair housing choice, think of a barrier as something not unlawful (i.e., the lack of affordable housing stock is a barrier to affordable housing).

### B. Analysis of Barriers

The Community Development Department, through its Housing Division, is committed to helping reduce barriers to affordable housing. Despite Irvine's historic strong economy and housing demands, the private market is not responding to the needs of lower-income households to the degree needed. The inventory of affordable housing will eventually deteriorate, while the production rate of new affordable housing units cannot keep up with demand. Therefore, the responsibility to develop affordable housing has been taken on by the City.

As the lead agency for housing and community development in Irvine, the Community Development Department is making a significant effort to identify housing problems and reshape its policies and programs for the coming years. The Community Development Department sponsored community meetings, distributed needs surveys, and conducted individual interviews as part of Consolidated Plan development (described in the Consolidated Plan Development section). Participants in these meetings identified several issues that are barriers to affordable housing.

1. Comments from these sources reveal a variety of barriers to affordable housing in Irvine. The two primary barriers to accessing affordable housing are a) housing affordability, and b) the approval process and fees.

Other barriers may include:

1. Building codes and standards.
2. Zoning.
3. High cost of land.
4. Land use controls.
5. Citizen opposition (the "Not In My Back Yard," or NIMBY syndrome).
6. Lack of knowledge of available programs and resources.
7. Resource fragmentation and scarcity.
8. Housing acquisition finance requirements.
9. Lack of financial resources by housing providers.

In addition, some families and individuals face barriers to fair housing choice. For more information on impediments to fair housing choice, consult the Impediments to Fair Housing section of this document.

### **1. Primary Barrier: Housing Affordability**

Since affordable housing is becoming more difficult to find, many low-income households must pay more than they should for a home, or live in less-than-desired conditions. As reported in the housing needs section, the U.S. Census' American Community Survey (ACS) estimates that approximately 13,687 (48.8%) of the renter households and approximately 672 (11.6%) of the owner households in the City are experiencing a cost burden.

The number of renters who pay more than 30% of their income is proportionally high compared to that of the owner households. In addition, the ACS estimates that over 40% of the renter households are paying more than 35% of their income towards housing.

#### **What is a Housing Cost Burden?**

When a household pays more than 30% of its income on housing and utilities, HUD considers the household to be experiencing a cost burden. When a household pays more than 50% of its income on housing, the household experiences a severe cost burden.

### **2. Primary Barrier: Approval Process and Fees**

Getting government approvals for affordable housing projects requires an increasing amount of time and money. The length of time involved in the permit approval process itself can be a barrier to affordable housing. City staff has estimated that it takes approximately 6 months to obtain standard entitlements for an affordable housing project. If special entitlements are required, the time period necessary may increase. During this period the developer must pay the explicit costs of funds borrowed to finance the development and staff retained to design it, as well as the implicit cost of revenues foregone as a result of the approval process delay. Often such delays are due to the needs for submission revisions in accordance with permit requirements. However, whether the delays are due to government officials or developers, they still reduce the financial return on the development of affordable housing.

Approval fees also may constitute a significant barrier to the development of affordable housing depending on the type, size, and location of the proposed development. The fees and charges necessary for approval of a residential development include subdivision fees, building and other permit fees, and charges for access to sewers and other public infrastructure, among others. Prospective developers may be required to prepare market analyses, environmental or economic impact analyses, or infrastructure requirements analyses and engineering plans to accompany particular development proposals. In many cases, the aggregate cost of these fees, charges, and required submissions can amount to a significant share of the total cost of a



residential development. These costs are passed on to the homebuyers making the homes less affordable for low- and moderate-income families.

### **3. Other Barriers**

- a. **Zoning:** Local zoning is the primary system used by the City to maintain control over the pattern of land development within its borders. Zoning regulations allocate parcels of land to different classifications with certain uses being permitted, while others are proscribed. Zoning regulations often restrict density and limit housing types in locations that might otherwise be suitable for affordable housing. Such restrictions therefore exclude lower income households from many neighborhoods.

Zoning regulations prescribing minimum lot sizes, minimum setbacks, and other requirements may necessitate the need for larger lots, which drive up the cost of housing making it less affordable. In addition, zoning is occasionally used to “zone out” mobile/manufactured homes, which are an important source of affordable housing for many low- and moderate-income citizens in Irvine.

Zoning regulations may also prohibit the development of ancillary dwelling units, even if such units do not impose a significant cost on other community residents. Ancillary dwelling units—sometimes called “in-law apartments” or “grandparent apartments”—are an important tool to increase the supply of affordable housing for moderate-income households, particularly single people who require minimal space.

Zoning practices often have the intended or unintended effect of increasing housing costs, and effectively excluding prospective moderate-income households from locating affordable housing for purchase or rent. Separation of residential from non-residential uses exacerbates traffic problems since most employees must then drive to work. Higher-income residents may bid up the price or rent of housing units that are near places of employment thereby forcing lower-income residents to live farther from their places of employment or other amenities.

- b. **Citizen Opposition:** The “Not In My Back Yard” (NIMBY) syndrome is also a barrier to affordable housing. Participants in interviews, town hall meetings, and working groups often expressed a reluctance to have any additional affordable housing in their neighborhoods due to their perception of housing design, absentee landlords, and crime associated with such housing. There is the misperception that there will be a decrease in property value. Public hearings concerning proposed affordable housing projects bring many objections, mostly from neighbors who cite adverse effects on traffic, infrastructure, public services, schools, the environment, property values, and crime rates. Community groups almost all cited the need to keep out additional rental housing, particularly multifamily housing. Frequently unstated is the desire to maintain a neighborhood’s socioeconomic homogeneity and exclusivity.

- c. **Lack of Knowledge of Available Programs and Resources:** A lack of knowledge among organizations and lower income clients arose as a common theme in meetings and interviews.
- d. **Resource Fragmentation and Scarcity:** To finance affordable housing, sponsors must now bundle together many Federal, State, City, and private programs providing capital funds, operating subsidies, and investment tax incentives. Funding fragmentation is administratively onerous, with sometimes conflicting program constraints.

Even with the availability of a variety of programs, affordable housing resources remain scarce. Like most jurisdictions, the City still has insufficient resources to meet the need for affordable rental and homeownership housing. The need for increased revenue for housing on the Federal, State, and local levels competes with other legitimate public priorities, such as education, transportation, health, and welfare.

- e. **Housing Acquisition Finance Requirements:** Mortgage down payment requirements constitute perhaps the most significant barrier to the purchase of otherwise affordable housing by moderate-income households. Moderate-income households may have little difficulty in making monthly mortgage payments, particularly as household incomes increase with increasing self-sufficiency and real wage growth. However, these households may have difficulty accumulating the total amount required for the up-front down payment on a home purchase.
- f. Finally, rental security deposits may also constitute a significant barrier to the acquisition of otherwise affordable rental housing by low- and moderate-income households, although security deposits are generally small compared with mortgage down payment requirements.
- g. Similarly, environmental review procedures result in barriers to affordable housing. Environmental regulations provide positive public benefits to all citizens and communities, however, different environmental reviews, rather than a uniform review process shared by all departments, prolong the affordable housing development process, increase costs, create confusion, reduce affordability, and impose undue administrative burdens.

Additionally, many low-income households and most special needs populations usually need access to a variety of supportive services. A common theme reported in interviews was the lack of access to transportation. In many areas of the City, affordable housing is not located near public transportation routes, which are scarce. Lack of transportation raises high barriers to self-sufficiency in such cases.

### **C. Strategy and Objectives**

The primary barrier to affordable housing in Irvine—as cited through the citizen participation and consultation process—is the affordability of housing, specifically rental housing. Many low- and moderate-income persons and households, especially the very low-income households, the homeless, the physically and mentally disabled, the frail elderly, and other persons with special needs, have problems finding and obtaining affordable housing.

Therefore, the City's primary strategies for helping reduce barriers to affordable housing are the same as its strategies to meet affordable housing needs:

- Expand and preserve affordable rental housing opportunities, particularly for low-income persons.
- The final strategy is that the City, with the help of the Community Development Department, will work with its Consolidated Plan partners throughout Irvine to further examine ways to ameliorate the conditions that can prevent residents of Irvine from obtaining quality, affordable housing.

The City of Irvine 2010-2014 Consolidated Plan contains several objectives that address some of the above barriers to affordable housing such as lack of access to affordable housing. Consult the Strategic Plan section to find the list of strategies and objectives.

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## IX. Impediments to Fair Housing

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## **IX. Impediments to Fair Housing**

### **A. Introduction**

Consolidated Plan requirements include completing and identifying an Analysis of Impediments to Fair Housing Choice. As part of a mandate to affirmatively further fair housing, Irvine must take appropriate actions to overcome the effects of the identified impediments to fair housing choice.

As the lead agency for the City of Irvine 2010-2014 Consolidated Plan, the Community Development Department is committed to working with the public, private and nonprofit sectors in Irvine to ensure fair housing choice for all residents. This commitment includes incorporating fair housing needs and strategies into the Consolidated Plan.

This section on Fair Housing includes the following:

- Overview of fair housing, with background on the Fair Housing Act.
- Impediments to Fair Housing Choice in Irvine, as identified in the City's Analysis of Impediments to Fair Housing Choice (AI).
- A strategy for the City of Irvine to affirmatively further fair housing by addressing current impediments.

### **B. Overview of Fair Housing**

#### **1. What is Fair Housing Choice?**

*Fair Housing Choice* is the ability of persons, regardless of race, color, religion, sex, handicap, familial status or national origin, of similar income levels to have available to them the same housing choices.

The City must pledge to affirmatively further fair housing, and take appropriate actions to overcome the effects of the impediments to fair housing choice that are identified in the analysis.

#### **2. What is an Analysis of Impediments to Fair Housing?**

HUD requires each CDBG and HOME recipient to complete an Analysis of Impediments to Fair Housing Choice, also known as an *AI*. The analysis includes examining barriers to fair housing choice. Many communities develop this analysis and planned actions as part of a broader fair housing strategy or fair housing plan.

### **3. What is an Impediment to Fair Housing Choice?**

Housing choice is impeded when actions, omissions, or decisions are taken that restrict a person's choice of housing because of his/her characteristics as listed above. It is also impeded when certain residential dwellings are not made available to a person because of his/her characteristics (as listed above), or failure to provide housing for any protected class mentioned (see below).

#### **C. Fair Housing in Context**

Title VIII of the Civil Rights Act of 1968 (and a subsequent Amendment in 1988) made it unlawful to discriminate in any aspect related to the sale, rental, or financing of dwellings (or in the provision of brokerage services or facilities) in connection with the sale or rental of a dwelling because of the following protected class:

- Race
- Color
- Religion
- Sex
- National origin
- Persons with handicaps
- Families with children

#### **1. Application of the Fair Housing Act**

Application of the Fair Housing Act is not limited to situations involving Federal funds. It provides for fair housing throughout the United States in the private and public sectors.

When Congress first passed the Housing and Community Development Act in 1974, the U.S. Department of Housing and Urban Development (HUD) instructed recipients of Federal funds to "affirmatively further fair housing." However, it did not provide specific guidance for implementing programs to affirmatively further fair housing.

Therefore, recipients of Federal funds engaged in a variety of programs and projects. Some recipients funded nonprofit groups to provide direct assistance to victims of housing discrimination. Others funded educational programs for consumers and industry about their rights and responsibilities under Federal, State, or local fair housing laws. A few recipients took actions such as holding special events during the National Fair Housing Month in April each year, while some did nothing specific to affirmatively further fair housing.

#### **2. Analysis of Impediments to Fair Housing Choice**

To help remedy this situation, when HUD published the Consolidated Plan Final Rule in 1995, it required each CDBG recipient to complete an Analysis of Impediments to Fair Housing (AI). The AI is part of the mandate to affirmatively further fair housing. This mandate also includes planning and taking annual actions to overcome the effects of any identified impediments. A jurisdiction must also maintain records reflecting the AI and the actions it takes to address fair housing impediments.



The City of Irvine is in the process of updating its Analysis of Impediments to Fair Housing Choice. As in 2005, the City, along with a number of cities in Orange County have contracted with the Fair Housing Council of Orange County to develop a Regional Fair Housing Analysis of Impediments that addresses county wide issues as well as more localized issues for each participating City. The study will evaluate the nature and extent of housing segregation and discrimination in the County, participating jurisdictions including the City. It will serve as a framework for the City's fair housing planning as part of its Consolidated Plan implementation.

#### **D. Discrimination**

Discrimination in the sale or rental of housing has diminished significantly since the 1960s. However, there is evidence that housing discrimination persists in Irvine despite being illegal. Discrimination affecting home sales appears to occur most commonly when potential buyers are seeking approval of their mortgage application by the lender. Discrimination in apartment rentals is no longer simply a matter of White landlords refusing to rent to minority tenants. Members of many ethnic groups, often immigrants, own or manage apartment complexes, and their own ethnic biases clearly affect their treatment of prospective tenants.

Populations that are particularly impacted by discrimination and face higher levels of fair housing violations are large families with children, female-headed families, formerly homeless persons, disabled persons, persons with HIV/AIDS and welfare recipients. Many of these groups face housing restrictions imposed by property owners/managers working under misperceptions or stigmas about these populations.

Many families with children often face housing discrimination by landlords who fear that children will cause property damage or have cultural issues with children of opposite sex sharing a bedroom. Female-headed families may be discriminated against in the rental housing market because some landlords are concerned about the ability of these households to make regular rent payments.

Formerly homeless persons may encounter fair housing issues when landlords refuse to rent to them based on the perception that homeless persons are more economically, and sometimes mentally, unstable. Persons with disabilities may face discrimination in the housing market because of the need for wheelchair accessibility, home modifications to improve accessibility, or a manager's lack of understanding of a particular mental disability. Many persons living with HIV/AIDS face illegal eviction from their homes when their illness is exposed. Welfare recipients are often turned away from rental properties because landlords believe the misconception that welfare subrecipients have little regard for home maintenance and will therefore bring down the property value.

Discriminatory advertising is also an issue that inhibits fair housing choice. When looking for a home to purchase or rent, some of the main sources of information are the classified advertisements in local newspapers, word of mouth, signs, apartment guides, the Internet, and apartment brokers. The language in these types of advertisements has become an issue in that it can contain discriminatory references

such as the use of words describing conditions like “adults preferred,” “perfect for empty nesters,” or “ideal for married couples without kids.” Further, if advertisements are limited to one language, it can be targeted to specific ethnic groups to the detriment of others, such as when “for rent,” “for sale” signs and advertisements for housing are in English only. This can exclude Spanish speaking-only residents, or other non-English speaking groups, and make those groups feel unwelcome.

Discrimination can also play a role when deciding where to live. Realtors can act unintentionally by steering potential buyers or renters to particular neighborhoods, encouraging clients to look into certain areas; others may choose not to show clients all of the choices available. Further, agents may also discriminate by their choices in the clients they agree to represent, those they turn away, and the comments made about their clients. Instances of steering by realtors to certain neighborhoods occur in many communities. The homeownership market lends itself to potential increases in discrimination by the very nature of stakeholders involved.

While the City understands that limited housing is not a fair housing issue, it also understands that this condition can exacerbate fair housing problems as housing becomes increasingly scarce and competition for housing increases. When the housing market is tight, with high demand, low vacancies, and rising costs, the potential for discriminatory housing practices also increases.

#### **E. Summary of Issues and Key Findings**

The City last conducted an Analysis of Impediments to Fair Housing Choice (AI) in 2005. At that time, the City of Irvine, along with 13 other Entitlement Cities, the Urban County Cities and the unincorporated section of Orange County, completed a Regional Analysis of Impediments to Fair Housing Choice. As of the writing of this Consolidated Plan, the Community Development Department has contracted with the Fair Housing Council of Orange County (FHCOC) to conduct a new AI to more accurately understand impediments to fair housing choice and to develop effective strategies to address them.

This section discusses the issues and findings that were made in the 2005 AI. The Community Development Department plans to incorporate the impediments that are included in the new AI into the Consolidated Plan if the new AI is ready in time. If the findings in the new AI differ from those of the 2005 document, the Community Development Department will use the amendment process described in the Citizen Participation Plan to incorporate the revised findings into the Consolidated Plan.

The 2005 AI provides information for use in Orange County's Regional Fair Housing Analysis of Impediments (AI). It includes the data that HUD requires as part of the AI. More specifically, the Report includes the following information.

- *Jurisdictional Background Data:* population and housing characteristics, minority and legal immigrant population characteristics, and employment and transportation profiles.

- *Local Housing Authorities' Policies:* overview of local housing authorities' plans, policies and procedures pertaining to and furthering fair housing.
- *Overview of Lender Loan Underwriting Criteria:* loan-underwriting criteria are explained for Fannie Mae, Freddie Mac, FHA and VA.
- *Community Reinvestment Act (CRA) and Home Mortgage Disclosure Act (HMDA):* summary explanation of the basic requirements of these two statutes.
- *Mortgage Lending Discrimination:* summary statements from major studies completed on the subject of potential and actual mortgage lending discrimination.
- *HMDA Data Analysis:* analysis of the disposition of loans by census tract for entitlement cities and Urban County jurisdictions.

The AI revealed several findings and provided the recommendations to address these findings. The Findings and Recommendations included in the 2005 Regional AI are as follows:

1. This region has a well-established and effective private fair housing council that has provided dynamic and comprehensive educational and enforcement programs to the local jurisdictions it serves. This example of public-private partnership continues to be a model for other areas and is considered one of the best in the nation.

***Recommendation:*** Orange County jurisdictions support a continuation of fair housing services at the current level of effectiveness. CDBG funds allocated to fair housing services equal to or greater than the service demand rate requested by FHCOC. This will insure that all Orange County residents are provided with the same professional level of services.

2. This region studied and conducted testing, through FHCOC and a grant provided by HUD's Fair Housing Initiatives Program. The pre-application testing did not account for the high denial rate of loans to blacks and Hispanics. The HMDA data continues to indicate a disproportionate number of loan denials to upper-income minorities as compared to white applicants.

***Recommendation:*** Promote Fair Housing Education within the banking and lending industry. Local jurisdictions contract with a consultant to prepare and conduct training to encourage voluntary compliance with fair housing laws. The initial cost of curriculum preparation would be paid for by participants in the training over time and would allow for continuation of the educational programs.

*Continue to monitor HMDA data to determine if the educational programs have a positive effect on loan denial rates for minorities. This approach would not prevent enforcement in cases involving identifiable discriminatory practices by a lending institution.*

3. Orange County's high cost of housing negatively impacts minority, immigrant and families with children more often than white households with or without children. This results in high concentrations of minorities in low-income census tracts living in sub-standard and/or overcrowded housing conditions.

**Recommendation:** *Local jurisdictions enter into discussions with banking institutions located in Orange County to encourage the use of CRA funds in ways that will benefit minority and low-income neighborhoods. This can be accomplished by encouraging banks to support programs provided by FHCOC to increase financial literacy and the use of main-stream banking services as well as Individual Development Accounts (IDA's) to promote saving for home ownership, higher education or micro-businesses.*

*This cooperative effort between public, private for-profit and non-profit entities would be a model program that could easily be replicated in other areas of the nation to improve housing conditions, earning potential and unemployment of local residents.*

4. Local jurisdictions do not have formal fair housing educational systems in place for staff who impact fair housing issues, such as, planning/zoning staff, housing authority staff, code enforcement and CDBG monitoring staff.

**Recommendation:** *All employees in positions that impact fair housing issues attend formal fair housing training. The training can be conducted at the local jurisdiction level by contracting with a fair housing council or other training entity.*

*A more cost effective approach would be to provide funds for individuals to attend regularly scheduled fair housing training provided by FHCOC and those provided as a partnership between FHCOC and the Apartment Association of Orange County. This option would allow all staff members to attend fair housing training with 6 months of hire without the cost of conducting a private session.*

5. Insurance Companies may be targeting certain census tracts or zip codes for higher rates or different terms and conditions in violation of fair housing laws. This was a finding in the Regional AI conducted in 2000 and it remains beyond the scope of this analysis.

**Recommendation:** *Local jurisdictions conduct or fund an audit of insurance practices in Orange County to determine if violations of fair housing laws are being complied with. If there are negative findings an educational program to encourage voluntary compliance would be the first step in correcting the problem. Enforcement action would remain possible in cases with direct evidence of illegal discrimination.*

6. Recent immigrant populations do not have information necessary to understand fair housing laws. This results in immigrants experiencing illegal discrimination as well as discrimination by recent immigrants in positions impacting housing.

**Recommendation:** Continue outreach to immigrant populations as FHCOC has done over the past 3 years. This service is both time and resource intensive. It requires information in many languages as well as professional staff members who are fluent in more than one language.

*Much of the illegal discrimination against immigrant populations is in the form of encouraging certain immigrants (and discouraging others) to apply and live in housing communities with sub-standard conditions.*

*FHCOC has also found that some immigrant housing providers are not familiar with fair housing laws and as a result engage in illegal discrimination by discouraging persons not of their race or national origin. These cases must be handled in the same manner as any other discrimination case. FHCOC does not selectively enforce fair housing laws against only white or non-minority housing providers. FHCOC filed and recovered damages from a housing provider based upon discrimination against white applicants in favor of minority applicants. Education and enforcement are both necessary to eliminate fair housing violations.*

7. Local jurisdictions have independent and distinct policies and programs that affect housing options. This can result in increased or decreased minority and low-income populations in any given area.

**Recommendation:** Orange County entitlement jurisdictions coordinate their efforts to insure that all residents have decent, safe and affordable housing free from illegal discrimination. It is critical to work as a region to overcome the problems created by the very high cost of housing. Monitor local policies to ensure there are no fair housing violations or neutral policies that have a discriminatory effect.

## F. Fair Housing in Irvine

The City of Irvine has worked in conjunction with the Fair Housing Council of Orange County to affirmatively further fair housing opportunities in this community. The Fair Housing Council of Orange County “actively supports and promotes freedom of residence through education, advocacy and litigation to the end that all persons have the opportunity to secure the housing they desire and can afford, without regard to their race, color, religion, gender, sexual orientation, national origin, familial status, marital status, disability, ancestry, age, source of income or other characteristics protected by law.”

The Fair Housing Council of Orange County provides a wide array of programs and services to its clients free of charge and which are available in a number of different languages to residents, housing professionals and community service providers under contracts with the City of Irvine, and many other communities throughout Orange County.

**G. Fair Housing Strategy**

The Community Development Department, as the lead agency for the Consolidated Plan, is committed to working with its public, private, and nonprofit partners to ensure fair housing choice for all residents. This commitment includes incorporating fair housing needs and strategies into the Consolidated Plan. In conjunction with the *Orange County Regional Fair Housing Impediments Analysis* and the subsequent 2010 Analysis of Impediments, the Community Development Department will develop measurable actions to achieve annually to carry out this strategy. The Annual Action Plan for each program year will describe these actions. The Consolidated Annual Performance and Evaluation Report (CAPER) will report on the significant accomplishments of the City's contracted Fair Housing service provider following each program year.



## X. Lead-Based Paint Hazards

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## **X. Lead-based Paint Hazards**

### **A. Introduction**

Lead-based paint poisoning among children is increasing nationwide. Research indicates that even a low level of lead in a child's blood can have harmful effects on physical and developmental health. The Center for Disease Control (CDC) has designated lead exposure as the primary environmental health hazard facing American children. The most common source of exposure is deteriorating lead-based paint and lead-contaminated dust found in the home.

Fortunately, lead poisoning is preventable. To adequately protect children, the Federal government streamlined, modernized, and consolidated all lead-based paint requirements in Federally assisted housing. New HUD regulations (24 CFR Part 35) took affect implementing these sweeping changes in 2000, and the City is ensuring that its programs comply with these new regulations.

### **B. Lead Hazards**

Lead can cause severe damage in young children. It attacks the central nervous system, the neurological system, and can cause brain damage, IQ reduction, learning disabilities, decreased attention span, hyperactivity, growth inhibition, comas, seizures, and in some cases, death. Fetuses may also experience significant adverse effects through prenatal exposure.

In 1991, the Center for Disease Control (CDC) issued guidelines for identifying children with lead poisoning. It recommended that jurisdictions screen all young children for lead in their blood. Children identified with blood lead poisoning would receive intervention to remove the source of the poisoning and reduce the blood lead level.

The problem of lead poisoning has increased so dramatically that the CDC has reduced the standard regarding the blood level that demarcates lead poisoning by more than half. By reducing the standard from 25 micrograms to 10 micrograms of lead in a deciliter of blood ( $\mu\text{g}/\text{dL}$ ), it expanded the number of people that are considered poisoned and in need of help.

A level of 10  $\mu\text{g}/\text{dL}$  or above is now considered an "elevated blood lead level." If a child's blood lead level is 20  $\mu\text{g}/\text{dL}$  or remains at 15  $\mu\text{g}/\text{dL}$  after two tests, the CDC requires case management by local health professionals. Even a low level of lead in a child's blood can have harmful effects on physical and developmental health.

### **C. Sources of Lead Hazards**

The most common source of child lead poisoning is exposure to lead-based paint (and lead-contaminated dust) in the child's home. Housing built before 1978 may contain some lead-based paint since the use of lead-based paint became illegal that year. Since the amount of lead pigment in the paint tends to increase with a home's age, older housing is more likely to have lead-based paint hazards.

Lead exposure occurs when children ingest chips of lead-based paint, paint-contaminated dust, or paint-contaminated soil. It also occurs if children inhale dust particles from lead-based paint (usually occurring due to deterioration, abrasion, home renovation, or maintenance). Children are also exposed to lead through a variety of other sources besides lead-based paint, such as gasoline, air, food, water, soil, dust, and parental hobbies such as pottery and stained glass making.

Occupational lead exposure accounts for approximately 90 percent of adult lead poisoning cases. Occupations in which a worker is potentially exposed include smelting and refining industries, battery manufacturing plants, gasoline stations, construction and residential painting.

#### **D. What is a Lead-based Paint Hazard?**

Lead-based paint hazards consist of any condition that causes exposure to lead from the following sources that would result in adverse human health effects:

- Lead-based paint dust.
- Lead-based paint contaminated soil.
- Lead-contaminated paint that is deteriorated or present in accessible surfaces, friction surfaces, or impact surfaces.

#### **E. Effects of Lead Hazard**

Lead poisoning is one of the most common and preventable health hazards to children in American today. Research indicates that even a low level of lead in a child's blood can have harmful effects on their physical and developmental health. Lead poisoning is the most serious environmental threat to children's health. If harmful levels of lead are not detected early, children could suffer from:

- Decreased growth.
- Learning problems.
- Impaired hearing.
- Behavior problems (such as hyperactivity).
- Nerve and/or brain damage.

Children are more susceptible to the effects of lead, because their growing bodies absorb more lead, and young children often put their hands and other objects in their mouths. In addition, children's brains and nervous systems are more sensitive to the damaging effects of lead.

Most children do not have any symptoms, even if a blood test shows that they have an elevated blood lead level. If a child does have symptoms, the symptoms may be mistaken for the flu or other illnesses. If symptoms occur, they might be:

- Irritability
- Frequent Vomiting
- Poor appetite
- Fatigue
- Headache
- Stomach ache and cramps
- Constipation
- Sleep disorder

### **Who is At Risk?**

Residents of any housing built before 1978 are considered to be at risk of containing some amount of lead-based paint. Older housing is more likely to have lead-based paint and the amount of lead pigment in the paint tends to increase with the age of the housing. A large amount of Irvine's housing stock (58.5 percent) was built after 1979, eliminating the residents of these homes from risk of lead-based paint hazards. An additional 35.5 percent of the City's housing stock was built between 1970 and 1979, which has a somewhat low risk of lead-based paint hazards.

Since low-income people often live in older housing, they are at higher risk for exposure to lead-based paint. It is estimated that a small fraction of the units constructed before 1978 are occupied by low- to moderate-income households and potentially have lead-based paint. However, empirical evidence gathered through the testing of pre-1978 housing done in conjunction with the City's various housing rehabilitation programs suggests that a smaller percentage of the City's housing stock has paint containing lead. Young children who live in housing built before 1978 could ingest lead-based paint and are thus at higher risk. The following children in Irvine could be at higher risk:

- Children under 5 years old: about 5.6 percent of the population of Irvine, or 7,997 children.<sup>1</sup>
- Approximately 395 families (or 6.2 percent of the total number of families below the poverty level) have related children under six years old living below poverty in Irvine.<sup>2</sup>

### **F. Number of Children with Elevated Blood Levels of Lead**

The Center for Disease Control mandates lead screening for all children who participate in Federally funded health programs. Screening typically occurs when a child is between 12 and 72 months old. An elevated blood lead level (EBLL) is recorded when the blood level is 10 µg/dL or higher.

In accordance with the Center for Disease Control and Prevention, a "case" is defined as a child having a blood lead level equal to or greater than 20 µg/dL once, or blood lead levels between 15-19 µg/dL for at least two tests. Once a case is

<sup>1</sup> Source: U.S. Census Bureau, 2000 Census data.

<sup>2</sup> Source: U.S. Census Bureau, 2000 Census data.

reported, the Center is involved in the case, as described below the heading, Childhood Lead Poisoning Prevention Program (CLPPP).

The Center for Disease Control records the number of reported annual screenings, the number of children with elevated blood levels, and the number of reported cases for the cities within the County. The chart below shows the number of screenings, EBLs, and cases in the City of Irvine.

**Table 10-1**  
**Number of Elevated Blood Lead Levels and Cases**

City	2005	2006	2007	2008	2009	Total
EBLL's*	4	3	0	3	0	10
Cases	1	0	0	0	0	1

\* EBL's are defined as  $\geq 9.5 \mu\text{g/dL}$ , and are "Uniquely Identified" by year. Only the highest EBL is displayed per year per child. A child may be reported more than once across years, but only once per year. EBL's  $<10 \mu\text{g/dL}$  not displayed.

## G. Strategies and Objectives

The City of Irvine strategy for lead-based paint falls under the housing strategies of "Preservation and Rehabilitation of Existing Stock of Affordable Housing" and "Reduce the number of housing units with lead paint hazards through education, inspection and rehabilitation."

The following section describes the programs and activities to support this strategy and more specifically to address lead-based paint in Federally-assisted housing. The City undertakes a range of activities to address the problem of lead-based paint in the housing, including outreach, assessment, and abatement. As required by HUD regulation 24 CFR Part 35, the City has a *Lead-Based Paint Implementation Plan* that includes a Needs Assessment matrix that estimates lead-based paint needs by activity. The City conducts housing inspections to determine if various types of housing are safe, sanitary, and fit for habitation.

## H. City Compliance and Activities

The City of Irvine has taken aggressive action to ensure compliance with HUD's Consolidated Lead-Based Paint Regulations. The matrix in Table 10-2 displays the process and procedures that the City uses to address lead-based paint in CDBG and HOME-funded Rehabilitation Programs. This matrix is broken into three categories—rehabilitation under \$5,000, rehabilitation \$5,000 to \$25,000, and rehabilitation over \$25,000—and describes the approach to lead hazard evaluation and reduction, application to the program, scope of work, notification, lead hazard evaluation, relocation requirements, lead hazard reduction, clearance, and options.

During the past three years, the City has proactively disseminated information on lead hazards and the new regulations to its Advanced Planning/Housing staff; Community-Based Organizations; non-profit organizations; and other participating public agencies that receive City administered Federal funds.

To ensure that its staff is knowledgeable about lead regulations, the City has sent key staff to HUD-sponsored training sessions. The City compiled an informational source document based on HUD-sponsored training materials and conducted internal training sessions for the other Housing staff members. The training sessions were designed to help other staff members provide meaningful oversight of lead-hazard consultants and contractors to ensure safe work practices are followed, and to ensure that compliance requirements are implemented in conjunction with rehabilitation and renovation program activities.

**Table 10-2**  
**Addressing Lead-Based Paint in CDBG and HOME funded Rehabilitation Programs**

Requirements	< \$5,000	\$5,000 - \$25,000	> \$25,000
<b>Approach to Lead Hazard Evaluation and Reduction</b>	Do no harm	Identify and control lead hazards	Identify and abate lead hazards
<b>Application to Program</b>	Application reviewed and approved; agreement determines commitment	Application reviewed and approved; agreement determines commitment	Application reviewed and approved; agreement determines commitment
<b>Scope of Work</b>	Scope of work to determine if painted surfaces will be disturbed; begin to identify lead hazards	Scope of work to determine if painted surfaces will be disturbed; begin to identify lead hazards	Scope of work to determine if painted surfaces will be disturbed; begin to identify lead hazards
<b>Notification</b>	Lead hazard pamphlet; notification to buyers; notify. of evaluation; notify. of reduction	Lead hazard pamphlet; notification to buyers; notify. of evaluation; notify of reduction	Lead hazard pamphlet; notification to buyers; notify. of evaluation; notification of reduction
<b>Lead Hazard Evaluation</b>	Paint testing required by certified paint inspectors* or risk assessors* for surfaces disturbed during rehab.	Paint testing required by certified paint inspectors* for surfaces disturbed during rehab; risk assessment on entire dwelling and soil	Paint testing required by certified paint inspectors* for surfaces disturbed during rehab; risk assessment on entire dwelling and soil
<b>Relocation Requirements</b>	Relocation from work area	Relocation from unit may be required when extensive rehab. occurs in kitchens, bathrooms, etc.	Relocation from unit may be required when extensive rehab. occurs in kitchens, bathrooms, etc.
<b>IF LEAD IS PRESENT OR PRESUMED: Lead Hazard Reduction</b>	Repair lead-based paint disturbed during rehab. and apply a new coat of paint; Safe Work Practices (SWP) that restrict types of paint removal methods, provide for occupant protection, and require cleaning after lead hazard reduction activities.	Interim Controls on lead-based paint include addressing friction and impact surfaces, creating smooth and cleanable surfaces, encapsulation, removing or covering lead-based paint and paint stabilization through-out unit; SWP	Abatement to lead-based paint involves permanently removing lead-based paint hazards, often through paint and component removal, and enclosure and interim controls on exterior surfaces not disturbed by rehab; SWP
<b>Clearance</b>	Clearance testing on repaired surfaces by certified professional*	Clearance testing performed unit-wide and on soil	Clearance testing performed unit-wide and on soil
<b>Options</b>	Presume lead-based paint; SWP	Presume lead-based paint; use standard treatments	Presume lead-based paint; abate all applicable surfaces
<b>Contractor Qualifications</b>	SEP-contractors familiar with Safe Treatment Methods and Prohibited Treatment Methods	Interim Controls or Standard Treatments- accredited lead-based paint worker course or lead-based paint abatement supervisors course	Abatement contractors- trained and state-certified abatement supervisors and accredited lead abatement worker training
*Certified Paint Inspectors must successfully complete an Environmental Protection Agency (EPA) or state-accredited training program and receive state certification; Certified Risk Assessors must successfully complete an Environmental Protection Agency (EPA) or state-accredited training program, receive state certification, and have related experience.			

## **I. Activities of Other Orange County Agencies**

Other Orange County agencies administer various programs and engage in various activities to address lead hazards or lead-based paint issues. These programs and activities are listed below:

### **Orange County Health Care Agency**

The Orange County Health Care Agency through the Public Health Care Services – Family Health Division implements the Childhood Lead Poisoning Prevention Program (CLPPP). The program is a court ordered program which implements a multifaceted approach to preventing childhood lead poisoning which includes screening, surveillance, risk reduction, primary prevention activities, interagency coordination, and services for children affected by lead. The mission of Orange County CLPPP is to reduce children's blood lead levels below 10 µg/dl through primary prevention activities.

The Family Health Division<sup>3</sup> of the Orange County Health Agency administers a Childhood Lead Poisoning Prevention (CLPPP) program with the following mission: “To prevent lead poisoning in children by pro-active action to educate the public regarding the hazards of lead poisoning, and to provide a comprehensive response to support lead burdened children, their families and the community.”

The Division has four units to carry out the mission of the CLPPP: the Case Management, Environmental Health, Epidemiology, and Health Education Units. The Case Management Unit has Public Health Nurses who assist primary care providers with identification, follow-up and management of lead-poisoned children considered to be a case.

Once a child has been identified as a case, a Public Health Nurse visits the child's home to provide a general physical assessment of the child. The nurse also educates the family on the effects of lead poisoning, explains how to prevent it, and helps link the family to any needed health and social services.

The Environmental Health Unit sends Registered Environmental Health Specialists to visit a lead-poisoned child's environment to identify hazards, interview parents and take environmental samples. These specialists investigate, evaluate and analyze lead hazards, including source identification. The inspectors may issue corrective notices to eliminate lead hazards as well as monitor home repair, corrective notices, or compliances.

The Epidemiology Unit maintains a lead poisoning database, which includes demographic, geographic, laboratory and clinical information on all reported screenings, and identified cases throughout the County. The Epidemiology staff plans, directs, and evaluates original epidemiological studies, analyzes lead poisoning data and responds to data requests from interested parties.

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<sup>3</sup> Information on the Childhood Lead Poisoning Prevention Program was received from the Orange County Health Care Agency web site at [www.ochealthinfo.com/mcah/chlppp.htm](http://www.ochealthinfo.com/mcah/chlppp.htm)



Finally, the Health Education Unit maintains a library of information on lead and lead poisoning prevention, available to the community in several languages. The unit also provides presentations, information booths, and training upon request. In addition, it offers a toll free hotline, 1-800-LA-4-LEAD, for the public during regular working hours to answer questions or to give referrals regarding lead-related issues.

**Table 10-3**  
**More Local Sources for Information**  
**On Lead-Based Paint**

<b>Air Quality Management District</b> <i>To report the spread of lead dust due to construction</i> <a href="http://www.aqmd.gov">www.aqmd.gov</a> 1-800-288-7664	<b>Hazardous Waste Roundups</b> <i>Disposal of hazardous materials (i.e., paint, oil, batteries, etc.)</i> <a href="http://www.ladpw.org/epd">www.ladpw.org/epd</a> 1-888-CLEAN-LA ; 1-888-253-2652
<b>California Department of Health Services</b> <i>Occupational Lead Poisoning Prevention Program</i> (510) 622-4332	<b>Healthy Families</b> <i>State's low-cost health insurance for children ages 1-19</i> <a href="http://www.healthyfamilies.ca.gov">www.healthyfamilies.ca.gov</a> 1-800-880-5305
<b>National Safety Council/Environmental Health Center</b> [URL: <a href="http://www.nsc.org/ehc/lead.htm">www.nsc.org/ehc/lead.htm</a> ]	<b>National lead service Provider's Listing System</b> [URL: <a href="http://www.leadlisting.org">www.leadlisting.org</a> ]
<b>Child Health and Disability Prevention Program</b> <i>CHDP - provides no cost health examination, including blood lead test, for children under 21</i> <a href="http://www.dhs.cahwnet.gov/pcf/cms/html/chdp.htm">www.dhs.cahwnet.gov/pcf/cms/html/chdp.htm</a> 1-800-993-CHDP ; 1-800-993-2437	<b>Lead-Related Construction Information Line</b> <i>List of certified workers and contractors</i> <a href="http://www.dhs.ca.gov/childlead">www.dhs.ca.gov/childlead</a> 1-800-597-LEAD; 1-800-597-5323
<b>Consumer Nutrition Information Center</b> <i>Suggestions for healthy foods</i> <a href="http://www.eatright.org">www.eatright.org</a> 1-800-366-1655	<b>Office of Lead Hazard Control/Department of Housing and Urban Development</b> [URL: <a href="http://www.hud.gov/lea/">www.hud.gov/lea/</a> ]
<b>Consumer Product Safety Commission Hotline</b> <i>For information on lead in consumer products</i> <a href="http://www.cpsc.gov">www.cpsc.gov</a> 1-800-638-2772	<b>Medi-Cal</b> <i>This program provides no-cost or low-cost medical care for families. For more information, call</i> <a href="http://www.medi-cal.ca.gov">www.medi-cal.ca.gov</a> 1-888-747-1222
<b>Environmental Protection Agency</b> <b>EPA</b> - Home repairs and renovations <a href="http://www.epa.gov">www.epa.gov</a> 1-415-744-1124	<b>National Lead Information Center</b> <i>Information on protecting children, during home repairs and renovations</i> <a href="http://www.epa.gov/lead">www.epa.gov/lead</a> 1-800-LEAD-FYI ; 1-800-424-LEAD
<b>EPA's Safe Drinking Water Hotline</b> <i>Information on lead in drinking water</i> <a href="http://www.epa.gov/OGWDW">www.epa.gov/OGWDW</a> 1-800-426-4791	<b>Occupational Lead Poisoning Prevention Program</b> <i>Lead concerns in the workplace</i> <a href="http://www.dhs.cahwnet.gov/ohb/olppp">www.dhs.cahwnet.gov/ohb/olppp</a> 1-510-622-4332
<b>Poison Control System</b> <i>For Poison Emergencies</i> <a href="http://www.calpoison.org">www.calpoison.org</a> 1-800-876-4766	<b>CDC Childhood Lead Poisoning Prevention Program</b> [URL: <a href="http://www.cdc.gov/nceh/lead/lead.htm">www.cdc.gov/nceh/lead/lead.htm</a> ]
<b>National Center for Lead Safe Housing</b> [URL: <a href="http://www.leadshousing.org/">www.leadshousing.org/</a> ]	





## **XI. Housing and Community Development Delivery System**



## **XI. Housing and Community Development Delivery System**

### **A. Housing and Community Development Delivery System**

State agencies, local governments, nonprofit organizations, businesses and financial institutions are all vital players in Irvine's housing and community development delivery system. This section examines the effectiveness of the housing and community development system in the City and possible strategies to enhance collaboration.

#### **Institutional Structure:**

The *institutional structure* is comprised of the private, public, and nonprofit organizations that help carry out the activities in the City's Consolidated Plan. The relationships and interaction of these organizations as they deliver programs and undertake activities is known as the City's *housing and community development delivery system*.

#### **1. Lead Agency**

As mentioned, the City of Irvine Community Development Department (Redevelopment Division) is the lead agency for the Consolidated Plan. The Department administers the CDBG and HOME programs. As the City's affordable housing and community development agency, its mission is to Build Better Lives and Better Neighborhoods by strengthening communities, empowering families, supporting local economies, and promoting individual achievement.

The Community Development Department plans, administers, implements, and monitors projects funded through the City's formula entitlement funds from the U.S. Department of Housing and Urban Development (HUD). These entitlements include CDBG and HOME programs. As the recipient of these funds, the Community Development Department is tasked with the responsibility of developing and carrying out the Consolidated Plan. The City uses these and other funds to provide decent housing, create a suitable living environment, and expand economic opportunities throughout the City.

#### **2. Community Development Block Grant (CDBG) Program**

The Housing and Community Development Act of 1974 ("ACT") initiated the CDBG program. Although the Act has been amended in recent years, the primary objective continues to be the development of viable urban communities by providing decent housing, a suitable living environment, and expanding economic opportunities, principally for persons of low- and moderate-income.

The City will partner with Community Based Development Organizations (CBDO), a nonprofit meeting certain HUD requirements, in the use of CDBG funds on projects to meet the aforementioned goals. There are two nonprofits in Irvine that have received the CBDO designation: Ability First, Inc. and Families Forward. The City will look for opportunities to expand the CBDO

designation to nonprofit partners who meet HUD qualifications and provide CDBG eligible activities that serve low- and moderate-income persons.

Regulations governing the CDBG Program require that each activity undertaken with CDBG funds meet one of three broad national objectives, including activities that benefit low- and moderate-income persons, aid in the prevention or elimination of slums and blight or meet other community development needs having a particular urgency.

The City certifies that its Annual Action Plan has been designed to give maximum feasible priority to activities, which meet the first and second objectives above. Additionally, the City certifies that no less than 70 percent of the CDBG funds received, over a three-year certification period, will be designed to benefit low- and moderate-income persons.

### **3. Home Investment Partnerships Program (HOME)**

On November 28, 1990, the Cranston-Gonzalez National Affordable Housing Act was enacted (P.L. 101-625). The HOME Investment Partnerships (HOME) program was created as a result of this legislation. It affords states and local governments the flexibility to fund a wide range of low-income housing activities through housing partnerships among states, localities, private industry, and nonprofit organizations. This program provides Federal funds for the development and rehabilitation of affordable rental and homeownership housing, replacing a series of programs previously funded by HUD. HUD allocates funds to qualifying "Participating Jurisdictions" (PJs), such as the City of Irvine, based upon a variety of demographic and housing factors. With the exception of a waiver granted for disaster-related funding, HOME funds are subject to a 25% match of non-Federal funds or in-kind contributions.

HOME regulations require grantees, such as the City of Irvine, to allocate at least 15% of its annual HOME award to activities sponsored, managed or owned by a Community Housing Development Organization (CHDO). A CHDO is a special designation for nonprofits that provide a variety of housing activities including affordable housing development, management and homeless housing programs. HUD encourages partnerships between grantees and CHDOs to maintain and expand affordable housing.

The City certifies that its Annual Action Plan will incorporate allocation of HOME funds to vital community partners such as CHDOs. The City currently has three certified CHDOs: Jamboree Housing Corporation, Irvine Housing Opportunities and Families Forward. It is worth noting that the City exceeded its 15% CHDO allocation in prior fiscal years, thus accumulating credit for future years for this requirement.

### **4. Homeless Services Programs (Including ESG Program)**

The Emergency Shelter Grant (ESG) program began on November 7, 1989, as part of the Stewart B. McKinney Homeless Assistance Act. The program is designed to improve the quality of existing emergency shelters, make available

additional emergency shelters, help meet the cost of operating emergency shelters, and provide essential social services to homeless individuals. The ESG program ensures that the homeless have access not only to safe and sanitary shelter but also to supportive services and other kinds of assistance needed to improve their situations. The program is also intended to reduce homelessness through the funding of preventive programs and activities. ESG funds further the objectives of the Orange County Continuum of Care. Although the City of Irvine does not directly receive ESG funds, the City supports those organizations that receive ESG funds by issuing certification of consistencies with the City's Consolidated Plan priorities, and providing additional funds.

Orange County's Continuum of Care is comprised of a network of public, private, faith-based, for-profit and non-profit service providers. Orange County agencies such as the County Executive Office, Health Care, Social Services, Community Services, and Housing and Community Development provide direct services for the homeless and/or significant resources for agencies serving the homeless. The region's municipalities, including the City of Irvine, also provide substantial resources for services that assist the homeless and those at risk of becoming homeless. The County's non-profit community is a critical player in the current Continuum of Care system. Hundreds of agencies throughout the County provide programs ranging from feeding the homeless on the street to creating permanent supportive housing opportunities. These services are available to homeless families with children, and single men and women. The County's non-profit community also serves special needs populations, such as victims of domestic violence, veterans, the disabled and youth.

In 1998 the Orange County Board of Supervisors approved the establishment of the Continuum of Care Leadership Cabinet. The mandate of the Leadership Cabinet is to provide direction to the Director and to assist in the development and maintenance of the county-wide comprehensive continuum of care planning process for the delivery of services to homeless men, women and children. The goal of the Leadership Cabinet is to coordinate the involvement of three primary groups: private industry, homeless experts, and the public sector in the continuum of care planning process. The Leadership Cabinet is also responsible for working with Housing and Community Development staff to design the planning process for each year's Supportive Housing Program homeless competition (McKinney Grant Application) and to provide direction on the organization of the application review and evaluation processes.

Programs and initiatives operated in the Orange County Continuum of Care fall into the following categories: homelessness prevention, outreach, emergency shelter, transitional housing, permanent supportive and permanent affordable housing and service coordination.

The Orange County Continuum of Care funds programs according to the need and in keeping with the Continuum of Care, described in Chapter VI of the Consolidated Plan.

## **5. Orange County Housing Authority (OCHA)**

The Orange County Housing Authority (OCHA) is a division of the County's Housing and Community Services Department that administers rental assistance programs throughout Orange County. Currently, OCHA helps more than 9,023 households through tenant-based rental assistance programs. Persons receiving assistance include those over 62 years of age, some with disabilities, and low-income households residing in 39 participating cities and the unincorporated areas of Orange County. According to the OCHA, 763 of these assisted households reside in Irvine as of January 10, 2010. Such programs allow income-qualified households to receive rental assistance in a variety of apartments, houses, and other rental dwellings owned by private landlords. Funding for tenant-based rental assistance programs is provided by the Department of Housing and Urban Development (HUD).

## **6. Other Housing and Community Development Organizations**

Other public agencies, for-profit entities, and nonprofit organizations such as the Irvine Community Land Trust, all play a part in the provision of affordable housing and community services in the City. The City strives to coordinate with these organizations in the development of the Consolidated Plan and in the delivery of the programs covered by it.

### City Departments

The Community Development Department coordinates with other City departments to carry out the City's housing and community development strategies and to allocate CDBG and HOME funds to achieve community development goals. The other departments consulted include the Community Services Department, Police Department, and Public Works Department.

### Organizations

Nonprofit organizations play a major role in the City's institutional structure for housing and community development. The City contracts directly with approximately 20 nonprofit community-based organizations to provide public services to City residents, including a wide range of programs for persons with special needs, homeless, seniors, youth, and other low- and moderate-income populations. For production of affordable housing, the City supplements its own efforts by entering into partnerships with the private sector, nonprofit developers, housing development corporations, and through the use of the Irvine Community Land Trust. Additionally, the City participates in the Orange County Continuum of Care planning process for the delivery of services to homeless men, women and children.

**The Irvine Community Land Trust (ICLT)** - ICLT was established in 2006 by the City of Irvine to provide affordable housing opportunities for the community. ICLT is involved in the development and preservation of both rental and ownership units, with a primary mission of creating permanently affordable

homeownership units. Community Land Trusts (CLTs) are designed to balance the interests of individual homeowners with the public interest in the preservation of scarce public resources. CLTs provide homeowners with housing security, equity, and a legacy to leave their heirs, all at an affordable price.<sup>1</sup>

Orange County Housing Authority (OCHA) - OCHA administers the public housing units and the Section 8 rental assistance programs in Irvine.

Southern California Home Financing Authority (SCHFA) – SCHFA is a joint powers authority between Los Angeles and Orange Counties formed in June 1988 to issue tax-exempt mortgage revenue bonds for low and moderate income First Time Homebuyers. The program is administered by the Community Development Commission of the County of Los Angeles, and County Executive Office of the County of Orange on behalf of the SCHFA. The Authority has helped thousands of individuals and families achieve homeownership.

California Department of Health Services (CDHS), Childhood Lead Poisoning Prevention Branch (CLPPB)— This organization compiles information, identifies target areas and analyzes information to design and implement a program of medical follow-up and environmental abatement to reduce childhood lead exposure. Programs operated by the CLPPB include: 1) accreditation of training providers and certification of individuals involved in construction related activities; 2) reporting of elevated blood lead levels by medical laboratories; 3) lead exposure screening; 4) real estate disclosure of known lead-based paint hazards upon sale of property; and 5) lead related activities in construction work, as well as other various other childhood and occupational lead poisoning prevention programs.

## **7. Faith-Based Organizations**

Recently, there has been great recognition of the contributions of faith-based organizations (FBOs) in providing social services. In the past, FBOs have been particularly visible in providing food, clothing, and shelter to individuals and families in need. More recently, faith-based organizations have also taken on a role in supporting housing and community development efforts.

Moreover, the significance of faith based organizations in the United States is underlined by former President George W. Bush's creation of the Office of Faith-Based and Community Initiatives (OFBCI). This initiative expanded the role of faith based organizations, by requiring Cabinet agencies to create their own Center for Faith-Based and Community Initiatives to work in tandem with the White House OFBCI, and to make Federal grants available to Faith-Based and Community Initiatives nationwide. Agencies include the following Federal Departments: Health and Human Services, Housing and Urban Development, and the Departments of Labor, Justice; and Education.

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<sup>1</sup> City of Irvine web site.

## B. Gaps in the Institutional Structure

Consolidated Plan requirements include an examination of how organizations in the City “deliver” housing and community development (called the institutional structure). This examination includes identifying the gaps in the institutional structure and developing strategies to address the gaps. Irvine can only achieve its Comprehensive Plan goals and Consolidated Plan strategies if its institutional structure is complete.

As the lead agency for the City of Irvine 2010 – 2014 Consolidated Plan, the Community Development Department desired to gain a better understanding of the gaps and potential strategies needed for collaborative long-term planning. The ideas of the City’s housing and community development organizations are crucial to an accurate gaps analysis of the institutional structure. They are even more important to the development and implementation of strategies to overcome the gaps. Therefore interviews and discussions with stakeholders included questions or comments concerning the current gaps in the local delivery system for housing and community development. Also discussed were the preliminary components of strategies for filling the most troublesome gaps.

***Gap in the Institutional Structure:*** A missing component, such as an organization, a relationship, a service, a project, or an activity.

### 1. Common Themes

Several issues emerged from the interviews and discussions. These issues provide a good starting point in understanding the gaps in the housing and community development delivery system. They also provide a foundation for developing workable, collaborative strategies to fill the gaps.

- a. **Public Education Gap:** The lack of knowledge about resources for those in need among the public and many lower-income clients surfaced as a concern. The most common gap cited was a lack of knowledge of the available resources, services, and programs for lower income people and persons with special needs. This gap in knowledge of available resources occurred among clients, employers, and service providers.
- b. **Unmet Housing Needs:** Almost all providers mentioned an urgent need for affordable housing spread out across the City, especially supportive housing for lower-income people and persons with special needs. Included were under-served housing needs for persons with both substance abuse and mental illness, the dually diagnosed, persons needing assisted or supportive living arrangements, and former offenders.
- c. **Lack of Children-Centered Services:** Services and programs related to children in lower income families repeatedly arose as a theme. Lack of affordable, quality child care surfaced as a gap in all discussions. Other child-related issues included the lack of the following items: affordable children’s primary prevention program, training for childcare providers, childcare at non-traditional hours, mental health and substance abuse



treatment services and facilities for children, and mental health prevention for children.

- d. **Need for More Services for Persons with Special Needs and the Homeless:** Such needs include mental health and substance abuse treatment services and facilities, long-term care facilities and services for low-income persons, expanded transportation for the low-income elderly and low-income residents, transitional housing with supportive services for homeless persons with multiple diagnoses, and homeless shelters with services for children.
- e. **Communication/Coordination among Organizations:** This theme arose in many forms. It includes lack of communication between specific groups and the overall community of service providers, such as the need for stronger relationships between all types of organizations involved in housing and community development (neighborhood groups, church groups, nonprofit agencies, and government agencies). Lack of a regional working group on affordable housing was cited as a gap. Participants pointed to many reasons for this lack of communication and coordination, such as the division of City programs and the division of Federal, State, and local grant programs as a barrier. In addition, confidentiality laws reduce information sharing between service providers and contribute to a lack of good referrals.

#### **C. Housing and Community Development Delivery System Strategy**

The themes and gaps that emerged from the interviews and discussions provide the basis for cooperative strategies to fill gaps in the City's housing and community development system. As lead entity for Irvine's Consolidated Plan, the Community Development Department's focus on the institutional structure should be a broad strategy of coordination, empowerment, and communication with the public, private, and nonprofit sectors.

#### **D. Priority Strategy for the Housing and Community Development Delivery System:**

Encourage collaboration among organizations providing housing, community development, and economic development programs and services in the City. The Community Development Department has an opportunity to take an active leadership role in many of the areas above. These areas include developing a supported vision, communication and coordination, education, and outreach. The Community Development Department, with advice from the Community Services Commission on public service projects, will continue to develop and communicate its vision and mission. This will allow its partners to better understand the Community Development Department's role in the housing and community development delivery system, and coordinate activities in support of the Consolidated Plan goals.

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## **XII. Anti-Poverty Strategy**

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## **XII. Anti-Poverty Strategy**

### **A. Poverty in Context**

The U.S. Census Bureau follows the Office of Management and Budget's Directive 14 to define poverty. It therefore uses a set of income thresholds that vary by family size and composition to detect who is "poor." If the total income for a family or unrelated individual falls below the relevant poverty threshold, then the family or unrelated individual is classified as being "below the poverty level." The official poverty definition counts monetary income before taxes and does not include capital gains and non-cash benefits (such as public housing, Medicaid, and food stamps). Poverty is not defined for people in military barracks, institutional group quarters, or for unrelated individuals under age 15 (such as foster children). They are excluded from the poverty universe—that is, they are considered neither as "poor" nor as "non-poor."

Since this Housing and Community Development Strategic Plan covers programs designed to help primarily low-income people and neighborhoods, it must also include an anti-poverty component. By undertaking activities funded by the CDBG, HOME, and American Dream Downpayment Initiative (ADDI) programs, the Community Development Department supports the State's overall anti-poverty strategy of moving low-income people to self-sufficiency. The Community Development Department consults with many public, private, and nonprofit organizations to help ensure that its goals, programs, and policies for activities such as producing and preserving affordable housing are effectively coordinated to best reduce the number of poverty level families.

### **B. Analysis of Poverty in the City of Irvine**

Poverty is the condition of having insufficient resources or income. In its extreme form, poverty is a lack of basic human needs, such as adequate and healthy food, clothing, housing, water, and health services. Even modest levels of poverty can prevent people from realizing their goals and dreams.

Census data from the year 2000 indicates that 12,379 Irvine residents were living in poverty in 1999, which is 9.1% of the population. This number translates to 1,746 families, or 5% of the families in Irvine. Just slightly over 6% of these families had a child under the age of 5. In accordance with the 2006-2008 U.S. Census Bureau's American Community Survey the estimated percentages for the number of individuals in poverty has increase to 9.9% and the number of families has also decreased to 4.4%.

Although most of Irvine's households have higher incomes, a significant number are living at or near poverty. This division of wealth has significant social consequences and implications for Irvine's market segmentation, housing demand, and affordability.

In 2000, female-headed households made up 16% of families living in poverty. More than 18% of these families included a child under the age of 18; almost 32% of these families included a child under the age of 5. In accordance with the 2006-2008

U.S. Census Bureau's American Community Survey the estimated percentages for the number of female headed households in poverty has decreased to 9.5%.

### **C. The State's Welfare-to-Work Program**

The City's anti-poverty strategy and activities support the overall effort in the State to move low-income families to economic self-sufficiency. The California Department of Health and Social Services is the nexus of the State's Welfare-to-Work program and is thus the lead anti-poverty agency in the State.

### **D. Existing Programs**

In California, the primary programs for assisting families in poverty are CalWORKS, Food Stamps, and Medi-Cal. Together, these programs provide clients with employment assistance, discounted food, medical care, child care, and cash payments to meet basic needs such as housing and transportation. A short description of each is provided below.

#### **CalWORKs**

The California Work Opportunities for Kids (CalWORKs) program is a time-limited program that provides financial assistance and Welfare-to-Work services to families with children who are deprived of support or care due to the death, incapacity, unemployment/underemployment, or continued absence of one or both parents. Homeless Assistance is included in this program. CalWORKs is administered following Federal and State regulations.

#### **Food Stamps**

The Food Stamp Program is a nutritional assistance program designed to help single people and families with little or no income to buy food. Food Stamp benefits are issued on an EBT (debit) Card that is used just like a bankcard at most local food stores. The Food Stamp Program is a Federal State funded program.

#### **Medi-Cal**

The Medi-Cal program pays for health care for certain needy residents of California, including public assistance recipients. Medi-Cal is supported by Federal and State taxes. Pregnant women and children have been the focus of outreach efforts by the State of California for enrollment in the Medi-Cal program.

#### **CDBG, HOME, and ESG-Funded Activities**

Congress designed the CDBG, HOME and ESG programs to serve lower-income people, some of which may meet the Federal poverty definition, and at least 51% of whom are low- and moderate-income individuals and families.

At least 70% of all CDBG funds must be used for activities that are considered under program rules to benefit low- to moderate-income persons. Additionally, every CDBG activity must meet one of three national objectives: (1) benefits low- and moderate-income persons (at least 51% of the beneficiaries must be low- to moderate-income; (2) addresses slums or blight, or (3) meets a particularly urgent community development need.

Under the HOME Investment Partnerships Program (HOME), households must earn no more than 80% of the Area Median Income (AMI), adjusted for household size, to be eligible for assistance. Furthermore, 90% of a HOME Participating Jurisdiction's annual HOME allocation that is invested in affordable rental housing must go to assist households earning no more than 60% of AMI (the "90/60" rule).

The Emergency Shelter Grant (ESG) program provides homeless persons with basic shelter and essential supportive services. It can assist with the operational costs of the shelter facility, and for the administration of the grant. ESG also provides short-term homeless prevention assistance to persons at imminent risk of losing their own housing due to eviction, foreclosure, or utility shutoffs.

The County's ESG program is administered through the County of Orange and its continuum of care provider O.C. Partnership. O.C. Partnership supports, creates, and sustains solutions to homelessness in Orange County by providing leadership, advocacy, planning and management of program funding. O.C. Partnership provides funding and guidance for a vast network of local, non-profit agencies with missions to help people leave homelessness permanently. These agencies are dedicated to providing as much assistance as possible, including emergency shelter, to help homeless persons with housing, case management, counseling, advocacy, substance abuse programs, and other specialized services.

## **E. Anti-Poverty Strategy**

The City of Irvine's goal is to help families that are self-sufficient yet still at-risk to increase their financial stability. The focus of the anti-poverty strategy is three-fold: (1) to help these families accumulate assets, (2) to help these families address issues, such as substance abuse and domestic violence, that may threaten the family's stability, and (3) to provide these families with employment-related supportive services such as child care. This focus will be incorporated into the programs and policies undertaken by the City as part of this Consolidated Plan.

### **1. Programs**

The City has yet to finalize any specific programs at this stage in the development of the Consolidated Plan. Any definite activities will be described in detail in the City's Annual Action Plan. Potential programs may include:

#### Asset Building:

- **Downpayment Assistance:** Homeownership is the most effective way for a family to accumulate assets. As long as it is feasible, the City will continue to administer its down payment assistance program to help poor families realize the dream of homeownership. (The high cost of housing may render the program infeasible, requiring greater resources than what the City can provide for downpayment assistance).
- **Individual Development Accounts (IDAs):** Individual Development Accounts are savings accounts where deposits made by program participants are matched by City funding. The end goal of each program

participant is to use the savings for a down payment on a house, the capitalization of a new business, or to pay for vocational training or higher education.

- Micro-enterprise Loans: Creating a small business is a great source of potential income and provides a high level of job satisfaction. Through a micro-enterprise loan program, the City can provide technical assistance and accept a portion of the risk normally associated with starting a new business.

#### Family Stability

- Counseling
- Substance Abuse Services
- Domestic Violence Services

#### Employment Related Supportive Services

- Job Training
- Child Care

## **2. Policies**

- The City will fully comply with Section 3 of the Housing and Community Development Act. Section 3 helps foster local economic development, neighborhood economic improvement, and individual self-sufficiency. This set of regulations require that to the greatest extent feasible, the City will provide job training, employment, and contracting opportunities for low- or very-low income residents in connection with housing and public construction projects.
- Public services funded through the Consolidated Planning process that promote the self-sufficiency of families in poverty (extremely low-income) will be given preference.
- Firms that accept City contracts must adopt an affirmative hiring policy that gives preference to participants in the County's GAIN Welfare to Work Program.

When evaluating economic development aid packages and incentives offered to firms in exchange for relocating to the City, the City will incorporate a benchmark measure called the Stability Index when reviewing the income level of potential jobs. The Stability Index determines the wage required, based on family size and composition. A family needs to (A) meet their basic needs without subsidies of any kind and (B) save 5% of their income. This index is based on the Self-Sufficiency Standard developed by Wider Opportunities for Women.



**Table 12-1**  
**2008 Stability Index –Orange County**

	One Adult		One Adult, One Preschooler		One Adult, One Pre- Schooler, One School- Age Child		Two Adults, One Pre- Schooler, One School- Age Child	
<b>Monthly Costs</b>	<b>Costs</b>	<b>%</b>	<b>Costs</b>	<b>%</b>	<b>Costs</b>	<b>%</b>	<b>Costs</b>	<b>%</b>
Housing	\$1330	47%	\$1,595	35%	\$1,595	30%	\$1,595	27%
Child Care	\$0	0%	\$832	18%	\$1,253	24%	\$1,253	21%
Food	\$256	9%	\$388	8%	\$581	11%	\$799	13%
Transportation	\$255	9%	\$262	6%	\$262	5%	\$500	8%
Health Care	\$107	4%	\$269	6%	\$287	5%	\$345	6%
Misc.	\$195	7%	\$335	7%	\$398	8%	\$449	8%
Taxes	\$538	19%	\$817	18%	\$928	18%	\$1003	17%
Earned Income Tax Credit (-)	0		0		0		0	
Child Care Tax Credit (-)	0		-50	-1%	-100	-2%	-100	-2%
Child Tax Credit (-)	0		-83	-2%	-167	-3%	-167	-3%
Total	\$2,681	95%	\$4,365	95%	\$5,037	95%	\$5,677	95%
Savings (5%)	\$134	5%	\$218	5%	\$251	5%	\$283	5%
<b>Self Sufficiency Wage</b>								
Hourly	\$15.24		\$24.79		\$28.62		\$16.13/adult	
Monthly	\$2,681		\$4,364		\$5,037		\$5,678	
Annual	\$32,177		\$52,363		\$60,446		\$68,134	

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### **XIII. Strategic Plan**

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### **XIII. Strategic Plan**

The Strategic Plan section of the Consolidated Plan summarizes the City of Irvine's 5-year strategies and objectives to address the needs described earlier in the Consolidated Plan. To carry out each objective, the City has developed measurable actions that it will undertake each year.

The City's 2010-2014 Consolidated Plan includes the first of five Annual Action Plans. Each of these plans will describe the activities planned for the coming program year to carry out the 5-year strategies. As required by the U.S. Department of Housing and Urban Development (HUD), the City will submit a Consolidated Annual Performance and Evaluation Report (CAPER) within 90 days following the conclusion of each program year to report the City's progress in carrying out the strategies, objectives, and actions included in the Annual Action Plan and the 5-year strategies.

#### **A. Strategies and Objectives**

The City developed priority strategies and objectives to meet the housing and community development needs described in earlier sections. Those strategies are discussed in the following paragraphs and outlined in the tables at the conclusion of this chapter.

#### **Consolidated Plan Goals**

The City's strategies, objectives, and activities for the Consolidated Plan must address and meet Federal goals. The Federal Consolidated Planning Regulations found at 24 CFR Part 91 state that the Consolidated Plan's activities should meet one of the following three goals, including the provision of:

- Affordable housing opportunities;
- A suitable living environment; and/or
- Expanded economic opportunity.

#### **The City of Irvine Priority Strategies**

Through the citizen participation and consultation process described in the Consolidated Plan Development Section, the City has developed top-level strategic goals to meet the priority needs (described in previous sections). It will invest its CDBG and HOME funds according to the following:

#### **Housing Strategy**

1. Expand the supply of affordable rental and homeownership housing opportunities.
2. Preserve and improve the existing housing stock and ensure equal access.

**Homeless Strategy**

1. Support continuum of care services to further the City's and the County of Orange's efforts to end homelessness.

**Special Needs Strategy**

1. Help persons with special needs live as independently as possible

**Senior Services Strategy**

1. Provide quality supportive services so elderly residents can live as independently as possible.

**Youth Services Strategy**

1. Provide youth with appropriate health, recreational, educational and other services that help them to develop into well-rounded, well-adjusted and independent adults.

**Public Services Strategy**

1. Contribute to the well-being of individuals, families, and neighborhoods.

The City will provide CDBG and HOME funds to projects that help meet the above strategies during one or more of the five program years covered by the *Irvine 2010-2014 Consolidated Plan*.

**B. Other Strategies**

The Federal Consolidated Plan regulations require the City to address community development issues that are common to all communities throughout the nation, including impediments to fair housing, poverty, and the threat of lead-based paint. This section describes the City's strategies to address these specific issues.

- Address impediments to fair housing
- Reduce lead-based paint hazards
- Move low-income persons to self-sufficiency (anti-poverty strategy)
- Address barriers to affordable housing
- Monitor all projects and programs

The following is a summary of each item:

**1. Impediments to Fair Housing**

In conjunction with the development of this Consolidated Plan, the City has partnered with other local jurisdictions and the Fair Housing Council of Orange County to update the Regional Analysis of Impediments to Fair Housing (AI). When the updates are finalized, the City will include those updates into this section to ensure that the City coordinates its efforts with the regional fair

housing initiatives. The current AI identifies the following impediments to fair housing:

- a) Lending Practices: While data and study has not shown discrimination in lending, lending efforts have not been proactive.
- b) Insuring Practices: Some insurance companies may be targeting certain zip codes for higher rates of denial or different terms and conditions for insurance coverage.
- c) Outreach and Education: The lack of uniformity in content and approach to fair housing education from community to community may leave gaps in the information provided and contribute to the lack of a common understanding of fair housing laws. Further, inconsistencies in the provision of fair housing information (e.g. publication methods, language of publication, etc.) may contribute to a lack of awareness of fair housing laws among immigrant populations.
- d) Public Policies/Programs: A lack of coordination among cities in the region in regard to their planning activities may have an adverse effect on fair housing efforts on a regional basis.

To combat these impediments and to work toward universal access to fair housing, the City will contract with fair housing service providers such as the Fair Housing Council of Orange County (FHCOC) or the Legal Aid Society, each year to provide the necessary fair housing and tenant/landlord services. Some of the required services include counseling and information on potential discrimination and landlord/tenant problems, special assistance for ethnic minority and single-headed households, bilingual housing literature and video-tape presentations, and housing assistance counseling.

The City will also work with the property managers of rent-restricted housing throughout the City to ensure these affordable units are managed in accordance with fair housing laws.

## **2. Lead-Based Paint**

The Residential Lead Based Paint Hazard Reduction Act of 1992 (Title X) emphasizes prevention of childhood lead poisoning through housing-based approaches. This strategy requires the City to implement programs that protect children living in older housing from lead hazards. Overall, the City has a relatively new housing stock; therefore, lead-based paint hazard is not an extensive issue. According to U.S. Census Data from 2000, only 42% of the City's housing units were constructed prior to 1979. Only those units constructed prior to January 1, 1978 when the use of lead-based paint was outlawed have the potential to contain lead-based paint. In pre-1978 units, the only way to have assurance that lead-based paint is not present is to have the paint tested. According to the City's Residential Rehabilitation Program, a typical lead-based paint screening survey costs approximately \$300. To reduce lead-based paint hazards, the City takes the following actions:

- Include lead testing and abatement procedures in all residential rehabilitation activities, where applicable.
- Work with neighboring jurisdictions in a collaborative effort to secure funding and provide low-cost training to testing and abatement contractors and workers.
- Monitor the lead-poisoning data maintained by the Orange County Department of Health Services (OCDHS). According to OCDHS, there were 10 incidents of children with blood lead levels greater than 15 micrograms per deciliter for the City of Irvine from 2005-2009.
- Educate residents on the health hazards of lead-based paint through the use of brochures and encourage screening children for elevated blood-lead levels.
- Disseminate brochures about lead hazards through organizations such as the Fair Housing Council of Orange County, the Legal Aid Society, and the City's residential rehabilitation activities.

### **3. Anti-Poverty Strategy**

The goal of the Anti-Poverty Strategy is to provide a coordinated offering of services to help households rise out of poverty to a level of long-term self-sufficiency. The City's available funding sources are miniscule in comparison to other existing anti-poverty programs. Given this, the City will support activities that will complement these existing programs.

In California, the primary programs for assisting families in poverty are CalWORKS, Food Stamps, and Medi-Cal. Together, these programs combine to provide clients with employment assistance, discounted food, medical care, child care, and cash payments to meet basic needs such as housing and transportation. Also available are services designed to treat persons suffering from substance abuse, domestic violence, and mental illness.

While these programs have succeeded in weaning low income households off of public assistance and transitioning them into the job market, many of these households that find employment remain poor. Jobs taken by former welfare recipients are often low paying and have little room for advancement. In addition, as a recipient's income increases, the cash assistance decreases. This prevents the household from saving any income. While a family may achieve self-sufficiency, they will remain at-risk. A sudden loss of income from unemployment, illness, or other personal crises would push the family back into poverty and perhaps into homelessness.

Therefore, it is the City's goal to supplement the existing programs and help families move to the next level of self-sufficiency. The City's anti-poverty strategy will focus on moving families beyond mere self-sufficiency and to a level where they can accumulate savings, establish a stable lifestyle, and rise



above poverty. The remainder of this section will discuss the programs and policies the City will pursue over the next five years that will advance this purpose.

#### **4. Barriers to Affordable Housing**

The primary barrier to affordable housing in Irvine—as cited through the citizen participation and consultation process—is the affordability of housing, specifically rental housing. Many low- and moderate-income persons and households, especially the very low-income households, the homeless, the physically and mentally disabled, the frail elderly, and other persons with special needs, have problems finding and obtaining affordable housing.

Therefore, the City's primary strategies for helping reduce barriers to affordable housing are the same as its strategies to meet affordable housing needs:

- Expand and preserve affordable rental housing opportunities, particularly for low-income persons.
- The final strategy is that the City, with the help of the Community Development Department, will work with its Consolidated Plan partners throughout Irvine to further examine ways to ameliorate the conditions that can prevent residents of from obtaining quality, affordable housing.

The City of Irvine 2010-2014 Consolidated Plan contains several objectives that address some of the above barriers to affordable housing such as lack of access to affordable housing.

#### **5. Monitoring**

To ensure that the Federal funds are used correctly and efficiently, the City of Irvine will monitor its subrecipients and its own programs to track performance and to document compliance with the relevant Federal regulations.

Performance measurement is an important tool the City will utilize to ensure that funded projects are effective at generating expected outcomes. Tracking performance also helps staff determine if projects are administered correctly. It can also help identify problems and indicate where to make needed adjustments.

The performance measurement process includes goal formulation, resource allocation, and program evaluation. The Consolidated Plan goals are set forth in the Strategic Plan and in each Annual Action Plan. When the City seeks project proposals in preparation for each program year, each proposed project will be rated according to its ability to meet the high-priority needs and its potential contribution to meeting the City's goals. At the end of the program year, City staff will analyze the productivity of each project in terms of costs vs. benefits, timeliness, and quality. The results of this analysis will help the City make adjustments in a project's structure and form a basis for future funding decisions.

The City recognizes the value of monitoring the use of these public funds to ensure all funded projects comply with applicable Federal laws and regulations. The City will budget a portion of each year's grant allocation to program administration that will pay for staff time and consultants to monitor all aspects of funded programs. Monitoring will include the following review:

- Eligibility of proposed and actual uses of funds
- Eligibility of partnering organizations and contractors
- Environmental review
- Labor law compliance
- Relocation and displacement review and mitigation

The City will place an emphasis on assisting subrecipients with compliance. Some subrecipients are not familiar with all applicable laws and regulations. To address this, the City will host a pre-award training workshop to review the program regulations applicable to CDBG or HOME in addition to the Uniform Administrative Requirements found in 24 CFR Part 84 (nonprofits) and 24 CFR Part 85 (government), the Office of Management and Budget (OMB) circulars pertaining to allowable costs. Subrecipient attendance is mandatory. Prior to entering into agreements with subrecipients, the City will require proof of an acceptable financial audit and other documentation as necessary to establish the administrative capacity of the subrecipient to successfully use CDBG or HOME funds in accordance with the applicable program regulations. The City's CDBG / HOME administrative policies and procedures, as well as the annual Notice of CDBG / HOME Funding Availability address these requirements in more detail.

### **C. Administrative Strategies**

In addition to strategies that will help guide funding decisions, the City has developed administrative strategies to ensure that the planning process is one that adapts to a changing environment and continually improves over time. Administrative strategies include identifying and overcoming obstacles to meeting community needs, developing the capacity and coordination of the local institutional structure, and implementing a performance measurement and monitoring system.

#### **1. Identifying and Overcoming Obstacles to Meeting Underserved Needs**

Throughout the administration of the Consolidated Plan, the City must identify obstacles to meeting underserved needs in the community and develop methods for overcoming the obstacles. Affordable housing and community development projects face a broad array of obstacles, ranging from residents opposed to new developments in their neighborhoods to government policies and programs that have unintended, adverse effects. The City will be able to identify obstacles early on through the performance measurement process. Performance measurement is described later in this section.

Through the development of this Plan, the City of Irvine has identified two obstacles to meeting underserved needs to date: (1) Regulatory barriers to affordable housing, and (2) lack of public service funding. Below, the City has outlined strategies to overcome or mitigate these obstacles:

**Regulatory Barriers to Affordable Housing:** There is no litmus test that indicates when a State or local policy is a regulatory barrier to affordable housing. Many local laws and policies, such as conservation of open space, have direct and adverse effects on affordability of housing but cannot be considered a barrier because they are worthy goals. A policy, rule, process, or procedure is considered a barrier when it prohibits, discourages, or excessively increases the cost of new or rehabilitated affordable housing without sound compensating public benefits.

The regulatory cost of new housing development, such as plan-check and permitting fees, are relatively high. The City offsets these costs through inclusionary zoning requirements that require developers to reserve a number of newly developed units as affordable housing, extend the affordability of existing affordable units, or pay an in-lieu fee that will be used to subsidize other developments that will include affordable units.

The City will implement the following procedures and programs to reduce the adverse effects of local policy on affordable housing:

- Monitor all regulations, ordinances, departmental processing procedures, and residential development fees to ensure these requirements do not excessively constrain affordable residential development.
- Continue to offer density bonus incentives for the development of affordable housing pursuant to State density bonus requirements and the City's General Plan Housing Element.
- Partner with the Fair Housing Council of Orange County and the Legal Aid Society to provide tenant and landlord counseling to ensure fair housing rights for Irvine residents.

▪ **Lack of Public Service Funding:** Per the Federal regulations, the City may budget up to 15% of its CDBG allocation to public service activities. Each year the City receives applications and proposals from local public service providers for more than the allowed amount. Priority will be given to proposals where funds will be used to expand long-term service capacity, serve an unmet need and will not need on-going future grant funds to maintain that capacity. Funding decisions are informed by the Strategic Plan Goals when selecting projects for inclusion in the Annual Action Plan.

## 2. Development of Institutional Structure

The City partners with a network of local service providers, advocacy groups, neighboring jurisdictions, local developers and businesses, and other public agencies to form the institutional structure that undertakes affordable housing and community development initiatives. It is essential that the efforts of these varying organizations are coordinated in order to efficiently use the limited amount of resources available. There are a number of existing networks and collaborations that help these various organizations work together, such as the Continuum of Care. Throughout the duration of the Consolidated Plan, the City will continue to collaborate with partner organizations and will survey the institutional structure for gaps or areas where organizational capacity is insufficient to meet the community's needs. Below is a discussion of how the City currently partners with other agencies and the proposed strategies to strengthen and improve these relationships.

### **3. Public Housing Authority**

The City of Irvine is under the jurisdiction of the Orange County Housing Authority (OCHA). OCHA is a distinct and separate entity from the City and the City has no influence over OCHA decisions or policy, including those related to hiring, contracting and procurement. The City, however, holds an officer position on the Cities Advisory Committee. The Committee is a liaison between the respective participating jurisdictions and the OCHA, and the Committee acts in an advisory capacity to the OCHA Executive Director in matters of policy pertaining to housing programs and long range housing goals. The Orange County Board of Supervisors acts as the Board of Commissioners of OCHA and the Housing and Community Development Commission serves as an advisory board. OCHA is a division within the County's Housing and Community Services Department.

There are no public housing developments within the City. Instead, OCHA provides affordable units in the City through the Section 8 rental subsidy program. This program provides residents with the ability to locate their own housing and then pays for a portion of the rent to make the unit affordable to the resident.

The City will work with OCHA to include the residents with Section 8 vouchers in the federally funded programs administered by the City, including any homeownership programs. By moving these residents to homeownership, they gain a higher level of self-sufficiency and begin to generate assets. In addition, the rental subsidy voucher is available to serve another resident.

### **4. Non-Profit Developers (Community Housing Development Organizations)**

The City is fortunate to have partnerships with multiple local, non-profit developers who have proven track records in the development of affordable housing. In the past, the City has worked with various nonprofit housing organizations including Jamboree Housing Corporation, Irvine Housing Opportunities, Families Forward, Ability First Inc., and BRIDGE Housing Corporation.

## D. General Priorities for Investment

The Strategic Plan identifies the City's general priorities for activities and HUD-supported investments to address affordable housing needs, homelessness, the need of non-homeless persons who require supportive housing, and non-housing community development needs. These general and relative priorities will help guide HUD-supported housing and community development initiatives in the City of Irvine for 2010-2014.

General priorities are those shown as "H" (for "high") on the priority needs tables in earlier sections of this document. These are the priority needs tables that address affordable housing needs (HUD Table 2A), homelessness (HUD Table 1A), the need of non-homeless persons who require supportive housing (HUD Table 1B), and non-housing community development needs (HUD Table 2B). These priorities are not intended to preclude nor impede use of HUD or other government/private resources when other documented priority needs are known to exist or can be established. The relative priority of needs is delineated into three categories: high, medium and low.

## E. Priorities for Investment

Most general priorities in this Strategic Plan are focused on meeting the housing and community development needs of low-income households and neighborhoods throughout the City. Some housing and community development revitalization initiatives are targeted to low-income residents or eligible CDBG neighborhoods.

## F. Outcome Performance Measurement System

On March 7, 2006, HUD issued a notice entitled, "Notice on Outcome Performance Measurement System for Community Planning and Development Formula Grants Programs." The notice requires that grantees implement HUD's Outcome Performance Measurement System (OPMS).

The OPMS is intended to provide HUD and grantees with a standardized methodology to demonstrate the outcomes of the CDBG and HOME programs. The OPMS has three main components: Objectives, Outcomes, and Outcome Indicators. Each activity is assigned an objective and outcome. In addition, each activity will report on the outcome indicators throughout the year.

### Objectives

There are three objectives that originate from the statutory purposes of the Federal formula grant programs. They are as follows:

- **Creating a suitable living environment.** In general, this objective relates to activities that are designed to benefit communities, families, or individuals by addressing issues in their living environment.
- **Provide decent affordable housing.** The activities that typically would be found under this objective are designed to cover a wide range of housing

possibilities under HOME and CDBG. This objective focuses on housing programs to meet individual, family or community housing needs rather than issues concerning public services or facilities as would be included above under creating a suitable living environment.

- **Creating economic opportunities.** This objective applies to the types of activities related to economic development, commercial revitalization, or job creation.

### Outcomes

There are three outcomes that reflect what the grantee seeks to achieve by the funded activity. The City of Irvine associates the National Objectives to these Outcomes. The three outcomes and their associated national objectives are as follows:

- **Availability/Accessibility.** This outcome category applies to activities that benefit families and individuals. The National Objectives that apply to this outcome are Low- and Moderate-Income Limited Clientele and Low- and Moderate-Income Jobs.
- **Affordability.** This outcome category applies to activities that create or maintain affordable housing. The National Objective that applies to this outcome is Low- and Moderate-Income Housing.
- **Sustainability.** This outcome applies to activities that improve neighborhoods or communities. The National Objectives that apply to this outcome are Addressing Slums or Blight on an Area Basis, Addressing Slums and Blight on a Spot Basis, Serving a Low- and Moderate-income Area, and Urgent Need.

In addition to the OPMS, the City must also ensure that its HUD-funded activities carried out under the Consolidated Plan meet its 5-year priorities and strategies. The City helps ensure that Consolidated Plan activities meets these priorities and strategies as well as the OPMS objects and outcomes through a measurement system that quantifies achievement.

### G. Performance Evaluation System

The City's Consolidated Plan activities must meet one of the three national goals set by HUD for all but its administrative activities. As the lead entity for the Consolidated Plan, the City is responsible for ensuring the Consolidated Plan meets these three national goals. The City must also ensure that its HUD-funded activities carried out under the Consolidated Plan meet its 5-year priorities and strategies.

The next set of tables summarizes the City's 5-year strategies and objectives in relation to the national goals for the Consolidated Plan. The City will update these tables in each year's Annual Action Plan and CAPER to reflect actions and accomplishments. Such updates will allow citizens and other organizations to track the City's performance.

Objectives are measured by the proposed and actual accomplishments. See each year's Annual Action Plan for proposed measurements for each objective. The measurements for 2010 are listed here as an example. The City helps ensure that Consolidated Plan activities meet these goals, strategies, and objectives through a measurement system that quantifies achievement.

Identified in the matrix are the following: the City of Irvine Priority Needs and 5-Year Strategy and Outcome/Objective statements. There are a total of nine (9) possible outcome/objective statements. However, the City uses the following three (3) and links it to the National Objective as discussed above under Outcomes:

- Accessibility for the purpose of creating suitable living environments
- Accessibility for the purpose of providing decent affordable housing
- Affordability for the purpose of creating decent affordable housing

The second component of the City's performance measurement system is a table in each year's Action Plan that contains individual program goals related to specific activities.

The third component is the Integrated Disbursement and Information System (IDIS), an online database used to report accomplishments and other information to HUD. During the program year, the City will enter its planned and actual accomplishments for each activity into IDIS. At the end of the program year, the City will run IDIS reports for inclusion in the Consolidated Annual Performance Evaluation Report (CAPER) that summarize the year's program accomplishments.

The final component of City's performance measurement system is the CAPER. The City will publish these two tables in each year's CAPER to reflect its number of planned and actual accomplishments and how they relate to the long- and short-term objectives set in the Consolidated Plan and Annual Action Plan. Such updates will allow HUD, the City's partners, citizens and others to track the City's performance.



## City of Irvine Priority Need:

## Housing

5-Year Strategy: Expand the supply of affordable rental and homeownership housing opportunities

Outcome/Objective Statements	Planned Activities	Performance Indicator	Five-Year Goals	2010	2011	2012	2013	2014	Accum. Total	% Attained
<b>Affordability/Decent Affordable Housing</b>	Acquisition of Affordability Covenants on Rental Properties	Housing Units	20	4	4	4	4	4	0	0
	Construction of Multi-Family Housing	Housing Units	450	90	90	90	90	90	0	0
	Construction of Single-Family Housing	Housing Units	50	10	10	10	10	10	0	0
	Loans and Grants to Assist First-Time Homebuyers	Households	20	4	4	4	4	4	0	0



## City of Irvine Priority Need:

## Housing

## 5-Year Strategy: Preserve and improve the existing housing stock and ensure equal access

Outcome/Objective Statements	Planned Activities	Performance Indicator	Five-Year Goals	2010	2011	2012	2013	2014	Accum. Total	% Attained
<b>Accessibility / Decent Affordable Housing</b>	Single-family Housing Rehabilitation	Housing Units	100	20	20	20	20	20	0	0
	Multi-Family Housing Rehabilitation	Housing Units	15	3	3	3	3	3	0	0
	Fair Housing Program	People	200	40	40	40	40	40	0	0

## City of Irvine Priority Need:

## Youth Services

**5-Year Strategy: Provide youth with appropriate health, recreational, educational, and other services that help them to develop into well-rounded, well-adjusted and independent adults**

Outcome/Objective Statements	Planned Activities	Performance Indicator	Five-Year Goals	2010	2011	2012	2013	2014	Accum. Total	% Attained
<b>Accessibility/ Suitable Living Environments</b>	General Youth Services	Youth	200	40	40	40	40	40	0	0
	Arts and Education Programs									
	Health and Nutrition Services									
	Mentoring and Counseling Programs									
	Recreation Programs									
	Child Care Services									

## City of Irvine Priority Need:

## Senior Services

5-Year Strategy: Provide quality supportive services so elderly residents can live as independently as possible

Outcome/Objective Statements	Planned Activities	Performance Indicator	Five-Year Goals	2010	2011	2012	2013	2014	Accum. Total	% Attained
<b>Accessibility /Suitable Living Environments</b>	General Senior Programs	People	100	20	20	20	20	20	0	0
	Information and Referral Programs									
	Food and Essential Services									
	Recreational Programs									
	Senior Day Care Services									

## City of Irvine Priority Need:

## Special Needs/Non-Homeless

## 5-Year Strategy: Help persons with special needs live as independently as possible

Outcome/Objective Statements	Planned Activities	Performance Indicator	Five-Year Goals	2010	2011	2012	2013	2014	Accum. Total	% Attained
Accessibility / Suitable Living Environments	Battered and Abused Spousal Programs  Food & Essential Services  Referral and Case Management Services  Employment Training and placement for persons with Disabilities	People	100	20	20	20	20	20	0	0
	Upgrade Public Facilities with ADA Improvements	Public Facilities	1	1	n/a	n/a	n/a	n/a	0	0

## City of Irvine Priority Need:

## Homeless and HIV/AIDS

**Homeless 5-Year Strategy: Support a continuum of services in support of the City's and County's effort to end homeless**

Outcome/Objective Statements	Planned Activities	Performance Indicator	Five-Year Goals	2010	2011	2012	2013	2014	Accum. Total	% Attained
<b>Accessibility / Suitable Living Environments</b>	Homeless Prevention Programs  Emergency Shelter to Victims of Domestic Violence  Transitional Housing  Transitional Housing and Support Services for Victims of Domestic Violence	People	100	20	20	20	20	20	0	0
	Rehabilitation of Transitional Housing Units	Housing Units	1	0	n/a	n/a	n/a	n/a	0	0%

## City of Irvine Priority Need:

**Homeless and HIV/AIDS**  
**HIV/AIDS 5-Year Strategy: Support services that assist in improving the**  
**quality of life for person living with HIV/AIDS**

Outcome/Objective Statements	Planned Activities	Performance Indicator	Five-Year Goals	2010	2011	2012	2013	2014	Accum. Total	% Attained
<b>Accessibility / Suitable Living Environments</b>	Case Management and Other Services	People	10	2	2	2	2	2	0	0

## City of Irvine Priority Need:

## Public Services

## 5-Year Strategy: Contribute to the well-being of individuals, families, and neighborhoods

Outcome/Objective Statements	Planned Activities	Performance Indicator	Five-Year Goals	2010	2011	2012	2013	2014	Accum. Total	% Attained
<b>Accessibility / Suitable Living Environments</b>	Employment and Other Training Programs	People	100	20	20	20	20	20	0	0
	Food and Essential Services									
	Transportation Services									
	Health and Medical Programs									
	Family Services									

## H. Other Strategies

The City must also develop strategies to carry out specific national Consolidated Plan objectives. These include strategies to:

- Address impediments to fair housing;
- Reduce lead-based paint hazards;
- Move low-income persons to self-sufficiency (called an *anti-poverty strategy* in the regulations);
- Address barriers to affordable housing; and
- Monitor all projects and programs.

Therefore, to address the national Consolidated Plan objectives, the City developed the following four additional strategies:

1. Work with the public, private, and nonprofit sectors to identify impediments to fair housing choice and develop strategies to overcome them.
2. Collaborate with State and local agencies, nonprofit groups, and the private sector to reduce housing-related lead-based paint hazards, especially for low-income families and children.
3. Support State and City efforts to move low-income persons to economic self-sufficiency.
4. Encourage collaboration among the organizations providing housing, community development, and economic development programs and services in the City.

Measurable actions for each strategy are listed in each year's Annual Action Plan.





## **XIV. Monitoring Standards and Procedures**

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## **XIV. Monitoring Standards and Procedures**

### **A. Project Monitoring**

Monitoring of the Community Development Department's contractors and subrecipient partners is not just a regulatory process or a fact-finding mission. Rather, it involves effective communication and cooperative, problem-solving relationships between the Community Development Department and its contractors and subrecipients.

#### **What is a Subrecipient?**

A subrecipient is an organization receiving CDBG or HOME funds from the Community Development Department. The Community Development Department monitors all CDBG and HOME programs. Each Community Housing Development Organization (CHDO) shall be re-certified annually as a part of the monitoring process. The review for re-certification will include, among other things, a review of the Board of Directors, capability of current staff, review of financial statements and mission statements, review of past and current projects.

Each program requires a written agreement between the recipient and the subrecipient. The requirements demand that the agreement remain in effect throughout the period that the subrecipient has control over funds. In addition, regulations prescribe the provisions that the agreement must contain. These provisions include a statement of work (description of work, budget, and time schedule); records and reports, program income, uniform administrative requirements, other program requirements such as fair housing, labor, displacement, employment opportunities, lead-based paint, debarred contractors, conflict of interest, restrictions for certain resident aliens (as described in 24 CFR Part 49); provisions for Community Housing Development Organizations, religious entities, the Architectural Barriers Act and the Americans with Disabilities Act.

#### **1. Project Monitoring Process**

When it awards a grant, the Department develops an individual monitoring schedule for each contractor/subrecipient that includes desk monitoring, monthly or quarterly performance reports and annual onsite reviews.

These three items combine to provide a clear and timely picture of each contractor/subrecipient's progress. The following narrative explains each of these three items in more detail.

##### **Desk Monitoring**

Community Development Department staff reviews copies of case files to ensure complete and accurate documentation regarding the following items:

- Client eligibility.
- Property eligibility.

- Appropriate funding levels for the activity.
- Compliance with all program requirements (i.e. environmental review).

### **Performance Reports**

The Community Development Department requires performance reports so it can assess a project's progress and better ensure timeliness. For capital projects and public service grants, reports are required on a quarterly basis. Housing program reports are obtained based on specifics of the programs' operations.

### **Annual Onsite Reviews**

The Community Development Department, as appropriate, also provides annual on-site reviews of a project so it can assess capabilities of staff and review case files. These three items combine to provide a clear and timely picture of each sub recipient's progress. For housing projects, the Community Development Department has additional monitoring procedures that provide the following assurances:

- Ensure consistency with primary objective—not less than 70% of CDBG funds used during the program year must be for activities that benefit low- and moderate-income persons.
- Ensure each activity meets the criteria for one or more of the National Objectives.
- Compliance with all other regulatory eligibility requirements for each activity.
- Compliance with the Consolidated Plan regulations regarding displacement.
- Compliance with all other applicable laws and program requirements.
- Ensure production and accountability.
- Evaluate organizational and project performance.

The Community Development Department achieves success through:

- Pre-award screening, risk assessment, and orientation.
- Strong written agreements.
- Performance standards and program objectives.
- Defined monitoring visits for each subrecipient partner: quarterly, semi-annually, and/or annually.

### **Monitoring Staff**

The Community Development Department periodically reports on the progress of each project. Community Development Department staff has the following monitoring duties:

- Oversee the planning and budgeting process to ensure that projects and programs are consistent with the Consolidated Plan's identified high- and possibly medium-priority objectives and grant requirements. Staff will also provide technical guidance regarding Affirmative Marketing and Fair Housing practices.
- Provide technical guidance with each subrecipient partner regarding: program structure, income requirements, and document compliance. Staff will review the City's monthly expenditure reports. At a minimum, staff will perform quarterly drawdowns in HUD's Integrated Disbursement and Information System (IDIS) against the appropriate grant. For IDIS, staff will gather quarterly program statistical reports from the subrecipient partners and update all necessary fields from setup to completion of each project and activity. Regular updating and draws will ensure meeting the CDBG timeliness deadline and HOME's program year deadline. As needed, staff will perform environmental reviews and Davis-Bacon monitoring.
- Review the invoices from each subrecipient and ensure timeliness with expenditures.
- Provide technical guidance regarding all housing construction, demolition, and rehabilitation projects ensuring the correct number of units, timeliness in build-out, and approval of payments. For new construction, ensure compliance with all applicable local codes, ordinances, and zoning ordinances at the time of project completion.
- Provide monitoring orientation with all subrecipient partners and establish monitoring visits. The monitoring orientation includes the timing for monitoring visits. Subrecipient partners without problems or significant findings receive annual or semi-annual monitoring visits, while new subrecipients and subrecipients with significant problems or complex projects receive quarterly visits.

### **Community-Based Organizations**

Community-Based organizations (CBOs) are funded for a wide variety of CDBG-funded activities, especially public services. However, their experience and training in implementing these activities in compliance with applicable statutory and regulatory requirements vary widely. In addition, some projects are a one-time City effort while others are ongoing activities.

Based on this diversity, the City has determined that some of these projects can represent the highest potential for risk, while others represent a very low

risk. Therefore, completed projects will be candidates for the full range of monitoring tools. Monitoring of CBOs has been augmented by mid-year technical assistance visits that are provided to every CBO in an effort to enhance programmatic compliance. Further, ongoing CBO projects receive annual on-site monitoring visits.

### **HOME-Assisted Activities**

As a condition of receiving HOME funds, recipients agree to maintain all HOME-assisted units as affordable housing and in compliance with Housing Quality Standards. A site visit is made to each development and multifamily rehabilitation project in order to conduct mandatory tenant file reviews and physical inspections. The greater of 10 units, or 10% of the total development units are inspected and tenant files reviewed. All sampling is performed randomly. Tenant file reviews consist of evaluating documentation.

## **B. Consolidated Plan Monitoring**

The Community Development Department understands that monitoring the Consolidated Plan and the annual activities must be carried out regularly to ensure that statutory and regulatory requirements are met and that, where appropriate, information submitted to HUD is correct and complete.

To ensure that the City of Irvine's CDBG and HOME programs further Consolidated Plan goals, the Community Development Department incorporates the Consolidated Plan's strategies, objectives, and activities into its work plan. The Community Development Department will measure its achievement of Consolidated Plan goals by the same standards used to evaluate all programs and activities.

The Community Development Department will appraise its diverse operations and controls and determine whether: risks are identified and reduced; acceptable policies and procedures are followed; established standards are met; resources are used efficiently and economically; and ultimately, its objectives are achieved.

The Community Development Department prepares documentation and reports as required by HUD, including the Consolidated Annual Performance and Evaluation Report (CAPER). Using a substantial citizen participation and consultation process, the CAPER describes each year's performance regarding Consolidated Plan strategies, objectives, actions, and projects.

### **Monitoring Strategy**

As the lead agency for the CDBG and HOME programs, the Community Development Department is refining monitoring procedures to ensure that projects have measurable outcomes. This refinement will allow assessment of progress toward the specified goals and objectives of the projects, as well as ensuring long-term compliance with all applicable program regulations and statutes. The Community Development Department will publish any proposed significant changes to monitoring standards and procedures in a future Annual Action Plan so that citizens and grant recipients may comment on those changes.



## XV. Leveraging

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## **XV. Leveraging**

### **A. Federal Resources**

Funds from the U.S. Department of Housing and Urban Development (HUD), which operates in excess of 100 programs and a variety of other Federal sources are available to address the Consolidated Plan's priority needs, such as grants and other revenues that provide funding to the City of Irvine or other organizations within the City. HUD requires grantees like Irvine to document what funds were leveraged with the use of HUD funds such as CDBG and HOME. Below is a list of resources, resources beginning with Federal resources that are available to the City or organizations funded by the City to achieve the Consolidated Plan priorities.

#### **1. Homeless Programs – The Continuum of Care:**

The Continuum of Care is a set of three competitive programs based on the law of the McKinney - Vento Homeless Assistance Act to address the problems of homelessness in a comprehensive manner in concert with other Federal agencies.

##### **a. Supportive Housing Program (SHP)**

SHP helps develop housing and related supportive services for people moving from homelessness to independent living. Program funds help homeless people live in a stable place, increase their skills or income, and gain more control over the decisions that affect their lives. Eligible applicants include States, local governments, other government agencies (such as public housing agencies), private nonprofit organizations, and community mental health associations that are public nonprofit organizations. After HUD publishes a Notice of Funding Availability (NOFA) for Continuum of Care Homeless Assistance in the Federal Register, applicants must submit specific information about a proposed project, along with their Continuum of Care application. Each application must include a certification that the project is consistent with the Consolidated Plan of the jurisdiction where each proposed project is found.

##### **b. Shelter Plus Care (S+C)**

Shelter Plus Care (S+C) provides rental assistance that, when combined with social services, provides supportive housing for homeless people with disabilities and their families. The program allows for a variety of housing choices such as group homes or individual units, coupled with a range of supportive services (funded by other sources). Grantees must match the rental assistance with supportive services that are at least equal in value to the amount of HUD's rental assistance. States, local governments, and public housing agencies may apply for Shelter Plus Care grants.

c. **Single Room Occupancy Program (SRO)**

The Single Room Occupancy (SRO) Program provides Section 8 rental assistance for moderate rehabilitation of buildings with SRO units/single-room dwellings, designed for the use of an individual, that often do not contain food preparation or sanitary facilities. A public housing authority makes Section 8 rental assistance payments to the landlords for the homeless people who rent the rehabilitated units. SRO units are less expensive to rent than regular apartments, so they often serve as the only affordable housing option for many low-income individuals and homeless persons. Such units are in short supply, however, since they yield negligible profits for building owners. Public housing agencies and private nonprofit organizations may apply. Nonprofit organizations must subcontract with public housing agencies to administer the rental assistance.

**2. Supportive Housing for the Elderly (Section 202):**

This competitive Federal program funds nonprofit organizations that develop housing designed to accommodate the special needs of elderly persons and provide a range of services tailored to their needs. Assistance is in the form of capital advances and rental assistance. Recipients can use the funds for acquisition, rehabilitation, new construction, rental assistance, and supportive services. Private nonprofit sponsors apply directly to HUD in response to a Notice of Funding Availability (NOFA) published in the Federal Register each fiscal year. Applications for projects located in Orange County, must be submitted to the Los Angeles HUD field office. Awards are usually announced in September.

**3. HUD Assisted Living Conversion Program:**

This program provides nonprofit owners of eligible developments with a grant to convert some or all of the dwelling units in the project into an assisted living home for the frail elderly. The state must license and regulate the assisted living home. This program provides funding for the physical costs of converting some or all of the units of an eligible development into an assisted living home, including the unit configuration, common and services spaces, and any necessary remodeling, consistent with HUD or State statute/regulations (whichever is more stringent).

There must be sufficient community space to accommodate a central kitchen or dining facility, lounges, recreation, and other multiple-areas available to all residents of the project, or office/staff spaces. The owners either directly or through a third party must provide funding for the supportive services. Only private nonprofit owners of Section 202, Section 8 project-based housing developments, that are designated primarily for occupancy by the elderly for at least five years are eligible for funding. A private nonprofit of an unused/underutilized commercial property is also eligible. For more information, contact the Los Angeles HUD Office at 213/894-8000.

#### **4. Supportive Housing for Persons with Disabilities (Section 811):**

This competitive Federal program funds nonprofit organizations that develop housing designed to accommodate the special needs of persons with disabilities. It also provides supportive services that address the individual health and other needs of such persons. Houses may be group homes, independent living facilities, or intermediate care facilities. Assistance is in the form of capital advances and rental assistance. A set-aside funds exists under this program for disabled persons due to HIV. Eligible applicants are private nonprofit organizations. Private nonprofit sponsors apply directly to HUD in response to a Notice of Funding Availability (NOFA) published in the Federal Register each fiscal year. Applications for projects located in Orange County must be submitted to the Los Angeles HUD field office. Awards are usually announced in September.

#### **5. Housing Opportunities for Persons with AIDS (HOPWA):**

This program provides both entitlement and competitive grants for housing assistance and supportive services for low-income persons with AIDS and related diseases. It can be used for acquisition, rehabilitation, conversion, lease, repair of facilities, new construction, project-based or tenant-based rental assistance, planning, support services, operating costs, short-term payments (rent, mortgage, utility), and administrative expenses.

#### **6. HUD Service Coordinators in Multi-Family Housing:**

The purpose of this Service Coordinator program is to allow non-profit multifamily housing owners to assist elderly individuals and people with disabilities living in HUD-assisted housing and in the surrounding area to obtain needed supportive services from the community, in order to enable them to continue living as independently as possible in their own homes. Eligible programs include HUD Sec. 202, 221/236, and Section 8 Project-based assistance. The number of units in the property and a 1:5 staffing ratio determines the maximum grant. Service Coordinator grants are awarded competitively each year, with priority going to Assisted Living Conversion Program sites. For more information, contact the Los Angeles HUD Office at 213/894-8000.

#### **7. Emergency Food and Shelter Program:**

The Emergency Food and Shelter Program, formerly known as FEMA, is another source of Federal formula funds that are awarded annually to local jurisdictions to aid the homeless and near homeless. With the exception of major shelter development, the eligible activities for this program are essentially the same as ESG (i.e. essential services, shelter operating support and homeless prevention.) Funds are generally distributed through the local United Way.

**8. Low-Income Housing Preservation Program:**

This competitive program provides financial incentives to retain subsidized housing projects when Federal assistance is expiring. The owner may apply for incentives or sell to another entity that will maintain low-income affordability restrictions.

**9. Veterans' Administration Homeless Providers Grant and Per Diem:**

The Veterans' Administration's Homeless Providers Grant and Per Diem Program is offered annually, as funding permits, by the Department of Veterans Affairs Health Care for Homeless Veterans Programs to fund community agencies providing services to homeless veterans. The purpose is to promote the development and provision of supportive housing and/or supportive services with the goal of helping homeless veterans achieve residential stability, increase their skill levels and/or income, and obtain greater self-determination. Only programs with supportive housing (up to 24 months) or service centers (offering services such as case management, education, crisis intervention, counseling, etc.) are eligible for these funds. The program has two levels of funding: the Grant portion and the Per Diem portion. Currently grants of up to 65 percent of the project are awarded for the construction, acquisition, or renovation of facilities or to purchase vans for outreach and services to veterans. The program may provide partial operating funds for programs through per diem payments. Priority in awarding the Per Diem funds goes to the recipients of Grants. Non-Grant programs may qualify if they meet these criteria: (1) at least 75 percent of those receiving supportive services are veterans, and (2) provide supportive housing or a homeless service center.

**10. Lead-Based Paint Abatement Program:**

This program provides competitive grants to State and local governments for the development of cost effective community strategies for lead-based paint abatement. Recipients may use the funds for rehabilitation, planning and operating costs. Funding match is required for this program.

**11. Surplus Housing to Assist the Homeless:**

This program leases suitable Federal properties, rent free, to organizations serving the homeless. The organizations must pay operating and any rehabilitation and/or renovation costs.

**12. Section 108 Loan Guarantee (Section 108):**

Through Section 108, HUD guarantees notes issued by units of general local government. Funds finance economic revitalization and development activities that include housing and rehabilitation of privately owned buildings for residential purposes; expansion of for-profit businesses; financing and rehabilitation of low-income and public housing; acquisition, construction, or rehabilitation of neighborhood and community facilities; site improvement on community-owned land leased to a developer for a commercial or industrial

development project; site development; purchase of land or buildings for economic development; and infrastructure development that includes street reconstruction and/or sewer system repairs.

**13. Community Services Block Grant (CSBG):**

This program can fund activities to implement anti-poverty activities such as housing counseling, emergency assistance and other supportive services.

**14. Youthbuild:**

This program provides assistance for activities and services to assist economically disadvantaged youth to obtain education and employment skills and to expand the supply of permanent affordable housing. It may be used for planning grants or implementation grants that may be used for architectural and engineering work, acquisition, rehabilitation, construction, relocation, administrative costs, and education and job training services. Activities may also include counseling, leadership skill development, support services, wages, stipends and benefits to participants, operating expenses, replacement reserves, legal fees, and training and technical assistance for the applicant.

**15. Community Outreach Partnership Center (COPC) Program:**

This HUD program provides funding for universities to become more involved in community development activities.

**16. Department of Energy:**

The U.S. Department of Energy provides funds to carry out weatherization and energy assistance programs for low-income homeowners and tenants.

**17. Brownfields Economic Development Initiative (BEDI) Grants:**

BEDI grants target Economic Development Initiative funds to Brownfields projects. BEDI grants are made to local governments for use in supporting Brownfields redevelopment activities and projects financed in whole or in part with Section 108 loan guarantees (see item #12).

**18. Economic Development Initiative (EDI):**

The Economic Development Initiative provides grants to be used in tandem with Section 108 guaranteed loans for economic revitalization projects. These grants will enhance the viability of such projects (through interest rate subsidies and debt service/operating reserves) and increase the likelihood that the Section 108 loans can be repaid from project revenue.

**19. HOPE VI (Public Housing Revitalization):**

The HOPE VI (Public Housing Revitalization) Program was developed as a result of the National Commission on Severely Distressed Public Housing. The

Commission recommended revitalization in three general areas: physical improvements, management improvements, and social and community services to address resident needs. Any public housing authority (PHA) that operates public housing units with severe problems-such as crime, maintenance, and safety problems is eligible to apply for HOPE VI. HOPE VI permits expenditures for the capital costs of demolition, construction, rehabilitation and other physical improvements, development of replacement housing, planning and technical assistance, and planning and implementation of self-sufficiency programs. It encourages PHAs to seek new partnerships with private entities to create mixed-finance and mixed-income affordable housing that is radically different from traditional public housing "projects." PHAs administer the program, and can use the grants in conjunction with modernization funds or other HUD funds, as well as municipal and State contribution, public and private loans, and low-income tax credit equity. While most of the funds are to be used for capital costs, a limited amount may be used for self-sufficiency programs. Appropriations are distributed through an annual national competition. PHAs respond to a Notice of Funding Availability (NOFA) published in the Federal Register by submitting an application to HUD. Each year's NOFA and application kit are automatically mailed to each eligible PHA upon publication.

## **20. Federal Tax Credit and Tax Exempt Programs:**

The U.S. Department of the Treasury and the Internal Revenue Service oversee several useful and important Federal housing and related programs. Most of these programs are administered by State agencies.

### **a. Low Income Housing Tax Credit Program**

The Low Income Housing Tax Credit Program (LIHTC) is an Internal Revenue Service program (IRC Section 42) that provides Federal income tax credits to owners of rental housing where a number of units are set-aside for low and moderate-income families. The California Tax Credit Allocation Committee (TCAC) administers the Federal, as well as a State, Low-Income Housing Tax Credit Program (see State programs for a discussion of the State Low-Income Housing Tax Credit Program). Under the Program, owners "sell" the tax credit to investors and use the proceeds to support the development cost of the project. Developments that are financed with the proceeds of tax-exempt bonds may also receive federal tax credit (See Tax-Exempt Private Activity Bond Program). In this instance, the developer/owner of a tax-exempt development must apply to TCAC and must conform to the Federal and State statutory and regulatory requirements, but there is no annual "cap" on the amount of credit that may be awarded by the State to such developments. The credit available is based on approximately 4% (instead of 9%) of the "qualified basis" of the development.



b. Tax-Exempt Private Activity Bond Program

The Tax Exempt Private Activity Bond Program is an Internal Revenue Service program (IRC Section 146) that permits the issuance of tax-exempt bonds to finance certain activities, including single- and multi-family housing development and rehabilitation. The California Debt Limit Allocation Committee (CDLAC) administers the Tax Exempt Private Activity Bond Program in California.

c. Federal Rehabilitation Tax Credit (a.k.a. Historic Tax Credit)

The Rehabilitation Tax Credit is a two-tiered program, because there are two tax credit rates based on the status or age of the buildings. The 20% credit is available for income-producing buildings that are considered certified historic structures (Historic Tax Credit). Federal historic tax credits are available for buildings listed in the *National Register of Historic Places* or located in certain historic districts that are substantially rehabilitated for income-producing purposes according to standards set by the Secretary of the Interior. The 10% credit is available for non-residential income producing buildings originally used before 1936, which are not certified historic structures. Consequently, the two credits are mutually exclusive.

d. Federal New Markets Tax Credit (NMTC) Program

The New Markets Tax Credit (NMTC) Program, which is administered by the U.S. Department of the Treasury's Community Development Financial Institutions (CDFI), permits taxpayers to receive a credit against Federal income taxes for making qualified equity investments in designated Community Development Entities (CDEs). Substantially all of the qualified equity investment must in turn be used by the CDE to provide investments in low-income communities. The credit provided to the investor totals 39% of the cost of the investment and is claimed over a seven-year credit allowance period. In each of the first three years, the investor receives a credit equal to 5% percent of the total amount paid for the stock or capital interest at the time of purchase. For the final four years, the value of the credit is 6% percent annually. Investors may not redeem their investments in CDEs prior to the conclusion of the seven-year period. NMTCs will be allocated annually by the Fund to CDEs under a competitive application process. These CDEs will then sell the credits to taxable investors in exchange for stock or a capital interest in the CDEs. To qualify as a CDE, an entity must be a domestic corporation or partnership that: 1) has a mission of serving or providing investment capital for low-income communities or low-income persons; 2) maintains accountability to residents of low-income communities through their representation on a governing board or advisory board to the entity; and 3) has been certified as a CDE by the CDFI Fund. The CDFI Fund is currently accepting applications from entities seeking CDE certification. A listing of current CDEs may be found at <http://www.cdfi.org/resource.asp>.

**21. Public Works and Development Facilities Program:**

Grants are provided to help distressed communities attract new industries, encourage business expansion, diversify local economies, and generate long-term, private-sector jobs. Projects funded include water and sewer facilities primarily serving industry and commerce, access roads to industrial parks or sites, port improvements, and business incubator facilities. A proposed project must be located within or provide a substantial direct benefit to an area in severe economic distress, that is, one that is experiencing high unemployment, low per capita income, or sudden economic changes such as those caused by a military base closure.

**22. Rebuild America:**

Rebuild America helps community and regional partnerships improve the energy efficiency of commercial and multifamily buildings. Partners may include government agencies, economic development organizations, energy services companies, financial institutions, utilities, private businesses, and nonprofit organizations. Rebuild America provides technical assistance and helps identify sources for financial assistance but does not provide funding or financing for building projects.

**23. Technology Opportunity Program:**

This program provides matching grants to nonprofit organizations such as schools, libraries, hospitals, public safety entities, and State and local governments. Grants fund projects that improve the quality of, and the public's access to, education, healthcare, public safety, and other community-based services. The grants are used to purchase computer equipment and software, train staff and users, and provide connections to the Internet. Funds also support evaluation and dissemination of project findings.

**24. Housing Preservation Grant Program:**

This program also makes available funds to repair housing. Non-profits receive grants and they in turn make funds available to homeowners that cannot afford to make needed repairs.

**25. Multifamily Housing and Health Care Facilities Mortgage Insurance Programs:**

The Federal Housing Administration (FHA), part of the U.S. Department of Housing and Urban Development (HUD), provides mortgage insurance programs that make capital available for, and facilitate the development of, multifamily rental housing and healthcare facilities. FHA insures loans that are originated by private, HUD-approved lenders. Project sponsors are responsible for finding a HUD-approved lender to write the loan and for submitting an application for commitment to the local HUD office.



## **26. Head Start/Early Head Start:**

This program awards grants to local public and private nonprofit and for-profit agencies for comprehensive child development services for children and families. Intended primarily for low-income families, the program fosters the development of children and enables them to deal more effectively with both their present environment and later responsibilities in school and community life.

Programs and funds at the State level are available to address the Consolidated Plan's priority needs, such as grants and other revenues that provide funding to the City or other organizations within the City of Irvine.

## **B. State Public Resources**

Programs and funds at the State level are available to address the Consolidated Plan's priority needs, such as grants and other revenues that provide funding to the City or other organizations within the city of Irvine.

### **1. California Department of Housing and Community Development Programs**

#### **a. Building Equity and Growth in Neighborhoods Program:**

The Building Equity and Growth in Neighborhoods Program (BEGIN) seeks to reduce local regulatory barriers to affordable ownership housing and to provide downpayment assistance loans to qualifying first-time low- and moderate-income buyers of homes in BEGIN projects. BEGIN provides grants to cities and counties to make deferred-payment second mortgage loans to qualified buyers of new homes, including manufactured homes on permanent foundations, in projects with affordability enhanced by local regulatory incentives or barrier reductions.

#### **b. CalHome Program:**

The CalHome Program, via grants to local public agencies and nonprofit developers, assists low-and very-low income households to become or remain homeowners. CalHome provides grants to local public agencies or nonprofit corporations for first-time homebuyer downpayment assistance, home rehabilitation, including manufactured homes not on permanent foundations, acquisition and rehabilitation, homebuyer counseling, self-help mortgage assistance programs, or technical assistance for self-help homeownership. All funds to individual homeowners will be in the form of loans. CalHome also provides loans for real property acquisition, site development, predevelopment, construction period expenses of homeownership development projects, or permanent financing for mutual housing and cooperative developments. Project loans to developers may be forgiven as developers make deferred payment loans to individual homeowners. CALHOME assistance (indirect) to individual households will be in the form of deferred-payment loans, payable on sale or transfer of the homes, or when they cease to be owner-occupied, or at maturity.

CalHome grant and loan applications are invited through the issuance of Notices of Funding Availability (NOFAs).

**c. Emergency Housing and Assistance Program Operating Facility Grants:**

The Emergency Housing and Assistance Program Operating Facility Grants program provides facility-operating grants to local government agencies and nonprofit corporations that shelter the homeless on an emergency or transitional basis. Funds are used for support services for emergency shelters, transitional housing projects, and supportive services for homeless individuals and families. Each county receives a formula grant allocation. Grants may be used to provide: 1) direct client housing, including facility operations and administration, residential rent assistance, leasing and renting of rooms for provision of temporary shelter, capital development activities of up to \$20,000 per site, and 2) administration of the award (limited to 5 percent).

**d. Emergency Housing and Assistance Program Capital Development:**

The Emergency Housing and Assistance Program Capital Development program funds capital development activities for emergency shelters, transitional housing, and safe havens that provide shelter and supportive services for homeless individuals and families. Funds may be used to acquire, construct, convert, expand and/or rehabilitate emergency shelter, transitional housing, and/or safe haven housing and administration of the award (limited to 5 percent).

**e. Multifamily Housing Program:**

The Multifamily Housing Program (MHP) assists the new construction, rehabilitation and preservation of permanent and transitional rental housing for lower income households. Eligible applicants include local public entities, for-profit and nonprofit corporations, limited equity housing cooperatives, individuals, Indian reservations and rancherias, and limited partnerships in which an eligible applicant or an affiliate of an applicant is a general partner. Applicants or their principals must have successfully developed at least one affordable housing project. The 55-year deferred payment loans may be used for new construction, rehabilitation, or acquisition and rehabilitation of permanent or transitional rental housing, and the conversion of nonresidential structures to rental housing. Projects are not eligible if construction has commenced as of the application date, or if they are receiving 9% Federal low-income housing tax credits. MHP funds will be provided for post-construction permanent financing only. Eligible costs include the cost of child care, after-school care and social service facilities integrally linked to the assisted housing units; real property acquisition; refinancing to retain affordable rents; necessary onsite and offsite improvements; reasonable fees and consulting costs; and capitalized reserves.

**f. Mobilehome Park Resident Ownership Program (MPROP):**

The Mobilehome Park Resident Ownership Program provides financial assistance for the preservation of affordable mobilehome parks by conversion to ownership or control by resident organizations, nonprofit housing sponsors, or local public agencies. The program provides for 1) *Short-term conversion loans* at 3% percent simple annual interest for up to 3 years to enable a resident organization, nonprofit sponsor or local public agency to purchase a mobilehome park; 2) *Long-term blanket loans* at 3% simple annual interest for up to 30 years for long-term financing of a park purchase, or for a resident organization, nonprofit or local public agency that has purchased a park to help low-income residents finance the purchase of shares or spaces in the park; and 3) *Long-term individual loans* at 3% simple annual interest, to low-income residents of a mobilehome park that has been converted, to ensure housing affordability when the resident buys a cooperative interest, a share, a planned unit development space, or a condominium space in the park.

**g. Predevelopment Loan Program (PDLP):**

The Predevelopment Loan Program (PDLP) provides predevelopment capital to finance the start of low-income housing projects. Predevelopment loans are provided at three percent simple annual interest loans for up to two years. Maximum loan amount for purposes other than site option or site purchase is \$100,000. The maximum amount committed to any one borrower at any point in time is announced in each Notice of Funding Availability (NOFA). PDLP funds may be used to construct, rehabilitate, convert or preserve assisted housing, including manufactured housing and mobilehome parks. Eligible project costs include, but are not limited to, site control, site acquisition for future low-income housing development, engineering studies, architectural plans, application fees, legal services, permits, bonding and site preparation. Priority will be given to developments, which are rural, located in the public transit corridors, or which preserve and acquire existing government-assisted rental housing at risk of conversion to market rents. Eligible applicants under the PDLP Program include local government agencies, nonprofit corporations, cooperative housing corporations, and limited partnerships or limited liability companies where all the general partners are nonprofit mutual or public benefit corporations. Applications are accepted and evaluated, and funds awarded, on a continuous basis as funds are available.

**h. Preservation Interim Repositioning Program:**

The Preservation Interim Repositioning Program loan proceeds will be used to finance the acquisition of at-risk rental housing for the purpose of preserving affordability. California Housing and Community Development has committed all available funds to Mercy Housing California, which

expects to use them itself to acquire qualified properties. Potential property sellers should contact Mercy Housing.

**i. Exterior Accessibility Grants for Renters:**

The Exterior Accessibility Grants for Renters helps lower income rental tenants with disabilities make exterior modifications to their rental housing to make it accessible. The program provides grants to local government or nonprofit recipients to make grants to lower income renters with disabilities. Grant funds may be used to make exterior modifications to entryways or common areas of rental housing structures or property to make the housing accessible to persons with disabilities. Applications are invited through issuance of Notices of Funding Availability (NOFAs).

**j. Joe Serna, Jr. Farmworker Housing Grant (JSJFWHG) Program:**

The Joe Serna, Jr. Farmworker Housing Grant (JSJFWHG) Program provides financing for the new construction, rehabilitation and acquisition of owner-occupied and rental units for agricultural workers, with a priority for lower-income households. The JSJFWHG program provides: 1) homeowner grants for rehabilitation or new home construction and 2) rental rehabilitation and new construction grants. Grant and loan funds may be used for costs in the development of homeowner or rental housing for agricultural workers, including land acquisition, site development, construction, rehabilitation, design services, operating and replacement reserves, repayment of predevelopment loans, provision of access for the elderly or disabled, relocation, homeowner counseling, and other reasonable and necessary costs. JSJFWHG applicants may include local government agencies, nonprofit corporations, cooperative housing corporations, limited partnerships where all the general partners are nonprofit mutual or public benefit corporations, and Federally-recognized Indian tribes. Eligible beneficiaries of the grants are households with at least one person who derives, or prior to retirement or disability derived, a substantial portion of their income from agricultural employment.

## **2. California Housing Finance Agency Programs**

The California Housing Finance Agency (CalHFA) operates several single-family, multi-family and special housing programs.

**a. Single-Family Programs**

CalFHA has more than 10 single-family programs providing mortgage loans, mortgage loans with downpayment assistance, and standalone downpayment assistance programs. A complete directory and description of each of their programs may be found at <http://www.calhfa.ca.gov/homeownership/programs/index.htm>.

b. Multifamily Programs

Multifamily Programs provide permanent financing for the acquisition, rehabilitation and preservation, or new construction of rental housing that includes affordable rents for low and moderate-income families and individuals. CalHFA multi-family programs include:

- The Permanent Financing Program provides permanent loan financing for new multifamily construction projects and existing affordable housing multifamily projects.
- The Special Needs Financing Program offers low interest rate financing for the development of rental housing to serve a broad range of special needs tenants in need of supportive services.
- The Tax-Exempt Bridge Financing Program offers tax-exempt bridge loans for projects receiving 4% tax credits at an amount necessary to ensure the award of tax credits.
- The Preservation Acquisition Program is designed to preserve at-risk affordable housing developments by providing low-cost acquisition financing. The fund is comprised of monies authorized by Proposition 46 (Bond Funds) and funds from CalHFA (Agency Funds). Assisted housing developments eligible for Program include: Section 8 assisted, BMIR 221 (d)(3), Section 236, Section 202, Programs under Rent Supplement Assistance, Section 515, and Section 42 of the Internal Revenue Tax Code.
- The 202 Refinance Program offers owners of existing Section 202 developments the opportunity to refinance their direct HUD loans through CalHFA under more favorable terms and conditions. Owners must agree to maintain affordable occupancy restrictions, comply with HUD requirements, and undertake appropriate rehabilitation of the property.
- The Construction Loan Program is designed to provide construction loans at commercially competitive rates and terms to developments approved for CalHFA permanent financing that are otherwise subject to State prevailing wage requirements.

c. Special Programs

The Small Business Development Loan Program is designed to assist small developers whose projects would not otherwise be funded through conventional sources given the developer's experience, capital, project size and/or location. This program provides up to \$300,000, on a 50% reimbursement basis, for soft costs incurred in connection with a development that will be financed by CalHFA.

The HELP Program offers a 3% interest rate loan to local government agencies for their locally determined affordable housing activities and priorities. HELP Program funds must be used to directly produce affordable housing units, however, there is virtually unlimited flexibility for the local agency to determine the specific housing activity and use of the funds in providing for the acquisition, development, rehabilitation, or preservation of affordable rental or ownership housing.

### 3. California Office of the Treasurer Programs

The California Office of the Treasurer oversees several important program initiatives available to address the Consolidated Plan's priority needs.

#### a. Low Income Housing Tax Credits

As previously noted (See *Federal Programs. Tax Credit and Tax Exempt Bond Programs*), the California Tax Credit Allocation Committee (TCAC) administers a Federal and State Low-Income Housing Tax Credit Program. The **Federal Program** is an Internal Revenue Service program (Section 42) that provides Federal income tax credits to owners of rental housing where a number of units are set-aside for low-and moderate-income families. Owners "sell" the credit to investors and use the funds to support the development cost of the project. Developments that are financed with the proceeds of tax-exempt bonds may also receive Federal tax credit (See Tax-Exempt Private Activity Bond Program). In this instance, the developer/owner of a tax-exempt development must apply to TCAC and must conform to the Federal and State statutory and regulatory requirements, but there is no annual "cap" on the amount of credit that may be awarded by the State to such developments. The credit available is based on approximately 4% (instead of 9%) of the "qualified basis" of the development.

Recognizing the high cost of developing housing in California, the State legislature authorized a State low-income housing tax credit program (**State Program**) to augment the Federal Program. The State credit is only available to a project which has previously received, or is concurrently receiving, an allocation of Federal credits. The State program does not stand alone, but instead, supplements the Federal tax credit program. California's tax credit program was structured to mirror the Federal program with certain exceptions. In addition to the State credit only being available to projects that also receive a Federal credit, other major differences include:

- TCAC gives priority for State credit allocations to projects not located in a designated high cost area and those using HOME funds to finance eligible costs.
- The applicable percentage to be applied to the qualified basis for determining the amount of State credits is 30% for projects which are



not Federally subsidized, and 13% for projects which are Federally subsidized, in contrast to 9% and 4% for the Federal credit.

- State credits are not available for acquisition costs, except for already assisted projects that qualify as "at-risk" of being converted to market rate.
- The State program has a rate of return limitation. Any surplus revenues generated above the limitation must be used to reduce rents.

Additional information and regulations for both the Federal and State Programs may be found at <http://www.treasurer.ca.gov/ctcac>.

b. Tax-Exempt Private Activity Bond Program

The California Debt Limit Allocation Committee (CDLAC) administers the tax-exempt private activity bond program available annually for California. Federal and State revenues that are not utilized in this program. The maximum issuance amount, which is set by the Federal government, for calendar year 2010 was over \$3.2 billion. The bonds issued are purchased by the private sector and the repayment is not an obligation of the State or of the Federal government. Agencies and organizations authorized to issue tax-exempt private activity bonds or mortgage credit certificates must receive an allocation from CDLAC. For additional information on the bond allocation process, visit <http://www.treasurer.ca.gov/cdlac>.

Three of the six tax-exempt private activity bond programs may be used for housing activities. The three housing programs are:

Qualified Residential Rental Project Program

State and local governmental agencies and joint powers authorities can issue tax-exempt housing revenue bonds. These bonds assist developers of multifamily rental housing units to acquire land and construct new units or purchase and rehabilitate existing units. The tax-exempt bonds lower the interest rate paid by the developers. The developers in turn produce market rate and affordable rental housing for low-and very low-income households by reducing rental rates to these individuals and families. Projects that receive an award of bond authority have the right to apply for non-competitive 4% tax credits. (See Low Income Housing Tax Credits).

Bond authority for Rental Projects is awarded in three allocation rounds and to three sub-pools: the General Pool (Projects having more than 50% of total units designated as Restricted Rental Units); the Mixed Income Pool (Projects having 50% or fewer of total units designated as Restricted Rental Units); and the Rural Project Pool (Projects located in a rural area as defined by California Health and Safety Code Section 50199.21 but shall not include a Mixed Income Project).

Single-Family Housing Program

State and local governmental agencies and joint powers authorities can issue tax-exempt mortgage revenue bonds (MRBs) or mortgage credit certificates (MCCs) to assist first-time homebuyers to purchase homes. These agencies and authorities may issue MRBs, the proceeds of which back below-market interest rate mortgages. As an alternative to issuing MRBs, State and local governmental agencies and joint powers authorities may issue MCCs. Homebuyers use the MCC to reduce their Federal tax liability by applying the credit to their net tax due. Homebuyers may purchase single-family homes, either freestanding detached homes, condominiums, or townhouses. Program participants must meet program income limits and must purchase a home that falls within the program's purchase price limitations.

Extra Credit Home Purchase Program

State and local governmental agencies and joint powers authorities can issue tax-exempt mortgage revenue bonds (MRBs) or mortgage credit certificates (MCCs) to assist teachers, principals and other credentialed school staff purchase homes. These agencies and authorities may issue MRBs, the proceeds of which back below-market interest rate mortgages. As an alternative to issuing MRBs, State and local governmental agencies and joint powers authorities may issue MCCs. Homebuyers use the MCC to reduce their Federal tax liability by applying the credit to their net tax due. Homebuyers may purchase single-family homes, freestanding detached homes, condominiums, or townhouses. Participants must be employed at a low-performing school (a California K-12 public school that is ranked in the bottom 50% of all the schools based on the most recent Academic Performance Index (API), i.e. schools receiving an API Statewide Ranking of 1, 2, 3, 4 or 5) and make a commitment to work at a low performing school for at least three years. In addition, Program participants must meet program income limits and must purchase a home that falls within the program's purchase price limitations.

**C. Local Public Resources**

Local funds and programs are also available to address the Consolidated Plan's priority needs.

**1. City of Irvine Down Payment Assistance Program:**

The City of Irvine administers a down payment assistance program, consisting of low interest loans, for qualifying first time low-and very low-income homebuyers. The City provides financial assistance to be used as downpayment assistance. The downpayment assistance is a deferred loan (second mortgage) for 30 years at 3% simple interest. No monthly payments are due on the deferred loan until the home is sold, transferred, refinanced, rented out, or when the first mortgage is paid. Participants may repay the deferred loan at any time together with any accrued interest due. Additionally, participants must have sufficient assets to provide a minimum downpayment equal to 1% of the purchase price of the home. City assistance may not be



used for mortgage rate buy downs or reductions. Eligible properties include new construction or existing single-family homes and condominiums located in Irvine. Purchased homes must be the buyer's primary residence. The property must meet local code, termite clearance, lead-based paint, and third party inspection requirements. Applicants must complete a minimum of six (6) hours of education in a City-approved first time homebuyer training workshop or seminar. This program operates as funds become available.

## **2. City of Irvine Single Family Residential Rehabilitation Program:**

The Residential Rehabilitation Program (RRP) provides financial assistance to low- and moderate-income Irvine homeowners for critical home improvement projects. Financial assistance through the RRP consists of deferred loans and emergency grants. This program assists homeowners in need of health and safety, building code, and accessibility-related repairs. Only owner-occupied single-family dwellings or manufactured homes located in the City of Irvine are eligible for funding. This program operates as funds become available.

## **3. Orange County Area Housing & Finance Agency (OCHFA):**

The City of Irvine is a member of the Orange County Area Housing & Finance Agency (OCHFA), which sponsors the Public Lease/Purchase Home Ownership Program for member cities. Through its Public Lease/Purchase program, OCHFA offers moderate-income homebuyers a mortgage for 100% of the purchase price of the home with no closing costs. During the lease period the home is owned by a non-profit governmental agency.

## **4. Southern California Home Financing Authority (SCHFA):**

SCHFA is a joint powers authority between Los Angeles and Orange Counties formed in June 1988 to issue tax-exempt mortgage revenue bonds for low and moderate income First Time Homebuyers. The program is administered by the Community Development Commission of The County of Los Angeles and the County Executive Office of the County of Orange on behalf of the SCHFA. The Authority has helped thousands of individuals and families.

## **5. Orange County Continuum of Care:**

Orange County's homeless system of care is comprised of a network of public, private, faith-based, for-profit, and non-profit service providers. County agencies such as the County Executive Office, Health Care, Social Services, Community Services, and Housing and Community Development provide direct services for the homeless and/or significant resources for agencies serving the homeless. The region's municipalities, including the City of Irvine, also provide substantial resources for services that assist the homeless and those at risk of becoming homeless. The County's non-profit community is a critical player in the current Continuum of Care system. Hundreds of agencies throughout the County provide programs ranging from feeding the homeless on the street to creating permanent supportive housing opportunities. These services are

available to homeless families with children and homeless single men and women. The County's non-profit community also serves special need populations, such as victims of domestic violence, veterans, persons with disabilities, and youth.

Programs and initiatives operated by the Orange County Continuum of Care fall into the following categories:

- Homelessness Prevention
- Outreach
- Emergency Shelter
- Transitional Housing
- Permanent Supportive and Permanent Affordable Housing
- Service Coordination

Orange County Continuum of Care funds programs according to the need and in keeping with the Continuum of Care, described in Section 4.2.2 of the Consolidated Plan.

#### **6. Orange County Housing Authority (OCHA):**

The Orange County Housing Authority (OCHA) is a division of the County's Housing and Community Services Department that administers rental assistance programs throughout Orange County. Currently, OCHA helps more than 9,600 households through tenant-based rental assistance programs. Persons receiving assistance include those over 62 years of age or who have disabilities, and low-income households residing in 31 participating cities, and the unincorporated areas of Orange County. Funding for tenant-based rental assistance programs is provided by the U.S. Department of Housing and Urban Development (HUD).

### **D. Private Resources**

Funds from private sources are also available to address the Consolidated Plan's priority needs from partners such as private lenders, nonprofit organizations, and citizens.

#### **1. Federal Home Loan Bank Affordable Housing Program (AHP):**

The Affordable Housing Program is designed to finance housing for low-and moderate- income families. The Federal Home Loan Bank System makes the funds available by setting aside a percentage of net earnings as subsidy. Federal Home Loan Banks are sources of wholesale credit and lend only to financial institutions that are member stockholders of the Federal Home Loan Bank. Nonprofits, local governments, community development corporations, individuals, and others seeking the funding should establish a relationship with a member institution. Housing developers can use the funds in a variety of ways to fund new construction, purchase and/or rehabilitate owner-occupied and rental housing for very low-, low-, and moderate-income households.

Funds are available to member institutions as below-market-rate loans or direct loans. Generally, recipients are required to match direct grants with an equal contribution of funds from other sources. Application deadlines are April and October each year.

**2. Community Reinvestment Act Programs:**

Community Reinvestment Act Programs are special programs promoted by local financial institutions designed to assist low and moderate-income buyers and/or to target low-and moderate-income neighborhoods.

**3. United Way:**

The United Way provides funding to local social service organizations, many of which are involved in housing or supportive services.

**4. Private Contributions:**

Many nonprofit organizations rely heavily on private contributions. In addition to cash, contributions may include donated labor and materials. Habitat for Humanity is one nonprofit organization that receives sponsorships that include donated labor and materials.

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## Appendices

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**Appendices**

- A. Community Development Needs Survey and Results
- B. Community Meeting Notice & Comments
- C. Acronyms
- D. Glossary of Terms
- E. Public Hearing Notices and Comments
- F. Maps

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## **Appendix “A” – Needs Assessment Survey**



## Needs Assessment Survey



CITY OF IRVINE

## NEEDS ASSESSMENT SURVEY

## Residents Survey

The City of Irvine expects to receive approximately \$2,000,000 in federal funds from the U.S. Department of Housing and Urban Development (HUD) each year. The City of Irvine wants you to have a voice in how the City invests this money. Please assist us by filling out this survey.

- 1) Consider the needs in your community and how they can be improved. 2) Rate the level of need for each of the following items and circle the one that best applies.

Using the range from 1 - 4, 1 indicates the lowest need, 4 indicates the highest

<b>Community Facilities</b>	<b>Lowest</b>	<b>Highest</b>	<b>Community Services</b>	<b>Lowest</b>
			<b>Highest</b>	
Senior Centers	1	2 3 4	Senior Activities	1 2 3 4
Youth Centers	1	2 3 4	Youth Activities	1 2 3 4
Child Care Centers	1	2 3 4	Child Care Services	1 2 3 4
Park and Recreational Facilities	1	2 3 4	Transportation Services	1 2 3 4
Health Care Facilities	1	2 3 4	Anti-Crime Programs	1 2 3 4
Community Centers	1	2 3 4	Health Services	1 2 3 4
Fire Stations & Equipment	1	2 3 4	Mental Health Services	1 2 3 4
Libraries	1	2 3 4	Legal Services	1 2 3 4
<b>Infrastructure</b>	<b>Lowest</b>	<b>Highest</b>	<b>Neighborhood Services</b>	<b>Lowest</b>
			<b>Highest</b>	
Drainage Improvement	1	2 3 4	Tree Planting	1 2 3 4
Water/Sewer Improvement	1	2 3 4	Trash & Debris Removal	1 2 3 4
Street/Alley Improvement	1	2 3 4	Graffiti Removal	1 2 3 4
Street Lighting	1	2 3 4	Code Enforcement	1 2 3 4
Sidewalk Improvements	1	2 3 4	Parking Facilities	1 2 3 4
			Cleanup of Abandoned Lots and Buildings	1 2 3 4
<b>Special Needs Services</b>	<b>Lowest</b>		<b>Businesses &amp; Jobs</b>	<b>Lowest</b>
<b>Highest</b>			<b>Highest</b>	
Centers/Services for Disabled	1	2 3 4	Start Up Business Assistance	1 2 3 4
Accessibility Improvements	1	2 3 4	Small Business Loans	1 2 3 4
Domestic Violence Services	1	2 3 4	Job Creation/Retention	1 2 3 4
Substance Abuse Services	1	2 3 4	Employment Training	1 2 3 4
Homeless Shelters/Services	1	2 3 4	Commercial/Industrial	
HIV/AIDS Centers & Services	1	2 3 4	Rehabilitation	1 2 3 4
Neglected/Abused Children			Facade Improvements	1 2 3 4
Centers and Services	1	2 3 4	Business Mentoring	1 2 3 4

(over)

## Appendix "A" Needs Assessment Survey

Housing	Lowest		Highest	
Residential Rehabilitation	1	2	3	4
Homeownership Assistance	1	2	3	4
Housing for Disabled	1	2	3	4
Senior Housing	1	2	3	4
Single Family Housing	1	2	3	4
Large Family Housing	1	2	3	4
Affordable Rental Housing	1	2	3	4
Fair Housing	1	2	3	4
Lead-Based Paint Test/Abatement	1	2	3	4
Residential Historic Preservation	1	2	3	4
Non-Residential Historic Preservation	1	2	3	4
Energy Efficient Improvements	1	2	3	4

**Please write in any additional needs that you feel are important and are not listed above:**

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**PART II** – As part of this planning process, the City of Irvine must also analyze factors that limit fair housing choice in the City of Irvine. Your own experiences will contribute to the efforts to research obstacles such as the nature and extent of housing discrimination in the City.

This information will be used to assist in developing strategies to overcome impediments to fair housing choice. This survey is for informational gathering purposes only.

- Do you believe housing discrimination is an issue in your neighborhood? \_\_\_ Yes \_\_\_ No
- Have you ever experienced discrimination in housing? \_\_\_ Yes \_\_\_ No  
(If **Yes**, please proceed to Questions 3, 4, and 5)
- Who do you believe discriminated against you?  

\_\_\_ Landlord/Property Manager  
 \_\_\_ Mortgage Lender

\_\_\_ Real Estate Agent  
 \_\_\_ Mortgage Insurer
- On what basis do you believe you were discriminated against?  

\_\_\_ Race  
 \_\_\_ Familial Status (single-parent with children, family with children or expecting a child)  
 \_\_\_ Disability (either you or someone close to you)

\_\_\_ Color  
 \_\_\_ National Origin  
 \_\_\_ Religion  
 \_\_\_ Gender
- If you believe you have been discriminated against, have you reported the incident? \_\_\_ Yes \_\_\_ No  
**If No – WHY?** \_\_\_ don't know where to report \_\_\_ afraid of retaliation  
 \_\_\_ too much trouble \_\_\_ don't believe it makes any difference

If you feel you may have been discriminated against, please contact the Fair Housing Council of Orange County at **(800) 698-FAIR**.

**Once you have completed the survey, please return the document to the City of Irvine, Community Development Department – Housing Division at One Civic Center Plaza, P.O. Box 19575, Irvine, CA 92623-9575. If you have any questions regarding this survey or need additional information please call (949)724-7444.**

**Thank you for your assistance!**

## Needs Assessment Survey Results

## Community Facilities

Answer Options	No Need	Low Need	Medium Need	High Need	Rating Average	Response Count
Senior Centers	7	9	19	17	2.88	52
Youth Centers	4	6	19	21	3.14	50
Child Care Centers	9	10	16	14	2.71	49
Parks & Recreation Facilities	6	7	19	17	2.96	49
Health Care Facilities	8	4	16	23	3.06	51
Community Centers	1	6	9	13	2.17	29
Fire Stations	3	6	17	26	3.35	52
Libraries	4	13	12	23	3.04	52

## Community Services

Answer Options	No Need	Low Need	Medium Need	High Need	Rating Average	Response Count
Senior Activities	6	9	17	19	2.96	51
Youth Services	6	5	15	24	1.88	50
Child Care Services	8	10	18	14	2.68	50
Transportation Services	3	9	10	32	3.83	54
Anti-Crime Program	6	7	17	22	2.73	52
Health Services	6	4	16	25	2.86	51
Mental Health Services	8	9	19	15	2.80	51
Legal Services	9	12	19	11	3.10	51

## Infrastructure

Answer Options	No Need	Low Need	Medium Need	High Need	Rating Average	Response Count
Drainage Improvements	11	16	15	7	2.37	49
Water/Sewer Improvements	11	14	15	10	2.48	50
Street/Alley Improvements	10	14	14	12	2.56	50
Street Lighting	12	9	12	17	2.68	50
Sidewalk Improvements	12	15	15	8	2.38	50

**Neighborhood Services**

Answer Options	No Need	Low Need	Medium Need	High Need	Rating Average	Response Count
Tree Planting	11	16	10	14	2.53	51
Trash Debris Removal	11	8	11	19	2.39	51
Graffiti Removal	18	11	6	16	2.39	53
Code Enforcement	15	11	10	15	2.49	53
Parking Facilities	13	13	13	13	2.50	55
Cleanup Abandoned Lots	18	17	6	10	2.16	53

**Special Needs Services**

Answer Options	No Need	Low Need	Medium Need	High Need	Rating Average	Response Count
Center Services for Disabled	7	6	20	21	3.02	54
Accessibility Improvements	9	12	13	18	2.77	52
Domestic Violence Services	11	12	45	76	2.82	144
Substance Abuse Services	11	9	18	12	2.62	50
Homeless Shelters & Services	15	11	11	14	2.47	51
HIV/AIDS Centers Services	13	14	13	10	2.40	50
Neglected/Abused Children Centers and Services	9	5	10	26	3.06	50

**Businesses & Jobs**

Answer Options	No Need	Low Need	Medium Need	High Need	Rating Average	Response Count
Start up Business Assistance	5	11	17	16	3.43	49
Small Business Loans	5	7	19	17	3.00	48
Job Creation Retention	2	3	15	28	3.44	48
Employment Training	3	5	17	27	2.98	52
Commercial Industrial Rehab	8	10	20	11	2.08	49
Façade Improvements	13	19	8	10	2.30	50
Business Mentoring	6	14	19	10	2.67	49

<b>Housing</b>						
<b>Answer Options</b>	<b>No Need</b>	<b>Low Need</b>	<b>Medium Need</b>	<b>High Need</b>	<b>Rating Average</b>	<b>Response Count</b>
Residential Rehab	5	17	19	8	2.61	49
Homeownership Assistance	8	5	17	20	2.98	50
Housing for Disabled	4	8	19	24	3.15	55
Senior Housing	5	7	18	21	2.73	51
Single Family Housing	7	8	15	19	2.84	49
Large Family Housing	12	9	20	9	2.52	50
Affordable Rental Housing	6	5	13	27	3.17	51
Fair Housing	8	8	14	20	2.92	50
Lead-Based Paint Test	11	9	18	12	2.62	50
Residential Historic Preservation	16	9	17	9	2.37	51
Non Residential Historic Preservation	9	6	7	19	2.88	41
Energy Efficient	5	3	16	26	2.94	50

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## **Appendix "B" - Notice of Community Meeting**



## Notice of Community Meeting



# NOTICE OF COMMUNITY MEETING

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### **Five-Year Consolidated Plan (CDBG,-HOME) For the City of Irvine**

Notice is hereby given that a community meetings will be held to solicit public comment from interested citizens, local public service organizations and other stakeholders as to the needs of the community. The information received will be used by the City in the development of the City's Five Year Consolidated Plan (2010-2014) for the City's CDBG and HOME Programs.

All interested persons are invited to attend one of the following meeting:

November 19, 2009 @ 6:00pm –Heritage Park Multipurpose Room  
14201 Yale Avenue. Irvine, CA 91731

If you have any questions regarding this community meeting, please contact Ms. Tamara J. Campbell, Senior Planner with the City of Irvine Community Development Department at (949) 724-6384.

## Proof of Publication

### AFFIDAVIT OF PUBLICATION

STATE OF CALIFORNIA, )  
 ) ss.  
 County of Orange )

I am a citizen of the United States and a resident of the County aforesaid; I am over the age of eighteen years, and not a party to or interested in the above entitled matter. I am the principal clerk of the **Irvine World News**, a newspaper that has been adjudged to be a newspaper of general circulation by the Superior Court of the County of Orange, State of California, on August 23, 1990, Case No. A-154653 in and for the City of Irvine, County of Orange, State of California; that the notice, of which the annexed is a true printed copy, has been published in each regular and entire issue of said newspaper and not in any supplement thereof on the following dates, to wit:

Nov 5, 2009

"I certify (or declare) under the penalty of perjury under the laws of the State of California that the foregoing is true and correct":

Executed at Santa Ana, Orange County, California on

Date: Nov 5, 2009

Signature:

Adolfo Bus

**Irvine World News**  
 625 N. Grand Ave.  
 Santa Ana, CA 92701  
 (714) 796-2209

### PROOF OF PUBLICATION





## Appendix “C” - Acronyms

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**ACRONYMS**

AP	Action Plan
CAPER	Consolidated Annual Performance Evaluation Report
CBD	Central Business District
CBDO	Community Based Development Organization
CD	Community Development Department
CDBG	Community Development Block Grant
CDC	Community Development Corporation
CHDO	Community Housing Development Organization
CIP	Capital Improvement Projects
CPD	Community Planning and Development (part of HUD)
CUP	Conditional Use Permit
DAP	Disabled Access Program (CDBG program activity)
DHHS	Department of Health and Human Services
DOJ	Department of Justice
DU's	Dwelling Units
ESG	Emergency Shelter Grant
EZ/EC	Empowerment Zone/Enterprise Community
FHA	Federal Housing Administration (part of HUD)
FY	Fiscal Year
HOME	HOME Investment Partnership Program
HOPWA	Housing Opportunities for Persons with AIDS
HUD	U.S. Department of Housing and Urban Development
IDIS	Integrated Disbursement and Information System (HUD's Financial Mgt. System)
LUP	Land Use Permit
NIMBY	Not-In-My-Back-Yard
NOFA	Notice of Funds Available
NRSA	Neighborhood Revitalization Strategy Area
PLI	Public Lands and Institutions
PY	Program Year
RFP	Request for Proposals
RFQ	Request for Qualifications
RTS	Research and Technical Services Division (MOA)
TBRA	Tenant Based Rental Assistance (HOME program activity)
TIP	Transportation Improvement Plan
WD	Workforce Development







## **Appendix “D” – Glossary of Terms**

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## GLOSSARY OF TERMS

**Accessibility** All new construction of covered multifamily buildings must include certain features of accessible and adaptable design. Units covered are all those in buildings with four or more units and one or more elevators, and all ground floor units in buildings without elevators.

**Action Plan** The Action Plan includes the following: An application for federal funds under HUD's formula grant programs (CDBG, HOME); Identification of federal and other resources expected to be used to address the priority needs and specific objectives in the strategic plan; Activities to be undertaken including the following; Activities to address Homeless and other special needs (persons with mental, physical or developmental disabilities, battered and abused spouses, victims of domestic violence, etc.); Activities to address other Actions (affordable housing, lead-based paint hazards, poverty reduction, public housing improvements, etc); and lastly; A description of the areas targeted given the rationale for the priorities for allocating investment geographically.

**Affordable Housing** That housing within the community which is decent and safe, either newly constructed or rehabilitated, that is occupied by and affordable to households whose income is very low, low, or moderate. Such housing may be ownership or rental, single family or multifamily, short-term or permanent. Achieving affordable housing often requires financial assistance from various public and private sources and agencies.

**Agency** Any department, agency, City, authority, administration, board, or other independent establishment in the executive branch of the government, including any corporation wholly or partly owned by the United States that is an independent instrumentality of the United States, not including the municipal government of the District of Columbia.

**Area Benefit** - Benefits all residents in a particular area, where at least 51% are LMI. Area must be primarily residential. Area benefit activities include street/sidewalk improvements, water/sewer lines, neighborhood facilities, and façade improvements in neighborhood commercial districts.

**Assisted Household or Person** For the purpose of identification of priority needs and specific objectives, an assisted household or person is one that will receive benefits through the investment of Federal funds, either alone or in conjunction with the investment of other public or private funds. (The program funds providing the benefit(s) may be from any funding year or combined funding years.) A renter is benefited if the household or person takes occupancy of affordable housing that is newly acquired (standard housing), newly rehabilitated, or newly constructed, and/or receives rental assistance through new budget authority. An existing homeowner is benefited if the home's rehabilitation is completed. A first-time homebuyer is benefited if a home is purchased during the year. Households or persons who will benefit from more than one program (e.g. a renter who receives rental assistance while occupying newly rehabilitated housing) must be counted only once. To be included, the household's housing unit must, at a minimum, satisfy the HUD Section 8 Housing Quality Standards (see, e.g. 24 CFR 882.109).

**Brownsfields Economic Development Initiative (BEDI) Grant Program** BEDI is designed to help cities redevelop abandoned, idled, or underutilized industrial and commercial properties and facilities where expansion or redevelopment is complicated by real or perceived environmental contamination e.g., Brownfields. BEDI accomplishes this by providing funding to local governments to be used in conjunction with Section 108 loan guarantees to finance redevelopment of Brownfields sites. BEDI-funded projects must meet one of the CDBG program's national objectives.

**CDBG National Objectives**

- 70% of CDBG expenditures must be used for activities that benefit low and moderate-income persons.
- Elimination of slum and blight

**Community Based Development Organization (CBDO)** Generally nonprofit organizations that undertake specific CDBG funded activities. Can not be a government entity. May be a subrecipient.

**Certification** A written assertion based on supporting evidence that must be kept available for inspection by HUD, by the Inspector General of HUD, and by the public. The assertion shall be deemed to be accurate unless HUD determines otherwise, after inspecting the evidence and providing due notice and opportunity for comment.

**Community Development Block Grant Program (CDBG)** A Community Development Block Grant is a federal grant to states, counties or cities. It is used for housing and community development including housing construction and rehabilitation, economic development, and public services which benefit low- and moderate- income people. Grant funds can also be used to fund activities which eliminate slums and blight or meet urgent needs.

**City** The City is the lead agency for purposes of the Consolidated Plan, and administration of the City's federal entitlement funding, namely CDBG, and HOME program funds.

**Community and Housing Development Organization (CHDO)** A federally defined type of nonprofit housing provider that must receive a minimum of 15 percent of all Federal HOME Investment Partnership funds. The primary difference between CHDO and other nonprofits is the level of low-income residents' participation on the Board of Directors.

**Comprehensive Grant Program (CGP)** HUD grant program via an annual formula to large public housing authorities to modernize public housing units.

**Consolidated Annual Performance and Evaluation Performance Report (CAPER)** The CAPER allows HUD, local officials, and the public to evaluate the grantees' overall performance, including whether activities and strategies undertaken during the preceding year actually made an impact on the goals and needs identified in the Consolidated Plan.

**Consolidated Plan** The Consolidated Plan services four separate, but integrated functions. The Consolidated Plan is: a planning document for the jurisdiction which builds on a participatory process with County residents; an application for federal funds under HUD's formula grant programs which are: CDBG, HOME; a five-year strategy to be followed in

carrying out HUD programs; and lastly, an action plan describing individuals activities to be implemented.

**Cost Burden** The extent to which gross housing costs, including utility costs, exceeds 30 percent of gross income, based on data available from the U.S. Census Bureau.

**Economic Development Initiative (EDI) Grant Program** EDI is designed to enable local governments to enhance both the security of loans guaranteed through HUD’s Section 108 Loan Guarantee Program and the feasibility of the economic development and revitalization projects that Section 108 guarantees finance. EDI accomplishes this by providing grants to local governments to be used in conjunction with Section 108 loan guarantees. A locality may use the grant to provide additional security for the loan (for example, as a loss reserve), thereby reducing the exposure of its CDBG funds (which by law must be pledged as security for the loan guarantees). A locality may also use the EDI grant to pay for costs associated with the project, thereby enhancing the feasibility of the 108-assisted portion of the project. EDI-funded projects must meet one of the CDBG program’s national objectives.

**Emergency Shelter Grant (ESG)** Emergency Shelter Grant Program is a federally funded program designed to help, improve and maintain the quality of existing emergency shelters for the homeless. ESG helps emergency shelters meet the costs of operating emergency shelters and of providing certain essential social services to homeless individuals so that these persons have access to a safe and sanitary shelter, and to the supportive services and other kinds of assistance they need to improve their situations. The program is also intended to prevent the increase of homelessness through the funding of preventive programs and activities.

**Emergency Shelter** Any facility with overnight sleeping accommodations, the primary purpose of which is to provide temporary shelter for the homeless in general or for specific populations of the homeless.

**Entitlement** An underlying formula governing the allocation of Block Grant funds to eligible recipients. Entitlement grants are provided to larger urban cities (i.e. population greater than 50,000) and larger urban counties (greater than 200,000).

**Federal National Mortgage Association (Fannie Mae)** A federally chartered, stockholder owned corporation which supports the secondary market for both conventional mortgages and mortgages insured by the FHA and guaranteed by VA.

**Financing** Functions necessary to provide the financial resources to fund government operations and federal assistance including the functions of taxation, fee and revenue generation, public debt, deposit funds, and intra governmental collections.

**First-time Homebuyer** An individual or family who has not owned a home during the three year period preceding the assisted purchase of a home that must be occupied as the principal residence of the homebuyer. Any individual who is a displaced homemaker or a single parent may not be excluded from consideration as a first-time homebuyer on the basis that the individual, while a homemaker or married, owned a home with his or her spouse or resided in a home owned by the spouse.

**Fiscal Year** Any yearly accounting period, regardless of its relationship to a calendar year.

**FTE-Full Time Equivalent** One FTE is 2,080 hours of paid employment. The number of FTEs is

derived by summing the total number of hours (for which included categories of employees) are paid by the appropriate categories of employees and dividing by 2,080 hours (one work year). Appropriate categories include, but are not limited to, overtime hours, hours for full-time permanent employees, temporary employees, and intermittent employees who may not have been paid for an entire reporting period.

**Grant** A federal grant may be defined as a form of assistance authorized by statute in which a federal agency (grantor) transfers something of value to a party (the grantee) usually, but not always, outside the federal government, for a purpose, undertaking, or activity of the grantee which the government has chosen to assist, to be carried out without substantial involvement on the part of the federal government. The "thing of value" is usually money, but may, depending on the program legislation, also includes property or services. The grantee, again depending on the program legislation, may be a state or local government, a nonprofit organization, or a private individual or business entity.

**HOME** The Home Investment Partnership Program, which is authorized by Title II of the National Affordable Housing Act. This federally funded program is designed to expand the housing, for very low-income people. And, to make new construction, rehabilitation, substantial rehabilitation, and acquisition of such housing feasible, through partnerships among the federal government, states and units of general local government, private industry, and nonprofit organizations able to utilize effectively all available resources.

**HOME Funds** Funds made available under the HOME Program through allocations and reallocations, plus all repayments and interest or other return on the investment of these funds.

**Homeless Family** Family that includes at least one parent or guardian and one child under the age of 18, a homeless pregnant woman, or a homeless person in the process of securing legal custody of a person under the age of 18.

**Homeless Individual** An unaccompanied youth (18 years or younger) or an adult (18 years or older) without children who is homeless (not imprisoned or otherwise detained pursuant to an Act of Congress or a State law), including the following:

- 1) An individual who lacks a fixed, regular, and adequate nighttime residence; and
- 2) An individual who has a primary nighttime residence that is:
  - i) A supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, and transitional housing for the mentally ill);
  - ii) An institution that provides a temporary residence for individuals intended to be institutionalized; or
  - iii) A public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

**Homeless Subpopulation** Include but are not limited to the following categories of homeless persons: severely mentally ill only, alcohol/drug addicted only, severely mentally ill and alcohol/drug addicted, fleeing domestic violence, youth and persons with HIV/AIDS.

**HOPWA** Housing Opportunities for People With AIDS is a federal program designed to provide States and localities with resources and incentives to devise long-term comprehensive

strategies for meeting the housing needs of persons with acquired immunodeficiency syndrome (AIDS) or related diseases and their families. The program authorizes entitlement grants and competitively awarded grants for housing assistance and services.

**Household** Household means all the persons who occupy a housing unit. The occupants may be single family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living arrangements.

**Housing and Urban Development (HUD)** Created as part of President Lyndon B. Johnson's War on Poverty, the Department of Housing and Urban Development (HUD) was established as a Cabinet Department by the Department of Housing and Urban Development Act (42 U.S.C. 3532-3537), effective November 9, 1965. It consolidated a number of other older federal agencies. The Department of Housing and Urban Development is the Federal agency responsible for national policy and programs that: address America's housing needs; improve and develop the Nation's communities; and enforce fair housing laws. HUD's mission is helping create a decent home and suitable living environment for all Americans. It has given America's cities a strong national voice at the Cabinet level.

**HUD Income Levels** Income levels serve as eligibility criteria for households participating in federally funded programs.

**Extremely Low Income** Family whose income is between 0 and 30 percent of the median income for the area, as determined by HUD with adjustments for smaller and larger families, except that HUD may establish income ceilings higher or lower than 30 percent of the median for the area on the basis of HUD's findings that such variations are necessary because of prevailing levels of construction costs or fair market rents, or unusually high or low family incomes.

**Low Income** Low-income families whose income does not exceed 50 percent of the median income for the area, as determined by HUD with adjustments for smaller and larger families, except that HUD may establish income ceilings higher or lower than 50 percent of the median for the area on the basis of HUD's findings that such variations are necessary because of prevailing levels of construction costs or fair market rents, or unusually high or low family incomes.

**Middle Income** Family whose is between 80 percent and 95 percent of the median area income for the area, as determined by HUD, with adjustments for smaller and larger families, except that HUD may establish income ceilings higher or lower than 95 percent of the median for the area on the basis of HUD's findings that such variations are necessary because of prevailing levels of construction costs or fair market rents, or unusually high or low family incomes.

**Moderate Income** Family whose income does not exceed 80 percent of the median income for the area, as determined by HUD, with adjustments for smaller and larger families, except that HUD may establish income ceilings higher or lower than 80 percent of the median for the area on the basis of HUD's findings that such variations are necessary because of prevailing levels of construction costs or fair market rents, or unusually high or low family incomes.

**Jurisdiction** A State or unit of general local government.

**Large Family** Family of five or more persons.



**Lead-based paint hazards** Any condition that causes exposure to lead from lead-contaminated dust, lead-contaminated soil, lead-contaminated paint that is deteriorated or present in accessible surfaces, friction surfaces, or impact surfaces that would result in adverse human health effects as established by the appropriate Federal agency.

**Letter of Credit** Line of credit to a grant recipient established at a time of approval of application.

**Liability** Assets owed for items received, services received, assets acquired, construction performed (regardless of whether invoices have been received), an amount received but not yet earned, or other expenses incurred.

**Limited Clientele Benefit** Benefit a limited number of people as long as at least 51% are LMI. Benefit is generally presumed to be principally L/M (abused children, battered spouses, elderly persons, severely disabled adults, homeless persons, illiterate adults, persons living with AIDS and migrant farm workers). Limited Clientele must be documented with income verification or be of such nature and in such location that it can be concluded that the clients are LMI.

**Micro-enterprise** A business that has 5 or fewer employees, one or more of whom owns the enterprise.

#### **A. Neighborhood Revitalization Strategy Area**

- Scattered site housing activities that the aggregate meets the LMI of 51%.
- Direct Homeownership assistance must meet the LMI 100%.

**Overcrowded** For purposes of describing relative housing needs, a housing unit containing more than one person per room, as defined by U.S. Census Bureau, for which the Census Bureau makes data available.

**Person with a Disability** A person who is determined to:

- 1) Have a physical, mental or emotional impairment that:
  - i) Is expected to be of long-continued and indefinite duration;
  - ii) Substantially impedes his or her ability to live independently; and
  - iii) Is of such a nature that the ability could be improved by more suitable housing conditions; Or
- 2) Have a developmental disability, as defined in section 102(7) of the Developmental Disabilities Assistance and Bill of Rights Act (42 U.S.C. 6001-6007); or
- 3) Be the surviving member or members of any family that had been living in an assisted unit with the deceased member of the family who had a disability at the time of his or her death.

**Private Non-profit Organization** A secular or religious organization described in section 501 (c) of the Internal Revenue Code of 1988 which: (a) is exempt from taxation under subtitle A of the Code; (b) has an accounting system and a voluntary board; and (c) practices nondiscrimination in the provision of assistance.



**Program** An organized set of activities directed toward a common purpose or goal that an agency undertakes or proposes to carry out its responsibilities.

**Program Income** Program income is the gross income received by the recipient and its subrecipients\* directly generated from the use of CDBG funds. For those program income generating activities that are only partially assisted with CDBG funds, such income is prorated to reflect percentage of CDBG funds that were used. Reference 24 CFR 570.500(a).

Examples: (Note: This list is NOT exclusive and therefore other types of funds may also constitute CDBG program income.)

- proceeds from the disposition by sale or long-term lease (15 years or more) of real property purchased or improved with CDBG funds.
- proceeds from the disposition of equipment bought with CDBG funds.
- gross income from the use or rental of real property that has been constructed or improved with CDBG funds and that is owned (in whole or in part) by the recipient or subrecipient. Costs incidental to the generation of the income are deducted from the gross income.
- payments of principal and interest on loans made using CDBG funds.
- proceeds from the sale of loans made with CDBG funds.
- proceeds from the sale of obligations secured by loans made with CDBG funds.
- any interest earned on funds held in a revolving fund account.
- any interest earned on program income pending its disposition.
- funds collected through special assessments that are made against properties owned and occupied by non-low and moderate- income households where the assessments have been made to recover some or all of the CDBG portion of a public improvement.

Reference: 570.500(a)(1)

Program income does not include the following examples.

- interest earned on grant advances from the U.S. Treasury. Any interest earned on grant advances is required to be returned to the U.S. Treasury.
- proceeds from fund-raising activities carried out by subrecipients that are receiving CDBG assistance to implement eligible activities.
- funds collected through special assessments that have been made to recover the non-CDBG portion of a public improvement.
- proceeds from the disposition by the grantee of real property that has been acquired or improved with CDBG funds when the disposition occurs after grant closeout for entitlement grantees.
- proceeds from the disposition of real property that has been acquired or improved with CDBG funds where the disposition occurs within a five year period (or more if so determined by the grantee) after the expiration of the agreement between the grantee and subrecipient for that specific agreement where the CDBG funds were provided for the acquisition or improvement of the subject property.

Note: This list is not all-inclusive.

*\*Subrecipient means a public or private nonprofit agency, authority, or organization or an authorized for-profit entity receiving CDBG funds from the recipient or another subrecipient to undertake activities eligible for such assistance. The term excludes an entity receiving CDBG funds from the recipient unless the grantee explicitly designates it as a subrecipient. The term includes a public agency designated by a unit of general local government to receive a loan*

*guarantee, but does not include contractors providing supplies, equipment, construction, or services subject to the procurement requirements as applicable.*

**Project** A planned undertaking of something to be accomplished, produced, or constructed, having a finite beginning and finite end. Examples are a construction project or a research and development project.

**Rehabilitation** Labor, materials, tools, and other costs of improving buildings, including repair directed toward an accumulation of deferred maintenance; replacement of principal fixtures and components of existing buildings; installation of security devices; and improvement through alterations or incidental additions to, or enhancement of, existing buildings, including improvements to increase the efficient use of energy in buildings, and structural changes necessary to make the structure accessible for persons with physical handicaps.

Rehabilitation also includes the conversion of a building to an emergency shelter for the homeless, where the cost of conversion and any rehabilitation costs do not exceed 75 percent of the value of the building before conversion. Rehabilitation must meet local government safety and sanitation standards. For projects of 15 or more units where rehabilitation costs are 75 percent or more of the replacement cost of the building, that project must meet the accessibility requirement of Section 504 of the Rehabilitation Act of 1973; or where rehabilitation costs are less than 75 percent of the replacement cost of the building, that project must meet the requirements of 24 CFR 8.23b.

**Rental Assistance** Rental assistance payments provided as either project-based rental assistance or tenant-based rental assistance. Otherwise known as the Section 8 Rental Assistance Payments Program and variations thereof.

**Renovation** Rehabilitation that involves costs of 75 percent or less of the value of the building before rehabilitation.

**Request for Proposals (RFP)** A RFP is the instrument used to solicit proposals/offers for proposed contracts using the negotiated procurement method.

**Section 108 Loan Guarantee Program** The Section 108 Loan Guarantee Program involves a federal guarantee on local debt allowed under Section 108 of the Housing and Community Development Act of 1974, as amended. This section of the Act allows public entities, such as the County of Los Angeles, to issue promissory notes through HUD to raise money for eligible large-scale community and economic development activities. HUD guarantees these notes, which are sold on the private market in return for a grantee's pledge of its future CDBG funds and other security for the purpose of debt repayment. Section 108 activities must satisfy CDBG eligibility and national objective criteria as well as Section 108 regulations and guidelines.

**Senior** A person who is at least 55 years of age. For senior housing activities, a senior is a person who is at least 62 years of age. (Seniors and “elderly” are terms that are often interchangeable.)

**Severely Disabled** Persons are considered severely disabled if they:

- Use a wheelchair or another special aid for 6 months or longer

- Are unable to perform one or more functional activities (seeing, hearing, having one’s speech understood, lifting and carrying, walking up a flight of stairs and walking), needed assistance with activities of daily living (getting around inside the home, getting in or out of bed or a chair, bathing, dressing, eating and toileting) or instrumental activities or daily living (going outside the home, keeping tract of money or bills, preparing meals, doing light housework, and using the telephone)
- Are prevented from working at a job or doing housework
- Have a selected condition including: autism, cerebral palsy, Alzheimer’s disease, senility or dementia or mental retardation
- Are under 65 years of age and are covered by Medicare or receive Supplemental Security Income (SSI)

**Shelter Plus Care** A federally funded McKinney Act Program designed to provide affordable housing opportunities to individuals with mental and/or physical disabilities.

**SRO** (Single Room Occupancy) A unit for occupancy by one person, which need not but may contain food preparation or sanitary facilities, or both.

**State** Any State of the United States and the Commonwealth of Puerto Rico.

**Subsidy** Generally, a payment or benefit made where the benefit exceeds the cost to the beneficiary.

**Subrecipient** An entity that assists the Municipality to implement and administer its programs. A subrecipient is generally a nonprofit organization.

**Substantial Rehabilitation** Rehabilitation of residential property at an average cost for the project in excess of \$25,000 per dwelling unit.

**Supportive Housing** Services provided to residents of supportive housing for the purpose of facilitating the independence of residents. Some examples are case management, medical or psychological counseling and supervision, childcare, transportation, and job training.

**Supportive Housing Program (SHP)** The Supportive Housing Program promotes the development of supportive housing and supportive services, including innovative approaches that assist homeless persons in the transition from homelessness and enable them to live as independently as possible. SHP funds may be used to provide transitional housing, permanent housing for persons with disabilities, innovative supportive housing, supportive services, or safe havens for the homeless.





## **Appendix "E" – Notice of Public Hearing**



## AFFIDAVIT OF PUBLICATION

STATE OF CALIFORNIA, )  
 ) ss.  
County of Orange )

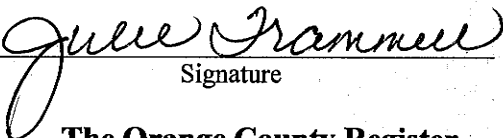
I am a citizen of the United States and a resident of the County aforesaid; I am over the age of eighteen years, and not a party to or interested in the above entitled matter. I am the principal clerk of **The Orange County Register**, a newspaper of general circulation, published in the city of Santa Ana, County of Orange, and which newspaper has been adjudged to be a newspaper of general circulation by the Superior Court of the County of Orange, State of California, under the date of 1/18/52, Case No. A-21046, that the notice, of which the annexed is a true printed copy, has been published in each regular and entire issue of said newspaper and not in any supplement thereof on the following dates, to wit:

January 21, 2010

"I certify (or declare) under the penalty of perjury under the laws of the State of California that the foregoing is true and correct":

Executed at Santa Ana, Orange County, California, on

Date: January 21, 2010

  
Signature

**The Orange County Register**  
625 N. Grand Ave.  
Santa Ana, CA 92701  
(714) 796-7000 ext. 2209

**PROOF OF PUBLICATION**

### Proof of Publication of

**NOTICE OF PUBLIC HEARING AND PUBLIC COMMENT PERIOD FOR THE CITY OF IRVINE DRAFT STRATEGIC PLAN PRIORITIES FOR THE CONSOLIDATED PLAN FOR FISCAL YEARS 2010-2014**

Pursuant to the United States Department of Housing and Urban Development (HUD) regulations, the City of Irvine has prepared the draft Strategic Plan priorities for the Consolidated Plan for fiscal years 2010-2014. The Strategic Plan establishes the priorities for addressing housing, community development needs of the City. The priorities are updated every three to five years and are the basis for how federal funds, such as Community Development Block Grant (CDBG) and Home Investment Partnership (HOME) funds are used.

The Consolidated Plan is a HUD mandated reporting process that assesses a jurisdiction's housing and community development needs, a strategy that consolidated priorities, addressing the needs, and outlines intended use of federal and other resources. HUD regulations require that the Consolidated Plan occur a three to five year planning period. The City is in the process of adopting the Consolidated Plan for fiscal years FY 2010-2014.

Notice is hereby given that the City of Irvine has prepared the Strategic Plan priorities for FY 2010-2014. A copy of the Strategic Plan priorities will be available to the public for review and comment from January 23, 2010 to February 23, 2010 at the Community Development Department, 1 Civic Center Plaza, Santa Ana, CA.

Notice is further given that a Public Hearing to solicit public comments on the Strategic Plan priorities will be held on February 23, 2010 at 4:00 PM at the Irvine City Council Chambers located at 1 Civic Center Plaza, Santa Ana, California. The purpose of this Public Hearing to the Strategic Plan priorities is to allow the public the opportunity to comment on the priorities for addressing housing and community development needs during the next Consolidated Plan period, FY 2010-2014.

The City of Irvine encourages citizen participation in the Consolidated Planning process. If you are interested, please attend the February 23, 2010 hearing. If you are unable to attend the hearing, further comments will be accepted until 5:00 PM on February 23, 2010 at the Community Development Department at the address listed above. Please bring questions, please contact Theresa Castellanos, Grants Coordination at (949) 252-7433 or email at [tcastellanos@irvineca.gov](mailto:tcastellanos@irvineca.gov).

It is the intention of the City of Irvine to comply with the Americans with Disabilities Act (ADA) in all respects. If you are a participant at this meeting, you will receive complimentary beyond what is normally provided, if you are unable to attend to accommodate you. If you require any assistance, please contact Theresa Castellanos, City Clerk, at least 48 hours prior to the meeting to inform us of your disability needs and to determine if accommodation is feasible. Please arrive at that time if you will need accommodation to attend or participate in meetings on a regular basis.

Public, Orange County Register, January 21, 2010 Page 2

## PROOF OF PUBLICATION

STATE OF CALIFORNIA, )  
 ) ss.  
County of Orange )

I am a citizen of the United States and a resident of the County aforesaid; I am over the age of eighteen years, and not a party to or interested in the above entitled matter. I am the principal clerk of the **Irvine World News**, a newspaper that has been adjudged to be a newspaper of general circulation by the Superior Court of the County of Orange, State of California, on August 23, 1990, Case No. A-154653 in and for the City of Irvine, County of Orange, State of California; that the notice, of which the annexed is a true printed copy, has been published in each regular and entire issue of said newspaper and not in any supplement thereof on the following dates, to wit:

Nov 26, 2009 Jan 7, 2010

"I certify (or declare) under the penalty of perjury under the laws of the State of California that the foregoing is true and correct":

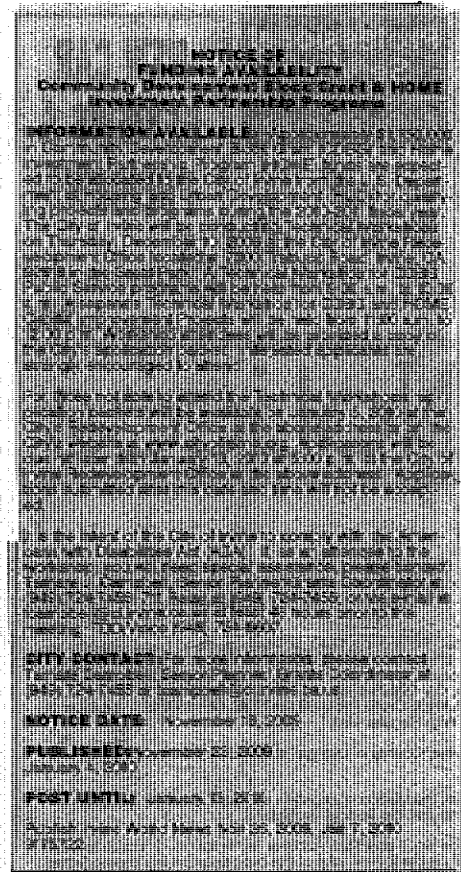
Executed at Santa Ana, Orange County,  
California on

Date: Jan 7, 2010

Signature:

Adolfo Mues

**Irvine World News**  
**625 N. Grand Ave.**  
**Santa Ana, CA 92701**  
**(714) 796-2209**





## AFFIDAVIT OF PUBLICATION

STATE OF CALIFORNIA, )  
 ) ss.  
County of Orange )

I am a citizen of the United States and a resident of the County aforesaid; I am over the age of eighteen years, and not a party to or interested in the above entitled matter. I am the principal clerk of the **Irvine World News**, a newspaper that has been adjudged to be a newspaper of general circulation by the Superior Court of the County of Orange, State of California, on August 23, 1990, Case No. A-154653 in and for the City of Irvine, County of Orange, State of California; that the notice, of which the annexed is a true printed copy, has been published in each regular and entire issue of said newspaper and not in any supplement thereof on the following dates, to wit:

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"I certify (or declare) under the penalty of perjury under the laws of the State of California that the foregoing is true and correct":

Executed at Santa Ana, Orange County, California on

Date: Jan 7, 2010

Signature:

Adolfo Pina

**Irvine World News**  
625 N. Grand Ave.  
Santa Ana, CA 92701  
(714) 796-2209

## PROOF OF PUBLICATION

NOTICE OF  
PUNING CIVILIS CITY  
Community Development, Social & HOME  
Investment Partnership Program

INFORMATION AVAILABLE:

CITY CONTACT: For more information, please contact  
Irvine World News, 625 N. Grand Ave., Santa Ana, CA 92701  
Tel: (714) 796-2209

NOTICE DATE: November 13, 2009

PUBLISHED: November 26, 2009

POST UNTIL: January 13, 2010

Printed: Irvine World News, Nov 26, 2009, p. T-101

## PROOF OF PUBLICATION

STATE OF CALIFORNIA, )  
 ) ss.  
County of Orange )

I am a citizen of the United States and a resident of the County aforesaid; I am over the age of eighteen years, and not a party to or interested in the above entitled matter. I am the principal clerk of the **Irvine World News**, a newspaper that has been adjudged to be a newspaper of general circulation by the Superior Court of the County of Orange, State of California, on August 23, 1990, Case No. A-154653 in and for the City of Irvine, County of Orange, State of California; that the notice, of which the annexed is a true printed copy, has been published in each regular and entire issue of said newspaper and not in any supplement thereof on the following dates, to wit:

Nov 5, 2009

"I certify (or declare) under the penalty of perjury under the laws of the State of California that the foregoing is true and correct":

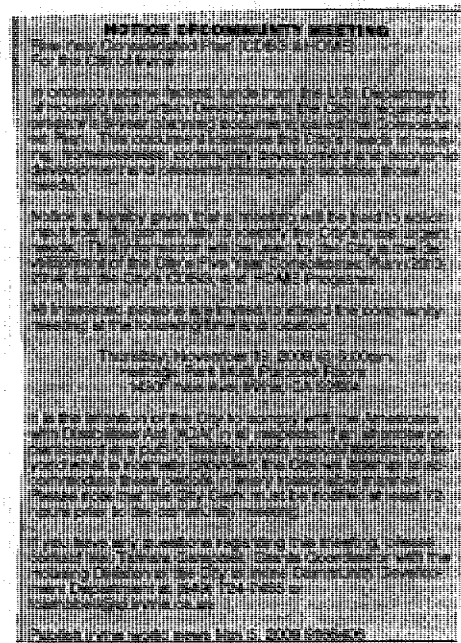
Executed at Santa Ana, Orange County,  
California on

Date: Nov 5, 2009

Signature:

Adolfo Ruiz

**Irvine World News**  
625 N. Grand Ave.  
Santa Ana, CA 92701  
(714) 796-2209





## Appendix “F” – Maps

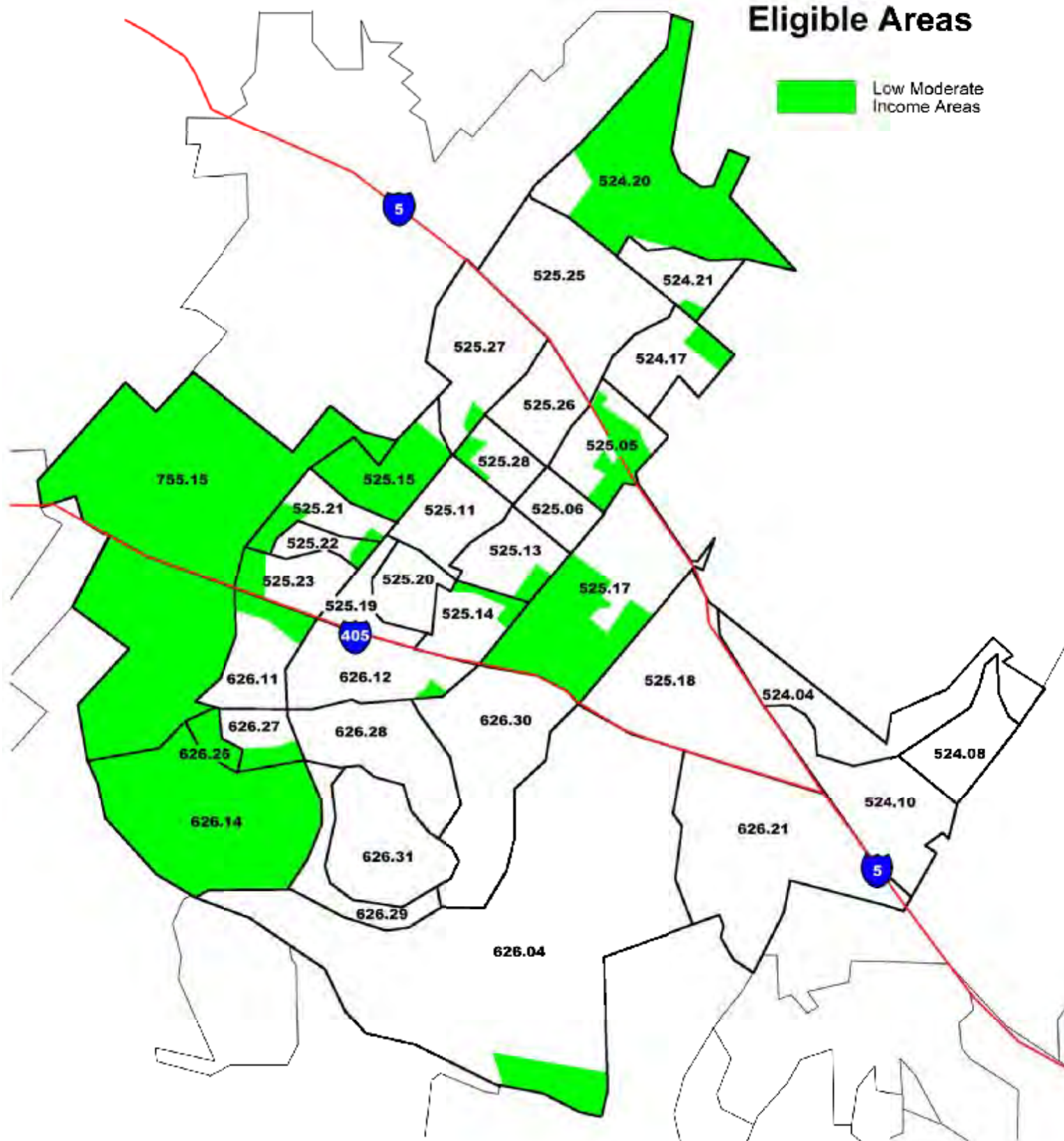
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# City of Irvine CDBG Eligible Areas



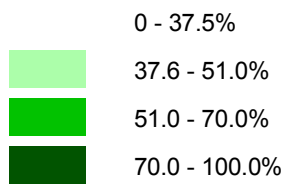
Low Moderate  
Income Areas



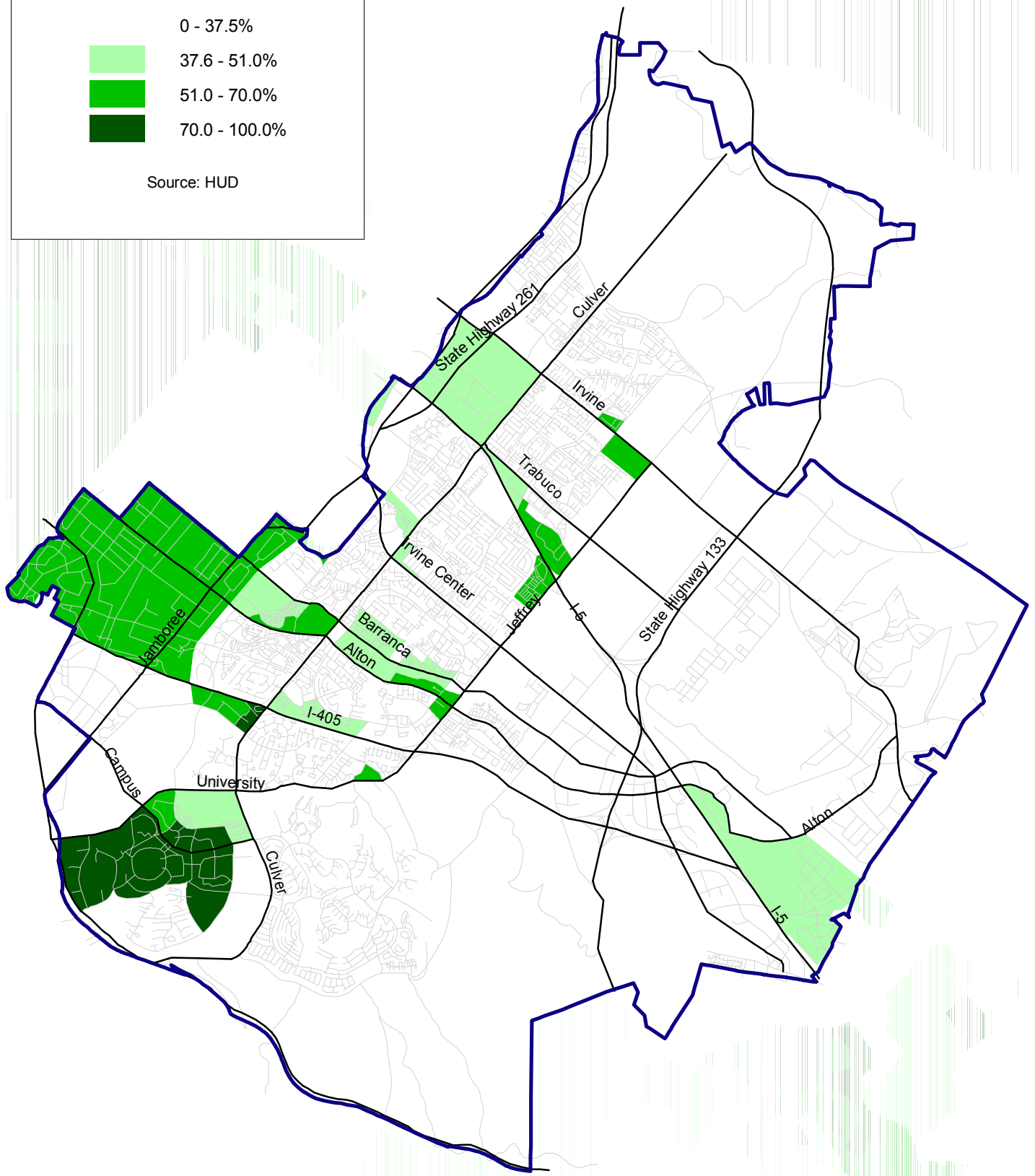
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## City of Irvine

### Percent Low Moderate Income



Source: HUD

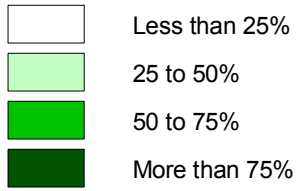


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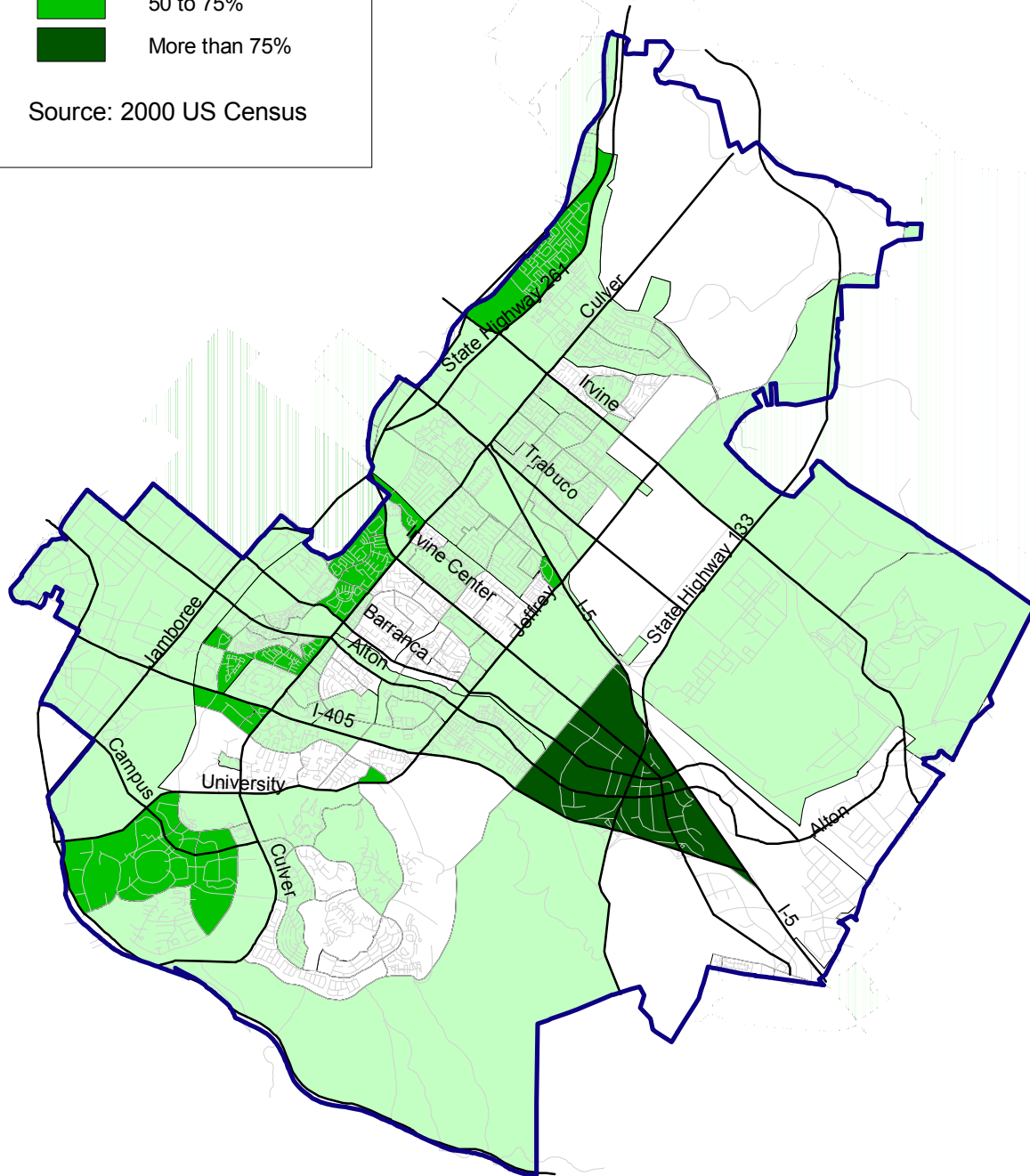


## City of Irvine

### Population - Percent Minority



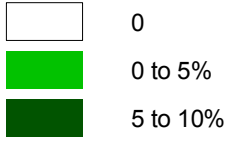
Source: 2000 US Census



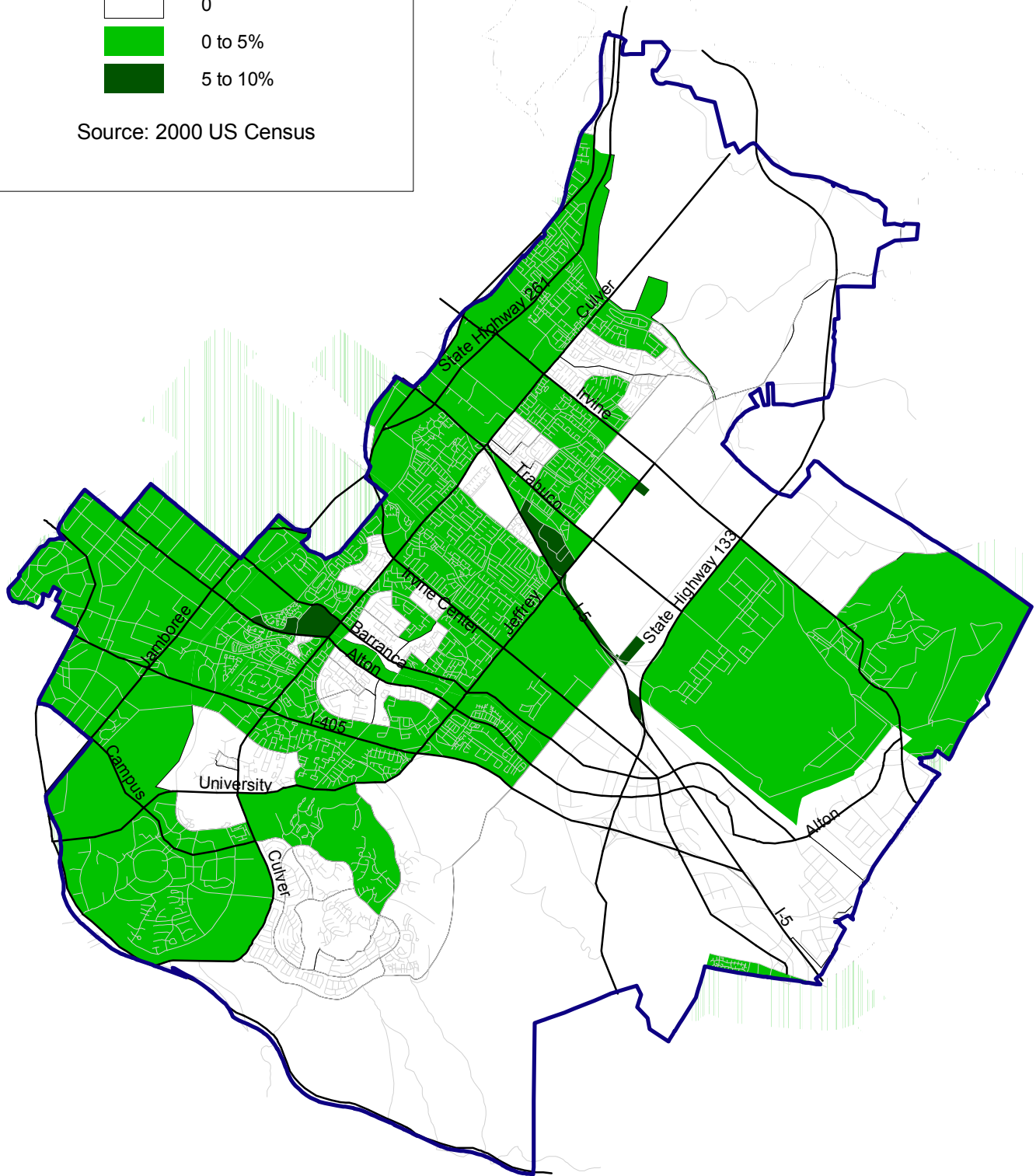
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## City of Irvine

Population - Percent African American



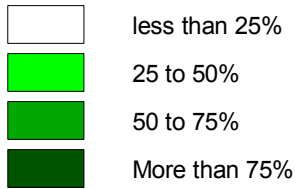
Source: 2000 US Census



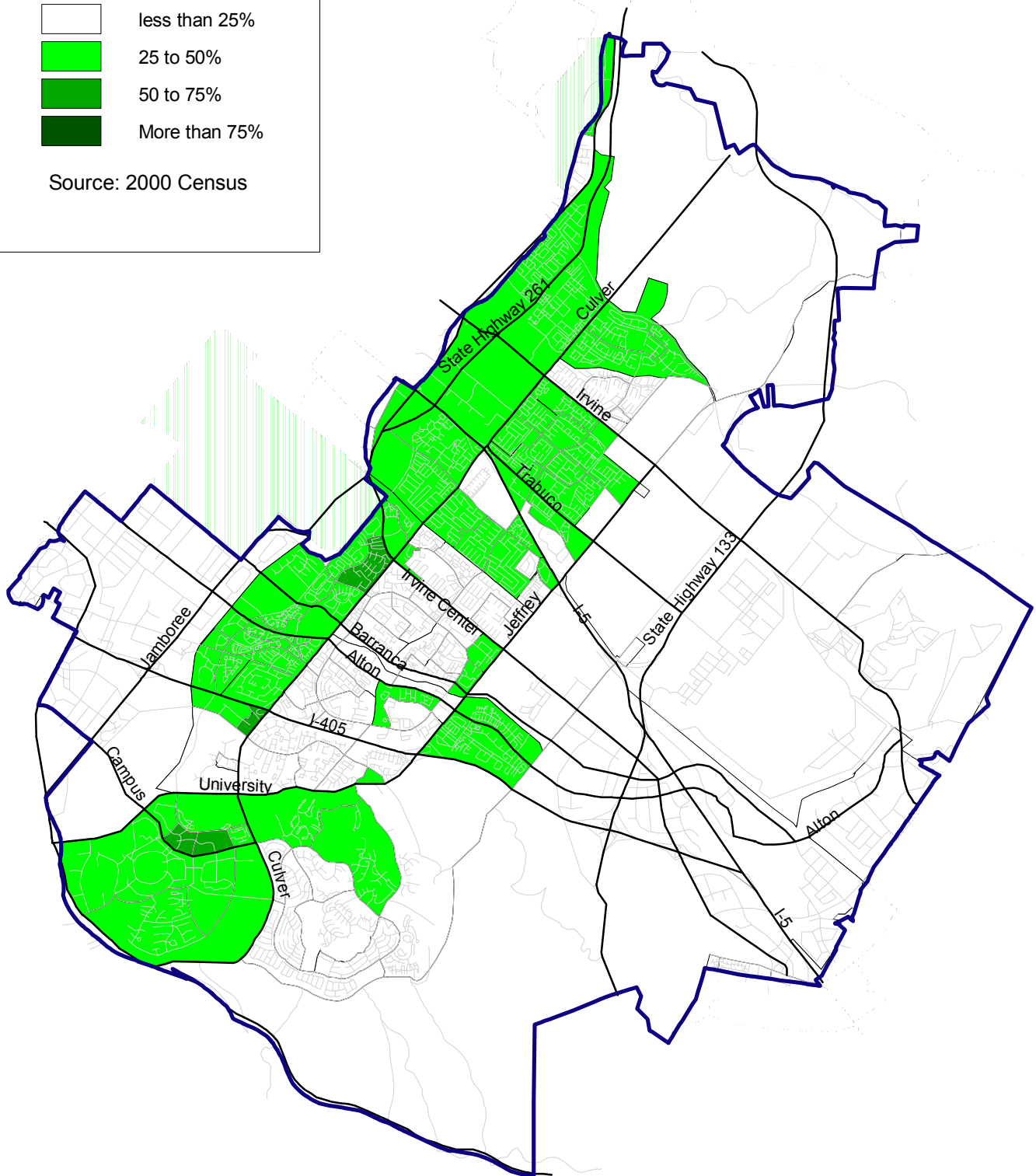
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## City of Irvine

### Population - Percent Asian



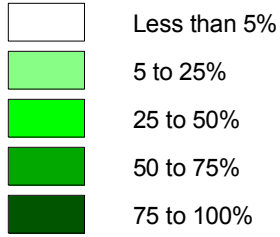
Source: 2000 Census



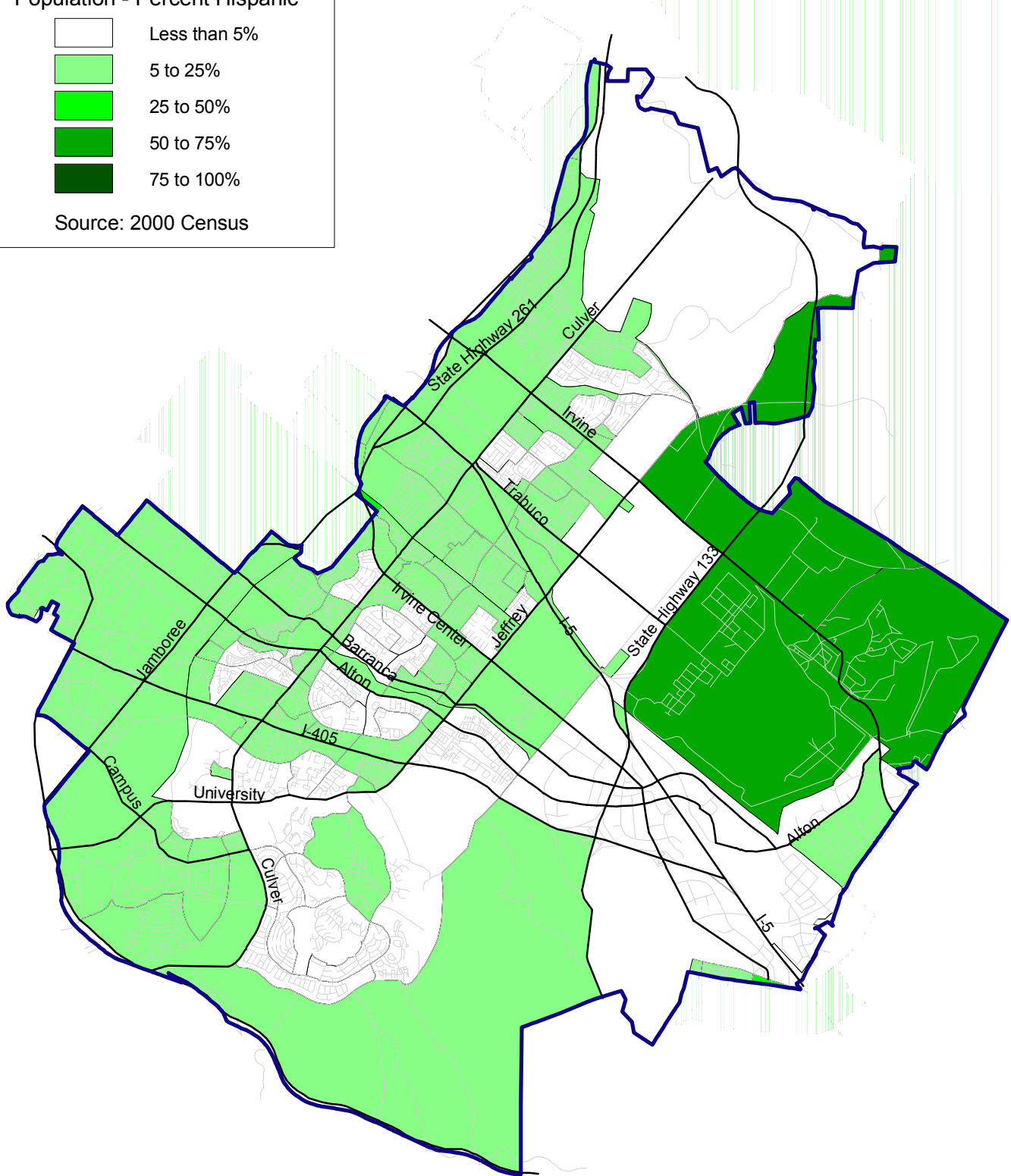
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## City of Irvine

### Population - Percent Hispanic



Source: 2000 Census



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## **Appendix “G” – Affirmative Marketing and Economic Opportunity Policy**

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## **AFFIRMATIVE MARKETING AND ECONOMIC OPPORTUNITY POLICY**

The City of Irvine strongly believes in providing housing and economic opportunities for all its residents regardless of race, color, national origin, sex, religion, familial status or disability and all California protected classes. To enact this belief and to comply with applicable federal laws\*, the City will **affirmatively market** the availability of housing units assisted with HOME funds and also business opportunities within the HOME Program. Affirmative marketing consists of additional actions taken beyond typical advertising efforts that are established to attract eligible persons who may otherwise not apply.

Affirmative marketing for available housing units will be implemented for developments that have five or more HOME-assisted units. Affirmative marketing of business opportunities under the HOME Program include but are not limited to, hiring of persons and businesses for consultant services, vendors, contractors, developers and property owners that enter into agreements with the City of Irvine.

The City also actively supports Section 3 of the Housing and Urban Development Act of 1968. Section 3 sets forth that training and employment opportunities arising from federally funded projects shall, to the greatest extent feasible, be provided to low income persons residing within the service area. Furthermore, contracts for work arising from federally funded projects shall, to the greatest extent feasible, be awarded to business concerns located in or owned by persons residing in the program service area.

The City will follow the actions below to affirmatively market housing and economic opportunities under the HOME Program to its residents:

### **III. Affirmative Marketing for Available Housing**

1. To inform the general public, owners of housing, and potential tenants of applicable fair housing laws and City policies, the City of Irvine will:
  - a. Make extensive use of the Fair Housing logo.
  - b. Include fair housing provisions in agreements with owners and managers of HOME-assisted units.
  - c. Publish this policy to the City of Irvine website.
  - d. Post fair housing poster in a public area/manager's office at each development.
  - e. Fair housing flyer to each application for HOME assisted unit.
  - f. To market HOME-assisted units to those persons not likely to apply for housing, the City will:
  - g. Utilize the HUD Form 935.2: Affirmative Fair Housing Marketing Plan
  - h. Identify target populations of persons not likely to apply for housing because of factors such as existing neighborhood social patterns

- i. Establish contacts with public service agencies and organizations that serve target populations or have large percentage of members in target population.
  - j. Provide marketing materials and notices of housing availability to these organizations.
  - k. Repeat the identification process of target populations on a regular basis.
2. To document the effectiveness of affirmative marketing efforts, the City will:
  - a. Maintain files documenting efforts throughout the affordability period of each assisted unit.
  - b. Include question on housing application that asks how applicant first heard of the availability of the unit.
  - c. Report on efforts to the local HUD field office.

#### **IV. Affirmative Marketing of Business Opportunities**

1. To affirmatively market business opportunities under the HOME Program, the City of Irvine will:
  - a. Maintain list of Disadvantaged Business Enterprises (DBE) to be notified in a timely manner of new requests for proposals. DBEs include:

**Small Business Enterprise:** a corporation, partnership, sole proprietorship or other legal entity for the purpose of making a profit which is independently owned and operated and which meets the U.S. Small Business Administration (SBA) size standard for a small business.

**Female Owned Business Enterprise:** a sole proprietorship, partnership, or corporation, owned, operated and controlled by women who have 51% ownership, operational and managerial control, interest in capital, and earnings commensurate with the percentage of woman ownership.

**Minority Business Enterprise (MBE):** a sole proprietorship, partnership, or corporation, owned, operated, and controlled by a minority group member(s) who have at least 51% ownership, operational and managerial control, interest in capital, and earnings commensurate with the percentage of ownership.

**Handicapped Owned Business Enterprise:** Means a sole proprietorship that is owned and controlled by a handicapped individual; a partnership at least 51% of whose assets or partnership interests are owned by one or more handicapped individuals; or a corporation at least 51% of whose assets or interests in the corporate shares are owned by one or more handicapped individuals. A handicapped individual is a person with a physical or mental condition which substantially limits one or more major life activity.

- b. Encourage business partners to have written anti-discrimination policy.
- Support of Section 3 Economic Opportunities for Low Income Persons**

Business can recruit in the neighborhood and public housing developments to tell residents about available training and job opportunities. Distributing flyers, posting signs, placing ads, and contacting resident organizations and local community development and employment agencies to find potential workers are effective ways of getting jobs and people together.

- Persons in public and assisted housing
- Persons in the neighborhood
- Participants in HUD Youth build programs
- Homeless persons.

\* Federal law, regulations, and policy, as they apply to the HOME Program, are set forth in the following: (1) Title VI of the Civil Rights Act of 1964, As Amended, (2) The Fair Housing Act, (3) Executive Order 11063: Equal Opportunity in Housing, as amended by Executive Order 12259, (4) Age Discrimination Act of 1975, As Amended, (5) Americans with Disabilities Act, (6) Section 504 of the Rehabilitation Act of 1973, and (7) Executive Order 11246: Equal Employment Opportunity, As Amended.

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## **Appendix “H” – Citizen Participation Plan**

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## Citizen Participation Plan

### A. Citizen Participation & Consultation Plan for 2010-2014

The Community Development Department must develop and follow a Citizen Participation Plan to receive Federal funds for the Community Development Block Grant (CDBG), Home Investment Partnerships (HOME), and American Dream Downpayment Initiative (ADDI) programs. The Citizen Participation Plan covers the five-year Consolidated Plan, each subsequent Annual Action Plan, each year's Consolidated Annual Performance and Evaluation Report, and any amendments to the Consolidated Plan or its five Annual Action Plans. Development as a stand-alone document in conformance with the requirements set forth at 24 CFR 91.105, the City's Citizen Participation Plan is as follows:

#### 1. Purpose of and Accessibility to the Citizen Participation Plan

The City of Irvine is an entitlement jurisdiction receiving CDBG, HOME, and ADDI funds directly from HUD. Pursuant to the program regulations, the City is required to prepare a five-year Consolidated Plan and annual updates to guide and report on the use of CDBG, HOME, and ADDI funds. Annual reviews of program performance are also required.

This Citizen Participation Plan sets forth the City of Irvine's policies and procedures for citizen participation in the development of the Consolidated Plan documents and any subsequent amendments. The Citizen Participation Plan provides an opportunity for nonprofit service agencies and the community to work in partnership with the City to identify needs and allocate CDBG, HOME, and ADDI funds. While this plan encourages the participation of all citizens, special assurances will be made to ensure the participation of the following: extremely low-, low-, and moderate-income persons; persons living in areas where federal funds are proposed to be used; residents of assisted housing; low income residents of target revitalization areas; minorities; non-English speaking persons; and persons with physical or mental disabilities. Upon request, the Community Development Department will make the necessary accommodations to make an accessible copy of this written Citizen Participation Plan available to persons with disabilities.

#### 2. Definitions

For purposes of the CDBG, HOME, and ADDI programs, the following definitions will apply:

**Consolidated Plan Documents (CPD)** - For the CDBG, HOME, and ADDI programs for the City of Irvine, the Consolidated Plan Documents will include the following:

Five-Year Consolidated Plan

Five-Year Analysis of Impediments to Fair Housing Choice (AI)

Citizen Participation Plan

One Year Action Plan



Consolidated Annual Performance Evaluation and Report (CAPER)

**Low- and Moderate-Income Households** - Pursuant to HUD regulations, the primary beneficiaries of the CDBG program should be low- and moderate-income households, defined by HUD as follows:

*Extremely Low-Income Household* - 0-30% County Median Family Income (MFI).

*Low-Income* - 31-50% County MFI.

*Moderate-Income* - 51-80% County MFI.

**Low- and Moderate-Income Area** - Generally defined as a census block group(s) in which a minimum of 51 percent of the residents have an income not exceeding 80 percent of the County median income.

**Slum or Blighted Area** - An area meeting the definition of a slum, blighted, deteriorated or deteriorating area under State or local law, typically identified as a Redevelopment Project Area, or where there are a substantial number of deteriorating or dilapidated buildings and/or improvements throughout the area. The former El Toro Marine Base, now known as the Orange County Great Park, was annexed to the City of Irvine in November 2003. El Toro is the only designated Redevelopment Project Area in the City.

**3. Citizen Participation Strategy**

The City of Irvine recognizes that CDBG, HOME, and ADDI funds are federal tax money returned to the City to be used primarily to benefit extremely low-, low-, and moderate-income persons. City staff and officials are stewards of this public money and will openly discuss all records, except those confidential records protecting a household's privacy.

**4. Decision Making Bodies**

The City of Irvine has established a Community Services Commission to assist the City Council in making funding decisions relating to the CDBG, HOME and ADDI programs. The functions and makeup of this group are described below.

Community Services Commission:

The Community Services Commission is comprised of five (5) at large members that are appointed by the City Council. The Community Services Commission serves in an advisory capacity to the City Manager and City Council concerning human services, and the allocation of CDBG, HOME, and ADDI funds. As such, the Community Services Commission or their designees, reviews all CDBG public service funding applications, and will recommend funding priorities to the City Council.

This will be accomplished through the following tasks:

Information dissemination during the CDBG application process, and other HUD application processes as applicable;

Preparation of public service project recommendations for City Council review and final approval; and

City Council:

After reviewing the recommendations by the Community Services Commission for CDBG public services requests, and staff reviews of capital outlay projects, administration, and considering public testimony and comments, the City Council shall make the final funding determinations for CDBG, HOME, and ADDI funds.

**5. Program Planning Process**

The City of Irvine will adhere to the following citizen participation process when conducting program planning and reporting for the CDBG, HOME, and ADDI programs.

a. Citizen Participation Plan

i. *Plan Development*

a) *Plan Considerations*

As a part of the Citizen Participation Plan process, and prior to the adoption of the Consolidated Plan, the City will make available the information gathered and utilized to generate the City's Strategic Plan and to make program funding decisions. This information will be made available to citizens, public agencies, and other interested parties.

The information to be supplied will include: the amount of funding that the City expects to receive, the range of activities that may be undertaken, and the amount of funds that will benefit persons of low- and moderate-income.

The City will also provide an assessment of community development and housing needs, identify short-term and long-term community development objectives directed toward the provision of decent housing and the expansion of economic opportunities primarily for persons of low- and moderate-income.

Additionally, the City must attest to its compliance with the acquisition and relocation requirements of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended, and implementing regulations at 49 CFR 24, as effectuated by the City's adopted Residential Anti-Displacement and Relocation Assistance Plan, as required under Section 104(d) of the Housing and Community Development Act of 1974, as amended.

b) *Plan Review and Comment*

The Draft Citizen Participation Plan shall be made available for public review for a 30-day period. Written comments will be accepted during the 30-day public review. A summary of the

comments, views, and City responses shall be attached to the public hearing draft of the Citizen Participation Plan.

c) *Public Hearing*

The City Council shall conduct a public hearing to accept public comments on the draft Citizen Participation Plan. After public comments are heard and considered by the City Council, it shall approve the Citizen Participation Plan.

ii. *Plan Amendment*

The City can make amendments to the Citizen Participation Plan through the following amendment process:

a) *Public Review and Comment*

Substantial amendments to the Citizen Participation Plan may be made available for public review for a 30-day period. Written comments will be accepted during the 30-day public review. A summary of the comments, views, and City responses will be attached to the public hearing draft of the Citizen Participation Plan.

b) *Public Hearing*

The City Council shall conduct a public hearing to accept public comments on the draft amended Citizen Participation Plan. After public comments are heard and considered by the City Council, it shall approve the amended Citizen Participation Plan.

b. Five-Year Consolidated Plan

i. *Plan Development*

During the development of the Five-Year Consolidated Plan, the City will consult state and local health service providers, social service providers, state and local governments, public housing agencies, and any other stakeholders in the community to solicit their input on housing and community development needs:

A variety of mechanisms may be utilized to solicit input from these persons, service providers, or agencies. These include telephone or personal interviews, mail surveys, and consultation workshops.

ii. *Public Review and Comment*

The Draft Consolidated Plan will be made available for public review for a 30-day period. Written comments will be accepted during the 30-day public review. A summary of the comments and views, and City responses shall be attached to the Consolidated Plan.

iii. *Public Hearings*

The City will conduct one (1) public hearing to accept public input on community needs during the development stage of the Draft Consolidated Plan. The City Council will also conduct a public hearing to accept comments on the Draft Consolidated Plan which will be provided for public review for a 30-day period prior to the public hearing (see above).

iv. *Plan Amendment*

Substantial Change:

The City will formally amend its approved Five-Year Consolidated Plan whenever a decision is made to propose a substantial change in allocation priorities or method of distribution of funds.

For the purpose of the Five-Year Consolidated Plan, a "substantial change" will constitute a cumulative change equal to or in excess of 20% of the City's CDBG entitlement for a program year.

For example, if the Five-Year Consolidated Plan's *Priority Needs Summary Table* indicates a "Low Priority Need" for multi-family housing rehabilitation, and during the five-year time frame, the City changes the priority level to "High" in order to implement a multi-family rehabilitation program using 20% or more of the City's annual CDBG allocation; this change would constitute a substantial change to the Five-Year Consolidated Plan and a formal amendment to the Plan is required.

Changes in the allocation priorities not amounting to 20% of the entitlement will not be considered as a substantial change to the Five-Year Consolidated Plan, therefore no formal amendment to the Plan requiring public review and comment will be warranted. City Council approval of the priority changes is still required.

However, if a program or type of programs is indicated in the Five-Year Consolidated Plan as "No Such Need," the City will need to amend the Consolidated Plan in order to implement the program(s) regardless of the level of funding. A change from "No Such Need" to a Low, Medium, or High level priority is considered by HUD as a substantial amendment to the Consolidated Plan.

v. *Public Review and Comment*

Substantial amendments to the Consolidated Plan will be made available for a 30-day public review. Written comments will be accepted during the 30-day public review period. A summary of the comments and views, and City responses must be attached to the amendment.

vi. *Public Hearings*

The City Council will conduct one (1) public hearing to accept public input on any amendment to the Consolidated Plan.

c. One Year Action Plan

i. *Plan Development*

During the development of the Five-Year Consolidated Plan, the City will consult, in addition to City residents, state and local health service providers, social service providers, state and local governments, public housing agencies, and any other stakeholders in the community to solicit their input on housing and community development needs:

A variety of mechanisms may be utilized to solicit input from these persons, service providers, or agencies. These include telephone or personal interviews, mail surveys, and consultation workshops.

These persons/service providers/agencies will be contacted and brought into the process through a written Notice of Funding Availability (NOFA) to each cooperating department and nonprofit agency advising them that the planning cycle has begun for CDBG and HOME funds, and that the City is accepting project proposals.

City staff will conduct outreach to special interest groups in Irvine, such as senior citizens and the disabled, and make presentations on the Action Plan to these groups when necessary.

The City will conduct an eligibility analysis on all project proposals submitted and review the eligible proposals for service provider grants. The review for funding consideration will be conducted by the Community Services Commission.

ii. *Public Review and Comment*

The Draft Action Plan incorporating the City's proposed uses of CDBG and HOME funds will be made available for public review for a 30-day period. Written comments will be accepted during the 30-day public review. A summary of the comments and views, and City responses will be attached to the Action Plan.

iii. *Public Hearings*

The Community Services Commission may hold a public hearing to discuss the eligible project proposals and funding recommendations for public service projects and make funding recommendations. The City Council will conduct one (1) public hearing to accept comments on the Draft Action Plan which will be provided for public review for a 30-day period (see above).

*iv. Action Plan Amendment*

Substantial Change:

The City will formally amend its approved Action Plan whenever a decision is made to propose a substantial change to the Plan, either by:

- Carrying out an activity not previously described in the Action Plan;
- Canceling an activity previously described in the Action Plan;
- Increasing or decreasing the amount to be expended on a particular activity from the amount stated in the Action Plan by more than 20 percent; or
- Substantially changing the purpose, scope, location, or beneficiaries of an activity.

Changes in funding for an existing activity not amounting to more than 20 percent will not be considered as a substantial change to the One Year Action Plan; no formal amendment to the Action Plan requiring public review and comment will be warranted. However, City Council approval of the activity funding changes is still required.

*v. Public Review and Comment*

Substantial amendments to the Action Plan will be made available for a 30-day public review. Written comments will be accepted during the 30-day Public review. A summary of the comments and views, and City responses must be attached to the Action Plan.

*vi. Public Hearings*

The City Council will conduct one (1) public hearing to accept public input on any Substantial Amendment to the One-Year Action Plan.

d. Consolidated Annual Performance and Evaluation Report (CAPER) Plan Development

*i. Public Review and Comment*

The CAPER will be made available for a 15-day public review. Written comments will be accepted during the 15-day public review. A summary of the comments and views, and City responses must be attached to the CAPER.

*ii. Public Hearing*

The City Council will conduct one (1) public hearing to accept public input on the CAPER.

e. Five-Year Analysis of Impediments (AI) to Fair Housing Choice

*i. Plan Development*

During the development of the Five-Year AI, the City or its contracted third-party provider will consult fair housing organizations, state and local governments, advocacy groups for special needs households, affordable housing providers, banks and other financial institutions, and educational institutions to solicit their input on fair housing issues in the City.

A variety of mechanisms may be utilized to solicit input from these persons, service providers, or agencies. These include telephone or personal interviews, mail surveys, and consultation workshops.

A variety of mechanisms may be utilized to solicit input from these groups/agencies. These include telephone or personal interviews, mail surveys, and consultation workshops.

*ii. Public Review and Comment*

The Draft AI will be made available for public review for a 30-day period. Written comments will be accepted during the 30-day public review. A summary of the comments and views, and City responses must be attached to the AI.

*iii. Public Hearings*

The City will conduct one (1) public hearing to accept public input on fair housing issues during the development stage of the Draft AI. The City Council will also conduct one (1) public hearing to accept comments on the Draft AI which will be provided for public review for a 30-day period (see above).

**6. Public Notification**

a. Public Hearings

Each program year, the City Council will convene a minimum of two (2) public hearings during regular or special meetings of the City Council to accept public comments on the CDBG Program—particularly the CPD documents. Specifically, one (1) public hearing must be conducted following a 30-day public review period for the Annual Action Plan. This public hearing usually takes place at the last City Council meeting in April or the first City Council Meeting in May prior to the City’s submission of the final Action Plan to HUD 45 days prior to the start of the program year on July 1. The second public hearing concerning the draft CAPER is usually



conducted at the last City Council meeting in August or the first City Council meeting in September prior to the submittal of the final CAPER to HUD 90 days following the close of the program year (June 30).

At least 30 days in advance of the adoption of the Annual Action Plan and at least 15 days in advance of the adoption of the CAPER, Staff will provide the draft document for public review and will provide the public with notice of the public review and comment period. This notice will also include the date and time of the public hearing before the City Council where public comments on the draft documents may be entered into the official City record. Public Notices of the public review, comment, and public hearing will include publishing one (1) notice in the Irvine World New and/or other newspapers of general circulation in the City and posting notices at City Hall and the City's website,

b. Public Meetings

Public notices of public meetings will include:

- i. *Publishing one (1) notice in the Irvine World New and/or other newspapers of general circulation in the City; and*
- ii. *Positing notices at City Hall and the City's website at least 10 days prior to the meeting date.*
- iii. *Documents for Public Review*

Notices of availability of all draft Consolidated Plan Documents (CPD) for public review and a summary of the CPD will be published in a display ad in the Irvine World News. Additionally, Notices of Availability will be posted at City Hall and on the City's website.

**7. Access to Meetings**

All public hearings will be conducted at the following location:

Irvine City Hall  
City Council Chambers  
One Civic Center Plaza  
Irvine, CA 92623-9575

It is the objective of the City to comply with Section 504 of the Rehabilitation Act of 1973, as amended, the Americans with Disabilities Act (ADA) of 1990 and the ADA Amendment Act of 2008, the Fair Housing Act, and the Architectural Barriers Act in all respects. If an attendee or participant at a public hearing or public meeting needs special assistance beyond what is normally provided, the City will attempt to accommodate requests from persons with disabilities<sup>1</sup> in every reasonable manner<sup>2</sup>. Persons seeking special

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<sup>1</sup> For example, special communication systems (e.g., TTY for persons who are hearing or speech impaired, materials on tape or in Braille).



accommodations must notify the City Clerk at least 72 hours prior to the public hearing or meeting so that appropriate accommodations or services may be arranged.

#### **8. Availability of Documents for Public Review**

The City will place draft copies of the Consolidated Plan Documents and substantial amendments to these documents for public review at the following locations:

City of Irvine Community Development Department.

City Clerk's office

Irvine Public Library

The City will provide a reasonable number of free copies of the documents to citizens and groups upon request. Notices of Availability of draft documents for public review will be published as specified in the Citizen Participation Plan.

The City will make reasonable efforts to accommodate requests to translate documents in a different language or in Braille.

#### **9. Access to Records**

The City will ensure timely and reasonable access to information and records related to the development of the Consolidated Plan Documents (CPD), and the use of monies for programs funded by CDBG and HOME. Information to be made available will include budget and program performance information, meeting minutes, and comments received by the City during the development of the CPD.

Requests for information and records must be made to the City of Irvine in writing. Staff will respond to such requests within 7 working days or as soon as possible thereafter.

#### **10. Technical Assistance**

Upon request, staff will provide technical assistance to groups representing extremely-low, low-, and moderate-income persons to develop funding requests for CDBG and HOME eligible activities.

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<sup>2</sup> An individual with a disability is any person who has a physical or mental impairment that substantially limits one or more major life activities. The term "physical or mental impairment" may include, but is not limited to, conditions such as visual or hearing impairment, mobility impairment, HIV infection, mental retardation, drug addiction (except current illegal use of or addiction to drugs), or mental illness. The term "major life activity" may include seeing, hearing, walking, breathing, performing manual tasks, caring for one's self, learning, speaking, or working. Persons with disability are also persons who have a record of such impairment, or are regarded as having such impairment.

Staff will establish an annual project proposal submission and review cycle (NOFA) that provides information, instructions, forms and advice to interested extremely low-, low- and moderate-income citizens or representative groups so that they can have reasonable access to the funding consideration process. The City will provide self-explanatory project proposal forms and instructions to all persons who request them whether by telephone or by letter. The City's funding application form is designed to be easily understood, while still addressing all key items necessary to assess the proposed project. Statistics concerning specific areas of the City are furnished by City staff upon request.

The City will answer, in writing, all written questions and answer verbally all verbal inquiries received from citizens or representative groups regarding how to write or submit eligible project proposals. Staff will meet with groups or individuals as requested, to assist in identifying specific needs and to assist in preparing project proposal applications. In addition, staff will obtain information in the form of completed project proposal forms from citizens or non-profit agencies and assemble a list of proposals available for public review.

And finally, the City will conduct a project eligibility analysis to determine, at an early stage, the eligibility of each project. In cases where only minor adjustments are needed to make proposals eligible or otherwise practical, City staff will advise the applicants on the options available and desired changes to the proposals.

## **11. Comments and Complaints**

### **a. Comments**

Citizens or the City government, as well as agencies providing services to the community, are encouraged to state or submit their comments in the development of the CPD and any amendments to the CPD. Written and verbal comments received at public hearings or during the comment period, will be considered and summarized, and included as an attachment to the City's final CPD. Written comments should be addressed to:

City of Irvine  
Community Development Department – Redevelopment Division  
One Civic Center Plaza  
P.O. Box 19575  
Irvine, CA 92623-9575

A written response will be made to all written comments within ten working days, acknowledging the letter and identifying a plan of action, if necessary. Every effort will be made to send a complete response within 7 working days to those who submit written proposals or comments.

Copies of the complete final CPD and amendments to the CPD will be available to residents at the following locations:

- City of Irvine Community Development Department.

- City Clerk's office
- Irvine Public Library

b. Complaints

A complaint regarding the CPD planning process and CPD amendments must be made within 30 days from the date the document is published for comment. A written response will be made to all written complaints within 7 working days, acknowledging the letter and identifying a plan of action, if necessary.

The City will accept written complaints provided they specify the description of the objection, and supporting facts and data in addition to providing name, address, telephone number, and a date of complaint.

**12. Bilingual Opportunities**

Wherever a significant number of extremely low- and low-income persons speak and read a primary language other than English, translation services at all public hearings will be provided in such language if translation services are available and are requested of the City's Clerk office in advance at least 72 hours prior to the public meeting.

**13. Appeals**

Appeals concerning the CPD, statements, or recommendations of the staff should be made to the following persons in the following order:

Director of Community Development

City Manager

City Council

Los Angeles Area Office of HUD (if concerns are not answered)

**B. Anti-Displacement and Relocation Plan**

The City's Citizen Participation Plan must include an Anti-displacement and Relocation Plan that describes how it will help persons who must be temporarily relocated or permanently displaced due to the use of CDBG and HOME funds. This plan takes effect whenever the City funds projects that involve the following:

- Property acquisition.
- Potential displacement of people from their homes and the need to relocate people (either permanently or temporarily).
- The demolition or conversion of low- and moderate-income dwelling units.

**1. Background**

Two acts apply whenever any of the above issues are present: the Uniform Relocation Assistance and Real Property Policies Act of 1970 (URA) and Section 104(d) of the Housing and Community Development Act of 1974. Each of these acts places different obligations on the City.

The URA governs the processes and procedures which the City and the Community Development Department must follow to minimize the burden placed on low- and moderate-income tenants, property owners, and business owners who must move (either temporarily or permanently) as the result of a project funded in whole or in part by the CDBG and HOME programs.

The URA applies to:

Displacement that results from acquisition, demolition, or rehabilitation for HUD-assisted projects carried out by public agencies, nonprofit organizations, private developers, or others.

Real property acquisition for HUD-assisted projects (whether publicly or privately undertaken).

Creation of a permanent easement or right of way for HUD-assisted projects (whether publicly or privately undertaken).

Work on private property during the construction of a HUD-assisted project even if the activity is temporary.

**2. What is Displacement?**

Displacement occurs when a person **moves** as a **direct result** of federally assisted acquisition, demolition, conversion, or rehabilitation activities, because he or she is:

Required to move, or

Not offered a decent, safe, sanitary and affordable unit in the project, or

Treated ~~un~~reasonably" as part of a permanent or temporary move.

A person may also be considered displaced if the necessary notices are not given or provided in a timely manner and the person moves for any reason.

**3. What is a Displaced Person?**

The term displaced person means any person that moves from real property or moves his or her personal property from real property permanently as a direct result of one or more of the following activities:

Acquisition of or written notice of intent to acquire, or initiation of negotiations to acquire, such real property, in whole or in part, for a project.

Rehabilitation or demolition of such real property for a project.

Rehabilitation, demolition, or acquisition (or written notice of intent) of all or a part of other real property on which the person conducts a business or farm operation, for a project.

Irvine offers advisory and financial assistance to eligible tenants (or homeowners) who meet the above definition.

**4. Persons Not Eligible for Assistance**

A person is not eligible for relocation assistance under the provisions of the URA if any of the following occurs:

- a. The person was evicted for serious or repeated violations of the terms and conditions of the lease or occupancy agreement, violation of applicable federal, state, or local law, or other good cause. However, if the person was evicted only to avoid the application of URA, then that person is considered displaced and is eligible for assistance.
- b. The person has no legal right to occupy the property under state or local law.
- c. The City determines that the person occupied the property to obtain relocation assistance and the HUD Field Office concurs in that determination.
- d. The person is a tenant-occupant that moved into the property after a certain date, specified in the applicable program regulation, and, before leasing and occupying the property, Irvine or its subgrantee provided the tenant-occupant written notice of the application for assistance, the project's impact on the person, and the fact that he or she would not qualify as a "displaced person" because of the project.
- e. The person is a tenant-occupant of a substandard dwelling that is acquired or a tenant-occupant of a dwelling unit to which emergency repairs are undertaken and the HUD field office concurs that:

- i. *Such repairs or acquisition will benefit the tenant;*
  - ii. *Bringing the unit up to a safe, decent, and sanitary condition is not feasible;*
  - iii. *The tenant's new rent and average estimated monthly utility costs will not exceed the greater of: the old rent/utility costs or 30 percent of gross household income; and*
  - iv. *The project will not impose any unreasonable change in the character or use of the property.*
- f. The person is an owner-occupant of the property who moves because of an "arm's length" acquisition.
  - g. Irvine or its subgrantee notifies the person that they will not displace him or her for the project.
  - h. The person retains the right of use and occupancy of the real property for life following the acquisition.
  - i. Irvine determines that the person is not displaced as a direct result of the acquisition, rehabilitation, or demolition for the project and the HUD field office concurs in the determination.

## 5. Minimizing Displacement

As a general philosophy, Irvine will take reasonable steps to minimize displacement occurring as a result of its CDBG and HOME activities. This means that the Community Development Department will:

Consider if displacement will occur as part of funding decisions and project feasibility determinations.

Assure, whenever possible that occupants of buildings to be rehabilitated are offered an opportunity to return.

Plan substantial rehabilitation projects in "stages" to minimize displacement.

Meet all HUD notification requirements so that affected persons do not move because they have not been informed about project plans and their rights.

## 6. Anti-Displacement Policy:

Irvine's policy is to minimize, to the greatest extent feasible, the displacement, whether permanently or temporarily, of persons (families, individuals, businesses, nonprofit organizations, or farms) from projects funded with CDBG or HOME involving single- or multi-family rehabilitation, acquisition, commercial rehabilitation, demolition, economic development, or capital improvement activities.

Projects that Irvine deems beneficial but that may cause displacement may be recommended and approved for funding only if Irvine or its subgrantee

demonstrates that such displacement is necessary and vital to the project and that they take efforts to reduce the number of persons displaced. Further, they must clearly demonstrate that the goals and anticipated accomplishments of a project outweigh the adverse effects of displacement imposed on persons who must relocate.

## **7. Displacement Assistance**

Consistent with the goals and objectives of the CDBG and HOME programs, Irvine will take all reasonable steps necessary to minimize displacement of persons, even temporarily. If displacement occurs, the City will provide relocation assistance to all persons directly, involuntarily, and permanently displaced according to HUD regulations.

If Irvine temporarily displaces a low- or moderate-income household, that household becomes eligible for certain relocation payments. The assistance applies to those persons residing in the residence at the time the application is processed and is based on the following procedures:

If the structure and its occupants are determined eligible for temporary relocation assistance, the owner-occupants and tenants are eligible for the actual reasonable cost (based on fair market rent) of temporary lodging facilities until the structure is determined habitable by Irvine's housing inspector.

Irvine must approve housing and the Lessor and Lessee must sign a rent agreement before move-in. Housing must be comparable functionally to the displacement dwelling and be decent, safe, and sanitary. This does not mean that the housing must be in comparable size. The term "functionally equivalent" means that it performs the same function, has the same principal features present, and can contribute to a comparable style of living. Approved lodging accommodations include apartments and houses. Irvine does not reimburse "rental expenses" for living with a friend or family member.

Either Irvine will provide the owner-occupants and tenants a direct payment for moving expenses (to and from temporary housing) and storage costs, or Irvine will arrange moving and storage of furniture with a moving company. If Irvine makes a direct payment, complete documentation and receipts are necessary to process claims when storage costs exceed the amount assumed by the direct payment.

Damage deposits, utility hookups, telephone hookups and insurance costs are not eligible for reimbursement.

The City may pay the cost of relocation assistance from Federal funds or funds available from other sources.

## **8. One-For-One Replacement Dwelling Units**

Irvine will generally avoid awarding funds for activities resulting in displacement. However, should Irvine fund an activity, specific documentation is required to show the replacement of all occupied and vacant dwelling units

demolished or converted to another use. Irvine will assure that relocation assistance is provided as described in 24 CFR 570.606(b)(2).

Before obligating or expending funds that will directly result in such demolition or conversion, Irvine will make public and submit to the HUD field office the following information in writing:

- a. A description of the proposed assisted activity.
- b. The general location on a map and approximate number of dwelling units by size (number of bedrooms) that will be demolished or converted to a use other than as low- and moderate-income units.
- c. A time schedule for the commencement and completion of the demolition or conversion.
- d. The general location on a map and approximate number of dwelling units by size (number of bedrooms) that will be provided as replacement units.
- e. The source of funding and a time schedule for the provision of replacement dwelling units.
- f. The basis for concluding that each replacement dwelling unit will remain a low- and moderate-income unit for at least ten years from the date of initial occupancy.

Consistent with the goals and objectives of the HOME and CDBG programs, Irvine will take all reasonable steps necessary to minimize displacement of persons from their homes. The City will avoid funding projects that cause displacement of persons or businesses and will avoid funding any project that involves the conversion of low- and moderate-income housing to non-residential purposes.

#### **9. Decent, Safe and Sanitary Dwelling**

The basic definition is found at 49 CFR 24.2(a)(8). The term decent, safe, and sanitary dwelling means a dwelling that meets the following standards and any other housing and occupancy codes that are applicable. It will:

- a. Be structurally sound, weather tight, and in good repair.
- b. Contain a safe electrical wiring system adequate for lighting and other devices.
- c. Contain a safe heating system capable of sustaining a healthful temperature for the displaced person.
- d. Be adequate to accommodate the displaced person. There will be a separate, well lit, ventilated bathroom that provides privacy to the user and contains a toilet, sink, and a bathtub or shower, all in good working order and properly connected to appropriate sources of water and to a sewage drainage system. There should be a kitchen area that contains a fully



usable sink, properly connected to hot and cold water and to a sewage drainage system, and adequate space and utility service connections for a stove and refrigerator.

- e. Contain unobstructed egress to safe, open space at ground level.
- f. For a mobility-impaired person, be free of any barriers that would preclude reasonable ingress, egress, or use of the dwelling by such person. This requirement will be satisfied if the displaced person elects to relocate to a dwelling that he or she selects and the displaced person determines that he or she has reasonable ingress, egress, and the use of the dwelling.
- g. Comply with lead-based paint requirements of 24 CFR Part 35.

#### **10. Real Property Policies**

The City and its HOME and CDBG recipients must follow specific guidelines regarding the acquisition and use of real property funded in whole or in part with CDBG and HOME funds.

#### **11. Use of Real Property**

The following standards apply to real property within the recipient's control and acquired or improved, in whole or in part, using CDBG or HOME funds. These standards will apply from the date funds are first spent for the property until five years after the project is audited and closed.

A recipient may not change the use of any such property (including the beneficiaries of such use) from that for which the acquisition or improvement was made unless the recipient gives affected citizens reasonable notice of, and opportunity to comment on, any such proposed change, and either:

- a. The use of such property qualifies as meeting a national objective and is not a building for the general conduct of government.
- b. If the recipient determines, after consultation with affected citizens, that it is appropriate to change the use of property to a use that does not qualify under the above paragraph, it may retain or dispose of the property. The Irvine CDBG or HOME program must be reimbursed in the amount of the current fair market value of the property less any portion attributable to expenditures of non-federal funds for the acquisition of and improvements to the property.
- a. Following the reimbursement of the federal program pursuant to the above paragraph of this section, the property is no longer subject to any federal requirements.

#### **12. Real Property Acquisition**

All real property acquisition activities described in this section and funded in whole or in part with CDBG and HOME funds and all real property that must be acquired for an activity assisted with Federal funds, regardless of the actual funding source for the acquisition, are subject to the URA (as amended).

a. What is Real Property Acquisition?

Real property acquisition is any acquisition by purchase, lease, donation, or otherwise, including the acquisition of such interests as rights-of-way and permanent easements.

HUD Handbook 1378 and 49 CFR Part 24 currently contains such regulations. These regulations detail a standard procedure for acquiring property and methods of determining a purchase price and outline other documents that must be provided to Irvine before disbursement of funds. These regulations further require the applicant to provide relocation payments and assistance to any business or residential occupant of the property whom the acquisition will displace.

**13. Eligible Activities**

Irvine or its sub-grantee may acquire real property for a project using CDBG or HOME funds where the proposed use of the acquired property will be an activity that the City can demonstrate as beneficial to low- and moderate-income persons.

**14. Environmental Review Process (24 CFR Part 58)**

HUD requires that all real property acquisition projects be reviewed before the commitment of Federal funds to assess the impact of a project on the environment. Irvine will undertake this review process. The applicant should be aware, however, that this review process may delay the date by which CDBG and HOME funds may be available and, in case of serious adverse environmental impacts, may effectively stop a project.

- a. If the recipient determines, after consultation with affected citizens, that it is appropriate to change the use of property to a use that does not qualify under the above paragraph, it may retain or dispose of the property. The Irvine CDBG or HOME program must be reimbursed in the amount of the current fair market value of the property less any portion attributable to expenditures of non-federal funds for the acquisition of and improvements to the property.
- b. If the change of use occurs within five years of the project being audited and closed, income from the disposition of the real property will be returned to the Irvine CDBG or HOME program.
- c. Following the reimbursement of the federal program pursuant to the above paragraph of this section, the property is no longer subject to any federal requirements.

**15. Real Property Acquisition**

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