

Site Selection for Affordable Housing Development: An Analysis of Housing Element Suitable Sites Inventories from Orange County, California

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Executive Summary

The need for more affordable housing is a perennial issue across the United States, but especially in markets like Orange County, California, where land costs and housing demand are exceptionally high. In addition, the real value of wages in recent decades has not kept pace with inflation, making it that much more difficult for low and moderate income households to afford rent or mortgage payments. As such, a significant unmet need for affordable housing continues to persist in Orange County.

This report was conducted on behalf of Abode Communities, a non-profit affordable housing developer based in Los Angeles. The primary objective of the report was to identify a selection of viable sites within Orange County, California, that could support the development of affordable housing projects in the future.

The original data set for the report was defined as the land parcels listed in the suitable sites inventories, within the housing element of the general plan for each of the following jurisdictions: County of Orange, City of Brea, City of Costa Mesa, City of Fullerton, City of Garden Grove, City of Huntington Beach, City of Los Alamitos, City of Orange, City of Tustin, and the City of Westminster. The researcher applied various criteria to narrow the data set down to a short list of viable candidate sites.

Once a developer identifies a viable site for development, project financing becomes another major challenge in the development process. Low income housing tax credits (LIHTC) serve as one of the core financing mechanisms for affordable housing development projects. The California Tax Credit Allocation Committee reviews applications for tax credits on a competitive basis. The Committee selects awardees based on the adherence of the development project to a set of guidelines prescribed by state statute. One set of tax credit evaluation criteria relates to the presence and proximity of community amenities to the project site. These amenities include public transit, schools, supermarkets, parks, libraries, medical facilities and pharmacies.

Because so many developers rely on LIHTCs, competition for tax credits is intense. Rarely, if ever, does a project application win a tax credit award if it does not achieve the maximum possible evaluation criteria score. Therefore, ensuring the project will have the right combination of community amenities is critical to the success of an application.

A main objective of this report was to determine which potential development sites carried CTCAC amenities scores that would qualify a proposed project on the site to receive a tax credit award. The researcher conducted geospatial analysis, using the ArcGIS 9.3.1 software program as well as Google Earth, to measure the proximity of amenities to candidate sites within the data set.

After eliminating sites through the analysis process, seven candidate sites remained, each of which fulfilled the required CTCAC amenities criteria score. The researcher further evaluated the viability of these sites based on the following four factors:

- Projected ease of development on the particular site.
- Level of potential support from the redevelopment agency within whose jurisdiction the site is located.
- Potential for the greatest number of affordable units to be built on the site.
- Estimated ease with which parking requirements could be accommodated.

As part of this analysis, the researcher developed profiles for each of the redevelopment agencies (RDAs) within whose jurisdiction each of the candidate sites lay. The RDA profiles describe the capacity of each RDA to provide financing or project support to a potential affordable housing developer.

After applying each of the above criteria to the candidate sites, the report ranked the five most suitable sites, ordered from most viable to least viable. The site rankings are as follows:

- 1) **Tustin site** (West Sixth Street and El Camino Real)
- 2) **Garden Grove #2 site** (Garden Grove Boulevard and Taft Avenue)
- 3) **Brea site** (Birch Street and Orange Avenue)
- 4) **Garden Grove #1 site** (Stanford Avenue and Barcelona Court)
- 5) **Fullerton site** (Harbor Boulevard and Chapman Avenue)

The report also provides a short list of important planning activities being conducted by selected Orange County cities. These planning initiatives are likely to open up opportunities for developers to provide recommendations as to the future character of the planning areas under consideration. Developers and other interested parties will also have an opportunity to further build relationships with city and redevelopment agency staff through engagement in these planning processes. See Section 6.2, on page 66, for a complete listing and full description of these planning partnership opportunities.

1.0 Introduction

1.1 Client

Abode Communities is a non-profit housing developer based in Los Angeles, California. The organization was founded in 1968 as the Los Angeles Community Design Center. Abode Communities has been the recipient of many awards from organizations such as the California Redevelopment Agency, the Capital Management Fund (through the United States Treasury Community Development Financial Institution Fund), the Southern California Association of Non-Profit Housing, the Building Industry Association of Southern California, and the Los Angeles Business Council. A recent development project, Casa Dominguez – which is located in East Rancho Dominguez, California – was awarded a LEED platinum certification. Abode Communities currently owns 34 properties in Southern California that house over 4,000 residents.

Abode Communities develops housing for a variety of populations – families, seniors, individuals with special needs, single room occupancy (SRO). The organization is seeking to expand the geographic scope of its projects into the Orange County market. To meet the needs of the existing population, Abode Communities plans to focus on the development of multi-family housing in Orange County.

1.2 Problem Statement

The process of site selection for housing projects is one of the major challenges that any developer faces. Site selection, particularly in Orange County, CA, poses a unique set of challenges to developers seeking to build affordable housing. Some primary factors that constrain site selection opportunities in Orange County are: 1) high land costs, 2) scarcity of viable and available land parcels, and 3) minimum parking requirements. While there are still some vacant parcels available for development, the majority of Orange County land has already been developed, or has been zoned for a non-compatible use.

In addition to space constraints, gaining political support for the approval of an affordable housing development plan can be challenging. Certain communities within Orange County have historically opposed the development of affordable housing, based on the stigma associated with such development. Some communities hold the belief that affordable housing projects increase traffic flows, decrease property values, and bring crime and blight into neighborhoods. Contrary to these beliefs, projects that have been completed by Abode Communities, as well as other non-profit developers, have demonstrated that there is little difference between the appearance of affordable housing and market rate housing. Often times, new affordable projects appear to be of even better quality than the surrounding market rate housing in the neighborhood.

Despite the high quality of affordable housing that is built today, some Orange County communities continue to resist the siting of affordable housing within their boundaries.

1.3 Audience

The primary purpose of this report is to provide analysis and recommendations for the client, Abode Communities, regarding potential sites for affordable housing development within Orange County. The report can be equally beneficial to any other housing developer who intends to develop affordable housing in Orange County. Local governments, city housing agencies, and housing non-profit organizations may also wish to draw upon the assembled set of background information and analysis within the report. Considering the meager body of literature that currently exists, pertaining to the topic of site selection for affordable housing, this report will support further research by academics.

1.4 Objectives

This report aims to accomplish the following:

- 1) Identify a set of sites within Orange County that have the attributes necessary to support successful development of new affordable housing.
- 2) Develop an attribute profile for each of the selected sites. (See the Methods section for a detailed description of the contents to be included in each profile).
- 3) Provide a ranking of each of the selected sites and a rationale for the rank order.
- 4) Develop profiles of the redevelopment agencies (RDAs) within whose purview the selected sites lie. The RDA profiles will summarize the resources available to the RDAs, which may be used to support potential affordable housing projects.

Physical conditions, parcel availability, political landscapes and consequent development opportunities are constantly shifting. Although portions of this report will be a resource for the longer term, the intention of the report is to give a snapshot of development potential within Orange County, assuming a 1 to 2 year development project initiation horizon.

1.5 Statement of Significance

Orange County, California has one of the highest costs-of-living of any county in the United States. Arguably the most substantial factor contributing to the cost-of-living within the County is the exceptionally high cost of housing. The distribution of housing unit costs does not align with the distribution of income levels in Orange County, leaving a significant unmet need for low-cost and affordable housing. Because affordable housing is out of reach for many individuals who work within the County, these individuals must either find housing outside the County, and pay additional costs to commute, or live in overcrowded conditions with friends or family members. The toll that long commutes and overcrowding have on families, children and the community, negatively impacts the long-term sustainability of Orange County.

2.0 Background

2.1 Measures of Affordability

Measures of housing affordability that are applied almost universally in the United States are Area Median Income (AMI) and Fair Market Rent (FMR), as set forth by the U.S. Department of Housing and Urban Development (HUD). Each year, HUD calculates updates to these measures for U.S. metropolitan areas / counties, and states. AMI and FMR calculations begin with the measure from the previous year and apply a positive or negative change factor, based on data from the American Communities Survey and random digit dialing surveys conducted in the geographic statistical area. AMI and FMR measures are significant because they are used to establish eligibility for state and federal affordable housing programs, both for supply-side programs (affordable housing developer assistance) and demand-side programs (renter assistance).

On the demand side, the ability of a household to afford housing is calculated, based on the ratio of household income to the AMI measure. Table 1 shows the eligibility of a household to apply for affordable housing programs, based on AMI levels for Orange County, CA. On the supply side, rent levels for affordable housing units are based on percents relative to the base line AMI (i.e. 30% of AMI or 50% of AMI). In order for a development project to be eligible for federal or state program financing assistance, the rent level for certain proportions of the units within the project must fall at or below the designated AMI thresholds.

Table 1

2010 AMI Thresholds for Orange County, CA							
Area Median Income	FY 2010 Income Limit Category	1 Person	2 People	3 People	4 People	5 People	6 People
\$87,200	Low (80%) Income Limit	\$52,050	\$59,450	\$66,900	\$74,300	\$80,250	\$86,200
	Very Low (50%) Income Limit	\$32,550	\$37,200	\$41,850	\$46,450	\$50,200	\$53,900
	Extremely Low (30%) Income Limit	\$19,500	\$22,300	\$25,100	\$27,850	\$30,100	\$32,350

Source: www.huduser.org, 2010

The FMR measure sets a base line for what should be considered a typical or expected reasonable rent for the geographic statistical area. FMR is a measure of gross rent and includes the cost of any standard utilities (i.e. electricity or gas) for which the tenant is responsible. Currently, FMR is calculated as the dollar amount below which 40 percent of the standard-quality rental housing units in the geographic statistical area are rented. FMR calculations are used to determine the amount of rental assistance that is granted to households participating in the HUD Section 8 voucher program. Table 2 shows FMR levels that were set by HUD for FY 2009 through 2011.

Table 2

FMR by Unit Bedrooms for Orange County, CA					
FY	Efficiency	1 BR	2 BR	3 BR	4 BR
2009	\$1,147	\$1,296	\$1,546	\$2,188	\$2,518
2010	\$1,183	\$1,336	\$1,594	\$2,256	\$2,597
2011	\$1,175	\$1,327	\$1,584	\$2,241	\$2,580

Source: *www.huduser.org, 2010*

According to HUD, the generally accepted definition of affordability is for a household to pay no more than 30 percent of its annual income on housing.¹ Workers who earn low or minimum-wage have very little disposable income. For these workers, paying more than 30% of income toward rent often results in other necessities being cut out of the household budget. These necessities can include food, clothing, transportation and medical care.

2.2 Housing Costs in Orange County

Orange County, California has one of the highest costs-of-living of any county in the United States. According to the 2009 *Out of Reach Index*, compiled by the National Low Income Housing Coalition, Orange County ranks tenth highest in the nation, in terms of the wage that an individual must earn in order to afford a two-bedroom apartment at fair market rent (FMR) within the County.²

Like elsewhere in the United States, wage increases over the years have not kept pace with increases in the cost of living. We are not likely to see a reversal of this trend anytime soon. Occupations which are expected to produce the greatest number of new

¹ <http://www.hud.gov/offices/cpd/affordablehousing>

² www.nlihc.org/oor/oor2009

employment opportunities in Orange County in the coming years will command far lower wages than what would be necessary for the employee to afford housing in Orange County. These are occupations such as waitresses, retail salespersons, landscaper/gardeners, janitor/cleaners, laborer/material movers, and office clerks. Median wages for these occupations in the first quarter of 2010 were between \$9.52/hr for cashiers and \$14.10/hr for office clerks.³ The 2010 Orange County Community Indicators Report stated that an individual would need to earn an hourly wage of \$25.69 in order to afford a one bedroom apartment at fair market rent in Orange County.⁴

Orange County already has a severe shortage of affordable rentals and affordable entry-level homes. First, consider rental housing. According to data from the 2009 American Communities Survey, median rent for Orange County in 2009 was \$1,367; the lower rent quartile was \$1,074; the upper rent quartile was \$1,769. Out of the 389,030 renter occupied housing units in Orange County in 2009, 42% of renters paid more than 35% of their gross income in rent; 52% of renters paid 30% or more of their gross income on rent.

Next, consider homeowners in Orange County. Of those who lived in housing units with a mortgage, in 2009, 23.7% spent 50% or more of their income on monthly housing costs. The median home price in Orange County hovers around \$425,000. Consider the following example. Assume a 30 year fixed-rate mortgage, a solid 20% down payment, an excellent interest rate of 4.5%, a property tax rate of 1.25%, and no private mortgage insurance payment. Under those assumptions, the monthly mortgage payment for an individual or family would be \$2,165. Even in this financing scenario, a household earning the county median income of \$71,865 could not afford to pay for this median priced home. An affordable monthly mortgage payment, assuming 30% of the median income is affordable, would be \$1,796 per month.

Despite its reputation as a beautiful and idyllic county, there are a significant number of individuals and families in Orange County struggling to make ends meet every day. Of a total of 975,967 households in Orange County in 2009, 25,549 of them received some form of public assistance. Of the 693,180 households with children, 31,874 received food stamps at some point during 2009 and 52,072 reported incomes below the poverty line.⁵

The gap between wages and housing costs forces many workers to move out of the County in order to find affordable housing. This can result in long commutes (see table 4), which take a toll not only on family life and individual health, but also on community and civic participation. Many individuals and families have doubled or tripled up in housing units or have become homeless as a result of the affordable housing shortage. See table 3 for comparative statistics on overcrowding in Southern California.

³ Employment Development Department, State of California

⁴ Orange County 2010 Community Indicators Report, p 28.

⁵ Other statistics are taken from the 2009 American Community Survey, U.S. Bureau of the Census, website.

Table 3

Percent of Population, Out of Total Race Group Population, Living in Overcrowded Conditions > 1.01 persons per room					
County	White	White (Not Hispanic)	Black	Asian	Hispanic
Los Angeles	8.5%	2.1%	5.6%	9.1%	26.1%
Orange	5.5%	1.5%	6.5%	8.1%	29.9%
Riverside	4.7%	1.5%	4.7%	5%	16.4%
San Bernardino	6.3%	2.3%	5.5%	5.6%	16.8%
Ventura	3.5%	1.2%	6.7%	5.7%	18%

Source: American Communities Survey 2005 – 2009, U.S. Bureau of the Census

2.3 Location and Affordability

The value of housing does not lie only in the quality, size, or amenities inherent in the housing unit. The geographic location of housing is a major component of the value of a housing unit. Housing that is located in exurban areas, which are more remote from job centers and community amenities, may be less expensive when considering only rent or mortgage costs. However, when one factors in the additional costs associated with traveling longer distances to work or for discretionary trips, the realized level of affordability of the housing unit declines. In recent years, there has been a trend by academics and public agencies to consider the combined cost of housing and transportation together, when estimating the real affordability of housing for individuals and families.

In Orange County, the combined cost of transportation and housing comprises, on average, 45.5% of total household expenditures. The average combined cost of transportation and housing for Riverside and San Bernardino Counties is even higher (51%).⁶ Many of the residents of these neighboring counties are commuting into Orange County to work. Figure 1 and table 4 illustrate the flow of commuters to and from Orange County in 2008.

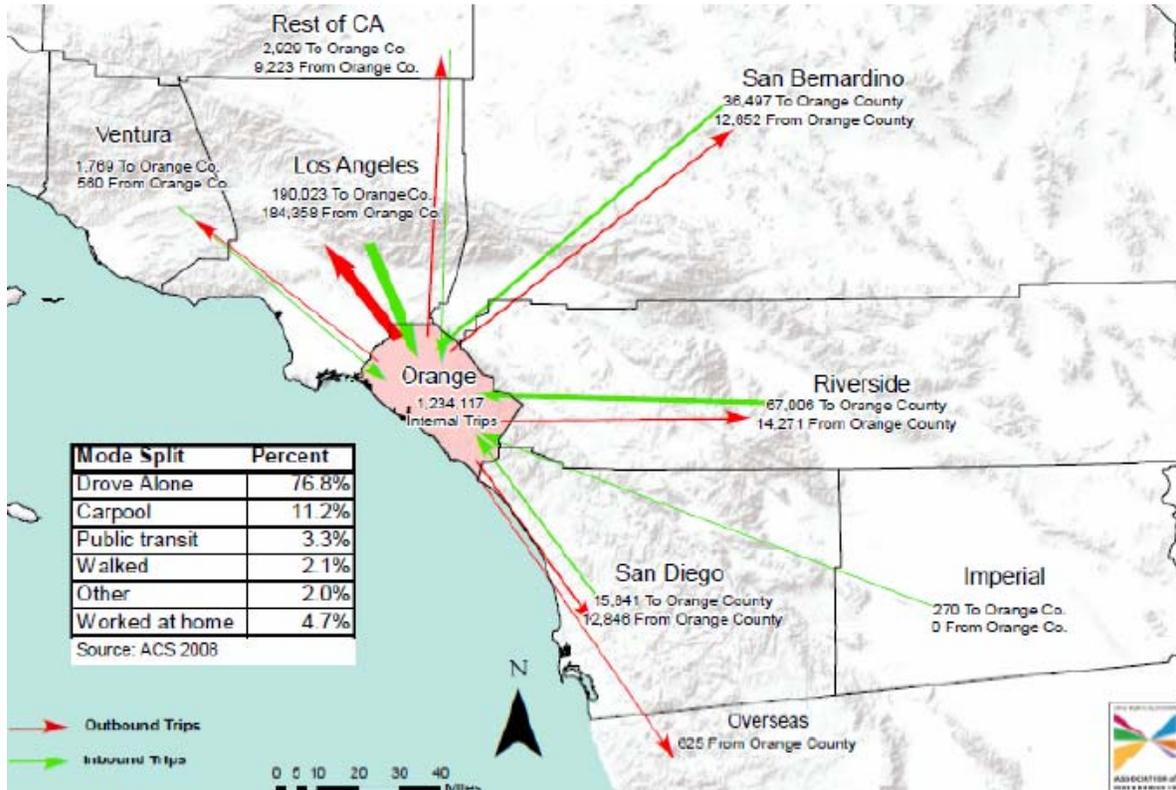
Burdensome housing and transportation costs pose not only social ramifications, but also environmental ones. Greater demand for less expensive exurban housing has resulted in higher levels of traffic congestion. The California legislature has declared greenhouse gas reduction to be an objective of the state, through AB 32 and SB 375. For individuals who work in Orange County yet reside in San Bernardino or Riverside Counties, providing more affordable housing opportunities within Orange County will contribute to the reduction of greenhouse gas emissions. Considering both of these costs – environmental and monetary – of transportation from distant residential

⁶ Carreras, 2010

locations, site selection for affordable housing must take into consideration geographic location of the site in relation to job centers, transit, and other amenities.

Figure 1

Commuter Trips to and From Orange County, CA



Source: www.scag.ca.gov

Table 4

2008 Commuter Trips to and From Orange County, CA		
County	To Orange County	From Orange County
Imperial	270	0
Los Angeles	190,023	184,358
Riverside	67,006	14,271
San Bernardino	36,497	12,652
San Diego	15,841	12,846
Ventura	1,769	580

Source: www.scag.ca.gov (referencing the American Communities Survey, 2008)

2.4 Affordable Housing Supply and Demand

In 2000, the California Department of Housing and Community Development made available a major study, authored by John Landis, which evaluated the projected housing needs of the state of California.⁷ The study stated that Orange County would add 458,000 new residents by 2010 and 726,000 by 2020. The study also stated that California as a whole would have to add 220,000 new units of affordable housing, every year for 35 years, in order to adequately meet the projected housing demand for the State.

In 2009, a study conducted by the Fisher Center for Real Estate and Urban Economics at the University of California, Berkeley, referred back to the projection made by Landis, stating:

California housing stock grew from 12.2 million in 2000 to 13.3 million in 2007, an increase of about 1.1 million homes or 9 percent. This rate of increase is below the Raising the Roof estimate of 1.9 million additional housing units needed between 2000 and 2010 (or 1.3 million by 2007, at an average rate of 190,000 units per year), but this "lag" in supply has been met by an even slower growth in demand. Since 2000, California employment has grown more slowly than expected in the projections underlying Raising the Roof. California's labor force increased by only 7.9 percent between 2000 and 2007, and total employment grew by only 4.4 percent.⁸

The idea that a significant decline in the number of job opportunities has neutralized new demand for housing was echoed in the 2010 Orange County Community Indicators report. The report stated: "due to a significant decline in employment, the long-term housing shortage that has existed in Orange County since the late 1990's has been largely alleviated."⁹ The report based this statement on the ratio of new job creation to new housing permits, which was negative. There were 9.37 job losses for every new housing permit issued in 2008.

Many organizations and agencies utilize ratios of new construction as compared to new job growth, to assess the level of housing over/under-supply. However, conclusions that are drawn without taking into consideration a measure of the total housing stock (both new and existing) as well as a measure of total housing demand (including individuals and families who may be homeless or living in overcrowded conditions) are bound to be incomplete. This researcher was unable to find any existing measures which compare total housing supply to total housing demand for either Orange County or the State of California¹⁰.

⁷ Landis, 2000

⁸ Kroll et al, 2009

⁹ Orange County 2010 Community Indicators report, p. 26

¹⁰ Regional migration, unpredicted vacancies, continual changes in economic conditions, depreciation of existing housing stock and other factors make it difficult to calculate such a figure.

A 2010 HUD working paper¹¹ identified that a “persistent theme” – in both soft and tight markets across the country – has been the price pressure on low-income households. An increase in vacancy rates has not had the effect of improving the affordability of rental units. Most additional rental units that have contributed to the housing stock have been built for the higher-priced or luxury market. From 1995 to 2005, two rental units were permanently removed from supply for every three produced. Over this same time period, the nation permanently lost 1.5 million low-cost rental units (those renting for less than \$600/month).

Looking specifically at Southern California, the Los Angeles / Long Beach / Santa Ana metropolitan statistical area (MSA) had the third lowest rental vacancy rate in the country for 2008 (see figure 2 below). In the case of such a metropolitan region, where vacancy rates are low and rents are high, renters often compensate for high rents by overcrowding.

Figure 2

Metropolitan Areas by Lowest Rental Vacancy Rate in 2008¹⁵					
Rank		2005	2006	2007	2008
1	Seattle-Bellevue-Everett, MSA	6.9	5.6	4.9	4.5
2	New York City -NJ--Long Island, MSA	5.0	5.4	5.7	5.2
3	Los Angeles-Long Beach-Santa Ana, MSA	4.4	4.0	4.7	5.3
4	San Francisco-Oakland-Freemont, MSA	8.0	6.9	6.2	5.4
5	Portland-Vancouver-Beaverton, MSA	9.7	7.1	4.8	5.5

Source: Collinson & Winter, 2010

SCAG has projected that the population of Orange County will grow by 304,235 people between 2008 and 2020, and by 452,982 people between 2008 and 2035.¹² It is incumbent upon the County, Orange County Cities, and the State to ensure the private and non-profit sectors have a regulatory environment and the incentives and support necessary to producing enough housing to accommodate this level of population growth. Both aging baby boomers, who prefer to sell their suburban homes and move into denser urban areas, as well as young adults entering the workforce, will create higher demand for inter-generational, multi-family type rental housing units. The next section of this report will review the legal structures which exist for the purpose of supporting affordable housing development within the state of California.

¹¹ Collinson, 2010

¹² SCAG Integrated Growth Forecast for 2012. <http://www.scag.ca.gov/forecast/index.htm>

2.5 Legal Supports for Housing Development

There are various legal structures which exist in the state of California to support and encourage the production of affordable housing. This report will focus on two of them: the required general plan housing element and the Regional Housing Needs Assessment allocation process.

2.5.1 State Housing Element

Since 1969, the state has required every city and county to produce a general plan which includes a housing element.¹³ The housing element must demonstrate that the jurisdiction has adequately planned for its fair share of the projected housing needs of the region. The housing element must include a land use plan and a regulatory framework that will provide adequate opportunities for the production of housing, equal to the projected housing need of the jurisdiction. Housing elements also contain a suitable sites inventory. This is a listing of vacant and/or underutilized parcels within the local jurisdiction that have been identified as either being zoned for housing development or being otherwise suitable to support the development of housing.

Each housing element must be submitted to the California Department of Housing and Urban Development (HCD) for review and approval. Historically, state law has required housing elements to be updated every five years, at a minimum. However, the passage of SB 375 has tied the housing element process to a minimum eight year review cycle, if the jurisdiction meets certain requirements. Housing elements that are more than 120 days late must revert to a five year plan cycle, instead of the eight year plan cycle that has been designated by SB 375.

The main weakness inherent in the housing element law is that there are few sanctions which can be imposed on jurisdictions that do not comply with the law. The California Senate attempted to pass a bill (SB 910) in 2001, which would have imposed punitive measures on non-compliant jurisdictions. The punitive measures included imposition of fees, making the jurisdiction ineligible for certain allocations of state transportation funding, and encouraging the courts to find housing elements invalid for non-compliant jurisdictions. However, the bill never passed in the Assembly.¹⁴ Instead, HCD offers what it calls “incentives” to jurisdictions that do comply with the law. These incentives include using housing element compliance as a competitive factor when a jurisdiction applies for affordable housing funding from the state.¹⁵ Unfortunately, when the incentive is a greater likelihood of support for affordable housing programs, jurisdictions which are opposed to the construction of affordable housing within their boundaries are not likely to be motivated to bring their housing elements into compliance.

¹³ California Government code, § 65580 – 65590

¹⁴ Lewis, 2003

¹⁵ http://www.hcd.ca.gov/hpd/hrc/plan/he/loan_grant_hecompl011708.pdf

Table 5

Compliance Status of City Housing Elements in Orange County, CA As of March 2, 2011	
Due or In Review	Irvine, Laguna Niguel, Newport Beach, Orange County, Seal Beach
Out of Compliance	Aliso Viejo, La Habra, Laguna Beach, San Clemente, Villa Park, Yorba Linda

Source: www.hcd.ca.gov

2.5.2 Regional Housing Needs Assessment (RHNA) Process

The other legal mechanism that exists to support housing production is the Regional Housing Needs Assessment and allocation process. Each regional governing body within the state of California is responsible for calculating the projected housing needs of the region, within a defined planning period (5 – 8 years). Based on these projections, the regional governing body allocates a proportion of the projected housing units to each city or county within the region. Cities and counties are expected to create housing and zoning plans that will provide an adequate opportunity for developers to construct the allocated amount of housing units during the planning period. RHNA allocations are divided into four income categories:

- Very-low income (VL): 31 - 50% of the County median income.
- Low income (L): 51 - 80% of the County median income.
- Moderate income (M): 81 - 120% of the County median income.
- Above-moderate income (AM): more than 120% of the County median income.

In the case of Southern California, the regional governing body responsible for RHNA allocations is the Southern California Association of Governments (SCAG). The current RHNA allocation period is Jan 1, 2006 – Jun 30, 2014. According to the most recent methodology statement approved by SCAG in 2007, the RHNA allocations are based on past growth trends, market demand, volume of building permits, vacancy rates etc. from the Integrated Growth Forecast. The allocations are also based on an assumption that population growth rates within cities will remain in a constant ratio to the growth of the overall regional population. Stated another way, the projections do not take into account the potential for in- or out-migration of residents between Orange County cities.

SCAG relies, to a large extent on the cities themselves to provide their own RHNA projection figures. Although SCAG has the authority to modify those figures, often times the figures provided by the cities become the official SCAG allocation for that city. This can leave a gap in the allocations between cities that are already favorable to affordable housing versus those cities that do not want to accommodate the development of affordable housing. SCAG offers incentives for cities that may voluntarily accept an

allocation of affordable housing units that is higher than the city's initial RHNA allocation. This incentive approach also serves to further concentrate affordable housing allocation in cities that are already friendly to the citing of affordable housing.

To use the extremes as an example, the current RHNA allocation for the city of Laguna Hills is only eight total units, whereas the allocation for the city of Irvine is 35,660 units. While these two cities do differ markedly in economic capacity, topography, demographics, and total acreage, the disparity in the size of the housing allocations is arguably wider than the difference in the magnitude of these other features of the cities. This disparity would suggest that there are inconsistencies in the RHNA allocation process. After completing the most recent allocation process in 2008, a SCAG publication stated that its leadership "found the process to be cumbersome, expensive, politically difficult and of questionable value."¹⁶

2.6 Why is There a Lack of Affordable Housing in Orange County?

Market factors, existing regulations, and the politics all contribute to an environment which makes it difficult to produce affordable housing in Orange County. From an economic perspective, there is a high demand for property in Southern California. Vacant land within urbanized areas is scarce, making land expensive.

The regulatory environment in California makes it one of the most difficult states in which to develop housing. The entitlement and development approval process can be lengthy, complicated and expensive. Most jurisdictions within Orange County impose parking minimums for construction projects, including multi-family housing. Provision of parking can be one of the most expensive amenities that a developer may provide, especially in dense urban settings where underground parking might be required in order to meet parking minimums.

Since the passage of Proposition 13 in 1978, California cities have been limited in the extent to which they can tax home owners to pay for infrastructure and other improvements. As a result, many cities have engaged in what is referred to as the "fiscalization of land use"¹⁷ in order to generate the revenues necessary to pay for basic public services. Planning commissions and city councils have an economic incentive to support and approve development plans for land uses that will generate local tax revenue (malls, car dealerships, or hotels) rather than to support plans for housing development.

In many cities within Orange County, affordable housing remains unpopular with residents. There is a great deal of political pressure on planning commissioners and city council members to keep affordable housing out of certain cities.

¹⁶ http://www.scag.ca.gov/housing/pdfs/rhna/RHNA_ReformRecommendations_043009Final.pdf

¹⁷ Fulton and Shigley, 2001

Lastly, it is always a challenge for affordable housing developers to assemble and coordinate layers of funding from multiple sources. At the state level, there has been no dedicated source of funding for affordable housing programs. Funding levels fluctuate from year to year, depending on the approval bonds or other funding measures by the legislature.

2.7 Financing for Affordable Housing: LIHTC and CTCAC

Low-Income Housing Tax Credits (LIHTCs) form the core of the financing package for nearly all affordable housing development projects, both in California and around the country. Without this funding source, few affordable housing projects could be built. Allocation of the tax credits is managed by the California Tax Credit Allocation Committee (CTCAC). Developers must submit detailed and lengthy project proposals to the Committee to be reviewed against a list of established criteria, which measure the strength and worthiness of the project.

California Code of Regulations, title 4, div. 17, ch. 1, § 10300 – 10337 (2010) outlines the criteria that CTCAC uses to evaluate tax credit project applications. The committee uses a point scoring system to rate the adherence of a project to many sets of required criteria. One of these criteria sets (§ 10325) awards points if the proposed development site is within a reasonable walking distance of certain community amenities.

Because so many developers rely on LIHTCs, competition for tax credits is intense. Rarely, if ever, does a project application win a tax credit award if it does not achieve the maximum possible evaluation score. Therefore, ensuring the project will have the right combination of community amenities is critical to the success of an application. Considerations like building materials, architectural design or resident programs and services can be controlled for once a site is selected. But community amenities must be evaluated during the site selection process. Therefore, this report analysis focused primarily on evaluating potential development sites based on the fit of those sites with the CTCAC amenities criteria.

3.0 Methods

Because of the many challenges facing affordable housing development, which have already been mentioned, an analysis of land parcels within Orange County was conducted to identify potential sites for affordable housing development. The core of the analysis was an evaluation of potential parcels based on the fit of such parcels with CTCAC community amenities criteria. The following section describes the methods that were used to perform the analysis.

3.1 Scope of the Data Set

The data set for this analysis was a sub-set of land parcels within Orange County, California. It was beyond the scope of this report to consider every single parcel within the boundaries of Orange County. The researcher limited the initial data set to only those parcels which were identified in the suitable sites inventories of the most recently approved housing elements for the 34 cities within Orange County as well as the unincorporated areas within the County of Orange.

In analyzing the development potential of a site, the factors of political support and financial feasibility are as important to consider as the physical characteristics of a parcel. Therefore, the researcher further narrowed the data set by limiting the number of cities within which parcels would be considered. The selection of cities was based on a qualitative assessment of three factors:

- The level of political and community support for affordable housing within the city
- The magnitude of the most recent RHNA allocation to the city
- The resources, currently available through the associated redevelopment agency, to support affordable housing development within the city

The client and the researcher together generated a primary list of cities which would define the extent of the parcel data set. In the event that no suitable parcels could be identified within the primary list of cities, the client and the researcher together generated a secondary list of cities to consider. Both lists of cities, as well as the most recent RHNA allocation for each city, are included in table 6 below. Table 7 illustrates how far removed even the selected cities are from fulfilling their most recent RHNA allocations.

Table 6

**Regional Housing Needs Assessment Allocation for Selected Cities,
Planning Period January 2006 – June 2014**

Primary List	Number of households at listed income level:			Total (VL, L, M)
	Very Low	Low	Moderate	
County of Orange (Unincorporated Areas)	1,777	1,445	1,597	4,819
Tustin	512	410	468	1,390
Brea	441	356	404	1,201
Fullerton	398	329	376	1,103
Costa Mesa	353	289	330	972

Secondary List

City of Orange	1,086	887	1,004	2,977
Huntington Beach	454	369	414	1,237
Garden Grove	116	96	110	322
Westminster	30	25	29	84
Los Alamitos	9	7	8	24

Source: www.scag.ca.gov

3.1.1 Cities Excluded from the Analysis

There are a few cities which were intentionally excluded from the analysis. Anaheim was left out of the analysis because the client already had a good understanding of the approach that city takes to working with affordable housing developers. Although Santa Ana has a political climate that is supportive of affordable housing, this city was also left out of the analysis because of the high concentration of affordable housing that already exists in the city, relative to other cities within Orange County. Irvine, which has the largest RHNA allocation of the 34 Orange County cities, was also left out of the analysis. It was determined that the Irvine Redevelopment Agency would not be in a financial position to offer substantial support to the client for affordable housing projects within the project initiation horizon (1 to 2 years). The Lennar Great Park Neighborhoods project¹⁸ (now managed by Five Point Communities) had been stalled for a few years, due to the economic downturn. The delay of this project consequently eliminated any tax increment that could have otherwise been flowing into the Irvine Redevelopment Agency fund from the sale of homes within the development.

¹⁸ See the References section for a list of articles pertaining to the Lennar Great Park Neighborhoods project and the Irvine Redevelopment Agency.

Table 7

RHNA Fulfillment Update for Selected Orange County Cities								
Very Low*								
Low								
Moderate								
City	AU	RU	AU	RU	AU	RU	% of (VL+L+M) Remaining	Figures current as of:
County of Orange (Unincorp. Areas)	1,777	1,777	1,445	1,445	1,597	1,546	98.9%	Jul. 2007
Fullerton	398	390	329	305	376	336	93.5%	Jan. 2011
Huntington Beach	454	409	369	334	414	397	92.2%	Dec. 2009
Brea	441	432	356	283	404	368	90.2%	Dec. 2009
Los Alamitos	9	5	7	7	8	8	83.3%	Feb. 2009
City of Orange	1,086	1,041	887	791	1,004	539	79.6%	Feb. 2011
Westminster	30	Fulfilled	25	25	29	29	64.3%	Feb. 2011
Costa Mesa	353	337	289	275	330	Fulfilled	63.0%	Dec. 2010
Garden Grove	116	45	96	60	110	67	53.4%	Dec. 2009
Tustin	512	363	410	127	468	191	49.0%	Dec. 2010

Source: city staff, city progress reports and city housing elements

AU = Allocated units

RU = Remaining units from original allocation yet to be fulfilled

AU - RU = both built and permitted units

*Includes "Extremely Low" numbers within the calculation for "Low"

The report did not consider any of the parcels that had been identified in the suitable sites inventory within the City of Los Alamitos housing element. All the parcels contained in the suitable sites inventory were zoned for 20 units/acre density or less, small (each accommodating roughly 3 units of potential development), and scattered. Almost none of the parcels were adjacent to one another to facilitate parcel consolidation for larger-scale development.

The report also did not consider the parcels that had been identified in the City of Westminster housing element. The suitable sites inventory within the element listed four vacant parcels (see table 8 below), none of which had a desirable ratio of acreage to density. The site inventory listed only one underutilized site of 1.18 acres, which carried with it a maximum unit potential of only 38 units. In addition, Westminster community development agency staff stated that the current strategy of the agency would be to direct the roughly \$25 million in available redevelopment agency funds for home rehabilitation programs rather than new construction projects.

Table 8

**DEVELOPMENT POTENTIAL OF VACANT RESIDENTIAL SITES
CITY OF WESTMINSTER**

Site	Net AC	Existing Zoning	Proposed Zoning	Proposed Density	VL	L	M	AM	Total
V1 ¹	4.9	R3	R3 and C1, respectively (no maximum density in any zone for senior housing)	16.3 DU/AC	0	25	50	85	160
	3.2	R3							
	0.5	R3							
	0.8	C1							
	0.4	C1							
SUBTOTAL	9.8	R3 and C1							
V2	0.1	R5	R5 (19–24 DU/AC)	20.0 DU/AC	0	0	0	2	2
V3 ²	9.2	R1	R1 (0–7 DU/AC)	3.9 DU/AC	0	0	0	36	36
TOTAL	19.1	--	--		0	25	50	123	198

1: Site V1 consists of four adjacent vacant parcels under the same ownership. A 160-unit senior housing project including 25 restricted low income units has been proposed. Senior housing is conditionally permitted in all zones of the City. Proposed density is based on the proposed project's site plan.

2: The development potential of site V3 is calculated at a density comparable to existing development on similar sites: 4 units per acre.

Source: *City of Westminster Housing Element, 2006 - 2014*

3.1.2 Data Set Consolidation

The researcher extracted parcel lists from the suitable sites inventories within the housing elements of the following jurisdictions: County of Orange, City of Brea, City of Costa Mesa, City of Fullerton, City of Garden Grove, City of Huntington Beach, City of Orange, City of Tustin. All the housing elements were available online, in PDF format. The housing element suitable sites inventory lists contained the assessor parcel number (APN), as well as other useful attributes of the parcels such as zoning information and parcel acreage.

Because the housing element documents are lengthy, the researcher used the Adobe Acrobat Professional software program to extract only those pages that related to the suitable sites inventory. The researcher then used Nitro PDF Professional 6.2 conversion software to convert the extracted PDF documents into MS Excel spreadsheet format. Once the data tables were consolidated and organized in Excel this document formed the primary data set, which will be referred to as the master list.

Adjacent parcels that had the potential to be assembled into a larger consolidated site plan were assigned a group identifier and thereafter treated as a consolidated site rather than an individual parcel, for the purposes of the analysis. For this reason, the report will hereafter refer to units in the data set as “sites” rather than “parcels.”

3.2 Total Housing Unit Potential Criteria

The first criteria that was applied to the master list was the total housing unit potential that could be achieved on each site. The measure of housing unit potential was based on the allowable density that the site had been zoned for, in conjunction with the total acreage of the site. In order for a housing project to be both financially feasible and have the desired impact on affordable housing need in the targeted neighborhood, a project must be of a reasonable size and have a minimum number of units. For this analysis, the researcher set a minimum project size threshold of 50 housing units. Sites that could not accommodate a project of 50 or more units were removed from the master list.

3.3 Community Amenities Evaluation Criteria

The next step of the analysis was to determine which sites in the master list were situated within the required proximity to a variety of community amenities. Table 9, below provides a summary of the community amenities criteria from the CTCAC regulations. The maximum number of allowable points for the amenities section is 15 (even though the point totals for the sub-categories can total up to an amount greater than 15 points). Only one type of point award is available per sub-category.

Table 9

CTCAC Amenities Criteria and Available Points

Sub-category	Amenity	Minimum distance from site to amenity:	Points
1)	Transit, rail, commuter rail, or bus station; or public bus stop; service at least every 30 min. from 7-9am and 4-6pm. Project density \geq 25 units/acre.	1/4 mile	7
	Transit, rail, commuter rail, or bus station; or public bus stop; service at least every 30 min. from 7-9 am and 4-6 pm.	1/4 mile	6
	Public bus stop with service at least every 30 min. from 7-9am and 4-6pm.	1/3 mile	5
	Public bus stop, or rapid transit system stop.	500 feet	4
	Public bus stop, or rapid transit system stop.	1,500 feet	3
2)	Public park or community center.	1/4 mile	3
	Public park or community center.	1/2 mile	2
3)	Public library	1/4 mile	3
	Public library	1/2 mile	2
4)	Full scale supermarket, with fresh produce and meat, min. 25,000 interior sq.ft.	1/4 mile	5
	Full scale supermarket, with fresh produce and meat, min. 25,000 interior sq.ft.	1/2 mile	4
	Full scale supermarket, with fresh produce and meat, min. 25,000 interior sq.ft.	1.5 miles	3
	Weekly certified farmers market	1/4 mile	2
	Weekly certified farmers market	1/2 mile	1
5)	Public elementary, middle, or high school	1/4 mile	3
	Public elementary, middle, or high school	1/2 mile	2
6)	Medical clinic or hospital	1/2 mile	3
	Medical clinic or hospital	1 mile	2
7)	Pharmacy	1/4 mile	2
	Pharmacy	1/2 mile	1
8)	High speed internet service (available within 6 months of project placed-in-service date)	--	2

Source: California Code of Regulations, title 4, div. 17, ch 1, § 10325; adopted Feb 2, 2011

If businesses adjacent to the proposed site were found to have Time Warner or other cable service available, it was assumed that internet service would also be available at the proposed site.

3.3.1 ArcGIS Analysis of Community Amenities

Analysis of community amenities proximity was conducted using the ArcGIS 9.3.1 software program. Layers of shapefile data were input into a GIS map and then analyzed. The core map layer was a polygon shapefile that included every land parcel within Orange County. This layer will be referred to as the “base layer.” The base layer included the APN as well as land use designations for each parcel, according to the version of each city general plan that was in existence in 2008. The master list spreadsheet was imported into the GIS map and linked to the base layer, using the APN to join the data table to the base layer.

Additional map layers, containing community amenities data, were then added to the GIS map. The data layer for hospitals, for example, was a point shapefile with a point representing each major hospital in Orange County. A line shapefile was added to the map, which contained all the roads and highways in Orange County. The origin of each of the amenities data layer files can be found in table 10 below.

No GIS layer was created for clinics. In cases where the GIS analysis did not identify a hospital within the required proximity, the researcher browsed Google Maps to determine if there were any clinics located within the required proximity to the potential affordable housing site. In some cases, the researcher telephoned the clinic to verify its location.

The proximity of a community amenity to any given site in the master list was analyzed using GIS buffer zone and intersect functions in various combinations. Figure 3 has been included to illustrate the basic concept of the GIS buffer zones. Only three amenity layers are shown (hospitals, bus stops and parks) in this illustration, for the sake of visual simplicity. In the GIS analysis map, all amenity layers were overlapped at one time. In the figure, blue squares represent the points where hospitals are located. The semi-transparent blue buffer zone represents a one mile radius extending from the data point representing the location of the hospital.

Rather than visually gauging which buffer zones intersect with any given parcel, there is an intersect function available in the GIS software that performs this analysis. Only sites where enough amenities intersected to produce the maximum CTCAC score were left on the master list for further analysis.

Table 10

Source of the GIS Data Files Utilized in the Amenities Analysis

Data Layer	Origin	Year Associated with the Data Layer File
Land parcels	Southern California Association of Governments	2008
Bus stops	Orange County Transit Authority	2010
City & county outlines	UCI Social Ecology shared GIS files (I: drive)	2006
Streets and highways	UCI Social Ecology shared GIS files (I: drive)	2006
Schools	UCI Social Ecology shared GIS files (I: drive)	2006
Parks	UCI Social Ecology shared GIS files (I: drive)	2006
Hospitals	UCI Social Ecology shared GIS files (I: drive)	2006
Pharmacies	The researcher collected addresses from the web-pages of major pharmacy chains such as Walgreens and Rite-Aid as well as pharmacies located within larger grocery stores (i.e. Albertsons) or big box retailers (i.e. Target or Costco). The researcher then geo-coded addresses to create a point shapefile layer.	January, 2011
Supermarkets	1) The researcher collected addresses from the web pages of major supermarket chains and then geo-coded them in GIS to create a point shapefile layer. 2) Addresses of supermarkets within Orange County are available through a Food Facilities Environmental Health Report, on the Orange County Environmental Health Division website. The report was available in MS Excel format and contained latitude and longitude measures. The researcher used GIS to convert latitude and longitude measures into GIS X and Y coordinates to create a second point shapefile layer.	1) January, 2011 2) February, 2011

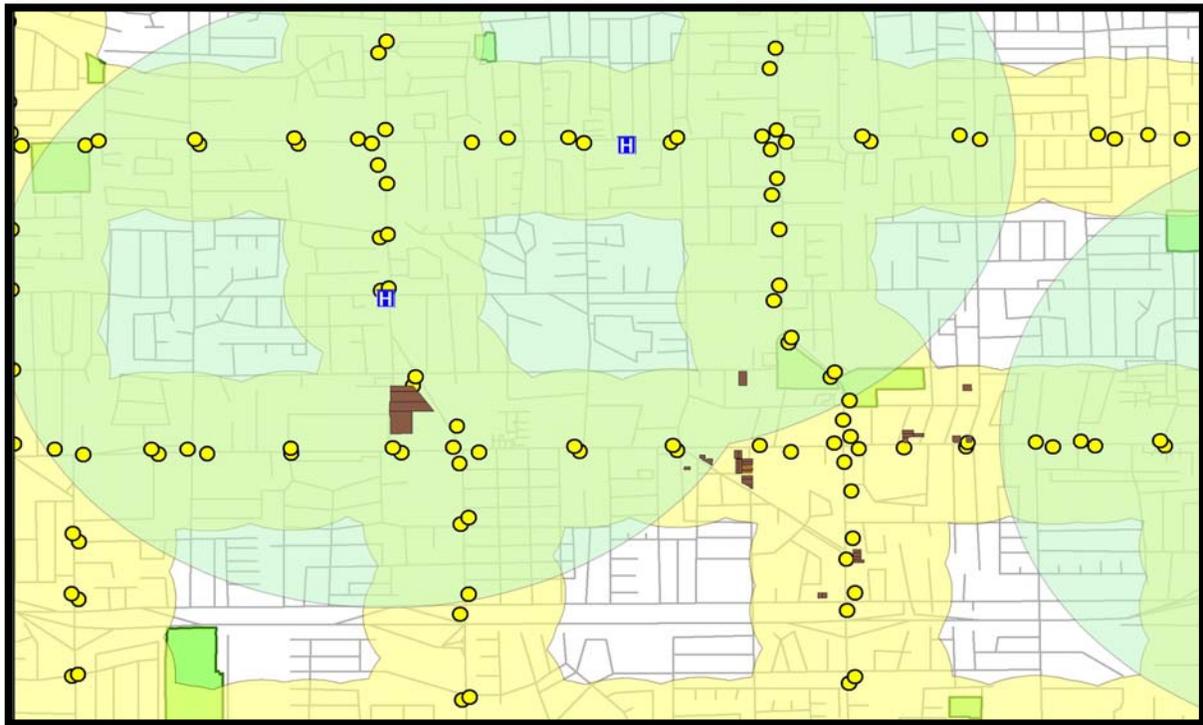
CTCAC distance criteria is based on a reasonable walking path that a person might take from the housing project to the destination. Walls, fences, highways or other barriers to pedestrians must be taken into account when measuring the distance from the housing project to the amenity. The GIS buffer analysis is not sensitive to these types of physical barriers. In addition, amenities were represented as points in the GIS layers. In reality a hospital, for example, may take up an entire city block. Therefore, the results of the buffer analysis provided a general-level indication of which sites lie within the required proximity to amenities. The researcher performed manual spot checks on parcels that did not meet the minimum amenities threshold, but that would have otherwise been desirable parcels for development, based on acreage.

For the sub-set of sites that reached the maximum amenities point threshold, based on the buffer analysis, distances to amenities were then measured manually. The researcher utilized the ruler tool within Google Earth to measure distances in either feet or miles, as appropriate to the CTCAC criteria. All distances were measured from the closest corner of the housing site to the entrance (or closest corner, in the case of a park) of the amenity, as this is the method of measurement approved by CTCAC.

Any parcels which, after manual measurement, achieved a CTCAC score of less than 15 were removed from the master list.

Figure 3

ArcGIS Buffer Analysis Illustration



Legend

- | | |
|---|---|
|  Hospitals |  Potential Sites |
|  BusStops |  Hospital Buffer (1 mile radius) |
|  Parks |  Bus Stop Buffer (0.25 mile radius) |

3.4 Final Evaluation Criteria to Produce Site Rankings

The GIS analysis of community amenities proximity resulted in a set of seven sites. These seven sites were located within the five cities of Brea, Fullerton, Garden Grove, Huntington Beach, Tustin and the unincorporated area of Rossmoor. A site profile was created for each of the sites within this set. These seven sites were then evaluated to produce the final site rankings and recommendations. The final evaluation was based on the following criteria:

- Potential ease of site acquisition, based on site ownership and parcel value
- Presence or absence of environmental hazards
- Potential for project-dedicated resources from the city and/or redevelopment agency

3.4.1 Site Profile Contents Summary

The site profiles are included in section 5.0 of this report. Each site profile includes the following elements:

Location – a brief description including cross streets

A Site Map – these images have been accessed through Google Maps

Parcel Number – assessor parcel number. This number is listed within the city housing elements site inventories, was included in the GIS base layer provided by SCAG, and was used to look up tax information in the Orange County Tax Assessor database.

Size of Site – total combined acreage of all parcels that make up the proposed site.

Zoned Density – maximum unit per acre density that is allowable, according to the most recent city general plan. This measure was taken from the most recent approved housing element for each city. *This figure does not take into account additional unit density that could be gained through the statewide affordable housing density bonus.*

Maximum Potential Housing Units – greatest number of housing units that could be constructed on the site, given the zoned density and developable acreage. This measure was taken from the most recent approved housing element for each city, as calculated by the consultant or agency who generated the housing element. *This figure does not take into account additional unit density that could be gained through the statewide affordable housing density bonus.*

Current Zoning Classification – this classification was taken from either the most currently approved city zoning map or, in the case of cities that do not provide an online version of the current city zoning map, the most recently approved housing element for the city.

Current Site Use – derived from building uses that are listed on Google Maps. Google Maps vary in age, and may be at least three years old in some cases. For this reason the researcher phoned some businesses or spoke with city staff to confirm current existing site uses.

Surrounding Land Uses / Planning Context – Surrounding land uses were derived from site visits by the researcher and/or building uses that are listed on Google Maps. Google Maps vary in age, and may be at least three years old in some cases. For this reason the researcher phoned some businesses or spoke with city staff to confirm the presence of selected surrounding land uses. Planning related comments were developed based on city planning documents and conversations with city planning staff.

Site Amenities Table – these tables provide a summary of the GIS analysis that was performed. See the GIS analysis portion of the Methods section of this report for further information on the derivation of these results.

Ownership and Land Value Table – see the following section 3.4.2.

Environmental Assessment – see section 3.4.3 for an explanation of the sources consulted.

Site Challenges

3.4.2 Ease of Site Acquisition – Ownership and Assessed Value

One of the most substantial forms of assistance that a city or redevelopment agency can offer a housing developer is a land transfer or long-term land lease at a below-market rate. In order for projects to break even or generate surplus revenue, often times the land must be obtained at no cost to the developer. Sites that are owned by the city, redevelopment agency, or a philanthropic organization (such as a church) tend to be more promising sites. In some cases, a site may be privately owned, but the value of the site may be low enough to make it feasible to acquire. Therefore, knowing the value of the site and who the owner is, gives the developer an idea of whether the site is worth pursuing for acquisition or not. To determine parcel ownership and assessed land value, the researcher reviewed tax records at the Orange County Assessor Department Public Service Center (625 N. Ross Street, Civic Center Plaza, Building 11, Room 142, Santa Ana, CA 92701).

3.4.3 Environmental Assessment

In order to identify the presence of environmental hazards, soil or water contamination, the researcher consulted two online databases. One was the EnviroStor database, available through the Department of Toxic Substances Control. The other was the GeoTracker database, available through the State Water Resources Control Board. If no environmental hazards were reported to be present on or near the site, the site profile contains the comment “there are no reported incidents of either soil or water contamination at this site.” If environmental hazards were reported to be present either within the boundary of the site or in the immediate vicinity of the site, more details about the nature of the hazard was provided in the site profile.

3.4.4 Likelihood of City and Redevelopment Agency Support

Pulling together financing packages for affordable housing requires a great deal of coordination and multiple layers of funding and financing. A key component of financial support for affordable housing projects comes from redevelopment agencies (RDAs). This support can take the form of land transfers, long-term ground leases, grants, and/or low-interest loans.

Because competition for housing projects is intense, the relationship that a developer can build and maintain with a city and the related RDA is critical. Understanding best practices for the way in which cities and redevelopment agencies work is an important part of building this relationship. Development opportunity windows open and close very quickly and the development landscape is constantly changing. Therefore, it is also important to stay current with planning/development trends and activities that are taking place in the city.

Given the importance of these types of information, the researcher assembled individual profiles for each of the six jurisdictions in which potential sites for affordable housing development were identified. Those jurisdictions were: Brea, Fullerton, Garden Grove, Huntington Beach, Tustin and the County of Orange (for the unincorporated area of Rossmoor). The researcher reviewed the applicable city housing department and redevelopment agency websites, local news articles and planning meeting minutes. The researcher also conducted multiple discussions with housing department, economic development department, and redevelopment agency staff via phone and e-mail.

4.0 Individual City / County Profiles

4.1 County of Orange

Financial Assistance Potential / Cash Flows

From the tax increment that is generated in the redevelopment areas, 20% is passed through and dedicated for housing. The Orange County Redevelopment Agency currently takes in approximately \$6 million per year from this 20% pass-through. After deducting for current housing program obligations, The RDA will have approximately \$4 million left over, on an annual basis, to support new housing development.

The Orange County RDA benefits from a current tax-increment surplus. The combined Neighborhood Development and Preservation Project area and Santa Ana Heights Project area Debt Service Fund took in a total tax increment of \$31.5 million in FY 2009/10. The fund expended \$25.6 million during the year and carried a year-end fund balance of \$62 million. The RDA is working to approve projects that will draw down the existing surplus.

There are eight housing projects that are currently passing through the County approval and underwriting process. Until these eight projects have been approved, it is unlikely the RDA will issue any new NOFAs. Alternately stated, it is unlikely the RDA will issue any new NOFAs in 2011. Looking into 2012 and beyond, the amount of funding available for future projects will depend upon whether or not the financing packages for the eight current projects will be able to include 9% or 4% tax credits. If some or all of the projects qualify for 9% tax credits, the RDA will have a greater amount of funding to dedicate to future projects.

Bonds

Because of the current tax increment surplus, the Agency does not expect to issue bonds anytime soon.

Potential for Land Grants

The Orange County RDA holds a minimal amount of land. According to its Annual Report, the value of its land holdings is \$210,830. The Agency is not actively engaged in any land acquisition for housing projects. Even if the Redevelopment Agency saw a need for such action, the County Board of Supervisors would need to direct such action to take place. To illustrate the extent of its land grant activities – the Agency recently transferred a half acre parcel, in Northeastern Orange County, to a developer that is constructing an 18 unit project.

Housing-Type Priority

Currently the RDA is focused on supporting special needs housing. The Agency has received \$30 million worth of Mental Health Services Act (Prop 63) funding from the state and is focused on drawing down these funds. From a planning standpoint, it is not desirable to concentrate special needs units into single developments. Consequently, the MHSAs funding will take longer to draw down as a few special needs units are added within various developments across Orange County.

Best Practices

At such time as the RDA does release a NOFA, the Agency gives scoring preference to plans which meet County-specific project criteria including housing opportunities overlay zone regulations. Like other local redevelopment agencies, the Orange County Redevelopment Agency is open to considering project ideas from any developer. John Viafora, Manager, Housing and Redevelopment Division for the County of Orange, is the recommended first point of contact.

E-mail: johnviafora@occr.ocgov.com and phone: **714-480-2820**.

4.2 City of Brea

Financial Assistance Potential / Cash Flows

The Brea Redevelopment Agency has been planning for some time to update its cash flow projections. Staff has not had the resources in recent months to dedicate to this effort. Due to Governor Brown's budget proposal – in January, 2011 – to eliminate the redevelopment agencies, the Brea Redevelopment Agency has been dedicating a greater proportion of its efforts to the handling of that political situation. The Brea RDA is currently focused on dedicating cash flows to make existing bond payments. The Agency does enjoy a modest cash flow, between \$200,000 and \$1.5 million annually, which it dedicates to the development of new housing.

Bonds

The Agency has initiated an application to issue a set of bonds, which would generate roughly \$7 million in new funds for housing projects. California municipal bond ratings have not been very favorable in recent years. Additionally, the threat to the redevelopment agencies may jeopardize this current bond issue. However, contrary to these trends, Moody's recently upgraded California's debt rating by three levels to A1, while Fitch raised the debt rating by two levels to A-minus¹⁹. If the bonding process

¹⁹ O'Brien 2011, February

ends up being completed successfully, funds from the issue will be available to the RDA around July or August, 2011.

Potential for Land Grants

The Agency has purchased and rehabilitated four, 4-plex properties, located on Acacia Street east of Brea Boulevard. The Agency is looking to sell the properties to a non-profit organization that is able to manage the properties. Such a sale would generate additional funds for future housing projects. The Agency owns a small number of additional parcels on Brea Boulevard.

As a practice, the city does not exercise eminent domain. New parcels that may be needed in order to complete a site consolidation plan would have to be acquired through independent negotiations with the parcel owner(s). The city commends developers who may have relationships with local property owners and are able to negotiate these types of arrangements on their own.

Housing-Type Priority

The housing types of highest priority for the Brea RDA to support are very-low income units, and three- to four-bedroom family units. As a secondary priority, the RDA will also consider proposals for senior housing, to fulfill the need for very-low income units. The city is focused on mixed-use development. Row housing, small apartment buildings (4-plex type), or units above commercial/retail are the most desirable types of housing for the city. The Brea City Council is not generally supportive of high-rise type construction. However, approval of a proposal will be dependent upon the innovative details contained within the development plan.

Best Practices

Like other local Agencies the Brea RDA is open to considering project proposals on a rolling basis from any developer. The city's selection of developers for its own RFPs is based on the quality of the developer's past project history and the developer's reliability. Kathie DeRobbio, Economic Development Manager for the City of Brea is the recommended first point of contact for inquiries about potential development projects.

E-mail: kathied@cityofbrea.net and phone: **714-671-4403**.

4.3 City of Fullerton

Financial Assistance Potential / Cash Flows

The Fullerton Redevelopment Agency Debt Service Fund took in \$19 million in tax increment during FY 2009/10. As of June 30, 2010 the RDA Housing Fund balance sat at \$7.8 million. The RDA has projected that it will have housing-dedicated tax-increment income of \$4 million annually through 2014. Below is a table illustrating general expenditure projections for the Agency through 2014. In addition, the City of Fullerton Low and Moderate Income Special Revenue Fund had a June 30, 2010 balance of \$25 million.

Table 11

5-year Spending Projections for the Fullerton Redevelopment Agency

Funding Year	Capital Improvement Projects ¹	Administration and Overhead	Debt Service & Obligations	Affordable Housing	Total
2009-2010	\$ 28,682,966	\$ 4,814,330	\$ 9,257,462	\$ 3,823,260	\$ 46,578,018
2010-2011	\$ 24,851,612	\$ 4,840,610	\$ 9,427,572	\$ 3,895,342	\$ 43,015,136
2011-2012	\$ 19,646,586	\$ 4,985,830	\$ 9,537,964	\$ 3,968,549	\$ 38,138,929
2012-2013	\$ 3,320,000	\$ 5,135,400	\$ 9,665,470	\$ 4,043,220	\$ 22,164,090
2013-2014	\$ 3,520,000	\$ 5,289,470	\$ 9,833,751	\$ 4,119,384	\$ 22,762,605
TOTAL	\$ 80,021,164	\$ 25,065,640	\$ 47,722,219	\$ 19,849,755	\$ 172,658,778

¹ - Capital Improvement Projects include: Public Facilities, Public Improvements, Development & Participation Agreements and Rehabilitation Programs

Source: Fullerton RDA Five-Year Implementation Plan

Bonds

The Fullerton RDA issued \$29 million worth of bonds in October 2010. From that issue, approximately \$18 million will be available for housing projects. Based on these resources, the city issued a NOFA (its first since 2007) in mid-January 2011. City staff anticipate that development related to this NOFA will produce approximately 120 new units of affordable housing.

Potential for Land Grants

The Agency is focused on supporting development in the Heritage Walk / West Avenue development area (bounded roughly by West Elm Avenue, South Highland Avenue, West Truslow Avenue, and South Richman Avenue) as well as the Fullerton Transportation Center Specific Plan area. The Agency owns approximately 16 non-

contiguous parcels in the Heritage Walk / West Avenue area and continues to support negotiations to acquire additional blighted parcels in this neighborhood. The Agency plans to support small-scale (4-plex type) and rehabilitation activities on these parcels. The Fullerton Transportation Center Specific Plan includes provision for 1,500 housing units with 15% being allocated for inclusionary affordable rentals. Future land acquisitions will be focused in these two project areas.

Housing-Type Priority

The Agency is focused on the development of very low- and low-income rental housing. The city recently completed the Heritage Walk project (along West Avenue at South Richmond Avenue). The project consisted of detached residential units for ownership. The project had a high per-unit cost, which has caused public concern. Therefore the Agency will be shifting its support to high-density rental projects. The focus of this support is most likely to be within the Fullerton Transportation Center Specific Plan area.

Best Practices

The Fullerton RDA maintains a list of preferred developers who may submit proposals and apply for RFPs. Developers may submit applications for review, in order to be considered for inclusion on the list. The Fullerton Redevelopment Agency is open to discussing project proposals on a rolling basis. The recommended first point of contact is Linda Morad, Housing Programs Supervisor, Department of Community Development. E-mail: lindam@ci.fullerton.ca.us and phone: **714-738-6878**.

4.4 City of Garden Grove

Financial Assistance Potential / Cash Flows

In FY 2009/10, the Garden Grove Redevelopment Agency Low Income Housing Capital Projects Fund took in \$5.4 million worth of 20% tax-increment pass-through. The Agency expended \$3.4 million for community development and planning purposes (combined capital and programming expenditures). After a \$2.5 million net gain during the last fiscal year, the fund balance, as of June 30, 2010, stood at \$26.3 million. The Agency opted to use a portion of its housing set-aside fund balance to make the mandated Educational Revenue Augmentation Funds (ERAF) transfer to the state in 2010.

In future years, the Agency expects to receive a similar level of tax-increment income. After operating expenses and program-dedicated funds are deducted from the \$5 million pass-through amount, the Agency can rely on approximately \$3.5 to \$4 million in annual funding to be dedicated to new housing projects.

Bonds

If a developer were to present the Agency with a very strong proposal, the Agency is not opposed to issuing bonds exclusively to support that particular project. It is not likely the Agency will issue bonds this year, but it is considering a bond issue within the next 2 to 3 years.

Potential for Land Grants

The RDA does not hold any parcels that have been designated for affordable housing development. The Agency does own a number of parcels, under the purview of the 80% set aside. The Agency has been focused on acquiring land in the Civic Center area near City Hall. Some of these land holdings currently support low-income rental unit activity. Because lots in this area tend to be very small, the Agency may be working for quite a while on assembling a site with acreage that could support large-scale development. The Agency has not yet formulated a policy on what the land in the Civic Center would be used for.

It is possible that the Agency could transfer general RDA-owned parcels for affordable housing uses, depending on the location of the parcel. Parcels along Harbor Boulevard, for example, will be used for commercial purposes that would support tourism activity overflow from the Anaheim Resort district. Such sites would not be available for use in affordable housing projects.

The Agency avoids exercising eminent domain, although it does not rule out such action if it is necessary. Generally the Agency is open to working with a developer to assemble parcels for a proposed development plan. Such parcel assembly would take place over the long run, as the property owners might voluntarily choose to sell their parcels to the Agency.

Housing-Type Priority

The Agency has recently been focused on rehabilitation projects. In terms of housing-type preference for new projects, the Agency is simply interested in supporting projects that will fulfill requirements specified under the city's RHNA allocation.

Best Practices

The Agency tends to support the clustering of market-rate housing units within a single development. The Agency will then negotiate with another developer to build a higher concentration of affordable units within a separate development, in order to fulfill the 15% inclusionary affordable unit mandate. Typically, the Agency has been able to negotiate successfully with developers who have approached the Agency. However,

given the Agency strategy of separating market-rate projects from affordable projects, the Agency may accrue a net balance of mandated affordable units. If and when this occurs, the Agency will have to seek out a developer who specializes in projects that contain a majority of affordable units. It should be noted that staff recommendations often point the Agency in the direction of a certain developer, if a staff member may have worked with or for a certain developer in the past and has confidence in the developer's history of success. Jim DellaLunga, Economic Development Department Administrative Officer/Senior Project Manager for the City of Garden Grove is the recommended first point of contact for new project inquiries.

E-mail: jimde@ci.garden-grove.ca.us and phone: **714-714-5147**.

4.5 City of Huntington Beach

Financial Assistance Potential / Cash Flows

The annual income for the Huntington Beach Redevelopment Agency, from the 20% set-aside, is about \$4 million. The agency dedicates 20% (of the 20% pass-through) for ongoing housing programs. The Agency maintains a \$2 million reserve. The first-time homebuyer program receives \$1 million annually. The remaining \$1 million is available to assist with new housing projects. It is estimated that this cash flow will be consistent for the next 3 to 4 years.

Bonds

The RDA is focused on making bond payments, from projects that have already been completed. The Agency does not expect to issue new bonds anytime soon.

Potential for Land Grants

Huntington Beach has sold most of its property as a means to augment the city general fund. The RDA does own a 2.7 acre site near Golden West College. The RDA recently sold the Emerald Cove Senior Housing Complex to Jamboree Housing.

Housing-Type Priority

As housing is concerned, the active focus of the Huntington Beach Redevelopment Agency is on the acquisition and rehabilitation of small-scale apartment buildings as well as supporting the first time homeowner program.

Best Practices

The Agency is open to reviewing and discussing any new housing project proposals. Most projects currently being submitted to the Agency for consideration are located in the Beach/Edinger corridor. Sidney Stone, Housing Manager, Economic Development Department for the City of Huntington Beach is the recommended first point of contact for inquiries or to submit project proposals for discussion.

E-mail: sidney.stone@surfcity-hb.org and phone: **714-536-5901**.

4.6 City of Tustin

Financial Assistance Potential / Cash Flows

During FY 2009/10, the Tustin Redevelopment Agency took in \$18.7 million in total tax-increment revenue. The agency projects this same level of tax-increment revenue (between \$17 and \$19 million) for 2011 and 2012. Total property tax increment during 2009/10 was: \$3.8 million for the Town Center Project area, \$3.4 million for the South Central Project area and \$7.1 million from the Tustin Marine Corps Air Station (MCAS) Project area. These total tax increment revenues resulted in Low Income Housing Capital Projects Fund pass-throughs of \$971,150; \$888,199; and \$2.4 million respectively for the three project areas.

According to the fourth, five-year plan for the combined Town Center and South Central redevelopment areas, the Agency anticipates dedicating \$4.6 million in FY 2011/12, and \$5.3 million in FY 2012/13, for low-income housing programs and projects. The precise amount to be dedicated to new construction is still "TBD" within the plan²⁰. The city has not recently issued any NOFAs and is not likely to issue any in the near future.

Bonds

The Redevelopment Agency issued \$26.17 million worth of housing bonds in March 2010, which it used to: 1) make payments to existing bond holders and 2) reimburse the city of Tustin for write-downs on city land that had been used for previous affordable housing projects. The city's Annual Financial Report provides a schedule, which extends through the year 2040, to amortize existing tax allocation bonds. It is not likely there will be any bond issues, dedicated to low-income housing project funds, in the near future.

²⁰ City of Tustin, 2010, p. 67.

Potential for Land Grants

The RDA is not actively engaged in acquiring land for affordable housing. According to the Redevelopment Agency Annual Financial Report for FY 2009/10, the RDA holds \$26.3 million worth of property for resale. However, these are general redevelopment land holdings, not parcels that are dedicated solely for housing projects.

Housing-Type Priority

Historically, the Agency has prioritized the development of for-ownership affordable housing units. The Agency has also been active in supporting the rehabilitation of smaller-scale apartment complexes. The aim of the Agency is to plan for a heterogeneous and well integrated mix of various housing types throughout the city. For example, the area south of the 5 freeway has a heavy concentration of rental properties. From the purview of the Agency, it would be desirable to encourage a greater variety of housing types in that area. The most desirable housing types for the Agency are simply those that are high-quality and meet the needs of existing populations within the city. Currently, the most pressing need is for family units. Therefore the city is supportive of multi-family project proposals.

There are 453 affordable housing units remaining to be built in the MCAS area, according to the existing plan for that area. The Agency plan is to integrate the affordable units within market rate projects that will provide approximately 2,000 units (market rate + affordable total) for the MCAS area. In some housing projects the proportion of affordable units to market rate units may end up being as high as 50%. The city is still developing a planning strategy for the MCAS area. The administration has not yet determined if it will develop a new master plan for the area or allow the site to be split up into separate parcels for development.

Contact

Christine Shingleton, Assistant City Manager for the City of Tustin is the recommended first point of contact for inquiries about potential development projects. E-mail: cshingleton@tustinca.org and phone: **714-573-3107**.

4.7 City / County Profiles Summary

The County of Orange, Garden Grove and Fullerton are in the best position to offer financial support to a developer. If Brea's current bond issue is successful, Brea will be a good candidate as well. The majority of Huntington Beach RDA resources have been dedicated to completed projects. Huntington Beach will have few resources, at least within the timeframe of next two or three years, to dedicate to new projects. Like Huntington Beach, Tustin has a substantial amount of bond debt that it is working on repaying. Although Tustin has major land holdings, these are primarily wrapped up in the MCAS. When the Tustin RDA does issue bonds, it will be for additional infrastructure on the MCAS. The major housing opportunity in Tustin will be through projects on the MCAS. The highlights from the city / county profiles are contained in table 12 below.

Table 12

Summary of Redevelopment Agency Resources to Support Affordable Housing (new construction)					
RDA	Cash Flows*	Other Funding Sources	Land Holdings	Bonding Status	
Brea	\$200k - \$1.5 million	N/A	Not extensive	Possible issue worth \$7 million with funds becoming available July/Aug 2010.	
County of Orange	\$4 million	\$30 million (MHSA Funds)	\$210,830	Agency currently running a tax surplus. No plans to issue bonds in the near future.	
Fullerton	\$4 million	\$25 million year end balance**	16 small parcels in neighborhood surrounding the Heritage Walk development	\$18 million, will be used for a NOFA that was issued in January 2011.	
Huntington Beach	\$1 million	N/A	Not extensive. One 2.8 acre site near Golden West College.	Focused on making payments on existing bonds rather than incurring new debt.	
Garden Grove	\$3.5 - \$4 million	N/A	Housing agency has none. General RDA continues to acquire parcels in the Civic Center.	Amenable to issuing bonds for very worthy projects.	
Tustin	\$1.9 million	N/A	RDA has land holdings worth \$26.3 million. These holdings are not slated for affordable housing.	Focused on making payments on existing bonds rather than incurring new debt.	

*Projected annual cash flows available to support new housing projects, city-wide

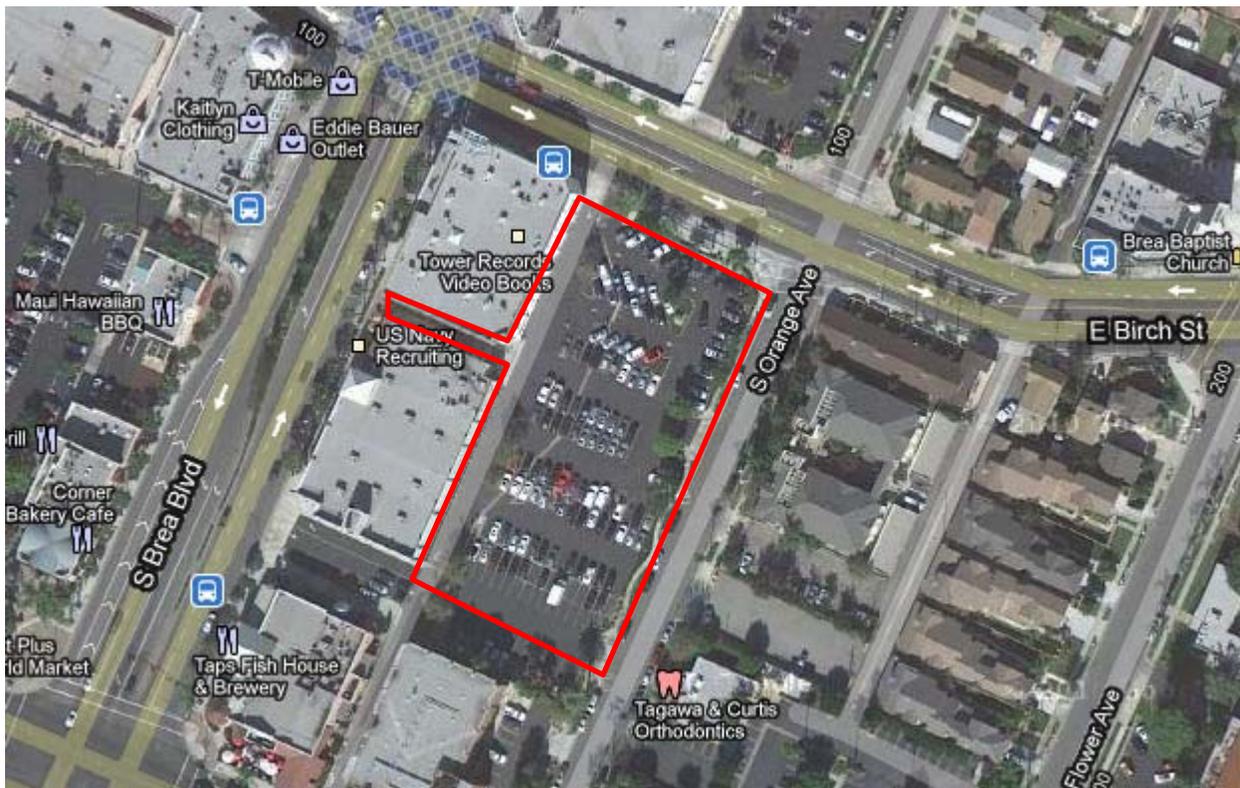
**Balance of the Low and Moderate Income Housing Special Revenue Fund, which is held under the City of Fullerton, not the RDA.

5.0 Potential Affordable Housing Sites: Individual Site Profiles

5.1 Brea Site

Location: This site is located on the southwest side of the intersection of East Birch Street & South Orange Avenue in the core of Brea's downtown district.

Figure 4



Parcel Number: 31929135

Size of Site: 1.6 acres

Zoned Density: 40 units / acre

Maximum Potential Housing Units: 64
(see Section 3.4.1 for the derivation of this figure)

Current Zoning Classification: Mixed Use 1 (MU 1)

Current Site Use: Surface parking lot, which offers shared parking for the downtown district.

Surrounding Land Uses / Planning Context: This site is adjacent to a large building, which previously housed Tower Records. The building has been vacant for over three years. Although the former Tower Records building is not included as part of the Brea (Birch & Orange) site for purposes of analysis, the previous Tower Records building is listed in the Brea housing element as being a potential site for housing.

Any project that would propose converting the currently vacant Tower Records building into housing units would have to include plans for ground floor retail. The planning commission and/or city council would not be likely to approve community amenities, such as day-care, a school or a medical clinic on the ground floor in place of retail. A local news article²¹ stated that the ground floor of the vacant building was slated to become a Fresh n' Easy supermarket. City planning staff confirmed that the plan to install a supermarket in that location is no longer going forward.

The city has considered plans to build a city-owned parking structure on the site, combined with a small number of affordable housing units. The housing units would be located on the east side of the parcel, facing Orange Avenue. However, any developer may make a new proposal as to how to accommodate housing and shared downtown parking together on the site. It is the intention of the city to ensure that parking space continues to be available on the site, regardless of other uses that may share the space.

CTCAC Amenities Analysis Results - Brea
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Table 13

Brea (Birch & Orange)	Within __ Distance from Site	Score	Out of Point Total
OCTA Bus Stop(s)	< 500 feet	4	7
City Hall Park and Lagos De Moreno Park	< 0.25 miles	3	3
Orange County Library - Brea Branch	0.55 miles	0	3
Ralphs Grocery Store	< 0.25 miles	5	5
Laurel Elementary School	< 0.25 miles	3	3
Hospital or Clinic	> 1 mile	0	3
Rite-Aid Pharmacy	< 0.25 miles	2	2
High Speed Internet	(assumed available)	2	2
	Total Points	19	15

²¹ Daxon

There are bus stops located within 500 feet of the Brea site that are served by multiple routes. The route which passes by the Brea site most frequently arrives two times per hour. However, the route does not serve the Brea site during the entire 7am to 9am and 4pm to 6pm rush hour time-frames, which are required by CTCAC in order to achieve full points (see the Appendix for a detailed explanation of how transit scores were derived). Nor is the site part of a Transit Oriented Development (TOD) plan. Therefore, the maximum point award for the Brea site, in the transit category, is four out of seven.

The Brea branch of the Orange County Library is located just outside the maximum radius of 0.5 miles. Therefore, no points can be awarded in this category. The Brea site is underserved in terms of medical facilities. There are no hospitals or clinics within either the 0.5 mile radius or even the one-mile radius. Therefore, no points can be awarded in this category. However, counting the total amenities points for each category, this site exceeds the minimum CTCAC requirement of 15 points.



Parcel Ownership and Tax Valuation

Table 14

Parcel Ownership Details Brea (Birch & Orange)	
APN	31929135
Parcel Owner	City of Brea
Owner Address	N/A
Property Type	Wholly Exempt
Base Year (for tax calculation)	1986
Exemption Type (if applicable)	Wholly Exempt
Gross Value	\$1,173,371
Land Value	\$1,173,371

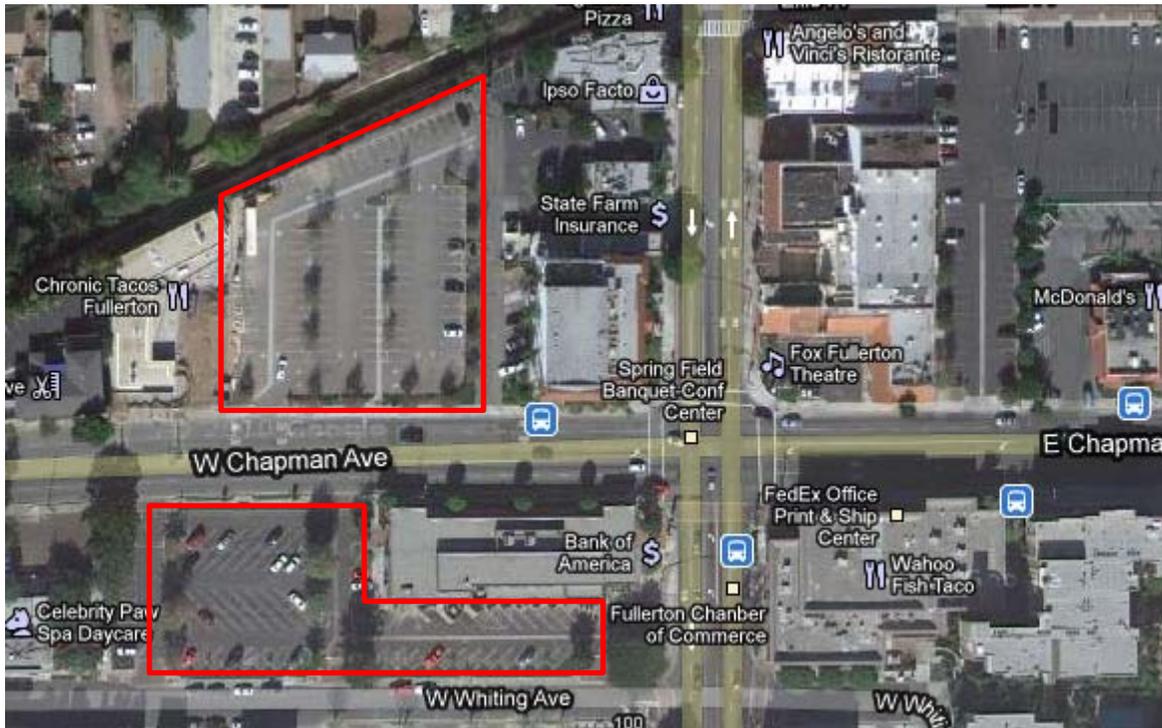
Environmental Assessment: There are no reported incidents of either soil or water contamination at this site.

Site Challenges: Downtown Brea development plans are not subject to fixed parking ratios. Development plans which are sited in the downtown area should include reasonable accommodations for shared parking. When the currently vacant structure on the west side of the parcel is converted to a retail use, parking on the site will be at a premium. An additional site constraint is the need to leave an easement on the west side of the parcel so the buildings that face Brea Boulevard will have access.

5.2 Fullerton Site

Location: This site is located just west of the intersection of Harbor Boulevard and Chapman Avenue, at the northernmost edge of the downtown area. The site consists of two parcels, separated by Chapman Avenue.

Figure 5



Parcel Numbers: 03221215 and 03222229

Size of Site: 2.4 acres

Zoned Density: 30 units / acre

Maximum Potential Housing Units: 52
(see Section 3.4.1 for the derivation of this figure)

Current Zoning Classification: This site is zoned (C3) for Central Business District Commercial. Parcel 03222229 is in a restaurant overlay district (ROD).

Current Site Use: Underutilized parking lots. A Bank of America structure is currently situated on parcel 03222229 (the southernmost parcel). The potential unit calculation, above, is based on development of the parking lot only, not the space which the Bank of America building currently occupies.

Surrounding Land Uses / Planning Context: The site lies within the Central Fullerton Redevelopment Area. Because the site is in the downtown zone, it is surrounded by commercial uses – banks, the Fullerton Chamber of Commerce, and many restaurants. The site is approximately one block west of the Historic Fox Theatre. The Fox Theatre itself is currently being renovated. There were plans to redevelop parking facilities and commercial spaces within the surrounding Fox Theatre block. However no action is currently being carried out in this direction. The City of Fullerton issued an RFQ on January 31, 2011 for a consultant to prepare the Downtown Fullerton Core and Corridors Specific Plan. The proposed site, as well as the Fox Theatre block would be included in that specific plan.

CTCAC Amenities Analysis Results - Fullerton

Table 15

Fullerton (Harbor & Chapman)	Within __ Distance from Site	Score	Out of Point Total
OCTA Bus Stop(s)	< 500 feet	6	7
Amerige Park and Ford Park	< 0.5 miles	2	3
Orange County Library - Fullerton Branch	< 0.5 miles	2	3
Ralphs Supermarket	< 0.5 miles	4	5
Fullerton Senior High School	< 0.25 miles	3	3
Hospital or Clinic	> 1 mile	0	3
Ralphs Pharmacy	< 0.5 miles	1	2
High Speed Internet	(assumed available)	2	2
	Total Points	20	15

Three bus routes stop within 500 feet of the Fullerton site. One of these routes runs with a frequency of four times per hour, all day long. The only point that this site loses in the transit category is due to the fact that the site is not part of a Transit Oriented Development (TOD) plan. The Fullerton site has access to parks, a library, a supermarket and a pharmacy. The site loses one point in each of these categories because these amenities are located 0.5 miles away from the site, rather than only 0.25 miles away.

The Fullerton site is underserved in terms of medical facilities. There are no hospitals or clinics within either the 0.5 mile radius or even the one-mile radius. Therefore, no points can be awarded in this category. However, the amenities point total for the Fullerton site exceeds the CTCAC requirement of 15 points.



Parcel Ownership and Tax Valuation

Table 16

Parcel Ownership Details Fullerton (Harbor & Chapman)		
APN	03221215	03222229
Parcel Owner	Ronald F Miller Trust / c/o Fullerton Redevelopment Agency	Bank of America NTSA
Owner Address	303 Commonwealth Ave. Fullerton, CA	c/o Corporate Real Estate Assessments, 101 N Tryon St. Charlotte, NC, 28255
Property Type	Wholly Exempt	Commercial
Base Year (for tax calculation)	2005	1999, 1999
Exemption Type (if applicable)	Wholly Exempt	N/A
Gross Value	\$1,214,849	\$2,651,292
Land Value	\$1,214,849	\$1,348,118

Total Consolidated Site **Gross Value: \$3,866,141**

Total Consolidated Site **Land Value: \$2,562,967**

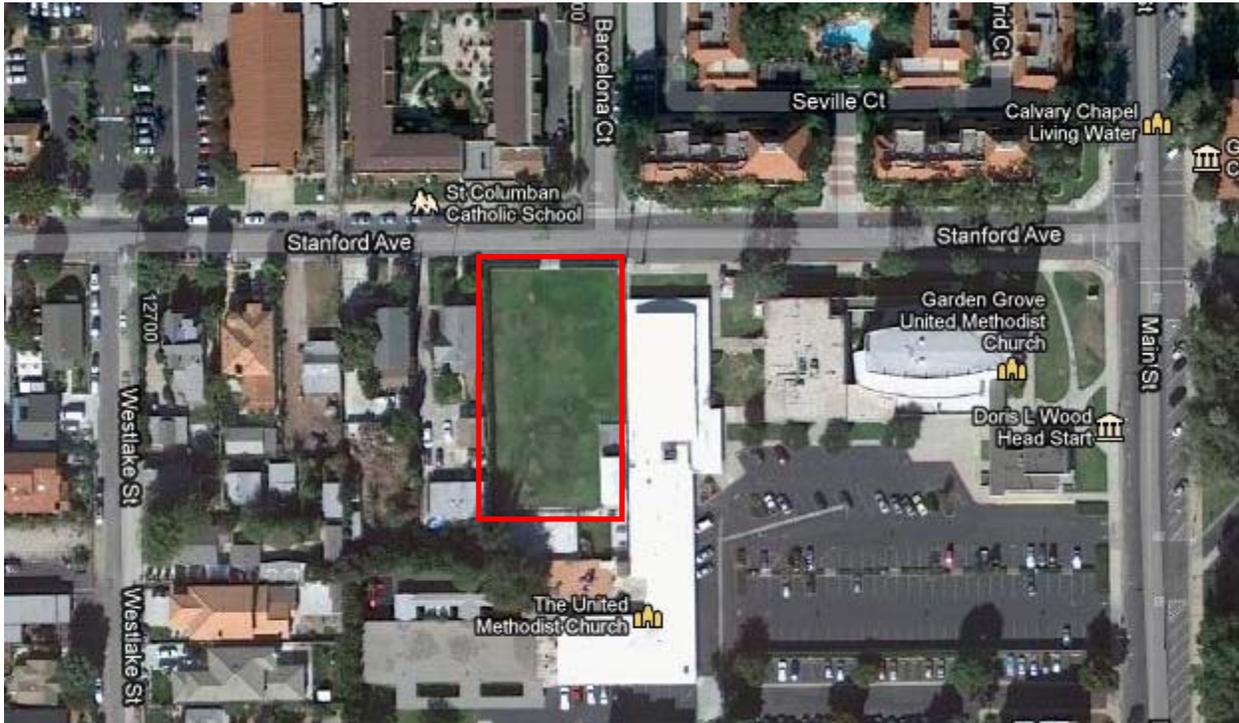
Environmental Assessment: There are no reported incidents of either soil or water contamination at this site.

Site Challenges: This site would require rezoning to mixed use or residential before any type of housing could be constructed. Accommodating both a 52 unit development as well as adequate parking could be a challenge.

5.3 Garden Grove Site #1

Location: This site is located south of Stanford Avenue at Barcelona Court, adjacent to the United Methodist Church of Garden Grove.

Figure 6



Parcel Number: 08920228

Size of Site: 2 acres

Zoned Density: 32 units / acre

Maximum Potential Housing Units: 51
(see Section 3.4.1 for the derivation of this figure)

Current Zoning Classification: Medium Density Residential (CCSP-CCR20).

Current Site Use: Primarily vacant with a small structure present.

Surrounding Land Uses / Planning Context: The site lies in the Civic Center district and is part of the Garden Grove Community Project Redevelopment Area. The immediate vicinity surrounding the site is primarily medium density residential and church property. Within a half mile radius, one can access a number of community amenities, including: the Garden Grove Historical District, the Garden Grove Chamber

of Commerce, Coastline Community College, Village Green Park, Garden Grove Community Center and Park, Garden Grove High School, Garden Grove Library, four different churches, and a number of shopping establishments. Garden Grove city hall is located just beyond the 0.5 mile radius from the site.

The City of Garden Grove approved a new general plan in 2008. The planning department is currently in the process of writing a mixed-use zoning code to support the new general plan. The California Department of Housing and Community Development has been strongly encouraging the city to complete the mixed-use zoning code. Currently, the city is conducting community workshops to gather input for the updated zoning code. Included as part of these workshops is a community visioning effort for the Civic Center district. It is an advisable time for housing developers to give input to city staff on the role of affordable housing in the Civic Center district and other areas of Garden Grove that been designated as mixed-use.

CTCAC Amenities Analysis Results – Garden Grove #1

Table 17

Garden Grove #1 (Stanford & Barcelona)	Within __ Distance from Site	Score	Out of Point Total
OCTA Bus Stop(s)	< 1,500 feet	3	7
The Village Green Park	< 0.25 miles	3	3
Orange County Library - Garden Grove Branch	< 0.5 miles	3	3
Dalat Supermarket	< 1.5 miles	3	5
Garden Grove Senior High and Walter C Ralston Intermediate (Junior High)	< 0.5 miles	2	3
Children's Hospital of Orange County (CHOC) Clinic and Universal Care Medical Group Clinic	> 1 mile	0	3
Costco Pharmacy	< 0.25 miles	2	2
High Speed Internet	(assumed available)	2	2
	Total Points	18	15

The Garden Grove #1 site is located just within the maximum (1,500 feet) allowable distance from a bus line. OCTA Route 37 runs at a frequency of two times per hour, except during the 5pm hour when it runs only one time per hour. This inconsistency in the bus schedule is enough to require that the site be awarded only three points for the transit category instead of four (see the Appendix for a detailed explanation of how transit scores were derived).

The site loses points in the supermarket category because the supermarket is located within the 1.5 mile radius, rather than within a 0.5 or a 0.25 mile radius. Both a junior and a senior high lie within walking distance of the site. However, the schools are located within the 0.5 mile radius, rather than the 0.25 mile radius.

There are two medical clinics in the vicinity of the site. The Children’s Hospital of Orange County clinic lies 1.05 miles from the site and the Universal Care Medical Group clinic lies 1.11 miles from the site (measured from closest corner to closest corner). Although these medial amenities are close to the one mile radius measurement, neither of these sites can be counted in the points score. However, the amenities point total for the Garden Grove #1 site exceeds the CTCAC requirement of 15 points.



Parcel Ownership and Tax Valuation

Table 18

Parcel Ownership Details Table Garden Grove #1 (Stanford & Barcelona)	
APN	08920228
Parcel Owner	United Methodist Church of Garden Grove
Owner Address	12741 Main Street Garden Grove, CA, 92840
Property Type	Single Family Residential
Base Year (for tax calculation)	1979, 1987
Exemption Type (if applicable)	Welfare
Gross Value	\$193,639
Land Value	\$193,639

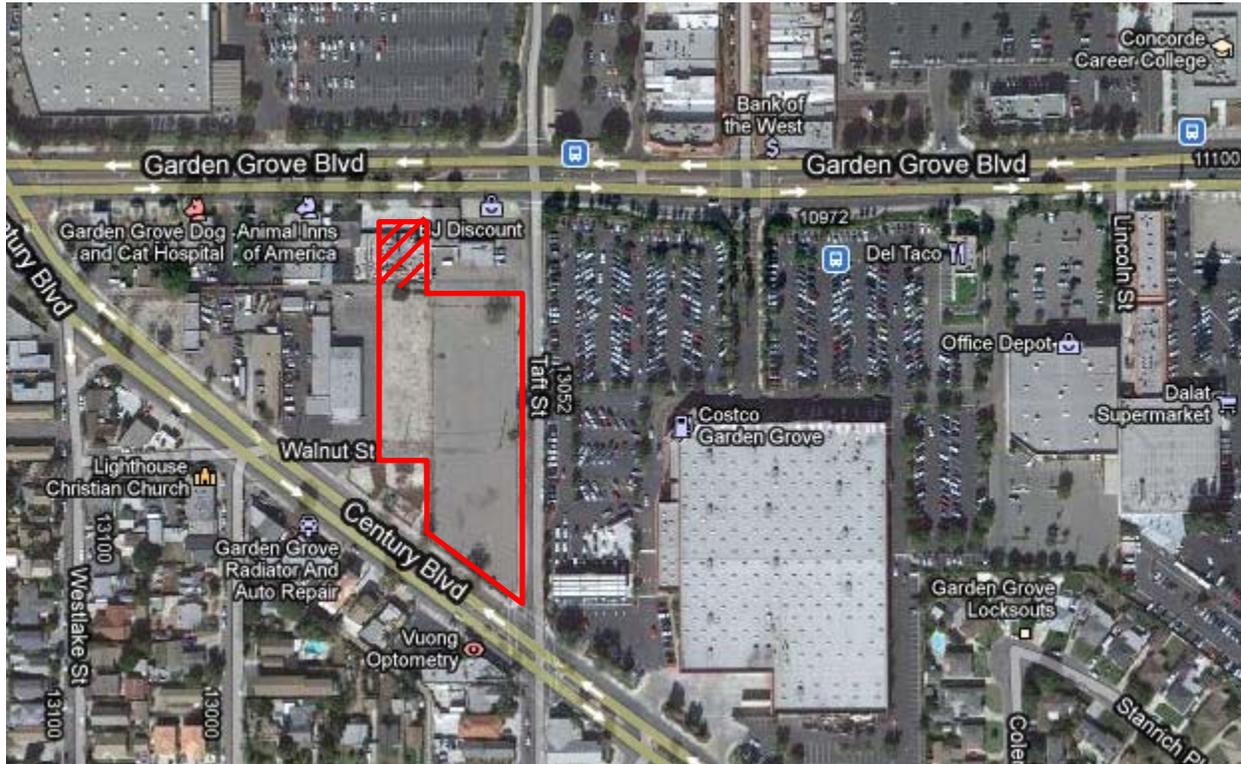
Environmental Assessment: There are no reported incidents of either soil or water contamination at this site.

Site Challenges: Because this is a relatively small site, fulfilling parking requirements may be a challenge. The city council has not historically been favorable toward density variances. Garden Grove planning staff commented that the city council was hesitant to approve a 2005 project that invoked the state density bonus rule, even though the rule is mandated by law and not subject to discretionary review. Because the small site is abutted on the east, south and west sides by existing structures, it may also be a challenge to arrange a staging area for construction.

5.4 Garden Grove Site #2

Location: This site is located on the southwest side of the intersection of Garden Grove Boulevard and Taft Street.

Figure 7



*Developer may or may not choose to include the shaded parcel section in complete site plan (parcels -104 and -105). All profile information below includes these parcels as part of the entire site.

Parcel Numbers: 09909104, 09909105, 09909120, 09909121, 09909122, 09909123, 09909124, 09909125, 09909126, 09909201, 09909204, 09909205, and 09909206.

Size of Consolidated Site: 2.19 acres

Zoned Density: 42 units / acre

Maximum Potential Housing Units: 74
(see Section 3.4.1 for the derivation of this figure)

Current Zoning Classification: The northern portion of the site is Residential/ Commercial Mixed Use and the southern triangular portion is Civic Center Mixed Use.

Current Site Use: Vacant

Surrounding Land Uses / Planning Context: The site is located approximately a half mile south of the Garden Grove #1 site. The Garden Grove #2 site is also located in the Civic Center district and is part of the Grove Community Project Redevelopment Area. The immediate vicinity surrounding the site is commercial. To the west are a number of appliance retail stores and car repair shops. To the north and east are retail establishments such as Home Depot, Costco, Dalat Supermarket and Office Depot.

Within a half mile radius, one can access a number of community amenities, including the Garden Grove Historical District, the Garden Grove Chamber of Commerce, Coastline Community College, Village Green Park, Garden Grove Community Center and Park, Garden Grove High School, Garden Grove Library. The Garden Grove city hall is located just outside of a half mile radius from the site.

Because there are commercial centers with large surface parking lots to the north and east of the site, there may be potential for shared parking arrangements. The same comments that were made in the Garden Grove #1 section, regarding community planning input initiatives in this area, apply equally to the Garden Grove #2 site.

CTCAC Amenities Analysis Results – Garden Grove #2

Table 19

Garden Grove #2 (Garden Grove Blvd. & Taft)	Within __ Distance from Site	Score	Out of Point Total
OCTA Bus Stop(s)	< 500 feet	4	7
Village Green Park (aka Euclid Park)	< 0.25 miles	3	3
Orange County Library - Garden Grove Branch	0.6 miles	0	3
Dalat Supermarket	< 0.5 miles	4	5
Mitchell Elementary and Lincoln Continuation School	< 0.5 miles	2	3
Hospital or Clinic	> 1 mile	0	3
Costco Pharmacy	< 0.25 miles	2	2
High Speed Internet	(assumed available)	2	2
	Total Points	17	15

There are bus stops within 500 feet of the Garden Grove #2 site. These stops are served by one bus route that runs between one and two times per hour, all day long. If the site were served by a bus that ran a minimum of two times per hour during rush hours, the site could earn six points in the transit category. The site is not part of a Transit Oriented Development (TOD) plan either. Therefore, the maximum point award for the Garden Grove #2 site, in the transit category, is four out of seven.

The Garden Grove branch of the Orange County Library is located just outside the maximum allowable radius of 0.5 miles. Therefore, no points can be awarded in this category. The site loses one point in both the supermarket category and the school category because both of these amenities are located within the 0.5 mile radius rather than the 0.25 mile radius.

The Garden Grove #2 site is underserved in terms of medical facilities. There are no hospitals or clinics within either the 0.5 mile radius or even the one-mile radius. Therefore, no points can be awarded in this category. However, the amenities point total for the Garden Grove #2 site exceeds the CTCAC requirement of 15 points.



Parcel Ownership and Tax Valuation

Table 20

Parcel Ownership Details Table Garden Grove Site #2 (Garden Grove Blvd. & Taft) GG Housing Element, Site Description: Mixed Use Vacant Site 2							
APN	09909121	09909122	09909125	09909201	09909204	09909205	09909206
Parcel Owner	Garden Grove Community Redevelopment Agency						
Owner Address	PO Box 3070 Garden Grove, CA, 92842						
Property Type	Wholly Exempt						
Base Year (for tax calculation)	2004	1990, 1990	1981, 1981	1996	1981, 1981	1981, 1981	1981, 1981
Tax Exemption Type	Wholly Exempt						
Gross Value	\$313,915	\$130,834	\$48,067	\$177,786	\$173,553	\$16,020	\$29,630
Land Value	\$313,915	\$130,834	\$48,067	\$177,786	\$173,553	\$16,020	\$29,630

Table 20 (cont.)

Parcel Ownership Details Table (cont.) Garden Grove Site #2 (Garden Grove Blvd. & Taft)				
APN	09909120	09909123	09909124	09909126
Parcel Owner	Garden Grove Community Redevelopment Agency			
Owner Address	11222 Acacia Pkwy. Garden Grove, CA, 92840			
Property Type	Wholly Exempt			
Base Year (for tax calculation)	2001	1998, 1998	1996	1999, 1999
Tax Exemption Type	Wholly Exempt			
Gross Value	\$111,276	\$164,024	\$177,425	\$92,770
Land Value	\$111,276	\$164,024	\$177,425	\$92,770

APN	09909104	09909105
Parcel Owner	Steve Le	
Owner Address	PO Box 4505 Garden Grove, CA, 92842	
Property Type	Commercial	
Base Year (for tax calculation)	2006, 2006	2006, 2006
Gross Value	\$317,607	\$291,140
Land Value	\$317,607	\$291,140

Total Consolidated Site **Gross/Land Value: \$2,044,047**

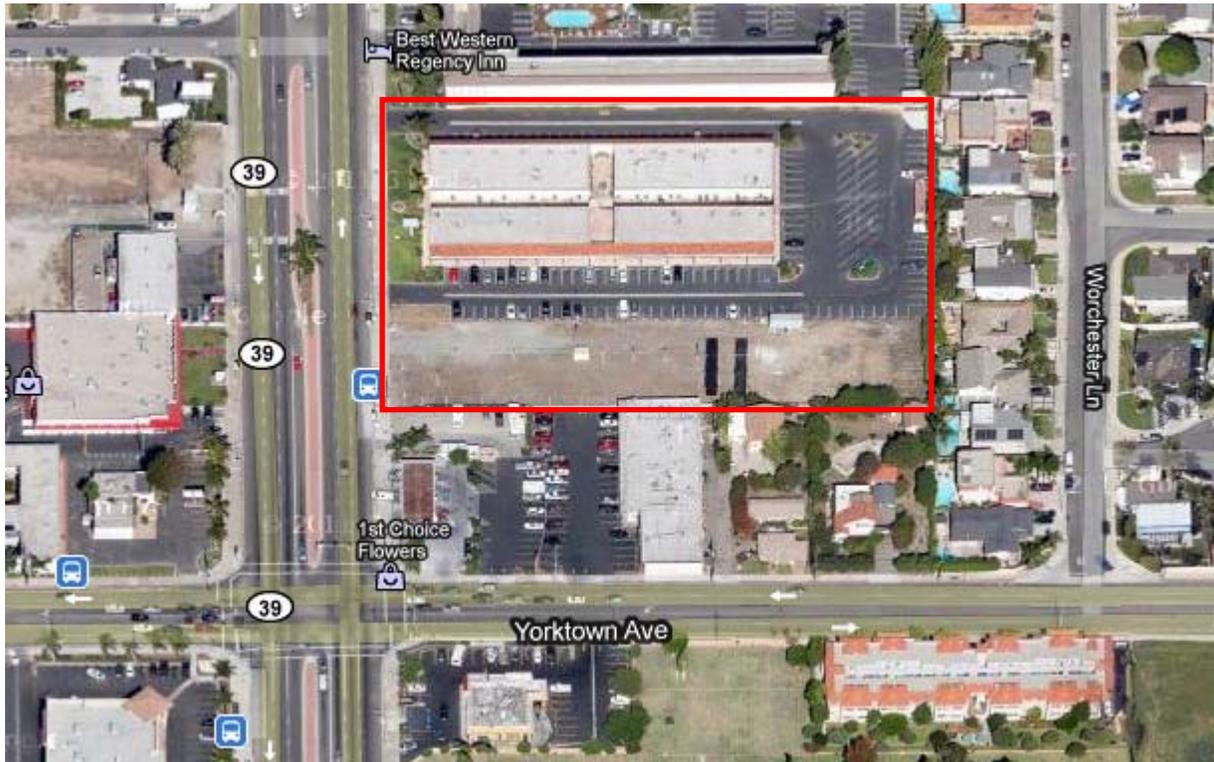
Environmental Assessment: There are no reported incidents of either soil or water contamination at this site. There is an underground storage tank located alongside Garden Grove Boulevard, approximately 125 feet north of the site, for which the City of Garden Grove holds a permit.

Site Challenges: Adjacent to the site on the west are auto-oriented uses such as a smog check station and auto repair shop. These are not ideal, compatible uses for a residential development. A majority of the parcels are owned by the redevelopment agency, but are not under the purview of the housing programs administration. The housing side of the RDA and developer would have to negotiate with the RDA administration in order for the parcels to be dedicated to a housing use.

5.5 Huntington Beach Site

Location: This site is located on the east side of Beach Boulevard, two parcels north of the intersection with Yorktown Avenue.

Figure 8



Parcel Numbers: 15305110 and 15305111

Size of Consolidated Site: 3.5 acres

Zoned Density: 57 units / acre

Maximum Potential Housing Units: 200
(see Section 3.4.1 for the derivation of this figure)

Current Zoning Classification: Beach and Edinger Corridors Specific Plan 14. The specific plan allows for mixed uses. Housing is one of the Included Uses, allowed by right and subject to Site Plan Review. Housing types allowed as Included Uses are: live-work units, common lobby and individual entrance multi-family units, detached single family homes and attached single family homes. Projects that exceed on-site inclusionary housing requirement thresholds are eligible for reduced city fees and density bonuses.

Current Site Use: Parcel 1505111 is vacant. Parcel 15305110 contains surface parking and a single-story commercial building, which houses a church and a martial arts training center.

Surrounding Land Uses / Planning Context: The parcel is located along a major arterial street which has an eclectic mix of commercial uses. Land uses adjacent to the site are Big-O-Tires to the west, a Best Western hotel to the north, low-density residential to the east, and a flower shop with surface parking to the south. Parcels that are located one block to the east or west of Beach boulevard are primarily low-density residential. Bartlett Park (30 acres) and Albertsons supermarket are less than ¼ mile from the site.

CTCAC Amenities Analysis Results – Huntington Beach
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Table 21

Huntington Beach (Beach & Yorktown)	Within ___ Distance from Site	Score	Out of Point Total
OCTA Bus Stop(s)	< 500 ft	6	7
Bartlett Park	< 0.25 miles	3	3
Huntington Beach City Library - Main Street Branch	1.8 miles	0	3
Albertsons Supermarket	< 0.25 miles	5	5
Joseph R. Perry Elementary	< 0.5 miles	2	3
Hospital or Clinic	> 1 mile	0	3
Walgreens Pharmacy	< 0.25 miles	2	2
High Speed Internet	(assumed available)	2	2
	Total Points	20	15

The Huntington Beach site is well served by transit. There are bus stops within 500 feet of the site. OCTA Route 29 runs two to three times per hour all day long. One point has been deducted from the transit category score because the site is not part of a Transit Oriented Development (TOD) plan.

The Main Street branch of the Huntington Beach City Library is located far outside the 0.5 mile radius. Therefore, no points can be awarded in this category. Although an elementary school is located within walking distance, the site loses one point in this category because the school lies within a 0.5 mile radius from the site rather than a 0.25 mile radius.

The Huntington Beach site is underserved in terms of medical facilities. There are no hospitals or clinics within either the half-mile radius or even the one-mile radius.

Therefore, no points can be awarded in this category. However, the amenities point total for the Huntington Beach site exceeds the CTCAC requirement of 15 points.

Parcel Ownership and Tax Valuation

Table 22

Parcel Ownership Details Huntington Beach (Beach & Yorktown)		
APN	15305110	15305111
Parcel Owner	Maria Luisa Yee	Richance Huntington Beach LLC
Owner Address	29155 Boblink Dr. Laguna Niguel, CA, 92677	18199 Summer Ave. Artesia, CA, 90701
Property Type	Commercial	Commercial
Base Year (for tax calculation)	1981, 1981	2005, 2005
Exemption Type (if applicable)	Church	N/A
Gross Value	\$2,517,838	\$1,425,422
Land Value	\$612,262	\$1,425,422

Total Consolidated Site **Gross Value: \$3,943,260**

Total Consolidated Site **Land Value: \$2,037,684**

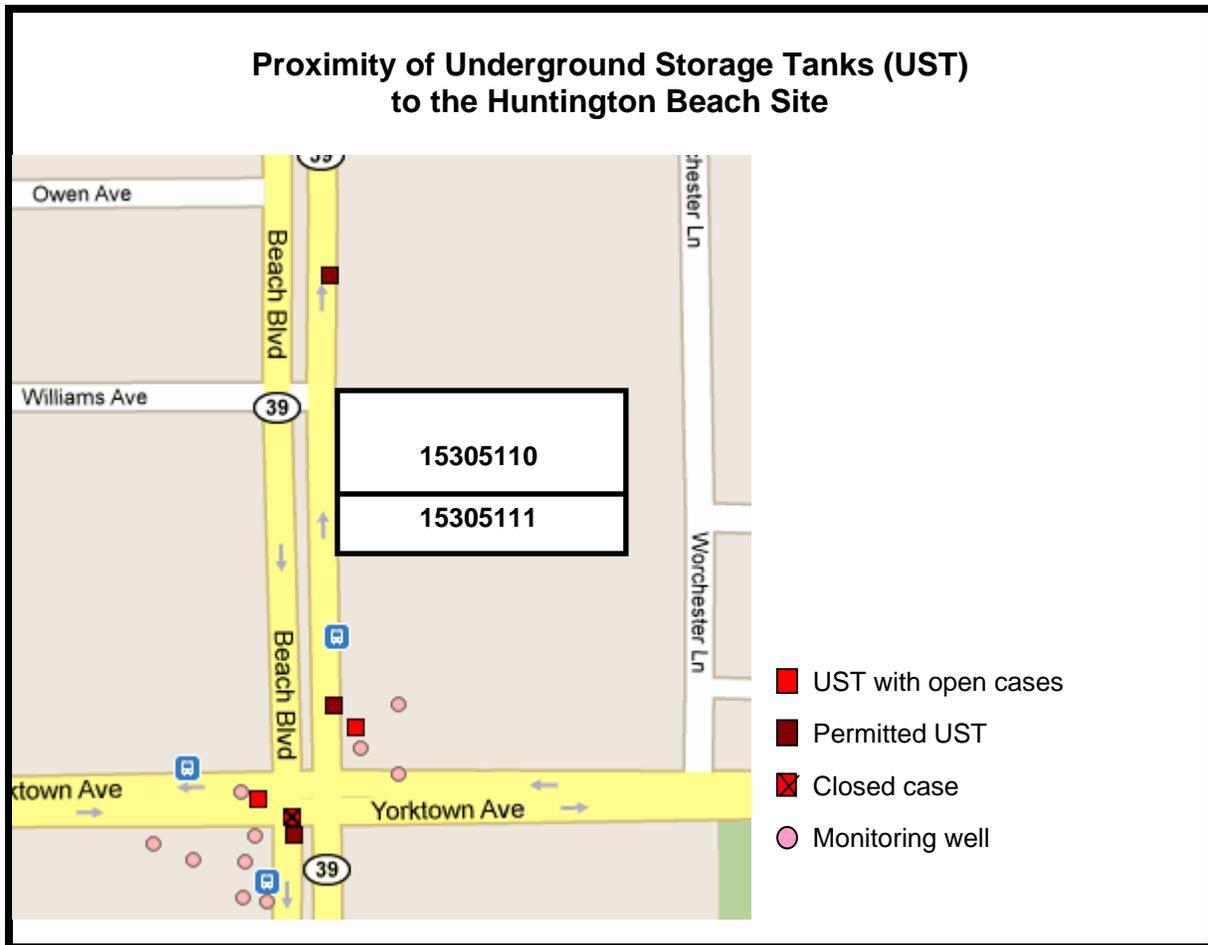
Environmental Assessment:

Adjacent to the property, to the south, the County of Orange has permitted an underground storage tank (UST) for Winall Station #19 (Shell), 19472 Beach Boulevard #19, Huntington Beach, CA 92648 (Facility ID: 8760). At the same time, a clean-up case is currently open for this permit holder (Case#: 94UT057) for possible gasoline contamination of an aquifer used for drinking water. The case has been open since October 4, 1994. The County of Orange contracts out to a third party for semi-annual monitoring of four wells in the immediate area surrounding the underground storage tank. Adjacent to the property, to the north, the County of Orange has permitted an underground storage tank for Al Unser Auto Care Center Inc., 19316 Beach Boulevard, Huntington Beach, CA 92648 (Facility ID: 12276).

Neither of these cases currently affect the potential affordable housing site. However, developers should be aware of the presence of the tanks in case of potential environmental effects on adjacent properties. Figure 9 below shows the proximity of the USTs to the proposed site.

Site Challenges: A potential developer would need to negotiate an acquisition or lease arrangement with the existing land holder. Demolition of the existing commercial structure would add to project development costs. Noise from the traffic along Beach boulevard may be a concern, but may be mitigated through appropriate site design elements.

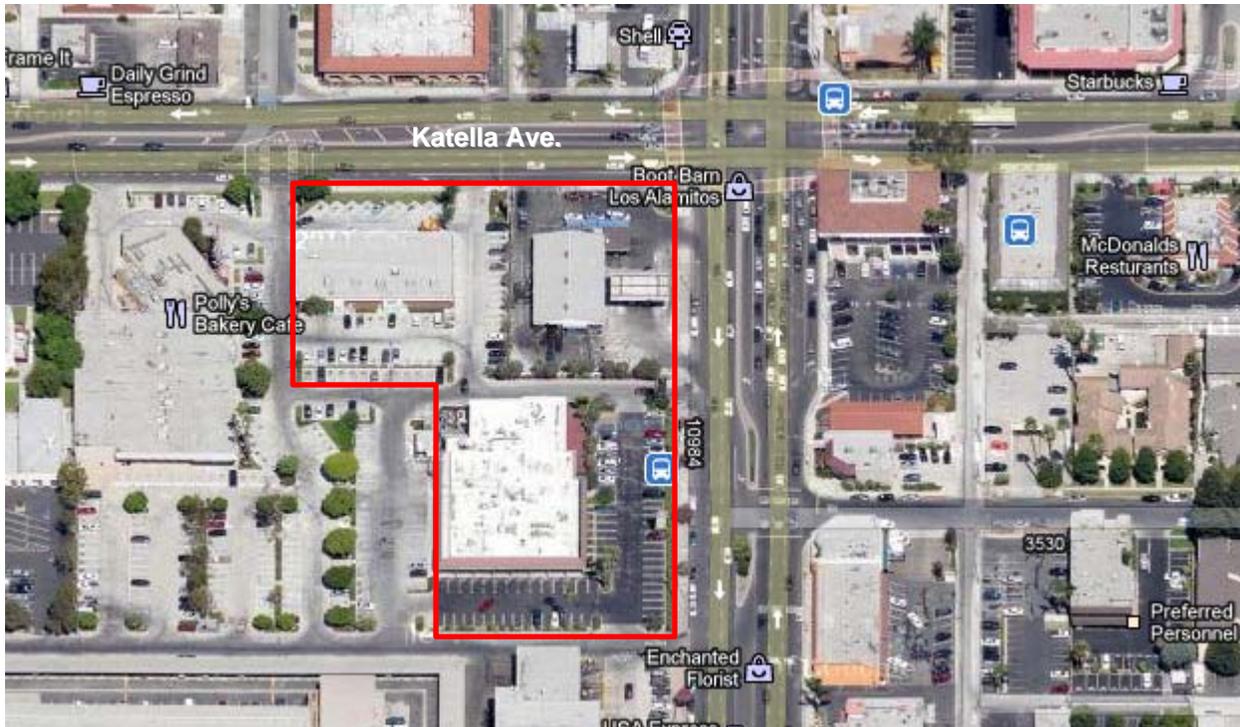
Figure 9



5.6 Rossmoor Site

Location: The site is located southwest of the intersection of Los Alamitos Boulevard and Katella Avenue. The site lies at the northeastern extent of the unincorporated community of Rossmoor. The city of Los Alamitos lies directly to the north and east of the site.

Figure 10



Parcel Numbers (APN): 8652111, 8652116, 8652119, 8652123, 8652124, 8652130, 8652132, 8652134, 8652136, 8652138

Size of Consolidated Site: 10.32 acres

Zoned Density: 25 units / acre

Maximum Potential Housing Units: 100
(see Section 3.4.1 for the derivation of this figure)

Current Zoning Classification: Some parcels within this site are zoned 100-C2-10000. Other parcels are zoned C1(SS). The C1 designation is for Local Business. The C2 designation is for General Business. The site is classified as suburban (1B) within the County general plan. The site lies within the Orange County Housing Opportunities Overlay Zone.

Current Site Use: There are three existing structures on the site. Business tenants of the structure to the northwest are Polly’s Restaurant & Bakery and Blockbuster Video. Rossmoor Car Wash occupies the structure at the north east corner of the site. The structure on the southern side of the site is a commercial center with various tenants, including a shoe store, liquor store, family medical clinic and restaurants

Surrounding Land Uses / Planning Context: The site is surrounded by general commercial (C-G) land uses to the south along Los Alamitos Boulevard as well as to the east. There are multi-family residential (R-3) land uses to the north, multi-family residential (R-2) to the immediate south west, and single family residential (R-1) in the greater radius to the southwest.

<p>CTCAC Amenities Analysis Results – Rossmoor (Unincorporated County of Orange)</p>

Table 23

Rossmoor (Los Alamitos Blvd. & Katella)	Within ___ Distance from Site	Score	Out of Point Total
OCTA Bus Stop(s)	< 500 feet	6	7
Los Alamitos Youth Center	< 0.5 miles	2	3
Orange County Library - Los Alamitos Branch	1.8 miles	0	3
Vons Supermarket	< 0.5 miles	5	5
Oak Middle School	< 0.5 miles	2	3
Los Alamitos Center for Family Medicine (on site) Los Alamitos Medical Center (<0.5 miles)	< 0.5 miles	3	3
Vons Pharmacy	< 0.5 miles	1	2
High Speed Internet	(assumed available)	2	2
	Total Points	21	15

There are bus stops located within 500 feet of the Rossmoor site. Two bus routes pick up and drop off passengers at these stops. OCTA route 50 runs with a frequency of two buses per hour, all day long. Only one point has been deducted from the transit category score because the site is not part of a Transit Oriented Development (TOD) plan.

There is a community center for youth within a 0.5 mile radius of the site. An independent non-profit corporation runs this community center, but counts the Los Alamitos Parks and Recreation Department among its partners. The parks/community center category scores two points out of three because the community center is not located within the 0.25 mile radius.

The Los Alamitos branch of the Orange County Library is located far outside a 0.5 mile radius from the site. Therefore, no points can be awarded in this category. The site loses one point in both the school category and the pharmacy category because these amenities lie within a 0.5 mile radius from the site rather than a 0.25 mile radius.

The Rossmoor site has good access to medical facilities. There is an existing medical clinic on the site itself. Even if the structure housing this clinic were to be torn down or converted during the course of development, there is a medical center within a half-mile radius of the site which would garner the same points score. In total, the amenities point score for the Rossmoor site well exceeds the CTCAC requirement of 15 points.

Parcel Ownership and Tax Valuation

Table 24

Parcel Ownership Details Table Rossmoor (Los Alamitos Blvd. & Katella)				
APN	8652111	8652119	8652132	8652123
Parcel Owner	Bethlehem Evangelical Church ICAL Lutheran Los Alamitos		Harold B Rothman Trust	
Owner Address	3352 Katella Ave. Los Angeles, CA, 90720		11061 Los Alamitos Blvd. Los Alamitos, CA, 90720	
Property Type	Commercial		Commercial	
Base Year (for tax calculation)	1975, 1981	1975, 1975	2005, 2005	N/A
Tax Exemption Type (if applicable)	Welfare		N/A	N/A
Gross Value	\$5,486,322	\$1,171,565	\$1,749,283	\$1,925,638
Land Value	\$103,318	\$125,565	\$1,516,526	\$1,382,005

Table 23 (cont.)

APN	8652116	8652124
Parcel Owner	Benjamin Given - Los Alamitos Investment Co.	Robert John Gosdanian / Hourie Gosdanian
Owner Address	3029 Wilshire Blvd. Unit 200 Santa Monica, CA, 90403	922 S. Silver Star Way Anaheim, CA, 92808
Property Type	Multi-Family Residential	Commercial
Base Year (for tax calculation)	1975	2004, 2004
Gross Value	\$1,000,633	\$1,458,634
Land Value	\$1,000,633	\$1,133,249

Note: Parcels 8652138, 8652130, 8652136, and 8652134 are listed as "not found" in the Orange County tax assessor records. Therefore, no value has been calculated for these parcels in the total value figures below.

Total Consolidated Site **Gross Value: \$12,792,075**

Total Consolidated Site **Land Value: \$5,261,296**

Environmental Assessment:

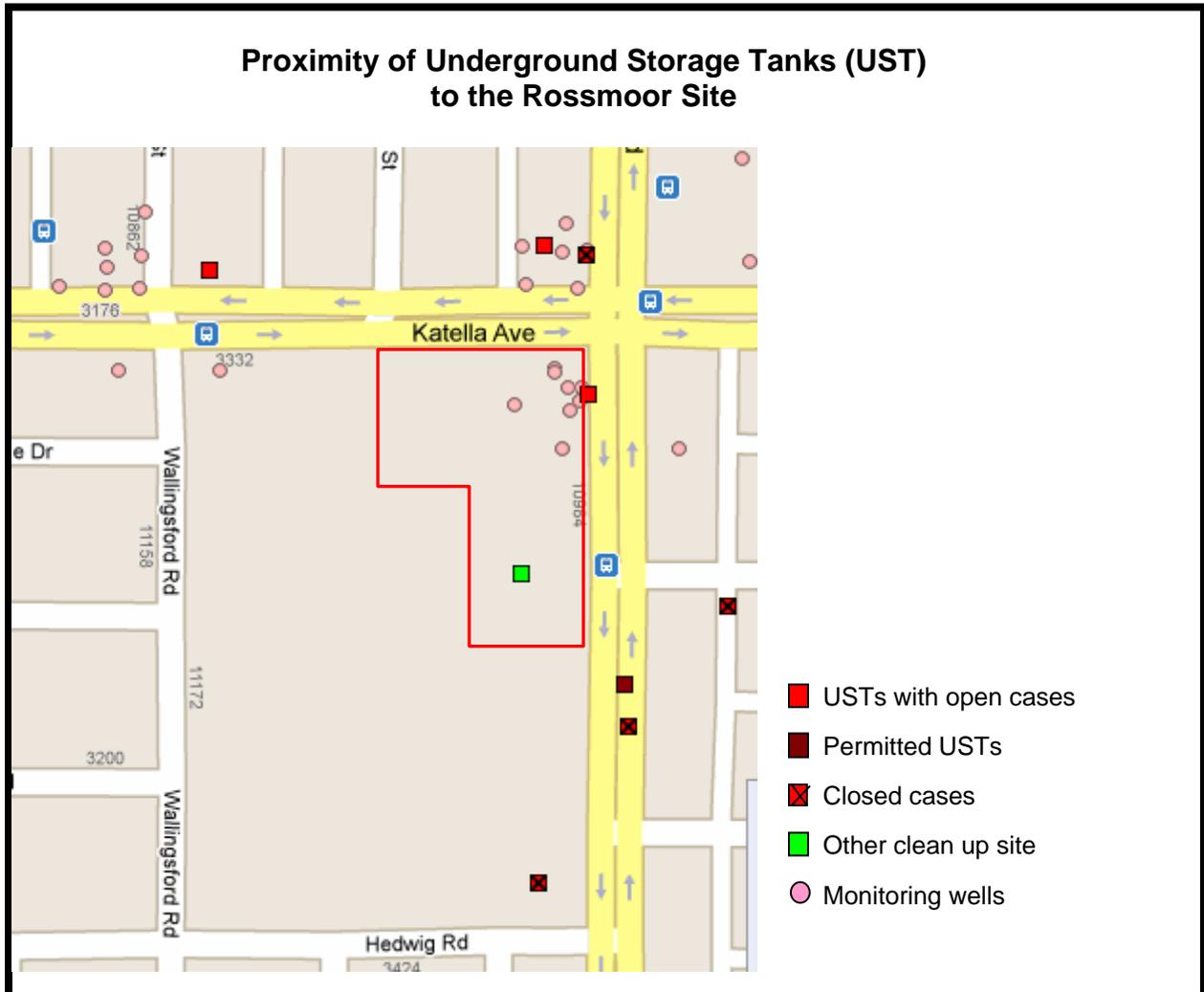
The Rossmoor Car Wash (11031 Los Alamitos Boulevard, Los Alamitos, CA 90720) is under review by the Santa Ana Regional Water Quality Resources Control Board for site contamination (Case #: 083001833T). A leak in the underground storage tank (UST) on the site was reported in 1991. Clean-up actions were taken in December 1994 and June 2005, including enhanced biodegradation techniques and the pumping and treating of groundwater. Eleven wells near the UST are monitored periodically by a third party.

Best Cleaners (11061 Los Alamitos Boulevard, Los Alamitos, CA 90720) is under review by the Santa Ana Regional Water Quality Resources Control Board for site contamination (Case ID: SL0605955432). The case has been open since 1991. Solvents (VOCs) from the dry cleaning operations contaminated soil on the site. The most recent remediation activities began on February 10, 2009. A hydrogen release compound (HRC) was injected into the ground on the site, at depths ranging from five to 23 feet, in order to speed up the biodegradation process of the contaminants. A monitoring report, conducted by a third party, on May 17, 2010 concluded that the HRC injections were speeding up the biodegradation process, but that contaminants were still present in the soil.

Figure 11 below shows the location of the above mentioned clean up sites within the potential housing development site, as well as adjacent clean-up sites. The third party contractor that monitors wells on the site of the Rossmoor Car Wash suggested that the

site is under routine surveillance and should not pose concerns to a potential developer, in terms of fines or clean up costs that may be imposed by local or state environmental authorities.

Figure 11

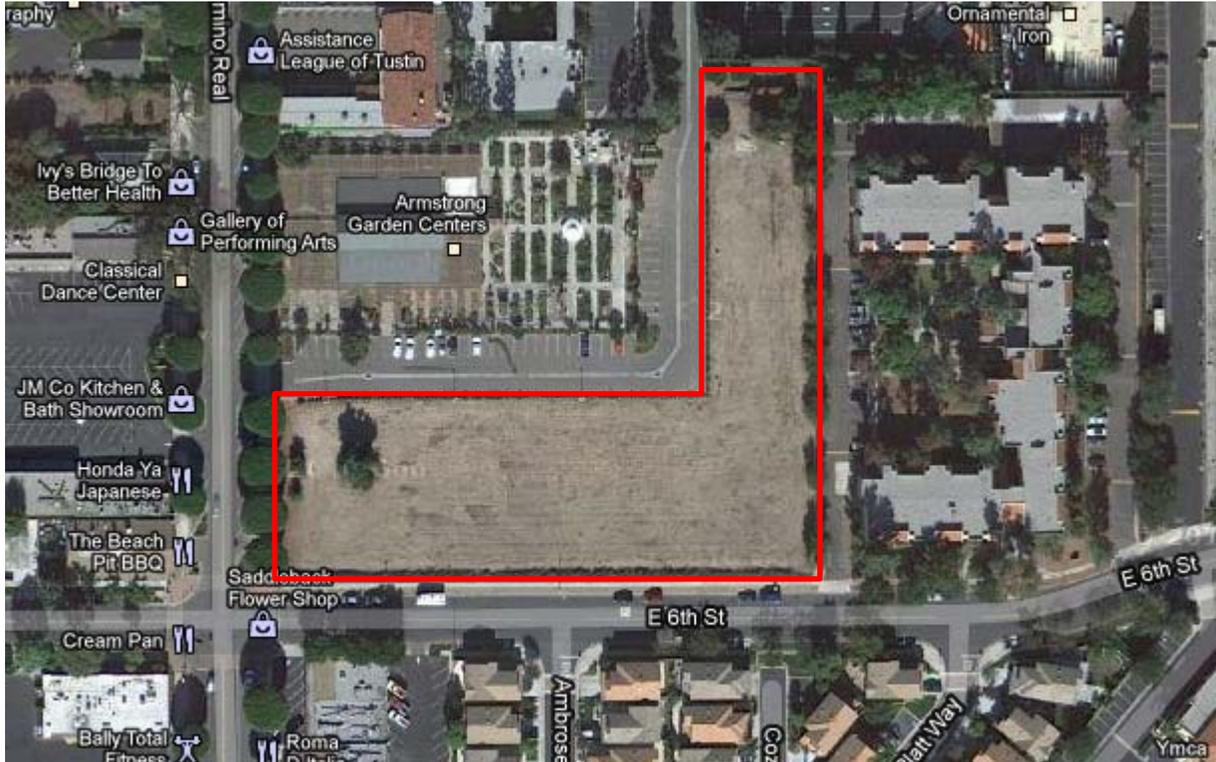


Site challenges: This site is worth consideration because it is the largest of the seven sites. However, with four separate owner groups, consolidation of the parcels is likely to be challenging. Demolition of existing structures will add to project costs. Lastly, there are environmental constraints on the site. These issues are currently undergoing routine remediation and monitoring, but may pose future concerns for residential construction.

5.7 Tustin Site

Location: This site is located northeast of the intersection of West Sixth Street and El Camino Real.

Figure 12



Related Parcel Number: 40162314, 40162315 and 40162316

Size of Consolidated Site: 2.61 acres

Zoned Density: 31.8 units / acre

Maximum Potential Housing Units: 83
(see Section 3.4.1 for the derivation of this figure)

Current Zoning Classification: The site is zoned (C2 P) for central commercial with a parking overlay. The site lies within the Tustin Town Center Redevelopment Area.

Current Site Use: Vacant

Surrounding Land Uses / Planning Context: The site is surrounded by a concentration of residential land uses to the south and east and by a concentration of compatible commercial uses to the north and west. The site is within 0.25 miles of

Tustin's Town Center. Residents of the site would be able to access the Tustin Historical Museum, library, city hall and other cultural and civic amenities. There are also many shopping establishments within walking distance, including an adult fitness center. Because there are two neighboring commercial centers with surface parking, there will likely be an opportunity for shared parking accommodation.

CTCAC Amenities Analysis Results

Table 25

Tustin (Sixth & El Camino)	Within ___ Distance from Site	Score	Out of Point Total
OCTA Bus Stop(s)	< 1,500 feet	5	7
Pepper Tree Park	< 0.25 miles	3	3
Orange County Library - Tustin Branch	< 0.5 miles	2	3
Vons Supermarket	< 0.5 miles	4	5
CC Lambert Elementary and Tustin Union High (Senior High)	< 0.5 miles	2	3
Tustin Hospital & Medical Center	< 1 mile	2	3
Vons Pharmacy	< 0.5 miles	1	2
High Speed Internet	(assumed available)	2	2
	Total Points	21	15

Transit stops that serve the Tustin site lie at the farthest allowable distance (just under 1,500 feet) from the site, but the buses on OCTA route 66 pass by the stops three to four times per hour. This qualifies the Tustin site for a score of five out of seven points in the transit category.

The site loses one point in the library, supermarket and pharmacy categories because each of these amenities lies within the 0.5 mile radius from the site rather than the 0.25 mile radius. The site loses one point in the medical facility category because the Tustin Hospital is located within the one-mile radius rather than the 0.5 mile radius. In total, the amenities point score for the Tustin site well exceeds the CTCAC requirement of 15 points.



Parcel Ownership and Tax Valuation

Table 26

Parcel Ownership Details Tustin (Sixth & El Camino)			
APN	40162314	40162315	40162316
Parcel Owner	Mary M Prescott Survivors Trust		
Owner Address	18752 E 17th St. Santa Ana, CA 92705		
Property Type	Commercial		
Base Year (for tax calculation)	1975	1979	1979
Exemption Type (if applicable)	N/A	N/A	N/A
Gross Value	\$75,500	\$216,413	\$134,296
Land Value	\$75,500	\$186,284	\$134,296

Total Consolidated Site **Gross Value**: **\$426,209**

Total Consolidated Site **Land Value**: **\$396,080**

Members of the Prescott family have been long-time residents of Tustin. Tustin redevelopment staff stated that they had not encountered any recent or pending proposals for development on the parcels owned by the Prescott Trust. This may indicate that the trustees are interested in holding the site for the long-term and may be amenable to a long-term ground lease arrangement.

Environmental Assessment: There are no reported incidents of either soil or water contamination at this site. The site is located only 950 feet from the Santa Ana Freeway. This may be a concern for air quality at the site.

Site Challenges: This site poses few challenges other than securing use of the land from the owner. The oblong shape of the northern side of the parcel may pose minimal architectural or site design challenges.

6.0 Recommendations

Section 6.1 provides a ranking of the top five potential development sites as well as a brief rationale for the rank order. These five sites were selected from the set of seven sites that remained after the GIS analysis. Each of the seven sites achieved an estimated CTCAC community amenities score of 15 points or more. The rankings were based on four primary considerations, in the following order:

- Projected ease of development on the particular site.
- Level of potential support from the redevelopment agency within whose jurisdiction the site is located.
- Potential for the greatest number of affordable units to be built.
- Estimated ease with which parking requirements could be accommodated.

6.1 Parcel Rankings

1) Tustin Site

The Tustin site was selected as a first choice because it posed few challenges, has the largest development capacity of any of the vacant parcels, and presents opportunities for shared parking. The site is surrounded by a healthy mix of residential, civic and commercial uses that would be beneficial for residents. The Tustin Redevelopment Agency has a modest amount of anticipated annual tax increment (about \$935,000 was available during FY 2009/10) that will be directed toward projects in the Town Center Project Area. Because the site is privately owned, the major challenge will be securing use of the land from the owner.

2) Garden Grove #2 Site

Garden Grove #2 site is less suited for residential use than Tustin, since there are auto oriented services directly to the west of the site. At the same time, the city of Garden Grove is focused on redevelopment activities along this corridor, in the Civic Center area. Land uses surrounding the site are likely to evolve in the coming years. This site has the second largest maximum unit potential of the vacant sites, and also has opportunities for shared parking arrangements with neighboring retail centers. The Garden Grove RDA was forced to use a portion of its built-up housing fund balance to make the mandated ERAF payment to the state during the last fiscal year. Despite this depletion of the housing fund, the RDA is generally in a strong position, relative to other RDAs, to assist developers with future housing projects.

3) Brea Site

Location in the city of Brea is a positive factor for site ranking because the city is generally very supportive of affordable housing development. Because the Brea site is located at the heart of the downtown area, residents would have access to many civic, cultural and shopping/retail amenities. Although this site is relatively small, there is a potential to combine new development with conversion of the upper story of the former Tower Records structure. Because the city intends to maintain shared parking on the site, a shared parking arrangement (likely a parking structure) would have to be addressed in the site development plan.

4) Garden Grove #1 Site

The Garden Grove #1 site is well suited for residential use. The site is within walking distance of many civic and cultural amenities, as well as a park. The site is ranked fourth because it is one of the smaller parcels and also is constrained in terms of opportunities to locate parking. Because the site is owned by a church, there may be greater potential to partner on a housing project than there would be for a piece of land that is privately owned. The same comments regarding the ability of the RDA to assist housing developers with future projects, which were made about the Garden Grove #2 site, apply equally to the Garden Grove #1 site.

5) Fullerton Site

The Fullerton Site is ranked last because it is not ideal for development. The site is small, and the two parcels which comprise it are not contiguous. Because building a residential structure would not only remove parking spaces from the existing surface parking lots it would be replacing, but also add demand for parking spaces, it would be a challenge to accommodate adequate parking for development on this site. In addition, Bank of America may or may not be interested in selling a major portion of its existing surface parking for affordable housing. Density bonuses could be employed to focus housing development only on the northernmost parcel, which is managed by the RDA (on behalf of a private trust). And the developer could potentially negotiate a shared parking arrangement with Bank of America.

6.1.1 Sites Not Included in the Rankings

Although the Rossmoor and Huntington Beach sites are by far the largest of the seven sites, with a development potential of 100 units and 200 units respectively, the other attributes of the sites make them less viable for development. The County of Orange is in a relatively strong position to offer support for new development. At the same time, the Rossmoor site is split among four separate ownership groups. The commercial uses on the sites are well established, and render the assessed value of the site much higher (over \$12 million) than any of the other potential sites. It would require a greater effort, both politically and financially, to convert the existing uses to a residential development.

The Huntington Beach site has a lower assessed commercial value (\$3.2 million) than the Rossmoor site, which would make acquisition of the Huntington Beach site more feasible. However, because the city of Huntington Beach has completed projects in recent years that have both depleted its housing fund balance and pushed the agency as a whole into \$87 million²² worth of bond debt, it is not in a strong position to assist a developer with the extra costs that would be involved in a conversion of the site for affordable housing. This site is worth reconsidering in the future when the Huntington Beach redevelopment agency is in a better position to offer financial support.

²² Fletcher

6.2 City Planning Activities to Monitor

This section highlights current initiatives, in the selected cities, which are likely to open up opportunities for affordable housing development in the long-term future. The four points below provide recommendations on next steps to take in future interactions with these cities and RDAs.

- 1) Work with Garden Grove economic development and planning staff as the city develops a new mixed use zoning code and continues the community visioning process for the civic center. Also maintain familiarity with the staff to become a developer of choice for projects with a high proportion of affordable units (see Best Practices section within the Garden Grove City profile).
- 2) Work with the Tustin Assistant City Manager and the economic development and planning staffs as the city continues to formulate a long-term strategy for the MCAS. Although there are not adequate amenities on the southern side of the area to fulfill CTCAC requirements for 9% tax credits, amenities could be coordinated to develop in tandem with affordable housing over the long-term.
- 3) Stay connected with Fullerton community development and housing staff, as well as the third party consultant (yet to be selected), as the development of the downtown core and corridors specific plan unfolds, to advocate for residential, affordable units within the plan.
- 4) Monitor additional amenities that may develop around the “Mixed Use Vacant Site 1” at Brookhurst and Stanford in Garden Grove (APN: 08966103, 08966104, 08966105 and 08907124). This site had an estimated CTCAC amenities score of only 13. However the site has other positive attributes. It is vacant, owned by the RDA and has a development potential of 150 units. (Note: no profile was provided in the report for this site because it did not meet the minimum amenities score criteria).

7.0 Conclusion

Affordable housing is needed not only by the homeless or those living below the poverty line. The inflated residential market in Orange County, in the case of both rental and ownership units, limits the housing options of even middle class professionals such as teachers, police officers and medical assistants. Support for the development of affordable housing in Orange County will have a positive effect on community life, individual health, youth education outcomes, air quality, worker productivity, and many other factors that contribute to a sustainable way of life in the region.

The primary aim of this report was to provide information that will assist in the process of opening up affordable housing development opportunities within Orange County. The strategy to provide this information was two-fold. The first objective was to identify a collection of sites that would be viable for affordable housing development within Orange County. The second objective was to assemble profiles of selected Orange County cities and RDAs that would demonstrate which cities are in the strongest position to offer support for the development of affordable housing.

Sites listed within the housing element suitable site inventories of Orange County cities are viewed by many developers and real estate related professionals as being unviable. As such, the expectation at the beginning of the research was that the analysis would result in a finding of zero viable sites. The conclusion can be drawn that there was more promise in the housing element site inventories than was expected. That does not mean that the seven sites from the site profile section should be considered outstanding development opportunities. The sites were generally small. Only two of the sites had a maximum unit potential of over 100 units. And those two sites that did have enough acreage to accommodate a larger scale development were encumbered with existing structures that would add additional demolition costs to a potential project. However, the results of the analysis provide at least five positive candidate sites that deserve further consideration.

Development of the RDA profiles resulted in a similarly mixed level of success. Some of the information gathered from interviews with RDA staff was inconclusive. Although in reality cities do tend to engage certain developers more than others, there was little indication from RDA staff as to what best practices may lead to the outcome of any one developer becoming a favored developer for the RDA. All RDA staff provided a standard response that the RDA will review and discuss any reasonable proposal that a developer has to offer, and that selection of a developer through an RFP or NOFA process will be based on the developer's past record of success. However, the RDA profiles provided in this report did clearly highlight those RDAs that have the greatest potential to provide various forms of support for future affordable housing development.

Acronym Glossary

AMI – area median income

APN – assessor parcel number

CTCAC – California Tax Credit Allocation Committee

ArcGIS – Geographic Information Systems (mapping software)

FMR – fair market rent

GIS – see ArcGIS

HCD – California Department of Housing and Community Development

HUD – United States Department of Housing and Urban Development

LIHTC – Low-Income Housing Tax Credits

MCAS – Marine Corps Air Station (Tustin)

NOFA – notice of funding availability

OCTA – Orange County Transit Authority

RDA – redevelopment agency

RFP – request for proposal

RFQ – request for quote

RHNA – Regional Housing Needs Assessment

SCAG – Southern California Association of Governments

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Appendix

Derivation of CTCAC Transit Amenity Point Scores

In determining CTCAC transit amenity point levels, any bus or transit route that served the site were considered. Where more than one transit amenity was available, the route scenario with the highest score was used for the transit amenity point score.

The researcher confirmed directly with CTCAC in Sacramento that the Allocation Committee interprets the amenities criteria strictly, when reviewing applications. For the purposes of amenities scoring for this report, if the bus route under consideration did not serve the site during the precise 7am to 9am and 4pm to 6pm rush hour time frame, full points could not be awarded. For example, the Brea site is served by route 213A, which runs the required two times per hour. However the 213A route only runs from 5:22am to 6:20am, not from 7am to 9am. Therefore, the lower score of 4 points was assigned to the Brea site.

Brea			
OCTA Route #	129	143	213(A)
Frequency per hour, Mon - Fri	1	1	2
Morning availability	5:20 am	All day	5:22 - 6:20 am
Evening availability	11:49 pm	All day	4:03 - 5:08 pm
From	La Habra	Brea Mall	Brea Park-and-ride lot
To	Anaheim	Fullerton College	UC Irvine Campus
Distance to bus stop	<500 ft	<500 ft	<500 ft
Points	4	4	4

Fullerton				
OCTA Route #	43	24	213(A)	Metrolink
Frequency per hour, Mon - Fri	4	1	2	
Morning availability	All day	All day	5:22 - 6:20 am	
Evening availability	All day	All day	4:03 - 5:08 pm	
From	Fullerton College	The Village, Orange	Brea Park-and-ride lot	
To	Triangle Square, Costa Mesa	Fullerton Park-and-Ride	UC Irvine Campus	
Distance to transit stop	<500 ft	<500 ft	<500 ft	0.55 miles
Points	6	4	4	No points for rail station >0.25 miles away

Derivation of CTCAC Transit Amenity Point Scores (cont.)

Garden Grove #1 Stanford & Barcelona	
OCTA Route #	37
Frequency per hour, Mon - Fri	2 (except 1 bus during 5pm hour)
Morning availability	All day
Evening availability	All day
From	La Habra
To	Fountain Valley
Distance to transit stop	<1,500 ft
Points	3

Garden Grove #2 GG Blvd & Taft	
OCTA Route #	56
Frequency per hour, Mon - Fri	1 - 2
Morning availability	All day
Evening availability	All day
From	Orange Transportation Center
To	Garden Grove
Distance to transit stop	<500 ft
Points	4

Huntington Beach		
OCTA Route #	29	178
Frequency per hour, Mon - Fri	2 - 3	1
Morning availability	All day	All day
Evening availability	All day	All day
From	Buena Park Metrolink Station	University Center, Irvine
To	PCH Huntington Beach	Huntington Beach
Distance to transit stop	<500 ft	<500 ft
Points	6	4

Rossmoor		
OCTA Route #	50	701
Departures per hour, Mon - Fri	2	1 - 2
Morning availability	All day	5:32 - 6:20 am
Evening availability	All day	4:14 - 5:04 pm
From	VA Hospital Long Beach	Huntington Beach, Goldenwest Transportation Center
To	The Village, Orange	Downtown Los Angeles
Distance to bus stop	<500 ft	<500 ft
Points	6	4

Derivation of CTCAC Transit Amenity Point Scores (cont.)

Tustin	
OCTA Route #	66
Frequency per hour, Mon - Fri	3 - 4
Morning availability	All day
Evening availability	All day
From	Irvine Valley College
To	Huntington Beach
Distance to transit stop	<1,500 ft
Points	5