

- **Housing First Approach.** Best practices research has shown that the Housing First Model can be more effective in addressing the needs of certain subgroups of homeless people. Under Housing First Model, homeless people (particularly the chronically hard-to-serve homeless people) are moved directly into permanent supportive housing, where services can be immediately provided to stabilize their living situation. In response, New Hope Village has ~~recently~~ acquired an apartment complex with ten units for use as permanent supportive housing for people who are homeless. Their ~~current-prior~~ location, ~~leased from owned by~~ Desert Manna as a transitional housing site, ~~will continue~~s to be operated by Desert Manna as transitional housing.

Following this model, San Bernardino County estimates that approximately 9 chronically homeless individuals (including families) live in the city (San Bernardino County 2013 Homeless Count and Subpopulation Survey: Final Report, May 2013). If chronically homeless people were placed in transitional or permanent supportive housing, the unmet need is only 10 additional emergency shelter beds. This demand ~~will be~~ ~~has been~~ met as New Hope Village ~~will move~~d to a larger facility, with 10 units (for individuals and families) while their existing 6 unit site ~~will remain~~s, operated by Desert Manna (a net gain of 10 residential units). This study from the San Bernardino County indicates that Barstow's homeless population (sheltered and unsheltered) is 61. This indicates a decline in the homeless population from the 99 homeless persons from the 2010 Census. Under the Housing First Model, the unmet need for shelter would be addressed through transitional or permanent supportive housing rather than emergency shelter beds.

Emergency Shelter Sites

State law requires that cities with an unmet need (defined largely by housing element law) are required to identify a zone where emergency shelters are allowed as a permitted use without a conditional use permit or other discretionary permit. The identified zone must have sufficient capacity for at least one year-round emergency shelter. Permit processing and development and management standards must be objective, must be the same as other allowable uses within the zone where the emergency shelter is permitted, and facilitate the development and conversion of uses to emergency shelters.

The City ~~has not~~ amended the ordinance ~~as this need has historically been met with the existing emergency shelter~~ on July 20, 2015. This shelter ~~Desert Manna~~, described below, has been in operation for several years and can house 32 people. Typical capacity is not generally met until the end of the month. The shelter operators ~~has recently~~ indicated a need for additional shelter space as the capacity is typically full around the end of each month. It was indicated

that some of the clientele need help with managing their money, running out before the end of the month.

- **North First Avenue.** Currently, Desert Manna is the only emergency shelter that the City has for homeless persons. Previously, Desert Manna was considering a new facility in the vicinity of Crooks and Pierce Streets. However, the funding mechanism did not materialize. The City was ready to provide assistance in the land acquisition (the City and then Redevelopment Agency had multiple parcels in this area). However, the dissolution of the Redevelopment Agencies by the state prevented the City from participating financially due to the limited funding source. Other sources that Desert Manna was looking to acquire also did not materialize. Although ~~this a~~ new facility is still under consideration, it may be several years before a funding source is available.

The City of Barstow ~~will amend~~ the zoning code ~~within one year~~ approximately 6 months after the adoption of the 2014-2021 Housing Element to designate at least one zone in which emergency shelters are unconditionally allowed.

3. Environmental Concerns

Environmental and infrastructure constraints cover a broad range of issues affecting the feasibility of residential development. Environmental issues range from the suitability of land for development to the provision of adequate infrastructure, services, and facilities to facilitate housing development commensurate with the 2014-2021 RHNA. This section discusses environmental factors in Barstow.

Environmental Factors

Certain portions of Barstow are not suitable for development due to flooding, geologic conditions, or the presence of biological resources. The following information is derived from the initial study prepared for the general plan land use element and hazards element updates, which are slated for adoption in 2015.

- **Flooding.** There are multiple 100-year flood zone areas designated by the Federal Emergency Management Agency (FEMA) in Barstow. The Mojave River has a drainage area of 1,290 square miles at the City of Barstow, and has the potential of carrying large discharges due to major storms, yet is a dry sand wash most of the time, making it a particularly dangerous flooding source. As it is a sandy channel, it is highly permeable over much of its length, and large quantities of water are lost from the channel bed. From 1931 to 1972, only 28 percent of the flow that entered the channel at the Mojave River Forks

Reservoir (south of Hesperia) reached the City of Barstow. Even so, the City experiences shallow sheet flow during thunderstorms.

- **Geology.** Two active faults and several fault traces are located in the city and the surrounding area. The majority of the faults run in a diagonal direction, from the northwest to the southeast. The two primary faults include the Lenwood Fault and the Mt. General Fault. Both are identified as Alquist-Priolo Fault Zones. Of the two, only the Lenwood Fault is in the City limits, but the Mt. General Fault is less than a mile from the City, with an inferred fault trace from this fault extending into the City. Other fault traces exist within the City as well, such as the Lockhart Fault, and Harper Lake Fault. Other nearby fault traces includes Camp Rock, Calico, Manix and Coyote.
- **Biology.** Barstow has a large amount of vacant land. Open space and other vacant land are present throughout the City with the primary development located centrally, along Main Street, and at Lenwood Road and Interstate 15. Because of the amount of available land, it is designed for development, with the more critical habitat areas listed as open space. This will ensure the availability of habitat for threatened and endangered plants and animals, while allowing for the future growth of the City.

Future housing sites identified to address the City's regional housing needs allocation are identified throughout the City, but focused mainly on the periphery of existing development, with some rural lands extending further out. It is anticipated, however, that development will commence where infrastructure is located in the core of the City, and near the Lenwood Road/Interstate 15 area. Although these areas are not free from potential hazards (such as flooding and seismic activity), there are construction techniques that can mitigate the hazards (i.e., elevate building pads in flood-prone areas, additional shear panels and other construction methods to reduce impacts from seismic events), and no residences can be built within an Alquist-Priolo Fault Zone. In addition, much of the City is not prime biological habitat area. Measures can be taken to mitigate potential impacts that may include the purchase of off-set land for mitigation banking.

Sewer Capacity

The City encompasses approximately 41 square miles and owns and operates the wastewater collection and treatment system that serves the local residential, commercial and industrial communities. The City's wastewater system includes 113 miles of sewer pipelines ranging from 4" to 33" in diameter, and approximately 2,170 manholes. City facilities also serve some locations within the County, such as the Lenwood area.

Several factors in this regard are relevant to the housing element. Barstow is an older city, and its sewer system contains some older lines. Approximately 5% is over 70 years old. Though

many of the lines are in good working condition and still have useful life (the pipes are designed to last 90-110 years), other improvements are needed. A small number of sewer lines are composed of what is known as "Orangeburg pipe," with a life expectancy of 50 years. In addition, many sewer lines have been damaged by tree roots, compression fractures, and other utilities boring through the pipes. The City prepares a capital improvement and financing plan to upgrade or replace any sewer lines or appurtenances.

In 2009, the City of Barstow updated its Sewer Master Plan as the basis for the development of a plan for accommodating anticipated growth through 2030. Within the updated Sewer Master Plan and the population estimate for 2020 used to assess the facility, capacity exceeds the growth forecast to accommodate the RHNA. The 2008 Sewer Master Plan accepts the allowed growth under the 1997 General Plan of 2 percent growth per year (total population of 37,000 by the year 2020), and determined that this level of residential growth could be accommodated with the adoption of a Sewer Facility Charge.

In 2009, the City of Barstow adopted the Sewer Facility Charge to pay for the construction and upgrade of sewer infrastructure to meet the City's needs. Revenue generated by the Sewer Facility Charge can be used for sewer capacity enhancements and other upgrades. This fee is set at about \$31.00 per unit. Since 2009, only 72 residential units have been constructed citywide, thus leaving adequate remaining capacity within the original cap. Therefore, the sewer system has sufficient capacity to accommodate the entire 843 housing units assigned to the City of Barstow in Cycle 5 (2014-2021) of the RHNA allocation.

~~Over the past two years~~ From 2013 to 2015, the City has completed numerous improvements to its sewer system, including the following:

Rimrock Road Sewer Improvements

- Construct 12" sewer line. Qty.: 1,610 lineal feet
- Install new 6" sewer laterals. Qty.: 2 laterals
- Existing sewer line repairs (sags & point repairs). Qty.: 100 lineal feet
- Construct 3 manholes for new lines
- Install 4 new manholes to existing sewer lines

Other projects:

- Installation of 8" CIPP (Cast In Place Pipe) liner. Qty.: 8,375 lineal feet
- Installation of 10" CIPP liner. Qty.: 990 lineal feet
- Installation of 12" CIPP liner. Qty.: 960 lineal feet
- 8" CIPP Patch Repair/2' section. Qty.: 90 sections
- 8" CIPP Patch Repair/4' section. Qty.: 15 sections
- 10" CIPP Patch Repair/2' section. Qty.: 6 sections
- 10" CIPP Patch Repair/4' section. Qty.: 4 sections

- 12" CIPP Patch Repair/2' section. Qty.: 11 sections
- 12" CIPP Patch Repair/4' section. Qty.: 5 sections
- Remove and Replace 8" VCP Pipe. Qty.: 224 lineal feet

The City of Barstow is responsible for the management, planning, construction and operation of the sewage treatment facility. Based on the City's location and its associated sewerage conveyance and treatment needs, the City has developed fees to pay for the infrastructure needed to accommodate the City's long-term growth. Developers proposing projects in Barstow are required to pay a connection fee of \$1,500.00 per residential unit.

Water Capacity

The City of Barstow, like most cities, has a franchised water purveyor. Barstow's water purveyor is the Golden State Water Company and supplies the majority of the residents and businesses. Another much smaller water company, the Bar-Len Water Company serves a small segment of houses towards the west end of the city, the Sun-N-Sky area. Some locations are outside of either water company's district, and are on private wells. Barstow's water supply is drawn from a combination of wells from the groundwater from the Mojave River Basin, Centro Sub-Basin and Baja Subareas.

In 1990, the City of Barstow and Southern California Water Company (now Golden State) filed a lawsuit for the overdraft of water upstream, contending that upstream users had severely impacted water supplies for Barstow and the surrounding communities. The final court decision was in January 1996. The Mojave Water Agency (MWA) was tasked with the methods of alleviating this decades-long overdraft. As part of MWA's actions, a ground-water recharging system was constructed (an aqueduct and recharge basins) and now serves to recharge the ground water in Barstow and other downstream communities. According to expert testimony at a November 13, 2015 workshop sponsored by the Lahontan Regional Water Quality Control Board, ground water recharge has been minimal over the past two decades; the City of Barstow draws much of its water from the Mojave River and relies upon periodic storm events in the vicinity of the Cajon Pass for the bulk of its water supply.

4. Feasibility of Sites

The proposed housing sites identified in the housing inventory were carefully selected as the most feasible for housing development. Although many sites are underutilized, Barstow, unlike most cities, has an abundance of vacant land. Therefore, underutilized site analysis was not considered for this element. The following analysis is intended to further demonstrate the feasibility of housing in Barstow.

Market Activity

During the early 2000s, Barstow experienced more housing development than it had seen in many years. However, it did not compare to housing development in the nearby cities of Apple Valley, Hesperia and Victorville. Historically speaking, development in Barstow tends to lag the other high desert cities because of its greater distance from the greater Los Angeles metropolitan area. During the early to mid-2000's, Barstow saw an unprecedented amount of housing projects proposed, totaling approximately 6,000 housing units, in addition to a "sub-city," referred to as Waterman Junction, that included approximately 25,000 homes, a project that was to be constructed over 25 to 30 years. Because of the lag that Barstow experiences from the other high desert cities, when the market collapsed, Barstow did not have an overabundance of vacant, or partially built, new homes. All were eventually sold with the exception of eight model homes that were vandalized, with ~~no~~ little interest from any party to take them over. Since the housing market crash, Barstow has seen the first phase of one subdivision completed, and another tract map fully developed, building between six and twelve units at a time, until all were sold.

Adequacy of Zoning

The adequacy of zoning for affordable housing is determined by the allowable density of residential development. Housing element law provides guidance on how to establish the number of units that can accommodate the local governments' share of the regional housing need for lower income households. Section 65583.2(c) of the Government Code states that if a local government has adopted density bonus standards consistent with default densities, HCD is obligated to accept sites with those density standards as appropriate for accommodating a city's share of regional housing need for lower income households. The default density for cities in San Bernardino County is between 20-30 units.

Upon completion of the comprehensive Zoning Ordinance Amendment that followed the 2015-2020 General Plan, the zones that were RM (multiple-family residential) and MU (mixed use) All the proposed sites designated for were changed to medium density residential (allowing for multiple-family residential), human services and diverse use in the land inventory will be located in the RM and MU zones upon the comprehensive Zone Ordinance Amendment that will follow the adoption of the 2015-2020 General Plan. These districts allow for multi-family residential and/or mixed uses at a density of 16 or more units per acre, without the need for a density bonus request. Moreover, as discussed later, the City's development history shows that the projects built in these zones more often do not achieve maximum densities because of the availability of land, and by the choice of the developer. Two of the last three multi-family projects built were geared for lower income households, while the third is geared for market-rate. However, the City's market rate units are typically within the affordability range of lower to moderate-income households.

The City ~~is also in the process of conducting~~completed a comprehensive Zoning Ordinance Amendment to ensure consistency with the General Plan and Housing Element. The Zoning Ordinance Amendment ~~is expected to be~~was completed approximately four months after the adoption of the comprehensive General Plan Amendment and Housing Element Update, around was adopted on July 20, of 2015, becoming effective August 20, 2015. As part of this Zoning Ordinance Amendment, the RM (Multiple-Family Residential) districts ~~will be~~were changed to MDR (Medium Density Residential) and ~~from the~~ MU (Mixed Land Use) district was changed to DU (Diverse Use) and HS (Human Services).

The City reviewed past multiple-family developments. Since 2000, only three permits have been issued for such development, as follows:

Location:	Year of Application	Number of Units:	Acreage:	Density per Acre:
201 North Yucca Ave.	2002	81 Units	10.10	8.02
200 North Yucca Ave.	2004	81 Units	6.04	13.41
209 E. Grace St.	2006	16	1.25	12.8

Based on this information, the typical multi-family development was constructed at approximately 11.5 units per acre, when 15 units per acre were permitted. As part of the comprehensive General Plan Amendment, the City chose to increase the allowable density to 16 units per acre for DU and HS, and 20 units per acre for MDR (~~both~~ equivalent land use designations allowed only 15 units per acre under the 1997 General Plan), to allow for more affordable residential development as well as to provide sufficient housing opportunities as some residential properties are to be converted to commercial and industrial uses. As indicated in Table C-1, there is a potential for more than 50,000 residential dwelling units on vacant properties.

Market Demand

Market rents for newer (less than ten years old) apartments in Barstow can be generally affordable to the upper range of lower income households. As noted above, the City only had one apartment complex built within the last ten years (209 E. Grace Street) while the other two units are Tax Credit Allocation Committee (TCAC) funded apartments. Studio units rent for approximately \$~~550~~399-450. A ~~two-two~~ bedroom unit rents for \$~~650~~945-995. This falls close to the median rent identified in Table A-9 on page HE-A-~~14~~ of this Housing Element for the studio, represents a significant increase in a two-bedroom apartment. It should be noted that the median contract rent does not breakdown the size of unit (i.e., how many bedrooms). The non-subsidized rental rates are dependent upon the age of the structure, surrounding neighborhood, and property amenities. In addition, the 2015-2020 General Plan ~~is increasing~~

Commented [MM2]: Update page numbers after amendment

increased the density from 15 units to the acre to 20 units to the acre. That, coupled with the land prices, is conducive to the development of apartments that are affordable to lower income households.

Development Capacity and Recycling

The development capacity of sites identified as potential candidates to address the RHNA is determined by multiplying site acreage by the density normally achieved on similar sites. A survey of 3 projects built since 2000 found that of the projects built, none of the projects achieved maximum density allowed under the General Plan. Regardless of ~~the~~ whether the density achieved met the maximum allowed under the General Plan, the City is increasing the density allowable in most residential districts.

As illustrated in Table C-2, residential development projects built since 2000 show several commonalities. However, it should be noted that these projects were built on vacant land. The City has not seen any land recycled to residential uses, but a market-rate apartment complex in disrepair was renovated for affordable housing. This can be accounted by the fact that there is an abundance of vacant land available. This also reflects that the availability of land does not necessitate development at the maximum density.

Table C-2: Recent Projects Built in Barstow

Project Name	Type	Zone and Maximum Density ¹	Lot Size	Existing Use	Project Size	Incentives
Suncrest Apartments	Large-family, affordable apartments	RM-2MDR 151-202 units	10.10 acres	Apartment complex	80 units affordable 1 managers unit	TCAC
Riverview Apartments	Large-family, affordable apartments	RM-2MDR 99-121 units	6.04 acres	Apartment complex	80 units affordable 1 managers unit	TCAC
Lanternwoods Apartments ²	Affordable Apartment	RM-2DU 14 units	0.90 acre (two adjacent parcels)	Apartment complex	28 units affordable 1 managers unit	Multiple nonprofit and foundations, financial institutions and federal funds
(No project name)	Market rate apartments	RM-2MDR 49-25 units	1.25 acres	Apartment complex	16 market rate units	None

Source: City of Barstow, 2014

¹ The above maximum density reflects the density ratios of the 1997 General Plan at 15 units to the acre. The 2015 General Plan will reflect a density of 20 units to the acre.

² Originally built in 1954 with the eastern half originally a motor lodge, the Lanternwoods Apartment complex renovated an existing apartment complex that exceeds the density standards of both the 1997 General Plan and the 2015 General Plan.

Summary of Credits

As shown below in Table C-3, the City will accommodate its 2014-2021 RHNA through a combination of housing production and its land inventory. Residential projects are credited to different income levels based on the methodology detailed earlier in this chapter. Sites are credited towards different affordability levels based on the default density thresholds set forth in housing element law, the City’s experience with recent housing projects built in different zones, and expected density of development.

The City of Barstow has more than sufficient housing sites available for residential development to exceed its 2014-2021 RHNA for the housing element. Only 0.9% of the 54,092 housing units that could be accommodated by housing sites in the land inventory would need to be affordable to very low, low, and ~~moderate-moderate~~ income households in order to fully meet the housing planning goals for the 2014-2021 RHNA.

Table C-3: Comparison of RHNA and Site Availability

RHNA Credits	Affordability Ranges				Total
	Very Low	Low	Moderate	Above Moderate	
RHNA Targets	188	138	154	363	843
Planned Housing Projects			<u>2</u>	<u>1</u>	<u>3</u>
Remainder:			<u>152</u>	<u>362</u>	<u>840</u>
Housing Sites					
Subtotal					
Remainder					

Source: City of Barstow, ~~2014~~2017

Note: The three permits noted above are permits issued in 2016. None have been completed as of the writing of this report. Reported valuations were two at \$140,000 and one at \$230,000.

5. Implementation Resources

The City of Barstow relies on a combination of financial resources and nonprofit/for-profit organizations to assist in funding, building, preserving, and managing affordable housing and support programs. The following financial and administrative resources are being utilized. Program #13 of the housing element includes provisions to see expansion of these resources.

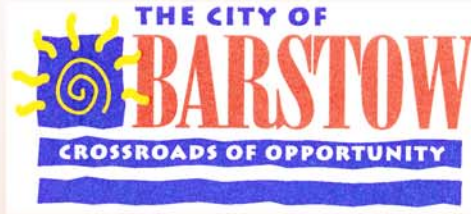
Financial Resources

With the demise of redevelopment and cutback of many federal and state housing programs, securing permanent sources of financing for the production, rehabilitation, and preservation of affordable housing is critical. Financial resources used by the City to fund its programs are as follows.

- **Housing Vouchers.** This federal housing program provides rent subsidies to very low income households with a housing cost burden or who are at risk of becoming homeless or displaced. The federal government provides approximately \$1.31 million annually to the Housing Authority of the County of San Bernardino to administer its housing voucher program in Barstow. However, monies are provided to each county, and the amount of money allocated is per unit (~~\$677,487~~08), depending on where the family wishes to live. Barstow currently has 161 housing vouchers plus 100 single-family units set aside for project-based vouchers. In addition, HUD provides 75 housing vouchers.
- **Community Development Block Grants (CDBG).** Because of Barstow’s small population base, Barstow is not an entitlement city to collect CDBG funds directly. Barstow is a participating city with the San Bernardino County. The federal government provides CDGB funds for community development and housing activities that benefit low and ~~moderate~~ moderate-income persons, aid in the prevention or elimination of slums or blight, or meet

other urgent needs. Eligible activities include property acquisition, rehabilitation, affordable housing preservation, economic development, code enforcement, public facilities, and services. With spending limits that are established, the City is limited as to what can be accomplished with the available funds. Barstow's allocation is typically between \$175,000 and \$250,000 annually. The funds are typically used for public improvements in eligible areas, and 15% is used for public service agencies, such as Desert Sanctuary and New Hope Village. In 2014, the City spent the majority of its CDBG allocation acquiring a 10-unit apartment building for New Hope Village to renovate and manage as transitional housing. [They have renovated the apartment building and it is currently at full capacity.](#)

- **Homeless Services.** The City does not receive any funds from the federal government for many of its activities to reduce and ameliorate homelessness in the community. However, these services are provided by public agencies, such as Desert Manna and New Hope Village. These agencies receive more than \$110,000 annually to support emergency shelter programs, and \$82,200 for transitional and permanent supportive housing with services through a combination of sources (primarily from HUD, United Way, CDBG, fundraising, and private donations). The City provides support in the form of the use of city-owned buildings for these services.
- **Tax Credit Allocation Committee.** The Tax Credit Allocation Committee (TCAC) is an important source of funding for the production of affordable housing. Additionally, the State of California sets aside a dedicated pool of tax credit funds for self-designated "at-risk" projects, though there are no "at-risk" projects at this time. Barstow developers have used TCAC to build a wide range of affordable housing projects.



2014 - 2021
Housing Element
Appendix D - Program Evaluation



D. Program Evaluation

Appendix D contains an analysis of the effectiveness of the existing housing element; the appropriateness of goals, objectives, and policies; and the progress in implementing programs for the previous planning period.

1. Accomplishments

The 2006-2014 Housing Element goals were drafted to implement the required statutes in California housing element law and followed priorities expressed by the Barstow community, including input received from the City Council, Planning Commission, and City staff. To that end, the housing element contained 4 primary goals, along with 32 supporting policies and twenty implementation programs.

The four goals were:

- **Goal 1. Provide a Range of Housing to Meet the Growth of the City.** Promote an adequate supply and diversity of quality rental and ownership housing opportunities suited to residents of varying lifestyle needs and income levels.
- **Goal 2. Conserve and Improve the Conditions of the City's Existing Housing Stock.** Expand and protect opportunities for households to find housing in Barstow and afford a greater choice of rental and homeownership opportunities.
- **Goal 3. Preserve and Enhance the Quality of Neighborhoods/Ensure New Housing is Sensitive to the Existing Natural and Built Environment.** Promote and maintain sustainable neighborhoods of quality housing, parks and community services, infrastructure, and other services that maintain and enhance neighborhood character and the health of residents.
- **Goal 4. Promote Equal Opportunity for All Residents in the Housing of Their Choice.** Provide adequate housing opportunities and support services for Barstow seniors, people with disabilities, families with children, and people in need of emergency, transitional, or supportive housing.

Following the adoption of the Housing Element in 2010, Barstow was tasked with following through on its implementation programs. This task has been curtailed by the most severe recession since the Great Depression and significant loss in tax revenues. Meanwhile, in an effort to bail out California's budget deficit, the Legislature and Governor re-appropriated billions of dollars in local redevelopment dollars, eventually leading to the dissolution of redevelopment altogether. In 2013, the Governor then vetoed AB 1229, which would have allowed cities to continue inclusionary housing state law.

Although a recovering economy may eventually produce a California budget surplus in the foreseeable future, local governments are left with a permanent and structural deficit in long-term funding for housing.

Goal 1: Provide a Range of Housing by Location, Type and Price to Meet the Growth Needs of the City

The prior Housing Element identified 15 policies to encourage the development of a variety of housing to meet the needs of the City. Most of these goals were focused on either “encouragement” or “promoting” such activities. However, they were only as successful as the willingness of the developers to participate. During the height of the residential development in the mid-2000s, the focus was on introductory housing, even though the City encouraged move-up and higher-end housing. Similarly, developers were not interested in building low-income or affordable housing except for TCAC funded projects. Although two TCAC funded projects were constructed, two more were proposed, but have yet to obtain approval for the funding. One may see construction within this Housing Element Cycle.

One item mentioned in the prior Housing Element was to allow the development of second units in single-family zones. This was previously permitted in single-family zones, but with a conditional use permit. On July 20, 2009, the City adopted an amendment to the ordinance to allow second units to be approved administratively, and inclusive of multiple-residential units, consistent with State law. This established an administrative process instead of discretionary. Since its adoption, no second units have been built.

Goal 2: Conserve and Improve the Condition of the City’s Existing Housing Stock

The City’s prior Housing Element identified five policies to move towards the conservation and improvement of the existing housing stock within the City. One of the primary tools used for this has been Code Enforcement. Some of the struggles with this include the prevalence of out-of-area land (absentee) owners that have purchased the property for a tax write-off with little interest in the condition of the property, property owners who have lost the house due to the economy (where the banks evict them, yet do not transfer the property into the banks name), or non-compliant property owners. All non-compliant property owners (whether absentee or not) may be directed by the courts if other enforcement actions are not successful.

At the start of the prior Housing Element, the City had worked with County agencies to make available to the public funds for citizens to improve their project, through programs such as “Project Facelift.” However, most of the funds are no longer available. Whenever funds are

available, the City ensures that the public is aware of them, and assists in the processing of the necessary paperwork.

Goal 3: Preserve and Enhance the Quality of Residential Neighborhoods in Barstow and Ensure that New Housing is Sensitive to the Existing Natural and Built Environment

There are nine policies associated with this goal. Of these goals, some were enforced simply because they are state requirements (prohibit residential development in hazard areas, energy conservation devices). Others were simply not addressed for the lack of any type of development (i.e., low and moderate-income housing cannot be concentrated in any single area). Still, others were not addressed simply because standards may have already been in place, or there was such a low-potential of occurrence, or other code amendment addressed it, that there was no further action taken. Still others simply do not justify any action at this time (higher density residential development to be located in close proximity to public transportation, services and recreation). As the City has no transit center, there is no impetus to direct such development when transit stops are located throughout the City.

Given the recession, the policies within this goal became, for the most part, ineffective. If development had occurred as was proposed (we would have more than doubled the number of residential units), more of these policies would have been implemented.

GOAL 4: PROMOTE EQUAL OPPORTUNITY FOR ALL RESIDENTS TO RESIDE IN THE HOUSING OF THEIR CHOICE

This goal includes only three policies geared toward ensuring that residents have an opportunity to live in the housing of their choosing. The City has never taken a position of indicating where an individual or family should locate. In addition, in 2011, the City adopted the "Reasonable Accommodations" ordinance. This provides a method of permitting accessibility of an individual to the house of their choosing. This was never an issue in the past, but State law requires an ordinance indicating such. As a tracking measure, the City will review for approval, by means of a free application, the proposed reasonable access plan (i.e., ramps, lifts, widening of doorways, etc.). To date, no applications have been received.

The following Table D-1 contains a summary of the progress for each program and suitability for inclusion in the 2014-2021 Housing Element.

Table D-1: Program Evaluation, 2006-2014 Housing Element

Programs	Implementation Actions and Progress		
	Action	Timeframe	Progress and Evaluation
Program 1a: CDBG Single-Family Homeowner Rehabilitation	Continue monitoring of funds for applicability.	No longer available	
Program 1b: CDBG Senior Repair	Continue monitoring of funds for applicability.	No longer available	
Program 1c: FACELIFT	Continue monitoring of funds for applicability.	No longer available	
Program 2: Code Compliance	Continue monitoring and enforcement of building codes and property maintenance codes.	Ongoing	<p>Evaluation: Program considered effective; Code Compliance typically have between 300 and 400 cases at any given time. There may be a need to further educate people regarding property maintenance requirements.</p> <p>Status: Program will continue for 2014-2021 planning period.</p>
Program 3: Neighborhood Enhancement Participation	Utilize interdepartmental approach to achieve comprehensive improvements to deteriorated neighborhoods.	No longer available	<p>Evaluation: The City never fully implemented this program, though have performed “neighborhood cleanup” activities throughout the City. As available funding is limited (for rehabilitation programs), some of the components of this program became unavailable. In addition, due to the recession, planning and building staffing is not at prior levels (33% reduction in FTE), also impacting the effectiveness of this program.</p> <p>Status: Program stalled until funding sources are available.</p>
Program 4: HOME Rental Property Acquisition and/or Rehabilitation	Utilize County HOME funds for loans so that for-profit and non-profit developers can acquire and/or rehabilitate existing rental units for lower income households.	Ongoing, as funding is available	<p>Evaluation: Staff is only aware of one project, Lanternwoods Apartments that received HOME and Neighborhood Stabilization funds for the acquisition and rehabilitation of the project. <u>Operational funding is supplied through private sources.</u></p> <p>Status:</p>

			Project completed. This is a program offered through the County.
--	--	--	--

Programs	Implementation Actions and Progress		
	Action	Timeframe	Progress and Evaluation
Program 5: HOME Rental Property Rehabilitation/Refinance	Allows for the County of San Bernardino the discretion of using HOME Program funds to refinance existing debt, so long as the primary affordable housing activity to be funded is rehabilitated.	Ongoing, as funding is available	<p>Evaluation: As with Program 4 above, staff is only aware of the Lanternwoods Apartments. Monies from HOME and the Neighborhood Stabilization Program for the acquisition and rehabilitation of an apartment complex built in 1954. <u>Operational funding is supplied through private sources.</u></p> <p>Status: Project completed. This is a program offered through the County.</p>
Program 6: Mortgage Assistance (MAP)	MAP was designed to assist residents purchasing their first home, using set-aside funds.	No longer available	<p>Evaluation: In the past, this program was used to provide up to \$20,000 towards the down payment, with the maximum purchase amount of \$180,000 (varied by year). The goal was to assist approximately 30-40 first-time buyers annually. The dissolution of the Redevelopment Agency also removed this funding mechanism.</p> <p>Status: No longer available with the dissolution of the RDA.</p>
Program 7: HUD \$1 Homes to Local Governments	HUD introduced the \$1 homes to facilitate the sale of HUD-listed homes that have not sold on the open market within six months. The RDA entered into contracts to purchase 14 homes and offered them to low and moderate-income households through 3 programs.	No longer available	<p>Evaluation: The homes were purchased, and ultimately disposed of through 3 different programs. This proved effective while available.</p> <p>Status: This program is no longer offered by HUD.</p>
Program 8: Lease-Purchase	This program offered by the California Cities Home Ownership Authority, provides a 30-year fixed rate loan at a reduced interest rate. Down payment and closing costs are gifted, other than a 1% down, plus the first month	No longer available	<p>Evaluation: Not implemented in Barstow.</p> <p>Status: This program is no longer available.</p>

	lease payment.		
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Programs	Implementation Actions and Progress		
	Action	Timeframe	Progress and Evaluation
<p>Program 9: Mortgage Revenue Bond Financing and Tax Credit Allocation Committee (TCAC)</p>	<p>Bonds issued to support the development of multi-family housing for low, very low, and extremely low income households. These bonds are used to finance construction and mortgage loans and capital improvements for multi-family housing, and must meet state and federal criteria for tenants.</p>	<p>Ongoing</p>	<p>Evaluation: In 2003 and 2006, two apartment complexes utilized the TCAC monies for the development of 160 units set aside for lower income households. Two additional projects are pending, with one likely to be constructed during this housing element planning period (Calico Apartments on Montara Road).</p> <p>Mortgage Revenue Bonds (MRBs) have not been used at this point.</p> <p>Status: Two projects completed, two others pending TCAC approval. The City has supported all of these projects.</p> <p>Although MRBs have not been used recently, it is within the City's ability to do so, dependent upon a project proposal. The City may consider this type of program to address a specific type of housing, such as affordable senior or affordable family housing.</p>
<p>Program 10: Land Assembly Write-Down</p>	<p>Land write-downs are among the mechanisms that the City can use to assist in the provision of affordable housing. The intent of this mechanism is to reduce the land costs to the point that it becomes economically feasible for a private, usually non-profit developer, to build affordable units</p>	<p>Ongoing</p>	<p>Evaluation: The City has proposed this method for both housing and jobs creation. Currently, the City is working with two separate developers who are considering separate active senior housing projects. As long as the City owns unutilized land, this can be an effective mechanism.</p> <p>Status: Considered for a variety of developments and will continue to be used while the City has unutilized lands.</p>
<p>Program 11: Section 8 Rental Assistance</p>	<p>Section 8 rental assistance extends rental subsidies to low income families and the elderly, which spend more than 30% of their income on the actual rent.</p>	<p>Ongoing</p>	<p>Evaluation: The Housing Authority of the County of San Bernardino (HA) issues federal vouchers to approximately 161 Housing Choice Vouchers (Section 8). In addition, the HA issues 100 Project Based Vouchers (two apartment complexes are participating, 50 vouchers each).</p>

			<p>Status: Continued through the HA through the 2014-2021 planning period.</p>
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Programs	Implementation Actions and Progress		
	Action	Timeframe	Progress and Evaluation
<p>Program 12: HOME Program Tenant-Based Assistance (HOME TBA)/Security Deposit Assistance</p>	<p>Provides funds for the required security deposits on rental housing units and tenant-paid utilities to persons who can afford monthly rent, but not the security and utility deposits.</p>	<p>No longer available</p>	<p>Evaluation: This program is implemented through the County with little to no involvement by the City.</p> <p>Status: This program is no longer available.</p>
<p>Program 13: Scattered Sites/Public Housing</p>	<p>Designed to provide small scale public housing throughout the County, these are public housing units intended to blend in with existing neighborhoods to provide lower income housing. The County has 219 such units.</p>	<p>Ongoing</p>	<p>Evaluation: This program is implemented through the County via the HA. The HA increased the total number by 14 units over the prior Housing Element.</p> <p>Status: The program is expected to continue through the 2014-2021 planning period.</p>
<p>Program 14: Density Bonus</p>	<p>The City does not currently have adopted a density bonus ordinance <u>as part of a comprehensive zoning ordinance amendment in 2015.</u> However, the City, upon request, will, allowing density bonuses and incentives consistent with State requirements.</p>	<p>Ongoing</p>	<p>Evaluation: Only one request for a density bonus has been filed with the City in the last 30 years. This request was later deemed not necessary as the project was within the limits of the General Plan allowable density.</p> <p>Status: The City will consider adopting adopted an ordinance to identify the types of incentives. <u>Until then, the City will follow consistent with</u> state guidelines on the density bonus and incentives.</p>
<p>Program 15: Mobile Home Park Assistance</p>	<p>Mobile homes provide an affordable residential ownership opportunity for many households that could not otherwise afford homeownership.</p>	<p>Ongoing</p>	<p>Evaluation: At nearly 9%, these units represent a significant portion of the City’s housing stock. Regardless, the City allows mobile homes on any residential zoning, subject to standards. This is a state requirement.</p> <p>Status: The program will continue through the 2014-2021 planning period. However, few, if any have been placed since this requirement.</p>

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Programs	Implementation Actions and Progress		
	Action	Timeframe	Progress and Evaluation
Program 16: Homeless Shelter/Transitional Housing	Numerous churches in the Barstow area collaborated to provide emergency services to the homeless and sponsored the development of Desert Manna.	Ongoing	<p>Evaluation: The City has one homeless shelter (Desert Manna) providing 32 beds, and has New Hope Village with 6-10 Transitional Units- New Hope Village will relocate to a 10 unit site for Rapid Rehousing, and the existing New Hope Village's prior 6 unit facility will be is now operated by Desert Manna. New Hope Village Too offers long-term or permanent housing with two units. In addition, the Haley House provides housing for women and their children of domestic violence. All of these help to serve the homeless community in Barstow.</p> <p>Status: The programs will continue through the 2014-2021 planning period.</p>
Program 17: Fair Housing Counseling	Member cities utilize the Inland Fair Housing and Mediation Board to address landlord/tenant issues. The program is headquartered in Victorville, but has an office in Barstow.	Ongoing	<p>Evaluation: The City provides brochures available to the public, and refers fair housing issues to the Inland Fair Housing and Mediation Board.</p> <p>Status: The program will continue through the 2014-2021 planning period.</p>
Program 18: Second Unit Ordinance	The City amended its Zoning Ordinance in 2009 <u>and in 2017</u> to comply with California Government Code Section 65852.2.	Ongoing	<p>Evaluation: As required as part of the prior Housing Element, the City amended its ordinance to allow second units through administrative review instead of discretionary review. <u>The City amended the ordinance in 2017 to be consistent with AB 2299.</u></p> <p>Status: The program will continue through the 2014-2021 planning period.</p>
Program 19: Reasonable Accommodations Procedure	The City adopted an ordinance in 2011 adding for the provisions of Reasonable Accommodations with a no-fee application to place on record the approval of improvements for these accommodations.	Ongoing	<p>Evaluation: As of 2014, no applications have been submitted for approval.</p> <p>Status: The program will continue through the 2014-2021 planning period.</p>

Programs	Implementation Actions and Progress		
	Action	Timeframe	Progress and Evaluation
Program 20: Alternative Energy Sources	The City recently (2014) adopted an ordinance specifically allowing alternative energy. This includes incentives to provide charging stations for electric vehicles.	Ongoing	<p>Evaluation: This is a new ordinance. Due to military activity, wind generators must be approved by the adjacent/nearby military installations. Solar energy systems, in most cases, are permitted by right.</p> <p>Status: The program will continue through the 2014-2021 planning period. In addition, the Home Energy Renovation Opportunity (HERO) Program is in place to help finance the installation of solar energy systems, and other energy efficiency upgrades. This program is lowering utility bills, reducing carbon emissions, and creating jobs.</p>

2. Public Outreach

California law requires that local governments include public participation as part of the housing element. Specifically, Government Code section 35583(c)(7) states “that the local government shall make a diligent effort to achieve public participation of all economic segments of the community in the development of the housing element, and the program shall describe this effort.” State law does not specify the means and methods for participation; however, it is generally recognized that the participation must be inclusive.

The City of Barstow continues to engage the community in defining City housing needs and discussing creative ways to address them within the unique constraints facing the City. During the preparation for this housing element, the City’s outreach program included the following venues:

- **Land Use Workshops.** During the preparation of the land use element, the City of Barstow held two workshops that included housing and the land use plan. Held during 2013 and 2014, these workshops discussed residential growth, types of housing products desired, which does not necessarily meet with state guidelines. More recently, and for the update, the initial workshop was held September 25, 2017. A second workshop was held X/XX/2017.
- **Stakeholder Interviews:** The City has discussed housing needs with stakeholders (via telephone and email in 2014) as well as at the workshops and commission hearings. This included those that provide emergency and transitional housing, and rapid-rehousing. In 2017 (via email) the City inquired whether there were any additional comments, changes or

recommendations. The City received comments from approximately 75% of those contacted.

- **Commission Hearings.** Barstow has an active planning commission that is designed to obtain public input. The meetings are televised and available to view on the web, live, and afterwards. The City solicited input on the ~~entire general plan, including the~~ housing element, from the public prior to its recommendation to the City Council.

This is a draft version of the amendment of the 2014-2021 Housing Element. Additional public review of this document will result in changes and an update of this section.

Public Comments: Housing Supply and Diversity

Participants raised issues about providing the appropriate mix and affordability of units. This includes not only traditional forms of housing, but also alternative models that might provide more opportunities for affordable housing for seniors.

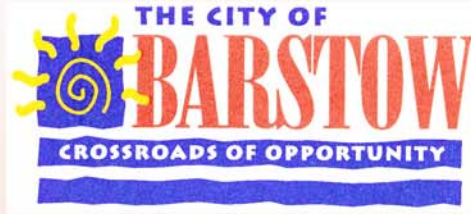
Key ongoing themes heard include (2014):

- **Affordable Housing.** Participants of the General Plan Workshop conclusively indicated that Barstow did not warrant additional affordable housing (58%). A similar question posed later indicated 84% were opposed to additional affordable housing. This is primarily because, although the RHNA identifies additional need, this need is an anticipated increase in those income groups, not necessarily additional households. The City has an abundance of housing that is affordable, and the participants expressed the viewpoint that other housing types were necessary. The City cannot deny affordable housing projects. This is an indication though that the public believes the City needs to focus on other types of housing.
- **Moderate Income Units.** The participants of the General Plan Workshop indicated by a vote of 82% that moderate income housing should be a focus. This confirms staff's belief that this is an underserved market, and aligns with the RHNA, identifying a higher number of moderate income housing units than low, very low, and extremely low housing units.
- **Executive Housing Options.** Similar to above, 71% of the participants voted that new executive housing is important. As with the moderate income units, this confirms staff's belief as well. Likewise, the RHNA numbers were comprised of 43% for this above moderate income households needed, making up the largest segment of needed housing.
- **Condominiums and Townhomes.** When the participants of the General Plan Workshop were queried on condominiums and townhomes, 74% of the participants indicated the City should pursue seeking this type of development. Previously, this segment has not worked in the Barstow area, with one project built (The Barstonian), later turning into apartments, and another proposed, but later built as apartments. However, that was more than 20

years ago. The input from participants is one indication that this may be a viable housing option.

- **Affordable Senior Housing.** The General Plan Workshop inquired about two types of senior housing, assisted living, and active seniors. Although the City used an electronic voting device, verbal comments from the audience indicated that the senior housing should be affordable. The votes were 97% and 85%, respectively. This gives a clear direction of where some of the focus should be.
- **Small Lot Ordinance.** Although not specifically discussed at the workshop, one mechanism to create affordable housing is to reduce the lot size, essentially increasing the number of lots for subdivisions. This also makes some projects more marketable as a larger project can be more feasible.

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2014 - 2021 Housing Element Appendix E - Community Initiatives



E. Community Initiatives

Appendix E is a summary of community initiatives highlighted during forums by the Planning Commission during workshops and public hearings for the 2015 General Plan Amendment [and subsequent workshops and public hearings for the 2017 amendment to the Housing Element](#).

Introduction

Barstow is unlike most other cities that have other city jurisdictions adjacent to them. Barstow is surrounded by unincorporated county territory. During the comprehensive General Plan Amendment (2015-2020), which includes the 2014-2021 Housing Element, citizen participation is critical. The City's vision recognizes the importance of the visitors, but also the importance of living-wage jobs for the future workforce as the children grow into young adults. This vision is reflected in the general plan as a guiding principle in that informed community participation is a permanent part of achieving a greater City. Such a process is also important for the housing element update.

Since the general plan is a snapshot of community values at a given point in time, it is essential that there is a process for continuously involving the public in planning, monitoring, implementation, and updating the general plan. Informed discourse occurs when there is an exchange of clear and understandable information, and opportunities for citizen input are available. The need for public discussion is critical in the subject of housing, where Barstow has wrestled with an increasingly uncertain context.

The City held various forums in conjunction with the general plan to explore timely issues affecting housing policy and programs. Some of the efforts undertaken include:

- Second Unit [Public Hearings Ordinance](#) (2009)
- Reasonable Accommodations [Public Hearings Ordinance](#) (2011)
- [Comprehensive amendment to the Zoning Ordinance \(2015\)](#)
 - [Density Bonus](#)
 - [Emergency Shelters](#)
- [Amended the Accessory Dwelling \(Second Unit\) Ordinance \(2017\)](#)
- [Amended the Density Bonus Ordinance \(2017\)](#)
- [Added Transitional and Supportive Housing Ordinance \(2017\)](#)
- Planning Commission Study Sessions/Hearings
 - 8/26/13 – Goals and Policy Review
 - 9/9/13 – Goals and Policy Review
 - 9/23/13 – Goals and Policy Review
 - [8/25/14 – Public Workshop](#)

- [9/25/17 – Public Workshop](#)
- [X/XX/17 – Public Workshop](#)

In addition to the above public participation, the City contacted several agencies/[stakeholders](#) that provide assistance to those in need to solicit their information and input into the Housing Element. [This included the following:](#)

- [Housing Authority of the County of San Bernardino](#)
- [New Hope Village/New Hope Too! \(Rapid Rehousing/Permanent Supportive Housing\)](#)
- [SCAG](#)
- [San Bernardino Community Development and Housing Department](#)
- [State Department of Housing and Community Development](#)
- [Haley House/Desert Sanctuary \(Domestic Violence Shelter\)](#)
- [Desert Manna Homeless Shelter](#)
- [Holiday Homes Mobile Home Park \(age restricted park\)](#)
- [Barstow Senior Citizens Center](#)
- [Lantern Woods Apartments \(Affordable apartments\)](#)

Through these forums, initiatives were raised by the community, and the merits and drawbacks were discussed. As the economy improves and housing market changes, relevant issues may be revisited during the period covered by the 2014-2021 Housing Element.

1. Housing Production

Barstow's need for affordable housing has been the result of many factors. The demand for housing has been fueled by historical underproduction of housing, demographic change locally and regionally, and the current economy, which has had an adverse impact on businesses and employment. This potentially brings an increase in demand for affordable housing. However, Barstow's current housing prices are affordable to most of the lower income and moderate income groups.

The General Plan Workshop on August 25, 2014 identified the following concerns pertaining to housing. This workshop utilized an electronic voting mechanism wirelessly connected to a computer to compile the votes associated with specific on-screen questions and multi-choice answers.

- **Greater Need for Affordable Units.** Although the current economy lends itself to a higher demand for affordable housing, the workshop on August 25, 2014 indicated that 58% of the people indicated that the City should not seek funding for additional affordable housing, while 82% indicated that the City should move towards new housing for middle-income

residents. Similarly, this pole also indicated 71% of the participants believed that new executive-level housing should also be pursued. 74% of the participants also indicated that townhomes and/or condominiums should also be built. More towards the affordable spectrum, the public also responded with 97% indicating a need for assisted living for seniors, and 85% for active seniors (both with verbal input that they be affordable). As with the funding for affordable housing question above, a later question was asked ~~regards~~ regarding housing for low-income residents. This netted a response of 84% against additional affordable housing. The City must allow for the affordable housing figures identified in RHNA. However, it is clear that not just the RHNA figures suggest that additional moderate-income housing and above moderate-income housing are needed, the participants of the workshop desire these homes to be built. This could be because of the large absentee ~~land owners~~ landowners.

- **City Build-out.** The City is not close to build-out. The latest estimate is that at the availability of land, and not including underdeveloped properties, there is a potential for more than 80,000 units. In the short-term development is limited to sites that are closest to existing infrastructure. Regardless, there is adequate available land to meet both the shorter term (i.e., RHNA) and the ~~long-long~~ long-term housing needs.
- **Development Standards.** The City recently adopted design guidelines. These are the first city-wide standards that have been adopted, having previously been limited to specific plans and the Redevelopment Area (which has been eliminated with the dissolution of the Redevelopment Agency). In addition, the City has development standards that, upon the completion of the General Plan update, the entire zoning ordinance will be re-written. This will help to establish a consistent standard applicable to all developments. Currently, our multi-family district has a certain amount of recreational/open space requirements as part of the project. This will be analyzed for consistency with state law.
- **Housing Prices.** Housing prices peaked between 2006 and 2008, then upon the collapse of the housing market, prices drastically dropped to pre-2000 prices. Although prices have stabilized, they have not fully recovered at this time. However, there is renewed interest in Barstow for commercial and industrial development, and with that the City expects to see a demand in housing. Upon the collapse of the market, one builder essentially scaled back production to houses that became committed for sale. Using this practice, the developer was able to build anywhere from 6 to twelve houses at a time until the subdivision was completed. Another problem with the housing market is that loans are more difficult to obtain. Should this change, it would spur the development of additional housing.

At the time of this writing (3rd quarter, ~~2014~~ 2017), there are no housing projects that have been submitted thus far ~~in 2014 other than three single-family permits~~. However, as discussed in Appendix A of this document, the City is working with some potential developers to provide

active senior housing on two sites near the new hospital. One project is proposed at 60 units, while the other is proposed with 30 units. In addition, the City has entered into an Exclusive Negotiating Agreement with Eagle Barstow 55, LLC, for the development of a senior (including active) housing project in this same location.

2. Housing Diversity

State housing law requires each community to facilitate and encourage a diverse range in types and prices of housing, affordable to all economic and social segments. The August 25, 2014 General Plan Workshop indicated that more moderate and above moderate income housing is needed. This is, as discussed earlier, likely due to the fact that housing prices are at pre-2000 levels. Housing prices have increased since 2015 (~\$70,000 in 2000 vs. ~\$125,000 mid 2017¹), but are still well below the County average (~\$250,000¹), making much of the available housing ~~is~~ affordable to lower income renters and buyers. In addition to the Housing Element update, the entire general plan is being updated. The update for the general plan is proposing an increase in density above what the 1997 General Plan has identified. For instance, the multiple-family designation in the 1997 plan allows for a maximum density of 15 units to the acre. The 2015 General Plan will allow up to 20 units to the acre. In addition, many of the smaller lot single-family residential districts will allow for a slight increase in density as well. The City is introducing a Diverse Use land use designation that will allow for a variety of uses, including residential at 16 units to the acre. These are some of the changes moving forward with the new general plan. In addition, the diverse use designation will allow a mix of work/live units and creating walkable communities. Table E-1 lists programs recommended, assess the applicability, and indicates progress made to date in implementing them.

¹ Trulia median sales price

Table E-1: Housing Initiatives to Increase Housing Choice

Suggested Programs	Assessment
<p>Small Lot Homes Adopt ordinance to facilitate small-lot, single-family subdivisions in the City as a means to providing affordable homeownership opportunities</p>	<p>Communities that are not built out often have areas where small lot development is feasible. This type of product is also advantageous in cities with deep lots that are underutilized in terms of residential density, contain dilapidated structures that can be demolished, or where lots are adjacent to one another and can be merged into larger parcels.</p> <p><u>Upon completion of the City's Zoning Ordinance Update, Barstow has a variety of land available converted much of the zoned RS zoned properties that would be suitable for small lot subdivisions to the SFR district, allowing for smaller lots.</u> Much of the land that is currently developed is on lots that do not meet the <u>current prior</u> zoning standard of sixty feet wide and one hundred feet deep. <u>This-The current prior</u> zoning requirement has caused numerous lots in the City, especially the older portions, to be legal non-conforming in nature. In other areas, the lots cannot<u>could not</u> be subdivided to the minimum lot standard due to the configuration of the lot.</p>

	<p>Upon the completion of the comprehensive general plan amendment effectively increasing the density, staff will begin <u>began</u> a comprehensive zoning ordinance amendment to address this issue, and to create the allowance for smaller-lot subdivisions. <u>A comprehensive amendment to the zoning ordinance was completed in 2015.</u></p>
<p>Work/Live, Developments Facilitate work/live developments by reducing code restrictions and providing flexible design standards.</p>	<p>The City has had a zoning designation, Mixed Land Use, and general plan designation, Mixed Use, that allows <u>allowed</u> residential through commercial. This designation allows <u>allowed</u> such uses subject to a conditional use permit. Historically, this designation has resulted in an “either-or” development, not a true mixed-use project. As a result, the City will be replacing <u>replaced</u> this designation with the Diverse Use <u>and Human Services</u> designations. The City will <u>continue to</u> look at additional development standards to provide incentives to develop the projects truly as intended, to create a work/live community, or at least a walkable community.</p> <p>Work/live housing satisfies a relatively minor portion of the overall demand for housing in that the housing units are typically small, suitable for only one or maybe two people, are generally expensive, and located in commercial areas. These uses rarely contribute much to the achievement of affordable housing goals.</p>
<p>Revisit Second-Unit Codes Second units can provide housing for seniors, college students, extended family members, and others. However, the deed restrictions may be a constraint to development.</p>	<p>Recent changes to the California Government Code require cities to enact ministerial approval process for approving second units (unless very specific findings are made). State law also mandates the use of very permissive statewide development standards if development standards are not adopted by a local government.</p> <p>Barstow adopted development standards to protect the character and integrity of neighborhoods. However, even if the City adopted more lenient standards, the number of units gained would be relatively few due to the availability and affordability of land and housing. This is evident when within the last 20 years only two applications have been made for second units, and none since the adoption of the accessory dwelling/second unit ordinance in 2009 <u>and was amended in 2017.</u></p>

Suggested Programs	Assessment
<p>Mixed-Use Housing This has been discussed at public workshops with little or no response from the community. However, its benefits are as above, creating a work/live situation or a walkable community where people can walk to services from their residence.</p>	<p>As indicated above, mixed use developments have not occurred. What the City experienced with the Mixed Land Use designation is either commercial, or residential; not a true mix. The City is proposing to re-designate this land use to Diverse Use <u>and Human Services, which</u> significantly increase the amount of lands so designated and further incentivize the development of a true mix of residential and commercial uses. This can net up to 16 units per acre under the 2015 general plan revision <u>(adopted 2015)</u>. Much of this is already discussed in the above Work/Live discussion above.</p>
<p>Rental vs. Ownership Housing According to Census figures, approximately ½ of all properties are rented. This can pose a problem when absentee land owners do not re-invest in their properties.</p>	<p>Over the years, the City has seen an increase in single-family housing being sold to individuals that do not live in the community and rent the housing out. As a result, the City is experiencing about a 50% rental rate, and difficulty in gaining compliance from the owners, who are in some cases either out of the state or out of the country. Code compliance typically has between 300 and 400 cases at any given time. According to the Code Compliance Supervisor, the largest problem is educating the owners. A rental registration ordinance was proposed several years ago, but has stalled. The City may need to consider alternative processes to educate the property owners.</p>
<p>Encourage Accessible Developments The City should actively pursue the development and implementation of universal design standards to accommodate people with disabilities.</p>	<p>The City has adopted a Reasonable Accessibility Ordinance in 2011. This ensures an individual’s opportunity to alter a residence to suit their particular disability. There is a no-cost application to allow the desired alterations. Future considerations may include the following:</p> <ul style="list-style-type: none"> • Establish minimum hallway widths and other design features to ensure that modifications could be made to allow alterations without major renovations (i.e., allowance for 36” wide doors, lower thresholds, chair-height or ADA height water closets, etc.). • Require a percentage of homes in a subdivision development to build ADA accessible homes including roll-in showers, grab-bars, etc. <p>The City will be initiating a comprehensive zoning code amendment upon the completion of the comprehensive general plan amendment. These options, and others, will be considered to be implemented within the ordinance amendment.</p>

Recommendation

Barstow has had limited success in facilitating and encouraging a broad range of housing types – single-family homes, condominiums, apartments, mixed-use, special needs housing, and housing accessible to people with disabilities. This is not due to any activity or inactivity of the City, but rather the current market. The crashing of the market and the inability of many people to qualify for loans has limited residential development to near non-existence. In addition, a lack of available loans for developers has also impeded residential development as there are few comparables for new homes. As indicated elsewhere, nearby cities are beginning to experience growth, indicating that in the next few years, the City could begin to see an increase in development.

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3. Entitlement Process

The City of Barstow is known for its affordable housing. While the entitlement process has been successful in facilitating development in some communities, the economic downturn caused nearly all residential development in Barstow to cease. The City prides itself on being able to process plan reviews in a timely manner, whether for building permits or discretionary approval. The City also implemented a pre-application review process that has identified project requirements before official plan application submittal, [and more recently adopted a Site Plan Review ordinance](#). Although this adds minimally to the time frame, it has proven beneficial to both the City and the project applicants.

- **Entitlement Process.** The City's pre-application submittal has assisted in identifying criteria and requirements prior to official submittal of the development plans, whether for building permit or discretionary review. The City also meets with staff to discuss the process of discretionary permit approval, and the pre-application meetings identify procedures and what the applicant can expect in the plan-review stage. [Implementation of the Site Plan Review ordinance will further clarify requirements on all projects.](#)
- **Development Fees.** The City's development fees are lower than most cities. In addition, when the fees were implemented, they were to be phased in over a three-year period. To this day, single-family residential is still at the first tier of 33%. While the Fire Department fees are at 100% the cost is still minimal. The school district recently adopted development impact fees. Previously, the school had no such fees. This may cause a financial constraint on the housing development in the future. [In 2016, the City, in cooperation with the School District, agreed to cut the development impact fees in half through December 31, 2017, for the first 50 in-fill, and first 50 tract development homes. However, during that time only three permits were issued.](#)
- **Review of Projects.** The City reviews and approves most plans at the staff level. However, discretionary projects ~~would~~ require approval by the Planning Commission, and in some cases, the City Council (such as specific plan adoption, general plan or zone changes, and [final](#) approval of tract maps). This allows a more timely process in the review of the projects.
- **Processing Time.** A key factor affecting the feasibility of housing production and in particular affordable housing financing is time. The City processes the applications in a timely manner. Time delays are typically from subsequent submittals to address corrections. In some cases, the plans had to be reviewed four or five times as corrections were not completely addressed, or there was an extensive time between submittals. The initial plan-check is typically two weeks (outside discretionary reviews), and resubmittals are typically processed in two additional weeks. This is a reasonable [time-time](#)-frame for such reviews.

Housing developers face significant challenges in constructing new housing. For the private sector, for-profit developers must be creative and spot opportunities that provide an acceptable rate of return on investment. The nonprofit developer has a mission to provide housing and must combine market savvy with the hunt for subsidies to produce homes at below-market rates. At the same time, developers must navigate an uncertain housing market, ~~and~~ secure, and leverage multiple financing sources.

Recommendation

Although the City has timely approval processes, it is clear that any additional expediting options must meet several City objectives. Such expedited processes must: 1) preserve neighborhood involvement and public review as applicable, 2) ensure housing of lasting quality and design, and 3) appropriately mitigate environmental impacts. The City Planning and Economic Development Department could consider an expedited review process within the City, enhanced funding for City staff to review and expedite projects, and improved capacity through the development of a relationship with a Nonprofit Housing Development Corporation.

4. Social Diversity

The City of Barstow is committed to maintaining a socially and economically diverse population and affirming the contributions that each resident makes. As such, the City's commitment to diversity is reflected in the City's mission, its General Plan, Housing Vision, and the Policy on Children, Youth, and Families. This statement identifies six key areas to be pursued to improve the health and well-being of children, youth, and families in Barstow – good health, safety and survival, economic well-being, social and emotional well-being, education, and information and access to services.

As discussed in earlier chapters, Barstow has made considerable progress in facilitating the production of a range of housing – senior, housing for people with disabilities, mixed-used products, and many more. However, because of the economy and supply of suitable housing, many lower, moderate and above moderate income family households may locate in communities with move-up and executive housing. Some of the challenges to providing all housing opportunities are as follows:

- **Changing Demographics.** Barstow has seen a significant increase in housing costs during the housing market boom, followed by a drop in prices to below 2000 levels. However, rents peaked around 2007 (2005-2009 ACS), and stabilized with a gradual increase per the 2006-2010 and 2008-2012 ACS surveys ~~and slight decrease through 2014 (2010-2014 ACS)~~. Based on this, apartments were less impacted than single-family housing from the market

crash. More recent figures reflects an increase in rent, correlating with the increase in the housing costs (various web searches, Profile of the City of Barstow, Southern California Association of Governments (SCAG)/Nielsen Co. (2017) and Redfin.com.

- **Publicly Assisted Housing.** The City of Barstow does not have any apartments at-risk of converting to market rate for many years. Currently, Barstow only has two apartments that are specifically established for affordable, large-family households. They were approved in 2003 and 2006, with conversion dates of 2058 and 2061, respectively. All other complexes have converted in prior years. One complex (Virginia Terrace) converted in 2001, yet participates in the a County HUD Voucher program.
- **Housing Prices.** As identified above, housing prices experienced a dramatic increase in the mid-2000s due to speculation in the housing market. During this time, historically low interest rates were offered, there were lax lending practices, and overvalued land prices. The collapse of the market resulted in some cities having over 1,000 new homes sitting vacant or incomplete. Fortunately, Barstow had fewer than 100 homes constructed during that time, and they were all completed and eventually sold. The last year (2017) has seen an increase in housing costs, but Barstow still remains among the lowest cost housing in Southern California.

Since the prior housing element, the City knew that there were a few missing markets regarding housing. This included senior housing and executive housing. However, during the peak of the housing market, the primary focus of the developers was on first-time homebuyers, with some classified as “move-up” housing.

With the dissolution of the Redevelopment Agency, the City is limited on what it can achieve financially in providing assistance and incentives to build specific types of housing. However, the City is working with at least two potential developers to provide housing for active seniors, and working with other developers for industry that could help increase demand for housing through future employment growth.

Recommendation

~~Barstow's housing sales prices are lower than they have been for more than 10 years, while rent has stabilized with minor increases consistent with inflation costs~~Beginning in 2011 (lowest housing prices), the housing sales prices have gradually increased, and are currently around the prices from 2009 and 2004 (prices peaked at 2006)(MDA Data Quick, 2012 and Profile of the City of Barstow, Southern California Association of Governments (SCAG)/Nielsen Co. (2017)). ~~Should As~~ the economy is slightly improveimproving, there ~~will be~~is an increase in housing costs, potentially displacing those of lower incomes. To combat this, the City is increasing the density for apartments from 15 units to the acre, to 20 units to the acre. The City ~~will also re-~~

~~write~~has amended the zoning code to allow for smaller lot subdivisions consistent with the 2015 General Plan density increases. The City has a need for senior and executive housing, and will continue to convey this to potential developers. This is consistent with the outcome of the public input during the General Plan workshop that the City held on August 25, 2014. Recently, the City entered into an Exclusive Negotiating Agreement with a potential developer of affordable and market-rate senior housing.

5. Housing Resources

All communities face the challenge of securing financial resources to produce affordable housing, whether through intergovernmental transfer of funds, private resources, or through the philanthropic community. Unlike most cities, Barstow has an abundance of available land at lower prices. However, the City also faces the challenge of developers traveling to this location to build housing.

- **Low Land Costs.** As Barstow is not fully built-out like some cities, land is available, and at a reasonable price compared to other communities. Barstow has a wide city boundary with a low population. Additionally, some sites may not be within a reasonable distance of infrastructure, and utilities, road networks, etc. would need to be extended to the site.
- **Financing Limitations.** Financing affordable housing is an expensive proposition, usually requiring multiple private, public, and nonprofit partners. Barstow has been fortunate to have parties interested in providing affordable housing for the community, with the conversion of a run-down, ~~market-market~~ rate apartment complex. Clifford Beers in association with San Bernardino County renovated and converted this complex to an affordable housing complex. ~~by Clifford Beers in association with San Bernardino County, the development of two large family affordable apartment complexes that benefit from TCAC, and public housing provided by the Housing Authority of the County of San Bernardino.~~ In addition, two an additional TCAC funded apartment complexes are is proposed, ~~with at least one likely to be built during this housing cycle.~~
- **Need for Expanded Partnerships.** Public-private partnerships are the key to addressing the need for affordable housing, including the provision of supporting community services. Partnerships need to be cultivated to not only leverage and maximize limited financial resources, but also to provide additional administrative resources to implement housing programs. As the City is less than 50,000 in population, the City of Barstow is not directly entitled to CDBG monies through HUD. ~~as although~~ Although incorporated as a city, Barstow is considered rural. The City has joined as a participating city with San Bernardino County in order to be eligible for some CDBG funding, but it is limited in amount, and for what it can be used. Therefore, it is important to partner with other agencies.

Recommendation

As mentioned above, financing and funding is limited. As a small city, funds are not available, and, it is clear from the August 25, 2014 General Plan Workshop, that the indication is that no additional affordable housing is desired. – It is very important that private entities, such as those that utilize TCAC funds as ~~Lanternwoods~~ Lantern Woods Apartments has done (Table C-2, Appendix C) to gain additional financial mechanisms for affordable housing. The City may be able to offer incentives such as reduced prices for city-owned land or density bonuses, but is otherwise limited.

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