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City of San Bernardino draft 2021-2029 Housing Element

2021-2029 HOUSING ELEMENT

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CONTENTS

1.0	INTRODUCTION	1-1
1.1	Background.....	1-1
1.2	Statutory Authority	1-2
1.3	Related Planning Efforts	1-3
1.4	Public Outreach.....	1-4
2.0	HOUSING NEEDS.....	2-1
2.1	Population Profile.....	2-2
2.2	Housing Profile.....	2-10
2.3	Special Needs.....	2-25
2.4	Housing Preservation.....	2-52
3.0	HOUSING CONSTRAINTS	3-1
3.1	Governmental Constraints	3-2
3.2	Nongovernmental Constraints.....	3-49
3.3	Environmental Constraints.....	3-58
4.0	HOUSING RESOURCES	4-1
4.1	Future Housing Needs.....	4-1
4.2	Housing Sites	4-22
4.3	Site Infrastructure	4-32
4.4	Implementation Resources.....	4-49
5.0	FAIR HOUSING.....	5-1
5.1	Integration and Segregation.....	5-2
5.2	Disproportionate Need	5-16
5.3	Access to Opportunity.....	5-25
5.4	Fair Housing Enforcement	5-38
5.5	Local Context.....	5-43
5.6	Disadvantaged Communities.....	5-51
5.7	AB 686 Sites Analysis	5-61
5.8	Fair Housing Issues	5-80
6.0	PROGRAM EVALUATION AND OUTREACH.....	6-1
6.1	Quantified Objectives	6-2
6.2	Accomplishments	6-8
6.3	Housing Outreach	6-15
6.4	Outreach Findings.....	6-21

7.0	HOUSING PLAN.....	7-1
7.1	Goals and Policies	7-2
7.2	Housing Programs	7-7
7.3	Quantified Objectives	7-37

FIGURES

Figure 2-1	Population Growth in the City of San Bernardino, 1980-2030.....	2-2
Figure 2-2	Median Household Income, San Bernardino City and the County, 2010-2019	2-8
Figure 2-3	Number of Households by Income and Tenure, City of San Bernardino.....	2-9
Figure 2-4	Residential Development Permits Issued by Decade, San Bernardino	2-10
Figure 2-5	Housing Types in the City of San Bernardino, 2020.....	2-11
Figure 2-6	Housing Tenure in the City of San Bernardino, 2020.....	2-13
Figure 2-7	Decades When Housing Was Built in the City of San Bernardino, 2020	2-14
Figure 2-8	Trends in Median Home Prices in San Bernardino, 2012 to 2021.....	2-15
Figure 2-9	Prevalence of Housing Problems in San Bernardino, 2015-2019.....	2-19
Figure 2-10	Prevalance of Housing Problems by Household Income and Type, 2015-2019	2-20
Figure 2-11	Housing Overpayment Trend in San Bernardino, 2010 to 2019.....	2-21
Figure 2-12	Housing Overcrowding Trend in San Bernardino, 2010 to 2019.....	2-22
Figure 2-13	Property Conditions, San Bernardino, 2000	2-23
Figure 2-14	Housing Unit Exterior Conditions, San Bernardino, 2000.....	2-24
Figure 2-15	Homeless Trends in the City of San Bernardino, 2016-2022	2-39
Figure 2-16	Lower Income Households with Housing Problems in San Bernardino, 2000	2-49
Figure 2-17	Publicly Assisted Multi-family Housing in San Bernardino, 2020.....	2-52
Figure 3-1	Residential Construction Cost Trends, 2011-2022.....	3-51
Figure 4-1	Percent of Housing in the Development Pipeline.....	4-3
Figure 4-2	Accessory Dwellings Permitted, 2019-2022	4-11
Figure 4-3	Emergency Shelter Overlay Sites	4-20
Figure 4-4	Downtown Specific Plan Land Use Map	4-27
Figure 4-5	Sites Identified to Accommodate the 6th Cycle RHNA, San Bernardino.....	4-30
Figure 4-6	Broadband Coverage in San Bernardino and Vicinity.....	4-33
Figure 5-1	Median Household Income by Census Tract	5-3

Figure 5-2	Prevalance of Low- Income Population	5-4
Figure 5-3	Neighborhood Race/Ethnicity by Census Tract	5-6
Figure 5-4	Prevalence of Poverty Among Residents.....	5-8
Figure 5-5	Areas of Segregation and Poverty	5-9
Figure 5-6	Prevalence of People with a Disability.....	5-11
Figure 5-7	Percentage of Children in Female-Headed, Single-Parent Families.....	5-13
Figure 5-8	Percentage of Households with a Senior Citizen	5-14
Figure 5-9	Percentage of Households with Five or More Members.....	5-15
Figure 5-10	Percentage of Renter Households Overpaying for Housing.....	5-17
Figure 5-11	Percentage of Homeowners Overpaying for Housing	5-18
Figure 5-12	Percentage of Housing Stock by Decade Built.....	5-19
Figure 5-13	Prevalence of Overcrowding Among Households.....	5-21
Figure 5-14	Prevalence of Housing Displacement Risk.....	5-23
Figure 5-15	Homeless People in San Bernardino City	5-24
Figure 5-16	TCAC Composite Resource Score.....	5-26
Figure 5-17	TCAC Economic Opportunity Score.....	5-28
Figure 5-18	TCAC Educational Opportunity Score.....	5-31
Figure 5-19	Percentage of Existing Affordable Housing Units by Target Group.....	5-32
Figure 5-20	Housing Choice Voucher by Census Tract	5-33
Figure 5-21	Transit Score in San Bernardino region.....	5-35
Figure 5-22	CalEnviroScreen Scores by Tract.....	5-37
Figure 5-23	Disadvantaged Unincorporated Communities.....	5-53
Figure 5-24	RHNA Credits: by San Bernardino Areas	5-62
Figure 5-25	RHNA Credits by TCAC Composite Map	5-63
Figure 5-27	Number of Census Tracts in Planning Areas by Resource Category	5-64
Figure 5-26	Household Income Distribution by Planning Area in San Bernardino	5-64
Figure 5-28	City's RHNA Strategy: Current vs. Proposed Income Distribution on Vacant Sites.....	5-67
Figure 5-29	Existing and Proposed Income Distribution by Area	5-67
Figure 5-30	RHNA Credits by TCAC Economic Opportunity Map.....	5-71
Figure 5-31	RHNA Credits by TCAC Environmental Quality.....	5-72
Figure 5-32	RHNA Credits by TCAC Educational Opportunity Map.....	5-73

TABLES

Table 2-1	Population Growth, San Bernardino and County, 1990–2030	2-2
Table 2-2	Age Trends, San Bernardino, 2000 to 2019	2-3
Table 2-3	Race and Ethnic Composition, San Bernardino, 2000 to 2019	2-4
Table 2-4	Household Types, San Bernardino, 2010 to 2019	2-5
Table 2-5	Major Employment Centers in and Around San Bernardino 2020	2-6
Table 2-6	Employed Residents by Industry, San Bernardino, 2019	2-7
Table 2-7	Household Income, San Bernardino, 2019.....	2-8
Table 2-8	Household Incomes by RHNA Category.....	2-9
Table 2-9	Housing Unit Types, San Bernardino, 2020	2-11
Table 2-10	Housing Units by Bedroom Number, San Bernardino, 2020	2-12
Table 2-11	Household Tenure and Vacancy Rates, San Bernardino, 2000 to 2019	2-13
Table 2-12	Housing Units by Period of Construction, San Bernardino, 2019	2-14
Table 2-13	Median Home Sales Costs, San Bernardino, 2020	2-15
Table 2-14	Apartment Rents, 2021.....	2-16
Table 2-15	Maximum Affordable Rents and Sales Prices, San Bernardino County, 2021	2-17
Table 2-16	Housing Problems, San Bernardino.....	2-19
Table 2-17	Housing Problems, San Bernardino.....	2-20
Table 2-18	Housing Overpayment, San Bernardino, 2010 to 2019.....	2-21
Table 2-19	Housing Overcrowding, San Bernardino, 2010 to 2019.....	2-22
Table 2-20	Special Housing Needs Groups, San Bernardino, 2019	2-25
Table 2-21	Senior Housing in San Bernardino.....	2-27
Table 2-22	Services for Seniors in San Bernardino.....	2-29
Table 2-23	Family Housing in San Bernardino.....	2-31
Table 2-24	Services for Families in San Bernardino	2-33
Table 2-25	Housing for Persons with Disabilities in San Bernardino	2-36
Table 2-26	Services for Persons with Disabilities in San Bernardino	2-38
Table 2-27	Housing for Homeless Residents in San Bernardino.....	2-41
Table 2-28	Homeless Service Providers in San Bernardino.....	2-44
Table 2-29	Very Low- and Extremely Low-Income Housing Problems	2-49
Table 2-30	Rental Housing Vouchers, City of San Bernardino, 2020.....	2-51

Table 2-31	San Bernardino Subsidized Multi-Family Housing.....	2-53
Table 2-32	Subsidy Cost per Unit Type, by Income Category.....	2-56
Table 2-33	Qualified Housing and Service Entities	2-58
Table 3-1	Land Use Designations/Districts	3-3
Table 3-2	Overlay and Special Zones.....	3-4
Table 3-3	Specific Plans with Residential Zones.....	3-5
Table 3-4	Permitted Residential Uses	3-6
Table 3-5	Residential Development Standards	3-17
Table 3-6	Parking Standards for Residential Uses	3-21
Table 3-7	Suitability of Residential Zones to Accommodate the RHNA	3-23
Table 3-8	Adopted Building and Property Maintenance Codes.....	3-27
Table 3-9	GHG Emissions Reduction Measures and Targets for 2030	3-29
Table 3-10	Street Infrastructure Standards	3-33
Table 3-11	Development Permit Process Timelines.....	3-38
Table 3-12	Interest Rates, June 2022	3-52
Table 3-13	Residential Development Fee Scenario.....	3-53
Table 3-14	2021 Residential Planning Division Fees.....	3-54
Table 3-15	2021 Development Impact Fees	3-55
Table 3-16	AB 1483 Required Documents and Website Access	3-57
Table 4-1	Regional Housing Needs Allocation, San Bernardino, 2021 to 2029.....	4-2
Table 4-2	Housing Projects with Four or More Units Credited to the RHNA.....	4-4
Table 4-3	Accessory Dwelling Unit Survey.....	4-12
Table 4-4	Survey of ADU Rents in San Bernardino, 2022.....	4-13
Table 4-5	Emergency Shelter Overlay Sites	4-21
Table 4-6	San Bernardino RHNA Status Summary.....	4-29
Table 4-7	San Bernardino Water Demand and Supply	4-31
Table 4-8	San Bernardino Existing Wastewater Collection System	4-32
Table 4-9	Vacant Sites Allowing Residential Uses.....	4-35
Table 4-10	Primary Financial Resources	4-50
Table 5-1	Household Income, San Bernardino and the Region.....	5-2
Table 5-2	Race and Ethnicity, San Bernardino and the Region.....	5-5

Table 5-3	Dissimilarity Index, City of San Bernardino.....	5-5
Table 5-4	Disability Status, San Bernardino and the Region.....	5-10
Table 5-5	Familial Status.....	5-12
Table 5-6	Prevalence of Overpayment	5-16
Table 5-7	Housing Built by Decade	5-19
Table 5-8	Prevalence of Overcrowding	5-20
Table 5-9	Unhoused Population, 2022	5-24
Table 5-10	Academic Performance	5-30
Table 5-11	Fair Housing Complaints.....	5-39
Table 5-12	Housing Case Closure Reasons	5-39
Table 5-13	Disadvantaged Unincorporated Communities.....	5-52
Table 5-14	Overview of Opportunity Indicators.....	5-68
Table 5-15	Resource Opportunity Scores by Area	5-69
Table 5-16	Assessment of Fair Housing Implications of Sites.....	5-74
Table 5-17	Fair Housing Issues, Metrics, and Actions	5-86
Table 6-1	5th Cycle RHNA Progress	6-2
Table 6-2	Progress in Implementing 2014-2021 Housing Element Programs.....	6-8
Table 6-3	GPAC Meetings Covering Housing Element	6-19
Table 6-4	Stakeholder Meeting Summary	6-20
Table 6-5	Summary of Comments and Program Responses	6-25
Table 7-1	Program Summary, 2021–2029 Planning Period.....	7-27
Table 7-2	Housing Element Quantified Objectives.....	7-37

1.0 INTRODUCTION

This chapter provides background context for the City of San Bernardino, current planning efforts, and the requirements of the Housing Element.

1.1 BACKGROUND

San Bernardino, the County seat, encompasses 62 square miles and is one of 24 cities of San Bernardino County. It is bounded by Highland and Redlands to the east, Colton and Loma Linda to the south, Rialto to the west, and the National Forest to the north. Surrounding lands are largely undeveloped and often topographic, but the surrounding cities are growing at an increasing rate. The City is connected to the broader region by Interstate 215 and Interstate 10. With a population exceeding 222,000, the City is the 18th largest city in California.

Incorporated in 1854, San Bernardino grew rapidly through the late 1800s and early 1900s. Fueled by the Pacific Electric Railway, which opened it to the broader region, the city nearly doubled in population by 1910. Growth continued for decades. World War II brought an Army Air Corps base. Postwar prosperity, coupled with continued railroad jobs, and civilian and military jobs at Norton and at Kaiser Steel in Fontana, resulted in vast housing tracts being built in the City's North central and Del Rosa areas. Cal State San Bernardino opened in 1965 and established the City as a central destination for education. In 1977, the City was named an "All-America" City.

Like many urban areas, the City also faced challenges. The closure of Norton and Kaiser Steel led to significant downturns in the local economy and employment losses. The real estate boom and bust cycles of the 1980s, 1990s, and mid-2010s took a significant toll on the community, resulting in plummeting property values and soaring housing foreclosures. The City also experienced growing blighting influences and crime with the decline of the City's urban core coupled with aging infrastructure and neighborhoods. These misfortunes culminated with the City's bankruptcy in 2012, terrorist attack in 2015, and the aftermath of COVID-19 and economic disruptions.

In 2022, the City of San Bernadino officially emerged from all bankruptcy proceedings and the future looks positive. Completion of the General Plan update, the Downtown Specific Plan, and redevelopment of the Carousel Mall will provide for a mix of housing suitable for different ages and income levels. The City's finances have improved and stabilized, allowing increased expenditures for community services, public safety, and community development. Building permits are at the highest levels in recent years. San Bernardino's 2021-2029 Housing Element seeks to build on this success by addressing current unmet housing needs and planning for the next generation of residents in San Bernardino.

1.2 STATUTORY AUTHORITY

California law requires that all cities develop a Housing Element and housing programs to meet their "fair share" of existing and future housing needs for all income groups. Therefore, the City of San Bernardino, along with all local governments in California, must prepare a Housing Element to meet its local housing needs in accordance with Section 65583 of the Government Code. The Housing Element contains goals, policies, and programs to facilitate the development, improvement, and preservation of housing commensurate with its need established by the City, regional government, and the State of California.

Requirements for the content of the Housing Element are found in Article 10.6 of Chapter 3 of Planning and Zoning Law, commencing with Government Code Section 65580 et seq. State law prescribes the scope of the Housing Element. The 2021-2029 San Bernardino Housing Element has seven sections, described below.

- **Chapter 1: Introduction.** Includes an overview, the statutory authority and requirements, related planning efforts, overview of the outreach process that informed the development of the Housing Element, and process for maintaining consistency with the General Plan.
- **Chapter 2: Needs Assessment.** Analysis of demographic, social, and housing characteristics; special housing needs; and current and future housing needs due to population growth, demographic change, and other factors affecting housing need, including fair housing.
- **Chapter 3: Constraints Analysis.** Analysis of governmental and nongovernmental (market and environmental-related) constraints that affect the development, maintenance, and improvement of housing for all income groups and people with disabilities.
- **Chapter 4: Housing Resources.** Inventory of resources available to address the City's housing needs, including available land for housing, housing production in the pipeline, and the financial resources and administrative capacity to manage housing programs.
- **Chapter 5: Fair Housing.** This chapter will address the new statutory requirements for affirmatively furthering fair housing set forth by AB 686. This section will also include the results of outreach undertaken to improve fair housing.
- **Chapter 6: Program Evaluation.** This chapter includes an assessment of accomplishments achieved during the prior planning period, a description of outreach and engagement that has informed the process, and a synopsis of changes proposed for the housing element.
- **Chapter 7: Housing Plan.** The goals, policies, and programs to address the development, improvement, and conservation of housing and provision of fair housing opportunities to meet the needs of residents.

1.3 RELATED PLANNING EFFORTS

San Bernardino's 2021-2029 Housing Element is directly related to local-, regional-, and state-mandated planning efforts. The following text describes the relationship of the Housing Element with these planning efforts and how the City maintains consistency with each effort.

GENERAL PLAN

In 2019, the City began an update of its General Plan, including Housing Element, which was intended to maintain consistency with new policy direction. Changes in the land use element will plan for the appropriate amount of land and land use designations necessary for the City to meet its local housing needs, and the Housing Element's goals, policies, and programs will reflect these changes. As required by California law, the safety element is being updated with the Housing Element, and the safety element has provided critical information about the location of natural and human-caused hazards that informed the Housing Element. As required by state law, the Housing Element will periodically be updated over the 2021-2029 planning period to maintain consistency with the San Bernardino General Plan as amendments are proposed.

REGIONAL HOUSING NEEDS ASSESSMENT

The Southern California Association of Governments has the responsibility for allocating the regional fair share of housing needs, assigned by the State of California, to the jurisdictions under its planning authority. The allocation of housing needs is based on statewide and local projections of population, employment, and household trends. California requires local governments to ensure that adequate sites, public facilities, infrastructure, and services are available to facilitate housing production in accordance with their assigned share of the Regional Housing Needs Assessment (RHNA). The RHNA for the 2021 to 2029 planning period is 8,123 new housing units. The Housing Element contains goals, policies, and programs to address the City's share.

OTHER PLANNING EFFORTS

During the 2021-2029 planning period, the City continues to implement the Housing Element. The Downtown Specific Plan provides sites to accommodate the housing goals in the 2021-2029 RHNA. A planned comprehensive update of the zoning code will be initiated following adoption of the General Plan update to implement proposed revisions to development processes, zoning districts, increased residential densities, and other associated items. The Housing Element is also consistent with a variety of federal housing plans, including the City's 2020-2025 Consolidated Plan and Analysis of Impediments to Fair Housing. The Housing Element will be amended, as necessary, to address the City's RHNA or maintain consistency with related planning efforts, to the extent required by and in accordance with state law.

1.4 PUBLIC OUTREACH

State law requires cities to make a "diligent effort" to achieve participation by all segments of a city in the Housing Element. As the Housing Element update is part of an overall update to the General Plan, San Bernardino solicited input from the public throughout the General Plan update process and the Housing Element Update. Input was provided during the development of the draft element, the public review of the draft element, and the adoption process.

The City's public participation program included the following:

- **Visioning Workshops:** The City engaged residents, local leaders from each City ward, and a wide swath of stakeholders regarding their perceptions of existing issues and visions for the future of the city during the spring to fall 2021. Activities to engage residents involved workshops, pop-ups, online surveys, stakeholder interviews, and other initiatives.
- **Committee and Ward Meetings:** A General Plan Advisory Committee (GPAC) was appointed to provide input, feedback, and recommendations to City staff, Planning Commission, and City Council on key components of the General Plan and Housing Element update. The GPAC held more than a dozen meetings covering topics relevant to the Housing Element. In addition, the City held workshops in each ward to understand issues unique to each area of San Bernardino.
- **Website Presence:** The City of San Bernardino made a diligent effort to keep the public informed about the status of the General Plan update and 2021-2029 Housing Element update. A General Plan website was set up to inform residents of the update, including the Housing Element. All GPAC meetings, relevant presentations, and background reports were made available online.
- **Consolidated Plan and Analysis of Impediments Update:** The City's 2020-2025 Consolidated Plan and Analysis of Impediments to Fair Housing conducted a robust public participation effort. The feedback provided through the process supported development of the ConPlan, including the development of housing and community development needs, priorities, goals, and strategies.
- **Stakeholder Consultations:** The City contacted stakeholders to inform the overall consolidated plan update and the fair housing analysis. Stakeholders were selected to include a broad array of interest groups, such as neighborhood groups, faith-based groups, nonprofit organizations, city-county agencies, developers, and financial institutions.

The public outreach process and the key findings that inform the development of the goals, policies, and programs of the housing element are described in greater detail in Chapter 5.

2.0 HOUSING NEEDS

Providing adequate and suitable housing is a critical responsibility for all cities in California. As such, the State of California requires that all local governments in the state include in their housing element updates an “assessment of housing needs.” The authority for this assessment comes from Cal. Govt. Code § 65583(a)(1), (2), and (7), which specify the requisite analysis. This chapter provides the existing housing setting for the General Plan existing conditions report and the requisite “housing needs assessment” for the City’s 2021-2029 Housing Element.

San Bernardino is approximately 62 square miles and the 18th most populated city in California. As the oldest city in the Inland Empire, San Bernardino has a complex past and has experienced significant change—demographic, economic, land use, environmental, and housing, among others. Therefore, for this General Plan, understanding San Bernardino’s future opportunities for housing residents requires a thorough understanding of the existing conditions on the ground today.



To this end, this chapter includes a quantification and a descriptive analysis of the City’s existing housing needs. The existing need analysis is organized as follows:

- Analysis of demographic characteristics, including population growth, population characteristics and trends (age, race and ethnicity, household type, etc.), and their implications for housing needs.
- Analysis of housing growth, characteristics, housing sales and rents, housing problems (e.g., overpayment, overcrowding, substandard housing), and their implications for housing needs.
- Analysis of special needs, including a quantification and description of the needs of senior citizens, families, people with disabilities, homeless people, college students and faculty, etc.
- Identification of assisted and affordable housing projects in the community along with an analysis of their status to convert from affordable to market rents.

Following an assessment of existing conditions, this chapter closes with a summary of key challenges moving forward for the City of San Bernardino’s 2021-2029 Housing Element.

2.1 POPULATION PROFILE

POPULATION GROWTH

Historically, population growth in the City of San Bernardino and county has been largely responsible for the increase in the type and level of housing demand and housing production. The City has historically accommodated this population growth through annexations and residential development within its sphere of influence, particularly in northern San Bernardino.

The City and County saw significant population growth during the economic expansion of the 1980s, increasing 38 and 58 percent, respectively (see **Figure 2-1**). However, as shown by the gold line, the City's population as a percentage of the County declined. During the 1990s and 2000s, population still rose in the City county, at 13 and 20 percent per decade. By 2020, population growth slowed to 6 and 7 percent, respectively. Through the year 2030, SCAG projects that population will grow 13 percent in the county and 1.3 percent in the City, although actual population growth in the City will be higher according to the 2021-2029 RHNA.

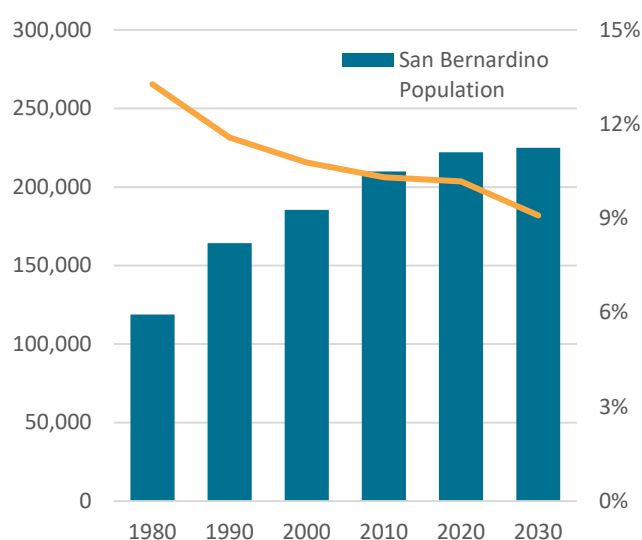


Figure 2-1 Population Growth in the City of San Bernardino, 1980-2030

Table 2-1 shows population growth trends in the City and County from 1990 to 2030.

Table 2-1 Population Growth, San Bernardino and County, 1990–2030

Year	Population		Percent Change		City Pop. as % of County
	City	County	City	County	
1990	164,164	1,418,380	38.2%	58.5%	12%
2000	185,401	1,719,000	12.9%	21.2%	11%
2010	209,924	2,035,210	13.2%	18.4%	10%
2020	222,101	2,181,654	5.8%	7.2%	10%
2030	230,500	2,474,000	1.3%	13.4%	9%

Source: SCAG RTP/SCS 2020 Demographic and Growth Forecasts; US Census, 1980-2020.

AGE CHARACTERISTICS

San Bernardino's housing needs are influenced by residents' ages. Different age groups have different lifestyles, family types, and income levels that affect their housing needs. Younger adults tend to occupy more affordable apartments, middle-aged adults tend to desire larger homes to accommodate children, and seniors may begin to downsize to smaller homes that are easier to maintain. **Table 2-2** shows age trends for San Bernardino measured between 2000 and 2019.

Nearly a third of San Bernardino's population is youth below age 18, suggesting that a significant portion of its population could potentially age into householder age during this decade. However, youth have declined in numbers over the last two decades, from 35 percent in 2000 to just under 30 percent in 2019. In fact, this age bracket is the only age group to decline since 2010; all others (except for the college age 18- to 24-year-old bracket) have increased in their share of the population. Countywide, the share of youth under age 18 is approximately 26 percent.

Though the City's young adult population has increased over the past two decades, it remains stable at 12 percent of the population. The City's working-age population, ages 25 to 65, has remained at approximately one-half of the City's total population. Meanwhile, over the past two decades, the second largest age bracket has been the 25- to 44-year-old group, whose members may begin homeownership or have already established their place of residence in San Bernardino. The 45 to 64 age group stands at 21 percent of the population, with virtually no change since 2010.

Overall, San Bernardino seniors ages 65 and older recorded the most significant increase of any age bracket, increasing 17 percent between 2010 and 2019. At 9 percent of the total population, seniors represent the smallest age group in the City as of 2019—smaller than the countywide average of 12 percent. However, if local trends in aging continue, potentially up to one in ten residents will become a senior by 2030, suggesting an additional need for senior housing.

Table 2-2 Age Trends, San Bernardino, 2000 to 2019

Age Groups	2000		2010		2019		Percent Change (2010–2019)
	Number	%	Number	%	Number	%	
Total	185,401	100%	209,924	100%	216,089	100%	3%
0-17	65,180	35%	67,238	32%	64,020	30%	-5%
18-24	20,433	11%	26,654	13%	26,571	12%	0%
25-44	54,915	30%	56,221	27%	61,324	28%	9%
45-64	29,607	16%	43,277	21%	44,818	21%	4%
65 +	15,266	8%	16,534	8%	19,356	9%	17%

Source: US Census Bureau's Decennial Census (2000, 2010); 2015-2019 ACS 5-Year Estimates.

RACE AND ETHNICITY

San Bernardino has been a racially and ethnically diverse city for decades. It had one of the first Chinatowns in the late 1880s and a Japanese-American area in Seccombe Park. The Black community began in the Valley TruckFarm neighborhood. Since the 1960s, the Medical Center (formerly known as Muscoy) and Base Line corridors were mostly Black, in the east side and west side areas centering on Waterman Gardens and the Maplewood project. The heart of the Mexican-American community is on the west and south sides of San Bernardino, but it has now expanded citywide. The northernmost portion of the City remains predominantly White.

While the City has been home to different race and ethnic groups, significant demographic changes have occurred since 2000. For instance, Whites declined from the majority group (53 percent) in 2000 to only 35 percent by 2019. Hispanics have become the majority at 65 percent of the population. Blacks and Asians have remained generally stable in number during this time. 2020 Census figures indicate that Hispanics have continued to increase in number and proportion. Many residents were also born outside the United States; more than one in five are foreign born, and of those, 80 percent are from Latin America. Because of the City's race and ethnic composition, a larger proportion of residents than in other communities speak languages other than English.

Table 2-3 shows the racial and ethnic composition for the City and how the composition has changed between 1990 and 2019. Race and ethnic characteristics of San Bernardino's population are further described later in this needs assessment as well as in the fair housing section.

Table 2-3 Race and Ethnic Composition, San Bernardino, 2000 to 2019

Race / Ethnic Group	2000		2010		2019		Change (2010–19)
	Number	%	Number	%	Number	%	
Total Population	185,401	100%	209,924	100%	216,089	100%	3%
Non-Hispanic	97,379	53%	83,930	40%	75,274	35%	-10%
• White	53,630	29%	39,977	19%	31,176	14%	-22%
• Black	29,654	16%	29,897	14%	28,711	13%	-4%
• Asian/Pacific Isl.	8,176	4%	8,731	4%	9,479	4%	9%
• Other	5,919	3%	5,325	3%	5,908	3%	11%
Hispanic	88,022	47%	125,994	60%	140,815	65%	12%
Diversity Index	78%		70%		N/A		

Source: US Census Bureau, Decennial Census (2000, 2010); 2015-2019 ACS 5-Year Estimates

HOUSEHOLD CHARACTERISTICS

San Bernardino's housing needs also vary depending on household type, size, and age characteristics. This includes family size, the presence of children, single versus double incomes, and other characteristics. For instance, families with young children often seek the living space and the financial investment that homeownership offers. In contrast, single-person households tend to desire apartments and townhomes that are easier to afford and maintain and offer greater mobility. These patterns underscore the need for a diversity of housing types and prices for different households in the City. **Table 2-4** reports the proportions of family and nonfamily households in San Bernardino and how they have changed from 2010 to 2019.

The City experienced limited changes in household composition over the decade. In 2010 and 2019, families made up 75 percent of all households. Moreover, the average size of households remained relatively stable, increasing only slightly. The portion of households with families raising children was roughly the same in both years but fell 13 percent from 2010 and 2019. This trend was mirrored to a lesser extent in households where couples were married. Households where unrelated persons cohabitated also decreased by 14 percent. Consistent with regional trends, the City saw a significant increase in households with a householder aged 65 years and older.

Table 2-4 Household Types, San Bernardino, 2010 to 2019

Characteristics	2010		2019		Change	
	Number of Hhlds	Percent of Hhlds	Number of Hhlds	Percent of Hhlds	Number of Hhlds	Percent
Total Households	59,283	100%	59,295	100%	12	<1%
Family Households	44,520	75%	44,659	75%	139	<1%
• Married	25,700	43%	24,360	41%	-1,340	-4%
• Other Family	18,820	32%	20,029	34%	1,209	6%
Nonfamily Households	14,763	25%	14,636	25%	-127	-1%
Household Age/Size						
• Householder <35	14,354	24%	14,030	24%	-324	-2%
• Householder 35–65	34,901	59%	34,185	58%	-716	-2%
• Householder 65+	10,028	17%	11,080	19%	1,052	10%
• 1 person	11,229	19%	11,614	20%	385	3%
• 2 to 4 persons	32,182	54%	33,426	56%	1,244	4%
• 5 or more persons	15,872	27%	14,255	24%	-1,617	-10%

Source: 2015-2019 ACS 5-Year Estimates and US Census Bureau's Decennial Census (2010).

EMPLOYMENT

The San Bernardino Valley offers major centers of employment. Of the 25 largest employment centers in San Bernardino County, which collectively employ a minimum of 25,000 workers in the SCAG region, 8 centers are in San Bernardino itself and employ a minimum of 8,000 workers, if not more, which is approximately one-tenth of San Bernardino's employed population. These centers are dispersed throughout the City and include CSU San Bernardino, an Amazon logistics facility, two medical centers, San Bernardino City Unified School District, and four government entities (city, county, state, and federal). Major employment centers are in communities directly adjacent to the City's borders as well, including Redlands to the east, Colton to the west, and Loma Linda to the south. Loma Linda University in Loma Linda is the only employment center in the area to employ more than 5,000 workers at a single facility. **Table 2-5** reports the largest employers and employment centers in San Bernardino and adjacent cities.

Table 2-5 Major Employment Centers in and Around San Bernardino 2020

Employer Name	Location	Number of Employees
San Bernardino, CA		
City of San Bernardino	San Bernardino	1,000 to 4,999
Amazon Fulfillment Center	San Bernardino	1,000 to 4,999
Burlington Distribution Center	San Bernardino	1,000 to 4,999
California State University, San Bernardino	San Bernardino	1,000 to 4,999
Dignity Health Community Hospital	San Bernardino	1,000 to 4,999
San Bernardino County School Superintendent	San Bernardino	1,000 to 4,999
San Bernardino County Sheriff	San Bernardino	1,000 to 4,999
St. Bernardine Medical Center	San Bernardino	1,000 to 4,999
Caltrans	San Bernardino	1,000 to 4,999
Communities Near San Bernardino		
Amazon Fulfillment Center	Redlands	1,000 to 4,999
Arrowhead Regional Medical Center	Colton	1,000 to 4,999
Loma Linda University Health Board	Loma Linda	5,000 to 9,999
Loma Linda University Medical Center	Loma Linda	5,000 to 9,999
Environmental Systems Research Institute	Redlands	1,000 to 4,999
Redlands Community Hospital	Redlands	1,000 to 4,999

Source: California EDD, Major Employers of San Bernardino County (accessed March 4, 2020), <https://www.labormarketinfo.edd.ca.gov/majorer/countymajorer.asp?CountyCode=000071>.

A key goal for most cities is a balance between housing units and employment opportunities in the same city—the jobs-to-housing ratio. As mentioned earlier, major employment centers in the county are both in and adjacent to San Bernardino, suggesting a diversity of short- to midrange commutes for residents. According to the US Census Bureau’s *OnTheMap* tool, San Bernardino had approximately 84,500 jobs in 2019, and the 2015-2019 ACS shows that there were approximately 63,500 housing units in the same year. This means that the jobs-to-housing ratio for 2019 was 1.33, indicating there were more jobs than housing units available in the City.

The eight major job centers employ many City residents, but also likely draw in a portion of their workforce from outside the City. Many of these employment centers are in the government, healthcare/medical, education, and logistics sectors. According to 2015-2019 ACS, as much as 46 percent of San Bernardino’s employed residents of 85,786 workers work in one of these industries. The educational services, health care, and social assistance sector is the largest sector, accounting for 18 percent of all jobs. **Table 2-6** displays the industries that employ San Bernardino-residents.

Table 2-6 Employed Residents by Industry, San Bernardino, 2019

Employment Classifications	Employment		Median Full-Time
	Number	Percent	Earnings
Civilian employed population 16 years and over (Total)	85,786	100%	
Agriculture, forestry, fishing and hunting, and mining	553	0.6%	\$30,000
Construction	7,229	8.4%	\$42,000
Manufacturing	7,150	8.3%	\$32,500
Wholesale trade	2,893	3.4%	\$36,700
Retail trade	11,829	13.8%	\$31,400
Transportation and warehousing, and utilities	10,244	11.9%	\$35,200
Information	606	0.7%	\$55,900
Finance, insurance, real estate and rental and leasing	3,209	3.7%	\$41,700
Professional, scientific, management, administrative	8,636	10.1%	N/A
Educational services, health care and social assistance	15,779	18.4%	\$40,500
Arts, entertainment, recreation, hospitality, food service	8,816	10.3%	\$25,100
Other services, except public administration	4,400	5.1%	\$30,400
Public administration	4,442	5.2%	\$47,700

Source: 2015-2019 ACS 5-Year Estimates

HOUSEHOLD INCOME

Household income, along with housing costs, is the primary factor driving the ability to afford adequate housing. The median household in San Bernardino earned an income of \$45,834 in 2019, increasing 19 percent in nominal dollars over the decade. In comparison, the county median household income increased 13 percent to \$63,362 in 2019. So while the City median household income is significantly below the county median income and many other surrounding communities, it increased faster than the county (**Figure 2-2**).

Table 2-7 shows the median household income as well as the number of households by income bracket observed in 2019 in San Bernardino.

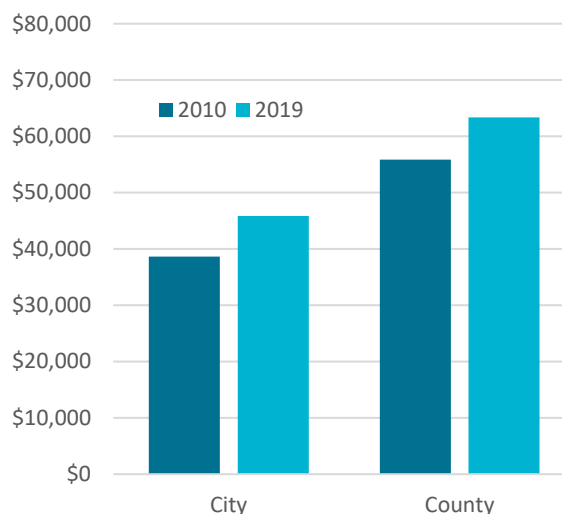


Figure 2-2 Median Household Income, San Bernardino City and the County, 2010-2019

Table 2-7 Household Income, San Bernardino, 2019

Household Income Categories	Households	
	Number	Percent
Total Households	59,295	100%
Less than \$15,000	8,867	14.9%
\$15,000 to \$24,999	7,088	12.0%
\$25,000 to \$34,999	6,733	11.4%
\$35,000 to \$49,999	9,446	15.9%
\$50,000 to \$74,999	10,187	17.2%
\$75,000 to \$99,999	7,135	12.0%
\$100,000 to \$149,999	6,512	11.0%
\$150,000 and above	3,327	5.6%
Median Household Income	\$45,834	--

Source: 2015-2019 ACS 5-Year Estimates

Median household income varies by demographic characteristics. White households earned a median income of \$49,713, followed by Hispanics at \$47,482, Asians at \$47,393, and Blacks at \$32,248. Median income was highest for householders ages 45 to 64 at \$55,293, followed by householders ages 25 to 44 (\$44,228) and householders ages 65 years and above (\$36,550).

The California Department of Housing and Community Development (HCD) assesses the housing needs of different income groups as part of the regional housing needs assessment. Surveys are done in each county to determine the median family income (MFI). Households are then grouped into five income groups for purposes of determining the need for assistance. Based on state income categories, these income groups are defined below and illustrated in **Figure 2-3**.

- **Extremely low income (0–30% of MFI).** Extremely low income residents are the make up one of every four households.
- **Very low income (31–50% of MFI).** Approximately 55 percent of renters but only 23 percent of homeowners earn VLI.
- **Low income (51–80% of MFI).** Approximately 22 percent of renters and 21 percent of homeowners earn LI.
- **Moderate income (81–120% MFI).** 22 percent of renters and 22 percent of homeowners earn moderate incomes.
- **Above moderate (>120% of MFI).** 35 percent of homeowners versus 8 percent of renters earn above moderate incomes.

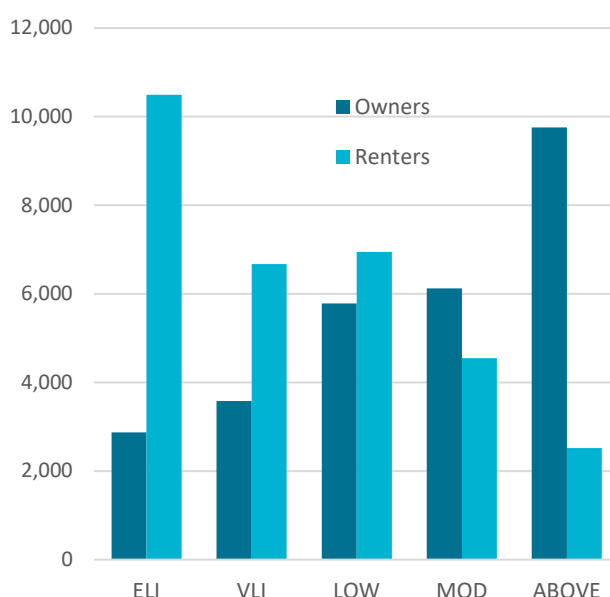


Figure 2-3 Number of Households by Income and Tenure, City of San Bernardino

Table 2-8 shows San Bernardino households by income level. Of note, 57 percent of moderate and above income households are owners, while 75 percent of renters are lower income.

Table 2-8 Household Incomes by RHNA Category

Income Category	Income Definition and Threshold	Percent		
		Owners	Renters	Total
Total		100%	100%	100%
Extremely Low	up to \$26,500	10%	34%	23%
Very Low	\$26,500 to \$39,500	13%	21%	17%
Low	\$39,500 to \$63,200	21%	22%	21%
Moderate	\$63,200 to \$93,000	22%	15%	18%
Above Moderate	Above \$93,000	35%	8%	21%

Source: Comprehensive Housing Affordability Strategy 2015-2019

Note: Income groups are adjusted for family size, income, and HCD 2020 income limits based on a family of four persons.

2.2 HOUSING PROFILE

This section describes and analyzes housing characteristics and trends to provide a basis for assessing the match between the demand and supply of housing in San Bernardino. These characteristics include, among others, housing growth trends, housing characteristics, age and condition of housing, housing prices and rents, and homeownership.

HOUSING GROWTH

The City's housing production has varied significantly over the past 40 years. As shown in **Figure 2-4**, the City's highest growth of growth occurred during the 1980s. Fueled by defense industry expansion and demand for housing, the City saw expansive development, particularly apartments and other multi-family dwellings. San Bernardino experienced several recessions over the next few decades. The housing crash of the 1990s led to unprecedented foreclosures and associated housing and neighborhood issues. This pattern was repeated in the 2000s with a crash in the real estate market. As a result, housing production dramatically declined. During this period, most of the new residential development was single-family homes.

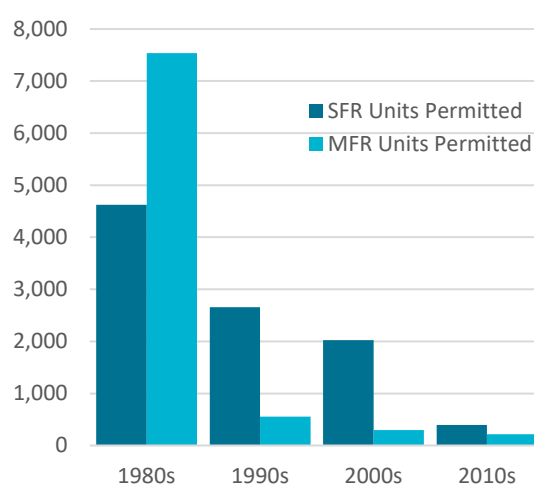


Figure 2-4 Residential Development Permits Issued by Decade, San Bernardino

San Bernardino again faced a significant recession during the 2010s, this time for economic reasons. The City formally declared bankruptcy in 2012, resulting in significant cutbacks in public services. After five years, the City officially emerged from bankruptcy on June 15, 2017. During the bankruptcy, the City experienced less demand for housing construction, and instead efforts focused on addressing other issues, such as reductions in services, the rehabilitation of older and poorly designed housing, and the preservation of at-risk housing units.

The 2020s have begun with a significant downturn due to the COVID pandemic, which deeply affected the financial status of many San Bernardino residents and depressed the local economy. However, looking forward, based on pipeline residential projects, the City is beginning to see an uptick in planned housing development. Plans for the downtown and Carousel Mall, complete redevelopment of the Waterman Gardens public housing project, the first General Plan update in 20 years, and residential development elsewhere portend an improvement in the City.

HOUSING TYPE

A broad range in types of housing is important to offering ample opportunities for residents of all income levels to own or rent housing in the City. San Bernardino's housing stock continues to be predominantly single-family residential, which makes up approximately 63 percent of all housing units in the City. A small additional percentage of single-family homes are attached, typically townhomes.

In **Figure 2-5**, multi-family units compose about 31 percent of the entire housing stock. Three-quarters of the multi-family housing stock is apartment projects with five or more units. The other quarter of multi-family units are duplexes, triplexes, and quadplexes. In addition, 45 mobile home parks provide more than 4,000 units, or 6 percent of the total housing stock. This component of the City's housing stock is not anticipated to change much over the life of the General Plan.

Looking forward, it is anticipated that multi-family housing will be built in the downtown and along corridors, while other areas are slated for primarily single-family homes. In addition, the City is experiencing a significant increase in the construction of accessory dwellings. ADUs will likely exceed the total number of mobile homes over the next few decades.

Figure 2-5 and Table 2-9 illustrate the City's current housing composition by unit type.

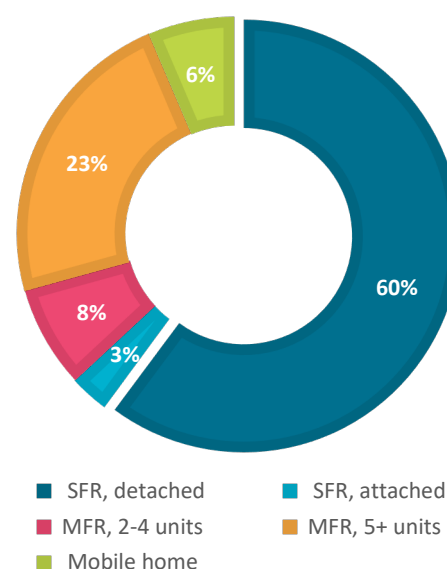


Figure 2-5 Housing Types in the City of San Bernardino, 2020

Table 2-9 Housing Unit Types, San Bernardino, 2020

Housing Unit Type	2020	
	Number of Units	Percent of Units
Total	66,147	100%
Single-family, detached	39,740	60%
Single-family, attached	1,925	3%
Multi-family, 2 to 4 units	5,052	8%
Multi-family, five or more units	15,196	23%
Mobile home	4,234	6%

Source: California Department of Finance, 2020

HOUSING SIZE

The size of housing is often determined by market demand and the development regulations imposed (density, unit size, lot coverage) or incentives (regulatory and financial) offered for different types of housing. Offering an appropriate size of unit helps to ensure that single-person households, small families, and large families have housing best suited to their needs and do not have to overcrowd into small units or pay too much for housing not suited to their needs.

As shown in **Table 2-10**, an assessment of housing stock by bedroom number reveals distinct patterns of development that likely influence the type and size of household occupying the home.

- Single-family homes predominantly consist of three- and four-bedroom units (80 percent), which is expected given the purpose of the homes and the desire to accommodate families with children. Approximately 15 percent of these units are two-bedroom homes.
- Condos, townhomes, and mobile homes are predominantly two- and three-bedroom units (80 to 90 percent). The primary difference is that the first two multi-family types contain more one-bedroom units, and mobile homes have more four-bedroom units.
- Apartments are predominantly (95 percent) one- or two-bedroom units. Most studio units are likely senior units. Of note, only 4 percent of the stock has three or more bedrooms, suitable for large families. Deed-restricted projects often have 8 to 10 percent large-family units.

Based on this assessment and the demographics of San Bernardino, there appears to be a lack of rental apartments that are large enough to accommodate large families, particularly lower income families. Given that more than two-thirds of the City's single-family, condominiums, townhomes, and mobile homes are two- and three-bedroom units, it stands to reason that most larger families of more than five members could have a difficult time finding vacant and affordable housing stock.

Table 2-10 Housing Units by Bedroom Number, San Bernardino, 2020

Bedroom Count	Housing Types			
	Single-Family	Condominium / Townhome	Mobile Home	Apartments
None	0%	0%	0%	1%
One Bedroom	1%	18%	0%	33%
Two Bedroom	15%	52%	58%	62%
Three Bedroom	57%	28%	34%	4%
Four Bedroom	23%	1%	8%	-0-
Five Bedrooms or more	4%	1%	0%	-0-

Source: Redfin Home Sales, 2020; Apartments.com, 2020.

HOUSING TENURE

Housing tenure refers to whether housing is owned or rented. Homeownership is often seen as an important measure of housing stability because it allows individuals to accumulate wealth and provides for a more stable living situation. Over the past two decades, the percentage of homes rented increased from 48 to 53 percent. The primary reason is due to the steady increase in the percentage of single-family detached homes that are rented. Nearly one-third of single-family detached homes are rented, one of the highest rates in the Inland Empire.

Vacancy rates are an important metric for assessing the demand and affordability

of housing. Typically, vacancy rates of about 5 percent for rentals and 3 percent for homeowners are considered optimal to allow for adequate choices for consumers and enough incentives for developers to build housing. In 2010, vacancies far exceeded those levels, which likely made it unprofitable to build housing. By 2019, however, vacancy rates declined to below optimal levels, resulting in inflated housing prices and rents. This may also be the reason for the uptick in housing production, as it has become more profitable to build housing. **Table 2-11** shows the household tenure and vacancy rates in San Bernardino for 2000 through 2019 by tenure.

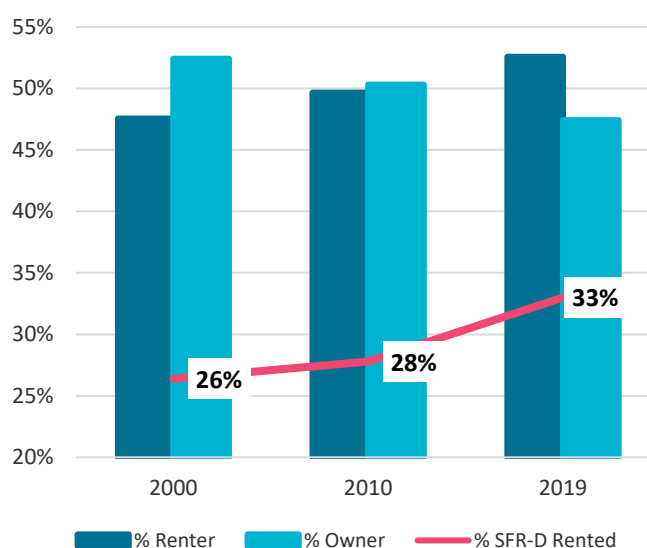


Figure 2-6 Housing Tenure in the City of San Bernardino, 2020

Table 2-11 Household Tenure and Vacancy Rates, San Bernardino, 2000 to 2019

Tenure	2000		2010		2019	
	Number	Percent	Number	Percent	Number	Percent
Occupied Units	56,330	100%	59,283	100%	59,295	100%
Owner-occupied	29,536	52%	29,838	50%	28,118	53%
- Vacancy Rate	6.4%		3.9%	--	1.4%	--
Rental-occupied	26,794	48%	29,445	50%	31,177	47%
- Vacancy Rate	10.8%		9.7%	--	3.1%	--

Source: 2015-2019 ACS 5-Year Estimates (Table DP04) and US Census Bureau's Decennial Census (2000 and 2010).

HOUSING AGE

Housing age is often an indicator of housing quality. While age alone cannot determine housing condition, certain generalizations on condition can be made. Typically, homes less than 30 years old are in good condition with limited repair needs. Homes between 30 and 50 years old require periodic investments to major systems, such as roofing, plumbing, electrical, and other items. Homes older than 50 years are likely to have greater rehabilitation needs if not maintained over time. The 2015-2019 ACS indicates that among single-family units, most were built between 1940 and 2000, following the World War II boom. Most apartment properties were built between 1960 and 1990 (see **Figure 2-7**).

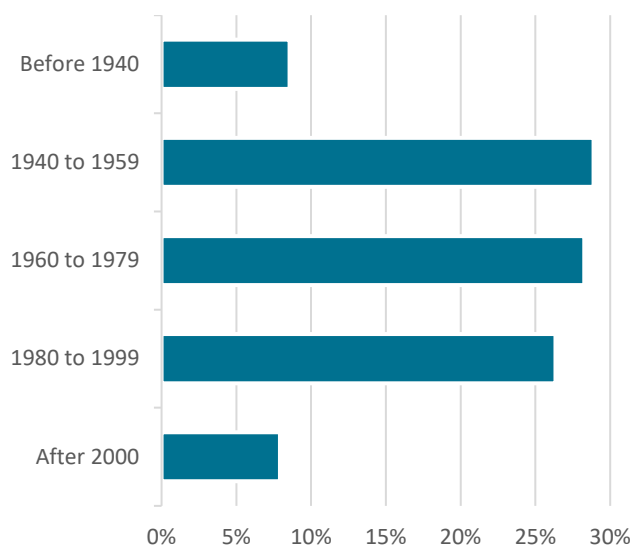


Figure 2-7 Decades When Housing Was Built in the City of San Bernardino, 2020

Regardless of the year built, most homes in San Bernardino are at least 30 years old and likely in need of some degree of repair. Only approximately 16 percent of housing units were built within the last 30 years, and only 1 percent of the City's whole housing stock was built during or after 2010. At least 50 percent of the City's housing stock is at least 50 years old. **Table 2-12** shows the City's housing stock by its decade of construction as data were available.

Table 2-12 Housing Units by Period of Construction, San Bernardino, 2019

Housing Unit Age	Single-family Units		Multi-family Units	
	Total Units	Percent of Units	Total Units	Percent of Units
Total Housing Units	38,428	--	20,867	--
Built 2010 or later	301	1%	555	3%
Built 2000 to 2009	2,740	7%	1,102	5%
Built 1980 to 1999	7,840	20%	7,785	37%
Built 1960 to 1979	8,586	22%	8,180	39%
Built 1940 to 1959	14,431	38%	2,697	13%
Built 1939 or earlier	4,530	12%	548	3%

Source: ACS 2015-2019 5-Year Estimates (Table B25127).

Note: Unit counts and percentages are calculated based on occupied units; vacant units are not included.

HOUSING PRICES

San Bernardino experienced a rapid increase in home prices regardless of housing type or location. Prices have increased even more significantly over the past few years since the COVID pandemic began in 2020, making it more difficult for renters to purchase housing. **Figure 2-8** shows the stark increases in home prices in San Bernardino between 2012 and 2021.

In 2012, the median price of a single-family home was \$127,000, \$50,000 for a condo, and \$71,000 for a townhome. By 2021, single-family home costs increased 212 percent to \$369,000, condominium prices increased 292 percent to \$196,000, and townhome prices increased 400 percent to \$355,000. Mobile home prices also increased. Between 2016 and 2021, mobile home prices doubled to \$95,000.

Overall, recent increases in housing prices over the decade have far outpaced corresponding increases in household income. The City surveyed recent home sales in 2020. The median sales prices for a single-family home ranged from \$212,500 to \$408,000, depending on the number of bedrooms. Sales prices for condominiums and townhomes also ranged from \$133,000 to \$389,000 depending on size.

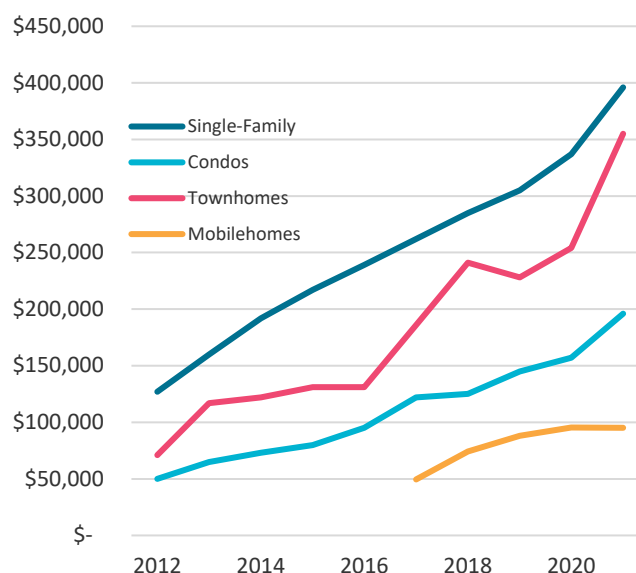


Figure 2-8 Trends in Median Home Prices in San Bernardino, 2012 to 2021

Table 2-13 displays the median sales prices for homes sold in San Bernardino in 2020.

Table 2-13 Median Home Sales Costs, San Bernardino, 2020

Housing Type	Housing Unit Size				
	1 bdrm	2 bdrm	3 bdrm	4 bdrm	5 bdrm
Single-Family	\$212,500	\$275,000	\$336,000	\$378,000	\$408,000
Condominiums	\$133,000	\$179,000	\$279,000	\$415,000	\$389,000
Townhomes	N/A	N/A	N/A	N/A	N/A
Mobile homes	N/A	\$76,000	\$105,000	107,000	N/A

Source: Redfin, 2020.

APARTMENT RENTS

Thirty six apartment complexes were surveyed to determine the asking rents. Most of these properties are 30 to 40 years old. Approximately 62 percent of them offer two-bedroom units, another one-third offer only one-bedroom units, and 5 percent are either studios or offer at least three or more bedrooms per unit. The City's apartments are primarily investment grade B or C.

The median apartment rent, depending on the number of bedrooms, ranges from \$750 to \$1,613 per month. Larger apartment units with more bedrooms cost more than those with fewer bedrooms or studio-only apartments. On average, the median apartment rent increases by approximately \$200 per month for each bedroom in addition to a one-bedroom unit.

Apartment rents will vary based on the condition, quality, and amenities ("grade") of the property. Grade A apartments are the newest, have quality amenities, and are deemed in excellent condition. Grade B apartments are usually not older than 30 years and are in good but not excellent condition, with fewer amenities than Grade A. Grade C apartments are usually not centrally located, usually require renovation, and may have significant deferred maintenance. On average, the rent difference between a Grade A and Grade C apartment is about \$700 per month. **Table 2-14** reports the findings of the apartment survey.



Acacia Park Apartments

Table 2-14 Apartment Rents, 2021

	Rent by Bedroom			
	Studio	One Bdrm	Two Bdrm	Three Bdrm
Average Rent	\$750	\$1,230	\$1,422	\$1,582
Median Rent	\$750	\$1,235	\$1,425	\$1,613
Property Count	1	30	35	10
Grade (Count)	Rent by Apartment Grade			
A Project (2)	N/A	\$1,542	\$1,958	N/A
B Project (16)	N/A	\$1,313	\$1,535	\$1,770
C Project (18)	\$750	\$1,125	\$1,286	\$1,443

Source: Apartments.com, Survey of listings, accessed January 2021.

HOUSING AFFORDABILITY

Housing affordability refers to how much a household can afford to pay for a home and is defined as the ratio of housing expenses to income ("cost burden"). The housing industry typically assumes that the "affordable" payment for a homeowner should range from 30 to 40 percent of gross monthly income, with the latter figure being used in the California Association of Realtors' first-time homebuyers' index. For renters, the appropriate cost burden varies from 30 to 40 percent, with the latter being used under the Federal housing choice voucher program. This Housing Element uses a midpoint of 35 percent cost burden for ownership (many expenses are tax deductible) and 30 percent for renters as the threshold for housing overpayment.

Table 2-15 shows the amount that households of different incomes can afford for a home in San Bernardino, and the following descriptions compare housing affordability for different incomes.

Table 2-15 Maximum Affordable Rents and Sales Prices, San Bernardino County, 2021

Household Income Category	Household and Unit Size				
	Studio (1 person)	1-Bedroom (2 people)	2-Bedroom (3 people)	3-Bedroom (4 people)	4 Bedroom (5 people)
Hhld Income					
Extremely Low	\$16,600	\$19,000	\$21,960	\$26,500	\$31,040
Very Low	\$27,650	\$31,600	\$35,550	\$39,500	\$42,700
Low	\$44,250	\$50,600	\$56,900	\$63,200	\$68,300
Moderate	\$65,100	\$74,400	\$83,700	\$93,000	\$100,450
Monthly Rent¹					
Extremely Low	\$415	\$475	\$549	\$663	\$775
Very Low	\$691	\$790	\$889	\$988	\$1,068
Low	\$1,106	\$1,265	\$1,423	\$1,580	\$1,708
Moderate	\$1,628	\$1,550	\$2,093	\$2,325	\$2,511
Maximum Price²					
Extremely Low	\$49,000	\$61,000	\$75,000	\$96,000	\$117,000
Very Low	\$101,000	\$120,000	\$131,000	\$148,000	\$157,000
Low	\$167,000	\$194,000	\$222,000	\$244,000	\$266,000
Moderate	\$252,000	\$292,000	\$332,000	\$372,000	\$404,000

Source: California HCD Income Limits 2021.

1. These rents calculated by dividing the HCD 2021 Income Limits by 12 months and then by 30% of income.

2. Assumes 30-year fixed mortgage, \$25,000 down payment, 5% interest rate, 1.2% property tax, 1% property insurance, and maximum payment of 36% debt-income ratio toward housing. Zillow Mortgage Calculator, 2021.

Housing Affordability by Income Level

The following summarizes the affordability of existing rental and ownership housing based on Table 2-15 and the market sales prices and rents charged for homes and apartments in San Bernardino. New housing products may differ from these general affordability rules of thumb and would require to be evaluated on a case-by-case basis based on the size, location, and amenities.

Extremely Low Income (0 to 30 percent MFI)

Extremely low-income households can afford a home priced between \$49,000 and \$117,000, depending on household size. In San Bernardino, no market rate housing units of any type or size, except for mobile homes, are affordable to extremely low-income households. This is also true for apartment rentals because extremely low-income households can afford a monthly rent of about \$415 to \$750—contingent on household size—which is below market rents charged in the City.

Very Low-Income (31 to 50 percent MFI)

Very low-income households can afford a home priced from \$101,000 to \$157,000, depending on household size. Given these limitations, there are no for-sale, market-rate housing units of any type or size, except mobile homes, that would be affordable to very low-income households. Neither are there any adequately sized apartment units that would be affordable to these households, since very low-income households can afford a monthly rent of about \$691 to \$1,068, depending on household size. This is below the market rate rents being charged in the City.

Low-Income (51 to 80 percent MFI)

Low-income can afford to purchase a home priced from \$167,000 to \$266,000, depending on household size. Given these limitations, there are no for-sale, market rate housing units of any type or size, except for mobile homes and existing condominiums, that would be affordable to low-income households. Low-income renters can afford \$1,106 to \$1,708 per unit—around the median rent charged for apartments. ADUs and junior ADUs, even in new homes, are known to rent for \$1,000 per month and are affordable. Separate, larger guest houses may also be affordable to low- and moderate-income households.

Moderate-Income (81 to 120 percent of MFI)

Moderate-income households can afford to purchase a home priced from \$252,000 to \$404,000, depending on household size. Market rate housing units in San Bernardino affordable to moderate-income households would be mobile homes for households consisting of 3 to 5 persons. Existing townhomes and condominiums, which historically provided affordable ownership housing, may also be affordable. Moderate-income households can afford rent of \$1,628 to \$2,511 and are therefore able to afford any apartment in San Bernardino, even newer products that are Class A properties.

Housing Problems

"Housing problems" refers to one or more defined problems—overpayment, overcrowding, or substandard housing. Housing overpayment and overcrowding occur when a household cannot afford suitably sized rental and ownership housing. In other cases, life changes (retirement, children moving back home, loss of job, etc.) can cause overpayment or overcrowding. Substandard housing refers to lack of complete facilities (plumbing, kitchen, heating) in a home.

Figure 2-9 shows the prevalence of housing problems by tenure. As expected, both very low- and low-income households (especially renters) have the highest prevalence of housing problems. Moreover, the number of very low-income households with a housing problem exceed the prevalence of housing problems for all income groups combined.

As expected, the number and prevalence of housing problems decline for homeowners and renters as household income increases. At the moderate household income level, the prevalence of housing problems is the same regardless of tenure. The same pattern exists for above moderate-income households.

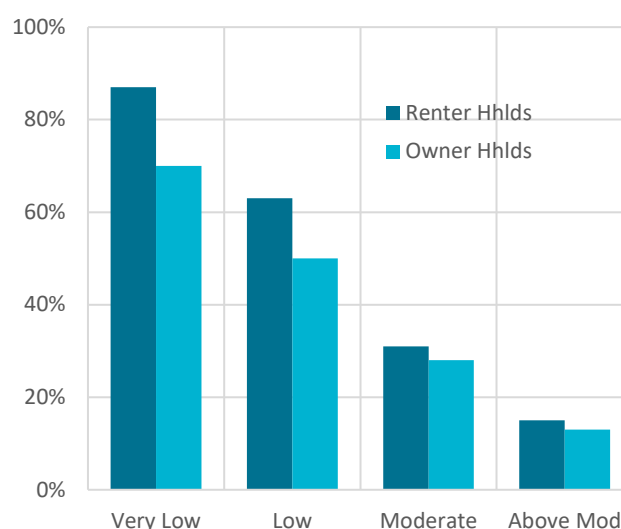


Figure 2-9 Prevalence of Housing Problems in San Bernardino, 2015-2019

Table 2-16 shows the number and prevalence of housing problems in San Bernardino by tenure and household income level in 2015-2019. Data are not available to determine whether the housing problems are overpayment, overcrowding, or substandard housing.

Table 2-16 Housing Problems, San Bernardino

Income Level	Hhlds with Hsg Problems		% Hhlds with Hsg Problems	
	Renters	Owners	Renter	Owner
Total Households	21,090	10,320	67%	37%
Very Low Income	14,960	4,525	87%	70%
Low Income	4,370	2,865	63%	50%
Moderate Income	1,395	1,700	31%	28%
Above-Moderate	365	1,230	15%	13%

Source: Comprehensive Housing Affordability Strategy, 2015-2019.

Though the census does not provide overpayment and overcrowding data for each household type, the CHAS dataset provides information on households who experience either overpayment, overcrowding, and/or substandard housing conditions. The CHAS dataset allows for an analysis of how the prevalence of housing problems may differ among different incomes and types of households who live in San Bernardino (**Figure 2-10**).

- **Income Level.** As shown, the prevalence of housing problems increases as household income decreases. For very low-income households, the prevalence of housing problems is the highest and similar across households. Among low- and moderate-income households, large families have the highest prevalence of housing problems.
- **Household Type.** While all groups are affected by housing overpayment and cost burden, large families face overcrowding due to the lack of affordable apartments with three or more bedrooms. In addition, households with a disabled member also face housing overpayment. Elderly households have the lowest (though still high) prevalence of housing problems.

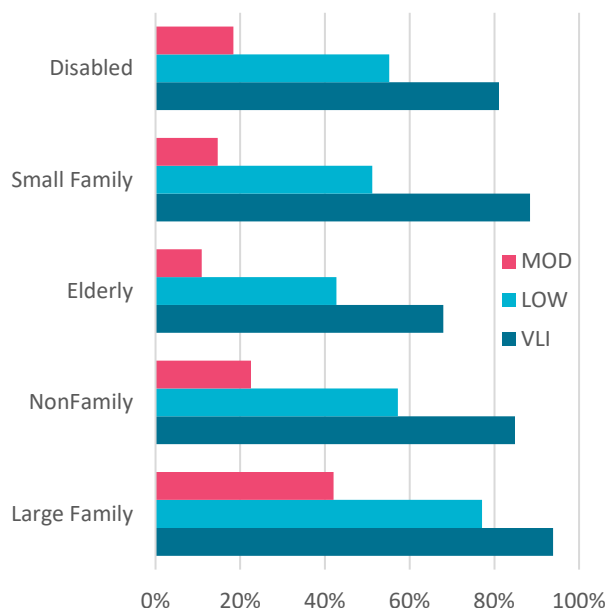


Figure 2-10 Prevalance of Housing Problems by Household Income and Type, 2015-2019

Table 2-17 shows the prevalence of housing problems in San Bernardino for 2015-2019 by household income and type.

Household Type	Households with Housing Problems by Income Level			Total
	Very Low 0–50% MFI	Low 51–80% MFI	Mod-Above (>80%MFI)	
Large Family	4,765	2,320	1,890	8,975
Small Family	8,120	2,895	1,710	12,725
Elderly 1 or 2 persons	3,735	865	420	5,020
Nonfamily	2,865	1,165	670	4,700
Disabled Member	6,700	1,925	1,165	9,790

Source: Comprehensive Housing Affordability Strategy, 2015-2019.

Housing Overpayment

Housing overpayment is a measure of how much a household pays of their income toward the cost of monthly rent or mortgage costs. Typically, households that spend more than 30 percent of their gross income toward housing are considered to be overpaying for housing. Housing overpayment is often considered at two levels—moderate (30 to 49 percent of income toward housing) or severe (more than 50 percent of income).

Overall, San Bernardino has a significant number of households overpaying for housing. As shown in **Figure 2-11**, more than 62 percent of renters and 39 percent of homeowners with a mortgage overpaid for housing. Of note, the prevalence of overpayment increased among renters over the decade, but significantly declined among homeowners. Housing overpayment among homeowners is more pronounced in the central city, but renter overpayment is prevalent citywide. While the reasons for the trend in housing overpayment are many, these trends are likely to change based on employment levels, the recession, and housing prices. **Table 2-18** shows overpayment in the City.

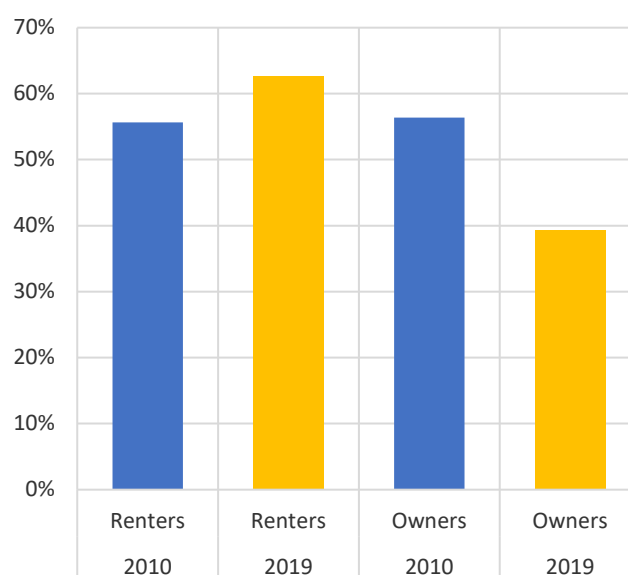


Figure 2-11 Housing Overpayment Trend in San Bernardino, 2010 to 2019

Table 2-18 Housing Overpayment, San Bernardino, 2010 to 2019

Housing Tenure	2010		2019		Change (2010 to 2019)
	Number	Percent	Number	Percent	
Renters	27,739	100%	29,949	100%	8%
No Overpayment	10,367	37%	11,170	37%	8%
Moderate	7,551	27%	8,469	28%	12%
Severe	9,821	35%	10,310	34%	5%
Owners w/Mortgage	23,304	100%	19,434	100%	-17%
No Overpayment	10,169	44%	11,781	61%	16%
Moderate	6,511	28%	4,850	25%	-26%
Severe	6,624	28%	2,803	14%	-58%

Source: 2015-2019 ACS 5-Year Estimates and 2010 ACS 5-Year Estimates (Tables B25070, B25091).

Housing Overcrowding

Overcrowding occurs when a household cannot afford a suitably sized housing unit. The US Census Bureau considers a housing unit overcrowded if there is more than one person living in a habitable room. Moderate overcrowding occurs when an average of 1.5 people live in habitable rooms, and severe overcrowding is anything higher. For example, a three-person family living in a three-room home would not be overcrowded, but a four-person family would.

Overall, many San Bernardino households live in overcrowded conditions. More than 20 percent of renters—twice the proportion of homeowners—live in overcrowded units. In many areas of the City, particularly downtown, the prevalence of overcrowding is significantly higher. As shown in **Figure 2-12**, the prevalence of overcrowding in San Bernardino has changed little over the past decade. Renter households saw more severe overcrowding (6.3 percent) than owner-occupied households (2.4 percent). **Table 2-19** shows the change in rates of overcrowding by tenure in San Bernardino from 2010 to 2019.



Figure 2-12 Housing Overcrowding Trend in San Bernardino, 2010 to 2019

Table 2-19 Housing Overcrowding, San Bernardino, 2010 to 2019

Occupants per Room	2010		2019		Change (2010 to 2019)
	Number	Percent	Number	Percent	
Owner Households	31,662		28,118		-11.2%
Less than 1.00 ppr	28,721	90.7%	25,310	90.0%	-11.9%
1.0 to 1.5 ppr	2,361	7.5%	2,146	7.6%	-9.1%
1.5 or more ppr	580	1.8%	662	2.4%	14.1%
Renter Households	29,294		31,177		6.4%
Less than 1.00 ppr	23,172	79.1%	24,751	79.4%	6.8%
1.0 to 1.5 ppr	4,089	14.0%	4,465	14.3%	9.2%
1.5 or more ppr	2,033	6.9%	1,961	6.3%	-3.5%

Source: 2015-2019 ACS 5-Year Estimates and 2010 ACS 5-Year Estimates (Table B25014).

Note: ppr = person(s) per room

Housing and Neighborhood Conditions

Housing conditions, according to the federal government, typically relate to the provision and completeness of utilities, such as the availability of kitchens, bathrooms, heating, and air conditioning. However, these measures do not reflect the habitability of a unit. More important indicators include the condition of the structure or property itself. The City has not completed a recent housing survey due to resource constraints, but a housing conditions survey was completed in 2000. This provides a baseline of information that is useful for future housing condition surveys. City staff have confirmed that the results of that study are accurate for planning purposes.

Property Conditions

The City conducted a block-by-block analysis of housing in San Bernardino built before the mid-1980s. The objective of the survey was to assess the predominant conditions of properties and dwelling units at the block level. The survey areas included nearly 50,000 units, about 75 percent of the City's housing stock. The survey examined exterior property and dwelling unit conditions using a point scoring system for yard maintenance/appearance and the conditions of major exterior components.

The predominant issue on a "block level" was homes with poor property conditions, including landscaping, walls and fences, and debris. This finding was not surprising—30 percent of the single-family homes in the

City are rented, and many are managed by absentee landlords. Multi-family properties also showed a need for property maintenance; 45 percent were recorded in fair or poor condition (see **Figure 2-13**).

The quality of residential neighborhoods has become a more prominent issue in recent years as the City has emerged from bankruptcy and seeks to improve neighborhoods. The City is increasing staff from 5 to 20 inspectors to conduct and process inspections. The City currently makes approximately 4,000 inspections of properties each year to address a wide range of property concerns. Some of the more frequent concerns are graffiti, property debris, fencing and walls, nonoperable vehicles, trees and vegetation, and other concerns in neighborhoods. The Housing Plan provides a series of goals, policies, and programs to address property conditions.

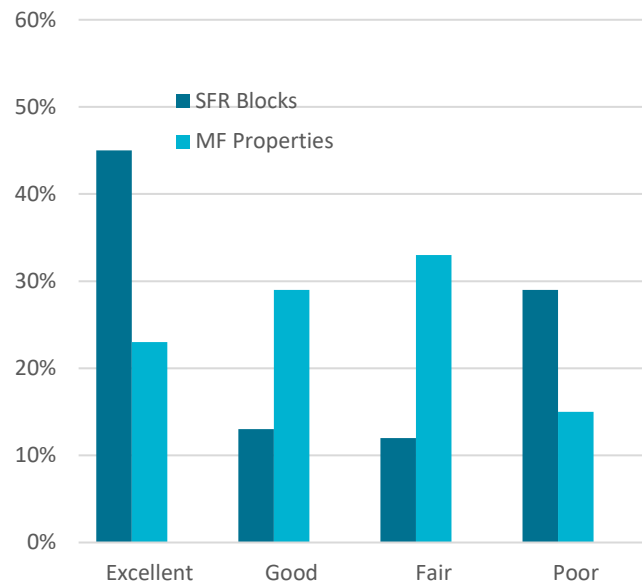


Figure 2-13 Property Conditions, San Bernardino, 2000

Housing Conditions

Maintaining quality housing is equally a priority. As mentioned earlier, housing condition surveys are often used to examine the age of the structure, infer rehabilitation needs, assess the potential for lead-based paint, and determine the availability or lack of complete utilities. These measures, although useful, do not adequately address the safety, soundness, and livability of a structure. Like most cities, the City of San Bernardino does not have a detailed interior survey of properties, and therefore estimates of building conditions can only be inferred from older windshield surveys or broader regional surveys conducted by the Census Bureau.

The housing condition survey results (see Figure 2-13) indicate that the predominant housing needs on most blocks (nearly 60 percent) are for deferred maintenance, such as repainting, minor roof repairs, or door/window repair, or for minor rehabilitation. A higher percentage of multi-family than single-family dwellings (13 percent versus 6 percent) need moderate rehabilitation. It is recognized that the survey is dated. The City has made significant improvements in demolishing aging and deteriorated properties, such as the Waterman Gardens, Meridian, and Arden-Guthrie apartments. The City has also supported acquisition and rehabilitation of apartments (e.g., Golden Apartments, AllStar Motel, etc.) for formerly homeless individuals and families.

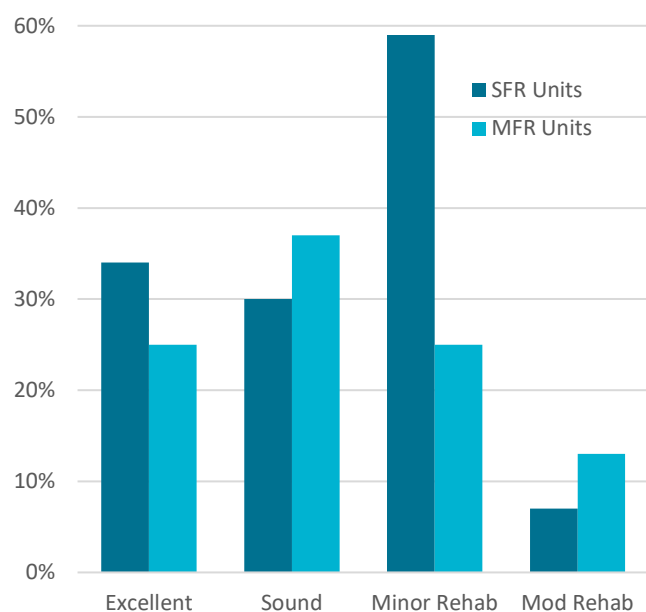


Figure 2-14 Housing Unit Exterior Conditions, San Bernardino, 2000

Housing units requiring rehabilitation or replacement can be estimated from local knowledge and regional surveys. City staff estimate that 5 to 7 percent of single-family homes and apartments in the City that were built prior to 1980 (1,984 to 3,307 units) will require substantial rehabilitation, and 1 to 2 percent of those require replacement. Regionally, the 2021 American Housing Survey provides quality indicators for housing in the Inland Empire. Main fixable issues discovered included homes with severely inadequate utilities (1.4%), moderately inadequate utilities (3.2%), presence of mold (2.7%), and roofing issues (4.2%), with many units having multiple repair needs. However, 1 to 2 percent of homes (split between single- and multifamily) should be replaced. As more City code enforcement staff are hired, a more accurate assessment will be possible.

2.3 SPECIAL NEEDS

Special housing needs refer to needs that are not typical of most households in a city. For instance, special needs may refer to the housing accommodations (units that are larger, accessible, or affordable) or supportive services essential for a particular type of household. Section 65583(a)(7) of the Government Code requires that the housing element contain an analysis of the special housing needs of seniors, female-headed households, single-parent families, disabled persons, developmentally disabled persons, large families, farmworkers, and unhoused persons.

This section provides a discussion of housing and support needs for each “special need” group. Included is a quantification of residents, their tenure, household income, and other characteristics. Also included is an estimated inventory of housing suitable for them and supportive services available. It is recognized that each group may have detailed needs, so this assessment is intended to provide a high-level overview. Responsive programs are further detailed in the Housing Plan. **Table 2-20** shows the number of special housing needs groups in the City for 2010 and 2019.

Table 2-20 Special Housing Needs Groups, San Bernardino, 2019

Special Needs Group	2010		2019	
	Hhlds	Percent	Hhlds	Percent
Senior Households, age 65 and older	10,028	17%	11,080	19%
Single-Parent Households	13,627	23%	13,311	22%
Female-Headed Households, No Spouse	13,789	23%	14,205	24%
Large Families with 5 or more members	15,872	27%	14,255	24%
Households with a Disabled Member	15,372	26%	18,574	31%
Unhoused Persons ^{1*}	N/A	N/A	1,350	<1%
Farmworkers ^{2*}	N/A	N/A	900*	0.4%
College Students ^{3*}	N/A	N/A	17,588	8%
Extremely Low-Income ⁴	12,545	21%	13,375	22%

Source: ACS 2015-2019 5-Year Estimates, unless otherwise noted.

Notes:

*Total Persons, not Households

1. San Bernardino County, Point in Time Homeless Count, 2020.

2. SCAG Pre-certified Local Housing Data, City of San Bernardino, April 2021.

3. University and college websites for total enrollment

4. Consolidated Planning/CHAS Data, City of San Bernardino, 2006-2010; 2015-2019.

SENIORS

Seniors are often considered a special needs group because limited income, health costs, the need for access to transportation, access to supportive services, and disabilities make it more difficult for seniors to find and retain adequate affordable housing. According to the 2015-2019 ACS, the City of San Bernadino was home to 11,080 senior households (19 percent of all households in the City). Over the past decade, seniors increased 16 percent, from 16,685 (8 percent of the population) in 2010 to 19,356 (9 percent) in 2019. As the senior population grows, so will the need for housing that is accessible and affordable for those on fixed incomes or with mobility needs.

The US Census provides information on key needs of seniors resulting from disabilities, lower household incomes, and resulting housing problems:

- **Disabilities.** Seniors have a higher prevalence of disabilities due to age-related disabilities and lack of more accessible housing. In 2019 about 47 percent of seniors had at least one disability, significantly higher than the general population. The most common disability was ambulatory difficulty, followed by independent living. As a result, many seniors face mobility challenges and struggle to support themselves independently or without supportive care. This underscores the importance of having options to improve housing and service accessibility.
- **Household income.** In 2019, senior households made up 19 percent of the labor force, which could indicate a longer need to earn income. While the median income for seniors was \$35,795 (22 percent less than \$45,834 for all households), CHAS data reports that 56 percent are low income, earning below 80 percent of median income, and 16 percent of seniors live in poverty. Seniors supplement their income as follows: 71 percent with Social Security, 19 percent with Supplemental Security, 4 percent with public assistance, and 15 percent with SNAP benefits.
- **Housing Characteristics.** Housing security is important for seniors approaching retirement. Approximately 64 percent of senior households owned a home and 36 percent rented. Approximately 55 percent of senior homeowners have paid off their mortgage, a key marker of security, compared to 18 percent of non-senior age homeowners. Approximately 500 senior households (approximately 5 percent) live in age- and rent-restricted mobile home units, and an additional 1,337 senior households (12 percent) live in subsidized senior apartments.
- **Housing Problems.** Housing problems occur at a higher frequency among seniors than other residents. The 2015-2019 ACS reports that 19 percent of senior households moderately overpay and 23 percent severely overpay for their housing. Among lower income senior households, however, 25 percent of senior households have a moderate cost burden and 34 percent of households have a severe cost burden. The fact that nearly 60 percent of all seniors have a cost burden underscores the importance of affordable housing.

Housing for Seniors

To address the housing needs of senior households, the City permits and facilitates the development of affordable publicly subsidized apartments, senior (“age-restricted”) mobile home parks, assisted living (discussed later), and other housing accommodations. Many additional accessory dwelling units and assisted living homes are also available for seniors. Altogether, the City offers approximately 22 residential properties that provide more than 2,200 housing units that are age restricted for seniors residing in San Bernardino. The County Housing Authority also provides about 550 rental housing vouchers for low income seniors.



TELACU Senior Housing, San Bernardino

Table 2-21 lists the type and number of affordable housing projects and housing units that are restricted for lower-income seniors and market-rate senior projects in San Bernardino.

Table 2-21 Senior Housing in San Bernardino

Housing Type	Total Number of Projects	Total Number of Housing Units	Housing Affordability
Market Rate Senior Apartments	4	362	Market Rate
Affordable Senior Apartments	15	1,337	Lower Income
Senior Mobile Home Parks	3	516	Lower Income
Tenant Based Vouchers	N/A	550	Lower Income
Total	22	2,765	

Source: City of San Bernardino, 2020.

Note: Retirement communities are addressed in the section under housing for people with disabilities

The City of San Bernardino has also played a role in facilitating the long-term preservation of deed-restricted apartments projects that are affordable and deed-restricted for seniors in recent years. These include Lugo Senior Apartments, Beautiful Inn Senior Apartments, and other senior projects. Despite these resources, there is still an unmet need for new affordable rental properties for seniors as well as housing rehabilitation assistance given the large number of senior households, particularly those who earn very low and low incomes.

Unmet Needs

Most communities have difficulty meeting the full range of senior needs. This is due in part to the wide range of senior needs (e.g., transit, housing, social services, health, income, etc.), and differences among subgroups (e.g., based on age or level of independence). Regardless, the multiple needs of seniors require a comprehensive “aging-in-place” approach. The U.S. CDC defines “aging in place” as “the ability to live in one’s own home and community safely, independently, and comfortably, regardless of age, income, or ability level” for as long as feasible.



The Housing Element is primarily concerned with the provision of suitable housing options for special needs groups, including seniors to facilitate “aging in place.” However, other opportunities exist to facilitate “aging in place.” These include redesigning the built environment to enable individuals to walk and exercise, providing opportunities for recreation at senior centers, providing or facilitating the provision or siting of health care providers in the City, assisting in companionship programs, or providing opportunities for seniors to influence policy.

Though no studies quantify the unmet need for services that would allow individuals to age in place in San Bernardino, at least three unmet needs can be identified:

- 1) For independent seniors, the primary need is for affordable housing, home repair, engagement and wellness services, affordable and well-connected transit, and other services, particularly given the high number of low income seniors overpaying for housing.
- 2) For individuals needing support to maintain independence and avoid institutional care, the primary needs are community support services. This includes case management, in-home supportive services, meal deliveries, and other community-based services.
- 3) For individuals unable to manage their care, the primary need is for long-term care facilities, including elderly residential facilities and other group home settings where appropriate medical care can be readily provided.

While no specific local studies document the unmet needs of seniors residing in San Bernardino city, the County Area Agency on Aging’s 2020-2024 Area Plan documents unmet needs for accessible transit, in-home supportive service, and health services, among others.

Services for Seniors

The City, County, and nonprofits offer programs that help seniors to “age in place” in their home without having to move or leave the community. Two senior centers—**Perris Hill** and **Fifth Street**—provide a place for gatherings, events and outreach, recreational spaces, extracurricular activities, and information regarding city services. The City’s Senior Nutrition Program provides lunches at six locations: two senior centers and four community centers (e.g., Hernandez, Lytle Creek, New Hope, and Highland Senior Centers). The City’s Companion Program helps to decrease isolation for seniors, and the AmeriCorp program offers opportunities for volunteer work. **Table 2-22** summarizes programs and centers for seniors.

Table 2-22 Services for Seniors in San Bernardino

Resource/ Program	Services Provided
In Home Supportive Services	IHSS offers services to keep seniors living in their homes. Services include housecleaning, meal preparation, laundry, grocery shopping, personal care services, accompaniment to medical appointments, and protective supervision.
Senior Affairs Commission	This body serves as an advisory body to the San Bernardino County Board of Supervisors and Department of Aging & Adult Services–Public Guardian Director on policy matters related to the needs of seniors and the services.
AgeWise	AgeWise provides mental health services for high-risk and underserved seniors, including home behavioral health and case management services, counseling services, peer and family advocacy, and support and education groups.
Transit Services	Omnitrans provides assistance to seniors and individuals with disabilities to help them ride the bus system. OminAccess, a curbside-to-curb ADA service, is also offered for seniors as a complement to the fixed route bus system.
Nutrition Services	This program provides nutrition services to assist seniors to live independently by promoting better health through improved nutrition and reduced isolation through programs coordinated with nutrition-related supportive services.
InnovAge	InnovAge PACE (Program of All-inclusive Care for the Elderly) is an alternative to nursing facilities. It provides healthcare and social engagement to older adults to help them stay independent and able to age in place in their homes.
Inland Caregiver Resource Center	One of 11 designated nonprofit care centers that provide information and referral, personal care, homemaker services, assisted transportation, adult day care, chores, companion services, and minor home repairs to seniors.

Sources: City of San Bernardino, San Bernardino County Department of Health Services, 2022

FAMILY HOUSEHOLDS

Single parent families, female-headed households, and large families have special housing needs. Due to the limited supply of adequately sized units to accommodate larger households, large families often face significant difficulty in locating adequately sized, affordable housing. Female-headed households, particularly those with young children, can have lower incomes and higher living expenses and may lack the resources needed for adequate childcare or job training services, often making the search for affordable, decent, and safe housing more difficult.

- **Female-Headed.** This group includes individuals providing for children on only one income. Female-headed households generally have lower-incomes and higher living expenses, often making the search for affordable, decent, and safe housing more difficult. These households also have additional needs for day care/childcare, health care, and other supportive services. In 2019, there were 14,205 female-headed households (approximately 24 percent of the City's household), which is up by 3 percent from 13,789 female-headed households in 2010. There is no information available on tenure, overpayment, or overcrowding for this group. However, the number of households in poverty has decreased, from 38 percent in 2010 to 33 percent.¹
- **Single Parents.** Single-parents often require special consideration because they earn less than two-parent households and need childcare as well. As a result, many will double up with other families or choose smaller housing for a lower cost, which in turn may create overcrowding. According to the 2015-2019 ACS, the City had 13,311 single-parent households with children under age 18 (down 2 percent from 13,617 in the 2006-2010 ACS), of which 9,921 are female headed and 3,390 are male headed. Poverty is a critical issue for single parents with children; 49 percent of female-headed and 33 percent of male-headed families live in poverty. Neither the census nor ACS provides data on tenure, overpayment, or overcrowding for this group.
- **Large Families.** The 2015-2019 ACS reports that the City has 14,255 large households with five plus members (down 10 percent from 2010). Of that total, 7,441 own homes and 6,814 rent housing. Large-family households include couples with more than two children, multigeneration families, and families living with extended family members; they also include nonfamily members who rent a room, such as students. Large renter households have greater difficulty finding housing due to the limited supply of adequately sized and affordable rentals. Poverty and overcrowding data are not available for this group, but the 2015-2019 CHAS data reports high cost burdens. For large families, 22 percent spend 30 to 50 percent of their income on housing, and 21 percent spend more than 50 percent. Low income, large families have a higher cost burden compared to moderate- and above moderate-income households.

¹ 2010-2014, 2015-2019 ACS 5-Year Estimates (Table B17010).

Family Housing

To address the housing needs of family households, the City permits a variety of single-family homes, condominiums, apartments, and accessory dwellings. There are 17 affordable apartments; 42 family (not age restricted) mobile home parks; and single-family homes that have been purchased or built with Neighborhood Stabilization Program Funds, HOME funds, and other assistance programs. Many apartment properties include three-bedroom units that are suitable for large families. The County Housing Authority also provides about 570 tenant-based vouchers for female-headed families with children.



Waterman Gardens Public Housing Replacement

Table 2-23 summarizes rental and ownership housing that is deed restricted for low- and moderate-income families in San Bernardino.

Table 2-23 Family Housing in San Bernardino

Housing Project	Total Number of Projects	Total Number Housing Units	Housing Affordability
Affordable Apartments	17	2,320	Low, Very Low Income
Mobile Home Parks	42	3,345	Low, Very Low Income
Single-Family Homes	N/A	N/A	N/A
Total	59	5,665	
Rental Vouchers	N/A	570	Very Low

Source: City of San Bernardino, 2020; HUDUser, 2020

In addition, the City has also issued covenants for hundreds of single-family homes that received funds from local Redevelopment Tax Setaside, Federal HOME, Federal Community Development Block Grants, Federal Neighborhood Stabilization funds, or other funding sources. These funds have provided low- and moderate-income families with low interest loans to buy or rehabilitate housing, further adding to the inventory of affordable single-family homes in the community. Partners include NPHS, Habitat for Humanity, and other nonprofit organizations in the City.

Unmet Needs

Neither the City nor County have undertaken a family and children needs assessment to document local unmet needs. However, research demonstrates that housing, neighborhoods, and economic security are key social determinants of health. Housing instability, poor and/or unsafe housing, poverty, poor neighborhood conditions, and other similar conditions affect children's physical and mental health, development, and school performance and can have lasting effects well into adulthood. Families with insufficient income have difficulty meeting the needs of their children.

Key unmet needs in San Bernardino include:

- **Affordable childcare.** Affordable childcare is a key service that can assist families and single parents to work and afford safe housing. According to kidsdata.org, the annual cost for full-time licensed childcare centers is \$13,108 for an infant and \$9,183 for a preschooler. For a household earning a median income of \$55,000, the cost is 17 to 21 percent of the median family income, but 50 percent of the income of an extremely low income household. The County implements three programs: center-based, family childcare, and home-based care. However, there is a significant shortage of infant/toddler care for children under age 3.
- **Housing diversity.** Housing overcrowding and overpayment are the highest for family households of all sizes. Part of the issue can be traced to the imbalance in housing diversity. A survey of 36 apartments in the City found that 4 percent of units were three bedrooms or larger and less than 1 percent of the units were studios. This is significant given that 24 percent of all households in the City are large family renters and studios are the most affordable. Moreover, there is a general lack of middle income units—duplexes, triplexes, quadplexes, and other small lot developments that are more affordable than homes on 7,200-square-foot lots.
- **Strong neighborhoods.** Families must be helped to thrive within their neighborhoods and communities. Informal social networks (friends, neighbors, faith communities, and clubs) almost always exist at the neighborhood level, and investing in programs to improve social capital can be key to a strong neighborhood. The City can also invest in the physical neighborhood itself through effective code enforcement. The City recently increased its code enforcement staff nearly fourfold, from 5 to 20 officers, to improve neighborhood conditions. The Council also funds violence prevention, neighborhood cleanups, and park projects.
- **Economic opportunity.** The City has a significant lower-income population that could benefit from additional economic and wealth-building opportunities—many of which can be traced to education, job opportunities, and homeownership. Though the City does not control local schools or workforce training programs, it can proactively support economic development efforts that improve job attraction, workforce training, and other services that can enable residents to obtain good paying jobs—which eventually helps families to thrive.

Services for Families with Children

The City of San Bernardino offers a variety of programs for families, female-headed households, and single parent households, some of which are summarized in **Table 2-24**. These are a sample of the many programs available to families, not including programs offered through faith-based organizations in the community.

Table 2-24 Services for Families in San Bernardino

Resource/ Program	Location	Services Provided
Recreation and Community Services	City of Bernardino	The City's community centers—DelMann Heights, Lytle Creek, Rudy Hernandez, Ruben Campos, Verdemont, and Norton—provide safe spaces for events and outreach, after-school programs, sport programs, summer camps, and mentorship.
After-School Programs	City of Bernardino	The local school district provides before- and after-school care (K-12) to enhance student academic, social, emotional, and physical development. Includes a snack, homework time, and academic/recreational/enrichment activities.
Youth Action Project	City of Bernardino	YAP connects youth to positive adults who teach and model appropriate behaviors and life skills. YAP assists young people in becoming self-sufficient through financial literacy, work readiness, entrepreneurial development, and community organizing.
Boys and Girls Club (BGS)	City of Bernardino	The Boys and Girls Club offers recreational and educational programs for K-6 at many City affordable-housing projects (Crestview Terrace and Valencia Terrace) and collaborates with SBCUSD to provide after-school programming at 16 schools.
Center for Youth and Community Development	City of Bernardino	CCYCD implements programs to help children succeed while having fun doing activities they love. Core programs include: the arts, STEM, character and leadership, education and career development, health/life skills, and sports/fitness/recreation.
Emergency Rental Housing Assistance and HUD vouchers	City of San Bernardino	The City implements, through its nonprofit partners, a rental assistance program with funding from the State HCD. In addition, HUD allocates several thousand tenant-based rental vouchers, which more than 2,500 households use in San Bernardino.
Economic Development	City of San Bernardino	The City provides services for 1) business retention and attraction efforts to encourage job creation; 2) workforce development efforts to provide residents access to quality local jobs; and 3) building partnerships to leverage and attract funds and resources.
San Bernardino County	City of San Bernardino	HACSB provides programs that support families with children. These include income support programs, job training and workforce development, affordable housing assistance, community services, health care, and other services.

PEOPLE WITH DISABILITIES

In part due to the passage of state and federal laws, the aging of residents, and societal values, communities are more aware of the housing and supportive service needs of disabled residents. Disabled people have special housing needs because of their fixed income, lack of accessible housing, higher health care costs, and other difficulties. According to the 2015-2019 ACS, 18,574 households had a disabled member, that is, 35 percent of households in the City. Specifically, 25,567 persons identified as having at least one disability. Disabilities are defined as mental, physical, and/or health conditions that typically last more than six months.

The ACS identifies six types of disability, noted below. Ambulatory difficulties, cognitive disabilities, and independent-living disabilities were the most commonly reported disabilities among residents—primarily because of their prevalence among elderly residents.

- **Hearing:** Deaf or serious difficulty hearing—4,943 persons (19 percent)
- **Visual:** Blind or serious difficulty seeing even with glasses—4,915 (19 percent)
- **Cognitive:** Serious difficulty concentrating, remembering, or making decisions—11,015 (43%)
- **Ambulatory:** Serious difficulty walking or climbing stairs—13,887 (54 percent)
- **Self-Care:** Difficulty bathing or dressing—4,824 (19 percent)
- **Independent Living:** Difficulty doing errands alone—9,295 (36 percent)

A developmental disability is defined by Section 4512 of the Welfare and Institutions Code as “a disability that originates before an individual becomes 18 years old, continues or can be expected to continue indefinitely, and constitutes a substantial disability for that individual.” This includes intellectual disabilities, cerebral palsy, epilepsy, and autism as well as disabling conditions closely related to mental retardation or that require treatment similar to that required for individuals with mental retardation, but does not include other handicapping conditions that are solely physical.

In addition to the census data mentioned above, the California Department of Developmental Services estimates that 5,298 persons with a developmental disability live in the City. Approximately 52 percent are 18 years or over, and about 48 percent are under the age of 18. Persons with developmental disabilities, as represented by their housing, are home of parent/family/guardian (79 percent), independent/supported living (6 percent), community care facility (5 percent), intermediate care facility (4 percent), foster/family home (3 percent), and other (4 percent). Of particular note, only 6 percent of individuals live in independent living.

Residential Treatment

As a major urban center in the Inland Empire, providing an appropriate number of facilities and treatment options for residents with alcohol, drug, and mental health concerns is of continued importance. The City of San Bernardino is home to a variety of residential treatment centers that assist residents in overcoming alcohol and drug misuse and mental health conditions. These include state-licensed facilities and sober living homes that serve San Bernardino residents. The City is also home to several hospitals and health care organizations (Kaiser Permanente, County, Victor Treatment Centers, etc.) that serve individuals with mental health or substance use disorders. Despite the many facilities, the City is designated a mental health care professional shortage area by the federal government.



Casa Paseo, a 11,000-square-foot facility situated on approximately 3 acres in San Bernardino

A sample of organizations active in the City:

- **Veterans Alcoholic Rehabilitation Program (VARP).** VARP is a nonprofit organization providing residential recovery treatment for men and women. Services include personal recovery planning, educational sessions, social/recreational activities, group sessions, and assistance in obtaining services. VARP has 27 locations, including 13 residential facilities.
- **Valley Star's Crisis Residential Treatment Center (STAY).** "The STAY" is a short-term, 14-bed center for transitional age youth (TAY) in crisis located in the County of San Bernardino. This facility is the only center of its kind in the state of California. This residential program is housed next door to the One Stop TAY Center and Casa Paseo Center.
- **Salvation Army Treatment Center (STAY).** The Salvation Army's Adult Rehabilitation Centers and Harbor Light Center programs offer spiritual, emotional, and social (housing, employment, etc.) assistance to those who have experienced prolonged alcohol and drug dependence. The rehabilitation center is based on Doolittle Street with support facilities nearby.
- **Faith-based groups.** Faith-based groups provide services to the City's unhoused population. The Way World Outreach church provides groceries and hot meals, mental health, and housing services. Additionally, the Catholic Charities of San Bernardino and Riverside Counties provides social and stabilizing services as well as counseling and immigrations services.

Housing for Persons with Disabilities

Individuals with disabilities may require a variety of housing types, from independent housing to group quarters, to institutional environments that provide on-site medical care. Accessibility of the home and surroundings, access to medical care, affordability, and proximity to public transit are important. San Bernardino seeks to facilitate an integrated setting appropriate for people with disabilities to reside, receive services, and participate in community life. The City's options for housing disabled people follow, and Table 2-25 shows the numbers of beds they provide.



- **Adult Residential.** Nonmedical facilities that provide room, meals, housekeeping, supervision, storage and distribution of medication, and personal care assistance with basic activities for people unable to live by themselves but who do not need 24-hour nursing care.
- **Residential Care for the Elderly.** Often called "Assisted Living," these are nonmedical facilities that provide room, meals, housekeeping, supervision, storage and distribution of medication, and personal care assistance with basic activities for persons 60 years of age or older.
- **Intermediate Care Facility.** State-licensed facilities that provide 24-hour residential services for persons with developmental disabilities, including services such as (re)habilitation, developmental, and supportive health services. ICFs generally have three levels of care.
- **Skilled Nursing Facility (SNF).** Sometimes called "nursing homes" or "convalescent hospitals," these facilities provide nursing care for chronically ill or short-term residents of all ages. An SNF is required to provide 24-hour skilled nursing care as well as related or rehabilitative services.

Table 2-25 Housing for Persons with Disabilities in San Bernardino

Housing Type	Total Number of Projects	Total Number of Beds/Units	Housing Affordability
Adult Residential	40	304	Market Rate
Residential Care Elderly	7	374	Market Rate
Intermediate Care Facility	7	41	Market Rate
Skilled Nursing Facility	11	1,058	Market Rate
Total	65	1,777	

Source: California Department of Social Services, 2020; California Department of Public Health, 2020.

Unmet Need

According to the Disability Rights Education and Defense fund, access to affordable, accessible, safe, and transit-close housing that is integrated into communities is the foundation upon which inclusive and healthy lives are built for people with disabilities. Yet documenting the level of unmet needs is not possible. Like senior needs, this is due in part to the wide range of needs (e.g., transit, housing, social services, health, income, etc.), and differences among subgroups (e.g., based on age, disability, income, or level of independence). Moreover, the needs of disabled are often addressed in disparate master plans—transit plans, aging plans, transition plans, etc.

Key unmet needs are as follows:

- **Accessible Housing.** Federal law requires that new housing comply with common accessibility standards in the building code. Moreover, apartment projects funded by federal funds must include certain accessibility standards for a limited number of units. Given that one in ten people in California have a disability, there is a significant gap in the housing that is fully accessible to people with disabilities. This underscores the need to have: 1) updated reasonable accommodation processes; 2) enforcement of accessibility codes; 3) updated zoning codes that facilitate and permit housing for people with disabilities; and 4) financial assistance where needed to assist disabled people in modifying their homes.
- **Community Accessibility.** Ensuring equal access to civic life for all people is a fundamental goal of the American with Disabilities Act as accessibility relates not only to physical access but to the delivery of government programs, services, and activities. The law further requires all cities to establish an ADA Transition Plan that prioritizes capital/infrastructure improvements within the City to comply with this legislation. Finally, it establishes physical access requirements for public facilities (buildings, parks, sidewalks, public rights of way). Accessibility also extends to the availability of transit, job opportunities, education, government benefits, health care, and other services in a community.
- **Assistance and Support Services.** A wide variety of services are needed to allow people with a disability to live in San Bernardino. This includes income support, as many disabled people earn extremely low and very low incomes. Accessibility devices for mobility and associated equipment are needed. For adults of working age, referrals for job training and workforce development will be needed. Social and recreational services are also key. Clearly, many services are not within the purview of what the City can provide; the County and nonprofit sectors provide the vast majority of assistance and support services. Nonetheless, there may be select opportunities where the City can partner with organizations to assist in meeting the needs of people with a disability.

Services for Persons with Disabilities

Persons with physical or developmental disabilities require services to support health and welfare, mobility needs, independent living, and transportation needs. A sample of available services programs and centers for persons with disabilities is summarized in **Table 2-26**.

Table 2-26 Services for Persons with Disabilities in San Bernardino

Resource/Program	Location	Services Provided
Ascend SB	San Bernardino City	Community-based program for clients with developmental disabilities, provides programs for clients to learn techniques to produce coherent and meaningful content with an emphasis on digital media, visual arts, telecommunications, and technology.
Southern California Resource Services for Independent Living	San Bernardino City	SCRS-IL is a cross-disability, nonresidential, disability rights agency empowering people with any disability to live full and independent lives. Services include housing assistance; assistive technology; and educational, vocational, and job assistance.
The Arc	San Bernardino City	The Arc of California maintains an advocacy network of self-advocates, family members, service providers, and community members dedicated to promoting and protecting the civil rights of people with intellectual and developmental disabilities.
Inland Regional Center (IRC)	Statewide	The IRC supports people with intellectual disabilities, autism, cerebral palsy, and epilepsy and provides case management. The IRC contracts with community-based service providers to help clients live the most independent and empowered lives possible.
OmniTrans	San Bernardino City	OmniTrans is the designated provider of transit for people with disabilities with ADA accessible buses or vans. Associated services include Dial-A-Ride, Omni-Access Services (ADA-mandated shared ride service), and fare reductions.
Rolling Start	San Bernardino City	Rolling Start helps disabled people to achieve the independent life of their choice through information and referral, independent living skills, systems and individual advocacy, peer advising, housing referrals, personal assistants, and assistive technology.
Center for Individual Development	San Bernardino City (city program)	CID is a regional recreation center that provides recreation programs for people of all ages with physical, developmental, and mental disabilities. Programs include adult mixers, aquatic care, adult water exercise, teen after-school club, and aerobics classes.
Aging and Disability Resource Connection (ADRC)	San Bernardino County	ADRC serves older adults, people with disabilities, and caregivers with information and access to available long-term services and supports. ADRC partners with organizations to provide transition services, interim and short services, and options counseling.
OPARC	San Bernardino City	OPARC offers flexible development programs designed to teach life, social, and employment skills. Each person is matched with a team of support staff who help them identify goals and objectives.

UNHOUSED PEOPLE

Homelessness affects people of both genders, all races, ages, and family types, with some of the main causes being mental illness, substance abuse, prison release, loss of jobs, and lack of affordable housing among others. Displacement due to shutdown of substandard housing or evictions from housing can cause people marginally housed to become homeless. According to HUD's definition, a person is considered homeless only when (s)he lacks a fixed, regular, and adequate nighttime residence and resides in one of the following places: 1) places not meant for human habitation, such as cars, parks, sidewalks, and abandoned buildings; 2) an emergency shelter; 3) transitional housing for homeless persons; or 4) a HUD-defined Safe Haven.

The County of San Bernardino is required to conduct a biennial Homeless Count to identify persons who are not living in adequate housing facilities. The 2022 Count found that 3,333 persons were homeless in San Bernardino County, a 75 percent increase from 1,887 people in 2016. Over the same period, the City's homeless population nearly tripled, from 491 to 1,350 by 2022, and unsheltered count has quadrupled. COVID-19 and economic dislocation affected the region, causing the homeless population to increase 6 percent countywide (to 3,333 persons) and 28 percent in the City. Of the City's homeless, 992 people were unsheltered (**Figure 2-15**).

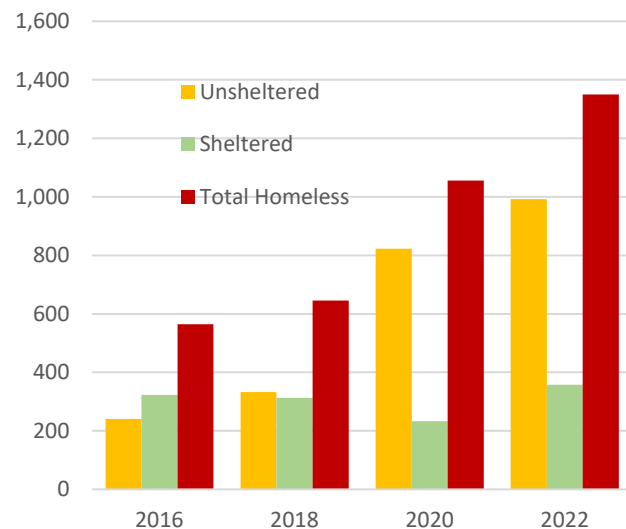


Figure 2-15 Homeless Trends in the City of San Bernardino, 2016-2022

The 2023 Homeless Count will be completed in the first quarter of 2023.

It should be noted that other available counts of the prevalence of homelessness are higher than the County's official Homeless Count, which is provided to HUD for the Continuum of Care program. The California Department of Education counts homeless public school students whose nighttime residence is (i) shared housing with others due to loss of housing, economic hardship, or similar reason, (ii) a hotel or motel, (iii) a temporary shelter, or (iv) unsheltered. The first two categories of temporary residences are not included in the federal definition of homelessness. According to this more expansive definition used by the Department of Education, up to 3,620 students/youth in the San Bernardino City Unified School District are precariously housed.

Characteristics and Needs

The City of San Bernardino's unsheltered homeless population is diverse in gender, age, and race/ethnicity, with individuals experiencing a range of traumatic life experiences. Despite the variation, there are key conditions that generally are seen in the homeless population and that provide insight into unmet needs and possible program interventions. For the unsheltered adult population, key housing and service characteristics include:

- **Demographics.** According to the **2022** Count, the majority (69 percent) were male and 31 percent were female. Of the 989 adults encountered, 38 percent were between the ages of 25 and 39 years, 22 percent were from 40 to 49 years, and 12 percent were from 50 to 65 years. About 4 percent were younger than 24 years, and 10 percent were older than 65. The majority of the population identified as White (48 percent) followed by Black (24 percent); of all races, 39 percent identified as Hispanic, and 17 percent reported multiple races.
- **Mental Illness, Health, and Physical Disability.** Homeless people have a higher prevalence of medical, disability, and substance abuse conditions. These conditions affect their ability to be employed and afford housing and health care. In San Bernardino, 44 percent reported a mental health disability, 24 percent reported a physical disability, and 12 percent reported a developmental disability. Just under 17 percent reported chronic health issues (e.g., heart, lung, kidney, or cancerous disease), and 4 percent reported living with HIV/AIDS.
- **Life Experiences.** Unhoused people have often experienced significant trauma. For instance, about 6 percent of those surveyed were fleeing unsafe homes or domestic violence. Nearly 58 percent of homeless adults reported a substance use problem. In addition to these experiences, 60 percent were considered to be chronically homeless. Veterans also made up approximately 6 percent of the homeless population. There is no information regarding the number of youth that were forced to flee from their original home.
- **Evictions/Displacement.** Anecdotally, residents have cited increased rents, but there is no comprehensive displacement or eviction data to document its occurrence countywide. However, according to the 2022 Count, 114 individuals were released from correctional agencies (21 percent). Recently, the City was forced to close a substandard and illegally converted college dorm, resulting in many homeless people having to move from the facility.

The San Bernardino Homeless Count revealed only a snapshot of the complexities of conditions facing homeless people. Such complexities require the City to provide a tailored, flexible, and context-sensitive approach for providing the appropriate range of housing options and mix of supportive services for individuals and families of different types.

Housing for Unhoused People

Several types of housing options can decrease risk of homelessness and support transitions toward permanent rehousing. In addition to housing, support services are often necessary for persons who experience homelessness to reenter the workforce. Rapid reentry into permanent housing is the ideal scenario, but a full continuum of housing options is still needed to meet the needs of homeless people at various stages of recovery. The City provides the following types of housing for unhoused individuals and families: 3,351 beds for chronic homeless, 718 beds for veterans, and 3 youth beds (**Table 2-27**).



Mary's Village Center

- **Homeless Access Center.** Provides a central and comprehensive access point to vital services, resources, and emergency needs.
- **Emergency Shelter.** Emergency shelters are designed to be a temporary place for individuals to stay that is off the street until they are connected to services and more stable housing options.
- **Transitional Housing.** A residence that provides a stay of six months to two years, during which case management services are provided to maintain housing and live self-sufficiently.
- **Permanent Supportive Housing.** A residence that provides permanent housing linked with support services to allow residents to live at the place of residence on an indefinite basis.
- **Rapid Rehousing.** Provides a tailored package of assistance that may include time-limited financial assistance and targeted supportive services.

Table 2-27 Housing for Homeless Residents in San Bernardino

Facility Type	Family Beds	Adult Beds	Child-Only Beds	Seasonal	Total
Emergency Shelter	195	130	0	0	325
Safe Haven	0	24	0	n/a	24
Transitional Housing	118	50	3	n/a	171
Permanent Supportive Housing	619	920	0	n/a	1,539
Rapid Rehousing	1,177	118	0	n/a	1,295

Source: Estimates from HUD 2020 Continuum of Care, Housing Inventory Report, San Bernardino City.

Unmet Need

Providing for the unmet need for emergency shelter, transitional housing, permanent supportive, and other housing arrangements represents a major challenge in San Bernardino. In February 2023, the City Council approved a local Homelessness State of Emergency Declaration. The City also declared a shelter crisis pursuant to California Government Code § 8698. In response, the City Council also adopted a homeless action plan that has \$25 million in earmarked funds for the delivery of additional housing options and supportive services. These plans will add up to 535 new beds (or 65 percent of the total need) to the City's inventory of housing for homeless residents.

A summary of projects in the development pipeline are:

- 1) Completion of the 30-unit U.S.VETS permanent supportive housing project, which will be a project reserved for veteran homeless individuals. The housing project and its plan for supportive services has been approved for development.
- 2) Completion of the 85-bed Mary's Village transitional housing project, the first for men, as part of their 10-acre, multiservice-center complex that is approved for development. Phase 1 is online at: <https://www.sanmanuelcares.org/marys-village-grand-opening/>.
- 3) Completion of the proposed 170-bed Lutheran Social Services Center, a multiservice homelessness campus in Central San Bernardino that will provide a full complement of housing, health, and social services to homeless residents.
- 4) Development of the Pacific Village complex, which will add 100 shelter beds and 32 recuperative care, transitional beds. Phase 1 has been completed and can be found online at: <https://vimeo.com/530431774>.
- 5) Completion of the San Bernardino Valley College interim housing project. The City intends to donate five parcels at 622 N. G. Street to accommodate 60 interim units. These units will be reserved for homeless students. ARPA funds are proposed for the project.
- 6) Completion of a 200-bed navigation center campus at 796 E. 6th Street. The City owns a 2.5-acre site that is slated for prefabricated interim units and a wide range of supportive services. At buildout, the site will span 5.5 acres and include transitional housing.

The City of San Bernardino is also reviewing options for implementation of the Homelessness State of Emergency Declaration and land opportunities for additional shelter sites in the community. For instance, Chapter 4 of this housing element provides a detailed assessment of the suitability of six emergency shelter overlay sites that could also accommodate additional shelters. The City is also investigating other potential options to increase the supply of needed housing.

Services for Unhoused People

A sample of City organizations and services is summarized below and in **Table 2-28**.

- **Homeless Access Center:** The San Bernardino Homeless Access Center (HAC) seeks to provide homeless or people at risk of homelessness with the support and services they need to obtain decent affordable housing and services. The center provides various, much-needed resources, including homeless prevention support, rapid rehousing, outreach, and housing.
- **U.S.VETS Veteran Housing:** In March 2022, the City approved development of a social service residential facility (Veteran’s Housing) consisting of 30 residential units for low-income military veterans. Programs included housing, case management, and supportive services. This will be the first of two veteran housing projects built in San Bernardino.
- **Time for Change Foundation for Homeless Women and Children:** Time for Change offers transitional housing, case management, re-entry assistance, independent living skills, mommy and me bonding course, financial management, parent education, professional development services, transportation, health and nutritional wellness, and legal services.
- **Operation Grace:** Since 1993, Operation Grace has provided emergency shelter for women and children in San Bernardino. The organization offers permanent supportive housing and provides programs to families at risk of losing their housing. Operation Grace partners with local organizations to provide various community services and homeless prevention services.
- **Central City Lutheran Mission:** Established in 1994, CCLM assists those in crisis with emergency services, case management, life-skills training, employment, and education referrals. The organization also provides health and wellness services, housing counseling, education services and trainings, and permanent support and rapid rehousing. CSS is in the process of developing a wellness campus at their location in San Bernardino.
- **Mary’s Mercy Center:** Mary’s Mercy provides meals six days a week, medical screenings, dental clinics, support for mothers in crisis, and supportive services. In 2020, the City, San Manuel, Mary’s Mercy, and other partners completed Mary’s Village—the first transitional housing complex for men experiencing homelessness. This four-phase project will make a significant impact by providing short-term housing, vocational education, job training, comprehensive case management, and other services to facilitate self-sufficiency.
- **Step Up:** Step Up’s Inland Empire Housing First Programs began in 2016. The team works with property management companies and landlords who are willing to engage with Step Up to rent to the homeless population. Step Up recently converted the Allstar Motel into 75 units of permanent supportive housing for formerly homeless people in San Bernardino.

Table 2-28 Homeless Service Providers in San Bernardino

Agency / Organization	Summary of Housing and Support Services				
	Emerg. Shelter	Trans. Housing	Perm. Supp. Housing	Motel/ Rental Assist	Support Services
Lutheran Social Services	X	X	X		X
Salvation Army	X	X			X
Restoration House	X	X			X
Operation Grace	X	X	X		X
Rest for Your Souls	X	X			
Lighthouse			X		X
Keys Nonprofit			X		X
Step up On Second			X		X
Mary's Mercy Center		X			X
Time for Change Foundation		X	X		X
The Way World Outreach					
SBC Community Action		X		X	X
Catholic Charities				X	X
Foothill AIDS		X	X		X
U.S.VETS			X	X	X
SBC US Veteran Affairs	X	X	X	X	X

Source: HUD 2020 Continuum of Care, Housing Inventory Report, San Bernardino City.

Additional County Resources

By order of the Board of Supervisors in September 2007, the San Bernardino County Homeless Partnership (SBCHP) was formed to provide a more focused approach to issues of homelessness in the county. SBCHP was instrumental in preparing the Continuum of Care for the county and plan to end homelessness. The Office of Homeless Services serves as the administrative arm of the SBCHP, operating the Homeless Count and coordinating a broad range of services. Some of the key services provided in the county are emergency shelter and motel vouchers, transitional housing, supportive housing, rapid rehousing, security deposit and utility assistance, rental assistance, and other community and support services.

COLLEGE STUDENTS

San Bernardino is home to two major colleges—California State University at San Bernardino and San Bernardino Valley College—and satellite campuses for institutions such as Azusa Pacific University. Smaller professional/vocational schools include Concorde and Summit College. Because educational institutions play an important role in community life, it is important to ensure that the significant housing needs of current and future students, faculty, and employees are addressed. Taken together, the City has more than 17,600 residents attending college.

San Bernardino colleges with the largest number of students are described below.

- California State University, San Bernardino (CSUSB).** Founded in 1965, CSUSB is one of the 23 campuses of the California State University system. The main campus sits on 441 acres in the City's University District, with a branch campus of 40 acres in Palm Desert. CSUSB's fall 2020 enrollment was approximately 19,500. In 2020/2021, CSUSB had 440 full-time faculty, employed 1,390 persons, and operated a budget exceeding \$250 million. Enrollment is projected to reach approximately 25,000 students at buildout of the university.



- San Bernardino Valley College (SBVC).** Founded in 1926, SBVC is the 25th oldest of the 115 community colleges across California. The main campus sits on 82 acres near downtown San Bernardino. Today, SBVC offers classes to approximately 15,000 students and runs on an annual budget of about \$59 million. The college district has a second campus (Crafton Hills College in Yucaipa) and has 148 full-time faculty, 429 part-time faculty, and 459 staff.



San Bernardino Valley Community College

- Other Educational Institutions.** San Bernardino's smaller institutions of higher learning and/or professional and occupational trade schools enroll an undetermined number of additional students. Azusa Pacific, San Manuel Gateway College, Concorde College, Summit Career College, and others have San Bernardino campuses. Cumulatively, these institutions add to the total number of students, faculty, and employees and the associated demand for rental and ownership housing.

Student Housing and Services

Student housing needs will vary based on the university, enrollment projections, income of students, cost of tuition, and local housing market. According to recent studies, it is common for many college students to pay too much for housing or double up with other students to afford housing. The issue of affordable housing affects students at both four-year universities and community colleges. Because of the cost of college, housing, and tuition combined, many students face some level of housing insecurity.

According to CSUSB's 2016-2020 Master Plan, an additional 3,320 beds in dormitory-style halls, residential suites, and apartments will be provided. Many of the existing student housing has reached the end of its functional life and needs to be remodeled or replaced. Two new areas of student housing will be created, one in the south campus area and one in the north; other areas of housing will be in the Gateway Precinct on both sides of the main campus entry. Because of the significant on-campus housing projects proposed over the life of the master plan, CSUSB does not project a need for additional housing. The issue of housing need will be addressed in the next master plan update.



New student housing at CSUSB

San Bernardino Community College District (SBCCD) has been exploring the need for student housing; in 2017, a Phase I housing feasibility study was completed at Crafton College in Yucaipa. The study found that 80 percent of CHC students would be interested in living in student housing. A similar study has not been conducted at the main campus in San Bernardino. In 2022, the SBCCD was awarded a \$1 million grant to complete a housing feasibility study at both campuses. Should these feasibility studies demonstrate the demand for housing, the college district can submit an additional application for an allocation of the State of California's dedicated projected pool of \$1.5 billion to finance the development and construction of student housing projects.

The San Bernardino Development Code conditionally permits student housing types. For instance, student housing is conditionally permitted in the RSH zone. Dormitories, fraternities, and sororities are also conditionally permitted in the RM, RMH, and RH zones. Fraternities and sororities are conditionally allowed in the CG-3 zone. CSUSB provides on-campus housing, but except for one housing project at the gateway of CSUSB and a conversion project downtown, there are no other student or faculty housing projects in the City. However, many of the apartment complexes near colleges may rent a significant number of their units to college students attending nearby schools.

FARMWORKERS

Farmworkers are traditionally defined as persons whose primary incomes are earned through permanent or seasonal agricultural labor. Permanent farm laborers work in the fields or in support activities, generally on a year-round basis. When workload increases during harvest periods, the labor force is supplemented by seasonal workers, who are often supplied by a labor contractor. For some crops, farms may hire migrant workers, defined as those whose travel prevents them from returning to their primary residence every evening. Farmworkers have special needs, and their lower incomes make it especially difficult to afford housing and other living expenses.

For cities in the Inland Empire, agricultural uses were predominant in the early and mid-1900s. San Bernardino, like many communities at this time, had agricultural operations. The City also served as a rail hub, providing farmers with access to regional and statewide markets. With the suburbanization of San Bernardino and development of a manufacturing economy, most agricultural uses have closed long ago. As of 2020, only eight parcels (35 acres) in San Bernardino remain agricultural, and these consist primarily of cropland, orchards, row crops, and livestock. The City of San Bernardino has no prime farmland, lands of statewide or local importance, or land in production; therefore, actual farming and agricultural operations are very limited.

Employment data by jurisdiction has always been scarce in the agricultural and farming industry. According to the USDA's Census of Agriculture (2017), the latest survey available, there are an estimated 409 farms in San Bernardino County, and these farms employ an estimated 2,246 farmworkers, which include 1,579 permanent workers, 667 seasonal workers, and 106 migrant farmworkers. USDA employment data are not available at the City level; therefore, local estimates are not possible. According to the Federal Department of Labor, no employers in the City hire H 2A/H-2B visa holders (www.dol.gov/agencies/eta/foreign-labor/performance) as part of a major program for international visas for seasonal or migrant agricultural workers.

According to the 2015-2019 ACS, 459 residents work in the **combined** agricultural, forestry, fishing and hunting sector—279 are full-time and 180 are part-time.² Although the ACS does not provide a further disaggregation, local data provide better insight into "agricultural" work. Buzzfile was consulted to verify the type, number, and size of firms in the "agricultural production, crops, livestock and animal specialties" in the City. Twenty businesses employing a total of 132 employees. Lucky Farms, the largest at 60 workers, engages exclusively in distribution at its facility. The other 19 farming/agricultural/livestock businesses are small, employ six or fewer employees each (total of 62), and cumulatively generate \$1.5 million in revenue annually.³

² 2015-2019 American Community Survey, Table S2405; S2404.

³ <https://www.buzzfile.com/Home/Basic>

Housing Need

Based on the available data, farmworker business employs only 132 people, although there is no information on how many employees are residents versus those who live outside the City. To obtain insight on housing needs, the school district offers migrant education to qualified families—which would provide an estimated number of “migrant” children living in the City. According to CALPAD’s 2021 data, no SBCUSD student is eligible for migrant programs in the school district. Federal Department of Labor reports mentioned earlier also indicate that no employers in the City hire migrants that are authorized to work under H-2A or H-2B visas. Therefore, to the extent that farmworkers live in San Bernardino, they are not migrants but rather permanent residents.

It is well-known that farmworkers earn some of the lowest incomes. According to the 2015-2019 ACS, the median household income is only \$18,500, which is generally considered extremely low income. It should be noted, however, that many farmworkers work part time year round. Presumably, farmworkers (like other low income households) might hold other part-time employment to supplement their income. However, given these income levels and assuming that additional part time work is unavailable or that only one person works in each household, it can be assumed that farmworker families likely experience significant levels of housing overpayment or overcrowding, much like any extremely low income household living in San Bernardino.

USDA has funded 17 farmworker projects in the High Desert or eastern San Bernardino Valley and dozens of farmworker housing projects in the Coachella Valley. None of the housing projects are in the immediate region due to the limited agricultural employment and corresponding low demand for such housing. Given that San Bernardino’s agricultural workers are likely permanent, earn extremely low incomes, and experience overpayment and overcrowding, their housing needs would be similar to any other extremely low-income household. The City has more than three dozen affordable apartment properties, offering thousands of affordable units. Please refer to the following section for information on housing suitable to extremely low-income households.

While the number of farmworkers is estimated to be small, state law requires that jurisdictions remove potential barriers to the provision of suitable housing for farmworkers. Currently, the City’s development code conditionally permits agricultural uses in its residential zones. It also allows agricultural uses in industrial zones—agricultural uses are allowed with a development permit in the IH and IE zones, and agricultural services are allowed in the IL and IH zones. At some point in the future, agricultural uses will likely diminish further within the City of San Bernardino. However, to comply with state law, the Housing Plan proposes a program to amend the development code to define employee and agricultural housing, indicate zones where it is allowed, and specify the permitting process consistent with Health and Safety Code §§ 17021.5 and 17021.6.

EXTREMELY LOW-INCOME HOUSEHOLDS

The 2014-2018 Comprehensive Affordability Strategy (CHAS), a special tabulation of the US Census, indicates there were 19,760 very low- and extremely low-income households living in San Bernardino. Very low-income households (VLI) earn 50 percent or less of the median family income (MFI) for San Bernardino County. Extremely low-income households (ELI) earn less than 30 percent of the MFI. There are 11,365 extremely low-income households in the City.

As shown in **Figure 2-16**, ELI and VLI households experience a high prevalence of housing problems. Of the ELI households in the City, 83 percent experience at least one of the four housing problems. An estimated 79 percent of ELI owner households experienced a housing problem compared to 84 percent of renter households. Housing problems are defined as overpayment, overcrowding, and units that lack complete kitchens or plumbing.

Additionally, ELI households experience high rates of cost burden (i.e., housing overpayment) in the City. The CHAS 2014-2018 data also shows that 80 percent of ELI households pay over 30 percent of their income to housing costs, and 77 percent of VLI households pay more than 30 percent of their income for housing. **Table 2-29** summarizes housing problems among lower income households in the City of San Bernardino.

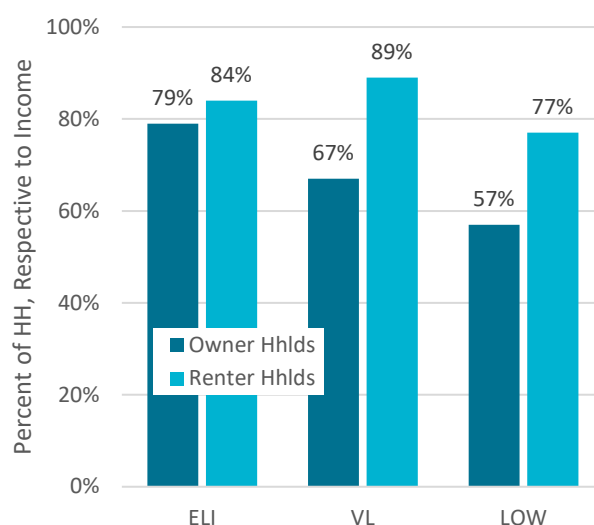


Figure 2-16 Lower Income Households with Housing Problems in San Bernardino, 2000

Table 2-29 Very Low- and Extremely Low-Income Housing Problems

Housing Problems	Ext Low-Income			Very Low-Income			Low-Income		
	Owner	Renter	Total	Owner	Renter	Total	Owner	Renter	Total
1 or more	1,745	7,675	9,420	2,025	5,490	7,515	2,885	4,755	7,640
Cost Burden 30%+	1,640	7,450	9,095	1,790	5,260	7,045	2,360	4,065	6,425
Cost Burden 50%+	1,340	6,730	8,070	960	2,985	3,945	735	635	1,370
Overcrowding	240	9,155	9,485	355	1,470	1,825	840	1,045	1,885

Source: Consolidated Planning/CHAS Data, City of San Bernardino, 2014-2018.

Housing and Services

California's housing crisis is a half century in the making. Decades of underproduction combined with exclusionary policies have left housing supply far behind need and costs soaring. As a result, millions of Californians, disproportionately lower income and people of color, must make hard decisions about paying for housing at the expense of food, health care, child care, and transportation. This crisis is affecting every region of the state, including southern California.

State and local agencies are working to support housing development to lower-income households. Every eight years, the state of California sets a target for homes needed for each income level to meet the housing needs of all Californians. Local governments must plan for enough housing to meet the housing need in their communities. As described in Chapter 4, SCAG finalized a RHNA allocation for each member jurisdiction. The City of San Bernardino was assigned a future need for 1,415 very low-income units, of which half (703 units) are the projected need for extremely low-income households from 2021 to 2029.

The City is facilitating and encouraging the development and rehabilitation of existing housing to meet the needs for ELI housing. Projects from groups such as National Core—which is currently replacing the 400-unit Waterman Gardens public housing project with new affordable housing and supportive services on-site—are providing much-needed housing options for extremely low-income residents. Organizations like NHPS, Mary Erickson, and many other nonprofit and for-profit organizations are building infill housing that is affordable to lower income households.



Accessory dwelling units can also provide affordable housing. Recent state laws have streamlined the development of ADUs, making them increasingly affordable and accessible to build. ADUs can provide free housing and lodging for relatives or be rented at affordable rates. In many cases, ADUs are being built on deeper lots and are detached backyard units. ADUs will continue to provide options for extremely low-, very low-, and low-income households in San Bernardino. Although single-room-occupancy (SRO) units are often proposed as an option, the vast majority of ELI households are families, and SROs would generally be inappropriate for this group due to their small size, limited privacy, and general lack of open space, needed for families. However, the City does permit SRO housing in the community subject to an approved conditional use permit.

The Housing Authority of the County of San Bernardino (HACSB), the public housing authority (PHA) for the county, issues rental vouchers to bridge the gap between income, affordability, and market rate housing. The following paragraphs and **Table 2-30** describe the two forms of vouchers—tenant based and project based—issued to residents in San Bernardino City in 2020 and various characteristics of individuals served by the vouchers.

- **Tenant-Based Vouchers.** Families with a tenant-based voucher choose and lease privately owned rental housing. A PHA pays the tenant a voucher equal to the difference between 30 percent of family income and a payment standard determined by the local PHA or the gross rent for the rental housing unit, whichever is lower.
- **Project-Based Vouchers.** Project-based vouchers (PBVs) are a component of a PHA's Housing Choice Voucher (HCV) program. The PHA uses tenant-based voucher funding to allocate units to a project, typically selected through a competitive process managed by the PHA. A PHA can use up to 20 percent of its authorized voucher units in a specific project if the owner agrees to either rehabilitate or construct the units, or the owner agrees to set aside a portion of the units in an existing development.

Table 2-30 Rental Housing Vouchers, City of San Bernardino, 2020

Program Characteristic	Vouchers	
	Tenant Based	Project Based
Subsidized Units (##)	2,582	1,050
% VLI households	91%	95%
% ELI households	68%	77%
% Female Headed (FH)	77%	69%
% FH w/children	32%	26%
% Seniors	22%	53%
% Minority	88%	84%
% Disabled member	54%	17%

Source: HUDUser, 2020.

In total, the HACSB issued over 2,500 tenant-based vouchers and over 1,000 project-based Section 8 vouchers. According to Federal HUD data, over 90 percent of very low-income households rely on the City's voucher program, and around 70 to 80 percent of extremely low-income households rely on these programs. It is important to note that the HACSB only receives a set amount of funding for the voucher program, so a voucher waitlist is common, and households may spend time applying for funding without receiving it based on waitlist status.

In addition to vouchers, the City offers assistance to extremely low-income households through partnerships with nonprofits and homeless prevention programs. Deed-restricted affordable housing is another way to support ELI households. Specifically, the City has 37 housing projects that provide a total of 3,790 affordable housing units. The units range from affordable to extremely low income, less than 30 percent of the median income, to low income, 50 to 80 percent of the median family income. These projects are described in detail in the following section.

2.4 HOUSING PRESERVATION

San Bernardino has significant affordable housing stock that receives public subsidies in return for long-term covenants guaranteeing affordability. Typically, these residential projects provide units affordable to extremely low-, very low-, and low-income households, including persons with special needs. City records show that there are 1,450 senior units and 2,050 family/all ages projects. An additional 122 units are special needs housing (**Figure 2-17**). It is also important to note that San Bernardino has a mobile home rent stabilization program covering many of its 40-plus mobile home parks. While not all units are subject to the ordinance, the City has more than 4,000 mobile home units that are likely affordable to lower income households.

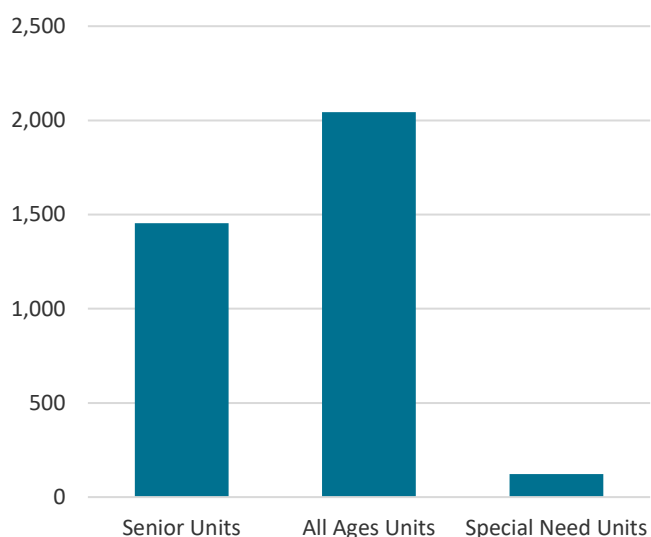


Figure 2-17 Publicly Assisted Multi-family Housing in San Bernardino, 2020

California law requires that all housing elements include an analysis of affordable housing projects that have been assisted by governmental or private funds regarding their eligibility and “risk” to change from low-income housing to market rates by 2031. **Table 2-31** and the following assessment analyze the likelihood of these projects to convert from low income to market rate. In addressing this requirement, projects generally can be grouped into three categories based on the likelihood that a given project would convert to market-rate rents.

- **Projects at No Risk:** Projects not considered at risk are affordable multi-family housing projects in which the affordability controls will not expire within 10 years of the beginning of the planning period for the Housing Element, which is 2031.
- **Projects at Low Risk:** Low-risk projects are affordable housing projects in which the affordability controls could expire, but arrangements have been made to preserve the units or the owners are not likely to convert the projects.
- **Projects at High Risk:** These projects are affordable multi-family housing in which the affordability restrictions have expired and the present affordability is maintained through Section 8 vouchers or some other subsidy that is uncertain and could terminate.

Table 2-31 San Bernardino Subsidized Multi-Family Housing

Development Name	Target Residents	Project Financing	Total Units	Afford. Units	Earliest Date of Covenant Expiration	At Risk Status
PROJECTS NOT AT RISK OF CONVERSION BY 2031						
Sterling Village	Large Family	LIHTC	80	79	2036	Not At-Risk
Magnolia at Highland	Senior	LIHTC	80	79	2041	Not At-Risk
Lugo Apartments	Senior	LIHTC	119	118	2044	Not At-Risk
Vintage at Kendall	Senior	LIHTC	178	176	2043	Not At-Risk
Arrowhead Vista	Senior	LIHTC	40	39	2069	Not At-Risk
New Zion Manor	Family	LIHTC	125	125	2071	Not At-Risk
Beautiful Light Inn	Seniors	LIHTC	100	99	2072	Not At-Risk
Pioneer Park Plaza	All Ages	LIHTC	161	159	2073	Not At-Risk
Foothill Villas	Large Family	LIHTC	239	237	2075	Not At-Risk
Baseline Coop	Senior	202/811	75	74	Permanent	Not At-Risk
St. Bernardine Plaza	Senior	202/811	150	148	2037	Not At Risk
TELACU - Monte Vista	Senior	202/811	75	74	2057	Not At-Risk
TELACU - San Bern. V	Senior	202/811	75	74	2065	Not At-Risk
TELACU - Buena Vista	Senior	202/811	75	74	2058	Not At-Risk
TELACU - Sierra Vista	Senior	202/811	75	74	2057	Not At-Risk
TELACU La Amistad	Senior	202/811	89	89	2064	Not At-Risk
TELACU - Hacienda	Senior	202/811	75	74	2064	Not At-Risk
AHEPA 3002	Senior	202/811	90	90	2047	Not At-Risk
Meadowbrook Park	Family	HAP/HOME	267	210	2033	Not At-Risk
Creekside Apartments	Family	Bonds	304		2049	Not At Risk
All Star Lodge	Spc Need	HOMEKEY	75	75	N/A	Not At Risk
Valencia Vista	Large Family	LIHTC	76	75	2068	Not At-Risk
Olive Meadow	Large Family	LIHTC	62	42	2073	Not At Risk
Crestview Terrace	Large Family	LIHTC	184	182	2076	Not At Risk
Tuscany/Silverwood	Family	Bond	328	66	2057	Not At Risk
Eastpointe Village	Family	RDA/NSP	52	52	2046	Not At-Risk
Phoenix Apartments	Transitional	N/A	9	9	2033	Not At-Risk
Golden Apartments	PSH	HOME	39	38	2057	Not At-Risk
San Bernardino Senior	Senior	202/811	80	79	2042	Not At-Risk
Pacific Village	All Ages	HCD	--	28	2033	Not At-Risk

Table 2-31 San Bernardino Subsidized Multi-Family Housing

Development Name	Target Residents	Project Financing	Total Units	Afford. Units	Earliest Date of Covenant Expiration	At Risk Status
PROJECTS AT RISK OF CONVERSION						
Ramona Sr. Project	Senior	LIHTC/MRB	44	43	2024	High Risk
The Waterman	Large Family	LIHTC	128	127	2030	Low Risk
Village Green	All Ages	LIHTC	184	181	2029	Low Risk
Autumnwood	All Ages	LIHTC	160	158	2030	Low Risk
Maplewood Homes	Family	PBV	296	296	2026	Low Risk
Arrowhead Woods	Senior	PBV	51	51	2027	Low Risk
Kendall Drive Apts.	Family	PBV	37	6	2025	Low Risk
Kendall Park Apts	Family	PBV	52	4	2025	Low Risk
Subtotal By Type			Total Units	Afford Units	Percent At Risk	At Risk Units
Senior Projects			1,471	1,455	6%	94
Family/All Ages Projects			2,826	2,027	27%	772
Special Needs Projects			123	122	>1%	1
Total (All Affordable Units)			4,420	3,604	20%	918

Source: California Housing Partnership; TCAC, City Records, 2022

Notes:

PBV: Federal project-based rental housing vouchers provided by the Housing Authority of San Bernardino County

CALHFA: Financing provided through the California Housing Finance Agency

HCD: Financing provided through HCD's Rental Housing Construction Program

LIHTC: California low income housing tax credits

RDA: Former redevelopment agency of the City of San Bernardino

SECTION 202/811: Federal program for funding housing earmarked for seniors and people with disabilities

HOME: Federal HOME Investment Partnerships Program

HAP: Federal Housing Assistance Plan for allocating project-based vouchers

HOMEKEY: California Department of Housing and Community Development program for converting motels

As noted above, a limited number of senior projects (less than 6 percent of all units) is at risk of conversion to market rate over the next 10 years. In contrast, more than one-third (39 percent) of the affordable multi-family housing units in San Bernardino are at risk of conversion, most of which are subsidized through project-based rental housing vouchers issued by the HACSB. Because of the funding sources involved, the California Housing Partnership Corporation rates only two of the nine at-risk projects as "high risk" of conversion to market-rate rents.

PRESERVATION ANALYSIS

The City of San Bernardino has nine affordable housing projects in which affordability covenants will expire on 809 housing units by 2031 and which are considered at risk within the next 10 years. Projects with units at risk are:

- Ramona Senior Apartments
- The Waterman Apartments
- Village Green Apartments
- Autumnwood Apartments
- Maplewood Homes
- Arrowhead Woods Apartments
- Kendall Drive Apartments
- Kendall Park Apartments

Available options to preserve projects fall into four categories. The primary incentive for preservation is typically financial. Property owners are more likely to consider options for conversion when they have insufficient funding to maintain operations.

- **New Construction.** National studies show that median total development costs per unit for affordable apartments in California are \$389,458 (land included) and \$284,568 (without land) based on a sample of LIHTC projects. However, there is considerable variation between metropolitan areas. Under this scenario, replacing the 882 at-risk affordable units would cost between \$246 million (without the land) and \$336 million (inclusive of land).
- **Acquisition/Rehabilitation.** Acquisition and rehabilitation costs are difficult to estimate since they depend on the condition of the property and level of deferred maintenance. Based on a survey of acquisition and rehabilitation projects in California, the average rehabilitation cost (including land acquisition and construction costs) is \$197,686 per unit. Under this scenario, replacing the at-risk units in San Bernardino would cost an estimated \$171 million.
- **Rehabilitation.** There is no industry standard for estimating rehabilitation costs for multi-family housing since the cost depends on the improvements (e.g., energy conservation, roofing, or deferred maintenance). Based on a survey of recent LIHTC-funded projects in California, the average cost of rehabilitation is \$106,910 per unit. Therefore, the cost of preserving units (assuming deed restrictions were extended) would translate to \$93 million.
- **Extend Rent Subsidies.** The cost depends on the difference between the market rent and subsidized rent and the length of affordability control. **Table 2-32** outlines the affordable housing rate for ELI, VLI, and LI households compared to the current market rate for different size units. The difference between what is affordable to various households and market rate cost is considered the subsidy, and this is calculated per year. The subsidy per year is multiplied by 882 (the total number of units at risk of conversion to market rate). The scenario in the table outlines the subsidy difference per unit and the maximum subsidy for all at-risk units.

Per year, this scenario is the least costly compared to those mentioned above, but as the markets shifts, housing costs may go up, which would change the rate of subsidy needed to keep housing affordable. Additionally, the cost of subsidies is more expensive over an extended period of time if the length of covenants is considered.

Table 2-32 Subsidy Cost per Unit Type, by Income Category

Income Category	Affordable Monthly Cost (30% income)	Market Cost per Month	Subsidy Difference per Unit	Subsidy per Year (monthly subsidy x 12)	Total Subsidy per Year (Difference x Units at Risk)
1-Bedroom					
ELI	\$475	\$1,235	\$760	\$9,120	\$670,320
VLI	\$790	\$1,235	\$445	\$5,340	\$392,490
LI	\$1,265	\$1,235	\$ (30)	\$--	\$--
2-Bedroom					
ELI	\$549	\$1,425	\$876	\$10,512	\$772,632
VLI	\$888	\$1,425	\$536	\$6,435	\$472,972
LI	\$1,422	\$1,425	\$3	\$36	\$2,646
3-Bedroom					
ELI	\$662	\$1,612	\$950	\$11,400	\$837,900
VLI	\$987	\$1,612	\$625	\$7,500	\$551,250
LI	\$1,580	\$1,612	\$32	\$390	\$28,665

Although it is a costly process to develop and maintain affordable housing, it is key to creating solutions to the housing crisis, reducing and preventing homelessness, and providing safe and livable places. Of the four approaches mentioned above, new construction is the most expensive approach to replacing at-risk units based on the cost of land and constructions materials. Annual subsidies per year are among the lowest cost on a marginal basis; however, they may not be cost effective because the subsidy gap can grow as market costs increase, and long-term preservation is not guaranteed. Overall, rehabilitation is the most cost-efficient route to preserving affordable housing. Rehabilitation does not require the acquisition of land and may even reduce environmental impacts because entirely new construction and development are not required. Rehabilitation funding can also be provided in return for long-term covenants, guaranteeing the long-term preservation of the projects' affordability.

AVAILABLE PROGRAMS

A variety of state and federal housing programs assist cities in preserving (e.g., acquiring, replacing, or subsidizing) affordable housing units that are at risk of conversion to market rents. The following summarizes some of the major financial resources available.

- **Community Development Block Grant (CDBG).** The primary objective of the CDBG program is the development of viable communities through the provision of decent housing, a suitable living environment, and economic opportunity, principally for low- and moderate-income persons. Eligible activities include administration, fair housing, energy conservation, assistance for economic development, public facilities and improvements, and public services.
- **HOME Investment Partnership.** Cities can receive funds by formula from the Department of Housing and Urban Development (HUD) to increase the supply of decent, safe, sanitary, and affordable housing to lower-income households. Eligible activities include housing acquisition, rehabilitation, and development; homebuyer assistance; and rental assistance.
- **Section 8 Rental Assistance Program.** The Section 8 Program provides rental assistance payments to owners of private, market-rate units on behalf of very low-income tenants, senior citizens, disabled and/or handicapped persons, and other individuals in need of affordable housing. This program can be tenant based (assistance directly to tenants) or project based.
- **Section 202/811 Program.** The Federal Section 202 program is used for the construction of very low-income rental housing with supportive services for seniors and persons with disabilities. These funds can be used in conjunction with the Federal Section 811 program to develop group homes, independent living facilities, and immediate care facilities. Eligible activities include acquisition, rehabilitation, new construction, and rental assistance.
- **California Housing Finance Agency (CalHFA) Multi-family Programs.** CalHFA's Multi-family Programs provide permanent financing for the acquisition, rehabilitation, and preservation of new construction of rental housing that includes affordable rents for low- and moderate-income families and individuals. One of the programs is the Preservation Loan program, which provides acquisition/rehabilitation and permanent loan financing designed to preserve or increase the affordability status of existing multi-family housing projects.
- **Low-Income Housing Tax Credit (LIHTC).** This program provides tax credits to individuals and corporations that invest in low-income rental housing. Tax credits are sold to those with high tax liability, and proceeds are used to create housing. Eligible activities include new construction, rehabilitation, and acquisition of properties. Nearly half of the City's affordable housing projects have received tax credits for construction, acquisition, and rehabilitation.

QUALIFIED ENTITIES

Property owners of government-assisted developments cannot terminate subsidy contracts, prepay a federally assisted mortgage, or discontinue use restrictions without first providing an exclusive "notice of opportunity to submit an offer to purchase" to each identified qualified entity. To assist in the preservation of these projects, the Housing Element must identify local public agencies, public or private nonprofit corporations, and for-profit organizations that have the legal and managerial capacity to acquire and manage affordable housing projects that are at risk of conversion to market-rate rents.

Table 2-33 lists entities certified as capable entities in the Inland Empire. Several of the corporate entities are already active in the City of San Bernardino.

Table 2-33 Qualified Housing and Service Entities

Corporate Entity	Address	City	Active in San Bernardino
Century Housing Corporation	1000 Corporate Pointe	Culver City	Yes
Neighborhood Housing Services	1390 North D St	San Bernardino	Yes
BUILD Leadership Development	1280 Bison	Newport Beach	
Housing Corporation of America	31423 Coast Hwy	Laguna Beach	
So. California Presbyterian Homes	516 Burchett St	Glendale	
TELACU	1248 Goodrich Blvd.	Los Angeles	Yes
Nexus for Affordable Housing	1572 N. Main Street	Orange	
National Core	9421 Haven Avenue	Rancho	Yes
Standard Communities	1901 Ave. of the Stars	Los Angeles	Yes
Orange Hsg Development Corp	414 E. Chapman Avenue	Orange	
Keller & Company	4309 Argos Drive	San Diego	
CSI Support & Development	201 E. Huntington Drive	Monrovia	Yes
ROEM Development Corporation	1650 Lafayette Circle	Santa Clara	
Abbey Road Inc.	15305 Rayen Street	North Hills	
Innovative Housing Opportunities,	19772 Macarthur Blvd.	Irvine	
L + M Fund Management	1873 Palmer Ave	Westchester	
Mercy Housing	1360 Mission St	San Francisco	Yes

Source: HUD, Qualified Entities list, 2022.

3.0 CONSTRAINTS

The State of California requires that all Housing Elements include an analysis of governmental and nongovernmental constraints to the development of housing available to all levels of income. The authority for this constraints analysis comes from California Government Code (Cal. Govt. Code) 65583(a)(5), which specifies what each government needs to include in the analysis to achieve compliance with California law. This chapter performs the requisite “constraints” analysis for the City of San Bernardino’s Housing Element spanning from 2021 to 2029.

Generally, three “potential” constraints influence the ability of jurisdictions to achieve their housing goals relative to the production, maintenance, and improvement of housing. These include governmental, nongovernmental, and environmental factors. This chapter analyzes these three potential constraints:

- **Market factors:** this includes nongovernmental constraints such as land, construction and rehabilitation costs, availability of financing, and other market factors.
- **Governmental factors:** this includes governmental factors—land use regulations, development standards, building codes, permit procedures, and other local policies.
- **Environmental factors:** this includes hazards that could constrain development, such as flooding, liquefaction, wildfire, geologic, and other unique environmental hazards.



The constraints analysis must also describe the City’s efforts to address and, where appropriate and legally possible, to remove constraints when they prevent achievement of state and local housing goals with respect to the maintenance, improvement, and development of housing.

To that end, this chapter reviews the City’s General Plan, Zoning Code, Specific Plans, Consolidated Plan, Analysis of Impediments, Housing Authority Plans, and other plans to analyze policies, regulations, administrative practices, and other factors that may limit housing opportunities. Where needed, programs are included in the Housing Element to remove or mitigate constraints.

3.1 GOVERNMENTAL CONSTRAINTS

3.1.1 Land Use Policies and Controls

The City's land use policies and controls include its General Plan, Specific Plans, and related land use controls articulated in the San Bernardino Municipal Code. The General Plan controls the land use for the entire city, and Specific Plans pertain to localized areas to create a unique land use vision for a specific area. These plans and regulations could create constraints to housing development if compliance with them unduly impedes the feasibility of housing development.

GENERAL PLAN LAND USE ELEMENT

The City most recent comprehensive update to its General Plan was in 2005. The Land Use Element maps where certain land uses, including housing, are permitted in San Bernardino. Overall, the General Plan provides high-level policy support to guide the development of residential land uses. It is important to note that the San Bernardino General Plan has a one-map system where General Plan land use designations and zoning are one and the same.

The 2025 General Plan permits housing and residential uses in three general land use designations, described below and detailed in Table 3-1.

- **Single-family.** This designation is implemented by four residential zones, ranging from semirural / estate to more suburban setting allowing a density of up to 4.5 units per acre.
- **Multi-family.** This designation is implemented by six residential zones, ranging from medium to high density zones allowing a density of 9 to 36 units per acre.
- **Commercial.** This designation allows for multi-family housing and senior housing at maximum densities of 47 units per acre and up to 130 units per acre in certain cases.

The City's anticipated land use element update will not add or change the City's residential districts or allowable uses beyond increasing the maximum allowed density in higher density districts. A new mixed-use corridor district will be created, but the development capacity created by these new land use districts will not be used to satisfy the 6th cycle RHNA. The new land use element update will only increase the types and allowed density of housing in the existing districts shown.

Table 3-1 lists the City's primary General Plan land use designations/districts allowing residential uses, a description of the districts' intent, and the permitted residential density allowed.

Table 3-1 Land Use Designations/Districts

Land Use Designation	Intent of Land Use Designation and Zone	Permitted Density/ Anticipated Change
Residential Estate (RE)	Low density residential units situated on large residential lots and conveying an “estate” character.	1.0 du/ac No Change Anticipated
Residential Low (RL)	Low-density, large lot, single-family detached units with a minimum average lot of 10,800 sf.	3.1 du/ac No Change Anticipated
Residential Suburban (RS)	Single-family detached units in a suburban setting with a minimum lot of 7,200 sf	4.5 du/ac Proposed Change: Increase max to 7.5 du/ac for RS Zone
Residential Urban (RU)	Detached and attached units, duplex, mobile home parks, and small lot subdivisions.	8.0 du/ac: 12 du/ac for senior and congregate care housing No Change Anticipated
Residential Medium (RM)	Townhomes, condos, and apartments as well as senior/congregate care housing with up to a 50% density bonus with approved CUP	8 du/ac: lots <14,400 sf 12 du/ac: lots >14,400 sf
Medium High (RMH)		RMH and RH: 24-31 du/ac based on whether lot > or < 20,000 sf Proposed Change: Increase max density for RMH (48 du/ac) and RH (80 du/ac)/delete threshold
Residential High (RH)		
Commercial Office (CO)	Administrative and professional offices, hospitals, and supporting retail uses near major transportation corridors and senior housing/congregate care.	47 du/ac for senior and senior congregate care housing Proposed Change: Allow maximum of 42 du/ac
Commercial General 1 (CG-1)	Retail, personal service, entertainment, office and related commercial uses along major corridors and intersections. This zone also allows senior/congregate care with a CUP	47 du/ac for senior & senior congregate care housing Proposed Change: Allow maximum of 80 du/ac
Commercial General 2 (CG-2)	This zone promotes economic activity of appropriate commercial corridors by infill and intensification, establishing new key activity centers and nodes, and allowing of medium and medium high residential.	12 du/ac: west of I-215; 21 du/ac: east of I-215 Proposed Change: Allow maximum of 42–80 du/ac
Commercial Regional-Downtown (CR-2)	Regional serving uses, incl. governmental/administrative, professional, cultural/historical and entertainment, convention facilities, hotels/motels, supporting services, and residential and senior housing.	4.0 FAR: Vertical mixed-use 130 du/ac: senior and senior congregate care housing Proposed Change: Allow maximum of 100 du/ac

Source: City of San Bernardino General Plan (2005 and 2023 proposed)
City of San Bernardino Development Code (October 2021).

Overlay and Special Zones

The City has adopted overlay and special zoning districts to allow for specific land uses that further the objectives and goals of the General Plan. The specific plan or overlay is placed over an existing base zone(s) that identifies special provisions in addition to those in the underlying zone. The overlay district can share common boundaries with the base zone or cut across zone boundaries. The City has several established overlay zones, described in **Table 3-2**.

Table 3-2 Overlay and Special Zones

Category ⁸	GP Land Use	Description	Permitted Density
Specific Plan (SP)	Specific Plan	This zone provides a base designation to implement the goals, objectives, and policies of the General Plan with respect to specific areas and uses which by their unique character require a comprehensive and intense evaluation and planning effort. Of the five specific plans where capacity remains, three will be revised in upcoming years.	Same as adopted Specific Plan.
Emergency Shelter Overlay (ES)	n/a	This overlay provides areas within the CH, IL, and OIP zones where emergency shelters can be integrated with commercial and light industrial uses and social services. The purpose of the designated boundaries of the overlay is to maximize the potential for provision of emergency shelter and support services throughout the community while minimizing the impact on neighborhoods.	Same as base zone
Transit Overlay District (TOD)	n/a	This overlay encourages a mix and intensity of land uses in a compact pattern around the 13 transit stations along the SBX BRT route. It is intended to foster transit usage, spur economic growth, reduce auto dependency, encourage infill and redevelopment, improve air quality, promote quality housing and neighborhoods.	Same as base zone
Adaptive Reuse Overlay (AR)	n/a	This overlay allows repurposing of underused commercial and office buildings for residential uses. The overlay contains historic or architecturally significant buildings. The standards allow for a more diverse mix of uses in the office districts north of the downtown area and will aid in the preservation of culturally significant areas, while also making strides toward meeting local housing needs.	Same as base zone

Source: City of San Bernardino Municipal Code

Note: Please refer to the San Bernardino Municipal Code or Specific Plans for further detail.

SPECIFIC PLANS

San Bernardino has nine approved specific plans, seven of which allow for residential uses. Specific plans help implement unique development visions for specific localities and communities, and therefore the development standards vary from the municipal code. Of the seven plans that allow for residential uses, four will be revised in the next few years. **Table 3-3** provides a high-level summary of the City's specific plans that allow for residential uses.

Table 3-3 Specific Plans with Residential Zones

Specific Plan	Housing Type	Maximum Density (du/ac)	Acres and Total Units Envisioned	Status
Rancho Palma	Single-family residential	Unspecified	26.9 acres 120 units	Complete
Paseo Las Placitas	Apartments and Condominiums	50	Unspecified	Approved Not built out
Arrowhead Springs	Single-family residential	Unspecified	117 acres 1,350 units	Approved Undeveloped
Spring Trails	Single-family residential	4.0	70 acres 300 units	Approved Undeveloped
University Hills	Single-family detached, Multi-family attached	Varies (0–3.2; 17–20)	170 acres 980 units	Approved Undeveloped
Waterman + Baseline	Single-family residential Mixed-use	Varies (14–30)	Unspecified	Under Construction
Downtown Specific Plan	Single-family, multi-family, mixed uses	Varies	472 acres 15,000 units	In Planning Stage
Highland Hills	Single-family residential	Varies	540 acres 695 units	Approved Undeveloped

Source: City of San Bernardino (accessed December 21, 2021):

https://sbcity.org/cityhall/community_n_economic_development/planning/specific_plans/default.asp.

Of particular note, the City is developing a downtown specific plan that will allow more than 15,000 housing units of development capacity in the downtown core. Additional information on this specific plan is provided in the housing resources chapter of the Housing Element. Following adoption of the updated General Plan, the City also anticipates revisiting and revising three specific plans—Paseo Las Placitas, Spring Trails, and University Hills—which have been approved for some time but development has not occurred since their adoption. These specific plans will be revised to address changes in the local housing market since their original date of adoption.

3.1.2 Housing Opportunities

Though the General Plan establishes the high-level vision for land use across San Bernardino, the City's Development Code, Title 19, Land Use/Subdivision Regulations, regulates how land may be developed and improved. **Table 3-4** identifies the permitted housing types in San Bernardino that are allowed or prohibited in the City's primary zones.

Table 3-4 Permitted Residential Uses

Residential Use	Residential Zones				Commercial Zones			
	RE, RL, RS	RU	RM, RMH, RH	RSH	CO	CG-1	CG-2	CR-2
Conventional Housing								
Single-family	D	D	D	X	X	X	X	X
Manufactured Housing	D	D	D	X	X	X	X	X
Mobile Home Parks	D	D	D	X	X	X	X	X
Multi-family	X	D	D	X	X	X	D	D
Condo or Townhouse	D	D	D	X	X	X	X	X
Mixed-Use	X	X	X	X	D	D	D	D
Senior/Congregate Care	X	D	D	X	C	C	C	C
Agricultural Housing	See Text							
Student Housing	X	X	X	C	X	X	X	X
Dormitories	X	X	C	X	X	X	X	X
Accessory Dwellings	P	P	P	P	X	X	X	X
Special Needs Housing								
Community Care (<6 clients)	P	P	P	X	C	C	C	C
Convalescent Homes	X	C	D	X	X	X	X	X
Emergency Shelters ¹	X	X	C	X	X	X	X	C
Transitional and Supportive (Social Services Residential)	X	X	C	C	C	C	C	C
Supportive Housing	X	X	C	C	C	C	C	C
Low Barrier Navigation Cntr								
Single Room Occupancy							C	C

Source: City of San Bernardino Development Code (Title 19 of Municipal Code) – May 2021.

Notes: RE = Residential Estate, RL = Residential Low, RS = Residential Suburban, RU = Residential Urban, RM = Residential Medium, RMH = Residential Medium High, RH = Residential High, RSH = Residential Student Housing, CO = Commercial Office, CG-1 = Commercial General, CG-2 = Commercial General – 2, CR-2 = Commercial Regional – 2.

P = Permitted, D = Administrative or Development Permit, C = Conditional Use Permit, X = Prohibited

1. The Development Code allows emergency shelters with a conditional use permit in the RM, RMH, RH, CH, and CR-2 zones. Pursuant to the ES Overlay Zone, the Development Code also allows emergency shelters in the OH, IL, and IH zones.

CONVENTIONAL HOUSING

Conventional housing includes housing intended for occupancy as a person's primary residence. These housing types include single-family dwellings, multi-family dwellings, manufactured housing, accessory dwellings, senior citizen/congregate care housing, and mobile home parks, among others. The City requires compliance with development standards and regulations on these housing types, but these rules are intended to produce quality housing development rather than constrain the overall availability of housing in San Bernardino.

Single-Family Dwellings

Single-family dwellings are permitted in seven residential zoning districts (RE, RS, RL, RU, RM, RMH, and RH). Single family dwellings are not permitted in the Residential Student Housing (RSH) zone, intended for student housing. All single-family dwellings built within the RU, RM, RMH, and RH zones shall be built in compliance with the development standards established for the RS Zone. The Development Code does not define single-family dwellings. The definition of dwelling unit is discussed in detail later within this chapter.



Single-family residential dwellings may be approved in one of four ways depending on the size of the development. A stand-alone single-family unit is permitted by right with no further review. For projects involving 2 to 4 units, an Administrative Development permit is required which is a by right permitting process. For projects of 5 to 11 single-family units, a Development Permit "D" reviewed by the Development Environmental Review Committee (City staff members only) is required. For projects of 12 or more single-family units, a Development Permit "P" is required and the application is reviewed and approved by the Planning Commission.

The SBMC defines manufactured housing the same as a factory-built or manufactured home permitted by State and federal laws. Gov't Code § 65852.3 requires that a city, including a charter city, shall allow the installation of manufactured homes certified under the National Manufactured Housing Construction and Safety Standards Act of 1974 on a foundation system on lots zoned for conventional single-family dwellings. The SBMC allows manufactured housing in all zones where single-family homes are allowed and treats the home the same with respect to permitting process, site design, and development standards. Except with respect to architectural requirements (mentioned on the following page), the manufactured home is subject only to the same standards to which a single-family dwelling on the same lot would be subject.

Mobile Homes

Mobilehomes are allowed in all residential zones with an approved Development Permit. The SBMC defines mobile home as the same as “Manufactured Home,” but subject to the National Manufactured Housing Construction and Safety Act of 1974. The SBMC, Chapter II-19.04-J, contains development standards for individual homes. Mobile/manufactured housing may qualify as a single-family use if it complies with the 1974 National Mobile Home Construction and Safety Standards Act and is on an approved permanent foundation. The Director must find that the proposed home is compatible with surrounding development in terms of appearance, dimensions, and building materials. In terms of design, all mobile/manufactured housing must have a minimum one-foot eave, external nonreflective siding covering the entire outer face from the ground to the roof, a minimum roof pitch slope ratio of 1:4, and a minimum width of 20 feet. Additional standards are set forth in SBMC Chapter 19.20, Property Development Standards.

Mobile Home Parks

Under State law, a mobile home park, as defined in HSC § 18214, shall be deemed a permitted land use on all land planned and zoned for residential land use, as designated by the applicable General Plan; provided, however, that a city, county, or a city and county may require a use permit. This provision applies to a city, including a charter city, a county, or a city and county. The SBMC is compliant with Government Code § 65852.7 and permits mobile home parks in all residential zones with a Development Permit, except in the RSH zone, which is reserved for student housing. The City has 46 mobile home parks providing approximately 4,000 units. Mobile home park subdivisions must maintain a front/rear setback as well as minimum distance of 10 feet from other structures. Side yards must be 5 feet deep minimum. No mobile home can exceed 75 percent of its lot. The mobile home park’s utilities must be undergrounded. Provisions for recreational amenities to be provided on-site are the same as those required for multi-family apartments. Additional standards are in Chapter 19.20 (Property Development Standards) of the SBMC.

Multi-family Housing

The SBMC allows multi-family housing in the RU, RM, RMH, RH, CG-2, and CR-2 zones with an approved Development Permit, but prohibits it in lower density RE, RL, and RS zoning districts. Condominiums and townhomes are permitted with a Development Permit in all residential zones, except the RSH zone, which is reserved for student housing. Similar to single-family homes, multi-family residences are approved by different entities, depending on the project size. For projects involving 2 to 4 units, an administrative development permit is required. For projects of 5 to 11 units, a Development Permit (D) reviewed by the Development Environmental Review Committee (City staff members only) is required. For projects of 12 or more units, a Development Permit “P” is required and the application is reviewed and approved by Planning Commission. The City has numerous apartments throughout the community at a variety of scales.

Mixed-Use Development

The SBMC defines mixed uses as the development of a parcel(s) or structure(s) with two or more different land uses such as, but not limited to, a combination of: residential, office, manufacturing, retail, public, or entertainment in a single or physically integrated group of structures. The SBMC permits, with an approved Administrative or Development Permit, horizontal and/or vertical mixed-use projects containing residential, commercial, and/or office uses. Eight commercial zones (CO, CG-1, CG-2, CG-3, CR-1, CR-2, CR-3, and CCS-1) allow for mixed-use developments. Similar to multi-family projects, the exact permit required depends on the number of units proposed in the mixed-use development—2 to 4 units, 5 to 11 units, and 12-plus units. The Glen at University Park at the corner of University Parkway and West Northpark Boulevard—across from the main entrance of university—features horizontal mixed-use development. Other than that, mixed-use developments have not yet taken hold in the City of San Bernardino.

Senior Citizen/Congregate Care Housing

Senior housing is defined as a structure(s) providing residence for a group of senior citizens (60 years of age or more) with central or private kitchen, dining, recreational, etc. facilities with separate bedrooms and/or living quarters. This type of facility is distinctly different than residential care facilities for the elderly in that no State-licensed services are provided on-site. Senior housing is allowed by right in any zone where multi-family dwellings are found (RU, RM, RMH, and RH). The City permits senior citizen/congregate care housing in four commercial zones with a CUP. As discussed later, senior housing is permitted in the same manner as multi-family housing, is subject to more lenient development standards (parking, unit sizes, etc.), and is eligible for regulatory incentives, including density bonus. The City has a significant variety and number of senior projects, including 4 market rate senior projects, 15 affordable senior projects, and 3 age-restricted mobile home parks.

Farmworker and Employee Housing

The State Legislature recognizes the shortage of housing for farmworkers statewide and thus requires cities to permit and encourage the development of employee housing as is commensurate with local need. The Health and Safety Code § 17021.5 requires employee housing for six or fewer persons to be treated as a single-family residential use in residential zones. Section 17021.6 requires that employee housing consisting of no more than 36 beds in group quarters (or 12 units or less) designed for use by a household be treated as an agricultural use. No conditional use permit, zoning variance, or other zoning clearance, business tax, or other fees shall be required for employee housing that is not required of any other family dwelling or agricultural activity in the same zone. These provisions apply even if no agricultural zones apply in the City. The Housing Plan proposes a program to define employee and agricultural housing, indicate where such uses are allowed, and specify the permitting process consistent with state law.

Student Housing Complex

San Bernardino is home to the California State University, San Bernardino; San Bernardino Valley College; and other professional and trade schools. As such, the City is home to a large population of students, faculty, and educational personnel who live in the City or commute in from surrounding communities. The SBMC makes provision for housing options for students—including on-campus dormitories, fraternities and sororities, and off-campus student housing.

CSU San Bernardino is one of the largest public universities in the state, with an enrollment exceeding 25,000 students. CSUSB provides housing in four villages—Coyote Village (first-year students), Arrowhead Village, Serrano Village, and University Village—in accordance with the university master plan, which anticipates upwards of 3,000 new units at buildout. SBMC Chapter 19.04 conditionally permits student housing in RSH zones within 500 feet of the campus. The code sets minimum unit sizes, amenities, parking, and recreation facilities to ensure students have a quality residential environment.

Other housing options are available for students seeking student housing in San Bernadino. For instance, the SBMC allows dormitories, fraternities, and sororities as conditionally permitted residential uses in multi-family residential zones (RM, RMH, RH) and in the CG-3 zone. There are no known fraternities or sororities offering housing at this time. So, while most students commute into San Bernardino, many other students live nearby in apartments near campus or in the surrounding neighborhoods. These private apartments are not affiliated with schools.

San Bernardino Valley College was awarded a grant to explore the market and feasibility of building new housing for students. The Housing Plan provides policy and program guidance to continue working with the public and private sectors (e.g., local colleges and other appropriate institutions) to address the ongoing need for housing students attending college.



On-Campus CSUSB Accommodations



The Glen Apartments, CSU San Bernardino

Accessory Dwelling Units

The City updated its regulations for accessory dwelling units (ADU) with the adoption of Ordinance MC 1559 in May 2021 to comply with Cal. Govt. Code §§ 65852.2 and 65852.22. An ADU is defined by SBMC Chapter 19.04(P) as an attached or a detached dwelling that provides complete independent living facilities on a lot with a proposed or existing primary residence. It may also include an efficiency unit or manufactured homes, as defined by §§ 17958.1 and 18007 of the Health and Safety Code. “Junior accessory dwelling unit” or JADU means a unit that i) is no more than 500 square feet in size, ii) is contained entirely within a single-family structure, iii) includes its own separate sanitation facilities or shares sanitation facilities with the existing single-family structure, and iv) includes an efficiency kitchen.

The City permits both ADUs and JADUs with only a building permit in all residential zones as a by-right residential use if they comply with City development standards consistent with state statute. JADUs are allowed as: 1) converted on single-family lots; 2) limited detached on single-family lot; 3) converted on multi-family lot; and 4) limited detached on multi-family lot. If the JADU does not comply with SBMC, Chapter 19.04-26, the City may approve the project if it complies with local provisions for zoning, access, fire sprinklers, rental terms, no separate conveyance, owner occupancy provisions, deed restrictions, and other requirements. The City does not charge development impact fees for any ADU/JADU smaller than 750 square feet but assesses capacity fees for water and wastewater.



Examples of Accessory Dwelling Units in San Bernardino

HOUSING FOR PEOPLE WHO LACK SHELTER

The City of San Bernardino has a growing, robust homelessness program that offers a variety of housing options that may house individuals and families lacking permanent housing. Among others, the primary facilities for unhoused population are emergency shelters, transitional housing, permanent supportive housing, and social service residential facilities. Many of the facilities include a social services component on-site to serve residences of the housing.

Emergency Shelters

The City of San Bernardino permits emergency shelters in the community as required by law. The SBMC defines an emergency shelter as housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less by a homeless person. No individual or household can be denied emergency shelter because of an inability to pay. Emergency shelters shall be occupied only by homeless persons unable to pay for housing. The SBMC definition of a shelter will require expansion with the passage of AB 2339, effective in 2023.

Emergency shelters are a distinct category that is different than a social service facility-residential or a residential care facility for alcohol and drug recovery, single-room occupancy hotel, or other facility where residents may temporarily stay. These facilities are discussed later in this chapter.

In accordance with the SBMC, homeless facilities are permitted in the City as follows:

- Within three residential zones (RM, RMH, and RH) with a conditional use permit pursuant to compliance with development standards in the zone and approved management plan (see SBMC, Chapter 19.04 Residential Zones, Table 04.01).
- As a by-right use in Emergency Shelter Overlay Zone areas—CH (Commercial Heavy), IL (Industrial Light), and OIP (Office Industrial Park)—pursuant to an Administrative Permit and compliance with development standards and approved management plan.
- For areas outside the Emergency Shelter Overlay Zone, shelters are a conditionally permitted use in the CR-2 (Commercial Regional Downtown) and CH (Commercial Heavy) zones pursuant to compliance with development standards and management plan.

Effective January 1, 2023, State law was expanded to further facilitate the development of emergency shelters in cities. Specifically, AB 2339 expands the definition of shelters to include other housing, including but not limited to a navigation center, bridge housing, or recuperative housing. AB 2339 also revises development standard requirements for shelters; requires that shelters be subject only to written, objective standards; and makes other statutory revisions. The Housing Plan includes a program to amend the ES Overlay in accordance with AB 2339.

Social Service Residential Facilities

The SBMC does not use the terms “transitional” or “supportive” housing and instead refers to these residential uses as “social services residential facilities” (SSRF). An SSRF is a facility operated by a nonprofit group or agency that is open to the public and provides any service or combination of services defined in this code as “social service” to people in need, in which the party being served remains on-site on an overnight basis. The City permits these facilities with a Conditional Use Permit in four residential zones (RM, RMH, RH, and RSH zones) and in six commercial zones (CO, CG-1, CG-2, CG-3, CR-2, and CR-4 zones). State law requires that transitional and permanent supportive housing be permitted as a by-right use in all residential zones.

SSRFs in residential zones are required to meet permit requirements, such as indoor waiting areas; screening between outdoor areas and surrounding uses; outdoor trash receptacles; and face their front façade along an arterial. SSRFs must also maintain a distance of 500 feet from: 1) a public or private state-licensed or -accredited school; 2) a public park, playground, recreational area, youth facility, nursery school, preschool, or day-care; 3) a place of public assembly; 4) a hospital or another social service facility. The Housing Plan proposes a program to amend provisions for transitional and supportive housing to ensure the City’s codes comply with state law.



Transitional Housing in San Bernardino

Low Barrier Navigation Center

A “Low Barrier Navigation Center” (LBNC) is a Housing First, low-barrier, service-enriched shelter focused on moving people into permanent housing by providing temporary living facilities while case managers connect individuals experiencing homelessness to income, public benefits, health services, shelter, and housing. Enacted in 2018, AB 101 requires that an LBNC be permitted by right in areas zoned for mixed uses and nonresidential zones permitting multi-family uses if it meets specified requirements. A city may not impose certain requirements, such as a conditional use permit or other discretionary review or approval on this facility. Though the City’s emergency shelters may provide services akin to those provided by a LBNC, the SBMC currently does not define or allow these facilities in any zone. Therefore, the Housing Plan contains a program to amend the SBMC to allow for a low barrier navigation center as a by-right use on parcels with appropriate land use designations consistent with Gov’t Code § 65662.

HOUSING FOR PEOPLE WITH A DISABILITY

The City is committed to affirmatively furthering fair housing for residents of all abilities. The City provides a range of housing types suitable for people living with a disability. These facilities are described below along with recommended program changes.

Residential Care Facilities

State law defines community care facilities as “any facility, place, or building that is maintained and operated to provide nonmedical residential care, day treatment, adult daycare, or foster family agency services for children, adults, or children and adults, including, but not limited to, the physically handicapped, mentally impaired, incompetent persons, and abused or neglected children.” Under the SBMC, residential care is defined as “a family home, group care facility, or similar facility for 24 hour nonmedical care of persons in need of personal services, supervision, or assistance essential for sustaining the activities of daily living or for the protection of the individual. Community care facility is defined as consistent with Health and Safety Code (§ 1267.8) the intermediate care facility shall include provisions for developmentally disabled habilitative – nursing or congregate living. Residential care facilities are also conditionally permitted in the CO, CG-1, CR-2, and CG-2 zones. The SBMC does not mention larger care facilities serving seven or more clients, though the City has eight such licensed facilities operating in the community.

Alcohol and Drug Treatment Facilities

The SBMC permits alcohol and drug treatment facilities under its SSRF classification. A facility operated by a nonprofit group or agency (public and/or private) that is open to the public that provides any service, or combination of services, defined in this code as “social service” to people in need, in which the party being served remains on-site on an overnight basis. This classification is distinguished from emergency shelters providing 24-hour or overnight care and places of public assembly where any social service or activity is deemed ancillary (e.g., does not occupy more than 25 percent of the gross floor area) to the primary use or function; and, any other similar use. Social services include a number of uses, including drug and alcohol recovery facilities (outpatient or residential). Social service facilities are required to provide a management plan of operation.

It is unclear whether the definition of alcohol and drug treatment facilities falls under the residential care or community care facility definition in the municipal code. Licensed alcohol and drug treatment facilities serving six or fewer individuals are required to be allowed as a by-right use and treated like any other residential use in the same zone. However, state law is silent on larger facilities serving seven or more residents. Furthermore, for small facilities, no specific distance standard between facilities can be required. As part of the update of the Development Code, the Housing Plan includes a program to review the City’s current regulatory framework governing drug and alcohol recovery facilities and, if necessary, make modifications and amendments to ensure compliance with State and federal fair housing law.

Convalescent Homes/Adult Residential Facilities

The SBMC defines convalescent homes as “a place of residence for people who require constant nursing care and have significant deficiencies with activities of daily living.” Residents may include the elderly and younger adults with physical or mental disabilities. Residents may also receive physical, occupational, and other rehabilitative therapies following an accident or illness. This residential land use is allowed conditionally in the RU zone and by right with a Development Permit in three residential (RM, RMH, and RH) zones.



Assisted Living Facility in San Bernardino

The City has nine assisted living facilities, with the two largest being the 240-bed Abria Del Cielo and 97-bed Villas. The City actively permits adult residential facilities for adults ages 18 through 59 with mental health care needs or who have physical or developmental disabilities and require or prefer assistance with care and supervision. However, the SBMC does not use the term adult residential care facility. Facilities are approved under different residential classifications. Nonetheless, the City has permitted more than 40 such homes in multiple zones through the City. Most adult residential care facilities have six or fewer beds; eight facilities have seven or more.

The Housing Plan proposes a program to review the above definitions and permitting processes and make amendments for consistency with the Community Care Facilities Act.

Single-Room Occupancy

The SBMC allows Single Room Occupancy (SRO) Facilities as an allowable use in the community. An SRO is defined as a cluster of 7 or more units within a newly constructed residential hotel of weekly or longer tenancy providing sleeping or living facilities for 1 or 2 persons per unit, in which sanitary facilities may be provided within the units, and cooking facilities may be shared within the hotel. Such uses are allowed with an approved conditional use permit in the CG-2 and CR-2 zones. Such uses are subject to special development standards. SROs shall comply with the following parking requirements. SROs shall not be located within 250 feet of a parcel which has a school for children, adult bookstore or theater, or liquor store. SROs shall be located within ¼ mile of a bus stop. Parking requirements are one space per full-time SRO employee at maximum shift and 1 per 10 occupants. Standard interior amenities for individual units (size, beds, sanitation, kitchen, HVAC, etc.) are also required to ensure a safe and livable environment.

3.1.3 Residential Development Standards

The Development Code provides specific direction for the development of land identified in the Land Use Element and on the Zoning Map. The Development Code regulates development by establishing standards for each zone, including permitted uses, height, density, lot area, yard setbacks, and lot coverage among other items. It is an important component of ensuring that housing development occurs where and how the City intends in its long-range vision, and that it does not adversely impact public health, safety, and welfare.

Table 3-5 includes the City’s residential development standards from Title 19 of the San Bernardino Municipal Code. The City is organized into 11 zones, listed below. Additional specific plans have been adopted under a zoning category of “SP,” each with tailored variations in residential development standards that are designed to achieve the vision, goals, and objectives of each specific plan. Overlays are also applied (e.g., emergency shelter overlay) where appropriate to provide additional guidance on the types of allowed land uses.

- RE Residential Estate
- RL Residential Low
- RS Residential Suburban
- RU Residential Urban
- RM Residential Medium
- RMH Residential Medium High
- RH Residential High
- RSH Residential Student Housing
- CO Commercial Office
- CG-2 Commercial General 2
- CR-2 Commercial Regional, Downtown

Table 3-5 Residential Development Standards

Standard	Zoning District										
	RE	RL	RS	RU	RM	RMH	RH	RSH	CO	CG-2	CR-2
Lot Area Max. Units/Net Acre	1	3.5	4.5	8 12 Sr.	12 18 Sr.	24 36 Sr.	31 47 Sr.	20	47 Sr.	12W/21E 18W/31E Sr.	47 130 Sr.
Min. Lot Area (sf.) for new projects)	1 ac.	9,720	7,200	7,200 ²	14,400 ³	20,000 ⁴	20,000 ⁴	5 ac.	1 ac.	1 ac.	1 ac
Lot Width (feet)	150	80	60	60	60	60	60	150	60	60	60
Corner Lot Width	150	88	66	66	66	66	66	150	66	66	66
Lot Depth (feet)	100	100	100	100	100	100	100	150	100	100	100
Front Setback (feet)	35	25 ⁹ 20	25 ⁹ 20	25 ⁹ 20	25 ⁹ 20	20 ⁹ 15	20 ⁹ 15	40	15	10	0
Rear Setback (feet) ⁵	20	20 av. 15	20 av. 15 min	10	10	10	10	20	10	10	0
Side Setback Min feet	5	5	5	5	1-story: 5' plus 1' for each 15' of wall length 2-story: 10' plus 1' for each 15 feet of wall length						0
DU Separation (minimum feet) ⁵	15	15	15	15							
Side Setback streetside (feet)	15	15	15	15	15	15	15	30	10	10	0
Building Lot Coverage (Max %)	35	35	35	40	50	50	50	50	50	50	100

Table 3-5 Residential Development Standards

Standard	Zoning District										
	RE	RL	RS	RU	RM	RMH	RH	RSH	CO	CG-2	CR-2
Distance Bet. Buildings (feet)	10	10	10	20	20	20	20	25	20	20	20
Private Outdoor Living Space (sf)	NA	NA	NA	300 sq. ft. or 25% of dwelling unit floor area, whichever is less					300 sq. ft. or 25% of unit size whichever is less		
Common Usable Outdoor Living Space (sq. ft.)	NA	NA	NA	30% of net site area				35% living area	30% of net site area		
Max Bldg Height Stories & feet	3 (45)	2.5 (35)	2.5 (35)	2.5 (35)	3 ⁶ (42)	3 ⁶ (42)	4 ⁶ (56)	4 (56)	4 (56)	2 (30)	(100) ⁷
Maximum Average Number of Units	6 ⁸	6 ⁸	6 ⁸	8	12	12	12	30	12	12	NA

Source: City of San Bernardino Development Code (Title 19 of Municipal Code) – May 2021.

"Av" = average; "Sr." = Senior; "W" = West of I-215; "E" = East of I-215; "min." = minimum; "MU" = Mixed Use; "R" = residential; "Sq. Ft." = square feet.

Notes:

1. Per Ord. MC-1132, 12/20/02
2. For lots of record prior to June 2, 1989, the minimum lot area is 6,200 s.f. and existing lot widths and depths are permitted.
3. The min. lot size may be less than 14,400 s.f. for parcels existing prior to November 1, 2012. Ord. MC-1381, 12-19-12
4. The min. lot size may be less than 20,000 s.f. for parcels existing prior to November 1, 2012. Ord. MC-1381, 12-19-12
5. See Section 19.04.030(2)(A) for accessory structure setback requirements.
6. Except within 75 feet of the Residential Suburban (RS) zone where the height shall be limited to 2.5 stories or 35 feet.
7. See Section 19.06.030(2)(E) for allowable 50 foot additional bonus height.
8. Attached dwelling units are only permitted in the Hillside Management Overlay District.
- 9A. 5-foot reduction in the minimum front yard setback is allowable for lots when yard averaging is used in conjunction with new subdivisions.
- 10A. Minimum of 5% of the outdoor living space must be private (balcony or patio), and a minimum of 25% must be common usable space (not including parking lot landscaping, or landscaped setback areas). The balance (5%) may be either common or private usable open space. Chapter 19.04, §19.04.030 (2)(U)(3).

Analysis of Standards

The SBMC sets minimum standards to ensure the development of quality housing that adds value to the community and provides quality places to live. The most pertinent development standards that affect the construction, maintenance, and improvement of housing relate to density, parking, lot coverage, and related standards that affect the number of units or affordability of housing products. The following is a general assessment of the individual and cumulative impact of residential development standards.

- **Density Standards.** The SBMC establishes graduated density standards for seven zoning districts to allow for the development of single-family, multi-family, and mixed use housing. As shown later, the City has successfully, on multiple occasions in the past five years, achieved affordable housing production at a density of 17 to 38 units per acre—below the default density (30 du/ac) cited by the California Department of Housing and Community Development as sufficient to facilitate development of affordable housing to low income households. Density levels, however, are also dependent on the lot size, with lots smaller than 14,400 or 20,000 square feet, depending on zone, resulting in a reduction of either 4 or 8 units per acre. This provision can limit the achievable density for small infill development projects.
- **Building Height and Stories.** The SBMC allows progressively higher stories, including 2.5 or 3.0 stories with a maximum height of 35 to 45 feet in the single-family residential zones, 3.0 stories in the RM and RMH zones with a maximum height of 42 feet, and 4.0 stories with a maximum height of 56 feet in the higher density RH and CO zones. In assessing these standards as a potential constraint, HCD has indicated that 12 to 15 feet is normally required to accommodate each “story” in single or multi-family residential development. Compared to this standard, each zoning districts allows maximum building heights that would accommodate the requisite 12 to 15 feet per story within the maximum height limit allowed for the structure. The only exception is that within 75 feet (one parcel) of the RS zone, the height limit is restricted to 35 feet to allow for a gradual transition in height between zones.
- **Housing Unit Sizes.** The SBMC requires minimum sizes for housing units to improve the livability of the housing unit, reduce the need for on- and off-site storage, and provide homes suitable for individuals, families, and children. The SBMC requires minimum sizes for multi-family /apartments as follows. Studios must have 500 sq. ft. and one bathroom. One bedroom units must have 600 sq. ft. of livable area and at least one bathroom. Two-bedroom units must have 800 sq. ft. of livable area and 1.5 bathrooms. Three bedroom units must have 1,000 sq. ft. of livable area and 2 bathrooms. Larger units must have 1,200 square feet of livable area and 2 bathrooms. Minimum sizes for single-family homes include 1,700 sq. ft. in the RE zone, 1,200 sq. ft. in the RL and RS zones, and 1,000 sq. ft. in the RU zone.

- **Lot Size/Building Coverage.** Minimum lot areas are graduated, with standard 7,200-square-foot lots for single-family residential zones progressing to 20,000 square feet for multi-family residential zones. The building lot coverage standard is graduated based on the density of the proposed residential development. Maximum building lot coverage is at three levels: 35 percent in the single-family residential zones, 40 to 50 percent in medium density residential zones, and 50 percent in high density residential zones. The setback requirement varies from 10 to 25 feet for the side, front yard, and rear depending on the zoning district and housing product envisioned. These requirements can limit the achievable density for multi-family residential zones when combined with the useable open space standards.
- **Usable Open Space.** While the City does not regulate the amount of usable open space for single-family lots (it is determined by the yard size) the SBMC requires that all multi-family developments with 12 or more dwelling units provide 30 percent useable open space for passive and active recreational uses. Furthermore, the SBMC states that useable open space areas shall not include: rights-of-way, vehicle parking areas, areas adjacent to or between any structures less than 15 feet apart, setbacks, patio or private yards, or slopes above 8 percent. These requirements can limit the achievable density for multi-family residential zones, in particular given the cumulative impact on density when combined with the building coverage, building spacing, and setback requirements for multi-family residential development.
- **Multi-family Residential Amenities.** All multi-family residential developments are required to provide a standard set of amenities that offer opportunities for resident to enjoy a quality living environment regardless of the affordability of the property. Specifically, projects shall provide recreational amenities within the site that may include: a swimming pool; spa; clubhouse; tot lot with play equipment; picnic shelter / barbecue area; court game facilities such as tennis, basketball, or racquetball; improved softball or baseball fields; or day care facilities. The type of amenities shall be approved by the Director and provided according to the following schedule: 0 to 11 units require no amenities; 12 to 50 units require 1 amenity; 51 to 100 units require 2 amenities, and each 100 units requires another amenity.

In assessing residential development standards and their appropriateness and impact on housing development, many of the standards are common for the apartment and condominium industry. However, the combination of open space, lot coverage, building spacing, and minimum lot size thresholds can cumulatively limit the achievable density of a residential project, particularly apartments, condominiums, and small infill projects. Therefore, as part of the Development Code update, the Housing Plan includes a program to review and make needed amendments to individual standards so they do not individually or cumulatively preclude the achievement of maximum densities of residential development otherwise allowed for by the underlying zones.

Parking Standards

Providing adequate parking for residences ensure the livability, quality, and safety of housing. SBMC 19.24.010 was enacted with the express purposes to: 1) provide accessible, attractive, safe, and screened parking facilities; 2) reduce traffic congestion; 3) protect neighborhoods from traffic noise and nonresidential land use districts; 4) ensure maneuverability of emergency vehicles; and 5) provide appropriate and proportional parking for each land use. **Table 3-6** displays the City's off-street parking requirements for residential land uses in San Bernardino.

Table 3-6 Parking Standards for Residential Uses

Housing Type	Parking Standard	Guest Parking
Conventional Housing		
Single-Family	2 covered garage spaces per unit	None
Planned Residential	2 covered garage spaces per unit	1 space/ 5 du
Mobile Home Parks	2 covered garage spaces per unit	1 space/unit
Multi-family -Studio	1 space per unit; no guest parking	None required
Multi-family – 1 bdrm	1.5 covered space per unit	One covered space for each five units
Multi-family – 2 bdrm	2.0 covered space per unit	
Multi-family – 3 bdrm	2.5 covered space per unit	
Senior Apartments	1 covered space per unit	Same as above
Special Needs Housing		
Senior Congregate	0.75 space per unit	None
Emergency Shelters	1 space/1,000 sf of GFA or FTE on largest shift	None
Transitional Housing	Unspecified	Unspecified
Supportive Housing	Unspecified	Unspecified
Residential Care	Unspecified	Unspecified
Navigation Center	Unspecified	Unspecified
Accessory Dwellings	Unspecified	Unspecified

Source: City of San Bernardino Municipal Code Section 19.24.040

Asterisk denotes guest parking of 1 uncovered space for each 5 units

Generally speaking, the City's parking standards are below the threshold of two spaces per unit, are graduated based on the number of bedrooms, and often do not require covered spaces for all units and types of housing. Therefore, in aggregate, the parking standards do not appear to exceed the threshold where parking is seen as a constraint to the production of housing. To ensure that parking is not a constraint, reductions are also allowed in three general situations.

Parking Reductions for Special Use and Affordable Housing

The SBMC offers parking reductions for senior apartments (1.0 space per unit) and senior congregate care (0.75 space per unit), based on the rationale that senior residents have a lower vehicle ownership rate than non-seniors. The City also implements density bonus law that allows qualifying developers, as a matter of right, to obtain lower parking space requirements for affordable housing or senior housing than what would otherwise be required by local government standards. AB 2345 lowers the standard for parking reductions to 1.5 spaces for two- and three-bedroom homes for projects providing a certain percentage of affordable housing units. It should be noted, however, that the Housing Plan includes a program to specify parking requirements for special needs housing (e.g., emergency shelter, transitional and supportive housing, navigation centers, and residential care facilities) in accordance with State law.

Parking Reductions for Transit Oriented District

Currently the SBMC requires only one parking space for residential units in the RL, RU, RM, RMH, and RH zones within the TOD—regardless of the number of bedrooms. This is approximately one-half the standard required of standard projects in single- and multi-family residential zones. AB 2345 further reduces the parking requirements for projects near accessible major transit stops. Local governments may no longer impose any parking requirements for (1) 100 percent affordable housing projects located within ½ mile from an accessible major transit stop and (2) 100 percent affordable senior housing projects that either offer paratransit service or are located within ½ mile from an accessible major transit stop. Parking requirements for projects with at least 11 percent very low income or at least 20 percent lower income units that are located within ½ mile from an accessible major transit stop, are reduced from ½ space per bedroom to ½ space per unit. The City will need to review its TOD Overlay to note exceptions per state law.

Parking Reductions for Minor Exceptions

In some cases, parking space reductions may be warranted for residential development even though it does not meet the definition or qualifications of a special need project, density bonus project, or transit oriented development. The City may administratively grant a minor exception of up to 10 percent reduction of on-site parking. Any minor exception request that exceeds the prescribed limitations would be required to file for a variance application. Minor exceptions may be approved by the Director only if no other entitlements are required. If other approvals are necessary, the minor exception shall be filed concurrently. The Director may also grant a minor adjustment to an approved permit up to a maximum of 10 percent governing on-site parking.

In summary, parking space requirements are not believed to constrain the development of housing due to the many reductions allowed. However, the Housing Plan does include actions to review its existing parking standards and make changes needed for consistency with State law.

Development Patterns

The City analyzed a series of built and approved projects to determine whether maximum density was achieved. In addition, the analysis was used to determine the density needed to facilitate the production of housing affordable to lower income households in accordance with default densities used in Housing Element law. **Table 3-7** lists recent residential projects in San Bernardino chosen from the four major zoning districts in the City (e.g., RL, RM, RMH, and RH zones). Also included are affordable housing projects built and/or approved for construction in the City.

Table 3-7 Suitability of Residential Zones to Accommodate the RHNA

Housing Project	Housing Type	Year Built	Zoning Density	Project Units	Acres	Project Density	Pct Max Density	Affordable Level
Magnolia at Highland	Affordable Family Apts	2011	CO (RH) 31 du/ac	80	2.32	34	111%	Lower Income
USA Vets	Spec Need-All Age Apt	2021a	CG-1 (RH) 31 du/ac	30	0.80	38	121%	Lower Income
Crestview Terrace	Affordable Senior Apts	2021	RMH 24 du/ac	184	7.90	23	97%	Lower Income
Ferndale & 39th Avenue	Market Rate Apt	2021a	RMH 24 du/ac	20	1.02	20	82%	Moderate Income
Amber Cove	Market Rate- Apt	2018	RMH 24 du/ac	70	2.83	25	103%	Moderate Income
Valencia Vista	Affordable Family Apts	2016	RM 12 du/ac	76	4.65	16	136%	Lower Income
Davidson	Market Rate-Quad	2020a	RM 12 du/ac	4	0.24	17	139%	TBD
Verdemont Drive	Market Rate SFR	2019a	RL 3.1 du/ac	168	67	2.4	78%	Above Moderate
TTM 16794	Market Rate SFRs	2019a	RL 3.1 du/ac	44	18.35	2.4	77%	Above Moderate
Belmont/Mirna	Market Rate – SFRs	2020a	RL 3.1 du/ac	16	5.07	3.1	100%	Above Moderate
DP-D20-08	Condos	2020a	RM 12 du/ac	8	0.76	10	87%	Moderate Income
DP-P14-08	Condos	2020a	RM 12 du/ac	40	5.14	8	65%	Moderate Income
DP-P18-03	Condos	2020a	RM 12 du/ac	12	1.10	11	91%	Moderate Income

Source: City of San Bernardino, 2022

Default Density

Pursuant to Government Code § 65583.2(c)(3), the Housing Element must demonstrate the adequacy of various density standards to accommodate a city's regional need for all income levels. To meet this statutory requirement, the Housing Element should provide an analysis demonstrating how adopted densities accommodate the RHNA for all income levels. Section 65583.2(c)(3)(B) allows cities in San Bernardino County to assume a "default" density of 30 du/ac is needed to accommodate housing for lower income households or provide substantial evidence that another density threshold is appropriate. For projects developed at this default density, the zoning and development standards are assumed to not be a constraint to the development of housing affordable to lower income households.

According to the data, affordable apartment projects are developed at a range of 23 to 38 du/ac and an estimated average of 27 du/ac. Additionally, the projects are generally developed at or above the maximum density permitted within the respective zones. As is the case with affordable projects, these projects received a density bonus and were supported by a variety of funds, such as HOME Partnership funds, low income housing tax credits, or other local support. While 30 du/ac is the default density in San Bernardino, it is important to note that achieving that density is not a prerequisite for affordable housing. The same observation can be seen in surrounding cities where land costs are generally lower than more urban portions of the metropolitan region.

Realistic Development Capacity

To assess the impact of residential development standards on capacity, market rate projects (e.g., single family and smaller multi-family projects) were sampled from the RL, RM, and RMH zones. According to the data, market rate projects are developed at a range of 3.1 to 25 dwelling units per acre. Of note, the average density of projects is about 85 percent in the RL zone and hovers around 90 percent in the RM, RMH, and RH zones. While there are exceptions in certain areas, such as the hillsides or unincorporated islands where infrastructure is lacking and requires land dedications for expansion of streets, these data demonstrate that residential projects are often developed near the higher range of the maximum density allowed on the zone.

Chapter 4, Housing Resources, will provide estimates of development capacity on vacant and underutilized land that will be used for credits toward meeting the 2021-2029 RHNA for the City of San Bernardino. As required by HCD's land inventory guidebook, the realistic density will be used to calculate development capacity. Where applicable, sites where infrastructure is lacking (e.g., undersized roads or lack of sidewalks) and that will require land dedications to remedy deficiencies (e.g., adding lanes, sidewalks, or utilities) will be noted to the extent applicable in that analysis. Otherwise, the land inventory and site capacity analysis will rely on the findings above to demonstrate the amount of development that can be reasonably expected on sites.

Regulatory Incentives

Regulatory incentives and concessions can serve as important tools that materially improve the feasibility of building housing in San Bernardino. To facilitate the development of housing, the City offers several forms of regulatory incentives—including but not limited to: density bonuses, minor exceptions, and modifications. Many of these incentives are routinely employed by the City.

Density Bonus

Density bonuses are a common way of incentivizing development by allowing projects to include more units than would otherwise be allowed under the General Plan or zoning if the project meets specific local or statewide goals. The Development Code, Section 19.04.030, allows the City to grant a density bonus under three provisions:

- **Affordability Bonus.** Developments that provide affordable housing may receive a density bonus per Cal. Govt. Code § 65915 when a developer provides at least 20 percent of the project's units for lower-income households; 10 percent of the units for very-low income households; or 50 percent of the units for qualifying senior households (Cal. Civil Code § 51.2). If granted, the developer must sign an affordable housing agreement. The City must also provide and grant at least one regulatory concession or incentive set forth in the code.
- **Amenity Bonus:** Developments that provide amenities deemed beyond the minimum required by the City may receive a density bonus of no more than 15 percent. This bonus applies to developments in the RU, RM, RMH, RH, CO-1, CO-2, CG-2, and CR-2 zones. Qualifying amenities include architectural features promoting luxury multi-family projects, additional landscaping, additional open space, attached garages, additional recreational facilities, and/or day care facilities. These incentives are intended to improve the quality of life for San Bernardino residents.
- **Senior Citizen Bonus.** The City has a significant senior population and therefore allows senior citizen housing and senior congregate care housing that are built in multi-family zoning districts to receive a density bonus of up to 50 percent greater than that allowed in the zone, with a market feasibility study and a conversion plan. Such residential uses can also receive a density bonus of 50 percent if located in selected commercial zones pursuant to an approved conditional use permit.

State density bonus law continues to be expanded to include other qualifying conditions, including units for income-qualified college students, transitional foster youth, disabled veterans, homeless persons, or even moderate income condominiums or age restricted mobile home parks. In light of these amendments to state law, the Housing Plan proposes a program to amend the municipal code to ensure consistency with Cal. Gov't Code §§ 65915 to 65918.

Exceptions and Modifications

The Development Code provides several means for seeking relief from development regulations and standards that may, in certain cases and applications, serve as constraints to the development of housing. These code provisions include the Minor Modification (SBMC Chapter 19.60) and Minor Exception (SBMC Chapter 19.58) processes. As described below, these tools allow for considerable flexibility in the majority of development standards.

- **Minor Modification.** The procedure provides a method whereby minor changes of 10 percent or less may be made to existing, previously approved land use entitlements without any additional impact. The Director may grant a minor adjustment to an approved permit up to a maximum of 10 percent governing only the following measurable design/site considerations, which in no case would result in a reduction from any minimum standard outlined in the SBMC.
 - » On-site circulation and parking, loading, and landscaping.
 - » Placement and/or height of walls, fences, and structures.
 - » Reconfiguration of architectural features—colors and/or modification of finished materials that do not alter or compromise previously approved themes.
 - » Modification of not more than 10 percent in density or intensity of a project.
- **Minor Exception.** Minor exceptions are granted when, because of special circumstances applicable to the property, the strict application of the SBMC deprives such property of privileges enjoyed by other properties in the vicinity and under identical zones. Unlike a modification, the approval of the exception requires a public hearing and findings. The Development Director may grant up to a maximum of 10 percent modification governing the following measurable design/site considerations:
 - » Distance between structures
 - » Lot dimensions and setbacks
 - » On-site parking, loading, and landscaping
 - » Structure heights

Overall, the process for seeking a minor modification or exception is straightforward, and the base fees are low (\$105 for a minor exception; \$380 for a minor modification plus the cost of noticing and publishing). The minor modification process is more administrative in nature, and the minor exception requires a public hearing and findings. Nonetheless, these tools are cost-effective and frequently used methods for builders to seek appropriate regulatory relief and flexibility needed to address development standards that could constrain development of housing.

3.1.4 Building Codes and Enforcement

Building codes and enforcement activities protect the public's health, safety, and property. Although building codes require a higher level of construction and maintenance quality that can increase the development costs, their benefits to the public outweigh any cost savings that could occur through unsound engineering, construction, or inadequate maintenance. The following describe the key building codes followed by programs to enforce existing codes.

Building Codes

The "California Building Standards Code" establishes minimum "building standards" that control all aspects of the erection of buildings throughout California. These "Title 24 codes" are reissued triennially by the California Building Standards Commission upon input of guidance received from volunteer Advisory Committees and multiple other state agencies, including the Division of the State Architect, the Department of Housing and Community Development, and the Office of the State Fire Marshal as well as professional organizations. Local governments are required to either adopt these codes or adopt them with local amendments authorized by state law. The City of San Bernardino last adopted codes pursuant to MC-1525 in December 2019.

The Building and Safety Division reviews construction plans for compliance with the applicable codes, oversees construction work as it progresses, and performs final inspections for approval and issuance of a Certification of Occupancy. It should be noted that the City now enforces fire hazard regulations required by the County Fire Department as opposed to the City in prior years.

Table 3-8 lists all the primary codes enforced by the City of San Bernardino.

Table 3-8 Adopted Building and Property Maintenance Codes

California Building Codes	Other Building Codes
2019 California Green Building Code	2019 California Administrative Code
2019 California Building Code	2018 International Residential Code
2019 California Electrical Code	2018 Property Maintenance Code
2019 California Mechanical Code	1997 Abatement of Dangerous Buildings Code
2019 California Plumbing Code	California Mobile Home Park Act
2019 California Energy Code	2019 California Fire Code
2019 California Historical Building Code	2018 International Property Maintenance Code
2018 International Existing Building Code	2019 California Fire Code Title 24 Part 9*

Source: City of San Bernardino Municipal Code Section 19.24.040.

*Specific amendments to the California Fire Code are to be adopted by district for the greater San Bernardino County Fire District and will include Office of the State Fire Marshall requested amendments.

State law allows cities to make local amendments to the building codes when findings can be made that the proposed code changes are necessary to address locally unique topographical and climatic conditions, so long as the local amendments are no less restrictive than the State code and are reasonably necessary because of the climatic, geologic, and topographical conditions. The SBMC outlines the amendments made, which are primarily related to the following:

- Liquefaction reports for various occupancies
- Building framing and roofing requirements in very high fire severity zones
- Floodplain requirements pursuant to the City's floodplain overlay
- Seismic requirements for properties in the Alquist-Priolo Zone
- New fire hazard measures required by the County Fire Department
- Administrative procedures

The above codes are directly related to safety hazards in the City of San Bernardino. It should be noted that the same code requirements and, in some cases, additional measures have been adopted by other cities bordering the San Bernardino National Forest or that have similar hazards of flooding, wildfire, geologic, or topographical concerns. The City of San Bernardino's Building and Safety Division believes these codes are prudent and justified given the hazards in the community and their mission to safeguard public health. Lessons from across the State of California attest to the long-term value of local code amendments.

Nonetheless, excessive building codes have often been cited for unnecessarily increasing the cost of development and impacting affordability. However, the ICC has long held that stricter resiliency requirements do not automatically mean homes will become less affordable. Indeed, a growing body of independent research has reached the same conclusion. While code amendments did increase construction costs, it did not adversely affect the real estate market. Studies also found that "modern building codes that include provisions for protection against earthquakes, flooding, wildfires and other natural disasters have no appreciable implications for housing affordability."¹

With respect to optimizing predictability for developers, the City has been adding significant new staff (e.g., including plans examiners, building inspectors, and technicians) over the past several years as the City's financial status has gradually improved. These staff are intended to expedite the review and processing of requests for building permits and inspections. As discussed later, the City is designing a one-stop permit shop to further improve service delivery and predictability.

¹ Paul Lagasse, Building Safety Journal, March 14, 2022. Accessed online at <https://www.iccsafe.org/building-safety-journal/bsj-technical/the-financial-value-of-building-more-resiliency-into-residential-building-codes/>

Energy Conservation Requirements

The San Bernardino Council of Governments' San Bernardino County Regional Greenhouse Gas Reduction Plan, adopted in March 2021, contains implementation measures to reduce the greenhouse gas (GHG) emissions produced in San Bernardino by 2030, including sources from buildings. The plan pairs reduction targets with existing policies in the currently adopted General Plan that will help the City achieve the targets reductions. Among the local measures, the plan identifies six measures that pertain to housing.

Table 3-9 displays the plan's implementation measures that pertain to housing development and associated reduction targets by 2030 in metric tons of carbon-dioxide equivalent (MTCO₂e).

- Measure Energy-1 includes provisions to enroll developers in the Community Energy Efficiency Program and provides incentives for maintaining energy savings above 30 percent of the EnergyStar or California Energy Efficiency and Demand Reduction Programs. Measure Energy-1 includes provisions to retrofit buildings with energy efficient fixtures and provides technical assistance and loans to incentivize energy-efficient projects.
- Measure Energy-2 supports the installation of energy-efficient lighting appliances for all buildings, including housing. Measure Energy-3 supports energy retrofits of existing buildings, including housing.
- Measures Energy-7, -9, and -10 support passive and active cooling, heating, and lighting for residential buildings, including the orientation of buildings to increase passive wind cooling, day-lighting design, natural ventilation, space planning, thermal massing, and locating landscaping to shade buildings.

Table 3-9 GHG Emissions Reduction Measures and Targets for 2030

Local Measures	Measure Description	Reductions in MTCO ₂ e
Building Energy		
Energy-1	Building Energy Efficiency	6,853
Energy-2	Lighting Efficiency	121
Energy-3	All Electric Buildings	78,875
Energy-7	Solar Installation for Existing Housing	3,722
Energy-9	Rooftop Gardens	1
Energy-10	Urban Tree Planting for Energy Savings	147

Source: San Bernardino County Regional Greenhouse Gas Reduction Plan, March 2021.

The Plan's measures are referential rather than mandatory and should not be seen as a constraint on the development of new housing in the City.

San Bernardino's electricity is provided by Southern California Edison (SoCal Edison) and gas is supplied by Southern California Gas (SoCalGas). SoCal Edison provides opportunities for customers to enroll in energy efficiency programs including:

- **Energy Savings Assistance.** Qualifying households may receive energy-efficient appliances at little to no cost if they meet the eligibility criteria, which include being either a recipient of certain public benefits or if they fall into certain income categories. (SoCalGas also administers this program for its natural gas customers.)
- **Smart Energy Program.** During an energy shortage, SoCal Edison interfaces with the SMART thermostats of participating households to adjust the temperature by a maximum of four degrees to reduce energy usage of forced air cooling systems. Participating households may be eligible to receive up to a \$115 credit.
- **GoGreen Home.** Homeowners or property managers of single-family homes, townhomes, condos, manufactured homes, multi-family units of up to four units, and certain rental households, may qualify to receive financial assistance to renovate their properties to incorporate energy efficient appliances, design elements, and systems.

The City also partners with a community-based organization, Neighborhood Partnership Housing Services, Inc., to connect homeowners with the Owner Occupied Housing Rehabilitation Program. This program provides access to deferred loans with 0 percent simple interest per annum to qualifying homeowners so that they can undertake home improvement projects, including home weatherization, hardening, and energy efficiency upgrades.

The City enforces the State Energy Conservation Standards (Title 24, California Administrative Code). These standards are incorporated into the City's Building Code. These energy saving requirements apply to all new residential and commercial construction as well as remodeling and rehabilitation construction where square footage is added. Compliance with Title 24 of the California Administrative Code on the use of energy-efficient appliances and insulation has reduced energy demand stemming from new residential development.

While the construction of energy-efficient buildings does not lower the purchase price of housing, energy conservation features should result in reduced monthly occupancy costs as consumption of fuel and energy declines over time. Similarly, retrofitting structures with energy-conserving features can lower utility costs. Examples of energy conservation opportunities include weatherization programs, installation of more efficient appliances, solar energy systems, and building design and orientation for passive solar heating and cooling.

Code Enforcement

The City's Code Enforcement program is designed to enhance public safety and the quality of life in alliance with communities through objective enforcement of laws and codes. Code enforcement staff inspect existing structures and properties and respond to public complaints regarding housing, property, infrastructure, and other conditions. The City's program is citywide and primarily complaint driven. It is supplemented by three focused programs.

Mobile Home Inspection

The City of San Bernardino has one of the more extensive stocks of mobilehomes in California. A total of 46 mobilehome parks providing approximately 4,000 units of housing, most of which is rent stabilized as affordable or market rate affordable to lower income households. Currently, the State of California, Department of Housing and Community Development, is responsible for conducting inspections of mobilehome parks to ensure they are in safe and sanitary condition. HCD inspects the units once every seven years. Visual inspection of the parks shows significant deferred maintenance and rehabilitation needs. However, the City has been unable to take over inspections of the parks due to the very low reimbursement fee allowed in state law.

Single-Family Inspection Program

The Single-Family Rental Inspection Program was established to ensure that property owners and managers of single-family rental units maintain the City's adopted codes and applicable laws. The program applies to all rental units consisting of one to three units (i.e., single-family homes, duplexes, and triplexes). The City conducts property inspections of all rental units of this size every two years and charges the property owners an inspection fee of \$180 on an annual basis. The City reports that the majority of code violations originate from single-family (e.g., one to three units on-site) rental units, which inordinately consume City staff time. Code enforcement is responsible to provide this service and have increased staffing fourfold in the past year to address the backlog of inspections needed in accordance with this program.

Multi-family Rental Housing Fire Inspection Program

County FIRE conducts annual inspections of businesses, factories, restaurants, churches, schools, senior citizen housing, and other buildings that could pose significant risks to their occupants or the public. The Multi-family Rental Housing Fire Inspection Program is a part of the City's overall effort to encourage upkeep of multi-family rental housing units (Chapter 15.25 of the SBMC). Owners of these types of structures will be required to maintain these units in accordance with applicable housing, building, and property maintenance standards. The annual inspection program is required of all owners or property managers of multi-family properties containing four or more units. The San Bernardino County Fire Protection District implements the program on behalf of the City. Annual fire inspection fees range from \$150 to \$1,000 per property.

Crime-Free Multi-Housing Ordinance

The City's Crime Free Multi-Housing Program is a key crime prevention program. The City's program is focused on larger multi-family residential developments with 5 or more units, except for mobile home parks, which are subject to state Mobile Home Residency Law. Thus, the program does not apply to smaller multi-family projects, single-family projects, or accessory dwelling units. Projects are enrolled as a condition of obtaining and maintaining a valid business license.

In short, the program is designed to reduce crime, drugs, and gang activities at rental properties. The program consists of two components: property owner training and rental agreement.

- **Training Seminar.** The seminar has three phases, and property managers and owners can become certified after completing each of the three phases of the seminar. The seminar is focused on crime prevention through environmental design to minimize opportunities for crime at larger multi-family properties due to poor lighting or areas in which someone intending to perpetrate a crime could hide.
- **Crime Free Lease.** The rental agreement addendum establishes that residents, any member of the resident's household, or a guest or other person under the resident's control cannot engage in illegal activity. Violation of the addendum is considered a material and irreparable noncompliance and good cause for immediate termination of tenancy should a landlord exercise that right. Proof of violation is based on preponderance of evidence.

In implementing the crime-free lease agreement, neither the City nor the Sheriff's Department is involved in any way in a landlord's decision on whether or not to exercise the rights under the addendum. Nothing in the City's program sanctions or in any way condones any actions by a landlord that would violate any law related to fair housing or anti-discrimination, and the requirement applies equally to all tenants regardless of income or other household status.

Moreover, it is also important to note that neither the City's ordinance, nor the training program nor the City or Sheriff's Department encourages or discourages property owners to conduct criminal background checks of tenants, although the potential benefits of doing so are discussed in the training. If, however, a property owner opts to obtain background checks, it is recommended that the checks be completed by a qualified third-party.

The California Department of Housing and Community and federal agencies have raised concern that the crime free lease agreement may violate CCR § 12264 and have a disparate impact on Latinos, African Americans, and other minorities. Therefore, HCD has recommended that the lease addendum be modified to avoid conflict with state law (FEHA) and federal guidance (HUD's 2016 guidance). The Housing Plan thus includes an implementation program with an objective to review and revise the lease addendum to comply with state and federal fair housing laws.

3.1.5 Site Improvements

Site improvements are necessary to prepare land for development, ensure adequate access, and connect or construct critical utility infrastructure that serve proposed residential projects. As a result, the City may require a variety of on-site improvements, such as grading, street lighting, connections to existing infrastructure, and curb cuts. Common off-site improvements include curb, gutter, and sidewalk installation. Infill projects require fewer on- and off-site improvements due to the proximity of existing infrastructure and utilities.

SBMC Title 19, Chapter 19.30 contains City regulations for mandatory improvements on the development site ("on-site improvement") or adjacent to or near the site ("off-site improvement"). If not in place, installation will be required as conditions of approval of the subdivision, parcel map, or development permit. As summarized below and in **Table 3-10**, these include:

- Street development or improvements—including streetlights, street trees, traffic signals, sidewalks, and other improvements in the road right of way.
- Utilities, including water, sewer, storm drains, and dry utilities underground to support residential development.
- Land for park and recreational purposes, or easements for other public improvements needed to address the impact of the proposed residential development.

Table 3-10 Street Infrastructure Standards

Street Types ¹	Major Arterials	Secondary Arterials	Collector Streets	Local Streets
Lanes	6 to 8 lanes	Typically 4 lanes	Two lanes only	Two lanes only
Road Width	36–40' lane width 100' right-of-way	32–33' lane width 88' right-of-way	20' lane width 60' right-of-way	20' lane width 60' right-of-way
Sidewalks	Both Sides Depends on street	Both Sides Depends on street	Both Sides Depends on street	Both Sides Depends on street
Utilities ²	Underground with exceptions	Underground with exceptions	Underground with exceptions	Underground with exceptions
Curbs, Gutters	Required for both sides of roadways	Required for both sides of roadways	Required for both sides of roadways	Required for both sides of roadways

Source: City of San Bernardino General Plan, City Engineering Specifications, Standard Plan 100.

1. Roadways specifications in the very high fire hazard severity zone must comply with CAL FIRE regulations and regulations of the San Bernardino County Fire Department (CONFIRE)

2. Undergrounding applies to all utilities except transmission lines exceeding 33 KV. The Council may waive any requirement if physical conditions make installation unreasonable or impractical. Single lot projects in the RE, RL, RS, RU districts are exempt.

As part of the development process for new affordable housing, several concerns were raised. Specifically, smaller infill projects in the downtown typically are served by aging sewer and water lines, many of which are cracking, undersized, or with deferred maintenance. Furthermore, many of the streets are undersized and require dedications of right-of-way. When projects are built, they will often require street improvements, which typically include landscaped medians. Another impediment cited was undergrounding utilities, which can cost millions of dollars.

To address these constraints, the City has undertaken the following steps:

- **Defer Site Improvements.** The City reserves the right to defer site improvements for subdivisions of four parcels or less if the City Engineer determines that the construction of the site improvements at the same time as the rest of the project's buildout is impractical due to physical site constraints. In these cases, the developer signs an agreement to build out the site improvements at a future date.
- **Waive Utility Undergrounding.** The City has, on a project-by-project basis, waived the requirement to underground utilities. In the Arrowhead Grove project, the undergrounding of utilities would have made the project likely infeasible. Therefore, the developer was allowed to install utilities and drainage ponds aboveground. SBMC Article III, Section 28C also allows the waiver of undergrounding for any single lot development in the RE, RL, RS, and RU districts.
- **Public Street Improvements.** Whenever street improvements are required along a parcel as a condition of approval, and off-site drainage pattern requires it, the entire street section may be required to be improved in accordance with City public works policies, procedures, and standards. In the recent Arrowhead Grove public housing project, the City waived the requirement to build a landscaped median for the one block fronting the project. The City also assisted Habitat for Humanity by waiving some off-site improvements for single infill housing.
- **Infrastructure Financing District.** The Housing Plan contains a program to explore the feasibility of establishing an Enhanced Infrastructure Financing District (EIFD) to assist in identifying ways to finance the cost of improving, rehabilitating, and installing infrastructure to incentivize the redevelopment of properties. The concept of the EIFD has been implemented in the Inland Empire, most recently in neighboring Yucaipa.

While the mentioned site improvement tools can be used to waive or modify site requirements, the SBMC does not have formal procedures for modifying these and other site requirements. There may be opportunities to modify site improvement requirements to facilitate development of focused areas in the City. As such, the Housing Plan proposes a program to review its infrastructure site requirements and consider opportunities for adding flexibility where appropriate as well as consider opportunities for an EIFD pursuant to a feasibility study.

3.1.6 Permit Processing

San Bernardino's development review process is designed to accommodate growth without compromising quality. The City's development review process is organized around a tiered set of permits, with different decision-making bodies responsible for reviewing, conditioning, and approving applications. The following outlines the general process, approving body, conditions, and timelines associated with the applications for residential development in the community.

Administrative Permit

An Administrative Permit is a by-right use process required for projects of two to four units. The Administrative Permit process is also used for tenant improvements and occupancy permits that result in an intensification in land use. An Administrative Permit is not required for alterations to a single-family home nor for the construction of one single-family home. Through the Administrative Permit process, projects are evaluated for consistency with the General Plan, Development Code, and Building Code standards. These projects may be reviewed over-the-counter or concurrent with the building plan check process. Typically, the review is approved within two to three weeks of being deemed complete.

Development Permit

A Development Permit is required for projects of 5 or more units. A Development Permit can be reviewed by the Development Environmental Review Committee (DERC) or, if forwarded, by the Planning Commission. The DERC is an interdepartmental group consisting of representatives from the following divisions—Building and Safety, Traffic, Engineering, Water, Public Works, County Fire, and Planning. The DERC provides project review by an interdepartmental staff, which allows the applicant to receive input on the project. The DERC meets twice a month, allowing projects to be reviewed in a timely and streamlined manner without requiring a time-consuming public hearing. The DERC offers the opportunity to work out project details and conditions so that the DERC can recommend approval of the project. Once a project application is deemed complete, the DERC typically approves a permit in 2 to 4 weeks.

A Development Permit, which is acted upon by the Planning Commission, is required for all proposed residential development projects that have more than 11 dwelling units. The project application is reviewed by the Planning Commission and generally takes approximately four to eight weeks for approval from when the application is deemed complete, depending on whether it is found to be categorically exempt pursuant to the California Environmental Quality Act or if it requires completion of an Initial Study and Negative Declaration/Mitigated Negative Declaration. Projects requiring completion of an Environmental Impact Report take significantly longer to reach project approval due to the time needed to complete technical studies and analysis.

Prior to approval of the Development Permit, however, the Planning Commission must find (based on the project itself and DERC recommendations) that the project complies with eight principles:

- The proposed development is one permitted within the subject zoning district and complies with all of the applicable provisions of this Development Code.
- The proposed development is consistent with the General Plan.
- The proposed development would be harmonious and compatible with existing and future developments within the zone and general area, as well as with the land uses presently on the subject property.
- The approval of the Administrative or Development Permit for the proposed development is in compliance with the requirements of CEQA and SBMC § 19.20.030(6).
- There will be no potential significant negative impacts upon environmental quality and natural resources that could not be properly mitigated and monitored.
- The subject site is physically suitable for the type and density/intensity of use being proposed.
- Adequate provisions for public access, water, sanitation, and public utilities and services are made to ensure the proposed use will not be detrimental to public health and safety.
- The location, size, design, and operating characteristics of the proposed project would not be detrimental to the public interest, health, safety, convenience, or welfare.

The Development Permit has not served to constrain housing production. City staff have indicated that most residential projects are issued a Development Permit and they could not recall specific projects that were denied permits due to less objective findings cited in SBMC § 19.44. The lack of housing production cited in prior periods was not due to the permit process itself nor the housing market, but conditions emanating from factors outside the City's control, such as the City's bankruptcies and terrorist attack, that depressed demand for housing. These two conditions, as well as the region's economy, are credited with the lack of housing projects.

While many aspects of the local and regional development environment are outside the control of the City, the Housing Plan contains a program to ensure that projects are reviewed in a timely manner and the process offers a greater level of developer certainty. The Housing Plan includes a program to review and revise discretionary findings and replace findings with more objective and/or measurable findings to improve developer certainty on what is required. In addition, the Housing Plan also contains a program to implement a one-stop development counter that will physically locate services together and functionally work across disciplines to improve the timeliness of the review, modification, and approval of applications for new residential projects.

Conditional Use Permit

A Conditional Use Permit is a discretionary entitlement which may be granted under the provisions of the Development Code and which, when granted, authorizes a specific use to be made of a specific property, subject to compliance with all terms and conditions imposed on the entitlement. A CUP is required for projects that require a higher level of design and compliance review. For example, adding residential uses in a commercial zone warrants a CUP in order to analyze potential impacts to existing nonresidential development and potential impacts to the new residential use in a commercial setting.

The CUP process allows the Planning Commission to ensure that the project is designed to mitigate any adverse impacts to existing uses and public health and safety. Typical conditions are similar to those of a Development Permit—Planning Commission project—property development standards to ensure public safety (grading, construction dust, lighting, etc.). Either the DERC or Planning Commission will make written findings for the granting of CUPs and may require them to be modified or follow certain approving conditions. A CUP for a residential project generally takes 12 to 16 weeks for approval.

Prior to approving a conditional use permit, the approving authority must find that:

- The proposed use is conditionally permitted within, and would not impair the integrity and character of the subject zone and complies with applicable provisions of the Code.
- The proposed use is consistent with the General Plan.
- The approval of the Conditional Use Permit for the proposed use is in compliance with the requirements of CEQA and § 19.20.030(6) of the Development Code.
- There will be no potentially significant negative impacts upon environmental quality and natural resources that could not be properly mitigated and monitored.
- The location, size, design, and operating characteristics of the proposed use are compatible with the land uses in the general area in which the proposed use is to be located and will not create significant noise, traffic, or other conditions or situations that may be objectionable or detrimental to other permitted uses in the vicinity or adverse to the public interest, health, safety, convenience, or welfare of the City.
- The subject site is physically suitable for the type and density/intensity of use being proposed.
- There are adequate provisions for public access, water, sanitation, and public utilities and services to ensure that the proposed use would not be detrimental to public health and safety.

Minor Use Permits

The City offers a Minor Use Permit, which is special streamlined type of CUP. The MUP is reviewed by the DERC rather than the Planning Commission. This permit review process requires less staff time (and a shorter process for developers), lower fees, and can be used in lieu of a CUP when the following criteria are met: 1) the use will be entirely located within a structure that has previously been approved with a Development Permit or Conditional Use Permit; 2) the use will be less than 10,000 square feet in gross floor area; and 3) the use will be exempt from the provisions of CEQA.

For all applications considered projects under CEQA, an assigned planner will assess the adequate level of environmental review. Under CEQA, many infill or smaller projects are exempt. For larger, more complex developments, a consultant may be retained to perform environmental studies. Upon completion of the necessary environmental documentation, the project is presented to the applicable approving body. If a project is approved, planning entitlements are issued subject to compliance with conditions of approval that may be required prior to issuance of permits.

The City reduces the length of the review process and development cost for affordable housing projects by streamlining the permitting process in accordance with density bonus law. Furthermore, City development standards are posted on the City's website to inform developers of project and permitting requirements prior to plan creation. The transparency of the process provides a greater level of certainty to developers (**see Table 3-11**).

Table 3-11 Development Permit Process Timelines

Permit	Single-family	Multi-family
Minor Use Permit	8-10 weeks	8-10 weeks
Conditional Use Permit	12-16 weeks	12-16 weeks
Administrative Permit	2-3 weeks	2-3 weeks
Development Permit	4-8 weeks	4-8 weeks
Design Review	Concurrent with DP	Concurrent with DP
Total Timeframe to Process Development Permit	8 weeks	8 weeks

Source: City of San Bernardino, 2022.

Note: Timeframes do not reflect CEQA clearance as it is not possible to anticipate in advance the form of clearance.

The City has not received many requests for expedited review of proposed projects as the City's development review and approval process is capable of effectively approving or conditioning projects without the need for expedited review. Nonetheless, as required by state law, the Housing Plan includes an action item to develop an expedited permit process that mirrors the model provided by the California Department of Housing and Community Development.

Design Review Standards and Process

SBMC Chapter 19.38 establishes the City's design review authority for residential development. The express purpose of the chapter is to facilitate the creation of development that exists in visual harmony and order with surrounding land uses and the preservation of public health and safety. The City's Development and Environmental Review Committee (DERC) is the authorized body that reviews development, including residential developments, that: (1) are new and subject to review by other than the Director, (2) are a remodel or redevelopment requiring a Development Permit, or (3) a change or intensification of land use.

The DERC is responsible for evaluating all project materials subject to its review before the development project can receive final approval. The DERC must submit the findings of its design review to the final approving authority for the project, be it the Planning Commission or City Council. The findings must show that the project fulfills the City's design guidelines.

These three key findings must be made:

1. The design of the project would provide a desirable environment for its occupants and visiting public as well as its neighbors through good aesthetic use of materials, textures, and colors that will remain appealing and will retain a reasonably adequate level of maintenance.
2. The design and layout of the proposed project will not unreasonably interfere with the use and enjoyment of neighboring existing or future development, and will not result in vehicular and/or pedestrian hazards.
3. The architectural design of the proposed project is compatible with the character of the surrounding neighborhood and will maintain the harmonious, orderly, and attractive development contemplated by this Development Code and the General Plan.

Overall, the City's development and design standards have not constrained the project approval process. Residential projects are still approved in a timely manner. However, it is also recognized that new state laws have been passed in recent years with the express intent of facilitating the production of housing. An important step to facilitate timely project reviews, conditions, and approvals is the use of objective residential development and design standards for multi-family and mixed-use residential projects.

To comply with state law, however, the Housing Plan contains a program to draft and adopt objective residential development and design standards for multi-family and mixed-use projects in accordance with Government Code § 65913.4. This effort will be completed following adoption of the Housing Element and General Plan and as part of the development code update.

CONSTRAINTS ON HOUSING FOR DISABLED PEOPLE

Ordinances, policies, or practices enacted to protect the health and safety and further the general welfare must be periodically examined to determine whether they are accomplishing their intended purpose or, in practice, serving as a barrier to the maintenance, improvement, or development of housing for disabled people. The analysis of potential and actual constraints upon the development, maintenance, and improvement of housing for persons with disabilities must include, but need not be limited to: 1) municipal code definitions; 2) zoning and land use policies and practices; 3) building code requirements; and 4) permit and processing procedures.

Municipal Code General Definitions

Certain definitions in the San Bernardino Municipal Code were carefully reviewed to determine whether they could be construed as a potential constraint for housing people with disabilities. In identifying a potential fair housing concern, three municipal code definitions—family, dwelling unit, and disability—were particularly germane.

- **“Family”** is defined as “one or more persons living together in a dwelling unit, with common access to, and common use of all living, kitchen and eating areas within the dwelling unit.” This language complies with fair housing law as it does not reference birth, marriage, adoption, family status, or number of occupants.
- **“Dwelling unit”** means “a building or portion thereof designed exclusively for residential occupancy by one family for living and sleeping purposes, including single-family dwellings, multie-family dwellings, and manufactured housing.” This definition should be revised to remove the clause denoting “exclusively by one family” occupancy.
- **“Dwelling, single,”** is defined as “a structure or portion thereof designed for residential occupancy, not including hotels or motels.” Dwelling, multiple, is defined as “a structure containing 2 or more dwelling units or a combination of 2 or more separate single family dwelling units.” These definitions comply with state fair housing law.
- **“Disability,”** is defined as “a person who has a physical or mental impairment that limits one or more major life activities, anyone who is regarded as having that type of impairment, or anyone who has a record of that type of impairment.” State law defines disability as an impairment that makes performance of a major life activity “difficult.” The SBMC may require updating to include this more expansive definition of a disability.

While static definitions in a municipal code are rarely used for discrimination purposes, as part of the Development Code update, the above definition of a dwelling unit should be revised along with the definition of a disability to be consistent with state fair housing law.

Zoning and Land Use Policies and Practices

Zoning, land use policies, and practices can unintentionally discriminate against group homes if the codes are not carefully constructed. The SBMC must distinguish: 1) whether the group home provides or does not provide state licensed services; 2) whether it allows for six or fewer or seven or more residents; 3) whether the care facilities regulations are preempted by state law; 4) whether a conditional use permit is used appropriately; and 5) whether provisions exist to address potential relief from local government zoning, land use practices, processes, and regulations.

Community and Residential Care Facilities

The SBMC define both residential care versus community care facility. Residential care facility is defined as “a family home, group care facility, or similar facility for 24 hour non-medical care of persons in need of personal services, supervision or assistance essential for sustaining the activities of daily living or for the protection of the individual.” The SBMC defines community care facilities as “consistent with Health and Safety Code (Section 1267.8), the intermediate care facility shall include provisions for developmentally disabled habilitative - nursing or congregate living.”

The SBMC’s definition of residential care facility is consistent with state law but community care facility is not. A community care facility has a broader classification that includes 20 types of facilities, including residential care (H&S Code § 1502). The SBMC should be amended to define “community care facility” as any facility, place, or building that is maintained and operated to provide nonmedical residential care, day treatment, adult day care, or foster family agency services for children, adults, or children and adults, including, but not limited to, the physically handicapped, mentally impaired, incompetent persons, and abused or neglected children

The SBMC allows residential care facilities serving six or fewer residents by right in all residential zones (RE, RL, RS, RU, RM, RMH, RH). Such facilities are also conditionally permitted in four commercial zones (CO, CG-1, CR-2, and CG-2). The City does not impose “local” requirements for separation or overconcentration requirements that could impact the development or cost for these facilities. State licensed residential care facilities are treated in the same manner as any other residential use in the same zoning district subject to the same permitting, development, and design standards as any other similar residential land use in the same zone.

The SBMC does not mention larger residential care facilities serving seven or more clients, although such facilities are in the community. To address the lack of guidance, the Housing Plan includes a program to define and permit larger residential care facilities serving seven or more clients. If a conditional use permit is required, the conditions and process imposed must be consistent with licensing authorities and not arbitrary or discriminatory, and not conflict with fair housing law. In addition, the SBMC should allow the reasonable accommodation process to be extended to allow consideration of siting such facilities subject to findings in the ordinance.

General Regulations for Residential Care Facilities

Existing codes and other local regulations were reviewed to determine whether any could be construed as actual or potential constraint upon the maintenance, development, or improvement of housing for persons with disabilities. The following is a summary of findings.

- **Building Accessibility Codes.** The City enforces the California Building Codes, (e.g., Chapter 11A and 11B), which contain disability accessibility standards. The City has not adopted any amendments beyond those allowed for local climatic, geological, topographic, or environmental conditions unique to San Bernardino, and none of these codes affect the accessibility of a unit. The City also does not mandate universal design standards for housing.
- **Residential Development Standards.** The SBMC does not require additional development standards that would unduly impact the provision of housing, such as residential care facilities, for disabled residents. Care facilities are treated like any other dwelling and, as such, must comply with the same development standards as any other residential use. However, the Housing Plan proposes to modify the SBMC to clarify parking requirements.
- **Siting / Spacing Requirements.** The City does not require special siting or separation requirements for residential care facilities. Such uses are permitted like other land uses in the same zone, and the City's municipal code does not specify concentration limits. The only spacing and concentration requirements that may apply are those specified and authorized in the California Health and Safety Code and other related codes.
- **Occupancy Limits and Building, Fire, or Health and Safety Codes.** The City applies the same, generally applicable, nondiscriminatory occupancy limits and other building, fire, health, and safety requirements to group homes that apply to other housing, subject to reasonable accommodation requirements or the Legislature's requirements for specific types of licensed facilities, such as those serving persons with limited mobility.
- **Other Requirements.** The City does not impose other special requirements for operators and residents that can overly constrain group homes, conflict with the duty to affirmatively support this housing, and discriminate on the basis of disability and other protected characteristics. Examples include parking requirements, restrictions on residents occupying the facility, staff, neighborhood notice requirements, and law enforcement registration requirements.
- **Public Nuisance and Other Code Enforcement Actions.** Should code violations occur, the City only uses generally applicable, nondiscriminatory laws and code enforcement procedures to investigate and, if appropriate, initiate legal actions against group home operators that are a) creating public nuisances; b) violating building, housing, fire, or other public health and safety codes; c) committing fraud; or d) engaging in other unlawful activities.

Permitting Process

The permitting of residential or community care facilities has raised some level of uncertainty due to the many types of facilities (from group homes to care facilities) and services covered (state licensed versus not), the multiplicity of state codes regulating such uses, and the preemption of state law for certain uses and/or regulatory processes. In some cases, facilities may provide multiple services, making it difficult to determine their primary use and overarching regulatory framework. Moreover, fair housing law has gradually expanded as well.

Based on the Group Home Technical Advisory, the Housing Plan includes an implementation program to revise its municipal code permitting process that will clarify the definition and permitting process for group homes and residential care facilities as follows:

- Group homes that operate as a single housekeeping unit and that do not provide licensable services will be allowed in all zones allowing single or multi-unit residences, subject only to the generally applicable, nondiscriminatory health, safety, and zoning laws that apply to all single or multiunit residences.
- Residential care facilities that operate as a single housekeeping unit and that provide licensable services to six or fewer residents will be allowed in zones allowing single or multiunit residences, subject only to the generally applicable, nondiscriminatory health, safety, and zoning laws that apply to all single or multiunit residences.
- Residential care facilities operating as a single housekeeping unit that provide licensable services to more than six residents will be subject to a conditional use permit based on generally applicable, nondiscriminatory findings. Reasonable accommodation procedures may be used to comply with fair housing laws.

In implementing the aforementioned changes to SBMC definitions and permissible land uses, the term “single housekeeping units” will not contain overly scrutinized living arrangements, common deed or lease agreements, or other definitions or qualifications that could otherwise restrict the siting of these facilities. “Licensable services” shall only refer to those services licensed by the state of California. Codes will not conflict with provisions in the California Health and Safety Code, Welfare and Institutions Code, Government Code, and other applicable regulations,

The City’s CUP findings, described earlier in this chapter, comply with state law and address the following: CEQA requirements, General Plan consistency, general welfare standard, nuisance standard, provision of infrastructure and needed services, and zoning consistency. However, there may be situations where a large residential care facility or one that provides multiple services may still be permitted without a conditional use permit. The SBMC will allow such appropriate exceptions to be considered through its reasonable accommodation process.

Senior Citizen/Congregate Care Housing

While senior citizen housing is not the same as a community or residential care facility, it can contain a high number of persons with disabilities given the age of the residents. Senior housing is defined as a structure(s) providing residence for a group of senior citizens (60 years of age or more) with central or private kitchen, dining, recreational, etc. facilities with separate bedrooms and/or living quarters. Senior housing is allowed by right in any zone where multi-family residential uses are found as well as conditionally in certain commercial zones.

Senior housing is allowed to have more permissive development standards than conventional nonage-restricted apartment in San Bernardino. These standards also cater to the needs of the higher prevalence of residents with a disability, as follows:

- **Minimum Unit Sizes.** Unit sizes are less than multi-family residential and include 410 sqft. for a studio, 510 sqft. for a one-bedroom unit, and 610 sq.ft. for a two-bedroom unit. An additional 60 sqft. is allowed if the the kitchen-dining-living areas are separate This is approximately 100 square feet less than nonsenior apartments.
- **Accessible Transit.** Given that seniors are more transit dependent than other nonseniors, a bus turnout and shelter on the on-site arterial frontage shall be dedicated if the project is located on a bus route as determined by the Director. Dial-a-ride transportation shuttles shall be provided; number to be determined during project review.
- **Greater Accessibility.** The main pedestrian entrance to the project, common areas, and parking shall be provided with handicapped access. Indoor common areas and living units shall be handicap adaptable and be provided with all necessary safety equipment (e.g., safety bars, etc.) and emergency signal/intercom systems as determined by the Director.
- **Lower Parking.** Off-street parking shall be provided in the following manner: a) one covered parking space for each dwelling unit for the exclusive use of the senior citizen residents plus one space for every 5 units for guest parking. Senior citizen/congregate care parking requirements may be adjusted on a project basis, subject to parking study.
- **Density Bonus.** The SBMC allows senior housing to receive a density bonus of up to 50 percent greater than that allowed in the zone with a market feasibility study and a conversion plan. Such residential uses can also receive a density bonus of 50 percent if located in selected commercial zones pursuant to an approved conditional use permit.

Taken together, residential development standards have not deterred or constrained the production of senior/congregate care housing in the community. The City has several dozen projects, both affordable and market rate, that cater exclusively to senior citizens.

Building Code Requirements

The City of San Bernardino has adopted the 2019 California Building Codes, including Chapter 11A and 11B, which contain disability accessibility standards for covered dwellings and public facilities. The City has not adopted amendments beyond those allowed for local climatic, geological, topographic, or environmental conditions unique to San Bernardino, and none of these requirements affect the accessibility of a unit to an individual with a disability. The City also does not mandate universal design standards for new residential construction, though developers may decide to include such features on a voluntary basis. The City publishes accessibility requirements online (for example see sidebar). This includes 2010 ADA Standards for Accessible Design, CBC Accessibility standards in Sections 11A and 11B, and Frequently Asked Questions.

DISABLED ACCESS REQUIREMENTS
What Building and Business Owners Should Know and Do

AVOID A LAWSUIT AND UNDERSTAND YOUR ONGOING RESPONSIBILITY

Hundreds of small businesses are sued every year for not providing features that enable disabled persons to readily access their business. Take steps to ensure that your building or business complies with the accessibility requirements of California Building Code, ADA Guidelines, and all state and federal regulations pertaining to accessibility. Remember, too, that accessibility requirements may evolve over time, and are an ongoing responsibility. This fact sheet outlines the most common current accessibility requirements and provides resources that can help you comply.

"TO, THROUGH AND WITHIN" RULE APPLIES IN CALIFORNIA

By meeting the accessibility requirements in Title 24 of the California Building Code, a building or business owner will meet federal ADA construction guidelines. The stricter state code provides the minimum requirements to ensure that buildings and related facilities are accessible for every member of the public. The essential rule in state code is that access is to be provided "to, through, and within the building where the general public is concerned." Here are the top three requirements for bringing an existing building — regardless of building use or "occupancy classification" — into compliance with California Building Code:

Provide an ACCESSIBLE ROUTE to the ENTRANCE	At least one accessible route shall: <ul style="list-style-type: none"> • Lead to the building entrance from the site boundary, whether from public streets, sidewalks, accessible parking or passenger loading zones, or public transit stops. • Comply with the general rule of public use to the maximum extent feasible. • Connect accessible buildings, facilities, and spaces that are on the same site.
Provide an ACCESSIBLE ENTRANCE	Buildings with three or more stories must provide access by ramp or elevator. Two-story buildings are generally not required to have elevators unless they are offices of health care providers, but requirements for all other accessible features still apply on the upper floors.
Provide ACCESSIBLE TOILET REQUISITES	California Labor Code requires separate toilet facilities for males and females in workplaces that employ five or more persons. Toilet facilities for disabled persons shall be incorporated in those separate facilities or provided as separate male and female facilities for disabled persons. Where unisex facilities are allowed (less than five employees), toilet facilities for disabled persons may be incorporated within the unisex restroom, or provided as a unisex toilet facility for disabled persons; it must also be located within close proximity to the non-accessible facility.

More than 50 million Americans have disabilities. Making your building accessible helps you comply with accessibility laws and is good for business.

City of San Bernardino
Building & Safety
201 North G St
San Bernardino, CA 92401
(909) 386-1046

continued >

Several terms have emerged in recent years that describe similar though somewhat distinct design concepts with respect to accessibility to housing. Accessible design is a design process in which the needs of people with disabilities are specifically considered. Universal design is a broader concept that is defined as "the design of housing and environments to be usable by all people, to the greatest extent possible, without the need for adaptation or specialized design." The City does not require accessible or universal design standards for new housing construction due to the cost of such improvements, and some of the improvements may actually restrict mobility.

A common impediment to housing accessibility is the need for ramps to access a housing unit. In reviewing the City's current development standards, the SBMC Development Code limits projections permitted within required setbacks. The permitted list includes chimneys, fireplaces, roof overhangs, awnings/canopies, pools, patios, and other similar features. However, a common need for people with limited mobility is the use of ramps or elevation devices to reach a porch. As the code is written, these projections would require a reasonable accommodation. As such, the SBMC should be amended to allow projections needed for disability access.

The City also has a Building Code Appeals Board where developers or residents can appeal applications of the building code or other requirements to their particular dwelling. The Board may also address accessibility issues to accommodate people with a disability.

Permit and Processing Procedures-Reasonable Accommodation

The City Development Code (Chapter 19.63) has established procedures to assist in meeting the housing needs of people with a disability through its reasonable accommodation process. The intent is to set forth the process whereby individuals can seek means that allow them equal access to housing as provided by the Federal Fair Housing Amendments Act of 1988 and the California Fair Employment and Housing Act. A reasonable accommodation is the act of providing flexibility in the application of land use and zoning regulations, including modification or waiver of certain requirements to accommodate individuals with a disability.

A request for reasonable accommodation shall be made in writing. The request shall identify the project, the standard that presents a barrier, and the disability that requires reasonable accommodation. The Director may request additional information for making a determination, consistent with state and federal fair housing acts and considering privacy rights of the individual. Prior to issuance of permits issued for construction including a reasonable accommodation, the Director may require recordation of a disclosure to inform future property owners of the granting of the reasonable accommodation, and whether or not the approval will run with the land.

The Director has the authority to review and approve or deny requests. The Director may refer the matter to the Planning Commission or the Historic Preservation Commission if the project requires another discretionary action, or as appropriate. The decision of the Director may be appealed to the Planning Commission, and a Planning Commission decision may be appealed to the Mayor and Common Council, pursuant to Chapter 19.52, Hearings and Appeals.

Prior to approval, the Director shall grant a request for reasonable accommodation only if all of the following findings are made:

- The subject home will be used by an individual with a disability.
- The requested accommodation is necessary to make specific housing available to an individual with a disability.
- The requested accommodation would not impose an undue financial or administrative burden on the City.
- The requested accommodation would not require a fundamental alteration in the nature of a City program or law, including land use and zoning.

Altogether, the City's reasonable accommodation process is straightforward, a fee is not assessed for submitting a request, and the findings are consistent with state and federal fair housing law. However, the City will be amending the reasonable accommodation provisions to allow for the consideration and permitting of land use permitting for facilities, where appropriate, that accommodate people with disability instead of requiring a conditional use permit for all cases.

Emergency Shelter Regulations

The SBMC sets forth regulations for the administrative approval and the development of emergency shelters in the Emergency Shelter Overlay. The permit processing, development, and management standards applied are not discretionary acts within the meaning of CEQA. In order to receive administrative approval in the ES Overlay Zone, the following standards shall be required for emergency shelters:

- Maximum density is one resident per 150 sq. ft., up to a maximum of 60 residents.
- The maximum length of stay shall be six months.
- The site shall be located no more than 1/2 mile from a public transit line.
- Any new or existing structure proposed for use as an emergency shelter shall meet State Building Codes and development and design standards for the CH, IL, OIP zones.
- Off-street parking shall be provided at a ratio of one space per 1, 000 square feet of gross floor area, or one space for each employee on the largest shift plus one space for each agency vehicle plus three visitor spaces, whichever is greater.
- Fencing and exterior lighting conforming to the development standards of Chapter 19.20 shall be required to ensure the security of site residents.
- A security and management plan shall be required to demonstrate adequate plans and capability to operate the emergency shelter in a safe and effective manner.

Recent state laws affect the provision of emergency shelters. Specifically, AB 2339 requires that the site capacity for housing homeless people must assume a minimum of 200 square feet per person—slightly above the 150 square feet allowed by City codes. AB 139 allows the City to set sufficient parking to accommodate all staff working in the emergency shelter, provided the standards do not require more parking for shelters than other residential or commercial uses in the same zone. Third, state law is silent on the maximum number of residents allowed per facility; however, the current limit of 60 residents per facility should be revised in line with typical shelters.

The Housing Plan includes a program to revisit development standards for emergency shelters in light of new state laws to ensure consistency wherever required. Moreover, on February 1, 2023, the City Council declared a Homelessness State of Emergency that would extend one year, until February 1, 2024. This declaration allows and authorizes the City to take a number of legislative, procedural, and funding steps to facilitate the development of shelters. As such, City staff will be returning with a menu of options for removing additional constraints to the development of appropriate accommodations for unhoused residents over the next several months.

Anti-camping Ordinance

The SBMC, Chapter 12.98, was adopted with the express intent to maintain public streets and areas in a clean and accessible condition.” The SBMC state that “public streets and areas should be readily accessible and available to residents and the public at large. The use of these areas for camping purposes or storage of personal property interferes with the rights of others to use the areas for the purposes for which they were intended. As such, it is unlawful to camp, occupy camp facilities or use camp paraphernalia in the following areas, except as otherwise provided: (a) any street; (b) any public parking lot or public area, improved or unimproved; or (c) any park.”

San Bernardino’s anti-camping ban has been permissible since its original enactment, consistent with the California Supreme Court ruling on a similar ordinance in Santa Ana, California.² However, the enforcement of anti-camping bans has raised legal scrutiny in recent years as cities have been unable to accommodate the need for housing their unhoused residents. The current court precedent in California, which is fashioned after the Boise decision (*Martin v. City of Boise*, 2018), prohibits enforcement of an anti-camping ordinance if there is insufficient available shelter beds. In Orange County, specifically, a judge ruled that Orange County cities cannot enforce anti-camping ordinances until at least 60 percent of its homeless population has been housed.

The City has been diligently working to address the unmet need for sheltering unhoused residents. In late 2022, the City adopted a homeless action plan that dedicates approximately \$25 million in funding to the development of shelters, interim housing, transitional housing, low barrier navigation centers, and supportive services for unhoused residents. As of January 2023, the City has a need for 992 shelter beds for unhoused people, and the City has adopted plans that will result in the development of additional beds that will address 60 percent of the unmet need. With the City achieving the 60 percent of need shelter threshold stipulated by the Orange County settlement, it will be permissible to enforce the anti-camping ordinance.³

With the homeless action plan in place, the City will be working to bring individuals and families into the shelter system. The City has budgeted for an additional seven positions to be added to Public Works, the Deputy Director of Operations, and a new maintenance team working with the Housing Division on encampment and other clean-up throughout the community. As part of the homeless strategy, the City is proposing a new Homeless Outreach Team to work with the County’s Coordinated Entry System (CES) and prioritize individuals for emergency shelter, housing options, motel vouchers, mental health services, and other essential services. Anticipated costs for the outreach will be \$1.5 million annually. This will help to build trust among homeless residents and expedite the transition of unhoused people to living in shelters as projects come online.

² *Tobe v. City of Santa Ana*, 9 Cal.4th 1069 (1995)

³ *Orange County Catholic Worker et al. v. Orange County, City of Anaheim, et al.* (2018)

3.2 NONGOVERNMENTAL CONSTRAINTS

Government Code § 65583(a)(6) requires the City to analyze nongovernmental constraints on the maintenance, improvement, or development of housing for all income levels, including the availability of financing, price of land, construction costs, the requests to develop housing at densities below those anticipated, and the length of time between receiving approval for a housing development and submittal of an application for building permits for that housing development that hinder the construction of a locality's share of the regional housing need.

3.2.1 Land Costs

Land prices are typically one of the higher fixed costs associated with the development of new housing. When vacant land is too expensive, it can discourage developers from pursuing the project due to the need to obtain financing or achieve high enough rents/sales prices to compensate for the land costs. The price of land in the Inland Empire has increased in recent years with competition from industrial users. Since the prices of vacant lands are controlled by the market, there is little the City can do apart from offering density incentives. In other cases, the City can sell, transfer, or lease land to a developer in return for an agreement to abide by an affordable housing covenant that restricts occupancy of the units to lower-income households.

Land costs are driven by market demand for different types of products and can rapidly change over time in response to both the market for residential and nonresidential development. City staff compiled sales data from 200 residential, commercial, and industrial sites vacant sites sold during 2020 and 2021, as reported from Redfin's online real estate database. Seven zip code areas had approximately a dozen sample sites, except for 92408 (which is predominantly nonresidential) and 92401 (which is predominantly developed except for City-owned infill sites). Single-family-zoned land (RE, RS or RL zones) suitable for single-family homes sold for a median price of \$5.55 per square foot (psf) (range of \$0.31 to \$17.47). High-density zoned residential land (RU, RM, and RMH zones) suitable for apartments sold for a median of \$6.00 psf (range of \$0.71 to \$18.29). Nonresidential land sold for a median of \$10 psf for industrial and \$6 psf for commercial sites.

Land prices are driven by market factors within San Bernardino and by demand countywide, and these factors are largely outside of the City's control. Land prices are usually less expensive for proposed residential uses than for commercial or industrial, a pattern that reflects the high demand for industrial space locally and regionally. As noted above, some cities will become involved in selling or leasing sites to nonprofits to mitigate the impact of the cost of land on the affordability of new housing. To that end, the City owns many vacant residential sites in the general downtown area and recently declared these sites as surplus. The City will be working with nonprofit groups to sell sites in return for the production of deed-restricted affordable housing.

3.2.2 Construction Costs

The cost of construction can be another impediment to the development of housing. If materials or labor markets are expensive during a particular period, it can discourage developers from building new projects and deter property managers with existing housing stock from undertaking necessary regular improvements to maintain a state of good repair.

Single-Family Development

Single-family construction cost data are not available for San Bernardino proper, but can be gathered from cost estimate companies serving the broader metropolitan area. According to Craftsman Book Company, the cost to build a wood-framed single-story home ranges from \$300,000 to \$350,000, which includes labor and material. This estimate is based on a 2,000-square-foot house of good quality construction that includes a two-car garage and forced air heating. Direct costs comprise 75 percent of total development costs, with indirect costs, soft costs, and contractor markup 25 percent. However, construction cost would be expected to vary based on whether the product is a planned development, standard subdivision, or custom home.

Multi-family Development

Market rate multi-family construction cost data are generally not available for San Bernardino because developers will not disclose privately held information to local governments. However, the California Tax Credit Allocation Committee provides more fine-grained assessments of apartment construction costs based on applications for state tax credits. Applications for affordable housing projects awarded tax credits over the past few years were surveyed in Bloomington, Colton, Rancho Cucamonga, Fontana, and San Bernardino. The construction cost cited on the TCAC application ranged from \$232,000 to \$380,000, with an average cost of \$274,000 per unit. When all other soft and hard construction costs (except for land acquisition and local development fees) are included, the average per unit cost increased to \$366,000/unit.

Manufactured Housing

Manufactured housing costs considerably less to build than traditional single-family homes. According to the Census Bureau Manufactured Housing Survey, the cost of manufactured housing is approximately \$62 per square foot—much lower than standard single-family homes. The survey is regional in scope and will not account for differences in labor costs or other local cost factors. The survey also does not include the cost of land or placing the unit on a foundation. It should be noted, however, that manufactured housing generally declines faster than stick-built homes. Therefore, a fuller cost analysis should consider the life cycle costs for different types of housing. The City is working with local partners to explore opportunities for manufactured housing. Several manufactured housing projects are slated for development over the planning period.

Construction Cost Trends

Regardless of housing unit type, it is clear that residential construction prices have changed significantly over the past decade beyond annual inflation. The COVID pandemic of 2019-2022 is credited with causing significant supply chain interruptions that are still present today. For example, **Figure 3-1** shows a ten-year trend of construction cost increases based on the DGS's Construction Cost Index (for residential construction in the Los Angeles and Bay Area combined) and the Producer Price Index for materials used in residential construction.

DGS's construction cost index generally follows changes in the Producers Price Index. Both indices generally varied between 0 to 5 percentage points for approximately a decade. Beginning in 2020, however, construction costs for housing rose dramatically—two and threefold—in just a few years. This trend was driven by increases in the cost of producing construction materials (labor, steel, lumber, etc.) as represented by the Producer Price Index. According to CBRE, inflation should decline by mid-2023 and return to historical levels of 2 to 4 percent annually.

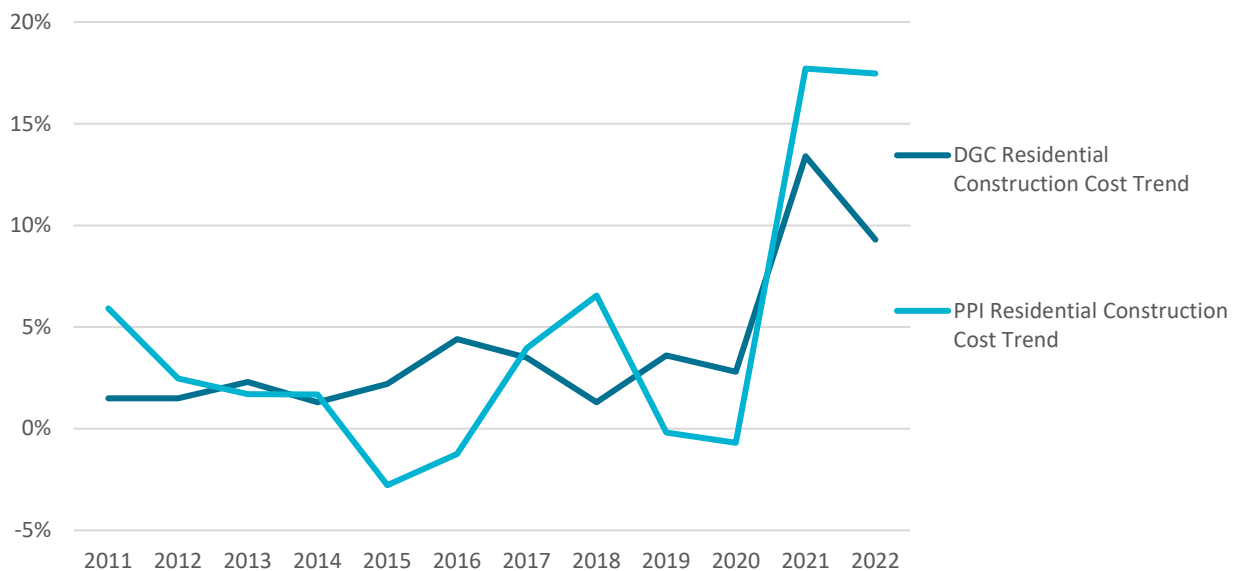


Figure 3-1 Residential Construction Cost Trends, 2011-2022

The City has been working with NPHS to design, build, and explore the feasibility of manufactured housing for its infill and homeownership program. The City has also been working with nonprofit organizations (e.g., National Core, Jamboree, and others) to leverage funding sources needed to subsidize the construction of affordable housing. Moreover, accessory dwelling units have also become a particularly popular option used by homeowners to expand their homes and offer units that are affordable for family members or other residents of San Bernardino.

3.2.3 Financing

Low-interest financing is essential for a person's ability to purchase a home, especially for first-time homebuyers. Lending standards have tightened in recent years from the COVID-19 pandemic-induced economic slowdown, which were a low of 2.7% average mortgage rate for a 30-year fixed-rate mortgage in 2020. However, interest rates doubled to 6.0% in 2022. **Table 3-12** reports the mortgage rates for homebuyers in June 2022.

Table 3-12 Interest Rates, June 2022

Product	Interest Rates	Annual Percentage Rates
30-Year Fixed Conforming Rate	4.87%	5.06%
30-Year Fixed- Conforming Rate VA	4.50%	4.80%
15-Year Fixed Conforming Rate	4.25%	4.51%
30-Year Fixed-Rate Jumbo	4.50%	4.61%
15-Year Fixed-Rate Jumbo	4.28%	4.54%

Source: Wells Fargo, Current Mortgage and Refinance Rates (accessed: June 3, 2022):
<https://www.wellsfargo.com/mortgage/rates/?linkLoc=fn>

The City, other public agencies, and community-based organizations offer various programs and assistance to people seeking to purchase their home. These programs help to ease the constraint of limited finance accessibility for homebuyers. These programs include: CalVET Home Loans, MyHome Assistance Program, Mortgage Assistance Loan, School Teacher and Employee Assistance Program, and Homeownership Assistance Program. The City will also provide homeownership assistance where feasible and where funding permits.

Rising interest rates and inflation have also affected the financing for multi-family residential projects. Market-rate apartment construction loans range from 5 to 8 percent, and higher if the developer has poorer credit. The federal government offers lower interest loans for affordable housing development. For example, apartment construction loans for the Section 221d(4) program can range from 3 to 4 percent with longer payoff periods. The City may assist the development of affordable apartment if HOME, CDBG, or other funds are available.

It is assumed that residential developers will have sufficient financial resources available and can access additional gap financing, if needed, to finance the construction of their projects. Because financing terms are similar throughout the broader metropolitan region and because most developers have some level of capital resources, it would not be expected that financing would pose unique constraints to developers in the City of San Bernardino.

3.2.4 Development Fees and Exactions

The SBMC (Ch. 19.32.030) requires developers to pay fees and development exactions to recover the costs of providing services for their projects. Development impact fees are charged to help ensure that quality services and facilities in San Bernardino continue to be available to its current and new residents. The City of San Bernardino's fees reflect the fair share of the costs of providing permitting, infrastructure, and services for new residences. Other agencies, such as school districts, may also charge impact fees to cover the costs of expanding or providing new services.

To determine the total fee burden and its potential impact on residential development, the City compiled all fees paid by developers for residential projects in the City. A condominium prototype was also included because no recent projects had been developed. **Table 3-13** provides a summary of all fees charged for the processing and approval of residential projects. This is followed by a detailed list of City's planning fees (**Table 3-14**) and by a list of development impact fees charged by the City and outside agencies (**Table 3-15**).

Table 3-13 Residential Development Fee Scenario

Project Fee Components	Development Scenarios		
	Single-Family Homes	Condominium Homes	Apartment Homes
Total Project Fees	\$43,729	\$35,923	\$24,490
Total Planning Fees	\$431	\$851	\$186
Total Building & Safety Fee Costs	\$2,174	\$537	\$617
Total Land Development Costs	\$3,086	\$5,555	\$1,003
City Impact Fees	\$18,792	\$13,127	\$8,441
Outside Agency Impact	\$19,245	\$15,854	\$14,244
Total Per Unit Costs	\$43,729	\$35,923	\$24,490
Percent of Sales Price	8%	8%	N/A

Source: City of San Bernardino, 2021.

Residential development fees averaged 8 percent of the estimated sales price for single-family homes and condominiums. The City's fees are relatively modest given that 45 to 58 percent of the residential developer fee burden is for outside agency fees such as water provision, sewer/sanitation, and school district. This fee burden will not constrain housing development, particularly given these fees are lower than many other cities. However, in accordance with SBMC Chapter 3.27.170, the City may offer deferrals for any development fee with approval of the City Council if they find that such a deferral would help improve or make project financing fairer.

Table 3-14 2021 Residential Planning Division Fees

Type of Application	Base Fee ¹
Amendment to Conditions	
-Director Review (Admin. Permit)	- \$575
-D/ERC Review (Development Review)	-\$2,890
-PC Review (CUP/DP/SUB)	-\$4,070
Conditional Use Permit	
-Minor Use Permit	-\$4,625
-Residential (Condo, PRD)	-\$5,555
Development Agreement/Amendment	"Fully Burdened" hourly rate of City staff plus consultant costs including 10% contract administrative overhead
Development Code/Zoning Map Amendment	\$9,925
Development Permit	
-Administrative Permit (Director Review)	-\$1,965
-Development Permit (D/ERC Review)	-\$6,810 (0 to 5 acres)/\$11,905 (>5 acres)
-Development Permit (PC Review)	-\$8,040 (0 to 5 acres)/\$15,455 (>5 acres)
Environmental Fees	"Fully Burdened" hourly rate of City staff plus consultant costs including 10% contract administrative overhead
General Plan Amendment	\$3,570
General Plan Maintenance	2% added to all Community Development fees
Letter of Zoning/GP Consistency	\$245
Minor Exemption or Modification	\$105 \$380
Planning Lot Line Adjustment	\$1,255
Pre-Application Review - D/ERC Review	\$3,440
Specific Plan/Amendment	"Fully Burdened" hourly rate of City staff plus consultant costs + 10% contract admin overhead
Tentative Map Revision - Tract/Parcel	\$4,125
Tentative Parcel Map	\$5,170
Tentative Tract Map (SFR/Condo/PRD)	\$6,850 plus \$25 per lot
-Variance Regular	-\$2,065
-w/ another application	-\$990
- w/ single-family residence	-\$260
Vesting Tentative Map	"Fully Burdened" hourly rate of City staff plus consultant costs including 10% contract administrative overhead

Source: City of San Bernardino: Master Fee Schedule (May 20, 2020)

¹ All base fees subject to a 2% Technology fee and an additional 2% upcharge for General Plan Maintenance fee.

Table 3-15 2021 Development Impact Fees

Fee Type	Fee Amount	
	Single-Family/ Detached	Multi-family/ Attached
City Fees (per du)		
Police Fees	\$639	\$566
Library Fees	\$637	\$505
Parks Fees	\$9,517	\$7,533
Water and Sewer ³	\$10,005 ¹	\$9,129 ²
Regional Circulation	\$2,345	\$1,626
Local Circulation	\$232	\$155
Public Meeting Facilities Fee	\$1,098	\$861
Aquatics Facilities Fee	\$326	\$258
Storm Drain Fees	\$3,925	\$1,620
Fire Fees ⁴	\$1,968 ⁵	\$3,445 ⁶
School Fees (New housing > 500 sq. ft. ⁷)	\$8,160	\$4,080

Source: City of San Bernardino, Land Development Division, Fee Schedule (July 2018); San Bernardino Municipal Water Department, Rule No. 5 & 25 (July 2021) and Sewer Capacity Fee Schedule (March 2010); San Bernardino City USD School Fees (May 2020); San Bernardino CFPD Fiscal Year 2020/2021 Fee Schedule.

Notations:

- 1 Single-family impact fee assumes a 5/8-inch domestic hookup charged per unit by Equivalent Meter Unit (EMU) metric (equaling \$5,730). Estimate also includes a \$180 water hookup application fee, a \$415 sewer later permit inspection fee, a \$180 sewer service application fee, and a \$3,500 sewer connection fee.
- 2 Multi-family impact fee assumes an effective 5/8-inch domestic hookup with 3/4-inch landscape hookup charged per unit by 50 percent of EMU metric (50 percent of \$5,730). Estimates also includes \$180 water hookup application fee, \$415 sewer lateral permit fee, \$180 sewer service application fee, and \$2,624 sewer connection fee (for four or more units).
- 3 Water and Sewer impact fee estimates come from the San Bernardino Municipal Water Department (SBMWD), which services most properties in the city. Some properties in eastern San Bernardino are served by the East Valley Water District, whose fees would apply instead of SBMWD's.
- 4 SBCFPD does not charge development impact fees, but the planning and inspection fees likely contribute to financing capacity increases. These estimates represent the planning and inspection fees for both single- and multi-family housing.
- 5 SBCFPD single-family estimate includes sprinkler plan review per system or plan type (\$425), construction plan review per building or plan type (\$186), tract home inspection fee per lot (\$128), site plan review (\$851), and subdivision/tract tentative parcel map (1 to 4 units) (\$378).
- 6 SBCFPD multi-family estimate includes sprinkler plan review (\$756), construction plan review per building or plan type (\$567), construction site inspection per building (\$657), site plan review (\$851) and subdivision/tract parcel map (5 to 100 lots) (\$614).
7. School fees assume a 2,000 single-family residential dwelling and 1,000 square foot multi-family dwelling at \$4.08/psf

The City of San Bernardino has, in the past, reduced impact fees to facilitate housing construction. In 2010, during the last recession, fees were reduced for four years until the economy improved. This included impact fees for law enforcement facilities, fire suppression facilities, libraries, aquatics, and parkland acquisition. Approximately a dozen planning fees were also reduced by 50 percent, and deferrals were available for other impact fees for a period of four years.

Other Nongovernmental Constraints

In accordance with AB 879, the Housing Element must analyze additional potential and actual nongovernmental constraints, including requests to develop housing at densities below those anticipated in a specified analysis, and the length of time between receiving approval for a housing development and the submittal of an application for building permits for that development. The following is a high-level assessment of how density and timing affect housing development.

- **Density of Development.** Residential developers build a variety of housing types with varying densities based on market niches and consumer demand. Based on a review of 12 projects (Table 3-7), the average density of projects is 85 percent in the RL zone and hovers around 90 percent in the RM, RMH, and RH zones. While few in number, condo projects are expected to achieve a lower average density due to larger units. Otherwise, expected densities are typical unless the site is irregularly shaped or very small in size.
- **Requests for Lower Densities.** During the prior Housing Element cycle, the City had a 2014-2021 RHNA of more than 4,000 units. While the City saw limited housing production, the actual densities as represented in Table 3-7 are near the maximum:
 - » Apartments. The three affordable projects (Magnolia at Highlands Valencia Vista, Crestivew) were built at 115 percent of maximum density in the last few years. Two market rate apartments (Ferndale and Amber Cove) achieved 92 percent of maximum density.
 - » Condominiums. The three condominium projects came in at realistic densities ranging from 65 to 91 percent of maximum density. All of the projects are anticipated at market rate levels. The average actual-maximum density was approximately 81 percent.
 - » Single-Family Homes. Three single-family housing projects came in averaging 85 percent of maximum density, which is fairly high given that density bonuses were not granted.
- **Timing of Development.** The length of time between receiving approval for a housing project and submittal of an application for a building permit will vary. If the subdivision requires infrastructure, the developer could delay project completion until all infrastructure is in place. As shown in the APR Data Dashboard, the average time from permit issuance to completion is 150 days based on a sample of 18 residential projects. However, the average time frame is often dictated by interest rates and market demand. Recent increases in lending interest rates and inflation may affect the timing of development.

Taken together, the timing of development and achievable density do not appear to be constraints to the achievement of the 2021-2029 RHNA. Moreover, proposed code amendments in the Housing Plan will ensure that higher residential density levels will be achieved.

3.2.5 Transparency Requirements

In 2019, the California Legislature passed AB 1483, which increases transparency for residential development project applicants. Specifically, AB 1483 requires agencies to publish on their websites specific financial and zoning information. Starting January 1, 2021, any city with a website was required to make information available online, such as:

- Current schedule of fees, exactions, and affordability requirements imposed by the City, county, or special district applicable to a proposed housing development project.
- All zoning ordinances and design and development standards for each parcel, including other regulatory requirements.
- The current and five previous annual fee or financial reports and archive of impact fee nexus studies, cost of service studies, or equivalent conducted by the City, county, or special district on or after January 1, 2018.

Moreover, agencies must update this information within 30 days of any changes. **Table 3-16** outlines the documentation required to be made available online and the web path where it can be found. The City has also launched a financial analysis platform powered by OpenGov.com that gives residents, elected officials, and staff access to the City's finances and shows how taxpayer money is collected and spent. The platform is accessed at www.SBCity.org/OpenSB.

Table 3-16 AB 1483 Required Documents and Website Access

Required Documents	Online Location
Schedule of Fees, Exactions & Affordability Requirements	Master fee schedule and Development Fees: https://www.sbcity.org/city_hall/finance/fees_charges
Zoning Ordinance and Development Standards	Development and Land Use Regulatory Framework www.sbcity.org/cms/one.aspx?portalId=17442546&pageId=18189334
Current & Previous (5) Annual Fee and Financial Reports	All Previous Financial Reports: https://www.sbcity.org/city_hall/finance/financial_reports
Archive of Impact Fee Nexus or Cost of Service Studies/etc.	Homepage>City Hall>City Manager's Office>Budget Books Archive of Operating Budgets (through 2008): sbcity.org/cityhall/city_managers_office/budget_books/default.asp

Source: City of San Bernardino, 2022.

3.3 ENVIRONMENTAL CONSTRAINTS

Environmental hazards such as flooding, fire hazards, geologic, and seismic conditions provide the greatest threat to the built environment in the Inland Empire. Water supply and infrastructure are critical to support residential growth, particularly in drought conditions such as those frequently experienced in San Bernardino and throughout Southern California.

3.3.1 Environmental Hazards

The primary environmental hazards in San Bernardino are flooding, fire, and seismic/geologic. The City is also subject to high winds, but these are insufficient to constrain development. The following analyze the three primary environmental hazards affecting residential development.

Flooding Hazards

Flooding hazards in San Bernardino include riverine flooding, urban flooding, and dam failure. Recent flooding events happened in 2006, 2007, 2008, and 2010, mostly along the community's southeastern and northern areas along the Santa Ana River, San Bernardino International Airport, and along the entrances of canyons near the San Bernardino Mountains. Urban flooding can happen anywhere water levels, from precipitation for example, rise faster than the site's natural drainage can release water elsewhere. If drainage infrastructure (e.g., gutter or flood channel) becomes blocked or impeded, it could cause flooding on the street level and impact nearby land uses, including housing.

Dam failure could also cause flooding. Seven reservoirs in the area could potentially cause dam inundation in San Bernardino. The reservoir that has the greatest inundation potential is the Seven Oaks Dam east of the community in nearby Highland. If this dam failed, it would send floodwaters down the Santa Ana River that would reach San Bernardino in 30 minutes. Since the southern section of San Bernardino near the Santa Ana River supports mostly industrial and commercial uses, the risk to existing housing is low. Potential future redevelopments of parcels in this area for new residential uses, however, could increase their exposure to flooding hazards.

The SBMC Flood Plain Overlay Zone (SBMC Chapter 19.16) regulates all development in identified floodplains, areas of flood-related erosion hazards, and areas of mudslide (e.g., mud flow) hazards. The City requires developers to obtain an approved Flood Control Development Permit if proposals are submitted for projects in these designated areas. Developers must also adhere to additional safety standards, such as anchoring structures, construction materials and methods, elevation and flood proofing, utility standards, and other requirements determined by the City. These standards are required to ensure the public health, safety, and welfare of residents.

Fire Hazards

Urban-wildland interface fires pose a threat to residential development. The California Department of Forestry and Fire Protection (CAL FIRE) has identified Very High Fire Hazard Severity Zones (VHFHSZ) in northern San Bernardino. Affected neighborhoods include Shandin Hills, North Park, Cajon, Mountain Shadows MHP, Belvedere, Borea Canyon, Waterman Canyon, Devil Canyon, Verdemont, CSU San Bernardino, Bailey Canyon, Devore Heights, Cook Canyon area, and the surroundings for these areas.

California has three laws to reduce wildfire risks that influence the development of housing:

- Cal. Govt. Code § 65302(g)(3) requires local governments to adopt policies and programs to either steer development out of VHFHSZs or adopt stringent development and building design standards that effectively mitigate fire hazards.
- SB 901 (2018). As of July 2021, lands identified as VHFHSZs, incorporated or unincorporated, must comply with California Fire Safe Regulations for roadway design for emergency access, signage of buildings, water supply for fire suppression, and vegetation management.
- SB 99 (2019) and AB 747 require all new residential developments in fire hazard areas to have a minimum of two points of ingress or egress connecting them to a City-identified and -adopted effective emergency evacuation route. The City has adopted an evacuation route consistent with the Resilient IE project routes.

Additionally, the SBMC contains the Foothill Fire Zones Overlay zone (FF) and establishes its regulations in Chapter 19.15. It classifies the lands under its governance into several zones:

- Zone A, Extreme Hazard: areas with slopes of 30 percent or more.
- Zone B, High Hazard: areas with slopes between 15 to 30 percent.
- Zone C, Moderate Hazard: areas with slopes between 0 to 15 percent.
- Zone C Abutting Wildlands: areas on the perimeter of Zone C adjacent to wildlands.
- Fuel Modification: areas where native vegetation has been removed or modified.
- Wildlands: areas that are unimproved.

Within these zones, the Overlay Zone ordinance applies special regulations pertaining to access and circulation, site and street identification, roadside vegetation removal, water supply, erosion, and construction design standards, including fuel modification plan.

Geological Hazards

San Bernadino's location near the San Andreas Fault to the north, its hillside topography, and high water table pose geological safety hazards to the community. Geological hazards include seismic shaking, landslides, liquefaction, and fault rupture.

The San Andreas Fault Zone runs through the north side of San Bernardino where it meets the foot of the San Bernardino Mountains, and the San Jacinto Fault Zone runs along the City's western and southern borders. Both faults are the source of seismic activity. Alquist-Priolo Fault Zones extend one quarter-mile in width around these two fault lines. Alquist-Priolo Fault Zones are established by California Public Resources Code §§ 2621 to 2630, which mandates that local governments require developers to submit a geologic report that defines potential surface fault rupture hazards for any proposals within the identified Alquist-Priolo Fault Zone. Local governments may request permission from the State Geologist to waive this requirement if it determines that no fault rupture hazard exists in the fault zone.

The City's 2016 Local Hazard Mitigation Plan identifies the Bunker Hill Groundwater Basin as a potential factor increasing the risk of future liquefaction in the City. Liquefaction events are possible when the water table sits within 50 feet of the ground surface. The water table beneath San Bernardino is less than 50 feet from the ground's surface, with some sections as close as 10 feet, though this has historically varied due to drought conditions. Areas most susceptible to liquefaction include the northwestern section of the City near the I-15/I-215 junction, the Nena and Verdemon neighborhoods, and most of the City south of Highland Avenue.

Landslides occur in sloped and hilly areas where the stability of soil or rocks on the surface decreases, either as a result of a seismic event or erosion. The majority of the landslide risks exist along the northern area of San Bernardino where it meets the San Bernardino Mountains as well as in Shandin Hills. The SBMC Hillside Management Overlay Zone (Chapter 19.17) regulates the maximum allowed residential density in areas with a slope of 15 percent or more. Given that the development of residential uses and associated construction of new roads and utilities in hillier areas is likely more costly by default compared to the valley floor, the Overlay Zone requirements should not be seen as a constraint on the development of new housing.

San Bernardino is affected by geologic, seismic, and wildfire hazards due to its location and topography. Therefore, the City implements state-mandated measures supplemented by local regulations to preserve and protect San Bernardino's housing stock. Although risk reduction measures increase overall construction costs for developers to some degree, the measures should not be viewed as constraint on the availability of housing because they are common measures implemented by other local governments in similar settings, and their beneficial impact in protecting the health and safety of residents outweighs their costs.

4.0 HOUSING RESOURCES

This chapter of the housing element addresses the City's projected housing needs, the City's strategy for providing housing commensurate with its needs, an inventory of housing sites that can accommodate new housing, and the financial and administrative resources at its disposal for addressing those needs.

4.1 FUTURE HOUSING NEEDS

State law requires the housing element to contain an analysis of population and employment trends, documentation of projections, and quantification of the locality's existing and projected housing needs for all income levels.

REGIONAL HOUSING NEEDS

The Regional Housing Needs Assessment (RHNA) is a state-mandated process that determines the amount of housing that each local government must plan for in their housing elements. The RHNA process seeks to ensure that each city shares in the responsibility for addressing the housing needs of its resident population and its projected share of housing growth in the region. The projected share refers to the minimum number of units that will accommodate the forecast growth in the city, replace units that may be demolished, and account for normal vacancy rates.

The 2021-2029 RHNA process began with the Department of Housing and Community Development's (HCD) projection of regional estimates of housing need based on population projections from the California Department of Finance. HCD apportions the statewide housing need to regional councils of governments. For this housing element cycle, the southern California region has been allocated a total of 1.34 million new units for the 2021-2029 planning period. This RHNA allocation for 2021-2029 is nearly three times the allocation of prior housing element cycles (2013-2021) and earlier, largely due to the historic underproduction of housing units.

As southern California's designated council of governments, the Southern California Association of Governments (SCAG) develops a methodology to allocate, by income level, the region's share of statewide need to each city. This process is achieved as part of the regional Sustainable Communities Strategy (formerly Regional Comprehensive Plan). In allocating housing needs among local governments, SCAG considers the following factors, including market demand for housing, employment opportunities, availability of suitable sites and public facilities, commuting

patterns, type and tenure of housing, loss of units in assisted housing developments, and overconcentration of lower income households.

The City of San Bernardino was allocated a final housing planning goal of 8,123 housing units for the 6th cycle housing element, from 2021 to 2029. This is approximately twice the housing planning goal of 4,384 units for the 5th cycle housing element, for 2013 to 2021. For this present round, the City's housing allocation is 31 percent lower income (which includes extremely low, very low, and low income), 18 percent moderate income, and 51 percent above moderate income.

Table 4-1 Regional Housing Needs Allocation, San Bernardino, 2021 to 2029

HOUSEHOLD INCOME CATEGORY	DEFINITION OF INCOME CATEGORIES	NUMBER OF HOUSING UNITS	PERCENT OF ALLOCATION
Extremely Low Income	0–30% of AMI	708	8.7%
Very Low Income	31–50% of AMI	707	8.7%
Low Income	51–80% of AMI	1,097	13.5%
Moderate Income	81–120% of AMI	1,448	17.8%
Above Moderate Income	Over 120% of AMI	4,163	51.3%
Total		8,123	100%

Source: SCAG 6th Cycle Final RHNA Allocation Plan, 2021.

Note: Income category definitions are derived as a percentage of area median family income.

In complying with this mandate, cities are not required to build nor financially subsidize the development of housing. However, cities are responsible to ensure that enough sites are available that are adequate to accommodate housing at the designated affordability levels. Generally, local governments are allowed to address their RHNA in three ways:

- **Housing Production.** The City can rely on actual housing units built and occupied (received a certificate of occupancy) after July 1, 2021, to satisfy the RHNA by income level. Proposed housing projects can also be included if they are likely to be approved and built from July 2021 to October 2029, subject to adequate documentation being provided.
- **Accessory Dwelling Units.** While HCD has historically allowed accessory dwelling units to count toward the RHNA, changes to state law have expanded the use of this strategy for the housing element. Cities may count the production of ADUs toward their RHNA in accordance with specific statutory and administrative guidance from HCD.
- **Available Land.** Most cities do not have enough residential projects in the development pipeline to meet the RHNA. Therefore, housing element law allows cities to count development capacity on vacant and underutilized sites for housing, provided adequate documentation and proof of feasibility of development are provided and accepted by HCD.

HOUSING PRODUCTION CREDITS

As noted earlier, residential projects in the development pipeline can be credited toward the City's 2021-2029 RHNA if they meet certain criteria—specifically those that are permitted and will receive their certificate of final occupancy (C/O) or final inspection after June 30, 2021. The City of San Bernardino has more than 60 approved, entitled, and/or pending residential projects that will be built and receive their final inspection after July 1, 2021.

Figure 4-1 shows the distribution of housing units permitted by type as of July 2022. Of this total, approximately 60 percent of all new units are single-family homes. Many of those projects are built on the periphery of the City—in Verdemon, near Loma Linda, and in south Rialto. Apartments were the second largest segment of residential development activity, accounting for 39 percent of all new permits. Apartments include publicly subsidized and market-rate units. The remaining 15 percent of residential developments are split between condominiums and townhome developments, special needs housing (primarily permanent supportive housing), and all others. These production totals do not include emergency shelters or transitional housing.

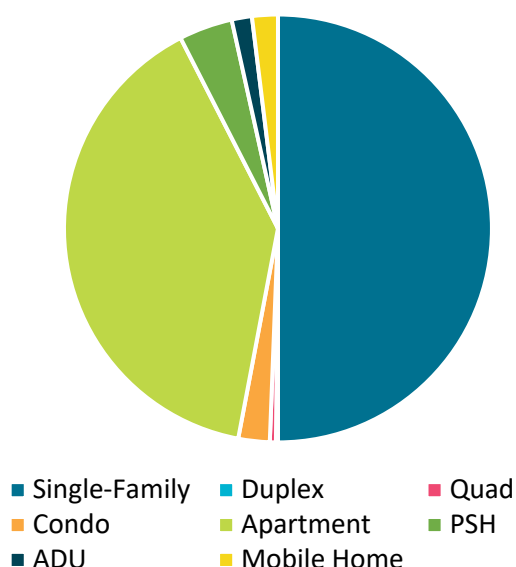


Figure 4-1 Percent of Housing in the Development Pipeline

With pipeline residential projects alone, San Bernardino will have satisfied 22 percent of its lower income RHNA requirement, 32 percent of its moderate-income requirement, and 39 percent of its above moderate income requirements. With ADU production, as discussed later, the City will also have addressed approximately 25 percent of its lower income RHNA requirement. Taken together, while the City is only in the first year of the planning period, approximately 25 percent of its total RHNA is anticipated to be satisfied due to pipeline projects.

Table 4-2 lists more than 60 residential projects encompassing more than 2,000 housing units that will be credited toward the 2021-2029 RHNA. Project and associated affordability level are based on market prices and rents, discussions with developers, and/or affordability agreements. In analyzing these projects, the City has approved an exceptionally broad array of projects—conventional single family homes, apartments, manufactured housing, and special needs housing. Accessory dwelling units, another key source of affordable housing, are addressed later.

Table 4-2 Housing Projects with Four or More Units Credited to the RHNA

PERMIT #	UNIT TYPE	TOTAL UNITS	LEAD APN	STATUS	LOW	MOD	ABOVE
ADP19-002	QUAD	4	0281-112-01	Approved			4
ADP19-010	CONDO	2	0281-112-05	Approved			2
ADP19-044	QUAD	4	0281-112-20	Approved			4
SUB17-08	SFR+ADUs	168	0348-111- 05	Approved	84		84
SUB19-15	SFR	2	0152-012-06	Approved			2
DP-P19-01	SFR	5	0281-172-19	Approved			5
SUB19-02	SFR	2	0139-174-09	Approved			2
SUB19-05	SFR	4	0271-031-79	Approved			4
ADP20-015	QUAD	4	0281-142-02	In Review			4
DP-D20-08	CONDO	8	0147-231-07	Approved			8
DP-P20-02	SFR	96	0281-161-48	Approved			96
DP-P20-03	SFR	16	0261-072-09	Approved			16
DP-P20-04	SFR	119	0261-181-16	Approved			119
DP-P20-05	SFR	74	0261-031-10	Approved			74
DP-P20-08	APT	27	0272-372-59	Approved		27	
ADP21-05	MFGR	1	0140-161-38	Approved	1		
ADP21-012	MFGR	1	0146-031-04	Approved	1		
ADP21-013	MFGR	1	0140-033-22	Approved	1		
ADP21-014	MFGR	1	0140-012-11	Approved	1		
ADP21-030	DUP	2	0139-091-32	Approved			2
D2P-D1-04	DUP	2	1191-282-31	Submitted			2
DP-D21-13	APT	10	0281-132-07	Approved		10	
DP-P21-01	APT	20	0155-331-11	Approved		20	
DP-P21-03	SFR	12	0142-621-13	Approved			12
DP-P21-04	SFR	15	0261-661-47	Approved			15
DP-P21-05	MFG	13	0142-811-01	Approved		13	
DP-P21-06	SFR	95	0143-191-59	Approved			95
DP-P21-07	SFR	134	0285-211-01	Approved			134
DP-P21-08	SFR	112	0141-171-03	Submitted			112
DP-P21-09	SFR	32	0142-062-32	Approved			32
CUP21-02	PSH	30	0145-211-55	Approved	30		
SUB21-03	SFR	16	0151-221-21	Approved			16
SUB21-06	SFR	4	0143-181-62	Approved			4

Table 4-2 Housing Projects with Four or More Units Credited to the RHNA

PERMIT #	UNIT TYPE	TOTAL UNITS	LEAD APN	STATUS	LOW	MOD	ABOVE
SUB21-08	SFR	2	0285-162-14	Approved			2
SUB21-10	SFR	9	0261-052-04	Approved			9
SUB21-05	SFR	25	0261-151-10	Submitted			25
B2100575	PSH	76	0134-093-44	Approved	75		1
T2100052	APT	180	0147-211-23	Approved	147	33	
CUP15-09	TRANS		2740-112-80	Approved			
DP-P14-08	CON+ADU	80	0142-041-15	Approved	40		40
DP-P16-02	SFR	14	0261-152-08	Approved			14
DP-P16-03	SFR	16	0261-151-07	Approved			16
DP-P16-04	APT	38	0136-302-20	Approved		38	
DP-P16-06	APT	72	0141-352-09	Approved		72	
DP-P17-04	SFR	38	0261-031-01	Approved			38
DP-P17-05	APT	9	0146-131-01	Approved		9	
DP-P18-01	APT	15	0145-132-27	Approved		15	
DP-P18-03	Condo	12	0151-211-08	Approved			12
DP-P18-05	APT	70	0141-352-22	Approved		70	
DP-P18-06	MH	51	1199-671-13	Approved	51		
DP-P18-08	SFR	6	0142-325-04	Approved			6
DP-P18-09	SFR	6	0152-081-04	Approved			6
DP-P19-01	SFR	5	0281-172-28	Approved			5
SP16-01	SFR	120	0261-181-01	Approved			120
SUB 03-21	SFR	52	0348-121-14	Approved			52
EOT 19-12	SFR	44	0261-011-08	Approved			44
EOT 19-07	SFR	66	0261-011-02	Submitted			66
Seccombe	MFR	300	Multiple	Design Phase	120	180	300
Meridian	MFR	105	0142-522-08	Submitted	150		
Arrowhead Grv.	MFR	213	---	Submitted	166	47	
Ecc. Fellowship	SFR	50	---	Submitted	50		
TOTAL					917	510	1,604

Notes:

Housing Unit Type
 SFR = Single Family Res
 APT = Apartments
 MH = Mobile Homes
 CON = Condominium

Permit Status

EOT = Extension of Time
 SUB = Subdivisions
 DP = Development Permit
 TTM = Tentative Tract Map
 CUP = Conditional Use Permit

SAMPLE PIPELINE PROJECTS

As of 2019, San Bernardino has 66 approved or pending residential development projects. The following describes general characteristics of several key projects credited toward the 2021-2029 RHNA. These residential projects and their affordability levels were summarized in Table 4-2.

Single-Family Residential

The City has approved single-family residential projects, and many are under construction. These range from infill developments to larger subdivisions on vacant land. The following are representative projects under construction in northern San Bernardino.

Belmont Collection

Belmont Collection is a 16-unit project in Verdemont Heights, at the base of the San Bernardino National Forest. This residential project offers homes for large families and large households. Homes include four- and five-bedroom units ranging from 2,900 to 3,160 square feet. Each plan offers a high level of amenities on-site, including walk-in closets, energy-efficient appliances, attached garage, and front yard landscaping with built-in irrigation. Sales prices start in the low \$700,000s and are affordable to above moderate-income households.



Belmont Community Construction

Rancho Palma Mixed Use

In 2015, the City adopted the Rancho Palma Specific Plan, which envisions a mix of residential, retail, and recreational uses. Trumark Homes proposes a subdivision of 120 single-family one- and two-story homes of 2,100 to 3,200 square feet on 5,000- to 7,000-square-foot lots. An additional 100,000 square feet of commercial space is provided. Amenities include multiple parks and RV parking. The project is located near schools, employment, shopping, dining, outdoor sporting, and recreation. Sales prices range from \$600,000 to upwards of \$750,000 and are affordable to above moderate-income households.



Rancho Palma Homes

GFR Homes

GFR Homes subdivided 66 acres of land to build 84 new single-family homes, each of which has an attached ADU to the front of the home with access from the interior courtyard. This residential project will provide much-needed housing to San Bernardino residents and will offer a variety of housing units for small to large families. The homes are priced upwards of \$750,000. According to the developer and, as supported by listings on Apartments.com, the rents for the approximately 300 square foot ADU in the front is \$1,000 per month.



Subdivision 17-08, GFR Homes

Enclave Communities

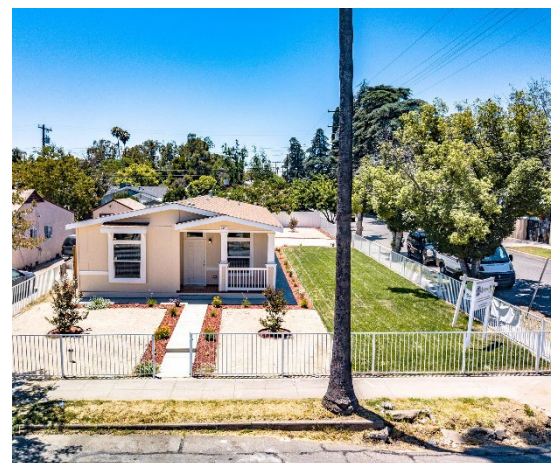
This residential project is in southern San Bernardino. Zoned RM, the project site comprises 9.6 acres subdivided into 84 individual residential lots. The City has approved a general plan amendment from Commercial to Multi-family Residential designation and zone change from CG-1 to RM. Upon completion, the Enclave/Century Communities will build a planned residential development of 96 detached single-family residences. These homes are slated to sell for prices beginning at a low of \$550,000 and are affordable to above moderate-income households.



Enclave/Century Communities

Infill Homes

San Bernardino has partnered with Neighborhood Partnership Housing Services (NPHS) to build affordable housing on infill vacant parcels. The goal is to make homeownership more accessible and increase quality of life. Presently, four manufactured homes are approved for construction and will be deed restricted as affordable to lower income households through affordability covenant. Additional phases will be completed through 2029.



Public Housing Replacement

National Core is leading the effort, along with Dignity Health, Loma Linda Health, San Bernardino City USD, and many others, to replace the Waterman's Garden project with a community that supports educational attainment, economic mobility, and overall well-being. Phase I and II projects have been built to date—the Valencia Vista and Olive Meadow projects.

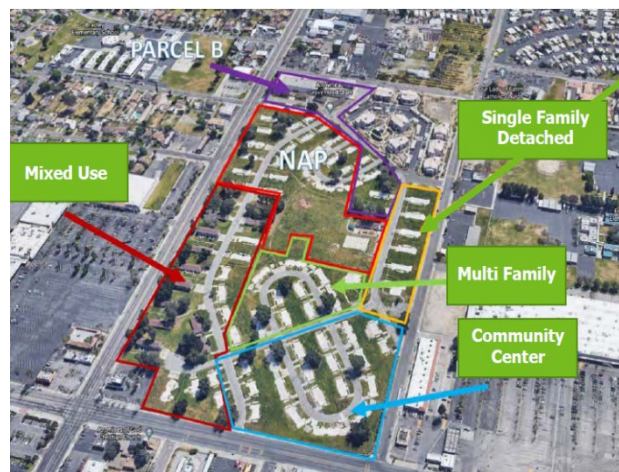
Crestview Terrace (Phase III)

Crestview Terrace, Phase 3 in the Arrowhead Grove project, provides 149 apartments. Crestview Terrace features modern kitchens, spacious closets, and in-unit washers and dryers. Residents of Crestview Terrace enjoy a variety of amenities, including a community center for resident events and activities, business center, an outdoor swimming pool, fitness room, walking paths, outdoor play areas, and barbecues. This project is funded with tax credits, and all apartment units are affordable to lower-income households. The project was completed during the early phase of the housing element planning period.



Arrowhead Grove Phase IV and V

The Arrowhead Grove Phase IV will involve the development of up to 300 units spread over three separate parcels and Phase V will include development of two community centers on either side of the project site. Three projects are envisioned—senior housing, a mixed-use residential concept, and single-family attached/detached units. The goal is to create accessible, affordable housing in a community centric neighborhoods close to resources. The Housing Authority has committed to working with National Core and the City by providing project-based vouchers to ensure the long-term affordability of the project.



Arrowhead Grove, Phase IV-V

Apartments

In addition to revitalizing and replacing public housing, the City is also facilitating and encouraging the production of apartments for families and seniors during the planning period. Of the many apartment projects approved and underway, two examples follow.

Amber Cove

Amber Cove will provide 84 apartments at 330 Wier Road. The apartments include one- and two-bedroom units renting for \$1,550 and \$2,050, respectively. The apartments offer a pool, courtyards, and easily accessible on-site parking. Other amenities include balconies, granite counter tops, walk-in closets, and wheelchair-accessible rooms. The apartments are within a 15-minute drive to Loma Linda University and San Bernardino Valley College and a short walk to shopping and dining centers. Based on affordability criteria, Amber Cove is affordable to moderate-income households.



Amber Cove Apartments

Ferndale Apartments

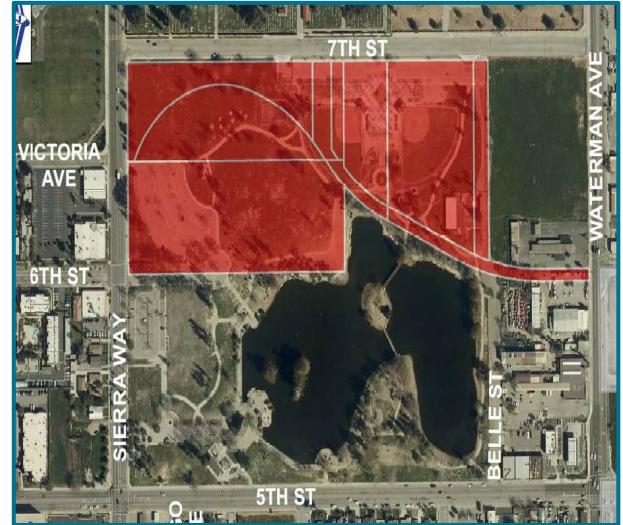
Ferndale Apartments is proposed at Ferndale Drive, south of East 39th Street. The project will provide 20 units on a one-acre infill parcel. The project includes Spanish influence design, including wrought-iron details, variation of materials for distinctive design, and stucco frontage. The City facilitates the project by granting a variance to address unique site constraints and hazards. Given that market-rate luxury apartments are affordable to moderate-income households and this project does not receive public subsidies, this apartment project is assumed affordable to moderate-income households.



20 Unit MF Residential Development

Seccombe Lake Park

In 2023, the City Council authorized an Exclusive Negotiating Agreement with Richman Group for the 12.5 acre site at Seccombe Lake Park. The site allows a maximum density of 30 du/ac, although developers can propose up to 50 du/ac if community benefits are provided. In accordance with the Surplus Land Act, the project must: 1) use at least 80 percent of the parcel for development of housing; and 2) ensure that at least 40 percent of the units are affordable to low-income households, of which at least half are affordable to very low-income households. The developable portion (10 acres) could yield 300 units, with 120 units affordable to lower-income households.



Proposed Site of the Seccombe Workforce Housing

Surplus Land Act Site

In 2009, the City demolished the Meridian Apartments, a crime-ridden and blighted complex of fourplexes at 5th and Meridian. The City Council, acting in its role to oversee the San Bernardino Economic Development Agency, approved a relocation plan, and approximately \$365,000 was allocated to help tenants relocate from the project. The site today consists of 16 vacant parcels zoned CG-1 that total 3.5 acres. These sites have been owned by the City for a decade but recently were declared surplus through the Surplus Land Act. Affordable housing developers have expressed interest in redeveloping the site with high quality apartments. The residential development would improve the street and landscaping of Meridian, creating a gateway from Rialto to San Bernardino. The apartment project would require rezoning to high density residential uses, consistent with previous land uses, and could include between 100 and 150 low-income affordable units.



Former Site of the Meridian Apartments

ACCESSORY DWELLINGS

Accessory dwelling units are a key strategy for the City to meet its share of the region's housing need for low- and moderate-income households. ADUs are an attractive option in San Bernardino, particularly for households seeking to augment their income or provide accommodations for family members. The City updated its ADU regulations with the adoption of MC-1559 in May 2021. The City allows attached or detached units that provide complete independent living facilities, along with JADUs, which are created out of space entirely within an existing single-family residence on a lot with a proposed or existing home.

Trends in Building Permits

Figure 4-2 shows the trend in permits issued for ADUs from 2019 through 2022. The City permitted 23 ADUs annually during the two-year period of 2019 and 2020. Calendar year 2021 saw a significant increase to 80 ADUs due to incentives effective following adoption of MC-1559. Calendar year 2022 showed a significant increase to 148 building permits due to the first full year of incentives adopted as part of MC-1559. Looking forward, the City anticipates issuing building permits for 100 to 150 ADUs annually, totaling 800 to 1,200 units over the planning period, and the planned adoption of additional incentives that are included in the housing element.

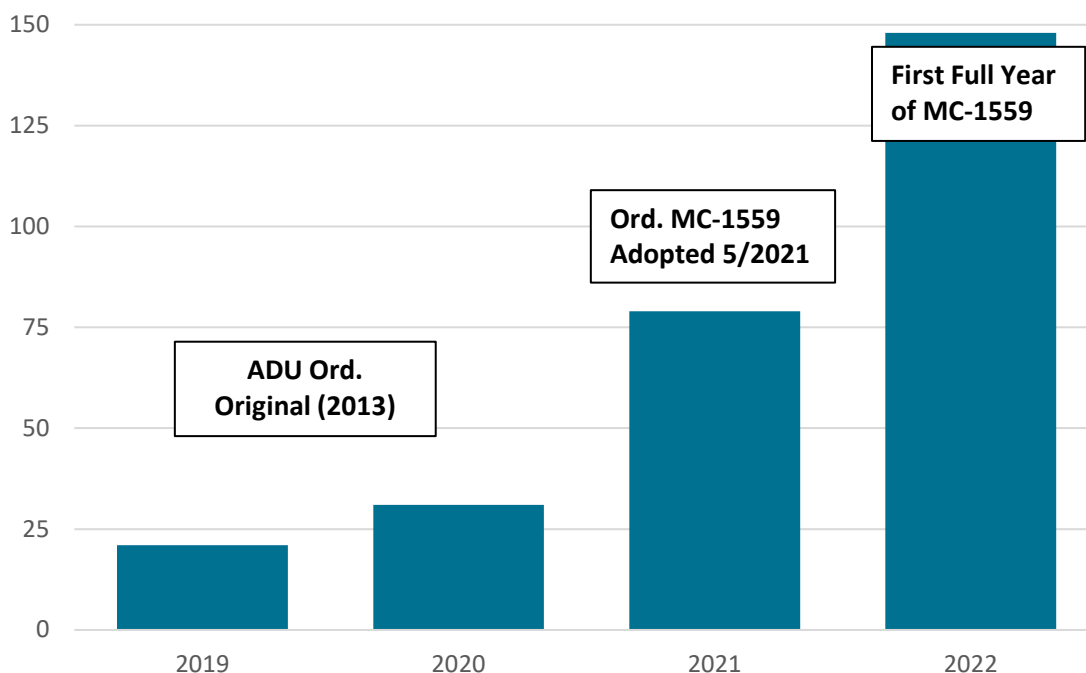


Figure 4-2 Accessory Dwellings Permitted, 2019-2022

ADU Rental Survey

The City surveyed ADU rents to understand the market demand and affordability of such units. **Table 4-3** shows results based on listings in Roomies, Craigslist, Zillow, and other sources. The affordability level is determined by comparing advertised rents to the maximum rent affordable for a one or two-person household using income limits published by the State of California. Occupancy is assumed to be one person for ADUs with less than 800 square feet and two persons for larger units. Affordability is determined in the same manner as SCAG's survey and assumes that a renter pays no more than 30 percent of their gross income for housing.

The survey shows several trends. First, all units listed were studios or one-bedroom units. Second, the advertisements were weighted heavier on "back house" or detached guest quarters. These units tended to fall into the moderate income affordability range, while attached products were affordable to lower income households. Finally, no ADUs rented at above-moderate income levels, a finding not unexpected given the limited number of Class A apartments in the City.

Table 4-3 Accessory Dwelling Unit Survey

NOS.	DATE	UNIT SIZE (SQFT).	TYPE OF UNIT	BD+BTH	RENT	AFFORD LEVEL
1	8/8/2022	400	Back House	1+1	\$1,650	Moderate
2	8/12/2022	N/A	Not Specified	1+1	\$1,100	Lower
3	8/28/2022	200	Casita	1+1	\$995	Lower
4	7/9/2022	800	Upstairs	1+1	\$1,595	Moderate
5	8/7/2022	620	Back House	1+1	\$1,442	Moderate
6	8/22/2022	900	Duplex	1+1	\$1,800	Moderate
7	7/1/2022	350	Casita	1+1	\$1,000	Lower
8	9/09/2022	N/A	Not Specified	1+1	\$900	Lower
9	8/17/2022	N/A	Not Specified	1+1	\$1,350	Moderate
10	9/01/2022	N/A	Back House	1+1	\$1,295	Moderate
11	7/1/2022	700	Back House	1+1	\$1,595	Moderate
12	9/12/2022	N/A	Back House	1+1	\$1,650	Moderate
13	9/12/2022	N/A	Not Specified	1+1	\$920	Lower
14	9/12/2022	N/A	Carriage	1+1	\$1,000	Lower
15	9/12/2022	N/A	Attached ADU	1+1	\$800	Lower
16	9/12/2022	N/A	Not Specified	1+1	\$950	Lower

Source: City of San Bernardino Rent survey, July 1–September 30, 2022

ADU Affordability

The affordability of ADUs to households of varying income levels can be determined by three methods: 1) SCAG’s preapproved survey of ADU rents in the Inland Empire; 2) local City surveys of actual rents advertised for ADUs in San Bernardino; 3) and discussions with knowledgeable developers. Each method and its applicability for the housing element are described below.

- Method #1: SCAG Survey.** The Southern California Association of Governments (SCAG) surveyed ADUs to determine RHNA credit. For the Inland Empire, a total of 11 ADUs were sampled from the more than 60 cities throughout the region. However, none of the ADUs and rents sampled were from properties developed in San Bernardino. As a result, the SCAG survey is not considered representative of rents in San Bernardino as is.
- Method #2: Advertisements.** The City conducted a limited rent survey of ADUs from online sources such as Roomies, Craigslist, Zillow, and others. Rents for ADUs posted online typically are higher than those advertised by word of mouth. Based on a sample of 16 ADUs, the City found that ADUs tend to rent for lower-income rents while back houses and guest houses tend to have moderate-income rents. No ADUs listed above moderate-income rents.
- Method #3: Developers.** Residential builders and developers generally declined to provide rents for their ADUs. However, the City did receive a response from a developer of a single-family residential subdivision in Verdemon Hills, the highest-priced real estate market in San Bernardino. The residential project included both JADUs and ADUs, with both attached and detached units. The developer indicated that all ADUs/JADUs in their project would rent for more than \$1,000 per unit, and these rental rates have been confirmed by Apartments.com.

Taken together, the most reliable measure of rents for ADUs, back houses, and guest houses was derived from the City’s survey coupled with the assumption that 15 percent of ADUs are free (e.g., for family members), consistent with SCAG’s methodology. These results are in **Table 4-4**.

Table 4-4 Survey of ADU Rents in San Bernardino, 2022

INCOME CATEGORY	SCAG SURVEY	LOCAL ADVERTISEMENTS	ASSUMED AFFORDABILITY
Extremely Low Income	15%	15%	15%
Very Low and Low Income	43%	42%	42%
Moderate Income	35%	42%	43%
Above Moderate Income	7%	0%	0%
TOTAL	100%	100%	100%

Sources: Southern California Association of Governments; Craigslist, Roomies, Zillow, and Padmapper.

HOUSING UNSHELTERED RESIDENTS

San Bernardino strategy to address homelessness is multilayered and includes one-on-one interaction and support, transitional shelters, and permanent supportive housing. The City's "Housing First" approach offers housing for people experiencing homelessness along with supportive services so that they can keep their housing and avoid returning to homelessness. Projects built during the 2021-2029 planning period are described below.

All Star Lodge

Developed by Step Up, the All Star Lodge is a motel conversion that provides permanent supportive housing to the City's unhoused residents. The All Star Lodge is at 450 N. G Street in San Bernardino. Funded by the State Roomkey program, County of San Bernardino, and other local fundings, the project includes 75 efficiency-style units affordable at extremely low rents. Eight units are for mobility-impaired tenants, and three are for aural or visually impaired occupants. The project and documentary can be accessed online at: www.youtube.com/watch?v=YbxKwaLhI.



All Star Lodge Unit

U.S.VETS Inland Empire

U.S.VETS provides needed housing and services to homeless and at-risk veterans. The U.S.VETS project at 1351 North E Street includes permanent supportive housing for veterans. The project will include 30 one- and two-bedroom units. To support independent living, the project offers residents wrap-around services, including case management, and supportive services such as food, hygiene supplies, transit, and therapeutic activities. A second permanent supportive housing facility for veterans is planned for later. The project can be accessed online at: <https://usvets.org/san-bernardino-campaign/>.



U.S.VETS Inland Empire

Mary's Village

Mary's Village is the City's first transitional complex for men. The project is a partnership of Mary's Mercy Center, Crestwood Communities, the City, and San Manuel Band of Mission Indians. This \$12 million project is funded by a \$7.4 million grant from San Manuel Band with additional support from other partners. Mary's Village provides 85 transitional housing beds, vocational education, job training, case management, etc. The project description and the services provided can be found online at: www.sanmanuelcares.org/marys-village-grand-opening/.



Mary's Village

Lutheran Social Services (LSS) Wellness Campus

The LSS is creating the first wellness campus for 170 unhoused San Bernardino residents that will offer a holistic paradigm to provide housing and sustainability services. The project will have five phases and eventually include a men's emergency shelter, social services building, child and youth center, transitional housing, and permanent supportive housing. Upon completion, the campus will deliver housing and support services and integrate a myriad of needed services.



Pacific Village

San Bernardino County and its co-applicant, La Barge Industries, created an interim housing project and purchased 6.5 acres of land and trailers for \$4.4 million. This purchase included six buildings, a dining hall with a commercial kitchen, church facility, 20 trailers, and parking. Pacific Village Phase I opened in March 2021. Phase II will offer 106 permanent supportive units and potentially a recuperative care center that provides temporary housing, meals, on-site behavioral and medical services, and navigation support for up to 90 days. Pacific Village guests will have access to activities designed to promote community integration, socialization, and self-esteem. Additional supports will include occupational therapy, job training and other assistance. The project will be funded by ARPA funds in 2022.



Pacific Village

HOPE Navigation Center Campus

The City of San Bernardino also envisions a noncongregate, “campus style” navigation center that provides 200 living units to be developed in phases. The first phase will include interim housing and core services as previously described and accommodate 100 individuals and families. The second phase will include a recuperative care facility and an additional 100 units mixed between interim and transitional housing. The City has identified a 2.5-acre former “School of Hope” site. The navigation center campus would have a day center, low-barrier interim housing/emergency shelter with on-site wrap-around supportive services, behavioral health, workforce training, substance abuse disorder counseling, and benefits assistance and documentation.

The City intends to pursue other funding sources to develop Phase II so that the navigation center campus will have 200 interim and transitional units. Other potential funding sources include: Permanent Local Housing Allocation, Emergency Solutions Grant, Community Development Block Grant, Project Homekey, and HOME American Rescue Plan Program. The City will also continue to seek support and funding to assist with operational expenses from community partners and government agencies such as the County, SAC Health System, Dignity Health, IEHP, Molina Health Care, San Manuel Band of Mission Indians, and local hospitals and HMOs.

Emergency Shelters

AB 2339 requires an assessment of the suitability of sites for emergency shelters. An emergency shelter is generally defined as any facility, the primary purpose of which is to provide a temporary shelter for the homeless in general or for specific populations of the homeless and which does not require occupants to sign leases or occupancy agreements. Emergency shelters are needed to meet the immediate short-term needs of the unsheltered homeless.

Zoning for Emergency Shelters

The Emergency Shelter Overlay Zone (Chapter 19.10-E) permits emergency shelters serving up to 60 persons/shelter without discretionary review in accordance with an administrative permit. The overlay covers five designated areas in the City that may be located in one of three zoning districts described below.

- **Industrial Light (IL).** This zone is intended to retain, enhance, and intensify existing lighter industrial uses and provide for the new development of such uses along major vehicular, rail, and air transportation routes serving the City.
- **Commercial Heavy (CH).** This zone is intended to accommodate automobile and truck sales and repair facilities, lumberyards and related hardware sales, plant nurseries, light industrial manufacturing and storage facilities, and similar uses.
- **Office Industrial Park (OIP).** This zone is intended to establish distinctive office industrial parks and corporate centers serving City and regional needs. Supporting retail/commercial services may be located in Corporate Office Industrial Park structures.

Of the 118 parcels in the ES Overlay, 54 (45 percent) are one-half-acre or larger. Another 34 parcels are 0.46 to 0.49 acre in size. Additionally, 37 parcels in the overlay zone are vacant or undeveloped, providing about 37 acres of vacant land that is readily available for development. Some of the developed parcels could be redeveloped for emergency shelter use with limited improvements, such as the addition of more windows for improved ventilation and lighting.

An additional 124 acres of land with varying existing uses are also available. The occupancy capacity for shelters is derived from City regulatory standards and state law. Based on City density allowances (one resident/150 sq. ft. and 60 residents per site), the vacant land alone in the ES Overlay can accommodate 2,041 beds, not including additional capacity on underused sites—well above the number of shelter beds needed citywide to address unmet need.

The City will making further revisions to the emergency shelter overlay as needed should a shortfall in capacity occur or if zones are unsuitable to emergency shelters.

Emergency Shelter Area Analysis

The following provides a high level overview of each emergency shelter overlay. **Table 4-5** provides more details for each site. **Figure 4-3** maps the location of each site.

Area 1, Baseline and Lassen

Area 1 consists of 10 parcel and 41 acres along Baseline and Lassen Street in Ward 6. Parcels are zoned for industrial use and developed with parking lots for shipping. Two parcels on the easternmost portion of the overlay area are primarily undeveloped, and one parcel is vacant. The area is surrounded by single-family residences to the west and vacant land and the Cajon watershed to the east. The Union Pacific line runs north-south on the area's eastern border. Area 1 is outside of fire hazard zones, but in a 100-year floodplain and an Alquist-Priolo fault zone. The site has a low hazardous waste score but high cleanup percentile (total cleanup up sites in the census tract). The area is within one mile from a grocery store, two health-care sites, and about three total blocks of open space. The area is not in a high-quality transit area, but there are two bus stops in the area, through which bus line 10 runs.

Area 2A, Rancho and Rialto Avenue

Area 2A has 43 parcels, totaling 68 acres, along W. Rancho and N. Rialto Avenue in Ward 3. The land is zoned for industrial use with some commercial. The majority of land is vacant and/or undeveloped in the southern portion, while there are paved lots used for shipping and industrial storage in the northern portion. The site is near the BNSF Rail yard to the north and east, and surrounded by three mobile-home parks and a residential subdivision west and south. With respect to hazards, Area 2A is outside hazard zones for fire, flooding, and earthquake faults. Within one mile of the site are grocery stores, health-care facilities, parks, and open space. The area is served by bus line 15 along W. Rialto and S. Rancho and is near high-frequency transit. The sites are also adjacent to industrial uses, which would offer entry-level job opportunities. It is in an industrial area with cleanup and hazardous waste sites, but none are adjacent to it.

Area 2B, Rancho and Foothill

Area 2B is north of Area 2A along Rancho Avenue and Foothill. The area consists of eight parcels totaling 14 acres in Ward 6. The parcels are zoned for commercial use and include one large, paved lot for storage. The parcels on the western- and easternmost borders are vacant, totaling about six acres of vacant land. Area 2B is outside all fire hazard zones, 100-year flood plains, and Alquist-Priolo fault zones. Within a mile of the overlay site are a grocery store, two health-care sites, and approximately 19 blocks of open space. The area is considered in a high quality transit zone, and bus line 14 runs along Foothill on the southside of Area 2B, providing direct access to the site. The area has a moderate cleanup percentile and has a low hazardous waste percentile; it is not adjacent to any hazardous waste dumpsites that would deter its development.

Area 3, Gardena and Caroline

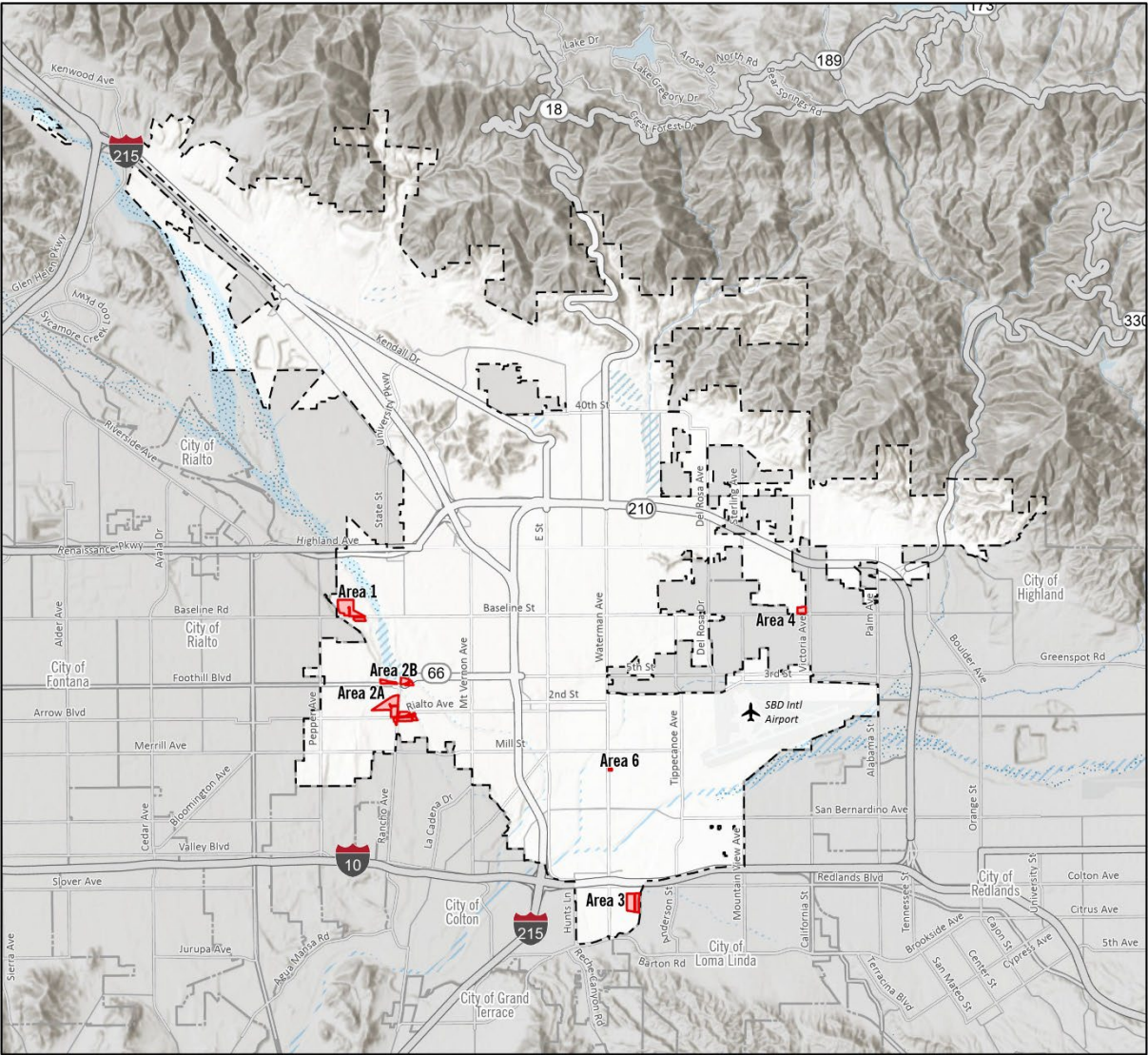
Area 3 consists of 51 parcels totaling 29 acres along Caroline and Gardena Street in Ward 3. The parcels are zoned for Industrial Light uses with a mix of parking lots, auto shops and storage, and some single-family housing. There are eight vacant lots in Area 3 totaling 4.5 acres of vacant land. These vacant lots are all about half of an acre or larger. The area is surrounded by single-family homes, storage yards, and the Rock Church and Outreach Center. Loma Linda Medical Center is near Area 3, about 0.75 mile to the west along Redlands Boulevard. The site is within a one-mile drive of a grocery store and 39 health-care facilities and has 16 blocks of open space. The site is considered to be a part of a high-quality transit zone and is outside of all fire hazard zones, 100-year flood plain zones, and Alquist-Priolo zones. The site has a high hazardous waste percentile and a moderate cleanup percentile, but there are no hazardous waste dumpsites or cleanup sites in or adjacent to Area 3.

Area 4, Baseline and Knob Hill

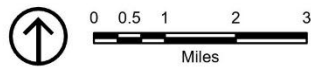
Area 4 consists of five parcels totaling 7.5 acres in Ward 2 along Baseline and Knob Hill Road. The parcels are zoned for commercial/industrial use, with three western parcels developed with a parking lot for shipping and truck storage. The two parcels to the east are undeveloped vacant land totaling about 4.0 acres. The site is not within one-mile of any grocery stores or markets, health-care facilities, or open space. However, the site is outside of all fire hazard zones, 100-year flood plain zones, and Alquist-Priolo fault zones. The area is considered within a high quality transit zone, and bus lines 3 and 4 provide access to the site. The site has a low hazardous waste percentile and a low cleanup percentile. Area 4 is surrounded by a mix of commercial and single-family development that can provide various job opportunities and community resources.

Area 6, Waterman and Drake

Area 6 consists of the southwest quarter of one parcel totaling about one acre. The property is zoned for industrial uses and is developed with a lot for storage and one commercial/office facilities building. The area is industrial in nature and the site is surrounded by a mix of commercial, light industrial, storage, and warehouses. The site is not within a one-mile drive of any grocery stores or markets, health-care facilities, or open space. However, the site is outside of all fire hazard zones, 100-year flood plain zones, and Alquist-Priolo fault zones. The site has both a high hazardous waste percentile and a high cleanup percentile. The area is considered within a high quality transit zone, and bus line 305 provides access to the site from Central Avenue. Overall, the site's properties and location indicate that it is the least appropriate site of those designated and should be reconsidered as a part of the emergency shelters overlay.



--- San Bernardino City Boundary
■ Emergency Shelter Overlay



Source: ESRI, San Bernardino LAFCO 2021, PlaceWorks

Figure 4-3 Emergency Shelter Overlay Sites

Table 4-5 Emergency Shelter Overlay Sites

AREA	SIZE/ ACRES	EXISTING USES	ACCESS TO AMENITIES/SERVICES	HEALTH/ ENVIRONMENTAL CONDITIONS
1	Total 40.5 Vacant 8.3	Industrial, parking lots for shipping.	Grocery stores w/in 1 mile: 1 Health-care sites w/in 1 mile: 2 Quantity of open space within 1 mile: 3 blocks Transit: not w/in a 2045 HQT	Outside fire hazard zones. Within 100-yr flood plain. Within Alquist-Priolo fault zone. Haz. Waste Percentile: ¹ 11% Cleanup Percentile: ² 77%
2A	Total: 67.7 Vacant: 15.1	Vacant/or undeveloped in south portion, paved lots for shipping/storage in north portion.	Grocery stores w/in 1 mile: 1 Health-care sites w/in 1 mile: 2 Quantity of open space within 1 mile: 19 blocks Transit: within a 2045 HQT	Outside fire hazard zones. Outside 100-yr flood plain. Outside Alquist-Priolo fault zone Haz. Waste Percentile: 41% Cleanup Percentile: 71%
2B	Total 13.6 Vacant 5.6	Partially vacant with paved lot for storage.	Grocery stores w/in 1 mile: 3 Health-care sites w/in 1 mile: 4 Quantity of open space within 1 mile: 32 blocks Transit: within a 2045 HQT	Outside fire hazard zones. Outside 100-yr flood plain. Outside Alquist-Priolo fault zone. Haz. Waste Percentile: 30% Cleanup Percentile: 52%
3	Total 29. Vacant: 4.2	Industrial Light uses with a mix of parking lots, auto shops and storage, and some residences	Grocery stores w/in 1 mile: 1 Health-care w/in 1 mile: 39 Quantity of open space within 1 mile: 16 blocks Transit: within a 2045 HQT	Outside fire hazard zones. Outside 100-yr flood plain. Outside Alquist-Priolo fault zone. Haz. Waste Percentile: 76% Cleanup Percentile: 50%
4	Total 7.5 Vacant 3.9	Partially vacant, and partially developed with a parking lot for shipping and truck storage.	Grocery stores w/in 1 mile: 0 Health-care sites w/in 1 mile: 0 Quantity of open space within 1 mile: 0 blocks Transit: within a 2045 HQT	Outside fire hazard zones. Outside 100-yr flood plain. Outside Alquist-Priolo fault zone. Haz. Waste Percentile: 4% Cleanup Percentile: 0%
6	Total 1 Vacant 0	Developed with storage and one commercial/ office facilities building.	Grocery stores w/in 1 mile: 0 Health-care sites w/in 1 mile: 0 Quantity of open space within 1 mile: 0 blocks Transit: within a 2045 HQT	Outside fire hazard zones. Outside 100-yr flood plain. Outside Alquist-Priolo fault zone. Haz Waste Percentile: 95% Cleanup Percentile: 83%

Notes:

1. Hazardous Waste Percentile: The hazardous waste percentile for a census tract means the number and type of hazardous waste generators and sites is higher than that percentage of the census tracts in California.
2. Cleanup Percentile: The cleanup percentile for a census tract means the number and type of cleanup sites is higher than that percentage of the census tracts in California.

4.2 HOUSING SITES

California law requires that the housing element identify parcels that can accommodate residential development over the housing element planning period. Jurisdictions can count the development capacity on parcels that are suitable for residential development (e.g., have appropriate General Plan and density standards in place) toward the RHNA production goals. San Bernardino has significant residential development capacity presently in the community and is updating its General Plan to plan for the future buildout of the City through 2050.

Over the planning horizon of the General Plan (through 2050), San Bernardino has significant capacity for residential development that, when realized, will reestablish the City as the urban, housing, and transportation hub of the county. However, the City's associated housing strategy can be divided into three shorter time frames, with implementation slated for the 6th, 7th, or later housing element cycles. The time frame for each strategy is related to market demand, infrastructure, and planning tools that need to be created to guide future residential development.

These three strategies are described below.

- **Specific Plans Development.** The City has several specific plans (University Hills, Spring Trails, etc.) in northwest San Bernardino that provide significant growth opportunities. Presently, the City is not crediting development capacity in this area because it is anticipated that these specific plans may be revised following update of the comprehensive General Plan. Therefore, this land use strategy is anticipated to be used for the 7th cycle RHNA.
- **Corridor/TOD Mixed Use Sites.** The General Plan update will target mixed uses along the City's major corridors and within the City's 13 transit villages that are oriented around the SBx transit line. While mixed-use is envisioned and is anticipated to occur in select areas, it is not anticipated to materialize communitywide for some time. Therefore, since mixed use is an emerging concept in San Bernardino, this strategy is anticipated for the 7th cycle RHNA.
- **Infill Development Opportunities.** The City's housing element focuses on sites that are vacant, within existing urban areas (e.g., "infill"), and most feasible to develop during the 2021-2029 planning period. The sites chosen are vacant, adequately served by infrastructure, and could immediately be developed. Infill potential also includes two specific plan areas—the Downtown (under development) and the Waterman+Baseline Specific Plan areas.

The remainder of this discussion on housing sites will focus on the infill housing potential that can be feasibly realized during the eight-year timeframe (2021-2029) of the 6th cycle housing element.

INFILL DEVELOPMENT OPPORTUNITIES

The City's site strategy relies on vacant land to accommodate a significant portion of its 2021-2029 RHNA allocation. The vacant land is located throughout the City on properties zoned for multi-family residential use and in the Downtown Specific Plan. The site identification process and unit capacity calculation for each infill strategy is detailed in this section.

Site Selection

San Bernardino is undergoing a General Plan Update. As a part of this the City has identified new areas for residential development opportunity and existing residential areas for increased density. The City has also developed the Downtown Specific Plan to promote a mix of uses in the City's core and to enrich the downtown area to create a more vibrant historic core of the community.

The General Plan established the vision for San Bernardino and the land use designations necessary to accommodate a range of housing types and products. The City has sufficient land to readily address its overall 2021-2029 RHNA. However, it is recognized that new multi-family housing and mixed uses will be developed incrementally, starting with the most feasible sites, then proceeding to more difficult sites. While the City has significant residential development capacity remaining per its General Plan, for inclusion into the housing element, sites were chosen for the RHNA that meet the following criteria:

- The site(s) must be relatively free of environmental hazards and have ready access to water, sewer, road, drainage, and dry utility infrastructure.
- The site(s) must have General Plan land use designations and zoning in place and residential or mixed use must be allowed by right.
- The site must be of adequate size and not need consolidation with adjacent parcels owned by different property owners; no sites are less than 0.5 acre.
- All housing sites were vacant; no underutilized sites were included in the land inventory
- Sites affirmatively further fair housing and are spread throughout the City without exacerbating existing concentrations of disproportionate need.

Tables are included at the conclusion of this chapter that identify each candidate housing site in San Bernardino's sites inventory. The sites are identified by assessor parcel number (APN). Additionally, the following information is provided for each parcel: size, General Plan and zoning designation, existing use, maximum and realistic densities, and total development capacity.

RESIDENTIAL INFILL SITES

Default Density

Default density is that at which an affordable project is deemed appropriate to accommodate lower income housing. Jurisdictions may identify zones that meet the default density as a part of the suitable sites analysis process. The default density option is not a mandated density, but provides a streamlined option for local governments to meet the density requirement. No analysis to establish the appropriateness of the default density is required, and the California Department of Housing and Community Development (HCD) must accept that density as appropriate in its review. The default density for lower-income housing in San Bernardino is 30 units per acre.

Low and Very Low

The City has identified two zones that meet the default density of 30 dwelling units per acre and are appropriate for affordable development:

- RMH: Residential Medium High, maximum 32 du/ac
- RH: Residential High, maximum 80 du/ac

Within these zones, there are 13 parcels identified in the sites inventory to accommodate lower income housing. The parcels include the following characteristics:

- 10 parcels within the RMH zone, totaling 17 acres, can accommodate **490** potential units. Each site is vacant and no smaller than one half of an acre and no larger than 10 acres.
- 3 parcels within the RH zone, totaling 4.4 acres, can accommodate **321** potential units. Each site is vacant and no smaller than one half of an acre and no larger than 10 acres.

Calculation of Unit Capacity

Total unit capacity for the sites identified was calculated on a per-parcel basis. Gross unit capacity per parcel can be calculated by evaluating for buildable acreage and multiplying by the maximum density per zone. However, the City has used a development factor to identify net capacity for a more conservative approach. Net unit capacity was calculated by multiplying net acreage by an assumed percentage of buildout density. The assumed percentage is based on the City's projects in the pipeline. The 55 projects in the pipeline were divided by unit type, multi-family/apartment, and single-family/condo/townhome. Then based on respective zoning, the percentage of maximum buildout was summed for multi-family, and the average was taken as the development factor. For multi-family housing, the average buildout of projects in the pipeline is 91 percent.

An example capacity calculation for a lower income site (APN: 015044104) follows:

- Acres: 1.08: Buildable Acreage: 1.08
- Existing Use: Vacant, undeveloped
- Zoning: RH – Residential High
- Maximum Density: 80 du/acre
- Assumed Density (91%): 73 du/acre
- Total Net Units: 78 units

Moderate and Above Moderate

Above moderate housing is usually lower density or single-family residential. Therefore, as a part of this analysis, the City has identified five zones for moderate and above moderate housing:

- **RE – Residential Estate**, maximum 1 dwelling unit per acre
- **RL – Residential Low**, maximum 3.1 dwelling units per acre
- **RS – Residential Suburban**, maximum 4.5 dwelling units per acre
- **RU – Residential Urban**, maximum 8-12 dwelling units per acre
- **RM – Residential Medium**, maximum 24 dwelling units per acre

Within these zones, there are 490 parcels identified in the sites inventory to accommodate moderate- and above moderate-income housing. The parcels include the following characteristics:

- 36 parcels in the RE zone, totaling 436 acres and can accommodate **359** units.
- 105 parcels in the RL zone, totaling 558 acres and can accommodate **1,158** units.
- 148 parcels in the RS zone, totaling 154 acres and can accommodate **532** units.
- 62 parcels in the RU zone, totaling 63 acres and can accommodate **407** units.
- 54 parcels in the RM zone, totaling 93 acres and can accommodate **1,913** units.

An example calculation for a moderate/above mod income site (APN: 015510203) follows:

- Acres: 1.6 | Buildable Acreage: 1.6
- Existing Use: Vacant, Undeveloped
- Zoning: RM – Residential Medium
- Maximum Density: 24 du/acre
- Assumed Density (86%): 21 du/acre
- Total Net Units: 33 units

INFILL SITES IN THE DOWNTOWN SPECIFIC PLAN

In 2023, the City developed the Downtown Specific Plan (DTSP) to transform the Downtown into a vibrant and livable center of community identity and activity. **Figure 4-4** displays the planning areas within the DTSP. The DTSP outlines a buildout for mixed use through nine different plan areas. Of the entire area, which can accommodate thousands of units, the City has identified only the most likely sites to develop during the planning period. In total, **15** vacant sites in the DTSP area are greater than one-half of an acre and no larger than 10 acres. The 15 sites are vacant/undeveloped and range in permitted density based on the district, as follows:

- **District 1, Downtown Core.** Maximum 175 dwelling units per acre. Within this district 1 site can accommodate 49 total lower income units.
- **District 2, Transit Neighborhood.** Maximum 100 dwelling units per acre. Within this district 1 site can accommodate 74 total lower income units
- **District 4, Rail Adjacent.** Maximum 80 dwelling units per acre. Within this district a total of 2 sites can accommodate 90 total lower income units.
- **District 7, Downtown Neighborhood.** Maximum 35 dwelling units per acre. Within this district 2 sites can accommodate 147 lower income units.
- **District 8, North Gateway.** Maximum 80 dwelling units per acre. Within this district 4 sites can accommodate 237 total lower income units.
- **District 9, Freeway Commercial.** Maximum 35 dwelling units per acre. Within this district 5 sites can accommodate 33 total lower income units.

In total, the sites can accommodate a net estimated **630** lower-income dwelling units.

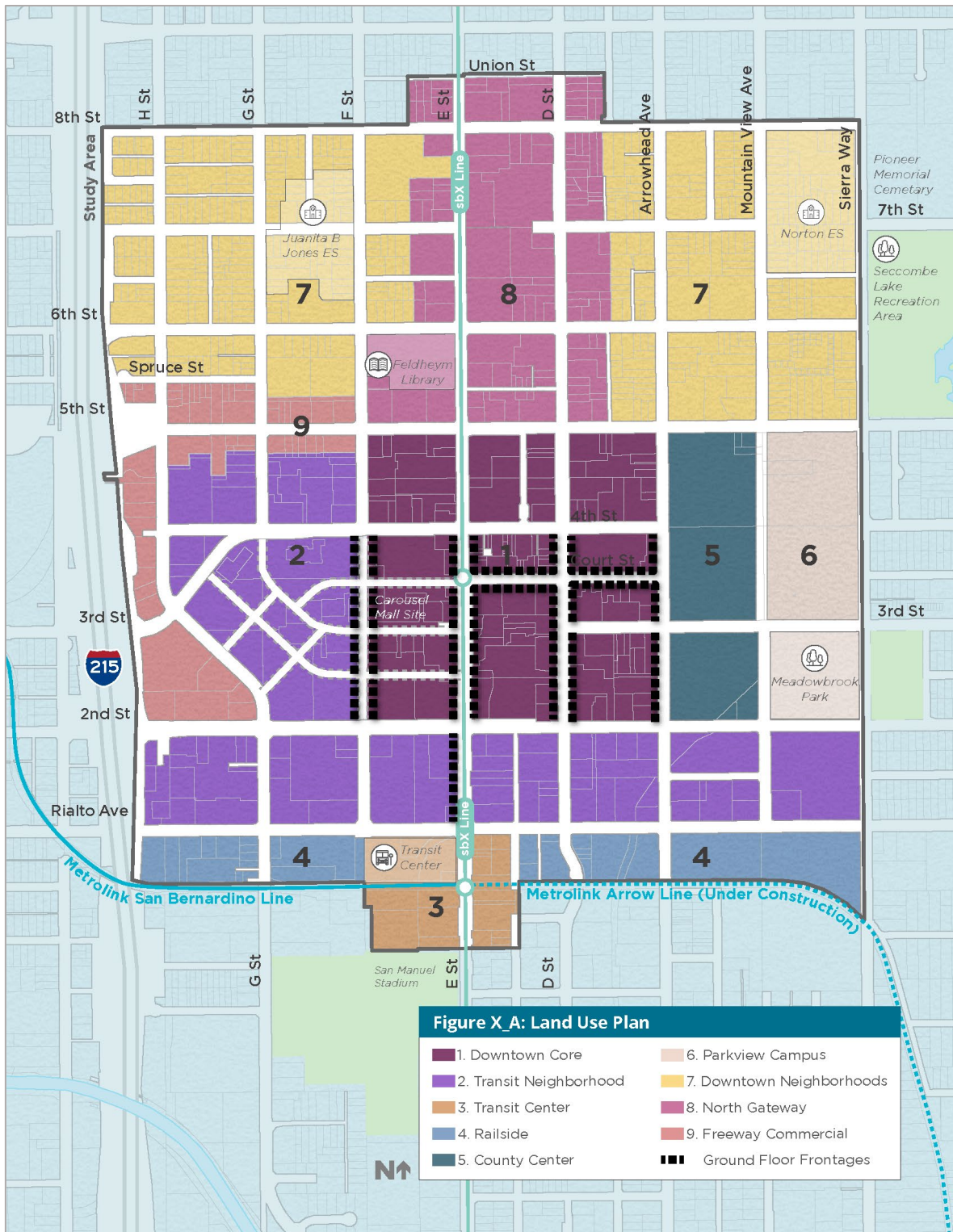


Figure 4-4 Downtown Specific Plan Land Use Map

Calculation of Unit Capacity

The Housing Element uses the DTSP buildout calculations to assess development capacity. The development percentage factor differs based on district and does not exceed the anticipated residential development in the Specific Plan. The maximum capacity for each vacant site was calculated by multiplying the density by the site acreage by the average buildout percentages estimated based off the pipeline projects, which is 91 percent for multi-family residential. This process provided the maximum net units that can be assumed for each site.

Because the Specific Plan assumes mixed uses for each district, a “Mixed-use” Development factor was applied. The Mixed-Use Development factor considers each site to potentially develop for commercial and residential, with a mix of incomes. The percentage factor further reduces the total lower income units identified for each site and is based on the overall residential capacity estimates utilized in the Specific Plan buildout. The mixed-use development factors are as follows:

- District 1, Downtown, Core: 50%
- District 2, Transit Neighborhood: 70%
- District 4, Rail Adjacent: 20%
- District 7, Downtown, East: 90%
- District 8, North Gateway: 80%
- District 9, Freeway Commercial: 24%

These percentages were developed during the buildout phase of the DTSP. Each percentage represents the maximum of total buildout that is feasible for residential development. For consistency, these percentages have been applied at the parcel level as a part of the Housing Element sites analysis. An example capacity calculation for a lower income site is detailed below:

- Acres: 4.56
- Existing Use: Vacant, Undeveloped
- Buildable Acreage: 4.56
- Zoning: DTSP
- Maximum Density: 80 du/acre
- Assumed Density (91%): 73 du/acre
- Net Units, Assumed Density: 332 units
- Mixed Use Development Factor: 20%
- Total Net Units: 66 Units

SUMMARY OF STATUS AND INVENTORY

San Bernardino’s RHNA allocation and housing goal for 2021-2029 is 8,123 housing units. To accommodate the units, the City has identified sites on appropriately zoned land, projects in the entitlement and development process since July 2021, and future development of accessory dwellings. Through the combined approaches, the City can accommodate the RHNA allocation in full, with an 22 percent buffer for lower-income units, a 73 percent buffer for moderate-income units, and an 8 percent buffer for above moderate-income units. **Table 4-6** summarizes the City’s approach for meeting the 2021-2029 RHNA allocation for the housing element.

Table 4-6 San Bernardino RHNA Status Summary

	INCOME LEVELS			TOTAL
	LOWER	MODERATE	ABOVE MODERATE	
RHNA Allocation	2,512	1,448	4,163	8,123
Pipeline Projects towards RHNA	917	510	1,604	2,031
Remaining RHNA Need	1,595	938	2,559	5,092
REMAINING RHNA ACCOMMODATION				
Accessory Dwellings	696	504	0	1,200
Existing Vacant Land	811	1,491	2,878	5,180
DTSP Vacant Land	630	0	0	630
Total Units towards RHNA	3,054	2,505	4,482	10,041
Count Over/Under RHNA	542	1,057	319	--
Percent above RHNA	22%	73%	8%	--

Source: City of San Bernardino, January 2023

Some multi-family residential sites identified in the current land inventory were previously identified in the 5th housing element cycle. However, through the General Plan update, all residential zones where multi-family residential uses are allowed will be upzoned to increase density and housing opportunity. Therefore, the sites will serve as new sites for the 6th housing element cycle. **Figure 4-5** displays all residential units and vacant sites that are credited toward the 6th cycle RHNA for the Housing Element.

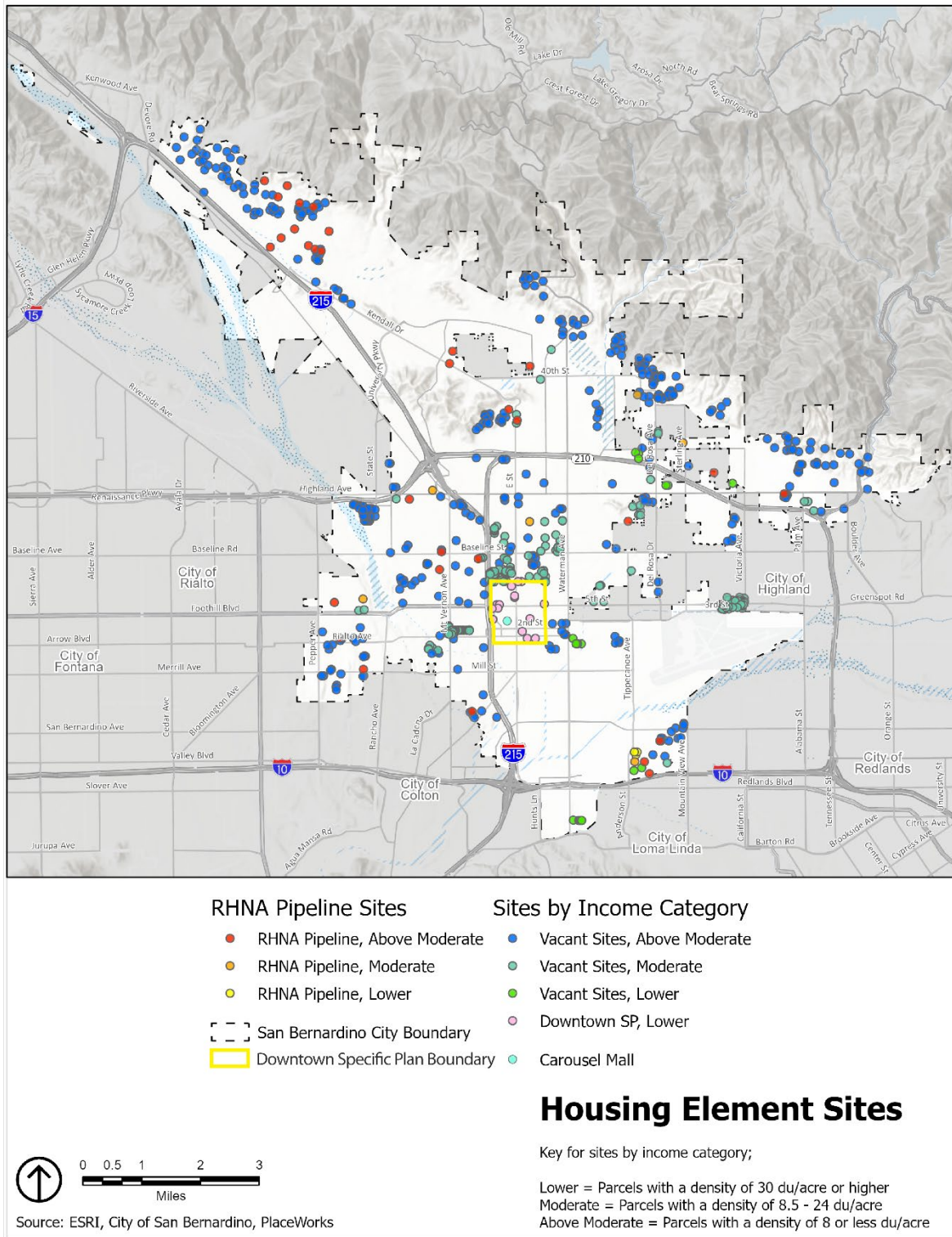


Figure 4-5 Sites Identified to Accommodate the 6th Cycle RHNA, San Bernardino

4.3 SITE INFRASTRUCTURE

Infrastructure capacity refers to the supply of water, treatment of wastewater, and availability of other services and adequate infrastructure to support the development of housing commensurate with the City's share of the regional housing needs assessment. The following provides a general assessment, and the General Plan EIR provides a more detail assessment.

WATER

The San Bernardino Municipal Water Department (SBMWD) is a retail public water supplier that serves more than 45,400 municipal water service connections in 2022 and provides water services to the City. The SBMWD service area is bounded on the north by the National Forest, on the east by the East Valley Water District and Redlands Municipal Utilities Department, on the south by the cities of Loma Linda and Colton, and on the west by the West Valley Water District, Rialto, and Muscoy Mutual Water Company. Water service planning and demand and supply estimates for the City of San Bernardino and its housing element are assessed by the 2020 Integrated Regional Urban Water Management Plan (IRUWMP).

SBMWD's water supply consists entirely of groundwater from the Bunker Hill Basin (part of the San Bernardino Basin Area). Through the SBBV Groundwater Council, SBMWD participates in ongoing water conservation measures and contributes to regional recharge projects to optimize and enhance the use and reliability of groundwater resources. The IRUWMP utilizes the SCAG Regional Transportation Forecast to calculate population growth rates for years 2020 through 2045. The reliability analysis shows that supplies will exceed demands under all hydrologic scenarios. As shown in **Table 4-7**, the City will be able to ensure that supplies can meet expected demand during the 2021-2029 timeframe. SBMWD also has the ability to respond to single and multiple dry years with adequate water supply.

Table 4-7 San Bernardino Water Demand and Supply

SUPPLY AND DEMAND	PLANNING HORIZON (YEARS)				
	2025	2030	2035	2040	2045
Single Family Water Demand	18,710	19,260	19,811	20,253	20,695
Multi-family Water Demand	5,832	6,004	6,175	6,313	6,451
Total All Land Uses	41,115	42,325	43,534	44,506	45,478
Projected Water Supply	48,585	49,976	51,368	52,485	53,603
Surplus Water Availability	+7,470	+7,651	+7,834	+7,979	+8,125

Source: Integrated Regional Urban Water Management Plan, 2020

Accessed at https://www.sbmwd.org/DocumentCenter/View/7859/Part-2-Chapter-8_SBMWD_2020-UWMP-Chapter_Final?bidId=

SEWER

According to the City's 2019 Sewer Master Plan, the SBMWD operates and maintains the City's sewer collection system and Water Reclamation Plant (WRP). Built in 1958, the WRP is a 33 million gallons per day (mgd) Regional Secondary Treatment facility that provides wastewater treatment services for San Bernardino, Loma Linda, East Valley Water District, San Bernardino International Airport, Patton State Hospital, and areas of unincorporated San Bernardino County.¹ The collection system consists primarily (approximately 96 percent) of vitrified clay pipe (VCP) with the remainder of pipelines built of acrylonitrile-butadiene-styrene (ABS), concrete, asbestos cement, ductile iron, polyvinylchloride (PVC), reinforced concrete pipe (RCP), and steel among others. The report utilized the general plan land use and the Year 2060 water demand projections to determine the year 2060 wastewater projections, which total 37,876 acre-feet per year (afy) or 33.8 mgd.

The EVWD service area also includes 1,500 customers in the City of San Bernardino who are on septic systems. These correspond to 1,400 unique parcels totaling 745 acres. Approximately 90 percent of the parcels' current land use is single-family residential. Using the sewer generation factors, the estimated total amount of flow that would be added to the EVWD system if all these parcels converted to sewer is approximately 0.75 mgd. EVWD is overseeing construction of a new wastewater facility, the Sterling Natural Resource Center, which will have a treatment capacity of 10 mgd upon completion in 2022. The Center will allow EVWD to cease sending its wastewater to San Bernardino for treatment and allow it to treat its own wastewater instead. Projected wastewater generation from the EVWD ranges from 8.0 to 9.4 mgd by 2030.

Table 4-8 San Bernardino Existing Wastewater Collection System

EXISTING INFRASTRUCTURE		
Active Lift Stations	15	
Siphons	12	
Sewer Connections	38,300	
Water Reclamation Plant	1	
DEMAND		
	AFY	MGD
Total Demand	37,876	33.81

¹ Sewer Master Plan Update, 2019. Prepared by Stantec. Accessed online August 2022.
<https://www.sbmwd.org/DocumentCenter/View/7624/2019-Sewer-Master-Plan---Main-Report?bidId=>

BROADBAND UTILITIES

San Bernardino's broadband network covers most of the residential, commercial, and industrial areas with an average connection speed of 77.6 Mbps (**Figure 4-6**). However, gaps remain. A large part of the City, including downtown, the airport, and northwest portion lack consistent broadband download and upload speeds. The City has been awarded a \$425,000 grant by the California Public Utilities Commission (CPUC) to plan for a 21st century broadband network citywide. "Smart San Bernardino" will allow the City to develop a broadband needs assessment, community engagement, and a strategic plan to provide high speed broadband to the entire city.

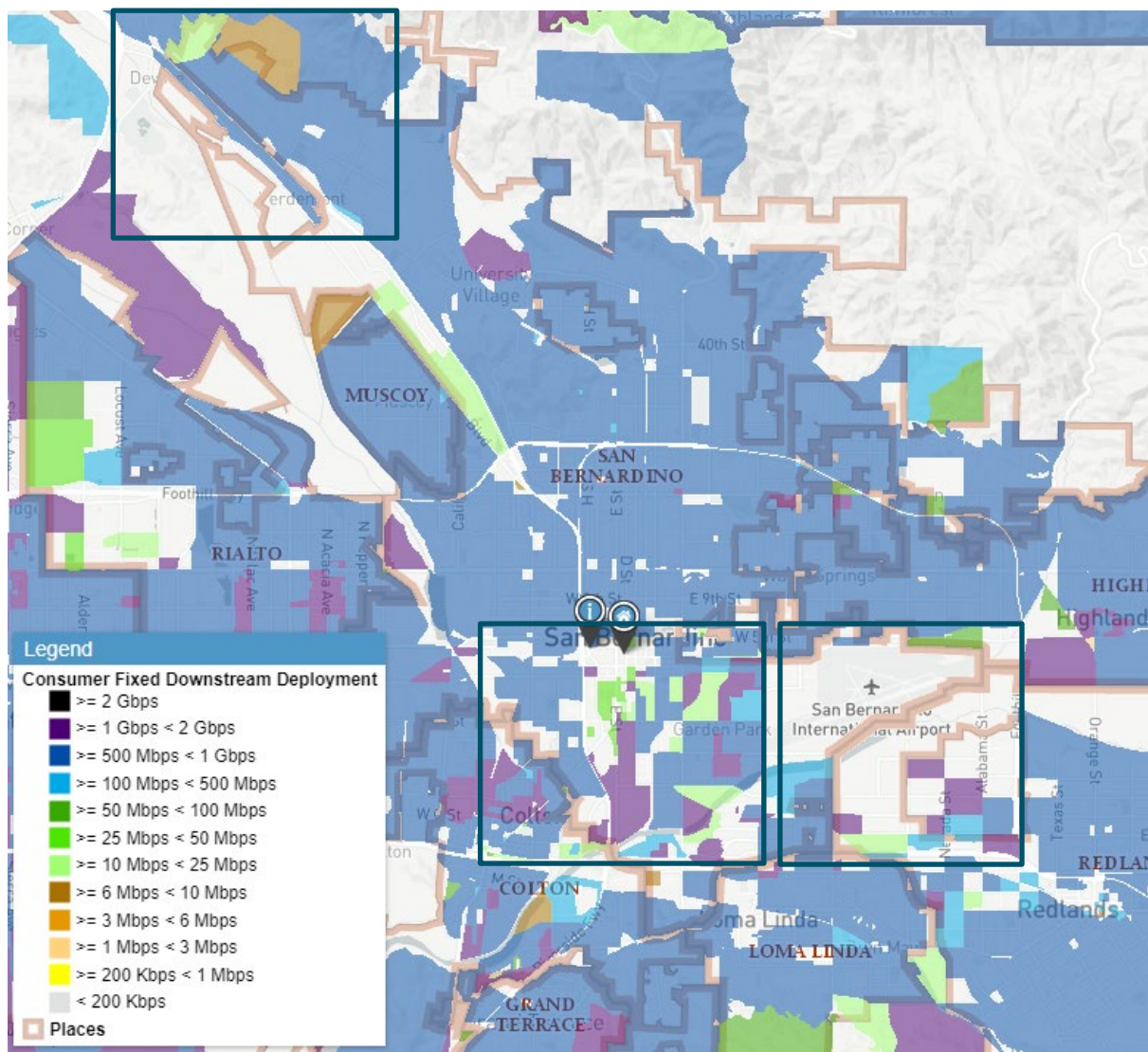


Figure 4-6 Broadband Coverage in San Bernardino and Vicinity

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Table 4-9 Vacant Sites Allowing Residential Uses

APN	GPLU	ZONE	ACRE	EXISTING USE	MAX DENSITY	EST. DENSITY	MAX UNITS	TOTAL UNITS
Lower Income Units								
013630207	MFR	RMH	0.68	Vacant	32	29	21	19
013631118	MFR	RMH	1.59	Vacant	32	29	50	46
013631126	MFR	RMH	0.91	Vacant	32	29	29	26
013631109	MFR	RMH	0.92	Vacant	32	29	29	26
014135216	MFR	RMH	0.62	Vacant	32	29	19	18
015044104	MFR	RH	1.08	Vacant	80	73	86	78
015044130	MFR	RH	2.21	Vacant	80	73	176	160
015515124	MFR	RMH	6.48	Vacant	32	29	207	187
015515120	MFR	RH	1.14	Vacant	80	73	91	83
015515125	MFR	RMH	2.87	Vacant	32	29	91	83
028115164	MFR	RMH	1.55	Vacant	32	29	49	44
028115178	MFR	RMH	0.53	Vacant	32	29	16	15
028574230	MFR	RMH	0.90	Vacant	32	29	28	26
013604110	C	DTSP	4.56	Vacant	80	73	364	66
013603326	I	DTSP	1.65	Vacant	80	73	132	24
013516140	C	DTSP	0.62	Vacant	175	159	108	49
013402357	C	DTSP	0.57	Vacant	80	73	45	32
013417127	C	DTSP	0.55	Vacant	35	32	19	5
013439134	C	DTSP	1.18	Vacant	100	91	117	74
013509375	C	DTSP	0.76	Vacant	35	32	26	21
013405426	C	DTSP	0.56	Vacant	35	32	19	5
013402350	C	DTSP	0.71	Vacant	80	73	56	40
013405424	C	DTSP	0.77	Vacant	35	32	26	8
013409305	C	DTSP	0.67	Vacant	35	32	23	7
013409226	C	DTSP	0.79	Vacant	35	32	27	8
014021151	C	DTSP	1.71	Vacant	80	73	136	99
014021147	C	DTSP	1.14	Vacant	80	73	91	66
014027322	PQP	DTSP	4.42	Vacant	35	32	154	126
Moderate Income Units								
014003144	MFR	RM	0.34	Vacant	24	21	8	7

Table 4-9 Vacant Sites Allowing Residential Uses

APN	GPLU	ZONE	ACRE	EXISTING USE	MAX DENSITY	EST. DENSITY	MAX UNITS	TOTAL UNITS
014020119	MFR	RM	0.36	Vacant	24	21	8	7
014722417	MFR	RM	0.44	Vacant	24	21	10	9
014725105	MFR	RM	0.39	Vacant	24	21	9	8
119231106	MFR	RM	0.34	Vacant	24	21	8	6
119230105	MFR	RM	0.37	Vacant	24	21	8	7
119230112	MFR	RM	0.42	Vacant	24	21	10	8
119232102	MFR	RM	0.37	Vacant	24	21	8	7
119231107	MFR	RM	0.40	Vacant	24	21	9	8
014013401	MFR	RM	0.93	Vacant	24	21	22	19
014003149	MFR	RM	0.87	Vacant	24	21	20	17
014020138	MFR	RM	0.51	Vacant	24	21	12	10
014020133	MFR	RM	2.04	Vacant	24	21	48	42
014020118	MFR	RM	0.47	Vacant	24	21	11	9
014016238	MFR	RM	0.51	Vacant	24	21	12	10
014013240	MFR	RM	0.88	Vacant	24	21	21	18
014204145	MFR	RM	0.63	Vacant	24	21	15	13
014319166	MFR	RM	2.68	Vacant	24	21	64	55
014204152	MFR	RM	3.99	Vacant	24	21	95	82
014520153	MFR	RM	0.90	Vacant	24	21	21	18
014516106	MFR	RM	0.86	Vacant	24	21	20	17
014515206	MFR	RM	0.62	Vacant	24	21	14	12
014515205	MFR	RM	0.62	Vacant	24	21	14	12
014722406	MFR	RM	0.67	Vacant	24	21	16	13
015510203	MFR	RM	1.61	Vacant	24	21	38	33
015510204	MFR	RM	1.70	Vacant	24	21	40	35
015558163	MFR	RM	1.46	Vacant	24	21	35	30
027219222	MFR	RM	1.15	Vacant	24	21	27	23
027819121	MFR	RM	0.57	Vacant	24	21	13	11
027806323	MFR	RM	7.58	Vacant	24	21	181	157
119231109	MFR	RM	0.50	Vacant	24	21	12	10
119231112	MFR	RM	1.49	Vacant	24	21	35	31

Table 4-9 Vacant Sites Allowing Residential Uses

APN	GPLU	ZONE	ACRE	EXISTING USE	MAX DENSITY	EST. DENSITY	MAX UNITS	TOTAL UNITS
119231110	MFR	RM	0.90	Vacant	24	21	21	18
119231108	MFR	RM	0.50	Vacant	24	21	12	10
119231105	MFR	RM	0.90	Vacant	24	21	21	18
120002102	MFR	RM	3.46	Vacant	24	21	82	71
120002101	MFR	RM	0.94	Vacant	24	21	22	19
120018103	MFR	RM	2.37	Vacant	24	21	56	49
119232105	MFR	RM	2.76	Vacant	24	21	66	57
119230111	MFR	RM	0.80	Vacant	24	21	19	16
119230110	MFR	RM	1.35	Vacant	24	21	32	28
119232104	MFR	RM	1.14	Vacant	24	21	27	23
119230102	MFR	RM	3.79	Vacant	24	21	90	78
119230101	MFR	RM	4.99	Vacant	24	21	119	103
119229124	MFR	RM	0.73	Vacant	24	21	17	15
119230104	MFR	RM	4.58	Vacant	24	21	109	95
119230107	MFR	RM	0.69	Vacant	24	21	16	14
119230106	MFR	RM	1.25	Vacant	24	21	29	25
119232103	MFR	RM	0.47	Vacant	24	21	11	9
119232101	MFR	RM	4.21	Vacant	24	21	101	87
119231111	MFR	RM	0.60	Vacant	24	21	14	12
Above Moderate-Income Units								
026136136	MFR	RU	0.38	Vacant	8	7	3	2
028118105	MFR	RU	0.45	Vacant	8	7	3	3
014117127	MFR	RU	0.64	Vacant	8	7	5	4
014207121	MFR	RU	10.07	Vacant	8	7	80	69
014206206	MFR	RU	2.71	Vacant	8	7	21	18
014205109	MFR	RU	7.40	Vacant	8	7	59	51
014213226	MFR	RU	2.48	Vacant	8	7	19	17
014213223	MFR	RU	0.52	Vacant	8	7	4	3
014213216	MFR	RU	0.47	Vacant	8	7	3	3
016433112	MFR	RU	1.84	Vacant	8	7	14	12
016433107	MFR	RU	0.66	Vacant	8	7	5	4

Table 4-9 Vacant Sites Allowing Residential Uses

APN	GPLU	ZONE	ACRE	EXISTING USE	MAX DENSITY	EST. DENSITY	MAX UNITS	TOTAL UNITS
026119119	MFR	RU	2.54	Vacant	8	7	20	17
026122108	MFR	RU	1.55	Vacant	8	7	12	10
026122109	MFR	RU	1.56	Vacant	8	7	12	10
026122117	MFR	RU	1.39	Vacant	8	7	11	9
026136135	MFR	RU	1.77	Vacant	8	7	14	12
027009323	MFR	RE	3.36	Vacant	1	1	3	2
028117205	MFR	RU	0.62	Vacant	8	7	4	4
028119203	MFR	RU	0.62	Vacant	8	7	4	4
028117204	MFR	RU	0.61	Vacant	8	7	4	4
028118219	MFR	RU	0.59	Vacant	8	7	4	4
028117218	MFR	RU	0.58	Vacant	8	7	4	4
027927126	MFR	RU	9.60	Vacant	8	7	76	66
027927109	MFR	RU	0.65	Vacant	8	7	5	4
027927115	MFR	RU	0.46	Vacant	8	7	3	3
028031209	MFR	RU	0.93	Vacant	8	7	7	6
028031210	MFR	RU	1.85	Vacant	8	7	14	12
027927127	MFR	RU	1.77	Vacant	8	7	14	12
027319241	MFR	RU	0.84	Vacant	8	7	6	5
013710114	MFR	RU	0.21	Vacant	8	7	1	1
013710107	MFR	RU	0.24	Vacant	8	7	1	1
013812326	MFR	RU	0.22	Vacant	8	7	1	1
013716106	MFR	RU	0.27	Vacant	8	7	2	1
013921201	MFR	RU	0.25	Vacant	8	7	1	1
013916148	MFR	RU	0.18	Vacant	8	7	1	1
013916150	MFR	RU	0.18	Vacant	8	7	1	1
013916149	MFR	RU	0.18	Vacant	8	7	1	1
013916144	MFR	RU	0.23	Vacant	8	7	1	1
014002311	MFR	RU	0.17	Vacant	8	7	1	1
014010217	MFR	RU	0.30	Vacant	8	7	2	2
014007205	MFR	RU	0.17	Vacant	8	7	1	1
014007119	MFR	RU	0.17	Vacant	8	7	1	1

Table 4-9 Vacant Sites Allowing Residential Uses

APN	GPLU	ZONE	ACRE	EXISTING USE	MAX DENSITY	EST. DENSITY	MAX UNITS	TOTAL UNITS
014007120	MFR	RU	0.17	Vacant	8	7	1	1
013926208	MFR	RU	0.21	Vacant	8	7	1	1
014207102	MFR	RU	0.21	Vacant	8	7	1	1
014207109	MFR	RU	0.25	Vacant	8	7	2	1
014206231	MFR	RU	0.20	Vacant	8	7	1	1
014318163	MFR	RU	0.18	Vacant	8	7	1	1
014505121	MFR	RU	0.21	Vacant	8	7	1	1
014506124	MFR	RU	0.22	Vacant	8	7	1	1
014503108	MFR	RU	0.17	Vacant	8	7	1	1
014609101	MFR	RU	0.18	Vacant	8	7	1	1
014608510	MFR	RU	0.17	Vacant	8	7	1	1
014608608	MFR	RU	0.18	Vacant	8	7	1	1
014502133	MFR	RU	0.23	Vacant	8	7	1	1
014502132	MFR	RU	0.23	Vacant	8	7	1	1
028123113	MFR	RU	0.22	Vacant	8	7	1	1
028118227	MFR	RU	0.18	Vacant	8	7	1	1
028029317	MFR	RU	0.25	Vacant	8	7	2	1
028031234	MFR	RU	0.17	Vacant	8	7	1	1
027318128	MFR	RU	0.20	Vacant	8	7	1	1
119128258	MFR	RU	0.20	Vacant	8	7	1	1
119128230	MFR	RU	0.17	Vacant	8	7	1	1
013702110	SFR	RS	0.41	Vacant	4.5	4	1	1
013709131	SFR	RS	0.35	Vacant	4.5	4	1	1
013807238	SFR	RS	0.34	Vacant	4.5	4	1	1
014273145	SFR	RS	0.35	Vacant	4.5	4	1	1
014265168	SFR	RS	0.40	Vacant	4.5	4	1	1
014327132	SFR	RS	0.38	Vacant	4.5	4	1	1
014316121	SFR	RS	0.41	Vacant	4.5	4	1	1
014408133	SFR	RS	0.38	Vacant	4.5	4	1	1
014409102	SFR	RS	0.46	Vacant	4.5	4	2	1
014405112	SFR	RS	0.35	Vacant	4.5	4	1	1

Table 4-9 Vacant Sites Allowing Residential Uses

APN	GPLU	ZONE	ACRE	EXISTING USE	MAX DENSITY	EST. DENSITY	MAX UNITS	TOTAL UNITS
014413150	SFR	RS	0.36	Vacant	4.5	4	1	1
014727124	SFR	RL	0.40	Vacant	3.5	3	1	1
014808210	SFR	RS	0.42	Vacant	4.5	4	1	1
014903269	SFR	RS	0.41	Vacant	4.5	4	1	1
015103127	SFR	RS	0.44	Vacant	4.5	4	1	1
015204154	SFR	RS	0.37	Vacant	4.5	4	1	1
015337203	SFR	RS	0.37	Vacant	4.5	4	1	1
015405112	SFR	RL	0.40	Vacant	3.5	3	1	1
015407305	SFR	RS	0.36	Vacant	4.5	4	1	1
015403114	SFR	RS	0.38	Vacant	4.5	4	1	1
015531106	SFR	RS	0.36	Vacant	4.5	4	1	1
015501336	SFR	RL	0.43	Vacant	3.5	3	1	1
015527127	SFR	RL	0.45	Vacant	3.5	3	1	1
015527130	SFR	RL	0.40	Vacant	3.5	3	1	1
015551108	SFR	RS	0.36	Vacant	4.5	4	1	1
015455216	SFR	RS	0.36	Vacant	4.5	4	1	1
015516146	SFR	RS	0.34	Vacant	4.5	4	1	1
015524103	SFR	RS	0.38	Vacant	4.5	4	1	1
015511104	SFR	RS	0.35	Vacant	4.5	4	1	1
015525126	SFR	RL	0.46	Vacant	3.5	3	1	1
015506303	SFR	RS	0.45	Vacant	4.5	4	2	1
015525123	SFR	RL	0.45	Vacant	3.5	3	1	1
026115228	SFR	RL	0.45	Vacant	3.5	3	1	1
026115241	SFR	RL	0.45	Vacant	3.5	3	1	1
026161155	SFR	RL	0.40	Vacant	3.5	3	1	1
026161156	SFR	RL	0.42	Vacant	3.5	3	1	1
027005139	SFR	RL	0.40	Vacant	3.5	3	1	1
026903108	SFR	RS	0.38	Vacant	4.5	4	1	1
026903106	SFR	RS	0.38	Vacant	4.5	4	1	1
026903105	SFR	RS	0.38	Vacant	4.5	4	1	1
026903104	SFR	RS	0.38	Vacant	4.5	4	1	1

Table 4-9 Vacant Sites Allowing Residential Uses

APN	GPLU	ZONE	ACRE	EXISTING USE	MAX DENSITY	EST. DENSITY	MAX UNITS	TOTAL UNITS
026903114	SFR	RS	0.34	Vacant	4.5	4	1	1
026905135	SFR	RS	0.34	Vacant	4.5	4	1	1
026905121	SFR	RS	0.42	Vacant	4.5	4	1	1
028560123	SFR	RS	0.33	Vacant	4.5	4	1	1
028560124	SFR	RS	0.39	Vacant	4.5	4	1	1
028521112	SFR	RS	0.38	Vacant	4.5	4	1	1
028523507	SFR	RS	0.40	Vacant	4.5	4	1	1
028523505	SFR	RS	0.35	Vacant	4.5	4	1	1
119121103	SFR	RS	0.42	Vacant	4.5	4	1	1
013623101	SFR	RS	0.56	Vacant	4.5	4	2	2
013623120	SFR	RS	0.48	Vacant	4.5	4	2	1
013623125	SFR	RS	0.48	Vacant	4.5	4	2	1
013652111	SFR	RS	6.34	Vacant	4.5	4	28	24
013808120	SFR	RS	0.92	Vacant	4.5	4	4	3
013804125	SFR	RS	0.69	Vacant	4.5	4	3	2
013813237	SFR	RS	0.86	Vacant	4.5	4	3	3
013934109	SFR	RS	0.81	Vacant	4.5	4	3	3
013934119	SFR	RS	3.84	Vacant	4.5	4	17	14
013934101	SFR	RS	0.90	Vacant	4.5	4	4	3
013911347	SFR	RS	1.06	Vacant	4.5	4	4	4
013828208	SFR	RS	0.91	Vacant	4.5	4	4	3
013933104	SFR	RS	0.58	Vacant	4.5	4	2	2
013932401	SFR	RS	0.70	Vacant	4.5	4	3	2
013934113	SFR	RS	0.76	Vacant	4.5	4	3	2
014123103	SFR	RS	1.97	Vacant	4.5	4	8	7
014207142	SFR	RS	11.26	Vacant	4.5	4	50	43
014219113	SFR	RS	1.83	Vacant	4.5	4	8	7
014220102	SFR	RS	1.93	Vacant	4.5	4	8	7
014218124	SFR	RS	2.36	Vacant	4.5	4	10	9
014218112	SFR	RS	2.46	Vacant	4.5	4	11	9
014251123	SFR	RS	1.10	Vacant	4.5	4	4	4

Table 4-9 Vacant Sites Allowing Residential Uses

APN	GPLU	ZONE	ACRE	EXISTING USE	MAX DENSITY	EST. DENSITY	MAX UNITS	TOTAL UNITS
014251122	SFR	RS	1.69	Vacant	4.5	4	7	6
014302230	SFR	RS	0.50	Vacant	4.5	4	2	1
014265162	SFR	RS	1.67	Vacant	4.5	4	7	6
014265170	SFR	RS	0.48	Vacant	4.5	4	2	1
014406114	SFR	RS	0.69	Vacant	4.5	4	3	2
014406107	SFR	RS	1.17	Vacant	4.5	4	5	4
014406113	SFR	RS	0.50	Vacant	4.5	4	2	1
014521234	SFR	RS	0.50	Vacant	4.5	4	2	1
014727123	SFR	RL	2.58	Vacant	3.5	3	9	7
014727122	SFR	RL	1.86	Vacant	3.5	3	6	5
014727103	SFR	RL	1.72	Vacant	3.5	3	6	5
014727125	SFR	RL	2.81	Vacant	3.5	3	9	8
014912416	SFR	RS	1.42	Vacant	4.5	4	6	5
015022173	SFR	RS	0.58	Vacant	4.5	4	2	2
015104172	SFR	RS	0.73	Vacant	4.5	4	3	2
015102112	SFR	RS	0.98	Vacant	4.5	4	4	3
015101101	SFR	RS	0.74	Vacant	4.5	4	3	2
015116133	SFR	RS	0.57	Vacant	4.5	4	2	2
015104110	SFR	RS	0.51	Vacant	4.5	4	2	1
015116132	SFR	RS	0.97	Vacant	4.5	4	4	3
015103119	SFR	RL	1.51	Vacant	3.5	3	5	4
015104133	SFR	RS	0.46	Vacant	4.5	4	2	1
015108101	SFR	RS	1.03	Vacant	4.5	4	4	3
015204175	SFR	RS	0.49	Vacant	4.5	4	2	1
015204174	SFR	RS	1.02	Vacant	4.5	4	4	3
015339112	SFR	RE	1.23	Vacant	1	1	1	1
015338103	SFR	RE	3.30	Vacant	1	1	3	2
015315145	SFR	RS	0.66	Vacant	4.5	4	2	2
015337208	SFR	RS	0.89	Vacant	4.5	4	4	3
015404102	SFR	RL	4.83	Vacant	3.5	3	16	14
015404103	SFR	RL	3.51	Vacant	3.5	3	12	10

Table 4-9 Vacant Sites Allowing Residential Uses

APN	GPLU	ZONE	ACRE	EXISTING USE	MAX DENSITY	EST. DENSITY	MAX UNITS	TOTAL UNITS
015401176	SFR	RL	38.94	Vacant	3.5	3	136	117
015410330	SFR	RS	1.71	Vacant	4.5	4	7	6
015501356	SFR	RL	0.52	Vacant	3.5	3	1	1
015501357	SFR	RL	1.11	Vacant	3.5	3	3	3
015501301	SFR	RL	1.20	Vacant	3.5	3	4	3
015501302	SFR	RL	0.51	Vacant	3.5	3	1	1
015501341	SFR	RL	0.97	Vacant	3.5	3	3	2
015501348	SFR	RL	1.25	Vacant	3.5	3	4	3
015501313	SFR	RL	1.13	Vacant	3.5	3	3	3
015501361	SFR	RL	0.96	Vacant	3.5	3	3	2
015501316	SFR	RL	0.98	Vacant	3.5	3	3	2
015501328	SFR	RL	1.92	Vacant	3.5	3	6	5
015501323	SFR	RL	0.74	Vacant	3.5	3	2	2
015502113	SFR	RL	1.24	Vacant	3.5	3	4	3
015537258	SFR	RL	47.17	Vacant	3.5	3	165	142
015527121	SFR	RL	0.55	Vacant	3.5	3	1	1
015527105	SFR	RL	0.62	Vacant	3.5	3	2	1
015527122	SFR	RL	0.93	Vacant	3.5	3	3	2
015527143	SFR	RL	0.73	Vacant	3.5	3	2	2
015502112	SFR	RL	1.65	Vacant	3.5	3	5	4
015549101	SFR	RL	7.82	Vacant	3.5	3	27	23
015532124	SFR	RL	3.39	Vacant	3.5	3	11	10
015548223	SFR	RL	2.14	Vacant	3.5	3	7	6
015550102	SFR	RL	9.40	Vacant	3.5	3	32	28
015547118	SFR	RL	1.05	Vacant	3.5	3	3	3
015532145	SFR	RL	5.10	Vacant	3.5	3	17	15
015551118	SFR	RL	0.50	Vacant	3.5	3	1	1
015501113	SFR	RL	6.15	Vacant	3.5	3	21	18
015501114	SFR	RL	0.95	Vacant	3.5	3	3	2
015525127	SFR	RL	0.73	Vacant	3.5	3	2	2
015513124	SFR	RL	0.95	Vacant	3.5	3	3	2

Table 4-9 Vacant Sites Allowing Residential Uses

APN	GPLU	ZONE	ACRE	EXISTING USE	MAX DENSITY	EST. DENSITY	MAX UNITS	TOTAL UNITS
015554309	SFR	RL	0.59	Vacant	3.5	3	2	1
015553108	SFR	RL	0.74	Vacant	3.5	3	2	2
015540109	SFR	RL	1.11	Vacant	3.5	3	3	3
015540108	SFR	RL	1.67	Vacant	3.5	3	5	5
015553125	SFR	RL	8.36	Vacant	3.5	3	29	25
015525122	SFR	RL	0.78	Vacant	3.5	3	2	2
015506308	SFR	RS	0.64	Vacant	4.5	4	2	2
015505101	SFR	RS	0.54	Vacant	4.5	4	2	2
015525119	SFR	RL	0.80	Vacant	3.5	3	2	2
015512131	SFR	RL	0.62	Vacant	3.5	3	2	1
015512140	SFR	RL	0.51	Vacant	3.5	3	1	1
015512135	SFR	RL	0.53	Vacant	3.5	3	1	1
015525124	SFR	RL	1.44	Vacant	3.5	3	5	4
015512139	SFR	RL	0.68	Vacant	3.5	3	2	2
015512143	SFR	RL	0.90	Vacant	3.5	3	3	2
015512109	SFR	RL	0.91	Vacant	3.5	3	3	2
015525121	SFR	RL	0.59	Vacant	3.5	3	2	1
026115239	SFR	RL	1.05	Vacant	3.5	3	3	3
026115246	SFR	RL	0.52	Vacant	3.5	3	1	1
026115236	SFR	RL	1.00	Vacant	3.5	3	3	3
026119132	SFR	RE	2.41	Vacant	1	1	2	2
026115238	SFR	RL	1.05	Vacant	3.5	3	3	3
026104118	SFR	RL	3.33	Vacant	3.5	3	11	10
026101109	SFR	RL	4.21	Vacant	3.5	3	14	12
026106212	SFR	RL	2.57	Vacant	3.5	3	8	7
026104121	SFR	RL	1.40	Vacant	3.5	3	4	4
026106216	SFR	RL	5.00	Vacant	3.5	3	17	15
026104102	SFR	RL	5.02	Vacant	3.5	3	17	15
026161154	SFR	RL	0.47	Vacant	3.5	3	1	1
026106211	SFR	RL	2.50	Vacant	3.5	3	8	7
026106215	SFR	RL	4.68	Vacant	3.5	3	16	14

Table 4-9 Vacant Sites Allowing Residential Uses

APN	GPLU	ZONE	ACRE	EXISTING USE	MAX DENSITY	EST. DENSITY	MAX UNITS	TOTAL UNITS
026112110	SFR	RE	11.11	Vacant	1	1	11	9
026102134	SFR	RL	0.92	Vacant	3.5	3	3	2
026101113	SFR	RL	7.55	Vacant	3.5	3	26	22
026104122	SFR	RL	1.40	Vacant	3.5	3	4	4
026101103	SFR	RL	7.65	Vacant	3.5	3	26	23
026103204	SFR	RL	5.95	Vacant	3.5	3	20	17
026106213	SFR	RL	2.58	Vacant	3.5	3	9	7
026101114	SFR	RL	0.93	Vacant	3.5	3	3	2
026106214	SFR	RL	2.51	Vacant	3.5	3	8	7
026113101	SFR	RE	2.27	Vacant	1	1	2	1
026104124	SFR	RL	1.00	Vacant	3.5	3	3	3
027005135	SFR	RL	4.80	Vacant	3.5	3	16	14
027005124	SFR	RL	2.30	Vacant	3.5	3	8	6
027005128	SFR	RL	0.75	Vacant	3.5	3	2	2
027005140	SFR	RL	10.15	Vacant	3.5	3	35	30
027005126	SFR	RL	3.94	Vacant	3.5	3	13	11
027005137	SFR	RL	17.38	Vacant	3.5	3	60	52
027005127	SFR	RL	10.55	Vacant	3.5	3	36	31
027213112	SFR	RS	0.74	Vacant	4.5	4	3	2
027010101	SFR	RL	3.87	Vacant	3.5	3	13	11
027009101	SFR	RL	10.96	Vacant	3.5	3	38	33
027009107	SFR	RL	4.51	Vacant	3.5	3	15	13
027009105	SFR	RL	2.35	Vacant	3.5	3	8	7
027010110	SFR	RE	4.59	Vacant	1	1	4	3
026911102	SFR	RS	1.14	Vacant	4.5	4	5	4
026911101	SFR	RS	1.14	Vacant	4.5	4	5	4
026848118	SFR	RS	1.72	Vacant	4.5	4	7	6
026848117	SFR	RS	2.82	Vacant	4.5	4	12	10
026912104	SFR	RS	1.14	Vacant	4.5	4	5	4
026912103	SFR	RS	1.14	Vacant	4.5	4	5	4
026912102	SFR	RS	1.14	Vacant	4.5	4	5	4

Table 4-9 Vacant Sites Allowing Residential Uses

APN	GPLU	ZONE	ACRE	EXISTING USE	MAX DENSITY	EST. DENSITY	MAX UNITS	TOTAL UNITS
026912101	SFR	RS	1.08	Vacant	4.5	4	4	4
026903103	SFR	RS	0.88	Vacant	4.5	4	3	3
026905144	SFR	RS	0.57	Vacant	4.5	4	2	2
026905125	SFR	RS	1.14	Vacant	4.5	4	5	4
026905126	SFR	RS	1.14	Vacant	4.5	4	5	4
026911109	SFR	RS	1.59	Vacant	4.5	4	7	6
026822119	SFR	RS	0.72	Vacant	4.5	4	3	2
026822120	SFR	RS	0.62	Vacant	4.5	4	2	2
026903135	SFR	RS	0.50	Vacant	4.5	4	2	1
026911128	SFR	RS	0.83	Vacant	4.5	4	3	3
026911114	SFR	RS	1.14	Vacant	4.5	4	5	4
026911115	SFR	RS	1.14	Vacant	4.5	4	5	4
028510342	SFR	RS	1.30	Vacant	4.5	4	5	5
028520146	SFR	RS	1.36	Vacant	4.5	4	6	5
028516112	SFR	RS	1.34	Vacant	4.5	4	6	5
028560125	SFR	RS	0.61	Vacant	4.5	4	2	2
028560126	SFR	RS	0.47	Vacant	4.5	4	2	1
034810174	SFR	RE	12.00	Vacant	1	1	12	10
034811122	SFR	RE	1.49	Vacant	1	1	1	1
034811119	SFR	RE	1.36	Vacant	1	1	1	1
034810171	SFR	RE	5.02	Vacant	1	1	5	4
034810168	SFR	RE	5.01	Vacant	1	1	5	4
034810175	SFR	RE	10.00	Vacant	1	1	10	8
034810110	SFR	RE	12.68	Vacant	1	1	12	10
034810169	SFR	RE	7.71	Vacant	1	1	7	6
034810160	SFR	RE	2.96	Vacant	1	1	2	2
034811134	SFR	RE	12.06	Vacant	1	1	12	10
034811145	SFR	RE	2.46	Vacant	1	1	2	2
034811111	SFR	RL	3.52	Vacant	3.5	3	12	10
034811120	SFR	RL	12.01	Vacant	3.5	3	42	36
034808120	SFR	RE	32.27	Vacant	1	1	32	27

Table 4-9 Vacant Sites Allowing Residential Uses

APN	GPLU	ZONE	ACRE	EXISTING USE	MAX DENSITY	EST. DENSITY	MAX UNITS	TOTAL UNITS
034808130	SFR	RE	97.84	Vacant	1	1	97	84
034811139	SFR	RE	2.41	Vacant	1	1	2	2
034811151	SFR	RE	24.83	Vacant	1	1	24	21
034811116	SFR	RE	12.38	Vacant	1	1	12	10
034808121	SFR	RE	1.43	Vacant	1	1	1	1
034808105	SFR	RE	24.54	Vacant	1	1	24	21
034814212	SFR	RL	2.20	Vacant	3.5	3	7	6
034811152	SFR	RE	3.85	Vacant	1	1	3	3
034810122	SFR	RE	37.43	Vacant	1	1	37	32
034810119	SFR	RE	25.98	Vacant	1	1	25	22
034810176	SFR	RE	4.96	Vacant	1	1	4	4
034808122	SFR	RL	2.07	Vacant	3.5	3	7	6
034808123	SFR	RL	11.96	Vacant	3.5	3	41	36
034810163	SFR	RE	5.00	Vacant	1	1	5	4
034810177	SFR	RE	15.55	Vacant	1	1	15	13
034810166	SFR	RE	3.28	Vacant	1	1	3	2
034810164	SFR	RE	10.08	Vacant	1	1	10	8
034810165	SFR	RE	4.31	Vacant	1	1	4	3
034810112	SFR	RE	26.17	Vacant	1	1	26	22
034810142	SFR	RE	2.68	Vacant	1	1	2	2
119114138	SFR	RS	0.92	Vacant	4.5	4	4	3
119114140	SFR	RS	1.57	Vacant	4.5	4	7	6
119123147	SFR	RS	2.28	Vacant	4.5	4	10	8
119120105	SFR	RS	2.08	Vacant	4.5	4	9	8
119967112	SFR	RS	1.28	Vacant	4.5	4	5	4
119934131	SFR	RL	0.68	Vacant	3.5	3	2	2
120020102	SFR	RS	1.24	Vacant	4.5	4	5	4
120022103	SFR	RS	3.44	Vacant	4.5	4	15	13
119905166	SFR	RS	0.66	Vacant	4.5	4	2	2
119901101	SFR	RL	43.29	Vacant	3.5	3	151	130
119905165	SFR	RS	0.63	Vacant	4.5	4	2	2

Table 4-9 Vacant Sites Allowing Residential Uses

APN	GPLU	ZONE	ACRE	EXISTING USE	MAX DENSITY	EST. DENSITY	MAX UNITS	TOTAL UNITS
119933105	SFR	RL	4.17	Vacant	3.5	3	14	12
119903133	SFR	RS	0.77	Vacant	4.5	4	3	3
119934101	SFR	RS	11.78	Vacant	4.5	4	53	45
119919121	SFR	RS	0.52	Vacant	4.5	4	2	2
119929106	SFR	RS	3.15	Vacant	4.5	4	14	12
013919152	SFR	RS	0.26	Vacant	4.5	4	1	1
014220101	SFR	RS	0.28	Vacant	4.5	4	1	1
014273142	SFR	RS	0.32	Vacant	4.5	4	1	1
014273141	SFR	RS	0.28	Vacant	4.5	4	1	1
014331321	SFR	RS	0.29	Vacant	4.5	4	1	1
014406135	SFR	RS	0.29	Vacant	4.5	4	1	1
014419105	SFR	RS	0.31	Vacant	4.5	4	1	1
014903224	SFR	RS	0.29	Vacant	4.5	4	1	1
015104169	SFR	RS	0.27	Vacant	4.5	4	1	1
015204134	SFR	RS	0.26	Vacant	4.5	4	1	1
015503115	SFR	RS	0.29	Vacant	4.5	4	1	1
015514140	SFR	RS	0.29	Vacant	4.5	4	1	1
015533103	SFR	RS	0.29	Vacant	4.5	4	1	1
027014215	SFR	RS	0.27	Vacant	4.5	4	1	1
026903127	SFR	RS	0.26	Vacant	4.5	4	1	1
026911126	SFR	RS	0.28	Vacant	4.5	4	1	1
026905130	SFR	RS	0.28	Vacant	4.5	4	1	1
026937101	SFR	RS	0.26	Vacant	4.5	4	1	1
028523509	SFR	RS	0.30	Vacant	4.5	4	1	1
028523511	SFR	RS	0.28	Vacant	4.5	4	1	1
028523506	SFR	RS	0.27	Vacant	4.5	4	1	1
027804166	SP	RM	14.53	Vacant	24	21	348	301
027804141	SP	RM	1.41	Vacant	24	21	33	29
027805117	SP	RS	4.64	Vacant	4.5	4	20	18
027805108	SP	RM	4.44	Vacant	24	21	106	92
027805124	SP	RS	6.78	Vacant	4.5	4	30	26

4.4 IMPLEMENTATION RESOURCES

Managing and providing affordable housing and support services requires financial and administrative services beyond the capacity of City staff. The following section provides a snapshot of organizations and funding resources that can be leveraged to implement these activities.

ADMINISTRATIVE RESOURCES

San Bernardino relies on the active involvement of public and nonprofit agencies to meet local housing and supportive service needs. Some of the active organizations in the City are listed here.

- **Neighborhood Partnership Housing Services.** Neighborhood Partnership Housing Services (NPHS) is a nonprofit community development organization dedicated to building equitable communities in the Inland Empire since 1991. NPHS has grown from a small grassroots organization into a multifaceted organization focused primarily on the Southern California region. NPHS administers homeownership and housing rehabilitation programs for the City.
- **Habitat for Humanity.** Habitat for Humanity is a nonprofit organization dedicated to building affordable housing and rehabilitating homes nationwide, with a strong presence in California. Habitat homes are sold to very low-income families at no profit with affordable, no-interest loans. Volunteers, churches, and businesses provide most of the labor; public agencies or individuals donate land. In recent years, Habitat also provides housing rehabilitation assistance.
- **Inland Fair Housing and Mediation Board (IFHMB).** IFHMB is the designated fair housing services provider in the City. IFHMB provides free services to low and moderate income individuals throughout the Inland Empire region. This program includes fair housing services, landlord/tenant mediation services, housing counseling, and alternative dispute resolution. IFHMB also provides education on housing rights and responsibilities.
- **At-Risk Affordable Housing Developers.** Several additional developers may be able to assist in preserving affordability covenants attached to at-risk affordable housing projects: National Community Renaissance, Jamboree Housing Corporation, Abode Housing Corporation, TELACU, Neighborhood Housing Services, Habitat for Humanity San Bernardino, a Community of Friends, and numerous other partners.
- **Local Community Organizations.** The City has an extensive network of local community organizations who are active in providing a wide range of housing and community services. Chapter 2 listed the many organizations providing services to special needs households in the City. Faith-based organizations include groups such as Inland Congregations United for Change, Lutheran Social Services, and local health care organizations.

FINANCIAL RESOURCES

The City relies on 10 primary sources of funding to implement and support housing activities. These revenue sources and funding allocated annually are summarized in **Table 4-10**.

Table 4-10 Primary Financial Resources

FUNDING PROGRAM	DESCRIPTION OF FUNDING PROGRAM	ELIGIBLE ACTIVITIES
Community Development Block Grant	The federal government awards CDBG funds annually on a formula basis to entitled cities to carry out a range of community development activities directed toward revitalizing neighborhoods, economic development, and improving community facilities and services, principally targeted for low and moderate-income persons. The City receives an annual allocation of \$3.5 million.	<ul style="list-style-type: none"> • Property acquisition • Housing rehabilitation • Homebuyer assistance • Economic dev't • Homeless assistance • Public services • Infrastructure improv't
HOME Investment Partnerships Program	The federal government awards HOME funds annually on a formula basis to entitled cities to fund a range of activities including building, buying, and rehabilitating affordable housing or providing direct rental assistance to low-income people. Cities must comply with specific matching funds from nonfederal sources. The City receives an annual allocation of \$4 million.	<ul style="list-style-type: none"> • Site acquisition • Site improvement • Rehabilitation • Homebuyer assistance • Rental assistance
Emergency Solutions Grant (ESG)	The federal government awards ESG funds annually to cities to address local homelessness. This includes funds to outreach to homeless people; improve, provide and operate shelters; provide essential services to shelter residents; rapidly re-house homeless people; and prevent people from becoming homeless. The City receives an annual allocation of \$250,000.	<ul style="list-style-type: none"> • Street outreach • Emergency shelter • Prevention activities • Rapid rehousing • Data Collection (HMIS)
Neighborhood Stabilization Funds (NSP)	The federal government established his program to provide emergency assistance to stabilize communities with high rates of abandoned and foreclosed homes, and to assist households whose annual incomes are up to 120 percent of the area median income (AMI). The U.S. Congress approved three rounds of NSP funding. The City has \$2 million in NSP funds for this period.	<ul style="list-style-type: none"> • Purchase/rehab of abandoned or foreclosed • Establish land banks for foreclosed homes • Demolish + redevelop blighted properties and vacant sites

Table 4-10 Primary Financial Resources

FUNDING PROGRAM	DESCRIPTION OF FUNDING PROGRAM	ELIGIBLE ACTIVITIES
Low Income Housing Tax Credits (LIHTC)	This federal program subsidizes the acquisition, construction, and rehabilitation of affordable rental housing. States award the credits on a competitive basis to developers of affordable rental housing. Developers often sell the credits to investors to obtain funding who claim LIHTC credit over a 10-year period.	<ul style="list-style-type: none"> • Housing development • Housing acquisition • Housing rehabilitation
Housing Choice Vouchers	The County of San Bernardino Housing Authority administers the Housing Choice Voucher (HCV) program for the City of San Bernardino. Funds are used to maintain the affordability of subsidized affordable housing project, support public housing, and provide 2,600 rental housing vouchers for residents.	<ul style="list-style-type: none"> • Rental assistance • Scattered sites • Family self sufficiency • Moving to Work • Public housing
The Building Homes and Jobs Act (aka SB 2)	The California HCD provides grants to cities for plans and process improvements that accelerate housing production. HCD awarded the City funds for its Housing Element, fair housing, DTSP, Carousel Mall, and outreach efforts. The City received \$1.1 million for the 6th cycle Housing Element planning period.	<ul style="list-style-type: none"> • General Plan • Housing Element • Development codes • Fair Housing • Design guidelines
Redevelopment Funds	While redevelopment agencies were dissolved with state legislation in 2012/2013, the City of San Bernardino maintains former RDA funds that can be used to stimulate the development of affordable housing. Use of the funds is subject to strict guidelines. The City has about \$6 million of RDA funds remaining.	<ul style="list-style-type: none"> • Site acquisition • Affordable housing development
HOME ARP	San Bernardino is eligible to receive up to \$5 million in HOME American Rescue Plan (ARP) grants. Funds must be used to address homelessness, persons at risk of homelessness, those fleeing violence situations, and those needing supportive services. HCD will also receive \$131 million to implement the program.	<ul style="list-style-type: none"> • Affordable Housing • Tenant-Based Rental Assistance (TBRA) • Supportive, Prevention, Housing Counsel Svcs • Noncongregate Shelter
American Rescue Plan	The City will receive \$85 million in pandemic relief under the American Rescue Plan (ARPA). Jurisdictions must provide annual expenditure reports to the Treasury documenting state and local expenditures.	<ul style="list-style-type: none"> • Infrastructure • Violence Prevention • Parks, Rec, Open Space • Other expenses

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5.0 FAIR HOUSING

This chapter addresses the fair housing requirements for housing elements. It begins with an overview of key requirements, outreach efforts to date, then provides the requisite analysis. Programs to address fair housing concerns are detailed in the Housing Plan of this element.

In recent years, one of the most significant new housing laws has been in the arena of fair housing. With the passage of Assembly Bill 686 (AB 686), Affirmatively Furthering Fair Housing, all housing elements due on or after January 1, 2021, must contain an Assessment of Fair Housing (AFH) consistent with the core elements of the analysis required by the federal Affirmatively Furthering Fair Housing (AFFH) Final Rule of 2015. The goal of this fair housing assessment is to ensure that people have fair housing choice.

Fair housing choice means that individuals and families have the information, opportunity, and options to live where they choose without unlawful discrimination and other barriers related to race, color, religion, sex, familial status, national origin, disability, or other protected characteristics.

AFFH Guidance Memorandum, California Department of Housing and Community Development (2021)

Affirmatively further fair housing means “taking meaningful actions that, taken together, address significant disparities in housing needs and in access to opportunity, replacing segregated living patterns with truly integrated and balanced living patterns, transforming racially and ethnically concentrated areas of poverty into areas of opportunity, and fostering and maintaining compliance with civil rights and fair housing laws” (Government Code 8899.50(a)).

California HCD has issued requirements for addressing AB 686 into the housing element. Specifically, the AFH analysis must contain the following:¹

- **Assessment of Fair Housing.** This includes a summary of fair housing issues, an analysis of available federal, state, and local data knowledge to identify patterns of segregation or other barriers to fair housing, and prioritization of contributing factors to fair housing issues.
- **Housing Element Sites Inventory.** This includes the identification of sites for future housing to accommodate all income levels of the City’s share of the regional housing needs and select sites that also serve the purpose of furthering more integrated and balanced living patterns.
- **Response to Contributing Fair Housing Issues.** This includes the development of program(s) that affirmatively further fair housing and promote housing opportunities throughout the community for protected classes and addresses contributing factors identified in the AFH.

¹ California Department of Housing and Community Development, Affirmatively Furthering Fair Housing, Guidance for All Public Entities and for Housing Elements (April 2021); Accessed at: https://www.hcd.ca.gov/community-development/affh/docs/affh_document_final_4-27-2021.pdf.

5.1 INTEGRATION AND SEGREGATION

The AFH requires that cities address patterns of segregation that may disproportionately affect persons of protected classes. To inform this assessment, data were collected on demographic and housing characteristics to assess the presence of patterns that suggest fair housing concerns.

HOUSEHOLD INCOME

Household income is a key determinant that affects opportunity, accessibility, and housing security. Household income can be a barrier to accessing and maintaining safe and healthy housing for residents. In the City of San Bernardino, the median household income is \$45,834, which is 25 percent lower than the Countywide median household income. Comparatively, cities shown in **Table 5-1** have a median household income from \$53,000 to \$74,000. The City's median income falls far below the County average of \$61,291 and is within the lowest quartile.

The City also has one of the highest prevalence of lower income households; 23,625 households earn less than 50 percent of the County median income. According to the CHAS, the prevalence of lower income households averages 47 percent Countywide, ranging from a low of 23 percent in Chino Hills to a high of 71 percent in Needles. For comparison, 61 percent of households in San Bernardino (the fourth highest Countywide) earn low income. However, among renter households, the City has the second highest proportion of low income households—77 percent.

Figure 5-1 displays the differences in household income, geographically, throughout San Bernardino. The northwest corner of the City, known as Verdemon, is one of the only moderate income tracts. Cajon and North Park (on the west), Kendall Hills and Hudson Park (on the northwest), and Small Canyons and Amber Hills (northeast) are moderate household income tracts. Besides these areas, the City's neighborhoods are predominantly lower income. Looking outside the City boundary, the City is surrounded by lower to moderate income census tracts.




San Bernardino has a significant concentration of low- to moderate-income tracts, defined as tracts where more than half the households earn less than 80 percent of the median family income. As shown in **Figure 5-2**, neighborhoods in the downtown area and central part of the City have high concentrations of lower income residents (75 to 100 percent). Additionally, in the southern and western portions of the City, neighborhoods have 50 to 75 percent lower income tracts.

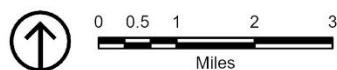
Table 5-1 Household Income, San Bernardino and the Region

City	Hhld Med. Income	% Low Income
San Bernardino	\$45,834	61%
Colton	\$53,838	53%
Loma Linda	\$55,607	46%
Redlands	\$74,839	37%
Rialto	\$61,518	49%
Yucaipa	\$69,104	40%
County Avg.	\$61,291	47%

Source: 2015-2019 ACS.

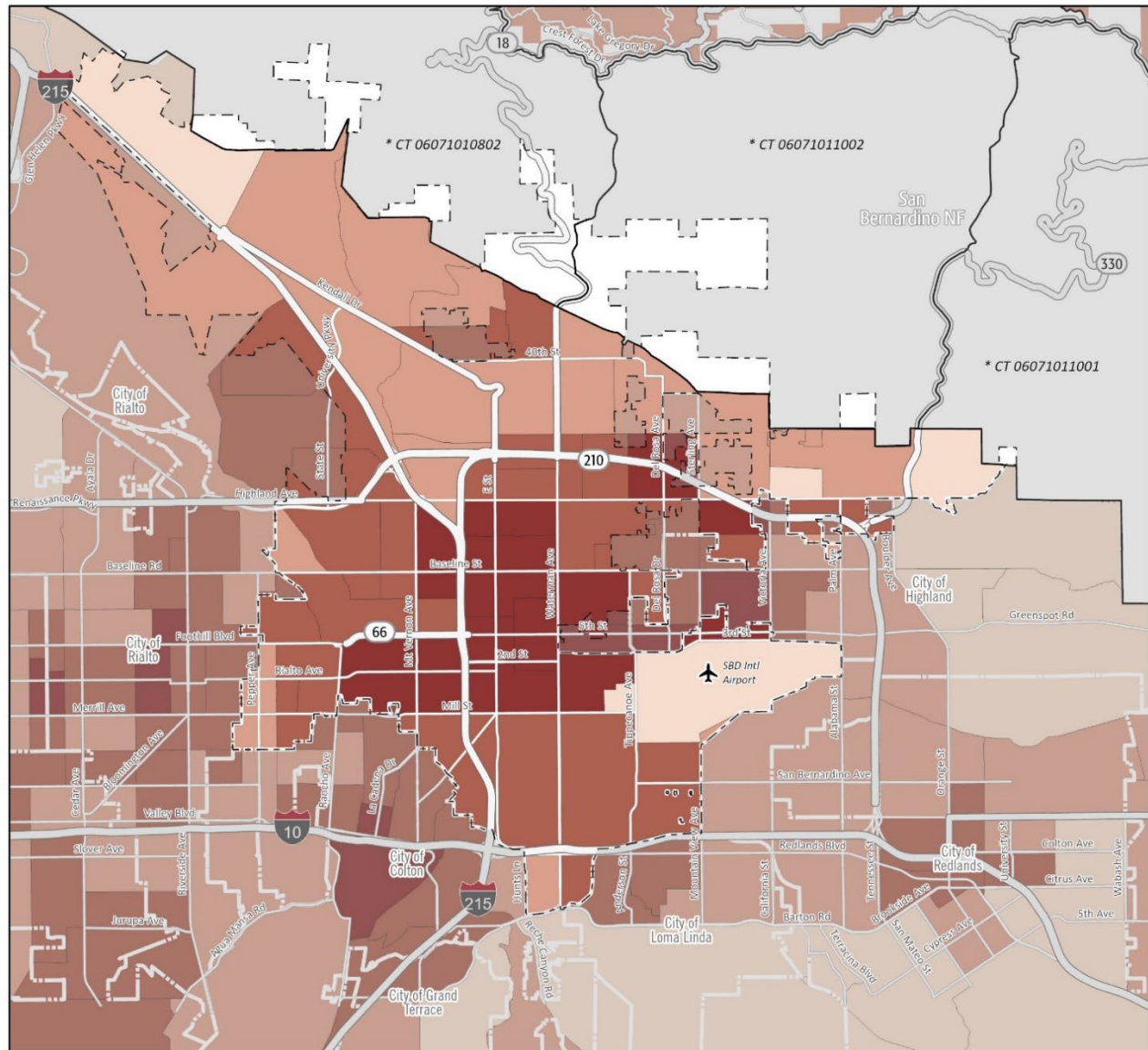


 Low Income (Less than \$57,450)
 Moderate Income (Between \$57,450 and \$69,700)
 Above Moderate Income (Greater than \$69,700)



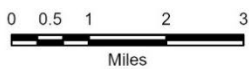
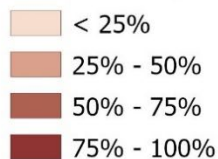
* Data is not shown for Census Tracts 108.02, 110.01, and 110.02. The vast majority of these census tracts is located in unincorporated mountain communities. As the data represents conditions exclusive to the mountain communities, they are not shown for City planning purposes.

City of San Bernardino General Plan – Housing Element



San Bernardino City Boundary

Percent of Low/Moderate Income Population



Source: ESRI, U.S. Census 2015, PlaceWorks

* Data is not shown for Census Tracts 108.02, 110.01, and 110.02. The vast majority of these census tracts is located in unincorporated mountain communities. As the data represents conditions exclusive to the mountain communities, they are not shown for City planning purposes.

Figure 5-2 Prevalance of Low-Income Population

RACE AND ETHNICITY

San Bernardino has a complex race and ethnic profile, influenced by its history, world events, changes to its economy, and trends in immigration. Like many cities in the prewar period, San Bernardino's neighborhoods were segregated. Blacks and Hispanics were concentrated on the west and south sides of San Bernardino and were excluded from housing north of Baseline and east of I-215. Despite this segregation, thriving communities developed—Valley Truck Farms, Vernon Corridor, and a mixed Hispanic-Black community in Muscoy.

In 1980, San Bernardino's predominant race/ethnic group was White, comprising 57 percent, followed by Hispanic (25 percent), Black (15 percent), and all others combined (3 percent). Forty years later, Hispanics are the predominant group in all census tracts except Verdernont (**Table 5-2**). By 2020, residents identifying as White fell to 14 percent, Blacks remained at 13 percent, and Asians rose to 4 percent. While the City has historically had segregative practices, they have long ended and remnant patterns gradually diminished.

The dissimilarity index is used to measure the level of segregation within in a city. The index ranges from 0 (total integration) to 100 (total segregation). Values of 60 or above are considered high, and means that 60 percent (or more) of one group would need to move to a different tract for both groups to be equally distributed. Values of 40 or 50 are moderate, and values of 30 or below are low segregation. In **Table 5-3**, five of six race-ethnic pairings improved in integration from 1980-2020.² **Figure 5-3** shows the multi-racial/ethnic composition of neighborhoods that typify San Bernardino. Only one census tract is predominantly White, all others are predominantly Hispanic.

Table 5-2 Race and Ethnicity, San Bernardino and the Region

Race and Ethnicity	Percent of Residents	
	City	County
Hispanic (any race)	66.2%	54.8%
White	14.4%	25.2%
Black	12.1%	8.4%
Asian/Pacific Is.	4.1%	8.2%
All Others	3.2%	3.1%

Source: ACS 2015-2019.

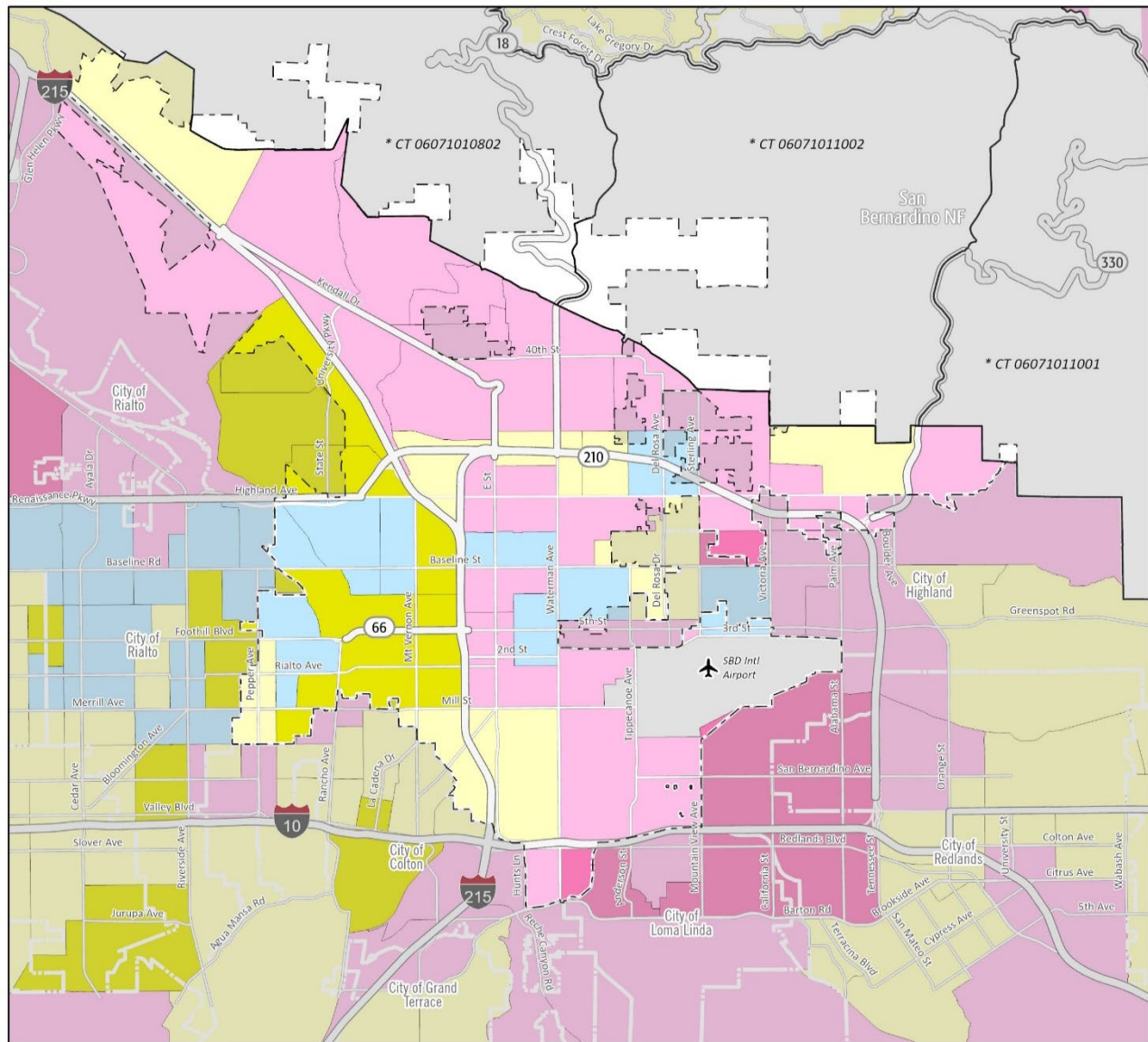
Note: Race and ethnic groups are combined for groups representing 3 percent or less of the population

Table 5-3 Dissimilarity Index, City of San Bernardino

Race and Ethnicity	Dissimilarity Score	
	1980	2020
White & Black	65	27
White & Hispanic	53	35
White & Asian	27	35
Black & Hispanic	42	25
Black & Asian	60	34
Hispanic & Asian	50	40

Source: Brown University

² See Brown University, Population Diversity and Disparities, online at: <https://s4.ad.brown.edu/projects/diversity/index.htm>.



San Bernardino City Boundary

Neighborhood Concentration

- Black-Latinx
- Latinx-White
- Mostly Latinx
- 3 Group Mix
- 4 Group Mix
- Unpopulated Tract



0 0.5 1 2 3
Miles

Source: ESRI, UC Berkley 2019, PlaceWorks

* Data is not shown for Census Tracts 108.02, 110.01, and 110.02. The vast majority of these census tracts is located in unincorporated mountain communities. As the data represents conditions exclusive to the mountain communities, they are not shown for City planning purposes.

Figure 5-3 Neighborhood Race/Ethnicity by Census Tract

CONCENTRATED AREAS OF POVERTY AND AFFLUENCE

Where one lives can affect mental and physical health, education and economic opportunities. It is well established that segregated areas also have lower levels of upward economic mobility than other, more-integrated areas.³ However, racial and ethnic enclaves may also provide beneficial opportunities, such as proximity to centers of cultural significance, business or social networks, and supportive communities that can help immigrants or minorities become more established or preserve important cultural traditions. Overall, it is important to study and identify these areas in order to understand patterns of segregation and poverty in a city.

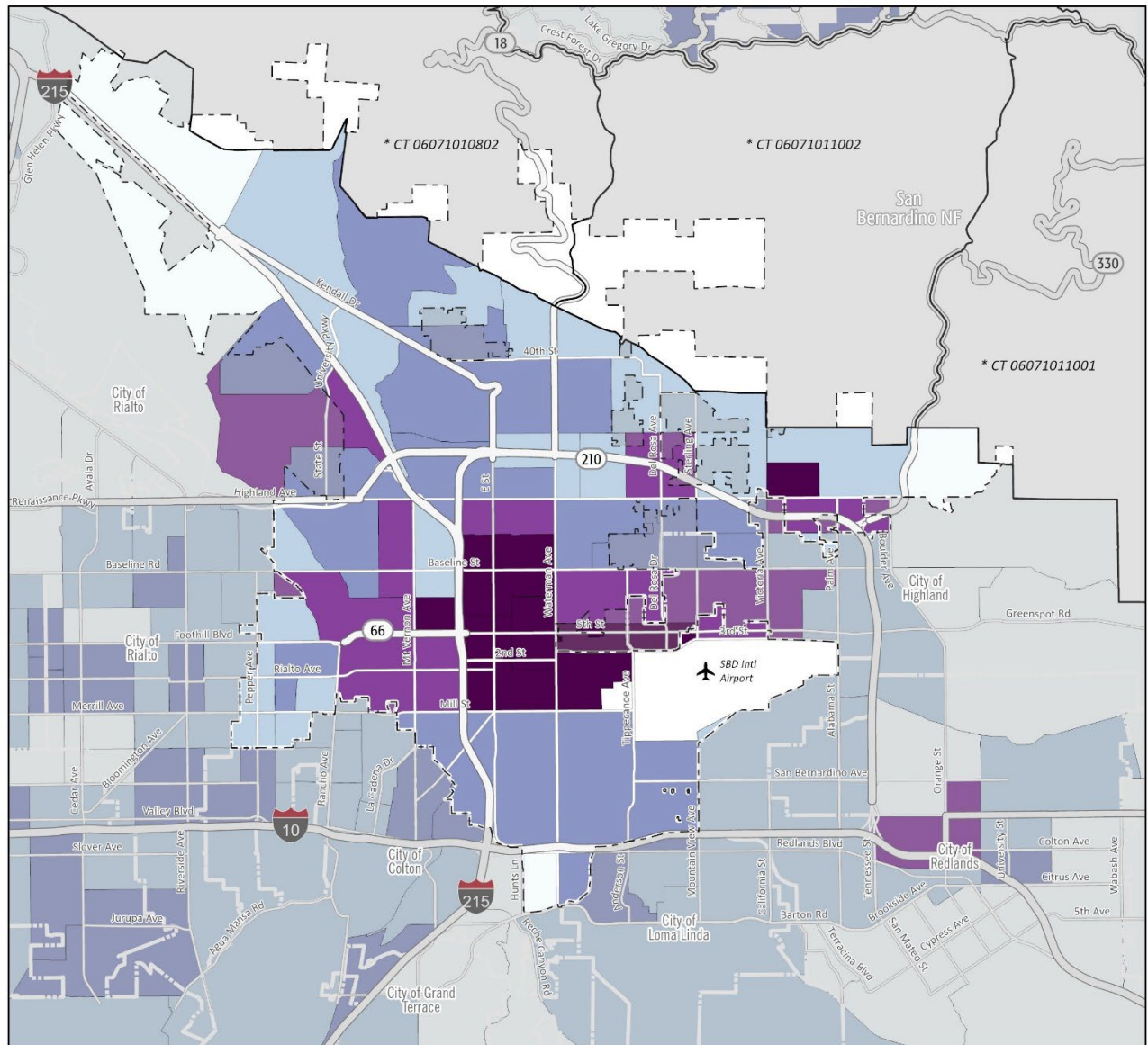
Fair housing concerns arise when poverty is concentrated. HUD has identified racial/ethnic concentrations of poverty where: 1) there is a non-White population of 50 percent or more; and 2) more than 40 percent of residents in that neighborhood live at or below the poverty line.⁴ To account for differences in incomes across the country, HUD supplements the income test with an alternate criterion. Thus, a neighborhood can be a Racially/Ethnically Concentrated Area of Poverty (R/ECAP) if it has a poverty rate that exceeds 40 percent or is three or more times the average tract poverty rate for that metropolitan/micropolitan area, whichever threshold is lower.

Figures 5-4 and 5-5, show the area south of the SR-210 and north of the I-10 as characterized by high poverty, all the City's R/ECAP tract, and special needs groups. These issues are due in part to the housing built and age of this area which dates back a century. The area contains about 60 rent-stabilized mobile home parks and affordable apartment properties, many of which are occupied by very low income special needs individuals and families. The housing stock is the oldest, smallest, and the most affordable in the City. The segregation index is high, not because of current segregation within the City as Whites are the fastest declining group and the City's dissimilarity scores shown greater integration, but because the "segregation index" is based on the fact that the City has a much higher prevalence of minorities than the rest of the County.

On the other hand, racially concentrated areas of affluence (RCAA) are essentially the converse of R/ECAPs. The definition for an RCAA is a census tract in which 80 percent or more of the population is White and has a median income of at least \$125,000. Overall, RCAAs often represent a public policy issue to the extent that an RCAA has been created and maintained through exclusionary and discriminatory land use patterns, development practices, and reinvestment strategies. RCAAs are often considered to have more exclusive access to educational opportunities, jobs, healthier environmental conditions, and public goods and services. This is not an issue for San Bernardino because no areas in the community are considered RCAAs.

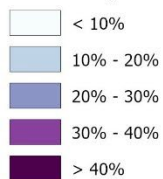
³ Schulz, A. J., et al. (2002). Racial and spatial relations as fundamental determinants of health in Detroit. *Milbank quarterly*, 80(4), 677–iv. <https://doi.org/10.1111/1468-0009.00028>.

⁴ Wilson, William J. (1980). *The Declining Significance of Race: Blacks and Changing American Institutions*. Chicago: University of Chicago Press.



San Bernardino City Boundary

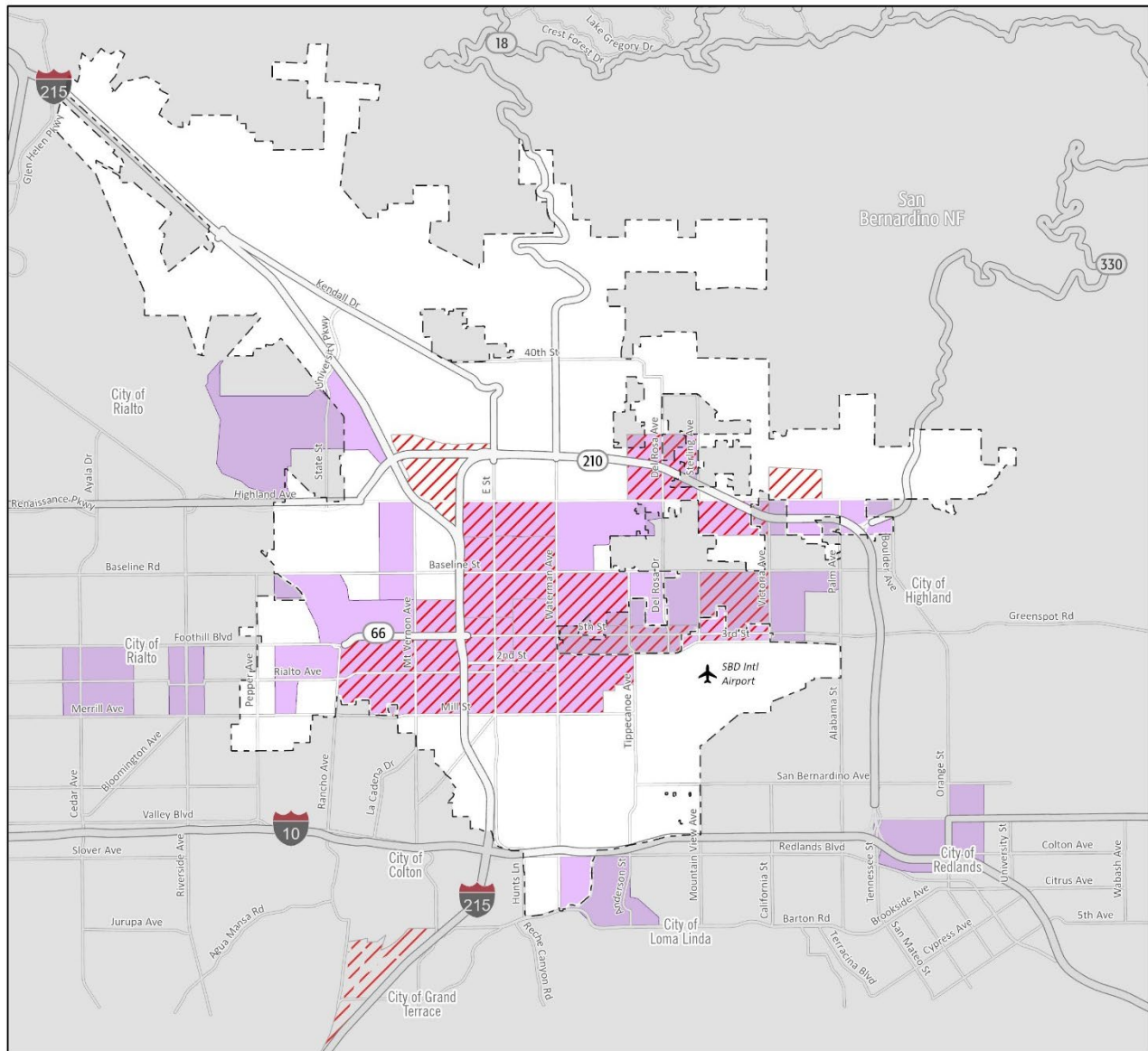
Percent of Population whose income in the past 12 months is below poverty level



Source: ESRI, U.S. Census 2019, PlaceWorks

* Data is not shown for Census Tracts 108.02, 110.01, and 110.02. The vast majority of these census tracts is located in unincorporated mountain communities. As the data represents conditions exclusive to the mountain communities, they are not shown for City planning purposes.

Figure 5-4 Prevalence of Poverty Among Residents



San Bernardino City Boundary

TCAC Area of High Segregation and Poverty 2021 (Tract)

Racially or Ethnically Concentrated Areas of Poverty (R/ECAPs) - (HUD, 2009 - 2013)



0 0.5 1 2 3
Miles

Source: ESRI, TCAC 2021, PlaceWorks

Figure 5-5 Areas of Segregation and Poverty

PEOPLE WITH A DISABILITY

Persons with a disability face greater difficulty finding, securing, affording, and maintaining suitable housing. Persons with disabilities may need additional accessibility features in housing. Additionally, persons with disabilities may be subject to discriminatory practices and may have difficulties securing safe and affordable housing. For these reasons, State and federal fair housing law require cities to accommodate the needs of people with disabilities through building codes, land use practices, reasonable accommodation procedures, and proactive programs.

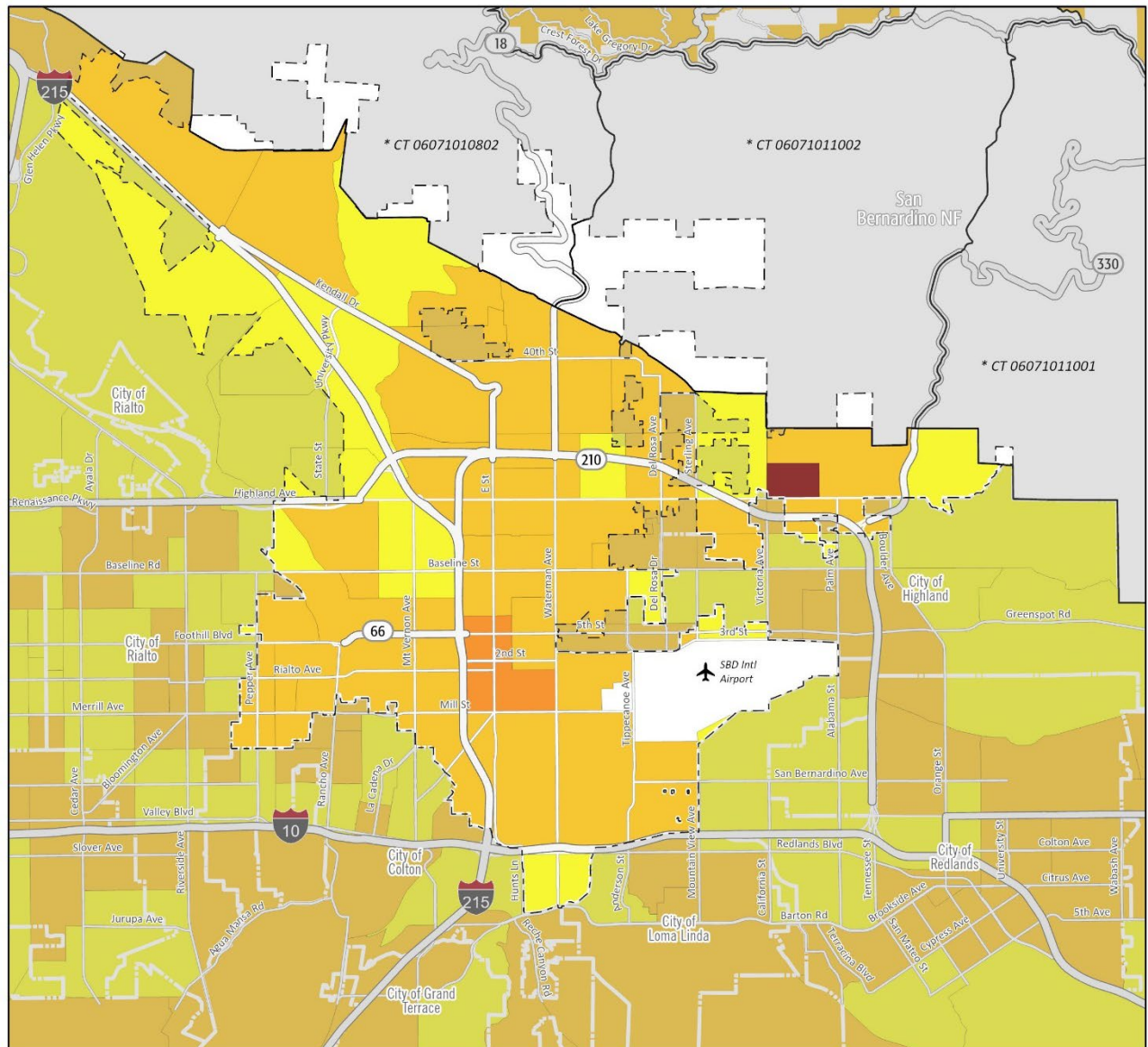
The prevalence of residents with a disability in San Bernardino County varies: between 9 and 21 percent for cities, with a Countywide average of 12.4 percent. Of the jurisdictions in the immediate area, shown in **Table 5-4**, Loma Linda has the largest proportion of residents with a disability at 13.8 percent, following by San Bernardino at about 12.3 percent. The City has approximately the same proportion of residents with a disability as the County and ranks 15th among 24 cities, which although is slightly higher than nearby cities in the valley, is not evidence of segregation.

Table 5-4 Disability Status, San Bernardino and the Region

Jurisdiction	% of Residents with a disability
San Bernardino	12.3%
Colton	11.2%
Loma Linda	13.8%
Redlands	11.7%
Rialto	9.5%
Yucaipa	11.8%
Source: 2015-2019 ACS	

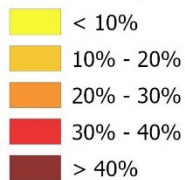
In San Bernardino City, the majority of disabled people are adults 18 to 64 years old, who comprise 54 percent of all persons with a disability. In contrast, minors under the age of 18 comprise only 10 percent of the disabled population and, according to data from the State of California, predominantly reside with a legal guardian at home. Approximately 34 percent of the disabled population is over 65 years old and is assumed to live in independent or semi-independent settings. The Census Bureau does not count the number of people who are disabled and living in institutionalized settings. There are no independent sources for the number of accessible housing units available to people with a disability in the City.

Figure 5-6 displays the concentrations of where people with a disability live. Citywide, most tracts have 10 to 20 percent of the population living with a disability—consistent with the County average. In the northeastern region on the City, one census tract's population with a disability is more than 40 percent. This area is due to the Patton State Hospital (it covers the entire census tract), which houses patients with psychiatric disabilities. The higher concentration of disabled people in the south central downtown is due primarily to Meadowbrook Tower project and other affordable housing projects that cater to house disabled residents. In either case, neither the City's rate of individuals with disabilities nor concentrations noted above indicate segregation.



--- San Bernardino City Boundary

Percent of Population with a Disability



* Data is not shown for Census Tracts 108.02, 110.01, and 110.02. The vast majority of these census tracts is located in unincorporated mountain communities. As the data represents conditions exclusive to the mountain communities, they are not shown for City planning purposes.



Source: ESRI, U.S. Census 2019, PlaceWorks

Figure 5-6 Prevalence of People with a Disability

FAMILIAL STATUS

Familial status affects one's income (whether there is more than one working), size of housing needed (children, multigenerational living), and type of home that can be afforded. Certain household types have been discriminated against. For example, single-parent households may experience discrimination due to source of income. Large families searching for affordable housing may experience discrimination against children. And seniors can face discrimination based on disability.

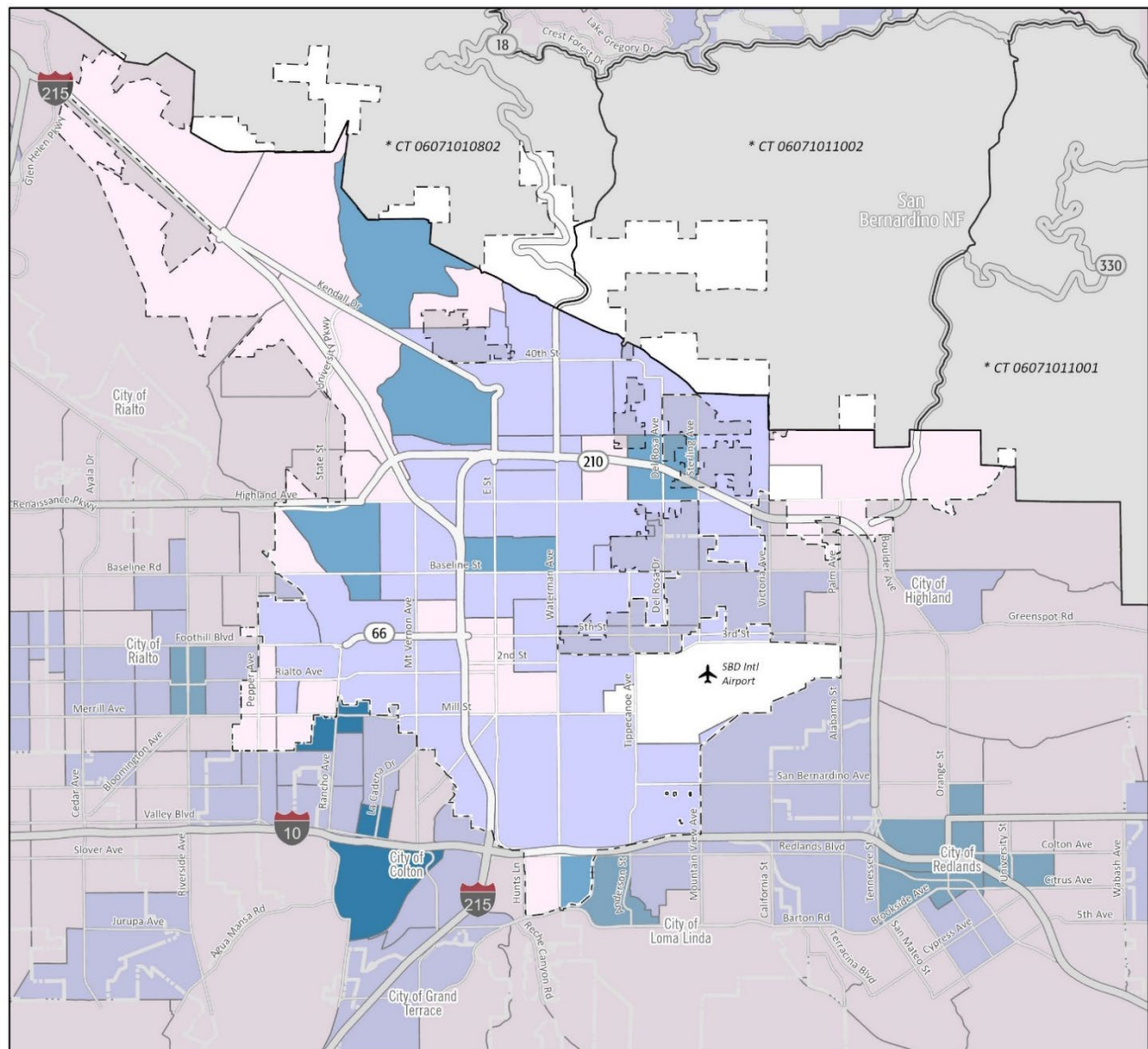
Table 5-5 Familial Status

Jurisdiction	Large Families	Single Parent HH	HH with 1+ person 65+ yrs
San Bernardino	24%	13%	24%
Colton	18%	11%	25%
Loma Linda	10%	5%	33%
Redlands	11%	6%	31%
Rialto	32%	9%	27%
Yucaipa	15%	6%	30%

Source: 2015-2019 ACS.

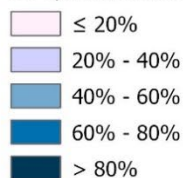
Table 5-5 display familial status for single-parent, female-headed households, households with one or more seniors present, and large families (with five or more members) for San Bernardino and surrounding jurisdictions. The City and surrounding cities show the following patterns:

- **Single-Parent and Female-Headed Households.** San Bernardino had one of the higher percentages of single-parent households (12.5 percent), above the County's 9 percent and fifth highest in the County as a whole. Total percentages for female-headed households with no partner was 31 percent in San Bernardino, in the middle range of surrounding cities. While San Bernardino cannot control the actions of other cities that might lead to its higher prevalence of single-parent households, they are distributed citywide (**Figure 5-7**).
- **Seniors.** Additionally, 24 percent of all households in San Bernardino had at least one senior as part of the household (neighboring cities ranged from 24 percent in Colton to 33 percent in Loma Linda). Countywide, about 26 percent of households had a senior member. As shown on **Figure 5-8**, only one tract has a significantly higher concentration of seniors; that tract is in downtown and is the same tract with a high prevalence of disabilities.
- **Large Families.** The City has one of the highest prevalence of large families, similar to cities to the west but unlike wealthy cities to the east and south. Among both renter and homeowner households, one in four (25 percent) are large households. The highest concentrations are in west San Bernardino, Muscoy, and central downtown (**Figure 5-9**). The high prevalence of large families, coupled with high poverty rates, are key precursors of overcrowding.



San Bernardino City Boundary

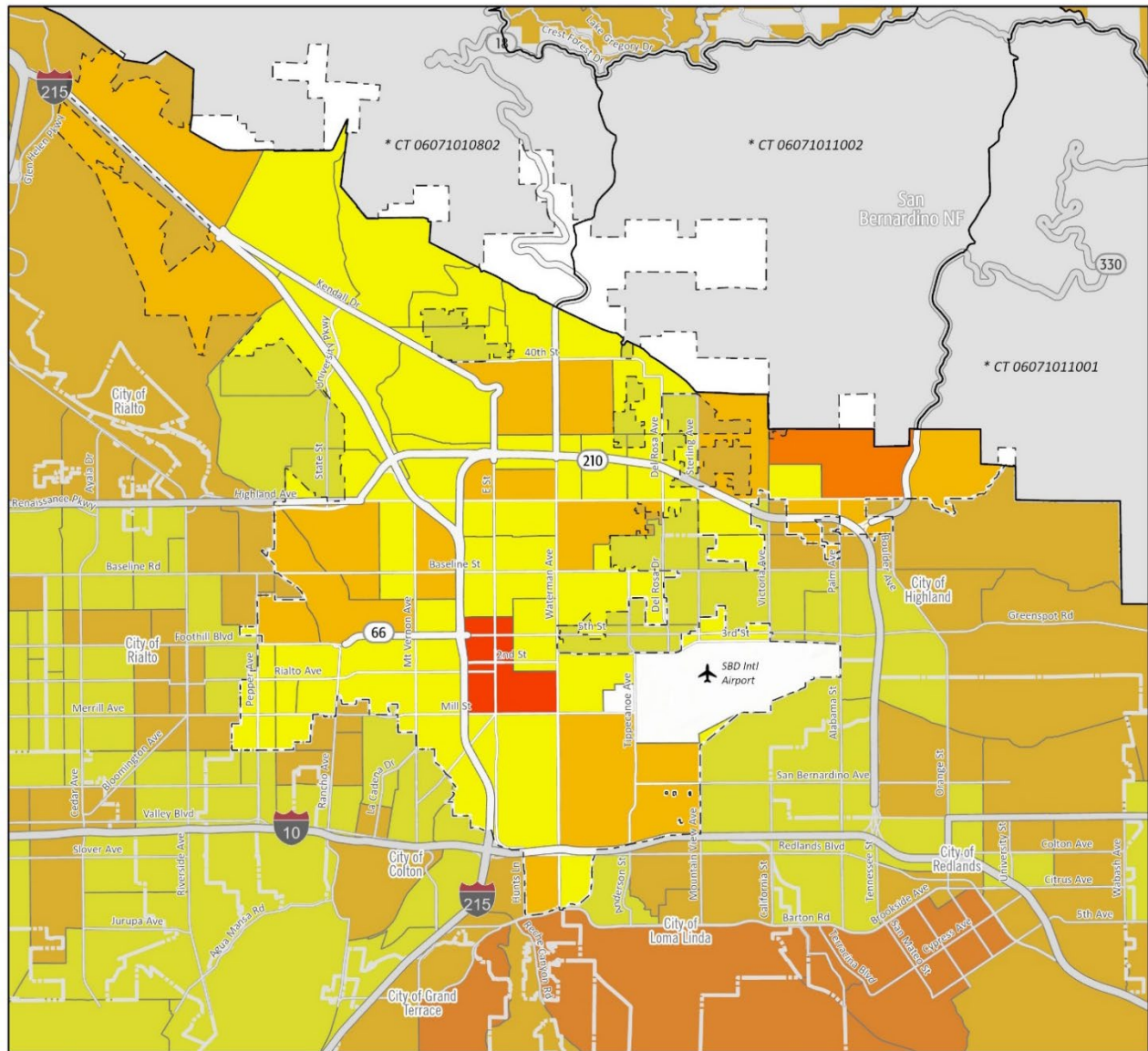
Percent of Children in Female Householder,
No Spouse/Partner Present Households



Source: ESRI, U.S. Census 2019, PlaceWorks

* Data is not shown for Census Tracts 108.02, 110.01, and 110.02. The vast majority of these census tracts is located in unincorporated mountain communities. As the data represents conditions exclusive to the mountain communities, they are not shown for City planning purposes.

Figure 5-7 **Percentage of Children in
Female-Headed, Single-
Parent Families**



San Bernardino City Boundary

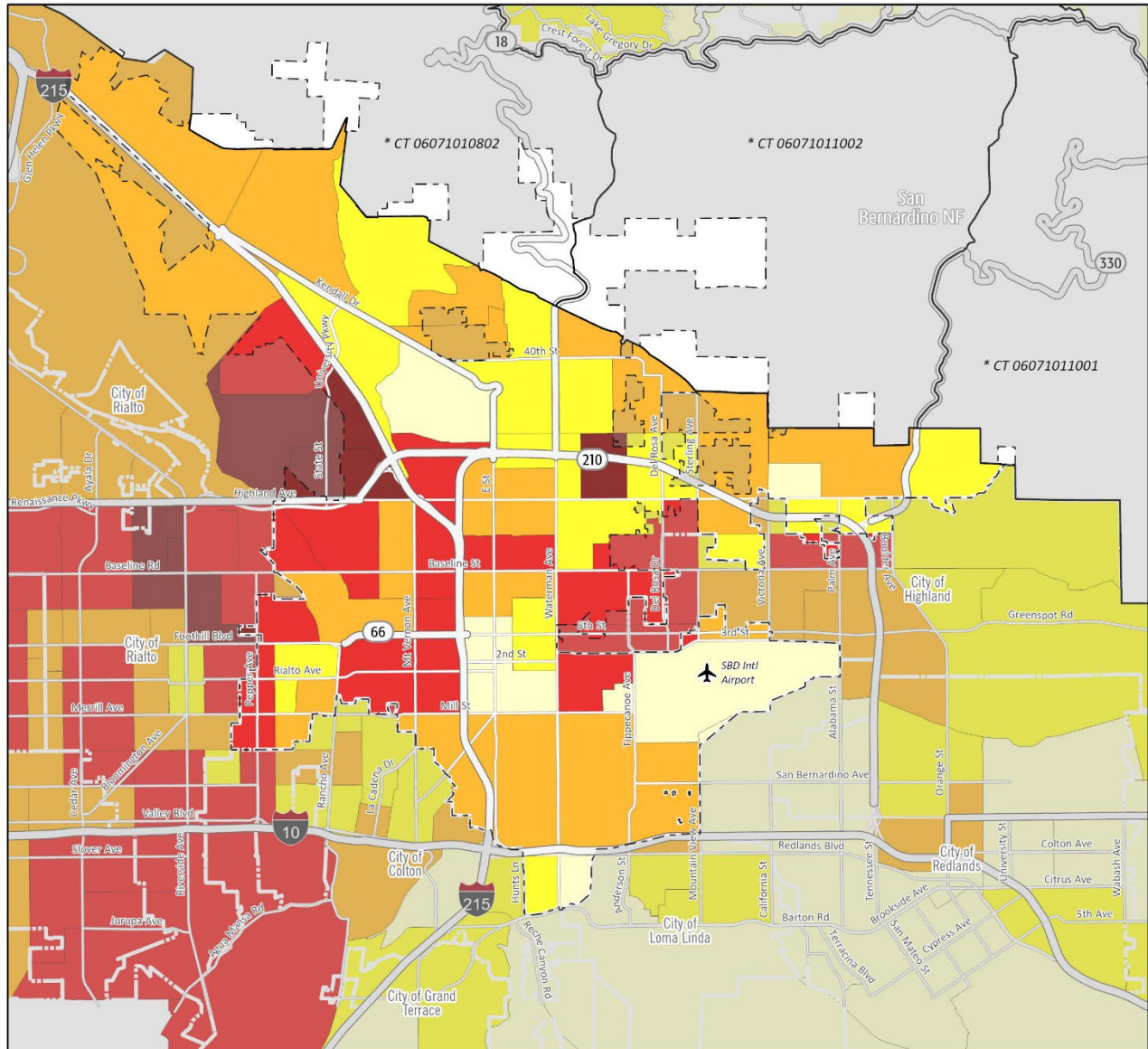
Percent of Elderly Population Aged 65+(Tract) - ACS (2015-2019)



Source: ESRI, U.S. Census 2019, PlaceWorks

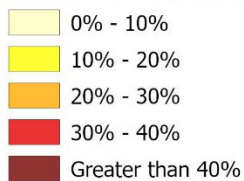
* Data is not shown for Census Tracts 108.02, 110.01, and 110.02. The vast majority of these census tracts is located in unincorporated mountain communities. As the data represents conditions exclusive to the mountain communities, they are not shown for City planning purposes.

Figure 5-8 Percentage of Households with a Senior Citizen



San Bernardino City Boundary

Percent of Households with 5 or More People



Source: ESRI, U.S. Census 2015 -2019, PlaceWorks

* Data is not shown for Census Tracts 108.02, 110.01, and 110.02. The vast majority of these census tracts is located in unincorporated mountain communities. As the data represents conditions exclusive to the mountain communities, they are not shown for City planning purposes.

Figure 5-9 Percentage of Households with Five or More Members

5.2 DISPROPORTIONATE NEED

This AFH assesses disproportionate housing needs to identify groups of residents that experience more severe (disproportionate) housing needs compared to residents in other areas of the City and the region. The key issues assessed include housing overcrowding and overpayment, housing conditions, and the potential displacement associated with these conditions.

HOUSING OVERPAYMENT

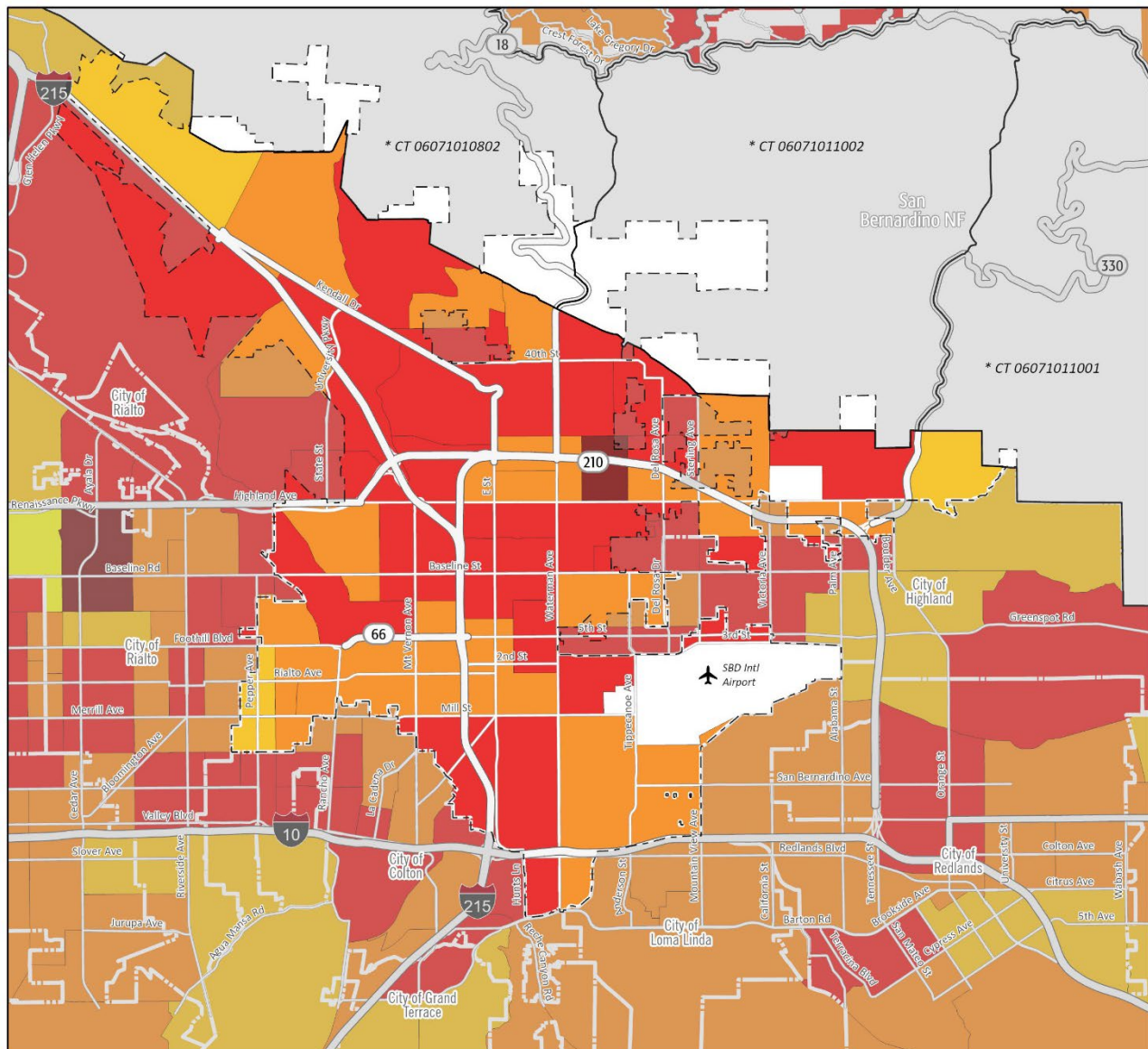
Housing overpayment is defined as a household who pays more than 30 percent of total income for housing, which can directly cause housing insecurity. Housing cost burden has several consequences for a household, mainly potential displacement from their existing living situation, limited access to essential goods, and often employment by potentially increasing commute times. The data show that households in the City experience some of the highest rates of overpayment compared to nearby jurisdictions.

In San Bernardino city, 39 percent of homeowners with a mortgage and 60 percent of renter households overpay for housing (**Table 5-6**). Overpayment for homeowners in nearby cities is comparable, averaging 36 percent, and ranging from 29 to 41 percent. Overpayment for renters in San Bernardino is consistently higher. Housing overpayment for renters in surrounding cities ranges from 42 percent in Yucaipa to about 59 percent in Rialto. In the County, the City's prevalence of housing overpayment is the highest of the cities for renters but average for owners.

Table 5-6 Prevalence of Overpayment

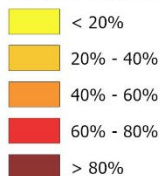
Jurisdiction	Owner HH	Renter HH
San Bernardino	39%	60%
Colton	37%	56%
Loma Linda	33%	53%
Redlands	33%	52%
Rialto	41%	59%
Yucaipa	29%	42%
County	36%	54%
Source: 2015-2019 ACS		

Figure 5-10 shows the distribution of renter overpayment in San Bernardino. The map shows high percentages of renter overpayment throughout the City, with the highest rates in the northern and central portions of the City. The high proportion of lower income households in the City, a shortage of apartments, and higher rents contribute to a higher prevalence of renter overpayment. As shown on **Figure 5-11**, the distribution of overpayment for homeowners ranges from 20 to 60 percent. The highest rate of homeowner overpayment is in the central core—this area has households with the lowest income. Conversely, the lowest prevalence of overpayment is in the northern (where incomes are highest) and the southern and eastern portions of the City, where home prices are significantly lower than average relative to household income.



San Bernardino City Boundary

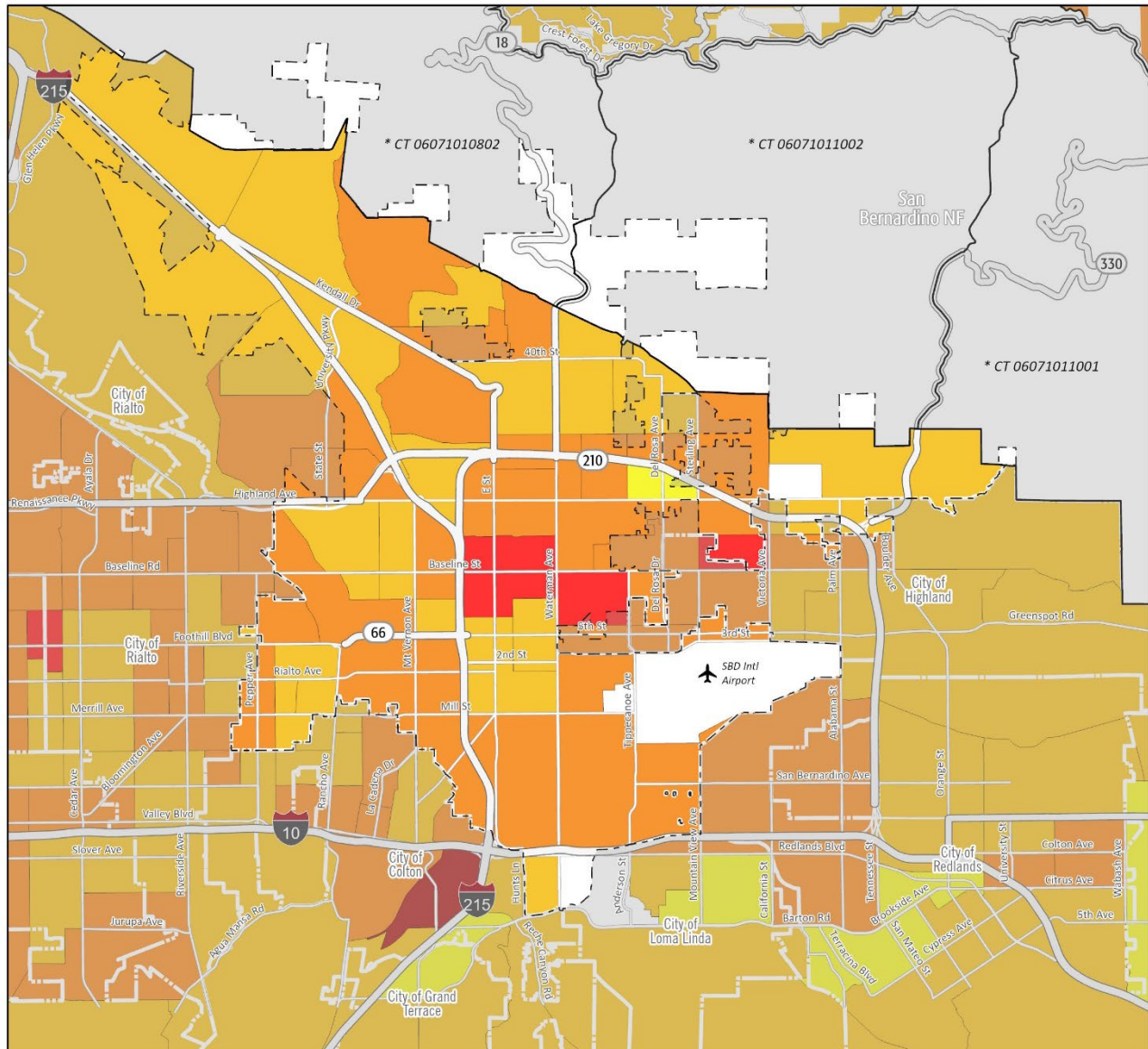
Percent of Renter Households for whom Gross Rent (Contract Rent Plus Tenant-Paid Utilities) is 30.0 Percent or More of Household Income



Source: ESRI, U.S. Census 2019, PlaceWorks

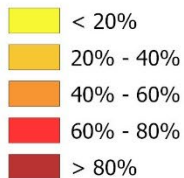
* Data is not shown for Census Tracts 108.02, 110.01, and 110.02. The vast majority of these census tracts is located in unincorporated mountain communities. As the data represents conditions exclusive to the mountain communities, they are not shown for City planning purposes.

Figure 5-10 Percentage of Renter Households Overpaying for Housing



San Bernardino City Boundary

Percent of Owner Households with Mortgages
whose Monthly Owner Costs are 30.0 Percent
or More of Household Income



Source: ESRI, U.S. Census 2019, PlaceWorks

* Data is not shown for Census Tracts 108.02, 110.01, and 110.02. The vast majority of these census tracts is located in unincorporated mountain communities. As the data represents conditions exclusive to the mountain communities, they are not shown for City planning purposes.

Figure 5-11 Percentage of Homeowners Overpaying for Housing

HOUSING CONDITIONS

Housing conditions are an important factor in understanding the availability of safe and affordable housing. When unregulated, housing may become more affordable at the expense of living condition and safety. Older housing requires more upkeep, and regular maintenance can cause a cost burden on both renters and homeowners.

Figure 5-12 displays American Community Survey data for San Bernardino's housing stock by the year it was built. According to the data, over half of the City's current housing stock was built prior to 1970, making most of the housing stock over 50 years old. About 40 percent was built between 1970 and 2000, and just under 10 percent has been built since 2000. Housing stock that was built over 30 years ago is considered to have outdated layouts and antiquated features and usually requires repairs to keep features and materials up to date. Overall, increased numbers of older housing can lead to displacement, cost burden, and substandard living conditions; it can also create additional costs for homeowners and unidentified or overlooked repairs for renters.

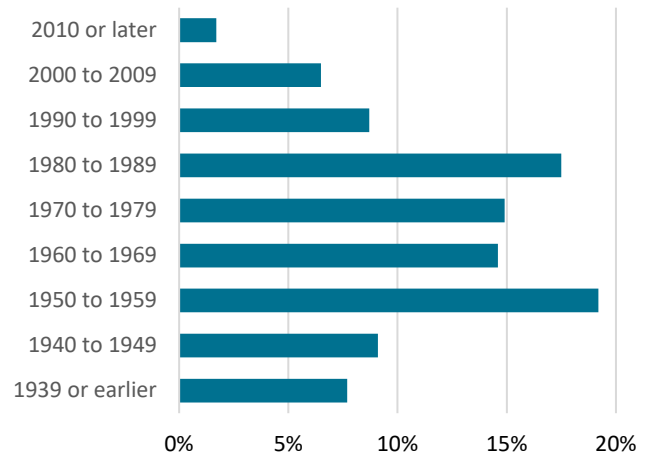


Figure 5-12 Percentage of Housing Stock by Decade Built

Table 5-7 displays housing stock by the year built for San Bernardino and surrounding jurisdictions. Similar to the City, the majority of housing in the immediate market was built prior to 1970. Yucaipa and Loma Linda have the highest percentages of housing built since 2000.

Table 5-7 Housing Built by Decade

Jurisdiction	Pre-1940	1940 to 1949	1950 to 1959	1960 to 1969	1970 to 1979	1980 to 1989	1990 to 1999	2000 to 2009
San Bernardino	7.7%	9.1%	19.2%	14.6%	14.9%	17.5%	8.7%	6.5%
Colton	7.1%	6.0%	14.9%	11.3%	15.5%	26.6%	10.6%	5.7%
Loma Linda	3.2%	0.5%	5.0%	13.9%	27.9%	23.1%	11.3%	12.8%
Redlands	8.8%	3.6%	14.3%	13.7%	21.6%	22.0%	5.4%	8.9%
Rialto	1.4%	1.8%	14.8%	13.6%	15.8%	31.3%	14.2%	5.0%
Yucaipa	4.0%	6.1%	11.2%	18.8%	17.6%	8.5%	11.9%	18.3%

Source: American Community Survey, 2015-2019

HOUSING OVERCROWDING

Housing overcrowding is defined as between 1.01 and 1.5 persons per room in a household, and severe overcrowding is defined as more than 1.51 persons per room. Overcrowding often occurs when nonfamily members combine incomes to live in one household, such as roommates. It also occurs when there are not enough size-appropriate housing options for large or multigenerational families. Overcrowding can lead to accelerated wear and tear on housing units, parking shortages, and higher levels of stress for residents who have inadequate living space.

Table 5-8 displays data for households that experience overcrowding. Countywide, the overcrowding rate was 4.8 among homeowners and 11.8 among renters. In nearby cities, overcrowding for homeowners ranged from approximately 2 to 10 percent; San Bernardino had one of the highest rates of owner overcrowding at 10 percent. Renter overcrowding ranged from about 4 percent in Loma Linda to about 23 percent in Rialto. Similarly, San Bernardino renters also had one of the highest rates of overcrowding at 20 percent. These rates are due to the lower incomes of residents, which force residents to double up to afford housing.

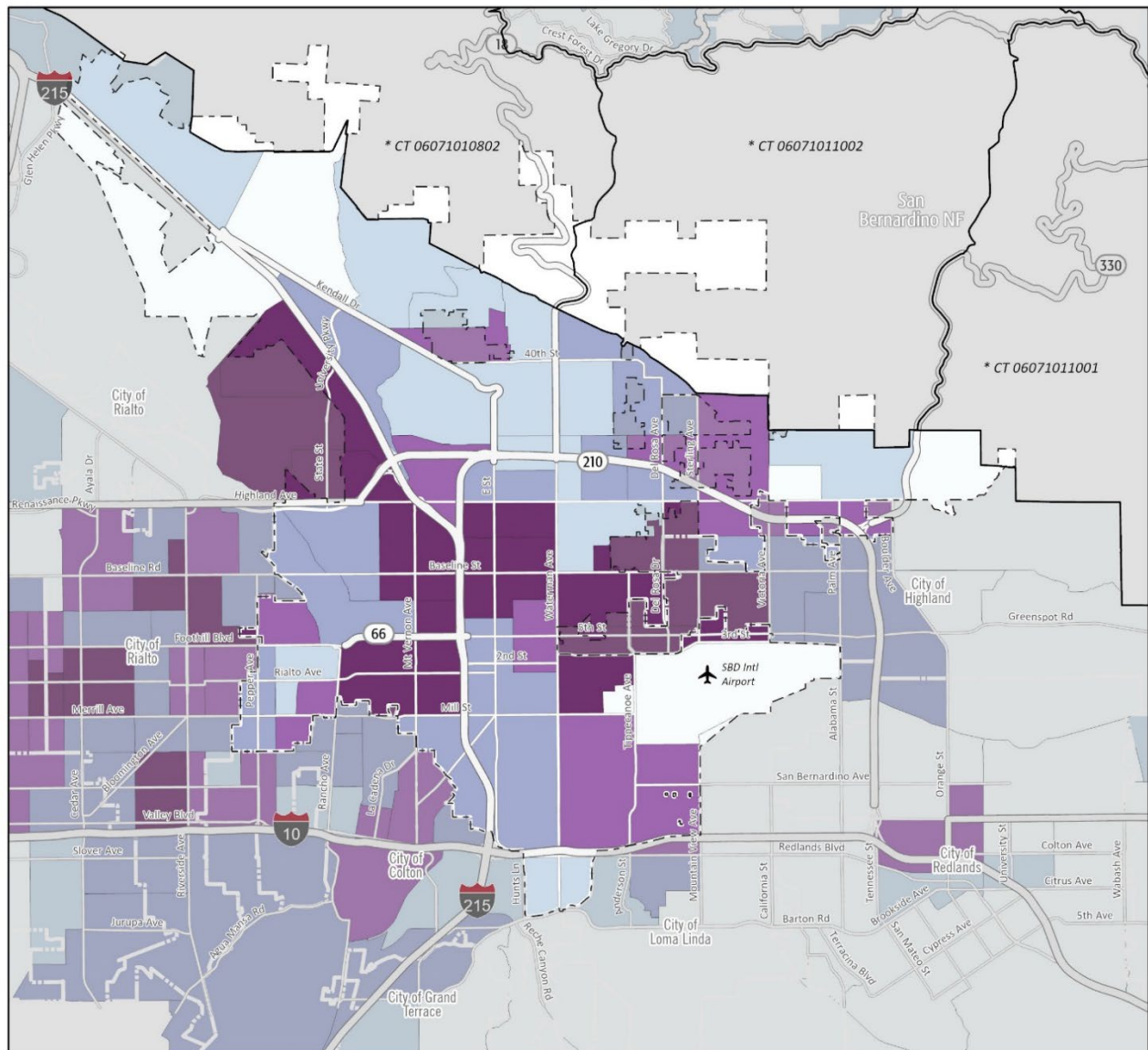
Table 5-8 Prevalence of Overcrowding

Jurisdiction	Owner HH	Renter HH
San Bernardino	10.0%	20.6%
Colton	7.5%	16.9%
Loma Linda	3.7%	3.8%
Redlands	2.3%	6.0%
Rialto	10.4%	23.3%
Yucaipa	2.5%	4.7%
County	4.8%	11.8%

Source: 2015-2019 ACS.

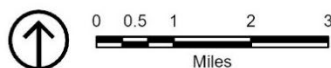
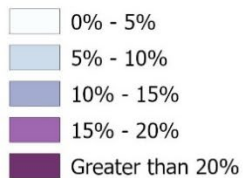
Figure 5-13 geographically displays overcrowding data for San Bernardino city. Overall, overcrowding rates are higher than the statewide average of 8.2 percent throughout most of the City. The lowest concentration of overcrowding is in the northernmost part of the City, and the highest rates are in the central and southern portions of the City. Housing overcrowding in the City is likely due to various factors, including the following.

- **Lack of size-appropriate housing.** In total, 24 percent of the City's households are large families, and over half are low income. Housing that is size-appropriate for large families is often difficult to find and likely unaffordable. To offset the cost of housing, households may live with other family members to increase the amount of total income that can be spent on housing or live in smaller units and share rooms. Both scenarios result in overcrowding.
- **Student population with fixed incomes.** The City is home to CSU San Bernardino and has a significant student population. Many students cannot work full-time due to class schedules or live on fixed incomes from parents or scholarships. Therefore, to reduce housing costs, it is very common for students to live two or more to a room. Though doubling up and sharing housing reduces the cost of housing for individual renters, it often results in overcrowding.



San Bernardino City Boundary

Percent of Households with More Than One Person Per Room



Source: ESRI, U.S. Census 2015 -2019, PlaceWorks

* Data is not shown for Census Tracts 108.02, 110.01, and 110.02. The vast majority of these census tracts is located in unincorporated mountain communities. As the data represents conditions exclusive to the mountain communities, they are not shown for City planning purposes.

Figure 5-13 Prevalence of Overcrowding Among Households

DISPLACEMENT RISK

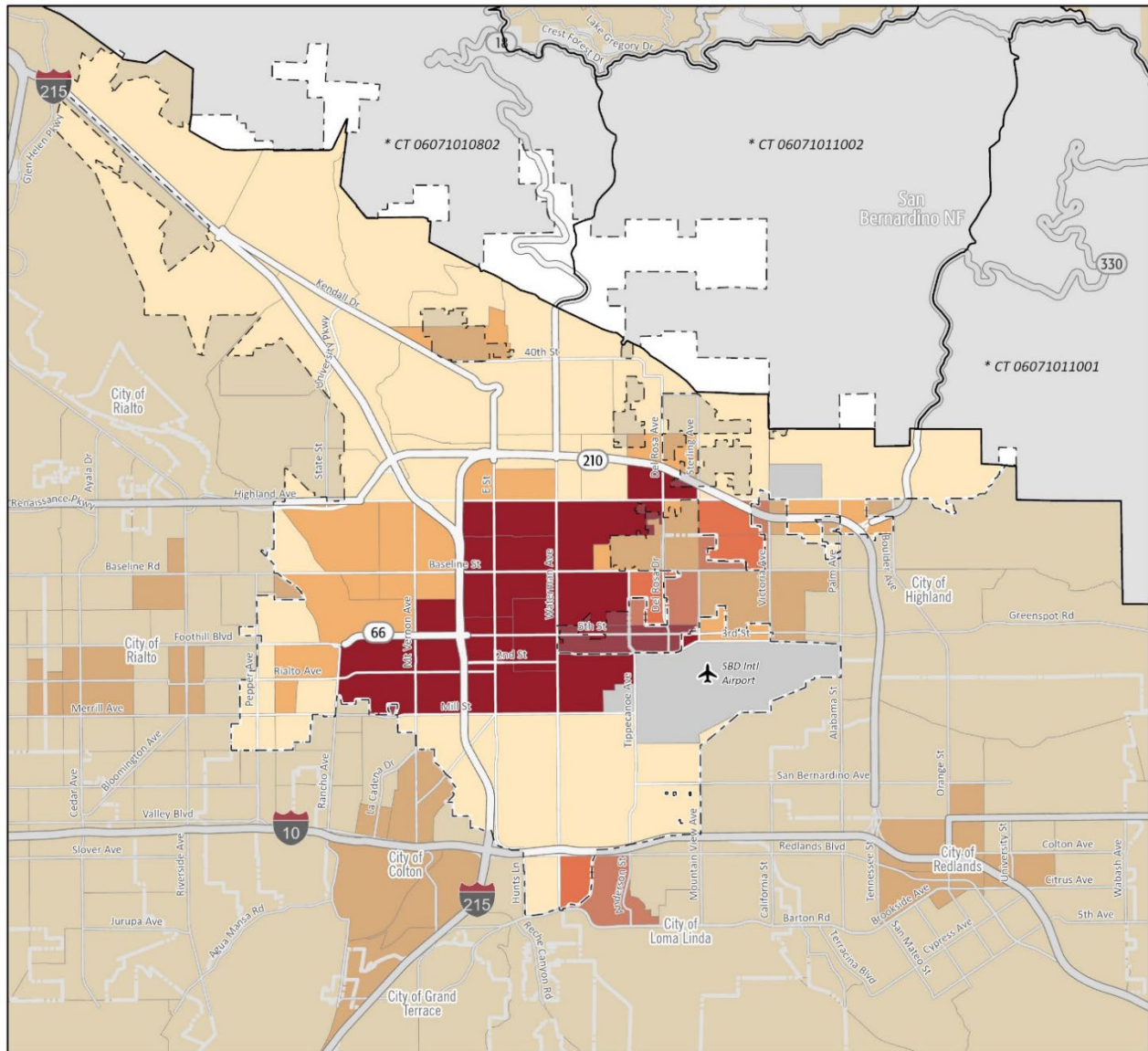
Displacement refers to a situation where households can involuntary lose their housing. This can result from a variety of factors, including large-scale development activity, significant reinvestment or disinvestment in neighborhoods, and changes in local and regional job opportunities. Displacement can also occur when households are priced out the market, when buildings and apartments change ownership, or if there are insufficient housing options. In some cases, displacement can also lead to gentrification, where the newer residents that move into an area have higher income levels or a different racial makeup than the residents who were displaced.

Assessing displacement risk is complex, with no agreement on how it should be measured. Moreover, some of the factors that can drive displacement (such as greater neighborhood investments) are needed to improve quality of life. The Urban Displacement Project has developed an Estimated Displacement Risk (EDR) model that calculates displacement risk for low-income renter households in all census tracts statewide. Displacement risk means that in 2019 a census tract had characteristics that are strongly correlated with more low-income renter population loss than gain; in other words, more low-income households left these neighborhoods than moved in.

The EDR provides three layers of displacement information. The “Overall Displacement” map layer shows the number of income groups experiencing any displacement risk. For example, in **Figure 5-14** in the dark red tracts (“2 income groups”), the model estimates displacement (Elevated, High, or Extreme) for two income groups. In the light orange tracts categorized as “Probable,” one or all three income groups have been categorized “Probable Displacement.” Displacement risk is calculated for two household income groups: low income (“50–80% AMI”) and very low income (“0–50% AMI”) households. For these two layers, tracts are assigned to either a darker red color representing higher displacement risk, or lighter orange colors representing less risk. Census tracts with low quality data, defined as less than 500 households or where the margin of error for data exceeds 15 percent, is shown as gray on the map. The three levels of risk are as follows:

- **Probable:** Potential displacement of the given population in these tracts.
- **Elevated:** Moderate amount of displacement (e.g., 10 percent) of the given population.
- **High:** Relatively high amount of displacement (e.g., 20 percent) of the given population.

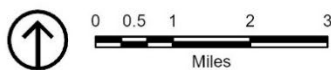
Figure 5-14 displays the displacement risk data for San Bernardino. Primary displacement risk for lower income households exists in the downtown and central areas. The 11 census tracts and the centermost area of the City are at extreme risk of displacement, meaning that over 20 percent of the lower income population in each census tract is at risk of displacement or is leaving the area. There is low displacement risk in the northern and southern areas of the City. Displacement risk can be combated through the development of new and affordable housing options.



San Bernardino City Boundary

Estimated Renter Displacement Risk
for 0-50% & 50-80% Area Median
Income Households

- Low Data Quality
- Lower Displacement Risk
- At Risk of Displacement
- 1 Income Group Displacement
- 2 Income Groups Displacement



Source: ESRI, Urban Displacement Project, UC Berkeley, PlaceWorks

* Data is not shown for Census Tracts 108.02, 110.01, and 110.02. The vast majority of these census tracts is located in unincorporated mountain communities. As the data represents conditions exclusive to the mountain communities, they are not shown for City planning purposes.

Figure 5-14 Prevalence of Housing Displacement Risk

UNHOUSED POPULATION

Homelessness continues to be a significant issue in San Bernardino County. Factors contributing to increases in homelessness may include lack of available resources, spikes in rent, loss of employment, housing evictions, lack of affordable housing, and reductions in public assistance to lower income households. The 2022 San Bernardino County Homeless Count recorded 3,333 unhoused people Countywide—a 75 percent increase since 2016 (see **Figure 5-15**). In San Bernardino, however, the number of homeless people increased 140 percent. Though the number of shelter beds have increased in the City, that increase has been far outpaced by the increase in the number of homeless people.

San Bernardino has the highest number of homeless people in the County (see **Table 5.9**). In 2022, 1,350 people were unhoused, but that number is estimated to have increased. Of that total, 992 persons were unsheltered, 238 were sheltered, and 120 were in transitional housing. About 70 percent of unhoused residents were male, 30 percent were female, and less than 0.5 percent identified as transgender. In terms of demographics, 38 percent were ages 25 to 30, 40 percent were Hispanic, and 27 percent became homeless in the past year. Chapter 2 of the housing element provides additional data on the prevalence of homelessness.

The City of San Bernardino recognizes the critical issues associated with homelessness. As discussed in Chapter 4, the City has four major pipeline projects that will serve homeless people: 1) 75-unit All Star Motel conversion; 2) 30-unit permanent supportive housing project for veterans; 3) 85-bed Mary's Village transitional housing; and 4) 170-bed multi-service campus at the LSS Wellness Campus. Two additional projects include a proposed motel conversion along Foothill Boulevard and full development of a homeless campus in north-central San Bernardino.

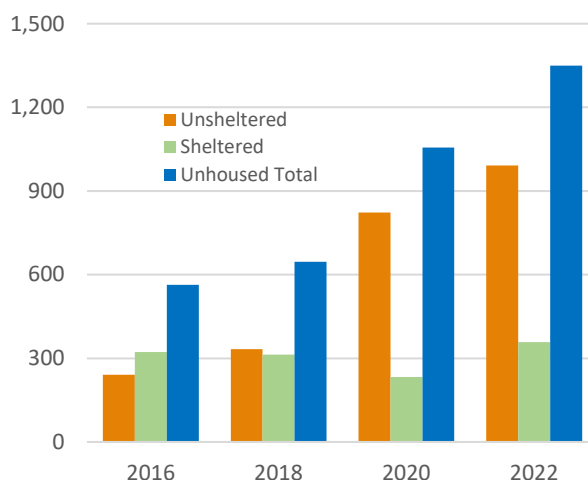


Figure 5-15 Homeless People in San Bernardino City

Table 5-9 Unhoused Population, 2022

Jurisdiction	Persons Unhoused
San Bernardino	1,350
Colton	199
Loma Linda	9
Redlands	184
Rialto	7
Yucaipa	11
County	3,333

Source: County Homeless Count 2022.

5.3 ACCESS TO OPPORTUNITY

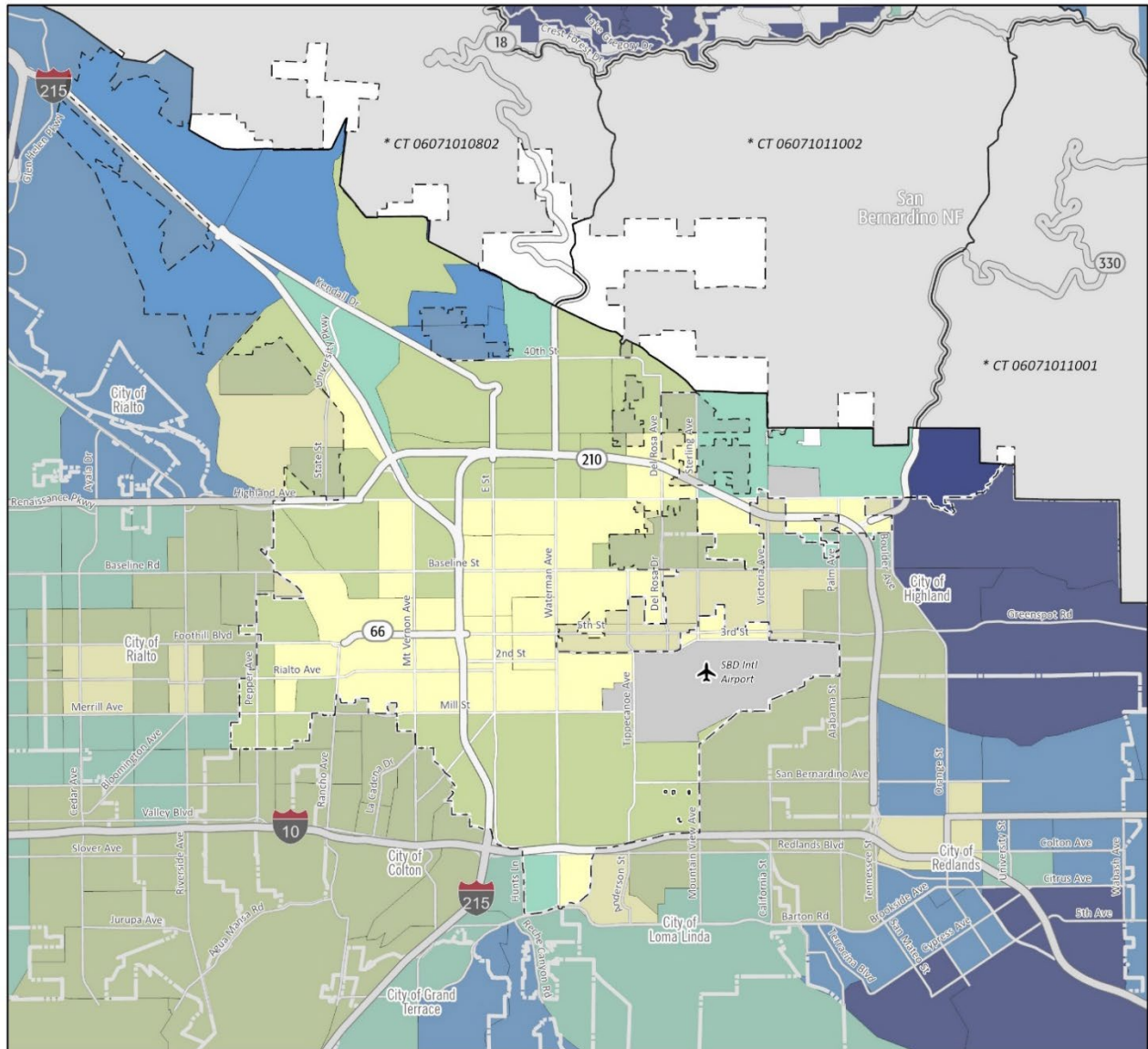
AB 686 requires the AFH to evaluate access to employment, schools, transit, housing mobility, and a healthy living environment throughout the City. The analysis must also assess any disparities in access to opportunity, such as further distance to jobs, proximity to hazardous environmental conditions, or limitations in the ability to move between neighborhoods.

RESOURCE OPPORTUNITY

California Government Code § 65583 (10)(A)(ii) requires the AFH to include a map of access to resources such as living-wage jobs, good schools, quality neighborhoods, and environment. The California Tax Credit Allocation Committee (TCAC) issues opportunity maps each year that provide insight into the local issues to address in the AFH. Overall, opportunity maps are intended to display which areas, according to research, offer low-income children and adults the best chance at economic advancement, high educational attainment, and good physical and mental health.

According to the Task Force's methodology, the tool allocates the 20 percent of the tracts in each region with the highest index scores to the "Highest Resource" designation and the next 20 percent to the "High Resource" designation. These two categories are intended to help State decision-makers identify tracts where research suggests low-income families are most likely to thrive, and where they typically do not have the option to live, but might if given the choice. As illustrated on **Figure 5-16** and described below, key findings are as follows.

- **High Resource Areas.** The areas generally have high levels of employment and proximity to jobs, access to high educational resources, low poverty rate, and low environmental pollutants. There are high resource tracts in the northernmost part of the City. These areas contain primarily newer single-family residential developments farther from industrial developments.
- **Moderate Resource Areas.** These tracts generally have access to some of the same resources as the high resource areas, but have longer distances to travel to jobs, lower median home values, fewer educational opportunities, and a greater level of environmental concerns. There are a few moderate resource areas in the City, including some census tracts to the northeast.
- **Low Resource Areas.** Low resources areas refer to areas where the majority of residents have limited access to quality education, economic opportunities, transit, and a healthy environment. The central core is designated as low resource and high segregation and poverty, meaning that this area is composed primarily of minority residents who are low income and are disconnected from the City's health, housing, and economic resources.



San Bernardino City Boundary

Resource Category

- Highest Resource
- High Resource
- Moderate Resource
- Low Resource
- High Segregation & Poverty
- No Data



Source: ESRI, City of San Bernardino, PlaceWorks

* Data is not shown for Census Tracts 108.02, 110.01, and 110.02. The vast majority of these census tracts is located in unincorporated mountain communities. As the data represents conditions exclusive to the mountain communities, they are not shown for City planning purposes.

Figure 5-16 TCAC Composite Resource Score

ECONOMIC DEVELOPMENT

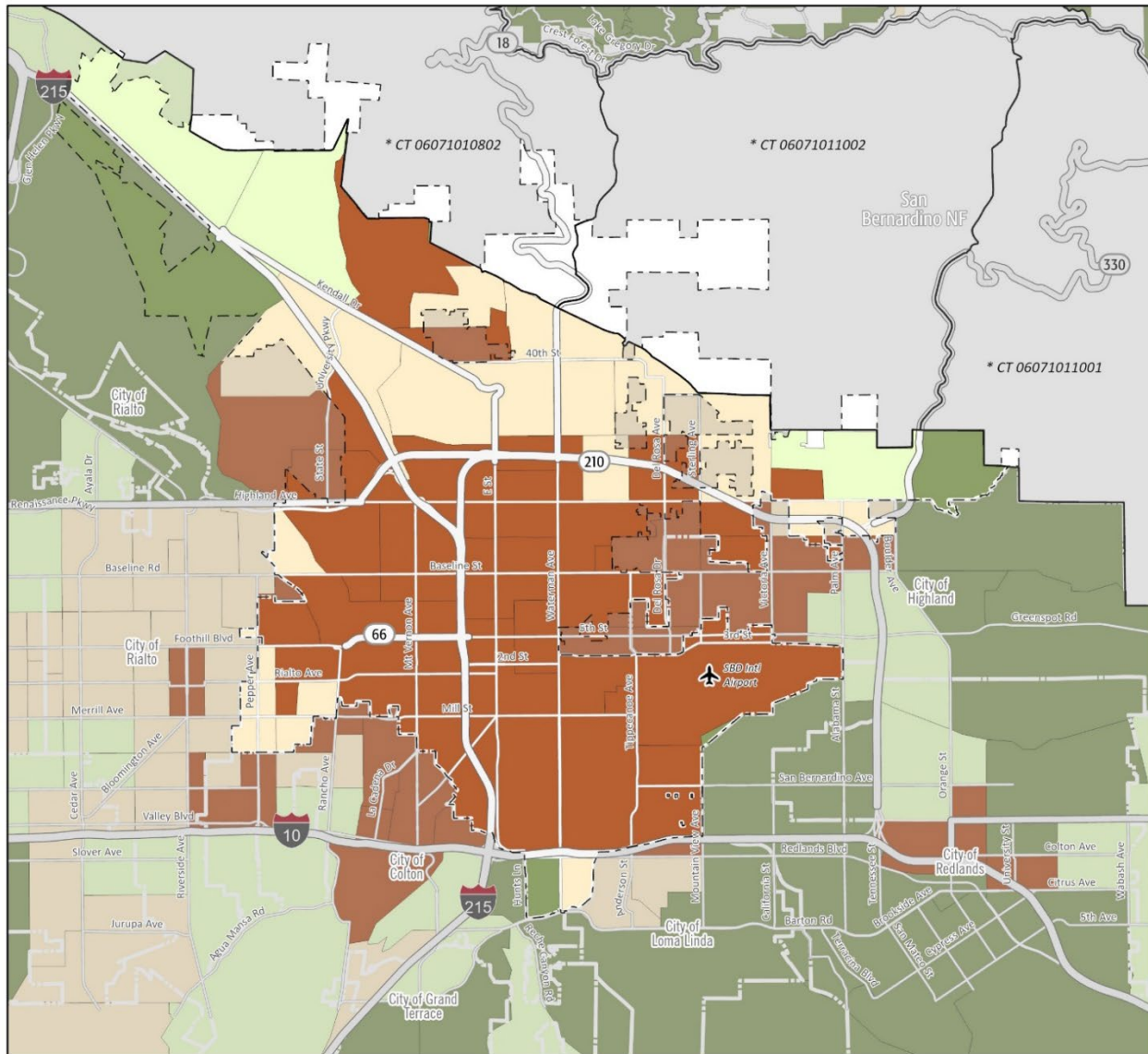
The City of San Bernardino has a diverse economy consisting of a variety of industries. As of 2020, the ACS reported 86,836 currently employed residents. The highest number of residents (18 percent) work in educational services, and health care and social assistance industries. An estimated 14 percent work in retail, and about 13 percent work in transportation and warehousing and utilities. About 9 percent work in construction, and a small percentage work in arts and entertainment. Major employers in the City include Amazon, Cal State San Bernardino, Dignity Health Community Hospital, St. Bernardine Medical Center, San Bernardino County Sheriff and Transportation departments, and the Burlington Distribution Center.

The TCAC provides detailed maps that can be used to assess the condition of the local economy versus other areas of the region and across California. These maps rely on an index that combines five variables—poverty, adult educational level, unemployment rate, proximity to jobs, and median home value. The index does not examine the strength of the industries in a community. The TCAC maps show that San Bernardino’s economic scores are less positive in the downtown core, and improve in concentric rings emanating from the downtown (**Figure 5-17**). The key drivers of low economic scores are threefold: college education, poverty, and unemployment.

San Bernardino’s present economic conditions date back 50 years. The 1982/1983 closure of the Kaiser Steel plant in Fontana—a major source of employment for San Bernardino residents—eliminated 8,000 jobs. In 1992, the Santa Fe Railway moved its maintenance shop to Topeka, Kansas, taking with it another 7,000 jobs. The federal base realignment and closure of Norton Air Force Base in 1994 caused the loss of 20,000 jobs and of \$1 billion to the local economy. The meltdown of the real estate industry in the mid-2000s, city bankruptcy in the mid-2010s, and the pandemic of the 2020s took further tolls on the local economy.

The City of San Bernardino as a governmental institution is attempting an economic rebirth and has formally exited bankruptcy proceedings as of 2022. The former Norton Air Force Base has transitioned to the San Bernardino International Airport operated by the Authority (SBIAA). The Inland Valley Development Agency (IVDA) and SBIAA estimate that they have had an economic impact of 14,500 jobs. Large educational institutions (State and Community College District) have spurred growth in the educational sector. Meanwhile, the City’s health sector continues to grow with the addition of a new medical school and health care institutions around the downtown core.

The challenge moving forward is to continue the momentum garnered over the past several years, work with local schools and industry partners to improve educational attainment, capitalize on the strengths of the logistics industry, continue to direct efforts at revitalizing the downtown core of the City and other economic districts (e.g., Vernon Corridor), and seek measures (including job training and educational advancement) that can enable individuals to earn living wages.



San Bernardino City Boundary

Economic Domain Score (by region)

- < .25 (Less Positive Economic Outcome)
- .25 - .50
- .50 - .75
- > .75 (More Positive Economic Outcome)



0 0.5 1 2 3
Miles

Source: ESRI, TCAC 2021, PlaceWorks

* Data is not shown for Census Tracts 108.02, 110.01, and 110.02. The vast majority of these census tracts is located in unincorporated mountain communities. As the data represents conditions exclusive to the mountain communities, they are not shown for City planning purposes.

Figure 5-17 TCAC Economic Opportunity Score

EDUCATIONAL OPPORTUNITY

Like many cities throughout southern California, San Bernardino's educational system was segregated. Though the *Brown v. Board of Education* (1954) decision at the US Supreme Court found segregation in public schools unconstitutional, it was not until several decades later that schools in San Bernardino were formally required to desegregate. Segregation in San Bernardino was largely the result of restrictive covenants, evidenced by Blacks and Mexican Americans living on the City's west side. Since school attendance boundaries were drawn in neighborhoods, the segregated neighborhoods created segregated schools.

Following the Supreme Court's decision, local advocacy groups attempted to force the school district to implement a desegregation plan. After decades of slow progress, in 1972, the National Association for the Advancement of Colored People filed a lawsuit, calling for an immediate end to racial segregation against Mexican Americans and Blacks. On June 27, 1972, Superior Court Judge Egly ordered desegregation and integration of city schools by 1974. Following years of appeals, in September 1976, the California Supreme Court upheld Judge Egly's decision, and the district was forced to integrate schools by the 1979-80 school year.⁵

Fifty years later, the San Bernardino City Unified School District has grown to encompass approximately 100 schools serving 47,000 students in San Bernardino, Highland, and a few unincorporated areas. The SBCUSD's total budget is \$825 million annually. Within the SBCUSD are 67 elementary schools, 11 middle schools, 8 high schools, and 3 K-12 schools. In addition, the district has 4 continuation schools, 4 alternative schools, and 2 special education schools. Student demographics are primarily Hispanic (81 percent), followed by Black (10 percent), White (5 percent), and all others (5 percent). On average, 63 percent of the students are economically disadvantaged.

Title I is a federally funded program authorized under the Elementary and Secondary Education Act (ESEA) of 1965, as reauthorized by the Every Student Succeeds Act (ESSA). The program is intended to give all children a significant opportunity to receive a fair, equitable, and high-quality education and to close educational achievement gaps. In Title 1 schools, children from low-income families make up at least 40 percent of enrollment, and the schools are eligible to use Title I funds to operate programs to raise the achievement of the lowest-achieving students. Funds are used to support evidence-based educational strategies that close the achievement gap. All schools in San Bernardino are Title 1 schools regardless of population makeup of the surrounding neighborhood, although two tracts in the north show higher educational achievement.

⁵ Fighting School Segregation in San Bernardino: How activists challenged a geography of segregation in the 1960s. Maile Costello and Daniela Gomez, ed. by J. Tilton, a U of R REST Public History Project March 4, 2022. Accessed at: <https://storymaps.arcgis.com/stories/13d98519b5e2499fa4c6c9eaf606c585>

Figure 5-18 shows differences in educational achievement in San Bernardino cities based on TCAC models. Most of the City falls within the lowest two tiers of educational achievement. CDE provides a more fine-grained assessment of academic attainment. As shown in **Table 5-10**, for ELA proficiency, 8 percent of city schools score in the blue and green tiers compared to 25 percent Countywide. SBCUSD and County schools mostly score in the yellow-orange tiers. The primary difference between the City and County is that a significantly lower proportion of SBCUSD scores are in the top tiers. However, SBCUSD has almost the same proportion of schools scoring in the red tier as the County. As shown on the California School Dashboard 2022 platform, school ranking is generally low regardless of location or demographics.⁶

Table 5-10 Academic Performance

Jurisdiction	City	County
English Language Arts (ELA)		
Blue (Highest)	3%	5%
Green	5%	20%
Yellow	39%	38%
Orange	51%	32%
Red (Lowest)	1%	4%
Math Proficiency		
Blue (Highest)	1%	4%
Green	7%	18%
Yellow	42%	41%
Orange	45%	29%
Red (Lowest)	5%	7%

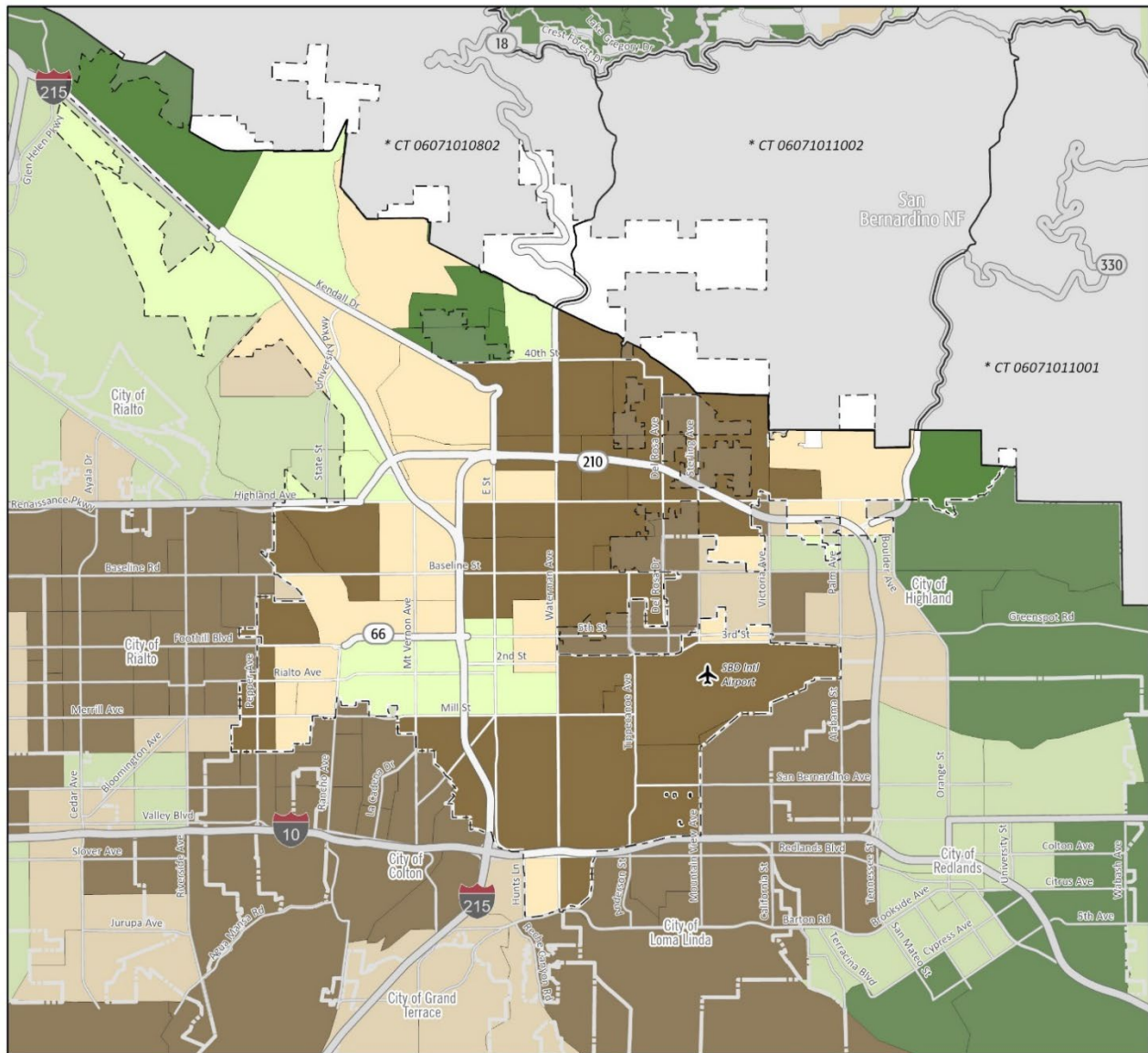
Source: California School Dashboard, CDE, 2018/2019.

The issue of workforce readiness is related to adult educational attainment. According to the American Community Survey, 31 percent of adults 25 years and older, nearly one in three, do not have a high school diploma. This is the second highest rate in San Bernardino County and is nearly double the County median of 18 percent. A high school diploma or college degree opens many career opportunities that are typically closed to those without these achievements. The education level of residents is evidence of the quality and diversity of the labor pool—an important factor for businesses looking to locate or expand in the region. Moreover, a less educated workforce has a higher rate of unemployment or underemployment.

Recently, public advocates and the ACLU filed a lawsuit against the San Bernardino County Office of Education (SBCOE). The lawsuit was filed on behalf of the Inland Congregations United for Change (ICUC), a nonprofit comprising 63 interfaith congregations in San Bernardino and the Congregations Organized for Prophetic Engagement (COPE). The complaint alleges that SBCOE provided insufficient oversight in ensuring that the Local Control and Accountability Plan prepared by several districts, including SBCUSD, showed funding was adequately targeted for low-income students and students of color, English language learners, and foster youth. On June 14, 2021, the California Department of Education issued an order for corrective actions.⁷

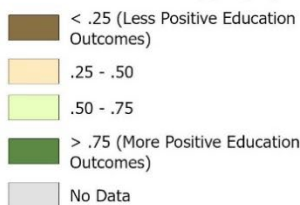
⁶ California School Dashboard Navigator 2, online at: <https://www.arcgis.com/apps/dashboards/62027fd0854044b7a28a4d9a89358ae6>

⁷ The California Department of Education decision regarding the lawsuit filed by the Public Advocates and ACLU can be accessed online at: https://www.publicadvocates.org/wp-content/uploads/2021/06/06_14_2021-final_cde-decision-sbccs-003.pdf.



San Bernardino City Boundary

Education Domain Score (by region)



Source: ESRI, TCAC 2021, PlaceWorks

* Data is not shown for Census Tracts 108.02, 110.01, and 110.02. The vast majority of these census tracts is located in unincorporated mountain communities. As the data represents conditions exclusive to the mountain communities, they are not shown for City planning purposes.

Figure 5-18 TCAC Educational Opportunity Score

HOUSING OPPORTUNITY

The City of San Bernardino continues to facilitate the development, maintenance, and rehabilitation of housing opportunities affordable to renters and homeowners, suitable to individuals and families of different needs, and that provide opportunities for housing mobility.

As of 2022, San Bernardino has 39 affordable housing projects (4,364 units) for veterans, seniors, and families. Shown on **Figure 5-19**, the majority of the affordable housing available is restricted for seniors, followed by large families and families. Except for six affordable projects, most affordable apartments have renewed their covenants for the long term. The City has more than 2,000 units in the pipeline; 65 percent are single-family units; 21 percent apartments; and 5 or less percent are for permanent supportive housing, 2- to 4-unit projects, or mobile homes. The breadth of housing types in the pipeline provides opportunities for residents.

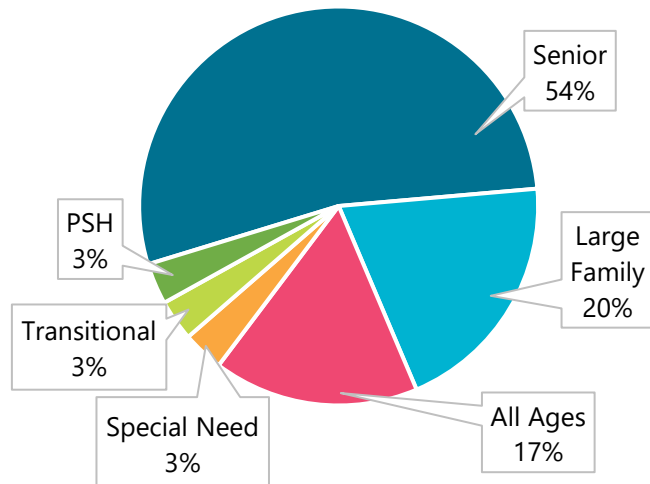
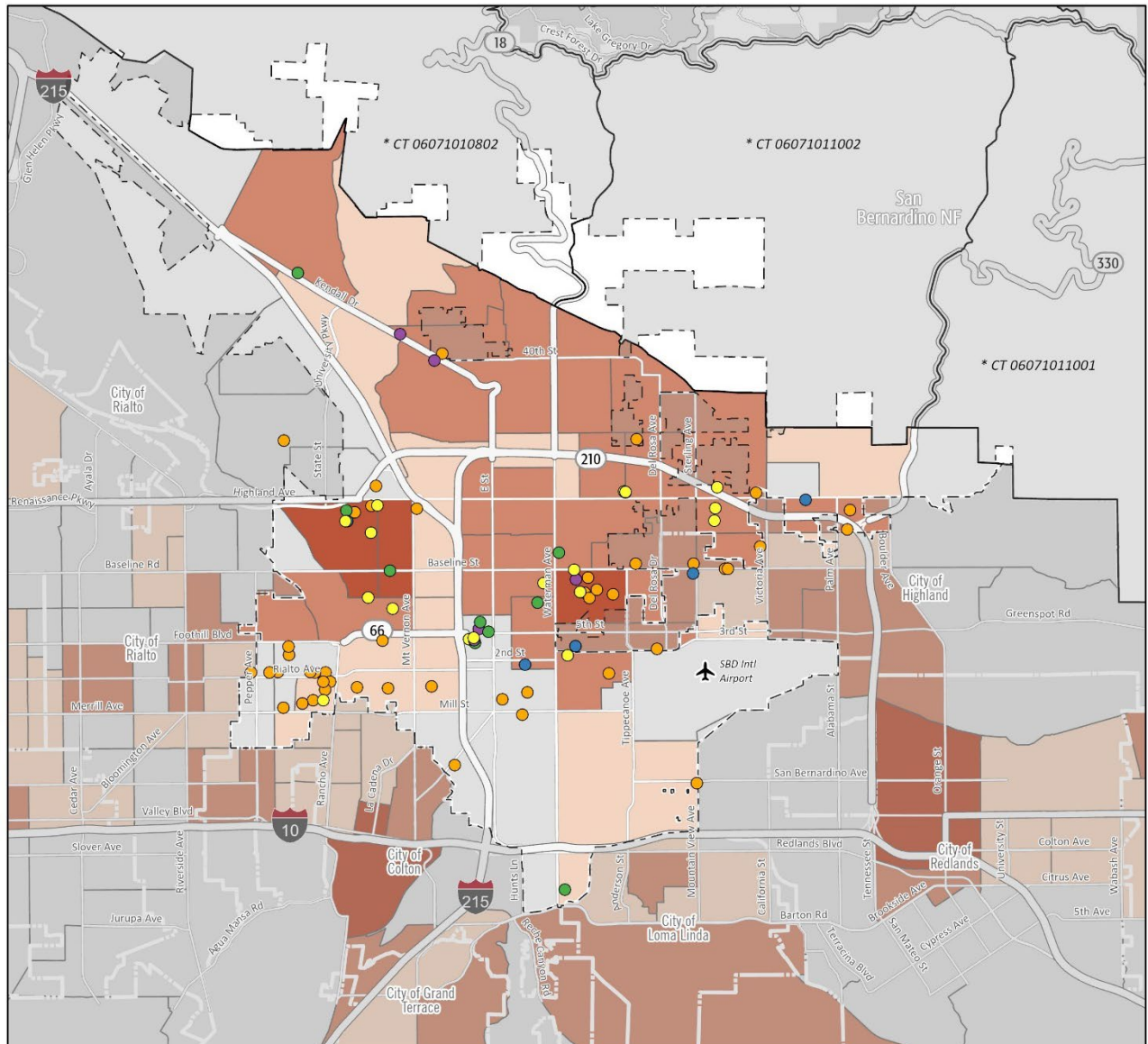


Figure 5-19 Percentage of Existing Affordable Housing Units by Target Group

In addition to supporting the production of housing, the City also works with the Housing Authority of the County of San Bernardino (HACSB) to distribute Housing Choice Vouchers (HCV). The HCV program aids very low-income families to afford decent, safe, and sanitary housing. Housing can include single-family homes, townhouses, and apartments. Through the program, a family that is issued a housing voucher is responsible for finding a housing unit of choice where the owner agrees to rent under the program. In 2020, the HACSB allocated 3,600 rental vouchers in the City; 30 percent were for female-headed families with children, 31 percent were for seniors, and 43 percent were for households with a disabled member.

As shown on **Figure 5-20**, rental HCVs are used frequently throughout the community. As expected, the highest prevalence of use is correlated with census tracts where deed-restricted affordable projects are more prevalent; however, rental voucher usage is significant even in census tracts where only market rate housing exists. Though discrimination based on source of income can occur in wealthier communities, the widespread use of HCVs across the City suggests that discrimination based on source of income is less prevalent than in other communities.



* Data is not shown for Census Tracts 108.02, 110.01, and 110.02. The vast majority of these census tracts is located in unincorporated mountain communities. As the data represents conditions exclusive to the mountain communities, they are not shown for City planning purposes.



Source: ESRI, U.S. Census 2019, City of San Bernardino, PlaceWorks

Figure 5-20 Housing Choice Voucher by Census Tract

TRANSPORTATION

Transit mobility refers to the ability of residents to access services and facilities via transit. The City of San Bernardino has a long history with mass transit and has some of the most extensive infrastructure of freeways, transit lines, and arterials. According to AllTransit, the City's transit system is extensive; 89 percent of households live within ½ mile of a transit route, 74,000 jobs are accessible, and the City's Performance Score is 6.7 out of 10. The entire interior of the City has the highest rating of 9 of 10, while the lowest scores are in sparsely populated areas. (**Figure 5-21**). In 2023, OmniTrans is developing its Short-Range Transit Plan to ensure adequate transit coverage and is required by federal law to fully comply with federal Title VI requirements.

The following paragraphs describe additional features of the transit system that promote equity.

Metrolink Rail

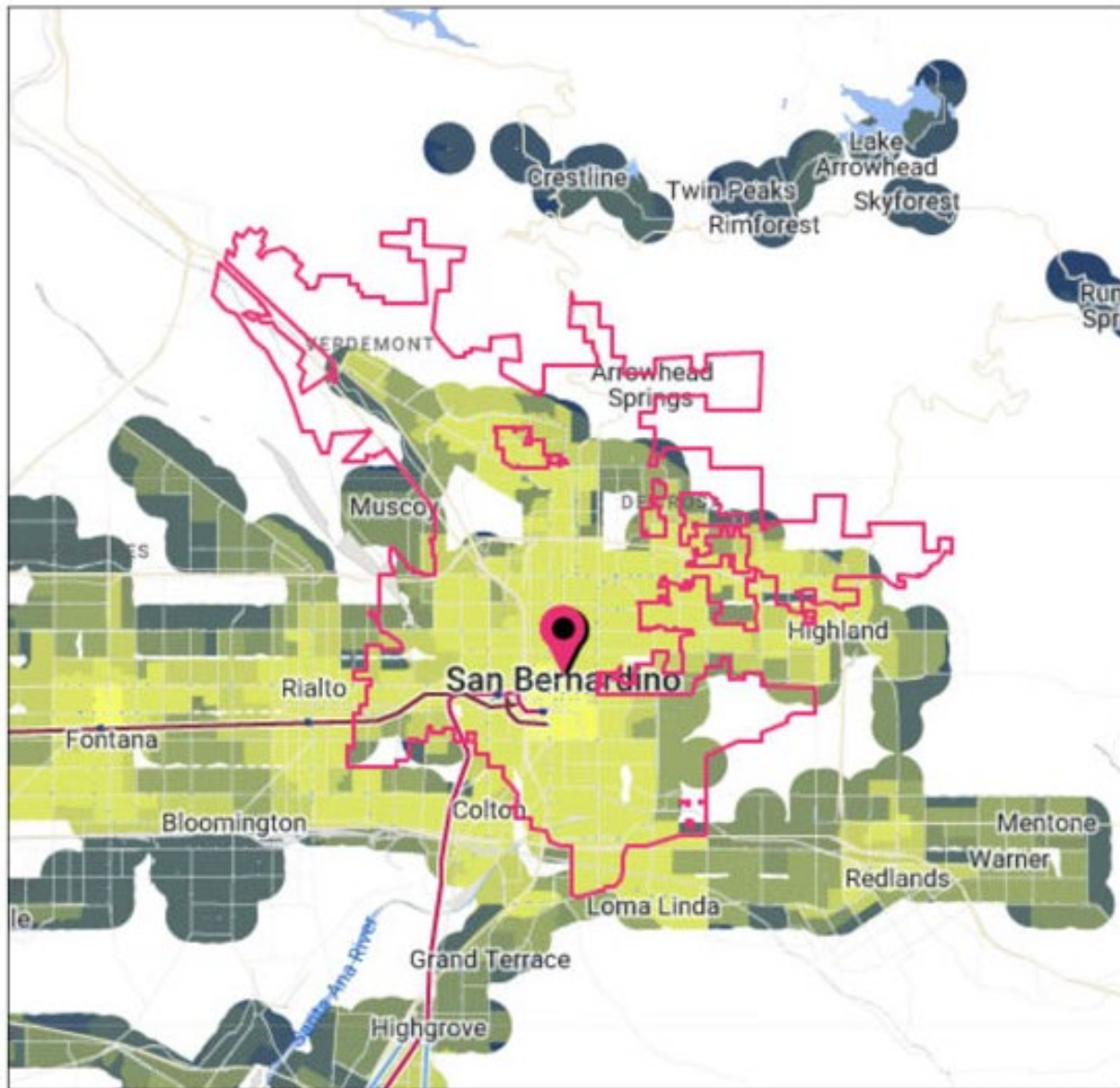
The City has two Metrolink stations, the San Bernardino Depot west of I-215 and the San Bernardino-Downtown east of I-215. Trains depart weekdays every 10 to 20 minutes during peak frequency. Service typically operates during the week from approximately 3:41 am to 9:43 pm, depending on the station. Weekend service typically operates between 6:38 am and 7:41 pm. The Downtown Station is the easternmost terminus for the San Bernardino Line, which originates approximately 53 miles to the west at Los Angeles Union Station. The San Bernardino Metrolink is most heavily used by Hispanic residents, both Spanish and English speakers.

Bus Service

As of 2023, Omnitrans operates 14 bus routes in San Bernardino. These routes connect to the community from a variety of points, and most routes connect to the Downtown Transit Center. Routes in San Bernardino typically operate every 20 to 30 minutes during peak hours. The sbX Green Line travels a 16-mile route along the E Street Corridor, from Cal State San Bernardino at the north to Loma Linda University and Medical Center at the south. This express route features dedicated bus-only lanes, traffic signal prioritization, onboard wi-fi, and bike racks. The sbX Green runs every 20 to 30 minutes on weekdays and every 30 minutes on weekends.

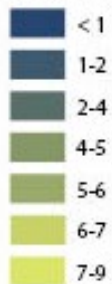
Special Transit for Disabled People

OmniAccess Service is a shared-ride service for individuals whose disabilities prevent them from using regular fixed-route service. OmniAccess provides curb-to-curb service and is available during the same periods that fixed-route service operates. OmniAccess serves up to 0.75 mile on either side of a bus route. Personal care attendants and young children ride free. Omnitrans Free Fares for School program also offers K-12 and college students free rides to school. The program was designed to allow students in Omnitrans' service area to get to school and extracurricular and recreational activities, encourage school attendance, and promote equity.



— San Bernardino City Boundary

AllTransit Performance Score

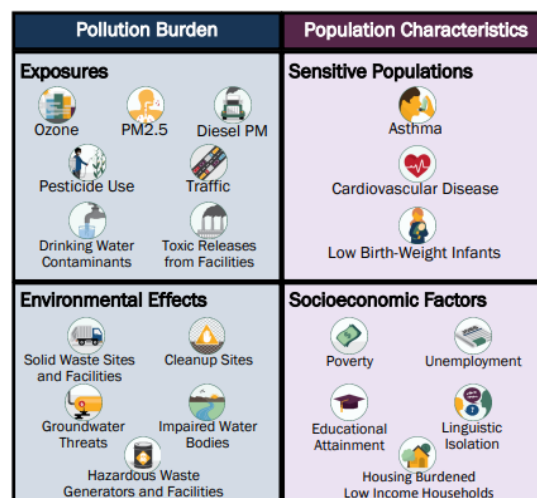


Source: AllTransit

Figure 5-21 Transit Score in San Bernardino region

ENVIRONMENTAL CONDITIONS

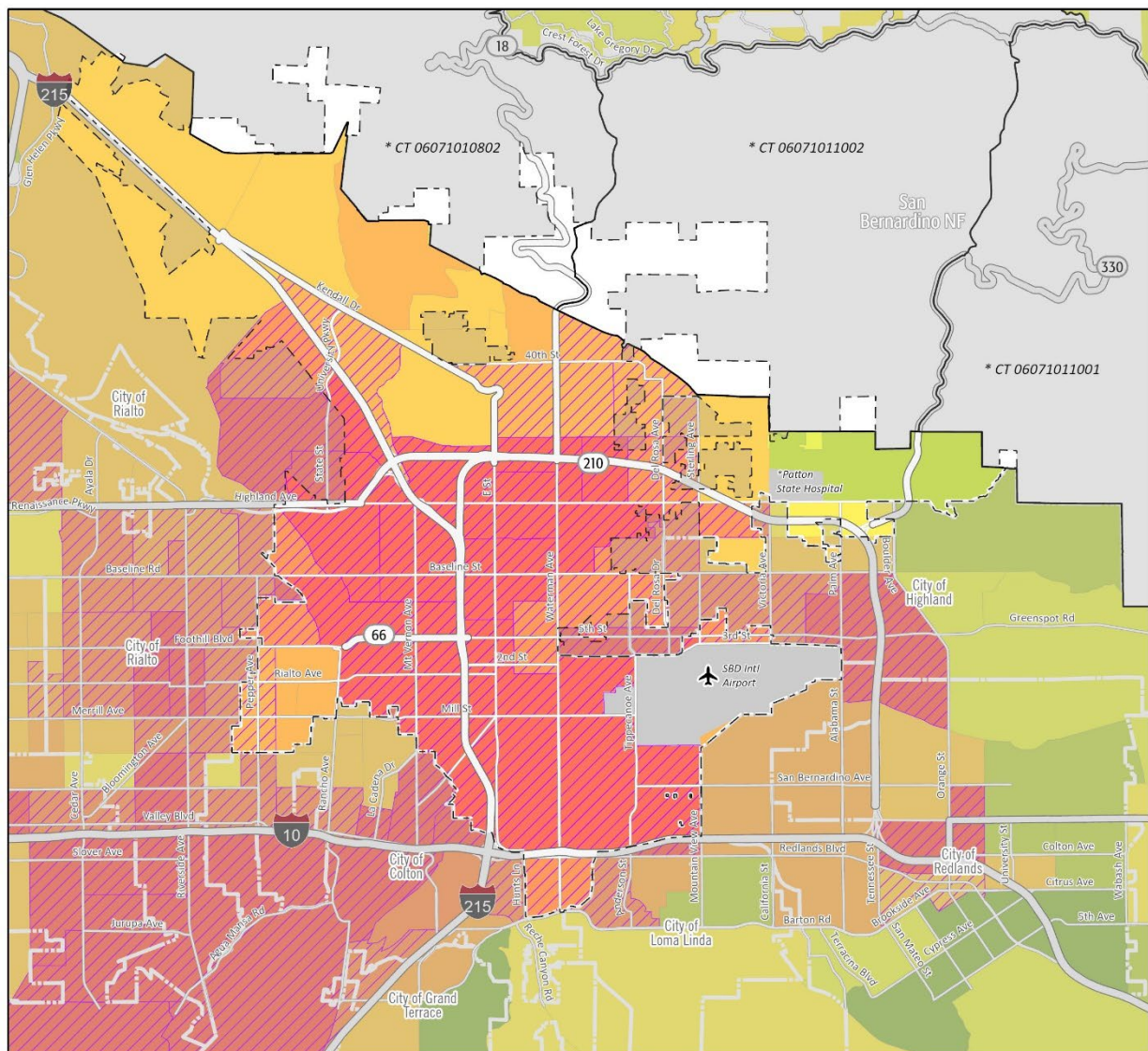
The City of San Bernardino has long served as an industrial and transportation hub of the Inland Empire and a gateway to the southwest region of the nation. The San Bernardino International Airport, four major interstate freeways, the BNSF railroad, and a robust trucking and warehousing sector have made San Bernardino the epicenter of industry. The demand for logistics continues to outpace other land uses. In combination with existing heavy industry, mining, and manufacturing and former military uses, San Bernardino has a complex legacy of environmental pollution.



The California Environmental Health Screening Tool (CES) is a tool developed by CalEPA for analyzing environmental justice (EJ) issues. Specifically, the CES can be used to identify places that are disproportionately burdened by pollution or have a more vulnerable population. In accordance with SB 1000, cities are required to use this tool to identify areas where EJ concerns exist and where appropriate goals, policies, and programs are warranted. CES uses a wide range of environmental, health, and socioeconomic indicators to calculate a health score. Scores that fall within the highest 25 percent of all census tracts across California (the fourth quartile) are designated as disadvantaged by the State of California.

Figure 5-22 displays CES 4.0 results for San Bernardino. Of the City's 40 census tracts, 70 percent score as disadvantaged with respect to the composite EJ score. Of the 40 tracts, 34 percent exceed the disadvantaged threshold for pollution and 73 percent for population characteristics. This covers 90 percent of all residents. The central and downtown areas have the poorest CES scores, and the northern section of the City, including Verdemon, is the least disadvantaged area due to fewer heavy industries. Central San Bernardino is surrounded by heavy industry, freeways, and logistics industry, and the northern area is closer to the San Bernardino National Forest.

CES data provide a more nuanced assessment of the City's disadvantaged communities. In the census tracts considered disadvantaged, all are lower income census tracts. Second, the race and ethnic composition of residents in census tracts that are disadvantaged due to environmental pollution is: 75 percent Hispanic, 10 percent White, 11 percent Black, and 4 percent Asian. In comparison, the City's demographics are as follows: 65 percent Hispanic, 14 percent White, 13 percent Black, and 4 percent Asian. This comparison shows that Hispanics are overrepresented in disadvantaged areas, while other groups are underrepresented.



San Bernardino City Boundary

SB 535 Disadvantaged Communities (CES 4.0)

CalEnviroScreen 4.0 - Composite Percentile

1 - 10% (Lowest Scores)

11 - 20%

21 - 30%

31 - 40%

41 - 50%

51 - 60%

61 - 70%

71 - 80%

81 - 90%

91 - 100% (Highest Scores)

* Data is not shown for Census Tracts 108.02, 110.01, and 110.02. The vast majority of these census tracts is located in unincorporated mountain communities. As the data represents conditions exclusive to the mountain communities, they are not shown for City planning purposes.



Source: ESRI, U.S. Census 2019, CalEnviroScreen 4.0, PlaceWorks

Figure 5-22 CalEnviroScreen Scores by Tract

5.4 FAIR HOUSING ENFORCEMENT

This section describes fair housing enforcement and compliance profile within San Bernardino. It consists of a description of services provided, sample of caseload, and summary of how the City complies with various state and federal fair housing laws in this housing element.

FAIR HOUSING SERVICES

San Bernardino contracts with the Inland Fair Housing and Mediation Board (IFHMB) to provide fair housing services. IFHMB provides a range of services to resolve issues related to housing discrimination, homeownership sustainability, rental complaints, and disputes in court through the provision of resource recommendations, education, and mediation. The IFHMB provides resources in both Spanish and English and provides a hotline for other ESL residents in need. Key services provided are highlighted below:

- **Fair Housing Services:** Provides information, investigation, education, conciliation, and/or referral of discrimination complaints free of charge to individuals and entities in its service area. Fair housing workshops are offered year-round to educate housing providers, tenants, homeowners, and financial and lending institutions on the key aspects of fair housing laws.
- **Landlord-Tenant Mediation:** Provides information about landlord/tenant rights and responsibilities. In addition, trained mediators provide mediation services to resolve conflicts between tenants and landlords. This includes both apartment properties, mobile home properties, and other homes offered for rent.
- **Housing Counseling:** Provides confidential, one-on-one counseling for individuals facing foreclosure, requesting rental information, and experiencing homelessness. Additionally, IFHMB's Legal Department conducts investigations of unfair and predatory lending practices for prospective or current homeowners.
- **Fair Housing workshops:** IFHMB conducts workshops throughout the region, although COVID-19 protocols have limited efforts in recent years. Organizations can also request presentations. A calendar of events is posted online at IFHMB's website where residents, stakeholders, and property owners can learn more. See <https://www.ifhmb.com/events>.
- **Fair Housing toolkit:** IFHMB created a fair housing toolkit available through social media and online. The toolkit provides information about fair housing rights and responsibilities. The toolkit was developed to promote fair housing throughout San Bernardino County, Imperial County, and Riverside County, and all materials are available in English, Spanish, and Chinese.

FAIR HOUSING COMPLAINTS

The City enforces fair housing and complies with fair housing laws and regulation through a twofold process: review of local policies and code for compliance with state law and the referral of fair housing complaints for investigation and resolution by the regional fair housing provider.

The U.S. Department of Housing and Urban Development and California Department of Fair Employment and Housing maintain records of fair housing complaints. From 2013 to 2021, 315 fair housing complaints were processed Countywide. Of that total, 49 cases (15 percent) were reported in San Bernardino. As shown in **Table 5-11**, the distribution of fair housing complaints in the City and County were very similar: disability bias was the most prevalent, at 46 to 47 percent, followed by race at 34 and 35 percent, and familial status at 10 percent.

Table 5-11 Fair Housing Complaints

Discrimination Bias	San Bern. City	San Bern. County
Disability	47%	46%
Familial Status	10%	10%
Race/ National Origin	35%	34%
Religion	4%	2%
Retaliation	0%	2%
Sex	4%	6%
Total	49	315

Source: HUD/FHAP Cases, San Bernardino County, 2013-2021.

Those who reported disability bias identified failure to make reasonable accommodation and refusal to rent as the primary offenses. Those who reported discrimination based on familial status identified refusal to rent or discriminatory terms as the primary offense. Those who reported national origin/race and color bias identified discriminatory refusal to rent or sell, discriminatory financing, and discriminatory advertising. Those who reported fair housing issues based on sex reported coercion and advertising or statements and those who reported based on religion identified discriminatory refusal to rent and discriminatory terms and conditions.

Table 5-12 provides the outcomes of all 49 complaints filed in the City. Over half of the complaints were settled as no cause determination, 30 percent were successfully settled, and 16 percent were withdrawn or dismissed. The high proportion of no-cause determinations is notable. IFHMB provides programs and services focused on eliminating housing discrimination, providing general housing assistance, and counseling, education, and outreach activities to residents in the Inland Empire.

Table 5-12 Housing Case Closure Reasons

Closure Reason	Total Count
No cause determination	25
Conciliation/settlement successful	14
Complaint withdrawn after resolution	4
DOJ settlement	2
Other final outcomes	4
Total	49

Source: HUD/FHAP Cases, San Bernardino City, 2013-2021

FAIR HOUSING COMPLIANCE

The City reviewed its zoning regulations as part of the 6th cycle housing element update to ensure compliance with fair housing law and will continue to regularly examine land use policies, permitting practices, and building codes to comply with fair-housing laws. Periodic reviews of the zoning regulations and policies confirm that, as the City grows and changes, it continues to ensure and enforce that all persons have access to sound and affordable housing.

In providing and expanding housing opportunities, the Housing Element will ensure compliance with fair housing law through the following:

- **Density Bonus** (Gov't Code § 65915 et seq.). Although the City has a density bonus ordinance, it has not been updated since 2013. The City will amend its density bonus program in accordance with ABs 2753, 2372, 1763, 1227, and 2345 and other laws over the past decade.
- **No-Net-Loss** (Gov't Code § 65863). The City, through its General Plan update, will designate sufficient land at all times during the planning period commensurate with its assigned RHNA and will periodically review its land inventory to ensure site availability.
- **Housing Accountability Act** (Gov't Code § 65589.5). The City will not disapprove, or condition approval in a manner that renders infeasible, a housing project for very low-, low-, or moderate-income households or emergency shelter unless specific written findings are made.
- **Objective Development and Design Standards** (Gov't Code § 65913.4). The City will draft and adopt objective development and design standards that can improve certainty for the development community regarding the design of residential and mixed-use projects.
- **Homeless Accommodations**. The City will revise its codes for emergency shelters, transitional housing, and supportive housing and will amend its codes to allow for low-barrier navigation centers as a by-right land use in accordance with Gov't Code §§ 65582, 65583, and 65660.
- **Farmworker and Employee Housing**. The City will revise its zoning codes to allow for farmworker housing, agricultural housing, and employee housing as a by-right residential use in accordance with §§ 17021.5 and 17021.6 of the Health and Safety Code.
- **Residential Care Facility**. The City will revise its zoning code to allow for residential care facilities, alcohol and drug rehabilitation facilities, and other group housing arrangements consistent with state law (Community Care Facilities Act) and federal fair housing law.
- **Application Processing** (Gov't Code § 65589.5). The City relies on state law for processing application for housing projects, conducting no more than five hearings for projects that comply with objective development standards, and making a decision on a project within 90 days after EIR certification or 60 days after adoption of an MND or EIR for affordable housing.

Section (l) also prohibits housing discrimination through public or private land use practices, decisions, and authorizations because of protected class. Discrimination includes, but is not limited to, restrictive covenants, zoning laws, denials of use permits, and other actions authorized under the Planning and Zoning Law (Title 7 (§65000 et. seq.)), that make housing unavailable. Also, included is the requirement to abide by California Code of Regulations, §12005 et. seq.

While there are numerous examples and applications for how the City complies with fair housing law, the following is a sample of actions:

- **Discrimination by private entities.** Existing law regulates and prohibits various entities from engaging in discriminatory behavior. These entities include property owners, financial institutions, businesses involving real-estate transactions, multiple listing services, and other nonpublic entities. The City retains a fair housing provider who is charged with education, mediation, and litigation when landlord/tenant or fair housing discrimination cases arise.
- **Families with Children.** As noted in Chapter 3, the City will revise the Development Code and the redefine the terms “family” and “dwelling unit” so that it does not refer to birth, marriage, family status, or number of occupants. Definitions will also be changed for housing occupancy by a single family. While these definitions have not been historically construed to limit housing for families, revisions to the Development Code will be made.
- **Disabled People.** As part of the housing element update, Chapter 3 contained an analysis of potential constraints to housing people with disabilities. As articulated in the Housing Plan, programs are set forth to modify the City’s residential care provisions, expand the reasonable accommodation process, and continue implementation of the transition plan (among other actions) to reduce barriers to housing for disabled residents.
- **Homeless People.** As articulated in the housing element, the City has taken actions to create shelter for unhoused residents as follows: 1) declaring a shelter crisis, 2) allocating \$25 million for shelter and services; 3) committing to revising codes to remove constraints, 4) analyzing the suitability of sites in the overlay zone for shelters; and 5) developing a comprehensive program in the housing plan to address unmet needs.
- **Variety of Housing Types.** During the 2021-2029 Housing Element planning period, the City has facilitated and approved residential projects that will serve San Bernardino residents who represent varying income levels, disabilities and medical conditions, family size, age, veteran status, housed status, etc. These projects are described in Chapter 4 and include projects who the intended occupants are designated as a protected class.
- **Proactive Goal and Policies.** While the above describe specific examples of how the City will affirmatively reduce the potential for housing discrimination, the Housing Plan will contain a dedicated goal, policies, and objectives that affirmatively further fair housing.

Findings, Lawsuits, Enforcement Actions, Settlements, or Judgments

As required by Gov't Code § 8899.50, the City of San Bernadino is committed to administering programs and activities relating to housing and community development in a manner to affirmatively further fair housing and avoid any action that is materially inconsistent with its obligation to affirmatively further fair housing. Furthermore, the City complies with Gov't Code § 11135 et seq., which requires full and equal access to all programs and activities operated, administered, or funded with financial assistance from the state, regardless of one's membership or perceived membership in a protected class.

Compliance with Fair Housing Statutes

In developing this Assessment of Fair Housing, the City of San Bernardino has not received any of the following notifications related to fair housing concerns or civil rights violations:

- A charge or letter of finding from the federal Department of Housing and Urban Development concerning a violation of a civil rights-related law.
- A cause determination from the California Department of Fair Employment and Housing or local fair housing agency concerning a violation of a state or local fair housing law.
- A letter of findings issued by or lawsuit filed or joined by the U.S. Department of Justice or the California Department of Justice, Office of the Attorney General, alleging a pattern or practice or systemic violation of a state and/or federal fair housing or civil rights law.
- A claim under the False Claims Act related to fair housing, nondiscrimination, or civil rights generally, including an alleged failure to affirmatively further fair housing.

Compliance with Housing Element Statutes

On September 29, 2022, the City of San Bernardino received a notice of violation from the California Department of Housing and Community Development, Local Government Relations and Accountability Office. HCD found that, by failing to submit a timely draft 6th Cycle Housing Element, the City is in violation of State Housing Element Law (Gov't Code, § 65585). The letter can be accessed at: www.hcd.ca.gov/sites/default/files/docs/planning-and-community/HAU/san-bernardino-NOV-092922.pdf. The City is committed to adopting a housing element that meets all requirements of state law, including affirmatively further fair housing. Presently, the City is completing a concurrent update to its 2050 General Plan, Downtown Specific Plan, Housing Element, and Development Code update that will fully address applicable laws and regulations. The Element will be submitted to the Dept. of Housing and Community Development in 2023.

5.5 Local Context

SAN BERNARDINO HISTORY

As one of the oldest incorporated communities in the Inland Empire, the City of San Bernardino has a rich and complex history dating back to the mid-1800s. The City's history, from just before its incorporation to present day, provides the context for this fair housing assessment. Additional reference materials are available that provide a full discussion of the City's history.

Incorporation Years

San Bernardino's formation as a city can be traced to 1851, when a company of 500 Mormons departed Salt Lake City for Southern California, where LDS leader Brigham Young envisioned a Mormon colony to facilitate overland travel between Salt Lake City and the Pacific Coast. The company arrived at Cajon Pass in June 1851 and began negotiating for the purchase of Rancho San Bernardino, a 35,000-acre Mexican land grant. In 1853, the Mormons commissioned a survey of the townsite for the San Bernardino fort. Sherwood's "Plan of the City of San Bernardino" was modeled on the layout of Salt Lake City and consisted of a rectangular grid of 72 blocks with wide streets and one-acre lots. Near the center of town, Sherwood set aside a public square suitable for a temple; this later became a public park (today's Pioneer Park).

In 1853, the County of San Bernardino was also created and divided into three townships. San Bernardino was designated the County seat, with the Mormon Council House serving as the first courthouse. In 1854, the California legislature incorporated the City, which by then had 1,200 residents, three-quarters of them Mormon. The City was officially incorporated in 1857. Later that year, most of the colonists were recalled by Brigham Young due to the Utah War. A Los Angeles syndicate acquired much of the colony and resold it to non-Mormon settlers, who continued the agricultural and ranching work begun by their predecessors. Wheat remained the staple crop. Some settlers maintained irrigated alfalfa fields started in 1852-53 by Mormons from Australia. Some of San Bernardino's new settlers set out vineyards, and others experimented with oranges.

Railroad and Citrus Define San Bernardino

The creation of a wagon road through Cajon Pass created new markets for goods in the desert settlements of California, Nevada, Utah, and Arizona. San Bernardino, at the foot of Cajon Pass, facilitated much of Southern California's desert trade. In 1881, the Atchison, Topeka, and Santa Fe Railroad entered Southern California through Cajon Pass. San Bernardino thereafter became the division point for the AT&SF's Los Angeles Division. The "Santa Fe" played a significant role in the development of San Bernardino and the region. New towns emerged and old towns grew rapidly. San Bernardino's population increased from 1,673 in 1880 to 4,012 in 1890. Agricultural lands on

the outskirts of the old colony were subdivided into residential and semirural tracts. In 1886, the Santa Fe opened its railroad maintenance facility, the largest facility west of Topeka, on the west side of the City. By 1900, more than half of the City's residents were employed by the railroad.

By the late 1880s, however, the Rancho era shifted from cattle trading and grain production to a citrus industry aided by innovations in irrigation; the completion of transcontinental railroads; venture capitalism; and the labor of Native Americans, Chinese, and Mexican workers. Citrus agriculture and transcontinental railroads continued to define the economy, landscape, labor, and culture of the City in the late 1880s to mid-1920s. By 1915, San Bernardino had transformed from a scarcely populated rancho to a thriving semiurban transportation center with a population of nearly 5,000 people who enjoyed modern hotels, street lighting, theaters, railroads, and paved streets with a thriving downtown. San Bernardino celebrated its agricultural heritage during the annual National Orange Show. Later, the Great Depression affected the entire region. Thousands of Dust Bowl migrants left the Great Plains and arrived in Southern California during the 1930s.

World War II and Post-war Era

The 1940s to 1960s ushered in a period of growth. The country was involved in World War II and needed land for its military. Norton Air Force Base, known as the San Bernardino Air Depot, was built in 1942. The base transformed the economy, population, and job market. During the early 1940s, 20,000 employees worked at the base, and San Bernardino's population grew from 43,000 to nearly 63,000. Another war-based company, Kaiser Steel, had over 8,000 employees. Defense workers flocked to the City to fill wartime labor shortages. Jobs at BNSF, Norton, and Kaiser Steel fueled a demand for housing, resulting in vast tracts in the City's north central and Del Rosa areas.



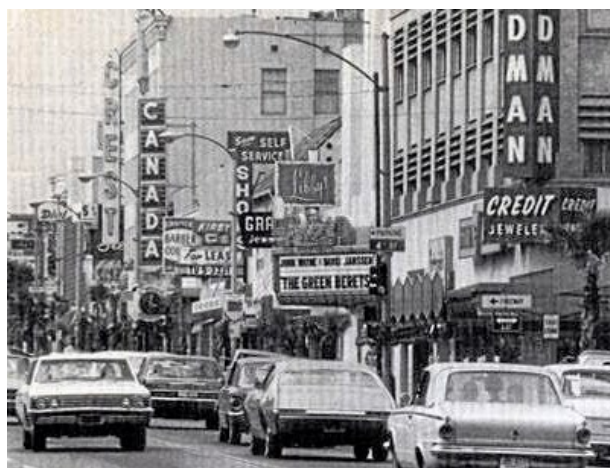
Norton Air Force Base

Source: Tech. Sgt. Robert Simons, USAF, Public domain, via Wikimedia Commons.

During the 1950s, freeway construction caused a pronounced change in the City. The arrival of Interstate 10 to San Bernardino County in 1954 and its push eastward lasted into the 1960s; coupled with the railroads, this ultimately led to the prominent warehousing sector evident today. Caltrans also built Highway 395 (renamed I-215 in 1982) through San Bernardino in a north-south alignment, which veered northwest toward Cajon Pass, paralleling the Santa Fe Railroad. Using unorthodox left-exiting off-ramps, engineers deliberately steered motorists away from the Mt. Vernon *colonia*, giving priority to the City's downtown and E Street districts. The freeway

accelerated the City's growth to the north as long-distance commuters opted for new housing near the San Bernardino Mountains and CSU San Bernardino campus, which opened in 1965.

San Bernardino enjoyed its heyday during the 1960s and 1970s. It was the car-cruising capital of Southern California from the late 1940s to the early 1970s. Memories of cruising E Street or Route 66 are etched into the City's collective memory. The City still holds the annual Route 66 Rendezvous, a four-day celebration of America's Route 66. The City's peak came when the National League of Cities awarded San Bernardino an All-America City award in 1977. Yet it is important to note that the 1960s and 1970s were a challenging time of turbulent social change everywhere, including in the Inland Empire, and economic change was on the immediate horizon.



Downtown San Bernardino
Source: *San Bernardino Sun*.

Urban Decline and Revitalization

Since the 1970s, the City has experienced extensive changes that have led to urban decline. The most frequently cited reason is closure of the “big three”—the BNSF Railroad Maintenance Yard, Norton AFB, and Kaiser Steel—which resulted in a loss of 30,000 direct jobs and another 60,000 to 90,000 jobs when economic multipliers are factored in. Another factor was the mortgage meltdown of the mid-2000s, which resulted in thousands of home foreclosures and eroded the City's property tax base. Subsequent factors also hurt the City's retail base (Carousel Mall, auto malls, etc.), resulting in significant losses in sales tax revenues. Other factors include pressing urban problems and insufficient investment in city neighborhood infrastructure. These misfortunes culminated with the City's bankruptcy in 2012, a terrorist attack in 2015, and the aftermath of the pandemic and economic disruptions.

In 2022, the City of San Bernadino officially emerged from bankruptcy proceedings. The City is undergoing a General Plan update and the Downtown Specific Plan that will reinvigorate downtown and provide a mix of housing for different ages and income levels. The City's finances have significantly improved and stabilized, allowing increased expenditures for community services, public safety, and development. Building permits are at the highest levels in years. The Norton AFB continues its successful transition to a general aviation center surrounded by industrial and manufacturing land uses. Ongoing hazard cleanups are improving the City's environment. The City is reinvesting in its neighborhoods and addressing some of its more challenging social problems, including poverty, unemployment, and crime.

SAN BERNARDINO AND MULTICULTURALISM

Many San Bernardino cultures have contributed to the City. Hispanics, Native Americans, Chinese, and Blacks have played important roles, and each encountered discrimination and segregation that was common in the region, state, and nation. Though it is not possible to cover this topic in depth, the following excerpts provide context for understanding the City.

Asian Americans

In 1867, the first Chinese immigrants arrived in San Bernardino and soon became involved in construction of the railroads. The Chinese were forced to move in 1878 to a “Chinatown” on Third Street between what is now Arrowhead Avenue and Sierra Way due to an “Anti-Laundry Ordinance.” By the late 1890s, San Bernardino’s Chinatown had 400 to 600 residents, many from the Chinese province of Guangdong. San Bernardino County facilities and Pioneer Park now occupy the former Chinatown.



Photograph of original San Bernardino Chinatown

After the railroad lines were completed, many Chinese worked in the region’s citrus industry and in produce, on farms in what would become the Base Line Gardens tract east of Waterman Avenue. Chinese also worked as cooks, launderers, and bus boys. However, in 1882, the Chinese Exclusion Act placed a 10-year ban on Chinese laborers immigrating to the United States. When the Act expired in 1892, the US Congress extended the ban for an additional 10 years in the form of the Geary Act. By the mid-1920s, however, San Bernardino’s Chinatown was largely abandoned. The remaining Chinatown was demolished in 1959 and 1960 during a redevelopment project.

As was the case throughout California, Japanese immigrants also experienced discrimination. During World War II, many were relocated to internment camps in Poston, Arizona. The War Relocation Authority operated the camp from 1942 until it was shut down in 1945. More than 17,000 people were relocated, mostly from California, including San Bernardino County. Many who returned from their experience lost their homes, business, and livelihoods. In contrast, Filipinos did not experience the same discrimination, arguably since the island had been ceded by Spain along with Puerto Rico and Guam as a result of the Spanish–American War in 1898. Today, Filipinos are one of the fastest growing race and ethnic groups in the Inland Empire. Asian Americans have also made steady progress in educational attainment and business development. And as of 2022, San Bernardino elected its first Asian-American mayor.

Native Americans

Native Americans originally inhabited the area known as San Bernardino. After the missions were secularized, settlers created ranches, farms, mines, and logging camps. These newcomers sought to own land without obstruction. Indigenous people who remained on their ancestral lands were often the victims of harsh treatment and violence. The mid-1800s was a period of existential threat for native Americans. In 1866, a militia of white colonizers initiated a 32-day campaign to kill all Indian natives from the Big Bear Valley. Led by Yuhaaviatam tribal leader Santos Manuel, the remaining 20 to 30 members fled to Warm Creek in the San Bernardino Valley.

In 1891, passage of the Act of Relief for Mission Indians recognized the San Manuel Band of Mission Indians as a sovereign nation and established the San Manuel Indian Reservation. The reservation was and still is in the San Bernardino foothills, originally on 657 acres of steep foothills. The earliest laborers for inland citrus colonies were Native Americans who picked crops and excavated irrigation canals. The Reservation was later expanded to 1,100 acres, but residents generally lived in poverty during much of the early 1900s. Housing was later placed on the reservation, but infrastructure was lacking until decades later.



The opening of Indian bingo in 1986, then later a casino and water bottling plant in the 1990s and 2000s, brought change to the Reservation. Since then, the San Manuel Reservation has grown in size and become a major benefactor to the City. In 2019, the band donated \$25 million to the Loma Linda University Children's Hospital. In 2020, the San Manuel Band gifted \$9 million to the University of Nevada, Las Vegas. The San Manuel Band has also funded a veterinary clinic and renovations to San Bernardino parks, and donated \$3.4 million to Goodwill Southern California, among others. The history of the San Manuel Reservation can be found in detail online at: <https://sanmanuel-nsn.gov/culture/history>.



Mexican Americans

Though generations of Mexicans had lived in the area since the Rancho San Bernardino, the citrus industry and railroads spurred immigration. The Santa Fe railyard was one of the company's major hubs on the west coast, and Mexican railroad workers were hired to help with track laying and grading. By 1910 the City recorded 888 foreign-born Mexicans living in the City. Moreover, many of San Bernardino's Hispanic newcomers arrived after 1910 to escape violence associated with the Mexican Revolution. A *colonia* was established on the west side of San Bernardino, Mt. Vernon corridor, and Route 66 east of Mt. Vernon. Despite repatriation campaigns of the 1930s, the Mt. Vernon *colonia* became a thriving commercial district and established a permanent community of Mexicans in San Bernardino that remains today.⁸

Mexican Americans also experienced discrimination in housing, public accommodations, and other services. Community groups led significant change. In 1943, Mexican children were refused admittance to the Municipal Plunge except for one day a week, the day before it was drained and cleaned. San Bernardino's Mexican American Defense Committee and its members and others demanded that Mexicans be allowed to use the municipal pool during all of the hours it was open to the public. In *Lopez v. Seccombe*, the court ruled that that the City barring Hispanic from parks, pools, and other recreational facilities was illegal under the Fifth and Fourteenth amendments. *Lopez v. Seccombe* became part of a larger legal movement to dismantle racial discrimination.⁹

During the 1940s and 1950s, many Mexican Americans served overseas defending America from the Axis powers. When the war ended, Mexican Americans were no longer willing to accept second-class citizenship, limited education and job options, or segregation. These new-found demands converged with the Civil Rights Movement of the 1960s, leading to greater integration locally. Moreover, as Mexican business owners gained financial prosperity, they attained social and political power. Still, the Westside had to contend with discrimination like the construction of the SR-395, which had ramps designed to funnel traffic to the City's historic downtown only, cutting off the west side. These ramps would eventually be reconfigured—50 years later.

Since that time, Hispanic groups have become the largest race and ethnic group in San Bernardino. Many members now hold offices at every level of government and are elected City Council members. CSUSB, a leading state academic institution, has received grants to advance economic and educational opportunity. And in 2022, the White House held a summit to highlight the Biden-Harris Administration's commitment to advancing equity and economic empowerment and to connect local Hispanic community members directly with federal leaders and resources.

⁸ Ocegueda, Mark (2017), Sol y Sombra: San Bernardino's Mexican Community, 1880-1960 Dissertation submitted to the University of California, Irvine. Accessed online at: https://escholarship.org/content/qt39x753fm/qt39x753fm_noSplash_81424a806a3e12a7154f89e40448f80e.pdf.

⁹ Ocegueda, Mark (2010) "Lopez v. Seccombe: San Bernardino's Mexican American Defense Committee and Its Role in Regional and National Desegregation," History in the Making: Vol. 3, Article 4. Available at: <https://scholarworks.lib.csusb.edu/history-in-the-making/vol3/iss1/4>.

Blacks

Black residents have a long history in San Bernardino, dating to the Valley Truck Farm in southeastern San Bernardino.¹⁰ Valley Truck Farms was unique in that the subdivision planned to have no racial restrictions, a novel idea during the 1920s and not without controversy. The neighborhood formed its own Civic and Business League in 1930. The neighborhood began as agrarian, but would grow throughout the 1940s as Norton Air Force Base expanded and employed many Blacks. Children attended Mills School. However, with the community in the airport flight path and economic forces favoring other nonresidential land uses, industrial developments have since largely replaced the original neighborhood.

The Westside was the heart of San Bernardino's Black community, many of whom worked for the Santa Fe railroad. During the World War II and postwar periods, St. Paul AME Church and the Prince Hall Masonic Lodge hosted NAACP meetings that were a forum for opposition to the City's "White Trade Only" signs. The Masonic Lodge hosted black fraternal societies and provided meeting space for San Bernardino's Negro Welfare League. Private homes also served as gathering places during the 1930s and 1940s. The Anna B. Garner Women's Political Club met at members' houses. Likewise, journalists J. Robert Smith and Mary Lou Phillips published the *Tri-County Bulletin*, a black Inland Empire newspaper, from their house on Harris Street.

The Civil Rights Era was a time of turmoil nationally. In San Bernardino, Blacks and Mexicans had been systematically excluded from housing north of Baseline Street and east of the train tracks and later the 215 freeway due to restrictive covenants, resulting in segregated public schools. While the Supreme Court's decision in *Brown v. Board of Education* (1954) found segregation in public schools unconstitutional, it took decades to take effect in San Bernardino. The Congress for Racial Equity, NAACP, and others sued to force the County school district to implement a desegregation plan, which culminated when the California Supreme Court upheld a lower court's ruling that required mandatory desegregation and integration of SBCUSD by 1974.¹¹

Since that time, Blacks have achieved trailblazing accomplishments in San Bernardino, including elected office; military leaders and commendations; and leading physicians, educators, judges, community volunteers, pastors, etc. Local organizations, including but not limited to the Congress for Prophetic Engagement, Inland Empire Concerned African Churches, NAACP, and others continue to remain active, championing equity in housing, employment, social justice, etc. In the past few years, CSU San Bernardino has initiated a history project, "Bridges That Carried Us Over Project: Black History in the Inland Empire" to document the history, contributions, aspirations, and continued legacy of Blacks in the San Bernadino community.

¹⁰ The Valley Truck Farm neighborhood can be found online at: <https://storymaps.arcgis.com/stories/7343b0fe57b34cd18950547008ea4439>.

¹¹ Fighting School Segregation in San Bernardino: How activists challenged a geography of segregation in the 1960s. Maile Costello and Daniela Gomez, ed. by J. Tilton, a U of R REST Public History Project March 4, 2022.

Recognizing the multicultural nature of San Bernardino's community, the City continues to be active in promoting and celebrating the diversity of its residents and the history, heritage, and contributions made by individuals and groups. Some of the key events are as follows:

- The National League of Cities awarded the City of San Bernardino its 2023 City Cultural Diversity Award at the League's National Conference held in Washington DC from March 26-28. The award recognized the City's inaugural Festival, "Where Our Cultures Connect." The event drew 7,000 to 10,000 participants during the daylong event. the award was accepted by Mayor Helen Tran, the first Vietnamese American Mayor, and Council Member Kimberly Calvin.
- The City sponsors a wide variety of events to commemorate its multicultural residents. Every February, the City celebrates Black heritage, posting more than a dozen events on its website during the month to celebrate Black culture throughout the City. In September of each year, the City also celebrates National Hispanic Heritage Month, and works with community partners to publicize events at the Feldheym Library, CSUSB, HispanicCoalition of Small Businesses, Community College District, and the San Bernardino County Museum.
- Asian American, Pacific Islander, Desi Americans, as well as Native American heritages are celebrated annually through community events and through a series of lectures and events at California State University San Bernardino. The San Manuel Band of Mission Indians is actively involved with CSUSB in sponsoring annual events and has dedicated grants to the university to startup its First Peoples' Center in 2017.



HUGE MASS MEETING
Sponsored by
The Gato City Business Association
St. Paul AME Church
San Bernardino, CA
Sunday, November 18,
at 3:30 p.m. Sharp
Address: 1000 E. Main St.
Admission: Free
No refund on this event. Seating will be made
first-come, first-served. (No reservations)

**JOIN US FOR A LOOK
INTO SAN
BERNARDINO'S CIVIL
RIGHTS HISTORY.**

OUR FIGHT
By T. R. M. HOWARD
I suppose that the largest group
of Negroes ever brought together
in Southern California will assem-
ble on Memorial day at San Ber-
nardino under the auspices of the
Economic, Commercial and Politi-
cal League of California.

Bridges That Carried Us Over is
interested in photographs, stories,
and other materials to help build
their collection. Feel free to bring
something you believe may be fit
into their goal of documenting
Black history in the Inland Empire.

www.sopl.org
SBCityLibrary f SBCityLib
SBCityLibrary abcitylibrary

**San Bernardino
Civil Rights:**
**Voices from the Bridges
That Carried Us Over**

Dr. Jennifer Tilton
Romaine Washington
Vicki Lee

SATURDAY, FEBRUARY 11
3 pm - 4:30 pm
FELTHEYM CENTRAL LIBRARY
555 W 6th St
San Bernardino, CA 92410
909-381-8201

**Bridges
That Carried
Us Over
Project**
Documenting Black History
in the Inland Empire
<https://www.csusb.edu/special-collections/projects/bridges-carried-us-over-project>

These are just sample of some of the events sponsored by the City, CalState San Bernardino, the County Museum, and many other organizations active in the community.

5.6 DISADVANTAGED COMMUNITIES

This section discusses disadvantaged communities, as directed by state law, with respect to water, wastewater treatment, stormwater drainage, and structural fire protection that inform the development of goals, policies, and programs in the Housing Plan chapter.

Adopted in 2011, Senate Bill 244 (Gov't Code § 65302.10) requires cities to review and update the land use element of their General Plan to identify lower income unincorporated communities, excluding any area in the sphere of influence of a city or incorporated town. This legislation was passed to address the complex barriers that contribute to regional inequity and infrastructure deficits in disadvantaged unincorporated communities. Many of these areas also have environmental justice concerns.

In accordance with SB 244 and guidance provided by the Governor's Office of Planning and Research and San Bernardino County LAFCO, this chapter does the following:

- » Identifies and describes each "island" or "fringe community," as defined, that exists within that city's sphere of influence that is a disadvantaged unincorporated community. (GC § 65302.10.(a))
- » Includes an analysis of water, wastewater, stormwater drainage, and structural fire protection needs or deficiencies for each of the identified communities in the land use element. (GC § 65302.10.(a))
- » Includes an analysis of potential funding mechanisms that could make the extension of services and facilities to identified communities financially feasible. (GC § 65302.10.(a))
- » Includes responsive goals, policies, and programs to be included in other elements of the General Plan that can address the identified infrastructure and service level deficiencies.

The San Bernardino County LAFCO has prepared disadvantaged communities mapping to identify areas Countywide and in San Bernardino where disadvantaged communities exist (**Figure 5-23**). Seven communities in the City are identified as disadvantaged and are therefore subject to the legislative requirements. Additional unincorporated areas in the City's sphere exist, but they do not meet the criteria established by state law and the LAFCO.

SB 244 requires the housing element to address three items: 1) an assessment of water, wastewater, and stormwater drainage infrastructure and structural fire protection services for these communities; 2) financing opportunities that could make service extension or improvement to these communities feasible; and 3) responsive goals, policies, and programs in the land use element. The remainder of this section addresses the requirements under SB 244.

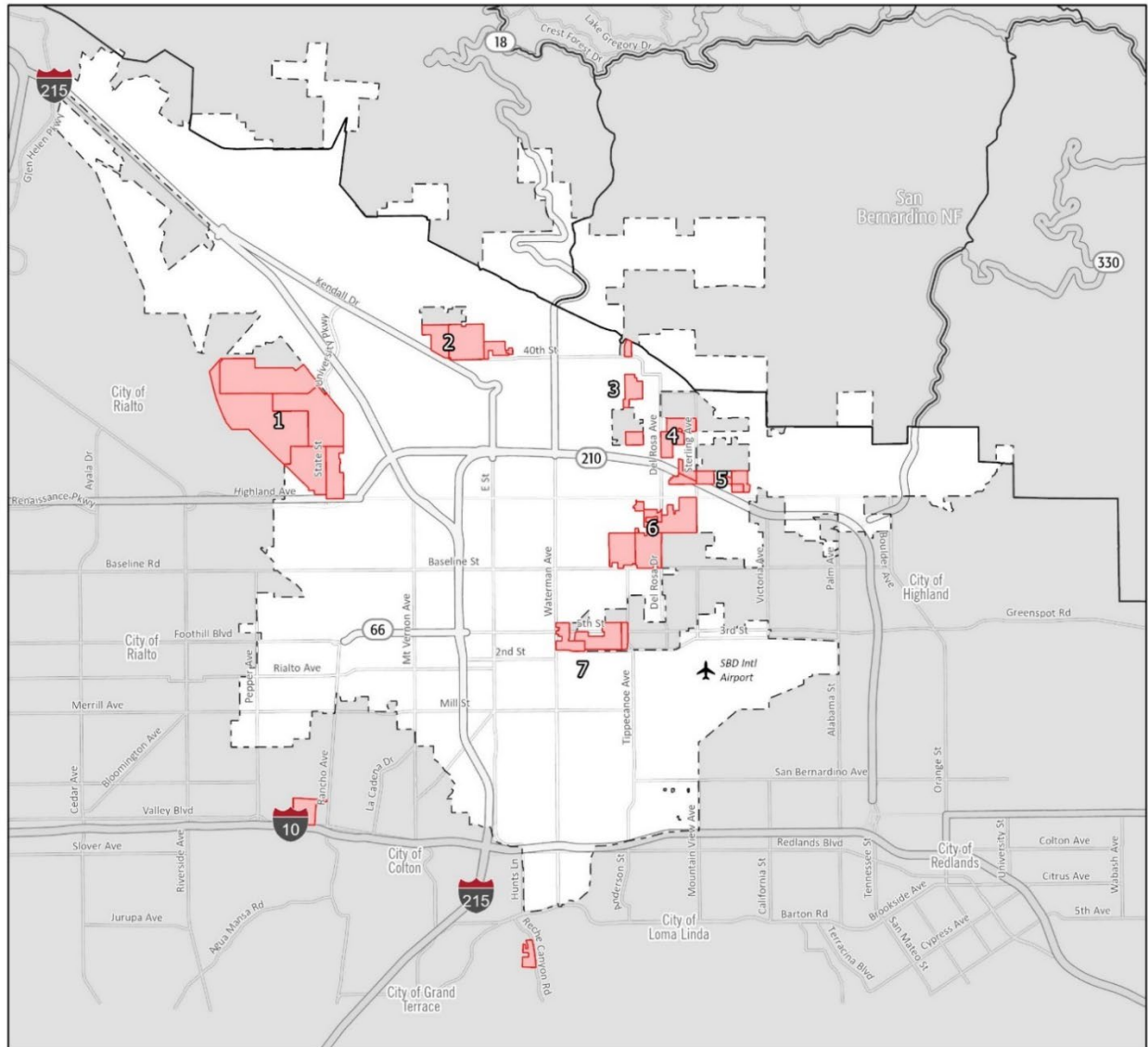
IDENTIFICATION OF AREAS

All of the unincorporated islands in the City of San Bernardino are designated either partially or entirely disadvantaged unincorporated communities (DUC). **Table 5-13** lists each DUC, the area or size of the DUC, population in the DUC, housing units, and the predominant land uses within each area. Taken together, the DUCs within the City of San Bernardino's sphere include approximately five square miles, about 4,500 residents, and 1,261 housing units.

Table 5-13 Disadvantaged Unincorporated Communities

GENERAL NAME	CENSUS GEOGRAPHY	STATISTICS	PREDOMINANT LAND USES
Area #1: Muscoy South of Cimmaron Ranch development	<ul style="list-style-type: none"> CT 41.03; BL 3004 & 1011 CT 41.04; BL 1011 & 2004 CT 41.01; BL 1004 	<ul style="list-style-type: none"> Area: 1,453 acres Population: 965 Hsg Units: 203 	Residential
Area #2: Arrowhead Farms	<ul style="list-style-type: none"> CT 45.07; BL 2001 & 1007 CT 45.07; BL 3013 CT 45.05; BL 2010 	<ul style="list-style-type: none"> Area: 282 acres Population: 656 Hsg Units: 197 	Residential
Area #3: DRNAG	<ul style="list-style-type: none"> CT 62.03; BI 2003 CT 61.01; BI 2005 & 3002 	<ul style="list-style-type: none"> Area: 101 acres Population: 541 Hsg Units: 236 	Residential
Area #4: DRNAG	<ul style="list-style-type: none"> CT 62.03; BI 1015 CT 61.02; BI 2004 	<ul style="list-style-type: none"> Area: 108 acres Population: 107 Hsg Units: 32 	Residential
Area #5 DRNAG-Barton	<ul style="list-style-type: none"> CT 62.04; BI 1007 CT 62.03; BI 1009 CT 74.12; BI 2003 	<ul style="list-style-type: none"> Area: 127 acres Population: 392 Hsg Units: 100 	Residential
Area #6 DRNAG-Barton- International	<ul style="list-style-type: none"> CT 74.12; BI 2012 & 1004 CT 65.01; BI 2002 CT 65.02; BI 2010 & 2018 	<ul style="list-style-type: none"> Area: 418 acres Population: 527 Hsg Units: 140 	Residential
Area #7: Pacific	<ul style="list-style-type: none"> CT 63.04; BI 3005 CT 63.03; BI 1001 & 1002 CT 63.01; BI 4002 & 4007 	<ul style="list-style-type: none"> Area: 193 acres Population: 1,288 Hsg Units: 353 	Residential
Total	13 census tracts	<ul style="list-style-type: none"> Area: 2,682 acres Population: 4,476 Hsg Units: 1,261 	Residential

Sources: San Bernadino County Local Agency Formation Commission (SBCLAFCO); U.S. Census 2020.



- San Bernardino City Boundary
- Disadvantaged Unincorporated Communities



Source: ESRI, San Bernardino LAFCO 2021, PlaceWorks

Figure 5-23 Disadvantaged Unincorporated Communities

EVALUATION OF IMPACTS

Water Supply and Quality

The San Bernardino Valley Regional Urban Water Management Plan (UWMP) provides a summary of water supply and demand for the years 2020 to 2045 for agencies serving the valley. The State's UWMP Act requires urban water suppliers to assess water supply reliability by comparing total projected water use with the expected water supply over the next 20 years in 5-year increments. The 2020 San Bernardino Valley Regional UWMP show that supplies will meet or exceed demand.

DUC 1, Muscoy

The Muscoy Mutual Water Company (MMWC), a private water supplier for DUC 1, serves 1,550 residential and commercial uses. Continuing upgrades are made to this system, specifically the replacement of aged main-line pipes and rehabilitation of two reservoirs and two wells. MMWC projects that adequate water supply is available to serve projected growth through 2050. However, water quality remains a greater concern due to the Newmark and Muscoy plumes in northwestern and west-central portions of San Bernardino. Contaminants include chlorinated solvents, PCE, and TCE that resulted in the closure of supply wells in the Bunker Hills subbasin. The EPA added the site to the Superfund NPL program and entered into an \$80 million settlement for cleanup.

DUC 2, Arrowhead Farms

This is a rural neighborhood just northeast of the I-215 and I-210 junction. The San Bernardino Municipal Water Department (SBMWD) provides water service to this area. SBMWD obtains 100 percent of its water from the Bunker Hill Groundwater Basin, a portion of the San Bernardino Basin Area. The 2020 UWMP indicates that SBMWD anticipates adequate supplies for years 2015 to 2035 under normal, single-dry, and multiple-dry year conditions. There is no known contamination of groundwater in this area; the Newmark Plume and Shandin Hills plumes are farther south near the Muscoy community.

DUCs 3 to 7

The East Valley Water District (EVWD), which serves these DUCs, derives the majority (80 percent) of its water supply from 22 groundwater wells, and treated surface water from the Santa Ana River and the State Water Project by way of Plant 134, an 8 mgd water treatment plant. The EVWD can meet current demands in single- and multiple-dry year conditions through 2045. Some of EVWD's wells are impacted by nitrate, perchlorate, fluoride, uranium, and/or volatile organic compounds. A mobile home park that encompasses most of DUC 3 is served with a master water meter. DUCs 4 and 5 receive full water service and are not on any planned replacement schedule. For DUC 6, EVWD received a Prop 84 and Clean Water Grant to consolidate with the former Baseline Gardens Municipal Water Company and make substantial infrastructure and water quality improvements. DUC 7 is served in all but two locations, both of which are vacant.

Wastewater Collection and Treatment

Wastewater is collected and treated by three primary means—through connection to the City of San Bernardino’s wastewater system, connection to the East Valley wastewater collection system, or collection and treatment by individual septic services for specific properties.

DUC 1, Muscoy

The Muscoy community is predominantly reliant on septic systems for residential uses. The City serves only a few areas with sewer service, including properties on the eastern edge along Cajon and Nolan and California Streets and along small sections of Macy, Blake, and Duffy Streets. The limited wastewater collection facilities in DUC 1 are owned and operated by the City of San Bernardino Public Works Department, who is responsible for the design, construction, operation, and maintenance of wastewater collection facilities. According to the 2019 Sewer System Master Plan prepared for the SBMWD, existing demand and buildout demand are both 0.3 mgd. No sewer line deficiencies were noted in the Sewer System Master Plan. The Countywide Plan does not project additional growth and development in this area; therefore, SBMWD has adequate capacity to handle sewer flows from this area.

DUC 2, Arrowhead Farms

Arrowhead Farms is reliant on septic systems. The City’s sewer system serves a small portion of 41st and 48th Streets; all of Melrose Drive, Leuzinger Avenue, 40th Street, and F Street; and a few other isolated areas. According to Public Works Department, land uses on septic are not required to connect to the City sewer system unless a failure of their septic system occurs. No existing demand and buildout projection for this area is available because it is encompassed by the City’s overall system. According to the 2019 Sewer System Master Plan, only minor sewer line deficiencies were noted in existing lines. Given that the San Bernardino Countywide Plan forecasts minimal development for this area, existing infrastructure continues to be adequate, and any deficiencies would be addressed through the normal capital improvements planning process.

DUCs 3 through 7

Wastewater collection facilities in DUCs 3, 4, 5, 6, and 7 are owned and operated by EVWD, which operates and maintains its own wastewater collection system. To ensure that new service connections are responsible for impacts and costs associated with increased system usage, EVWD requires that new development provide for infrastructure as part of project construction. This includes new water and sewer lines and any additional facilities that will be necessary to meet new demand requirements. Because the DUCs that EVWD serves are more urbanized, small-scale development would be able to connect into existing infrastructure. The Countywide Plan forecasts minimal residential development for this area, so any deficiencies would be addressed through the normal capital improvements planning process.

Sewer in DUC 3 is privately owned by one mobile home park that comprises most of DUC 3, and the sewer is fed into the East Trunk Sewer. The sewer main in DUC 3 is 40 to 50 years old, which places it in the District's CIP in the foreseeable future. DUCs 4 and 5 receive full sewer service and are not planned for replacement due to condition or capacity. In DUC 6, the uppermost area is a small community of 25 homes with no sewer service, and there is no sanitary sewer system planned. Sewer service is provided by EVWD to three of the six streets in this DUC. The other three streets are served by leach and septic systems that are over 50 years old. According to EVWD, many of the lots in these areas have been divided into 5,000-square-foot lots, and sanitary systems do not meet current water quality control board requirements. EVWD indicated that it is searching for grant funding to bring sanitary sewers to all areas in DUC 6.

DUC 7 is served by sewer and water facilities in all but two locations, both of which are currently vacant. Some of the residential properties around this location are currently on septic systems. Future conversions of these residences from septic to sewer could be challenging given that the current flows on the sewer mains along Foothill Boulevard and Greenspot Road are at capacity during wet weather flows, according EVWD's Sewer System Master Plan. EVWD is proposing to replace the 10-inch-diameter mains with 30-inch-diameter mains. With the anticipated adoption of the Airport Specific Plan (2022) adjacent to the northern border of San Bernardino International Airport, the sewer main lines will need to be upgraded. This may offer opportunities to reduce the cost of septic conversions to sewer mains because they will have been slated for expansion in capacity due to envisioned commercial and industrial land uses.

All wastewater from the City flows to the Water Reclamation Plant (WRP), which has been operated and maintained by SBMWD since 1973 and ensures all wastewater is properly treated prior to discharge into the Santa Ana River. The WRP is a 33 mgd secondary treatment facility that serves a population of over 195,000 people in a service area that includes the City, Loma Linda, East Valley Water District, San Bernardino International Airport, Patton State Hospital, and areas of unincorporated San Bernardino County.¹² After being treated at the WRP and before discharging to the Santa Ana River, effluent is conveyed to the Rapid Infiltration and Extraction (RIX) facility in Colton for tertiary treatment. The RIX facility is jointly owned by SBMWD and the City of Colton but is operated solely by the SBMWD. Approximately 61 percent or 13 mgd of the wastewater collected at the WRP was generated within the SBMWD service area in 2020. In 2020, the WRP treated 23,763 acre-feet of wastewater and discharged the same amount to the Santa Ana River.

Conversion of septic systems to sewer remains a long-term goal of the region's sewer agencies. East Valley Water District and San Bernardino Municipal Water Department are both working on securing funding to encourage the conversion of remaining septic systems to sanitary sewer.

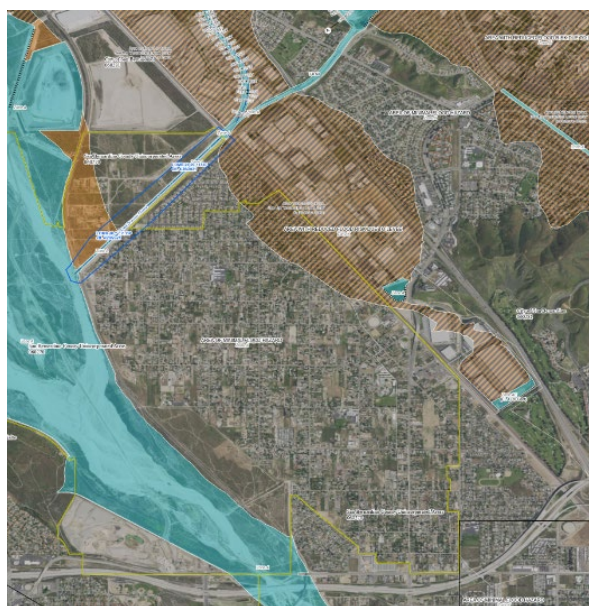
¹² City of San Bernardino General Plan Update (2005). Page 9-4.
<https://bondaccountability.resources.ca.gov/Project.aspx?ProjectPK=22454&PropositionPK=48>.

Drainage and Flood Control

Storm drain and flood control facilities in the DUCs are managed by the City of San Bernardino Public Works and Public Services departments and the San Bernardino County Flood Control District. Flood hazard maps provided by the Federal Emergency Management Agency indicate that many portions of the City and its sphere of influence have a minimal or moderate flood risk. Special Flood Hazard Areas subject to inundation by 100-year flood events are along the creeks and channels that cut through the City and its sphere.

DUC 1, Muscoy

Portions of Muscoy have potential minimal or moderate risk flood areas, according to FEMA. The Lytle Creek is in the 100-year floodplain. In DUC 1, the only Special Flood Hazard Areas subject to inundation by the 1 percent annual chance flood are along Cable Creek. FEMA indicates that the area is protected by a levee/dike on the southwest and the Devil Creek Diversion Channel to the north. The interior part of Muscoy is protected from flooding, and the northeast sector adjacent to San Bernardino has a reduced flood risk due to an accredited levee. Muscoy has an adopted Drainage Master Plan.



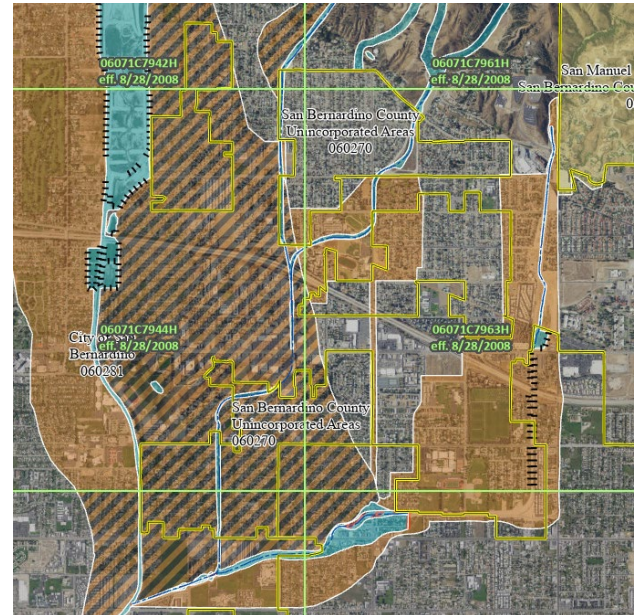
DUC 2, Arrowhead Farms

According to FEMA, Arrowhead Farms has a moderate risk of flooding and is designated as having one or more of the following hazards: 0.2 percent chance of flooding (500-year floodplain) and areas of 1 percent annual flood with average depth less than one foot or with a drainage area of less than one square mile. The community also has limited sidewalks, curbs, and gutters, contributing to flood concerns. In addition, flood control channels are said to need structural repairs—all which increase the risk of flooding during inclement weather. There is no known Drainage Master Plan for this area.



DUCs 3 to 6

DUC 3, 6, and small portions of DUCs 4 and 5 have potential minimal or moderate risk flood (colored by orange) areas, by the most recent FEMA flood maps. The East Twin Creek flows from the San Bernardino National Forest into the DUCs. The DUCs have 0.2 percent annual chance flood areas (500-year floodplain) or areas with a 1 percent annual chance of flooding where average depths are less than one foot or where the drainage area is less than one square mile. These four DUCs are protected from a greater flooding hazard of flooding by federal and local levees and step basins that surround the East Twin Creek. Levee maintenance is needed to ensure they function during a storm event.



DUC 7

DUC 7 is not within a FEMA-designated flood hazard area. The existing storm drain systems, proposed storm drain systems, and infrastructure storm drain systems are identified by Comprehensive Storm Drain Plan #6, prepared by San Bernardino County Flood Control District. As part of the Airport Gateway Specific Plan being prepared, significant improvements will be made to the water, sewer, and storm drainage infrastructure just north of the San Bernardino International airport, which can then be extended westward a half mile to address the neighborhoods in DUC 7. The Program EIR for the project describes these improvements in detail.

Generally, the high-risk flood areas in San Bernardino's sphere of influence are confined to storm channels, debris basins, and between levees, with a few minor exceptions. Flood hazards are concentrated in areas where infrastructure is less prevalent, such as rural/formerly rural areas. In accordance with General Plan policy, the City of San Bernardino prohibits development and/or the construction of any structure intended for human occupancy in the 100-year floodplain, as mapped by FEMA, unless adequate mitigation is provided against flood hazards. The City's flood plain overlay zone requires an applicant to receive a Flood Control Development Permit before construction or development begins in any area of special flood hazards, areas of flood-related erosion hazards, or areas of mud slide (i.e., mudflow). As part of the requirements, the development must incorporate specific techniques to mitigate against potential flooding.

Fire Protection and Prevention

The San Bernardino County Fire Protection District (County Fire) is the primary community-based, all-hazard emergency services organization in the County. Services include, but are not limited to, emergency mitigation and management for fire suppression, emergency medical services, ambulance services, hazardous materials and household hazardous waste response, arson investigation, hazard abatement, and various rescue operations. County Fire serves more than 60 communities/cities and all unincorporated areas while responding to 84,000 calls annually. Since 2016, the City of San Bernardino and its unincorporated islands have been part of the Valley Service Zone and Service Zone 5. The following briefly summarizes fire services in each DUC.

DUC 1, Muscoy

Muscoy is adjacent to western San Bernardino along the wash. Muscoy is not in a high fire hazard zone, except for an area bordering the Cajon Wash and the area north of the levee. The other nearest fire severity zone is the Shandon Hills. Muscoy is served by Station 75 in the middle of the community.

DUC 2, Arrowhead Farms

The Arrowhead Farms community is in a very high fire severity zone in northwest San Bernardino, which is east of Shandin Hills, another very high fire severity zone. Arrowhead Farms is served by Station #227 at 282 W 40th Street in San Bernardino.



Del Rosa Fire Station

DUCs 3 to 7

None of the other DUCS are within or adjacent to very high fire severity zones. These DUCs are served by two stations, Station #226 at 1920 N Del Rosa Avenue and Station #228 at 3398 E Highland Avenue, both in San Bernardino.

County Fire does not have a fire strategic plan or formal fire prevention standard for coverage. There are no published studies assessing County Fire standards of coverage for its communities. However, County Fire strives to adhere to standards recommended by the National Fire Insurance organization and the National Fire Protection Association. Those standards allow one-minute alarm time, one-minute turnout time, and four minutes for the first units to respond to a fire or medical emergency; the remaining equipment must respond within eight minutes. County Fire also published fire prevention standards to reduce the threat of structural fires.

FINANCIAL RESOURCES

Financial resources for disadvantaged communities are available at the state and federal level. The following resources are in addition to funding sources discussed earlier in this chapter. Goals, policies, and programs are included as part of the land use element.

Integrated Regional Water Program

The Department of Water Resources (DWR) has released the Grant Program Guidelines and Proposal Solicitation Package for \$193 million in grant funding to help local agencies advance water infrastructure and resilience projects. This critical statewide funding will support projects such as water desalination, wastewater treatment, water conservation, and groundwater recharge as California plans for a fourth year of drought. Financed by Proposition 1, \$167.5 million is available through the Integrated Regional Water Management Program to implement projects that improve water supply reliability, reduce fire risk, increase water storage, and improve water quality—while adapting for future challenges caused by climate change and drought. The remaining \$25.5 million is reserved for water projects benefitting disadvantaged communities.

California Cap and Trade Program

CalEPA operates a cap-and-trade program whereby disadvantaged communities are targeted for investment that improves public health, quality of life, and economic opportunity. The investments are authorized by the California Global Warming Solutions Act of 2006. In 2016, AB 1550 directed CalEPA to identify disadvantaged communities and establish minimum funding levels—**at least 25 percent of funds must be allocated to disadvantaged communities**, at least 5 percent must be allocated to projects in low-income communities or benefitting low-income households, and at least 5 percent must be allocated to projects in and benefitting low-income communities or low-income households that are outside of a CalEPA-defined disadvantaged communities but within ½ mile of one. The vast majority of San Bernardino qualifies as a disadvantaged community.

Infrastructure Financing Districts

The Biden administration's **Justice40 is an all of government approach that sets a goal of 40% of the benefits of certain federal investments flowing to disadvantaged communities**. The initiative will bring resources to communities most impacted by climate change, pollution, and environmental hazards. The initiative allows the US Department of Transportation (DOT) to identify and prioritize projects that benefit rural, suburban, tribal, and urban communities facing barriers to affordable, equitable, reliable, and safe transportation. DOT will also assess the negative impacts of transportation projects and systems on disadvantaged communities. This initiative covers more than 40 existing DOT programs. More information can be found at: <https://www.transportation.gov/equity-Justice40>. All of San Bernardino is designated an eligible community and is eligible for transportation funding under this program.

5.7 AB 686 SITES ANALYSIS

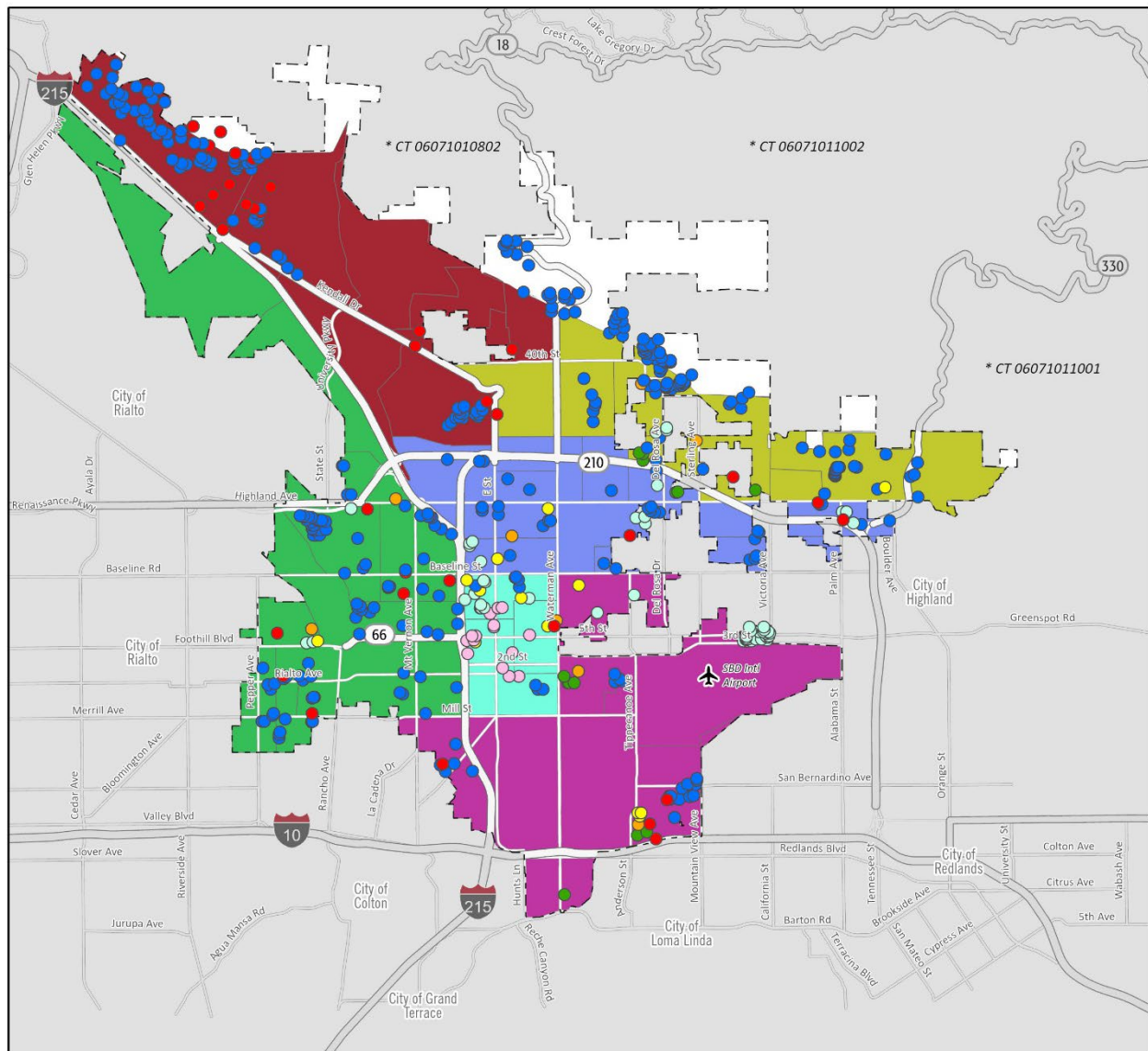
AB 686 requires that the housing element identify sites to achieve the RHNA goals in a manner that affirmatively furthers fair housing. The requirement involves both an analysis of the capacity to accommodate the RHNA (provided in Chapter 4) and whether the identified sites serve the purpose of replacing segregated living patterns with integrated and balanced neighborhood and transforming racially and ethnically concentrated areas of poverty into areas of opportunity.

SITE EVALUATION METHODOLOGY

The methodology for identifying sites to accommodate the RHNA was intended to select the most feasible sites for development during the 2021-2029 planning period based on multiple factors, including zoning, existing use, acreage, location, proximity to resources, and TCAC opportunity classification. The methodology is as follows:

- First, an inventory of all residential parcels was reviewed. Various residential zones were established as appropriate to accommodate housing at each of the RHNA income categories. Specific details for this step are available in Chapter 4.
- Second, once residential zones were identified, parcels were further vetted and sorted based on existing use, with vacant sites identified as the most suitable for development and selected for further analysis. Sites smaller than half an acre and larger than ten acres were removed from the lower income category in accordance with state regulations.
- Third, the City was divided into broad planning areas—Central, Northern, Downtown, Eastern, Southern, and Western—as a way to group the more than 50 different neighborhoods into areas for further analysis.
- Fourth, sites were evaluated to determine the permitted type of residential and likely affordability of housing based on the allowable density, anticipated product type, and market prices or rents for housing.
- Fifth, sites were evaluated using TCAC opportunity data to ensure that sites by income category are distributed appropriately near economic, environmental, and educational resources. The meaning of each TCAC category was explained earlier in this chapter and the specific factors of each category are explained later in this chapter.

Figure 5-24 displays the housing sites that will accommodate the RHNA overlaid onto a district map. **Figure 5-25** displays the housing sites over a map showing the TCAC composite opportunity scores. The analysis that follows examines the impact of housing sites on different measures of opportunity, to the extent it can be known, with the goal being to assess and ensure the equitable distribution of housing sites, by income category, across tracts with different resource allocations.



San Bernardino City Boundary

Districts

- Central
- Eastern
- Northern
- Southern
- Western
- Downtown

Housing Element Sites

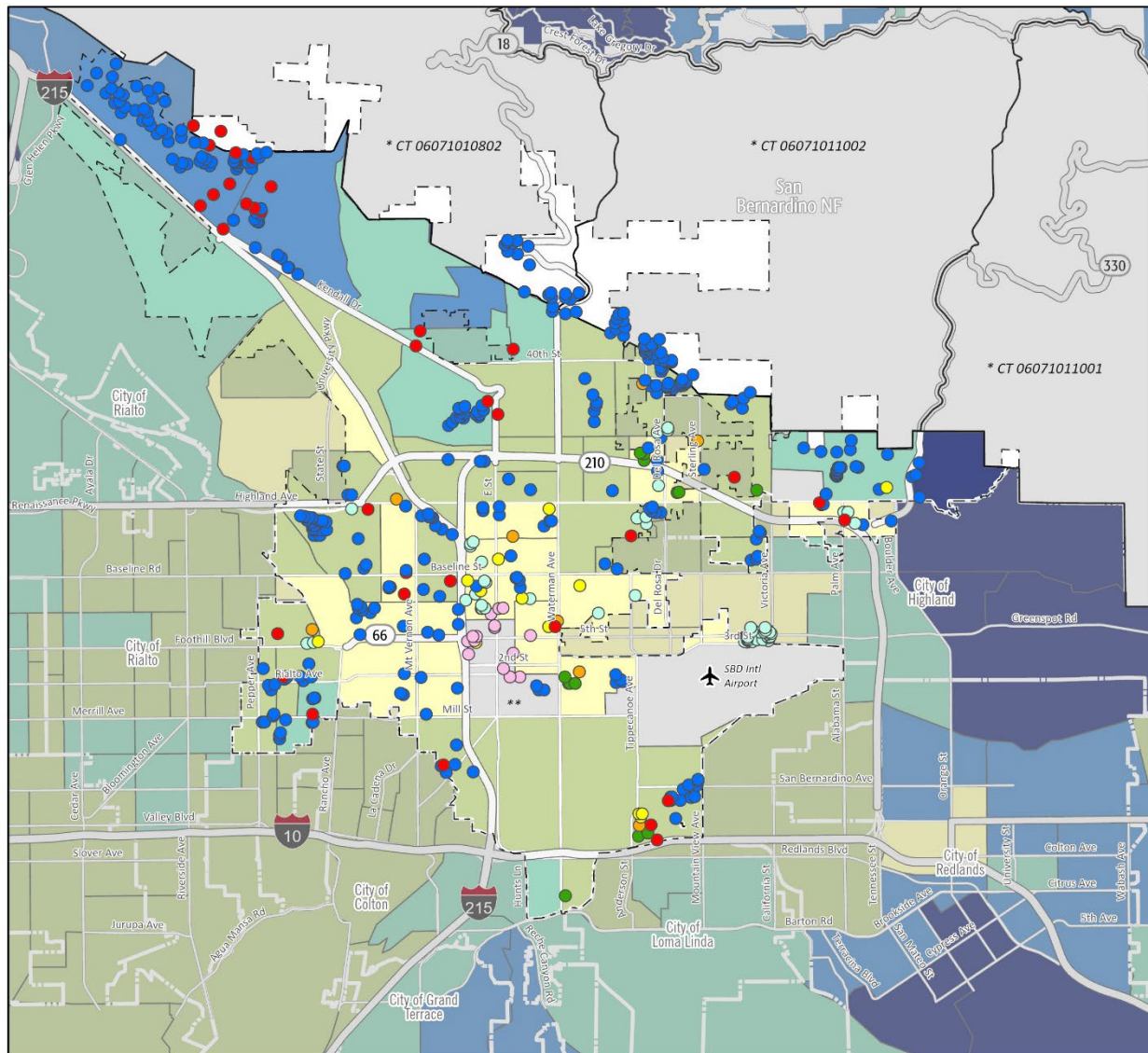
- Vacant Sites, Above Moderate
- Vacant Sites, Moderate
- Vacant Sites, Lower
- Downtown SP, Lower
- RHNA Pipeline, Above Moderate
- RHNA Pipeline, Moderate
- RHNA Pipeline, Lower

* Data is not shown for Census Tracts 108.02, 110.01, and 110.02. The vast majority of these census tracts is located in unincorporated mountain communities. As the data represents conditions exclusive to the mountain communities, they are not shown for City planning purposes.

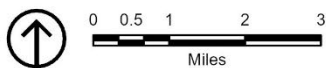


Source: ESRI, U.S. Census 2019, City of San Bernardino, PlaceWorks

Figure 5-24 RHNA Credits: by San Bernardino Areas



- San Bernardino City Boundary
- RHNA Pipeline, Lower
- Housing Element Sites
- Vacant Sites, Above Moderate
 - Vacant Sites, Moderate
 - Vacant Sites, Lower
 - Downtown SP, Lower
 - RHNA Pipeline, Above Moderate
 - RHNA Pipeline, Moderate
- Final Category
- Highest Resource
 - High Resource
 - Moderate Resource
 - Low Resource
 - High Segregation & Poverty
 - No Data



Source: ESRI, City of San Bernardino, PlaceWorks, OBI 2022

* Data is not shown for Census Tracts 108.02, 110.01, and 110.02. The vast majority of these census tracts is located in unincorporated mountain communities. As the data represents conditions exclusive to the mountain communities, they are not shown for City planning purposes.

** The City of San Bernardino disagrees with the OBI 2022 designation within this census tract, and has chosen to display a resource category that more accurately aligns with existing conditions.

Figure 5-25 RHNA Credits by TCAC Composite Map

PART 1: HOUSING SITES' IMPACT ON INCOME

Part 1 assess the impact of the City's proposed housing sites on the existing household income distribution of the community by planning area. In assessing the impact of potential housing sites on household income, it is important to note that San Bernardino is predominantly a lower income community compared to other cities because that has implications for its 2021-2029 RHNA.

Figure 5-26 displays the distribution of existing households by income for each area using 2015-19 census data. The East and Verdemont areas have the highest share of above moderate-income households, and the lowest share of above moderate-income households is in Downtown. The other areas are predominantly lower income and have a higher share of multi-family housing and rental units. Moderate-income households are the smallest group in most planning areas. Overall, 40 percent of households of all districts are lower-income households.

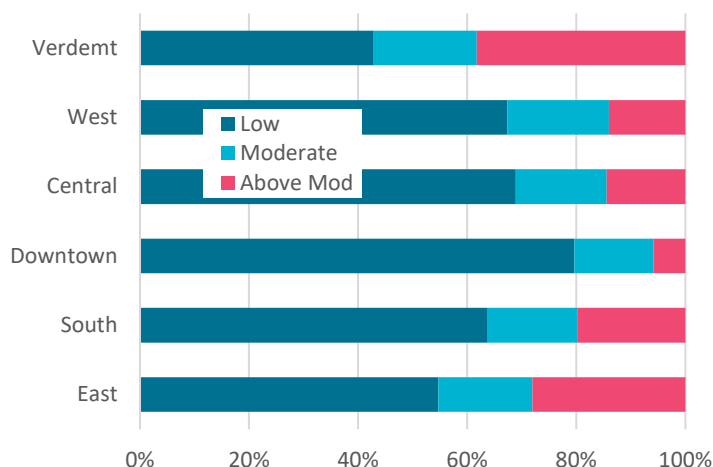


Figure 5-26 Household Income Distribution by Planning Area in San Bernardino

Figure 5-27 shows the number of census tracts in each planning area by resource category. The majority of the planning areas are predominantly low resource or high segregation/poverty. The exception is downtown, which is a high segregation/poverty area, and Verdemont, which has no low resource areas. The 2021-2029 RHNA recognizes the high concentration of low-income housing citywide and thus assigns a higher share of above moderate-income housing. At the same time, the City's strategy spreads affordable housing citywide to create mixed-income neighborhoods while providing housing for low-income residents.

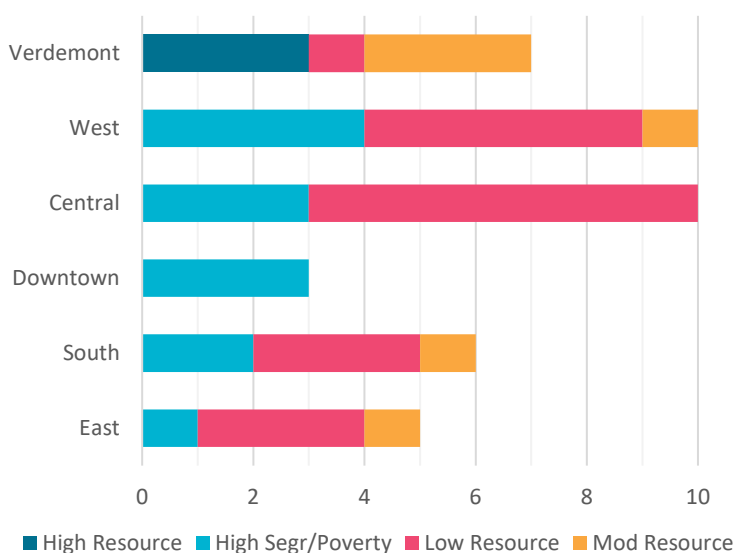


Figure 5-27 Number of Census Tracts in Planning Areas by Resource Category

The City is required to provide housing units commensurate with the RHNA affordability levels assigned by SCAG. SCAG assigned San Bernardino a higher share of moderate income (18 percent) and above moderate income housing (51 percent) than currently exist in the City to balance the historically disproportionate concentration of lower-income housing units in the City. However, after those totals are achieved along with the lower income allocation, the City can plan for accommodating any additional income share as desired.

Based on anticipated General Plan land use designations, density, and anticipated housing mix, the total estimated units (which include ADUs) are divided by area as follows:

- » In the Verdemont area, 14 percent of allocated units are considered lower-income housing, 10 percent are moderate-income housing, and 75 percent are above moderate-income housing.
- » In the Westside area, 23 percent of allocated units are considered lower-income housing, 35 percent are moderate-income housing, and 41 percent are above moderate-income housing.
- » In the Central area, 24 percent of allocated units are considered lower-income housing, 20 percent are moderate-income housing, and 56 percent are above moderate-income housing.
- » In the Downtown area, 56 percent of allocated units are considered lower-income housing, 24 percent are moderate-income housing, and 20 percent are above moderate-income housing.
- » In the South area, 26 percent of allocated units are considered lower-income housing, 49 percent are moderate-income housing, and 25 percent are above moderate-income housing.
- » In the East area, 39 percent of allocated units are considered lower-income housing, 16 percent are moderate-income housing, and 45 percent are above moderate-income housing.

In assessing the future distribution of sites by affordability level, other factors should be noted. The Housing Element only analyzed vacant properties since those are most feasible to be developed in the 2021-2029 timeframe. Underutilized sites that primarily exist in the Central and Downtown area, such as the Carousel Mall, are not included. However, these sites should develop in the next 10 years and will include significant moderate and market rate housing. Furthermore, mixed-use designations along corridors, which will include a higher proportion of market rate housing, are not included in the analysis. Therefore, while the distribution of sites from 2021-2029 appear less balanced in the downtown, the General Plan will direct higher income units into the downtown which will achieve a more equitable balance over the long term.

PART 2: IMPACT ON DISPROPORTIONATE NEED

The housing sites chosen to accommodate the City's RHNA should, to the extent possible, reduce the prevalence or overconcentration of disproportionate need. Disproportionate need refers to overcrowding, overpaying, and substandard housing, which collectively are "housing problems." Moreover, housing site decisions should also seek to mitigate potential displacement risks. Disproportionate need is illustrated for overcrowding (**Figure 5-13**), housing overpayment (**Figures 5-10 and 5-11**), and displacement risk (**Figure 5-14**).

Housing overcrowding is most prevalent and severe in Central, Downtown, and Westside districts as these areas have older apartments and smaller single-family residences. Homeowner overpayment is most prevalent in Central and South districts, while renter overpayment is prevalent citywide except in Verdmont. Displacement risks are concentrated Downtown and in the Central districts. In these older areas, new housing may impact surrounding properties, causing increases in rent and home prices. However, it is necessary to increase high quality market rate housing also in lower income areas, as this is one of the only ways to stimulate economic development and stimulate the revitalization of neighborhoods.

Therefore, development decisions need to include market rate and affordable housing, to alleviate overcrowding, overpayment, and displacement risk. If housing is just market rate, it will drive up home and rental values, lead to improvements in quality housing, but also potentially lead to gentrification and displacement in lower income areas. If only affordable housing is built within a lower income area, it can improve housing security and alleviate overpayment and overcrowding for low income residents, but then it overconcentrates poverty in these neighborhoods. The key is to create a balance of housing that integrates affordable housing where possible in higher income areas, while creating a balance of market rate and affordable housing in poorer areas.

The City's strategy does the following:

- 1) It relies on the development of residential projects which are approved projects that are in the development pipeline, which are spread throughout the community;
- 2) It increases the supply of market rate housing (along with affordable housing) in lower income areas such as the downtown, central, and the westside, which tends to provide suitable housing options for all income levels and reduce overcrowding and overpayment.
- 3) It increases the production of affordable accessory dwellings, particularly in places like northern San Bernardino, which are already zoned primarily for single-family residential, while allowing for apartments where suitable.

The City's strategy to address the 2021-2029 RHNA will increase the number of units at each affordability level. However, the City's household income distribution will change. There will be an increase in the share of above moderate-income units, a small increase in the share of moderate-income units, and decline in the share of lower-income units relative to the entire housing stock. This does not mean that there is a loss in lower-income units. However, like all cities across the region, market-rate units will increase at a faster pace than other groups, and the City's income distribution will move closer to the average for San Bernardino County.

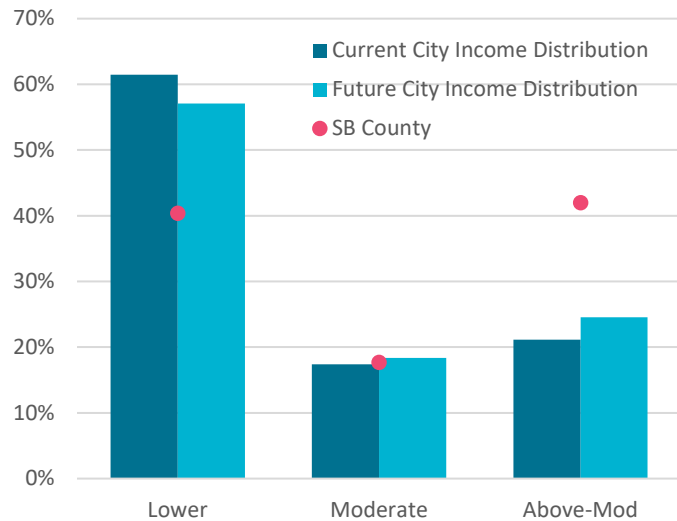


Figure 5-28 City's RHNA Strategy: Current vs. Proposed Income Distribution on Vacant Sites

Moreover, all areas will see a slight affordability redistribution, although to varying degrees. **Figure 5-29** displays the existing income distributions compared to the income distributions achieved after the RHNA allocation. It shows that each area becomes more balanced in terms of household income distribution, **reducing concentrations of poverty and segregation** and bringing the range of household incomes closer to the City's and region's average. Moreover, the City's housing strategy will **achieve its entire lower-income housing target** in this scenario.

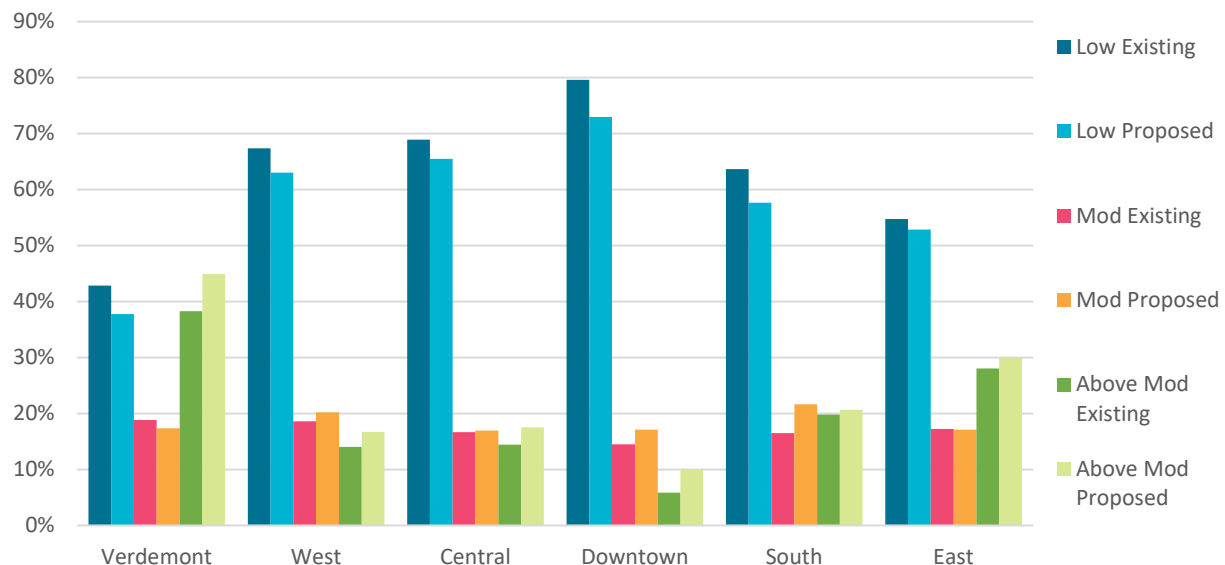


Figure 5-29 Existing and Proposed Income Distribution by Area

PART 3: IMPACT ON OPPORTUNITY

The second part of the AB 686 framework analysis utilizes the TCAC opportunity indicators for economic opportunity, educational opportunity, and environmental health as well as census data on household overcrowding and overpayment to understand the site distribution's effect on disproportionate burden. Indicators used in the TCAC/HCD Opportunity Map index were selected based on evidence from peer-reviewed research that the indicator is linked to improved life outcomes for low-income families, particularly children.

Table 5-14 outlines the rationale and metric for each opportunity indicator used by TCAC in calculating the overall opportunity score for each census tract statewide and in San Bernardino.

Table 5-14 Overview of Opportunity Indicators

DOMAIN	INDICATOR	MEASURE
Economic	Poverty	Percentage of population with income above 200% of federal poverty line
	Adult Education	Percentage of adults with a bachelor's degree or above
	Employment	Percentage of adults aged 20–64 who are employed
	Job Proximity	Number of jobs filled by workers w/o a BA within a given commute
	Median Home Value	Value of owner-occupied units
Environmental	CalEnviroScreen Environmental Conditions	Pollution burden: Exposure indicators
		Pollution burden: Environmental effects indicators
	CalEnviroScreen Population Characteristics	Population characteristics: Sensitive population indicators
		Population characteristics: Socioeconomic factor indicators
Education	Math Proficiency	Percentage of 4th graders meeting/exceeding math proficiency standards
	Reading Proficiency	Percentage of 4th graders who meet or exceed literacy standards
	High School Graduation Rate	Percentage of high school cohort that graduated on time
	Student Poverty Rate	Percentage of students not receiving free or reduced-price lunch

Source: TCAC Methodology, California Tax Credit Allocation Committee.

Figure 5-29 displays the average opportunity index score by planning area for the economic, environmental, and education domains cited in Table 5-15. The resource opportunity scores for all the census tracts range from 0 to 1, with 0 being the lowest and 1 being the highest. From the chart, it is apparent that while some planning areas are designated low resource, they may still provide higher opportunity for a specific subject (e.g., education). Therefore, a more nuanced assessment is needed to understand the resource deficits/benefits. **Table 5-15** provides greater detail about resource opportunities by planning area. The AB 686 analysis considers these factors in analyzing how proposed housing sites may affect the opportunity scores for each area.

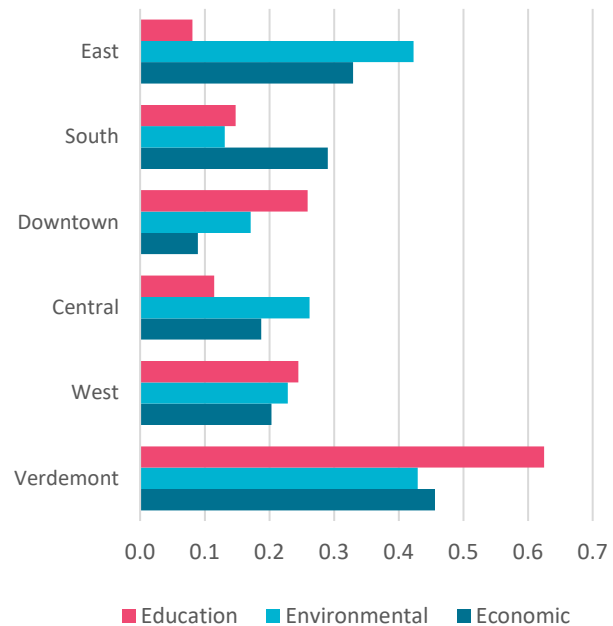


Figure 5-29 Average Opportunity Scores by Area in the City of San Bernardino

Table 5-15 Resource Opportunity Scores by Area

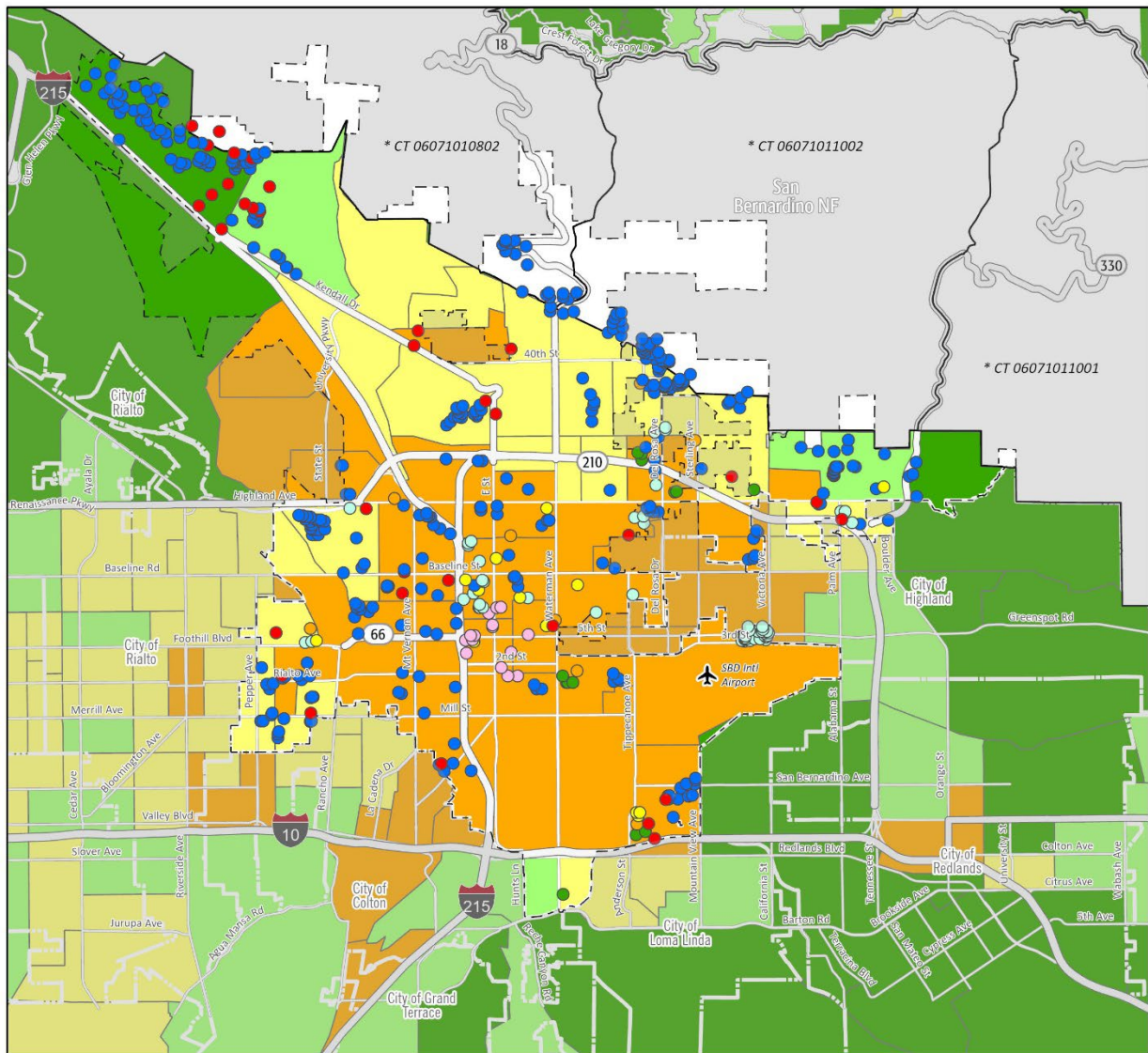
PLANNING AREA	DOMAIN SCORES			
	RANGE/ AVERAGE	ECONOMIC DOMAIN	ENVIRONMENTAL DOMAIN	EDUCATIONAL DOMAIN
Verdemont (Total 5 tracts)	Range	0.18–0.77	0.17–0.55	0.35–0.80
	Average	0.46	0.43	0.62
West (Total 10 tracts)	Range	0.06–0.41	0.05–0.42	0.11–0.55
	Average	0.20	0.23	0.25
Central (Total 10 tracts)	Range	0.02–0.32	0.09–0.50	0.04–0.26
	Average	0.19	0.26	0.11
Downtown (Total 3 tracts)	Range	0.04–0.13	0.05–0.31	0.06–0.54
	Average	0.09	0.17	0.26
South (Total 6 tracts)	Range	0.08–0.73	0.04–0.28	0.02–0.37
	Average	0.29	0.13	0.15
East (Total 7 tracts)	Range	0.11–0.52	0.35–0.59	0.03–0.18
	Average	0.33	0.42	0.08

Source: CTCAC/HCD Opportunity Area Designations, <https://www.treasurer.ca.gov/ctcac/opportunity.asp> 2021.

Consistent with **Part 1** of this analysis, the data are divided into six districts; below is a summary of findings based on the data above.

- **Verdemont:** The Verdemont area scores the highest in the education domain, with one census tract scoring a 0.77. The economic score is similar to the South District and peaks at 0.7, but on the lower end it is more consistent with the City as a whole. The environmental score in this district is consistent with the other districts. This area has a few census tracts with high rates of overcrowding and moderate overpayment. In total, an estimated 123 sites are proposed in the Verdemont area, of which 12 percent provide housing for low-income households.
- **East:** The East district shows moderate to high scores in the economic domain and high scores for environmental health. The East's education score is low compared to the rest of the City. This area has census tracts with moderate to high rates of overcrowding, moderate rates of overpayment for owners, and high rates of overpayment for renters. In total, 111 sites are proposed in the East area, of which 27 percent provide housing for low-income households.
- **West:** The West district scores moderately in the economic domain and on the higher end for environmental health compared to the City overall. The education domain for the West district is overall moderate but high compared to the City as a whole. This area has census tracts with low to moderate rates of overcrowding, low to moderate rates of overpayment for owners, and high rates of overpayment for renters. In total, there are an estimated 116 sites proposed in the West area, of which 17 percent provide housing for low-income households.
- **Central:** The Central district scores on the low end compared to the City for the economic and educational domains. However, the environmental health domain is considered moderate to high compared to the other districts. This area has high rates of overcrowding and high rates of overpayment for both renters and owners. In total, there are an estimated 76 sites proposed in the Central area, of which 33 percent provide housing for low-income households.
- **Downtown:** The Downtown shows low scores for the economic domain and moderate scores for the environmental domain. The educational score for the downtown, however, is moderate to high compared to the other districts. This area has high rates of overcrowding and high rates of overpayment for both renters and owners. In total, an estimated 77 sites are proposed in the Downtown area, of which 74 percent provide housing for low-income households.
- **South:** The South district has low scores for the environmental and education domains, which is likely due to the high percentage of land zoned for industrial use. The South scores relatively high for the economic domain. This area has low to moderate rates of overcrowding, high rates of renter overpayment, and moderate homeowner overpayment. In total, 71 sites are proposed in this area, 24 percent of which provide housing for low-income households.

Figures 5-30, 5-31, and 5-32 display the sites over each TCAC indicator.



San Bernardino City Boundary

- RHNA Pipeline, Moderate
- RHNA Pipeline, Lower

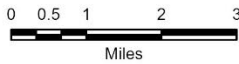
Housing Element Sites

- Vacant Sites, Above Moderate
- Vacant Sites, Moderate
- Vacant Sites, Lower
- Downtown SP, Lower
- RHNA Pipeline, Above Moderate

TCAC Economic Domain Score (by region)

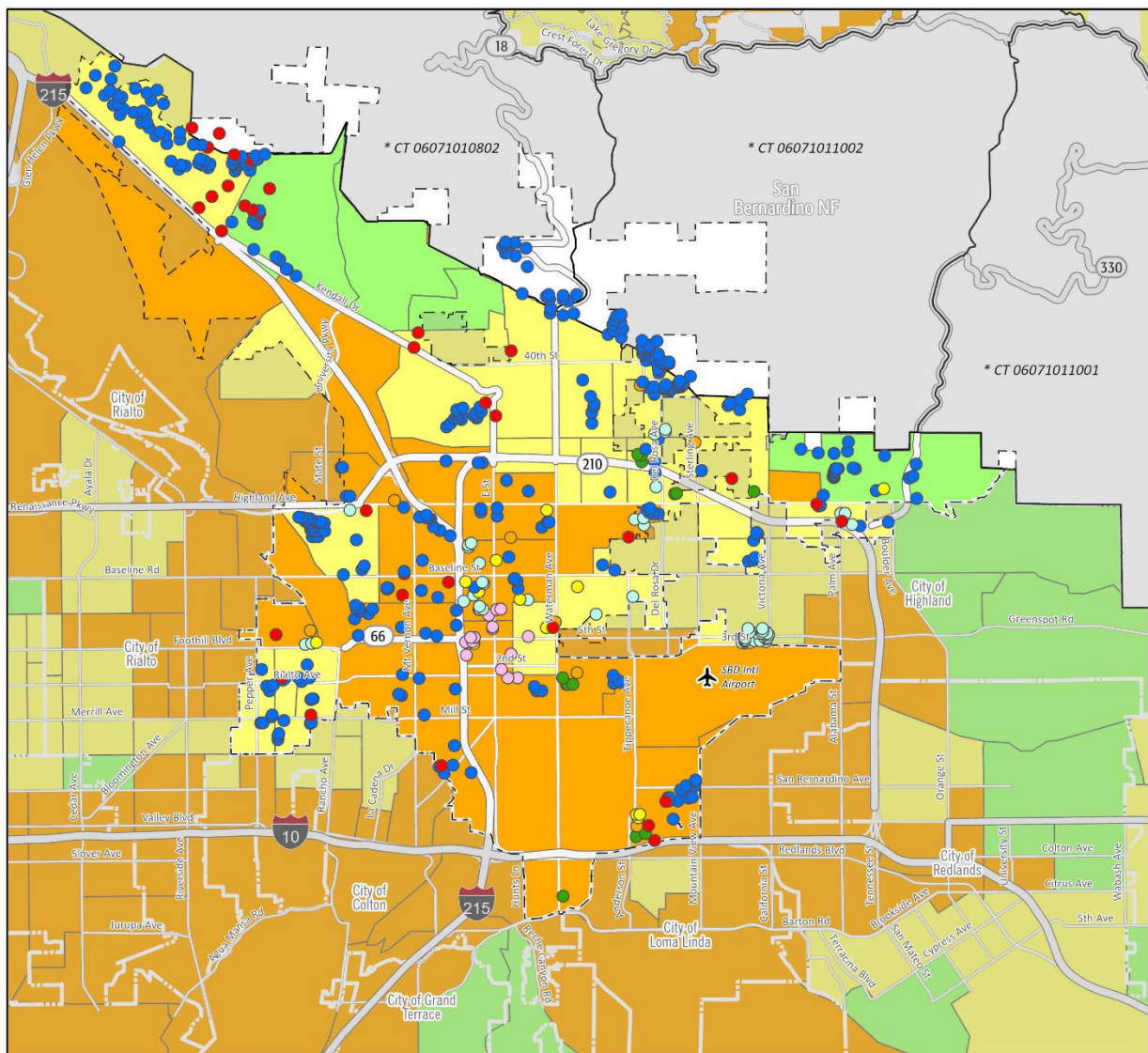
- < .25 (Less Positive Economic Outcomes)
- .25 - .50
- .50 - .75
- > .75 (More Positive Economic Outcomes)
- No Data

* Data is not shown for Census Tracts 108.02, 110.01, and 110.02. The vast majority of these census tracts is located in unincorporated mountain communities. As the data represents conditions exclusive to the mountain communities, they are not shown for City planning purposes.



Source: ESRI, OBI 2022, PlaceWorks

Figure 5-30 RHNA Credits by TCAC Economic Opportunity



* Data is not shown for Census Tracts 108.02, 110.01, and 110.02. The vast majority of these census tracts is located in unincorporated mountain communities. As the data represents conditions exclusive to the mountain communities, they are not shown for City planning purposes.

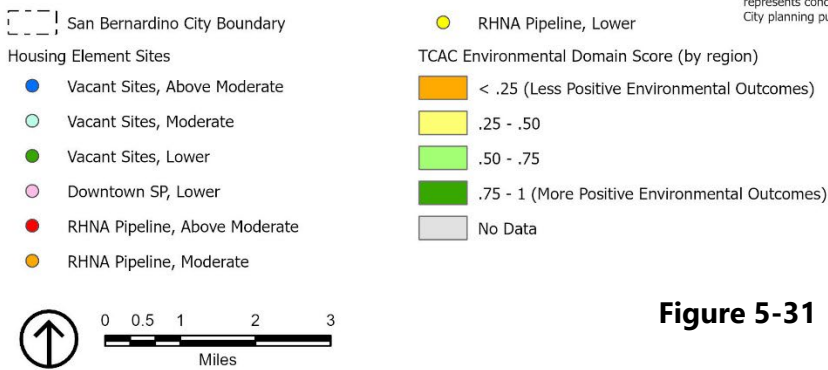
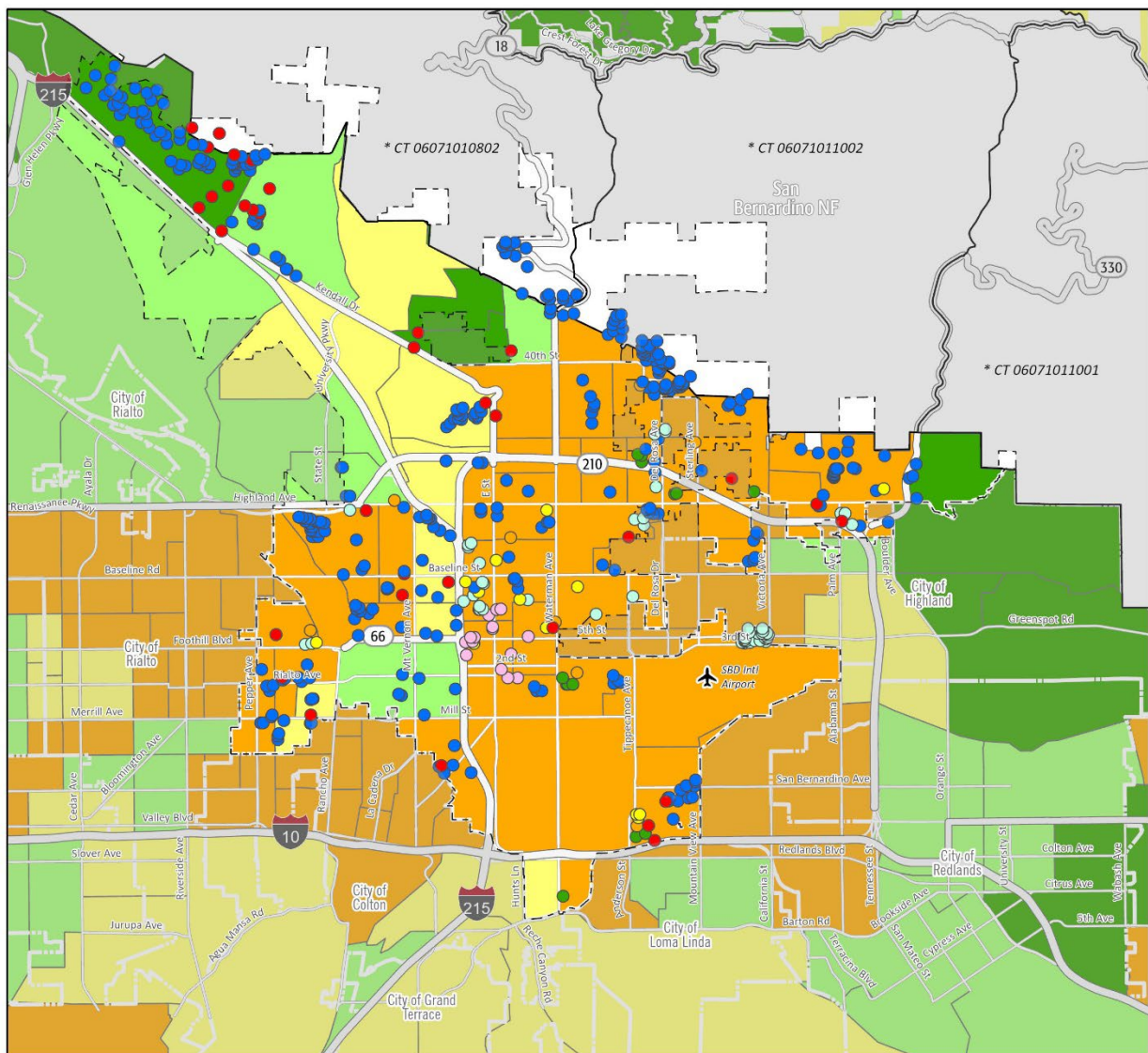


Figure 5-31 RHNA Credits by TCAC Environmental Quality

Source: ESRI, OBI 2022, PlaceWorks



San Bernardino City Boundary

Housing Element Sites

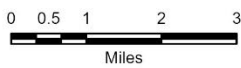
- Vacant Sites, Above Moderate
- Vacant Sites, Moderate
- Vacant Sites, Lower
- Downtown SP, Lower
- RHNA Pipeline, Above Moderate

- RHNA Pipeline, Moderate
- RHNA Pipeline, Lower

TCAC Education Domain Score (by region)

- < .25 (Less Positive Education Outcomes)
- .25 - .50
- .50 - .75
- > .75 (More Positive Education Outcomes)

* Data is not shown for Census Tracts 108.02, 110.01, and 110.02. The vast majority of these census tracts is located in unincorporated mountain communities. As the data represents conditions exclusive to the mountain communities, they are not shown for City planning purposes.



Source: ESRI, OBI 2022, PlaceWorks

Figure 5-32 RHNA Credits by TCAC Educational Opportunity

IMPACT OF SITES ON TCAC INDICATORS

Table 5-16 below summarizes the impact of placing housing in areas on disproportionate burden and various measures of opportunity within the economic, educational, and environmental TCAC indicators as well as transit and housing opportunity.

Table 5-16 Assessment of Fair Housing Implications of Sites

FAIR HOUSING TOPIC BY DISTRICTS					
VERDEMONT	EAST	SOUTH	DOWNTOWN	CENTRAL	WEST
Integration & Segregation & Impact					
Verdemont is not considered segregated by race/ethnicity but has a high concentration of high income households.	East district has tracts with racial/ethnic segregation. The district has a mix of lower to above mod households.	South district contains tracts with racial/ethnic segregation but has high concentrations of low to moderate-income households.	Downtown has high concentrations of both racial/ethnic segregations and poverty. The area is primarily lower income.	Central district contains tracts w/racial/ethnic segregation and poverty. The area is primarily moderate to low income.	West district contains a mix of incomes and contains some census tracts designated as high areas of segregation.
RHNA					
15% Lower	39% Lower	25% Lower	56% Lower	24% Lower	23% Lower
10% Moderate	16% Moderate	50% Moderate	24% Moderate	20% Moderate	35% Moderate
75% AboveMod	45% AboveMod	25% AboveMod	20% AboveMod	56% AboveMod	41% AboveMod
The area is zoned for low density residential, and there are no vacant sites for apartments. However, there is significant opportunity for ADUs in tracts.	The addition of a range of housing types, including lower income housing and above mod housing will create a balance of housing choice.	Sites include low + mod. income, consistent with the area. Sites will add more moderate income housing, allowing for greater choices for housing.	Downtown sites provide 50%+ for low income residents. City infill program will add low-moderate ownership opportunities.	Sites exceed 50% above mod; the rest is split low-mod. This will draw higher incomes, provide greater balance, and reduce/combat segregation.	Proposed sites in the west district will create more balance of incomes in the district as well as provide more housing mobility options.
New housing development will increase the supply of housing options, which tends to assist in moderating housing prices, likely resulting in lower housing overpayment and overcrowding. However, new residential development typically brings in residents from a broader demographic background, including age, income levels, and household type. While these changes occur throughout the region, they are not anticipated to be significant in San Bernardino or within any particular area of the City. Because the housing sites are spread throughout the community and the total sites for development are only a fraction of the size of any given district, any demographic changes will be gradual.					

Table 5-16 Assessment of Fair Housing Implications of Sites

FAIR HOUSING TOPIC BY DISTRICTS					
VERDEMONT	EAST	SOUTH	DOWNTOWN	CENTRAL	WEST
Access to Transit Opportunity					
Transit Need					
According to OmniTrans, the Verdemont District has the least potential mobility and transit need	According to OmniTrans, the East district has a low-moderate potential transit mobility need	According to OmniTrans, the South district has a mod to high potential transit mobility need.	According to OmniTrans, the Downtown district has the highest potential transit mobility need.	According to the OmniTrans, the Central district has a mod-high potential transit mobility need.	According to Omnitrans, the West district has a low - moderate potential transit mobility need
Transit Service					
Verdemont has the lowest level of transit service and is served by three bus lines: 2, 312, and 6.	The East District is well connected and served by five bus lines: 6, 1, 3/4, and 15.	The South District, though mainly industry, has excellent service with four bus lines: 1, 2, 15, and 8.	Downtown has the highest level of service with eight transit lines: 10, 14, 15, 8, 2, 290, 300, 3/4.	The Central district is well connected and served by three local bus lines: 10, 3/4, and 2.	The West district is well-connected and served by four transit lines: 312, 10, 14, 15.
Housing Sites					
2,457 units	1,387 units	1,596 units	1,544 units	1,271 units	1,390 units
15% Lower	39% Lower	25% Lower	56% Lower	24% Lower	23% Lower
10% Moderate	16% Moderate	50% Moderate	24% Moderate	20% Moderate	35% Moderate
75% Above Mod	45% AboveMod	25% Above Mod	20% AboveMod	56% AboveMod	41% AboveMod
Service Impact					
In the City, only 1% of workers take transit to their place of employment. There is no information on the number of transit riders who use it for other purposes. However, beginning on August 1, 2021, Omnitrans started a pilot project to make transit free for all K-12 students, including college students. Except for perhaps students, new housing production would not be expected to markedly increase transit demand. Special needs transit would be addressed by OmniAccess, a federally mandated program to provide low cost door-to-door options for seniors and people with disabilities living within a ¾-mile of a fixed route service. OmniTrans is Title VI compliant.					
Future Transit Planning					
OmniTrans is continuing to expand and adjust the provision of transit services in response to consumer demand, revenues, and the overall feasibility and sustainability of routes. In FY 2023, Omnitrans will complete its Short-Range Transit Plan that will propose a variety of transit service adjustments that are needed in response to comments from the public, demand for different types and locations for transit, operational and cost considerations, and requirements to meet all applicable state and federal law.					

Table 5-16 Assessment of Fair Housing Implications of Sites

FAIR HOUSING TOPIC BY DISTRICTS					
VERDEMONT	EAST	SOUTH	DOWNTOWN	CENTRAL	WEST
Economic Opportunity					
Verdemont scores under 40 of 100 on the job proximity scale due to its distance from job centers and proximity to the national forest	East district scores 20 to 60 of 100 on the job proximity scale due to low density zoning and suburban land use pattern.	South district scores over 80 of 100 on the job proximity scale due to the industrial and offices in the southern portion of the City.	Downtown scores 60 to above 80 of 100 on the job proximity scale due to its role as the primary job center in the community.	Central district scores 40–80 of 100 on the job proximity scale due to its location near downtown, the City's primary job center.	This district scores 20 to 60 of 100 on the job proximity scale due to the distance from the City's commercial + industrial core.
Area ranks in the 10 th to 40 th percentile in unemployment.	Area ranks in the 30 th to 70 th percentile in unemployment.	Area ranks in the 50 th to 90 th percentile in unemployment.	Area ranks in the 60 th to 90 th percentile in unemployment.	Area ranks in the 70 to 100 th percentile in unemployment.	Area ranks in the 20 th to 90 th percentile for unemployment.
Additionally, educational attainment is directly related to earning potential. Educational attainment for adults, measured by residents over age 25 with no high school diploma, is low with nearly all census tracts falling above the 60 th percentile – meaning that there is a trend of low educational attainment					
Housing Sites					
2,457 units	1,387 units	1,596 units	1,544 units	1,271 units	1,390 units
15% Lower	39% Lower	25% Lower	56% Lower	24% Lower	23% Lower
10% Moderate	16% Moderate	50% Moderate	24% Moderate	20% Moderate	35% Moderate
75% Above Mod	45% AboveMod	25% Above Mod	20% AboveMod	56% AboveMod	41% AboveMod
Given the higher educational attainment, employment rate, income level, and vehicle ownership of this area, the RHNA sites would not be expected to impact ability of to access or secure jobs.	Given higher educational attainment, employment rate, higher income level, and vehicle ownership in this area, the RHNA sites would not be expected to impact ability to access or secure jobs.	Although the area has higher unemployment + low educational attainment, 8 trade schools serve the area. Therefore, the RHNA sites would not be expected to impact the ability to access or secure jobs.	Downtown has the highest unemployment and poverty. However, given its proximity to jobs and more than 10 trade schools, the RHNA sites would not be expected to impact the ability to access or secure jobs.	Central district has lower educational attainment and unemployment, however since the area is near job centers and trade schools, the RHNA sites would not be expected to impact the ability to access or secure jobs.	Although the area has high unemployment & low educational attainment, the area has access to 5 staffing resources and trade schools. The RHNA sites would not impact the ability to access or secure jobs.

Table 5-16 Assessment of Fair Housing Implications of Sites

FAIR HOUSING TOPIC BY DISTRICTS					
VERDEMONT	EAST	SOUTH	DOWNTOWN	CENTRAL	WEST
Educational Opportunity					
All SBC schools are Title 1 schools and eligible for federal financial assistance.					
The Verdemont is within the 25 th to 75 th percentile on the education opportunity index.	The East district is below the 25 th percentile in some areas and up to 50th in other areas.	The South district is up to the 50th percentile on the education opportunity index.	The Downtown is below the 25th percentile on the education opportunity index.	Central district ranges up to the 50th percentile on the education opportunity index	The West district ranges up to the 50th percentile on the education opportunity index
Service Impact					
As new housing is built, school impact fees will address increased levels of enrollment.					
While this area is more affluent, all schools are Title 1 so the estimated low-income units may have access to increased education resources	The mix of housing proposed in this district can provide new educational opportunities to lower and moderate-income households.	While all schools are Title 1 – new impact fees will offset any burden of additional students in this area.	Downtown has some of the lowest education scores, school impact fees will assist in providing funding to address need.	The variety of housing in the district will increase enrollment and provide lower income housing in an area with higher educational index scores.	This district focuses on the provision of more moderate and above moderate-income housing.
School Programs					
The City has 10 high schools, all of which score high for graduation rates. Of that total, six schools are rated blue on the performance scale, which is the best rating given by the CDE and these are accessible to students in all six districts. Three schools are rated green, the second highest rating given. Three schools are rated yellow or red, however, these schools are continuing education or alternative schools.					
It should also be noted that SBCUSD prepares an annual Local Control Accountability Plan (LCAP). This plan is intended to devote significant resources to disadvantaged students. CDE is also monitoring compliance with these requirements to ensure that equity is furthered across the jurisdiction of the school district.					
City Programs					
The City of San Bernardino supports a variety of after school programs, youth organizations and learning centers to support the education of elementary, middle and high schoolers. Facilities exist throughout the City and provide day care, mentoring, and homework help. Nonprofit organizations supplement these efforts, particularly in the Westside.					

Table 5-16 Assessment of Fair Housing Implications of Sites

FAIR HOUSING TOPIC BY DISTRICTS					
VERDEMONT	EAST	SOUTH	DOWNTOWN	CENTRAL	WEST
Housing Opportunity					
Verdemont is primarily single family and lower density residential, particularly in areas near the hillsides.	The East area is primarily single family and lower density residential with some condos and attached townhomes.	The South area is primarily single family and lower density residential with some multi-family housing.	Downtown has a mix of affordable multi-family housing and affordable single-family homes.	Central is a mix of single family, condos and lower density residential, and apartments and higher density multi-family.	The West area is primarily single family, lower density residential with some condos and attached townhomes.
Sites identified for this district are consistent with the existing income and residential make-up of the area.	Sites identified for this district are consistent with the existing income and residential make-up of the area.	Sites are split fairly evenly, 50 percent for moderate, 25 percent lower income and 25 percent above mod income.	Sites identified for this district are consistent with the existing income and residential make-up of the area.	Sites identified for this district are consistent with the existing income and residential make-up of the area.	Sites identified for this district are consistent with the existing income and residential make-up of the area.
New single family homes expand housing choice, increases builder competition, which would potentially reduce prices.	The focus on a mix of lower and above moderate housing provides equitable access to housing types.	New multi-family apartments and condos, would offer attainable and quality housing, thus improving housing mobility.	New multi-family apartments and condos, offer attainable a housing, thus improving housing mobility.	50 percent of the sites are above mod; the remainder are split between lower and moderate-income housing.	New housing is primarily identified for moderate and above moderate (over 60 percent).
Additionally, SFR allows ADUs which create more housing choice for families, renters, seniors and students.	New apartments and condos will offer attainable housing and improve housing mobility.	New multi-family development, both apartments and condos, will offer attainable housing and improve housing mobility.	Downtown is the job center, so new housing within walking distance creates mobility and opportunity for residents.	New apartments and condos will offer attainable housing and improve housing mobility.	New single family housing expands choice, increases competition, and will potentially reduce prices.
New housing development will help to moderate housing prices, likely lowering overpayment and overcrowding. As with all new housing investment, there will be concerns with displacement. In recent years, the City has seen the vast majority of its affordable apartment projects receive tax credits to rehabilitate the properties and extend affordability covenants well past 2050, mitigating the short and longer-term effects of investment in their neighborhoods.					

Table 5-16 Assessment of Fair Housing Implications of Sites

FAIR HOUSING TOPIC BY DISTRICTS					
VERDEMONT	EAST	SOUTH	DOWNTOWN	CENTRAL	WEST
Environmental Health					
The Verdemon has moderate to high pollution, with moderate levels east of the I-15 and higher levels south near Cajon Wash.	The East District ranges in the exposure to pollution, with moderate levels (west) to very low levels in the east.	The South District has a very high level of pollution due to its proximity to major industry, the freeways (I- 10 and I-215), and the SBX airport.	The Downtown has a very high level of pollution due to its proximity to major industry and freeways.	Central District has a moderate to high pollution, with moderate in the east and high levels near the I-215 freeway.	West District has moderate to high pollution levels, with high levels around the BNSF and I-215 and moderate levels in the far west.
Addressing the City's 2021-2029 RHNA and the 8,123 residential units will require the development of housing in neighborhoods that will likely have moderate to high levels of pollution. The question becomes not whether there are locations where acceptable levels of environmental pollution exist, but rather the mitigation of long standing pollution sources and mitigation of pollution in the design and development of residential projects.					
The AB617 Implementation Plan is designed to address the major stationary and mobile sources of pollution. It includes mitigation measures such as changes to technology that will reduce pollutants, mitigation measures, such as filters for impacted schools and other sensitive land uses, and enforcement mechanisms to ensure that pollution sources are abiding by the regulations in accordance with their operating permits.					
In 2023, a Health and Environmental Justice Element will be prepared for the 2050 General Plan update. This element will assess the health conditions, infrastructure, and environmental justice issues for neighborhoods. The element will also address parks and recreation, the food environment, crime prevention, employment, education, and other features as well as include a series of goals, policies, and implementation programs.					
In 2022/2023, the City will award a contract to develop a comprehensive master plan to manage the City's 500 acres of parkland. As part of the General Plan update, a Park and Recreation Element will incorporate new projects. In 2022, the City completed the San Bernardino Active Transportation Plan to retrofit streets and add 165-linear-miles for bicycle routes along with additional trails and pedestrian routes, improving active living opportunities.					
The updated Circulation Element of the General Plan will incorporate implementation measures to address truck and vehicular traffic, which are some of the highest sources of air pollution. It will also address railroad travel, including the BNSF, which is one of the largest sources of diesel particulate matter.					

Notes: City of San Bernardino, 2023

5.8 FAIR HOUSING ISSUES

The housing element must include a summary of fair housing issues and contributing factors based on the prior analysis, along with responsive goals, policies, and programs to address identified needs. The identification and evaluation of contributing factors must identify fair housing issues and significant contributing factors; prioritize contributing factors, giving highest priority to the factors that most limit or deny fair housing choice or access to opportunity or negatively impact fair housing or civil rights compliance; and discuss strategic approaches to inform and strongly connect to goals and actions.

Strategies and actions to implement priorities and goals may include, but are not limited to: 1) Enhancing mobility strategies and promoting inclusion for protected classes; 2) encouraging development of new affordable housing in high-resource areas; 3) implementing place-based strategies to encourage community revitalization, including preservation of existing affordable housing; and 4) protecting existing residents from displacement.

The identified fair housing issues in San Bernardino are derived from several sources: 1) outreach undertaken for the 2020-2025 Consolidated Plan and Analysis of Impediments to Fair Housing; 2) outreach undertaken for the 2050 General Plan Update (which directly relates to housing); 3) General Plan Advisory Committee meetings; 4) special stakeholder meetings; and 5) this AFH assessment. The public outreach and engagement program is described in detail in Chapter 6 and can also be accessed online at <https://futuresb2050.com/>.

The four key housing issues are:

- 1) Poverty and Disproportionate Need
- 2) Educational and Employment Opportunity
- 3) Housing Displacement/Security Concerns
- 4) Safe and Healthful Neighborhoods

The following describes each fair housing issue and contributing factors and a highlight of several problems in place that will address the fair housing issue. Chapter 7, the Housing Plan, will contain a more complete description of each program, including those that target fair housing issues.

Issue #1: Poverty and Disproportionate Need

The City of San Bernardino has a significant racial/ethnic concentration of segregation and poverty. According to TCAC, the central core and a large portion of the west side are designated “Areas of High Segregation and Poverty” and/or “Racially or Ethnically Concentrated Areas of Poverty” (e.g., R/ECAP). The prevalence of these conditions is illustrated on Figures 5-4 and 5-5 earlier in this chapter. These areas also have the highest prevalence of overcrowding, housing overpayment, and other conditions. These areas contain the vast majority of the City’s older housing, deed-restricted affordable apartments, public housing, and mobile home parks.

However, segregation has played a role in perpetuating poverty and disproportionate needs. Starting in the 1920s, many homes had restrictive covenants that prohibited the sale or rental of homes to non-White residents. In the 1950s/1960s, Hispanics and Blacks were concentrated on the west and south sides, excluded from housing north of Baseline. The I-215 was also a dividing line between west and east San Bernardino. During this period, thriving communities grew along Vernon Corridor and the Valley Truck Farm. While these factors set the stage for concentrations today, demographics continue to change. Hispanics and Blacks are now the majority in central and west San Bernardino and, except for a few areas, Hispanics are the majority across the City.

Concentrated poverty and the disproportionate housing need that often accompanies it has long been a focus of federal and state urban policy. The traditional approach has been to facilitate options to gain wealth and “move up and out” to higher opportunity areas. Though the aforementioned strategy can address R/ECAPs, this perpetuates a narrative that such communities are less worth fixing. To the contrary, these communities also provide residents with cultural connections and social networks in place. Current research argues for an equity-in-place approach that focuses on building the economic, cultural, political, human, and social capital of the places where people already live and involving the residents in the decision-making structure.¹³

Addressing concentrated poverty and housing problems requires a multi-faceted approach, including public assistance, education, employment, and physical investment. The difficulty in addressing these issues is cross-sectoral in nature; different organizations are legally mandated to address issues and receive state or federal funds to accomplish their mandate. For instance, SBCUSD budget of \$950 million for education is four times the City’s budget. The State and federal government direct workforce development funds directly to the County. Public assistance is largely provided by the County through state and federal subventions. The challenge for the City is working within these legal mandates and funding limitations to make a positive impact.

The City is leading the following projects to reinvest in the community:

¹³ Changing the Narrative and Playbook on Racially Concentrated Areas of Poverty. Case Western Reserve University, National Initiative on Mixed-Income Communities. By Edward G. Goetz, Anthony Damiano, Rashad A. Williams, University of Minnesota, 2020.

- » **Infrastructure Improvements.** In 2020, the City's pavement assessment found a significant number of streets requiring rehabilitation, particularly in older areas of the City. As such, the City is undertaking a plan to repair 53 streets exceeding \$60 million. In 2021, the City repaired and rehabilitated over 3.8 million square feet of roadway, 37,000 square feet of curb, gutter, and sidewalks, and 119 ADA ramps. The City is also slating to complete Phases 2 and 3 of a five-phased park rehabilitation program.
- » **Downtown Specific Plan.** In 2023, the City is preparing a Downtown Specific Plan (DSP) to facilitate transformation of this aging core into a mixed-use and multipurpose node. The DSP aims to: restore historic and cultural relevance; leverage transit and support continued transportation infrastructure; provide opportunity to restore civic life; and serve as a catalyst to increase jobs, retail opportunity, housing, and places of gathering. More than 15,000 housing units are anticipated, including revitalization of Carousel Mall.
- » **Small Business Assistance.** In collaboration with the Inland Empire Small Business Development Center (SBDC), the City is using ARPA funds to assist businesses and organizations that were negatively impacted by COVID-19 or are qualified as an "underserved small business." The City is also setting up an Entrepreneurial Resource Center as a resource center for entrepreneurs and small businesses, anchored by the Inland Empire Center for Entrepreneurship and CSUSB's School of Entrepreneurship.
- » **Youth Employment.** In 2022, the City was awarded a \$4.2 million grant to hire 70 young and early career staff members as part of the California Youth Jobs Program. The federal Workforce Innovation and Opportunity Act funds youth programs and services for hard-to-serve youth aged 16 to 24. These services enhance job skills, develop leadership qualities, explore career options, offer adult and peer mentoring, and take advantage of work experiences. Three entities in the City provide youth programs and services.
- » **Employment and Training.** Local nonprofits have been active in providing direct assistance to train San Bernardino residents. In 2017, the San Manuel Band of Mission Indians (SBBMI) donated \$3.4 million to Goodwill to train and place up to 1,580 residents through Goodwill's Career Pathways Program. This was followed in 2021, by another \$4.0 million from SBBMI to continue the program. Goodwill also operates a Career Resource Center along Waterman Boulevard in Central San Bernardino.
- » **Investment Playbook.** The City, along with stakeholders, is working with Aspen Institute Latinos & Society Program (AILSP). This initiative targets six Hispanic-majority cities—including San Bernardino—spur economic growth in places where COVID-19 exacerbated long-existing inequities. An investment playbook is a tool designed to help the City prioritize transformational investments and match them to local, federal, state, private, and philanthropic funding opportunities. The Playbook is published at: <https://www.sbinvestmentplaybook.com/> and the City is gearing up for initiatives.

Issue #2: Educational Opportunities

Educational attainment is a key factor that affects residents' health, well-being, and quality of life. Local schools scored low on educational attainment, and one-third of adults lack a diploma. Though San Bernardino has low unemployment rates below 5 percent, many residents earn low incomes due to low educational attainment. The education-job nexus reveals interrelated needs: 1) academic achievement; 2) connecting individuals from secondary education to sustainable jobs or college education; and 3) supportive services to individuals needing job skill training.

While a high priority, the SBCUSD and workforce partners largely drive these initiatives:

- » **Student Programs.** A Citizens Oversight Committee for SBCUSD oversees two bond measures (T and N) that are designed to improve facilities and student achievement. In addition, SBCUSD receives more than \$900 million annually to address the needs of students. SBCUSD offers its CAPS extended learning program at all 80 schools in the City. CAPS provides before- and after-school experiences that enhance students' academic, social, emotional, and physical development. Program details can be found online at: www.sbcusd.com/district_offices/student_services/caps/c_a_p_s_programs_and_components.
- » **Postsecondary Bridge.** The Inland Career Education Center (part of SBCUSD) provides a bridge to postsecondary education and the workforces. The Center helps adults learn the academic and job skills needed to improve their job options. ICEC programs include academics, ESL, bridge programs, technical education, etc. An average of 2,000 students are enrolled annually. In partnership with the District's ROP program, **Technical Employment Training** provides manufacturing trades and hands-on skills training. Lastly, SBVC also offers career technical education and training coursework.
- » **Youth Literacy Grants.** San Bernardino County Superintendent of Schools (SBCSS) has received \$5.6 million in funding through the Comprehensive Literacy State Development Grant to advance early literacy. The grant is awarded by the California Department of Education to leverage and expand existing statewide infrastructure to improve student outcomes over a 5-year period. The grant will serve children from birth to 12th grade with an emphasis on English Learners, students living in poverty, and those with disabilities.
- » **CAPS Extended Learning.** Originally funded by the City, the CAPS Extended Learning Program is funded through a voter approved grant and supported by matching funds from the San Bernardino City Unified School District. CAPS provides no-cost before and after school expanded learning programs for children attending Kindergarten through twelfth grade students throughout the San Bernardino City School District. Sunrise programs are now offered at 21 elementary school sites. After school programs are offered at 49 elementary school sites, 11 middle schools, and 4 high schools.

Issue #3: Housing Displacement/Insecurity

The high prevalence of poverty in the City of San Bernardino affects residents' housing security. Lower income residents must often overpay for housing or double up and live in overcrowded situations to afford housing costs. Seniors, disabled people, and other households on fixed income, particularly renters, can be vulnerable to loss of their housing. As shown earlier in the analysis of displacement risk, the majority of those in the central core and Westside are subject to high displacement risk. These areas also have the highest overcrowding and overpayment.

A sample of local initiatives to address displacement concerns include:

- » **Rent Stabilization.** The City implements a mobile home rent stabilization ordinance that covers 48 mobile home parks (~**3,800 or 7 percent of all units**). The City's mobile home rent stabilization ordinance limits rent increases to 80 percent of the percentage increase in the Consumer Price Index (CPI). The ordinance exempts certain mobile homes from the ordinance where a valid rental lease is in effect.
- » **Affordable Housing.** San Bernardino has 39 affordable apartment properties (~**3,600 or 6 percent of all units**) that provide housing for veterans, seniors, and families. The majority of the affordable housing is age restricted for seniors (54 percent) and families (37 percent). Of these 39 properties, 31 have renewed their covenants for the long term. The City is working with HACSB and National Core to develop the Arrowhead Grove project, which will provide 400 new mixed-income affordable units at a cost of \$98 million.
- » **Rental Housing Vouchers.** The HACSB issued over 2,500 tenant-based rental vouchers and over 1,000 project-based Section 8 vouchers in 2022 (**which represent ~3,600 or 6 percent of all units**). Of that total, 90 percent of very low-income households rely on the City's voucher program. Vouchers target the most vulnerable—female-headed households (with and without children), seniors, disabled, and veterans.
- » **Emergency Rental Assistance.** San Bernardino was severely impacted by COVID. In 2021, the City secured \$6 million in Emergency Rental Assistance funding for residents unable to pay rent or utilities due to the impact of COVID-19. Through Resolution No. 2021-224, the City entered into a contract with the State of California to participate in the State Rental Assistance program and receive the above grant through September 2025.
- » **Tenant Protection.** Given the rapid increase in rents in recent years across the Inland Empire and San Bernardino, residents who rent housing have become increasingly concerned about their housing security. In response to resident concerns that rents were increasing faster than allowable amounts under AB 1492, City staff has initiated a pilot tenant protections program with the Legal Aid Society to serve San Bernardino residents. The City held its first workshop in November 2022 and will hold them quarterly.

Issue #4: Access to Safe and Healthy Neighborhoods

For a large, industrialized center, improving environmental quality in the City is a high priority. An estimated 70 percent of the census tracts that cross the City are designated disadvantaged. Other markers of environmental conditions include the parks, active transportation network, and other supporting amenities. Improving environmental conditions is complex, requiring multiagency cooperation. Some of the more notable efforts to improve the environment are:

- » **Environmental Justice.** In 2023, the City will prepare a Health/Environmental Justice Element for the 2050 General Plan. This plan will assess the City's health conditions, infrastructure, and environmental justice issues, including but not limited to: active living, food environment, crime prevention, employment, education, and other key issues. The City is also implementing an active program to cleanup Superfund sites as well as work through the AB617 process to address pollution in vulnerable neighborhoods.
- » **Parks and Active Transportation.** In 2022/2023, the City will award a contract to develop a master plan to manage the City's 500 acres of parkland. The updated Park Element of the General Plan will incorporate implementation projects. In 2022, the City completed the San Bernardino Active Transportation Plan to retrofit streets and add 165-linear-miles for bicycle routes along with additional trails and pedestrian routes. The updated Circulation Element of the General Plan will incorporate the implementation.
- » **Roadway Safety.** In 2021/2022, the City prepared a Roadway Safety Plan to identify, analyze, and prioritize roadway safety improvements on local and rural roads. The Plan identified vehicle crash data and identified high risk corridors that will be improved over the next decade. The Plan identified more than \$6 million in capital improvements that will ensure the greatest cost benefit to the community. The Plan was adopted in March 2023 and will be programmed into the Capital Improvement Program.
- » **Violence Reduction.** For years, the City of San Bernardino has wrestled with reducing and controlling violence and crime in the community. In 2023, the City agreed to administer a \$3.8 million Violence Intervention Program grant and allocate \$1 million in ARPA funds to continue working with nonprofit organizations in providing supportive services to high risk groups. These are just a few programs the City Police Department implements to address concerns with gang activity, crime and violence in the community.
- » **Housing Conditions.** The City continues to implement a variety of programs to improve and maintain the quality of its housing stock. These include: 1) enforce code compliance and increasing staff to improve capacity to respond to code violations; 2) working with NPHS to implement the owner occupied housing rehabilitation loan program; and 3) expanding the City's inspection program to cover 20 percent of all assisted complexes each year that are recipients of federal, state, and local housing assistance.

Table 5-17 Fair Housing Issues, Metrics, and Actions

ISSUE/ACTIONS	METRICS	AREA	TIMING
ISSUE #1: DISPROPORTIONATE BURDEN			
San Bernardino has a high prevalence of poverty and lower income households throughout much of the community, particularly concentrated in neighborhoods located south of the SR-210. These districts have the highest prevalence and severity of housing overpayment, overcrowding, and poorer housing conditions. Many special needs group (e.g., seniors, families with children, disabled, etc.) have difficulty meeting basic living expenses. While the City has become more integrated over time, certain areas have all the City's RECAPs and the highest concentration of poverty and race and ethnic groups.			
Actions to address this issue follow.			
4.1. City Reinvestment Plans			
• Street repairs. Complete the 3 rd and 4 th phase of the City's plan to upgrade 53 streets in the City.	• 53 streets	Citywide	2021-2027
• Park improvement. Complete both Phase 2 and 3 of the City's park rehabilitation program	• Complete Phase 2 and 3	Citywide	2021-2027
• Downtown Specific Plan. Complete downtown specific plan to revitalize the downtown core. Commence implementation following completion	• Adopted DSP	Downtown	2023
• Complete the San Bernardino Investment Playbook; phase in implementation measures as workshops are held and direction received from City Council.	• Complete Plan	Citywide	2023-2029
4.2. Economic and Employment			
• Expend \$5 million to assist small businesses and organizations with working capital that were adversely impacted by the COVID pandemic.	• Assist bet. 100 to 150 businesses	High need areas that are south of SR-210	2023 thru 2025
• Establish an Entrepreneurial Resource Center as a central point for resources and support for entrepreneurs and small businesses in the City.	• Serve up to 2,500 people	Downtown Westside	2023 thru 2025
• Implement \$4.2 million Youth Workforce grant; train and employ San Bernardino youth with the City and COBs to restore services curtailed during COVID.	• Hire and train up to 70 residents	Central Eastside	End of 2024
4.3. Social Services			
• 5.6 Sponsor and provide at community centers a wide range of physical, social, health, and other support services for families and children	• Varied services	Citywide	Ongoing
• 5.2 Sponsor and provide a range of physical, social, health, and other support services for senior residents at San Bernardino's senior centers and other sites.	• Varied services		Ongoing
• 5.3 Support efforts to provide community, recreational, and social services to people with physical, mental, and developmental disabilities.	• Varied services		Ongoing

Table 5-17 Fair Housing Issues, Metrics, and Actions

ISSUE/ACTIONS	METRICS	AREA	TIMING
ISSUE #2: HOUSING DISPLACEMENT/SECURITY			
San Bernardino has a high prevalence of poverty and lower income households, particularly among special needs groups. Many of these individuals and families live in affordable rental housing that is deed restricted, rent-stabilized mobile homes, or low cost apartments or affordable single-family homes. As such, they have limited options for securing housing if they are displaced or evicted without just cause. Redevelopment in any particular neighborhood or elevated demand due to a shortage of housing can raise rents within an area and displace existing residents who can no longer afford existing housing. This underscores the importance of preserving affordable of existing housing.			
Actions to address this issue follow.			
4.4. Preservation of At Risk Housing			
<ul style="list-style-type: none"> • Contact property owners and communicate the City's desire to preserve at risk properties, noticing requirements, and tenant rights and responsibilities. • If feasible, provide financial and/or technical assistance to preserve publicly assisted affordable housing that are at risk of conversion by 2031 	<ul style="list-style-type: none"> • Periodic Letters and contacts • Preserve up to 866 afford. housing units 	<ul style="list-style-type: none"> • Citywide • Citywide 	<ul style="list-style-type: none"> Year prior to projects being at-risk As projects are at risk
4.5. Rent Stabilization			
<ul style="list-style-type: none"> • Continue the MHP Rent Stabilization program and ensure all increase requests go through the proper process and are reviewed by City hearing officer. • Provide tenant education on their rights and responsibilities with respect to rent stabilization and just-cause eviction under State laws (AB1492). 	<ul style="list-style-type: none"> • Preserve rent stabilization for 48 Parks • Resident Workshops 	<ul style="list-style-type: none"> • Westside • Eastside • Central • Citywide 	<ul style="list-style-type: none"> Annual Quarterly
4.6. Rental Housing Choice Vouchers			
<ul style="list-style-type: none"> • Maintain the use of at least 2,600 tenant-based vouchers for residents of San Bernardino and support continued distribution of project-based vouchers. • Improve voucher use by providing educational materials to residents, tenants, and property managers and advertising County HCV program. 	<ul style="list-style-type: none"> • Maintain at least 2,600 vouchers • Increase use of vouchers by 10% 	<ul style="list-style-type: none"> • Citywide • Citywide 	<ul style="list-style-type: none"> Annual 2023-2029
Environmental Conditions			
<ul style="list-style-type: none"> • Prepare a Health and Environmental Justice Element for the 2050 General Plan update • Continue to work with the SCAQMD and community to implement AB617 monitoring program • Continue to complete cleanup of active superfund sites and, for inactive projects, seek funding and partnerships to cleanup other NPL sites 	<ul style="list-style-type: none"> • Complete Element • Implement 2019 CERP • Implement EPA Plan 	<ul style="list-style-type: none"> Citywide Disadvantaged areas Citywide 	<ul style="list-style-type: none"> By 2023 Annual Annual

Table 5-17 Fair Housing Issues, Metrics, and Actions

ISSUE/ACTIONS	METRICS	AREA	TIMING
ISSUE #4: SAFE AND HEALTHFUL NEIGHBORHOODS			
San Bernardino understands the importance of safe and healthful neighborhoods. Parks and open space, separation from environmental pollution, public safety, and housing quality—all are important features that affect the livability of a neighborhood. Due in part to the bankruptcy and in part due to social, economic, and housing issues in the City, San Bernardino is challenges with addressing its urban revitalization issues. That said, the City continues to make great strides in improving the foundations of its neighborhoods. In some cases, these investments are the result of city-led initiatives; in other cases, however, the City's extensive network of nonprofit agencies or business are leading initiatives.			
Actions to address this issue follow.			
3.5 Violence Prevention			
<ul style="list-style-type: none"> Implement violence intervention grant services to reduce the prevalence of community crime and gang-related violence in all neighborhoods. 	<ul style="list-style-type: none"> Per Grant 	<ul style="list-style-type: none"> Citywide 	Ongoing
<ul style="list-style-type: none"> Among others, complete the following grants: <ul style="list-style-type: none"> \$3.8 million for hospital & comm.-based services. \$1.0 million for reinvestment in at-risk youth \$5.4 million grant for community based policing 	<ul style="list-style-type: none"> Reduce crime 5% annually Hire 13 FTE 	Citywide, emphasis Westside Downtown	2023 through 2027
<ul style="list-style-type: none"> Explore the feasibility of implementing a citywide Neighborhood Watch Program to prevent and reduce crime and violence in neighborhoods. 	<ul style="list-style-type: none"> Citywide 	Council Report	End of 2024
3.6 Parks and Recreation			
<ul style="list-style-type: none"> Complete retrofits to City parks, playgrounds, and community centers to continue providing quality recreational opportunities for residents 	<ul style="list-style-type: none"> Complete retrofits 	Citywide	Annual
<ul style="list-style-type: none"> Among others, complete the following projects: <ul style="list-style-type: none"> Retrofit Seccombe (\$10 million in ARPA/grants) Retrofit Nicholson Parks (\$9 million in funds) Guadalupe and Speicher Parks (\$2 million) 	<ul style="list-style-type: none"> Complete rehabilitation of all four parks 	Downtown Westside Eastside	2023-2025
<ul style="list-style-type: none"> Complete update to the City of San Bernardino's Parks and Recreation Master Plan and ATP Plan; incorporate capital improvements 	<ul style="list-style-type: none"> Final Master Plan; CIP Program 	Citywide	2023 ATP 2025 PMP
Housing Conditions (multiple programs)			
<ul style="list-style-type: none"> 3.3 Enforce code compliance; increase staff to improve capacity to respond to code violations 	<ul style="list-style-type: none"> Increase staff to 25 FTE 	Citywide	By 2023
<ul style="list-style-type: none"> 3.1 Contract with NPHS to implement the owner occupied housing rehabilitation loan program a 	<ul style="list-style-type: none"> 4 Loans 	Citywide	Annual
<ul style="list-style-type: none"> 3.4 Inspect 20 percent of all complexes each year that receive HUD, state, and local housing assistance 	<ul style="list-style-type: none"> Inspect 20% of units 	Citywide	Annual

6.0 PROGRAM EVALUATION AND OUTREACH

The California Government Code requires that Housing Elements include an evaluation of the effectiveness and appropriateness of goals, objectives, policies, and programs and the progress in implementing housing programs from the previous planning period. The following sections summarize the progress in meeting the quantified objectives of the 2013-2021 Housing Element.

The City of San Bernardino adopted six goals for its 2013-2021 Housing Element that governed the expenditure of resources for housing production, maintenance, and improvement. These goals are supported by several dozen policies and implementation programs. Housing goals were structured around state law.

- **Goal 3.1:** Adequate Sites for Housing. Identify adequate sites for a variety of housing types.
- **Goal 3.2:** Housing and Neighborhood Preservation. Conserve and improve the existing affordable housing stock and revitalize deteriorating neighborhoods.
- **Goal 3.3:** Affordable Housing Assistance. Assist in the provision of housing affordable to lower- and moderate-income households.
- **Goal 3.4:** Fair Housing Opportunity. Promote fair and equal housing opportunities for all persons in San Bernardino.
- **Goal 3.5:** Governmental Constraints. Reduce adverse effects of governmental actions on the production, preservation, and conservation of housing, particularly for lower-moderate-income households.
- **Goal 3.6:** Energy Conservation. Reduce the amount of energy expended on the construction, conservation, and preservation of housing.

In addition to the General Plan Housing Element, other housing-related plans are integral components of the City's overall housing strategy. For instance, specific plans govern individual areas of the City and housing in those areas. Other plans address specific housing topics, such as fair housing (e.g., Analysis of Impediments to Fair Housing) or expenditure of federal funds (e.g., Consolidated Annual Performance Evaluation Report, etc.). However, the Housing Element is the seminal housing plan for the City and serves as an umbrella for all other plans.

6.1 QUANTIFIED OBJECTIVES

During the 5th cycle planning period (2013-2021 Housing Element), the City of San Bernardino outlined many quantified objectives that served as metrics for addressing local housing goals. In assessing progress, however, it should be noted that the City of San Bernardino faced unprecedented challenges in addressing its housing needs. Major events included an economic recession, declaration of bankruptcy in 2012, and the pandemic of 2020 to 2022. These significant events and the repercussions that followed required the City to adjust its housing programs.

Table 6-1 displays the City's quantified objectives and the progress made over the last eight years. Following the table is an overview and narrative description of accomplishments with respect to the production, maintenance/rehabilitation, and preservation of housing, including special needs.

Table 6-1 5th Cycle RHNA Progress

ACTIVITY	INCOME LEVELS				STATUS
	L	M	AM	TOTAL	
Housing Production					Adequate sites were available for housing, but production fell short due to low market demand and City bankruptcy.
RHNA New Construction Goal	1,676	808	1,900	4,384	
Progress	168	49	365	582	
Housing Rehabilitation					Significant progress was made but fell short of goals due to lack of program funding.
Single Family Acquisition/Rehab	170	40	0	210	
Progress	38	96	0	134	
Multi-family Acquisition/ Rehab	50	0	0	50	Acquired and rehabilitated 3 projects (133 units); no progress on mobile home rehabilitation.
Mobile Home Grant Repair	160	0	0	160	
Progress	133	N/A	N/A	90	
Housing Preservation					8 properties' covenants were extended; no projects lost their affordability covenants.
Assisted Housing Preservation	1,627	0	0	1,627	
Progress	1,500	N/A	N/A	1,500	
Special Needs Groups		See Narrative			

Sources: City of San Bernardino Housing Element, 2014-2021; Annual Progress Reports; Housing Element Consolidated Plan and Consolidated Annual Performance Evaluation Reports; HCD, Summary of Annual Progress Reports through 2018.

HOUSING PRODUCTION

Over the past decade, housing production was minimal due in part to the City's bankruptcy proceedings from 2012 to 2017 and terrorist attack at the County offices in 2015. However, significant progress was made on reconstructing the Waterman Gardens Housing project as part of HUD's rental assistance demonstration program. National Core led the effort along with Dignity Health, Loma Linda University Health, San Bernardino City USD, and others. The first two projects were completed in the 5th cycle; the third project was completed during the 6th cycle.

Valencia Vista

Valencia Vista is the first phase of the Arrowhead Grove project, providing 76 high-quality, apartments affordable for low- and moderate-income families. The project features a mix of 1, 2, 3, and 4 bedroom units. The community features a 2,200-square-foot community center, after-school program facilities, computer lab, children's play area, swimming pool, and outdoor spaces. Hope for Housing provides on-site social services (e.g., education, childcare, computer lab, community garden, and other services) for residents living at the property.



Valencia Vista - Arrowhead Grove Community

Olive Meadow

Olive Meadow is the second phase of the Arrowhead Grove project, providing 62 high-quality, affordable apartments affordable for low- and moderate-income families. Apartments are outfitted with amenities designed for families, including a resident center, afterschool program facilities, a computer lab, and also a children's play area. Olive Meadow also received LEED Platinum certification from the US Green Building Council. Like all Arrowhead Grove projects, Hope for Housing delivers a range of social services for residents at Olive Meadows.



Olive Meadow - Arrowhead Grove Community

HOUSING REHABILITATION

Golden California

HomeVestors completed a \$2 million makeover of a 44-unit apartment complex. The property was severely dilapidated, generated multiple calls due to criminal activity, and was shut down by the City for public health and safety violations. HomeVestors purchased the property, renovated it, and provided modern amenities such as open space. In addition to a new water and sewer system and HVAC, each unit now has its own heating and air conditioning system, water source, and shutoff valve.



Golden California Apartments

Eastpointe Village

Mary Erickson completed the rehabilitation of the 52-unit Eastpointe Village. This property was severely distressed. Two-bedroom apartments in Eastpointe Village lease for \$646 monthly. Three bedrooms lease for \$743. The newly refurbished apartments feature new kitchen appliances, upgraded interior furnishings, central air, and increased interior storage for families. A \$2.1 million grant from HUD plus \$1 million from the San Bernardino County EDA funded the project.



Eastpointe Village apartment

Golden Springs

The Housing Authority and its affiliate housing partners provided permanent supportive housing. A 21-unit apartment complex was acquired, reconfigured, and rehabilitated. The project was reconfigured to create 38 one-bedroom units for formerly homeless individuals. As part of the rehabilitation, the project is now a gated community and includes a community center, laundry center, a dog park, and BBQ area. The project received funding from the County of San Bernardino, City of San Bernardino, and Inland Empire Health Plan.



Golden Springs Apartments

HOUSING PRESERVATION

The City has an extensive number of assisted multi-family projects that offer housing units affordable to lower-income households. The 2013-2021 Housing Element set a quantified objective to preserve 1,600 units, but the City did not commit separate funding to preserve the housing units or extend affordability covenants due to the City's financial status under bankruptcy during that time. However, many of the apartment property owners applied for low-income housing-tax credits or mortgage revenue bonds offered by the State of California.

During the 2013-2021 period, eight affordable apartment properties were acquired, rehabilitated, and preserved. To assist in this effort, the City held Tax Equity and Fiscal Responsibility Act (TEFRA) required hearings in several cases to facilitate funding requests by the property owners. Key projects preserved were:

- **2020, Foothill Villas Apartment:** acquisition and rehabilitation of a 239-unit property
- **2019, Royal York Estates Mobile Home Park:** acquisition and rehabilitation of 70 units
- **2018, Pioneer Park Plaza:** acquisition and rehabilitation of a 161-unit apartment building
- **2017, Beautiful Light Inn:** acquisition-rehabilitation of a 100-unit property
- **2014, Zion Manor Apartments:** acquisition and rehabilitation of 125-unit property
- **2014, Arrowhead Vista:** acquisition and rehabilitation of 40-unit apartments
- **2014, Lugo Senior Apartments:** acquisition and rehabilitation 119-unit property
- **2013, Vintage at Kendall:** acquisition and rehabilitation of a 178-unit property



Foothill Villa Apartments

Taken together, these eight apartment projects received monies from the State of California and other sources to acquire and/or rehabilitate the properties and extend affordability covenants for 55 years. They not only upgraded the physical condition of the properties, but materially increased the housing security of more than 1,000 lower-income households in San Bernardino.

Special Needs Progress and Evaluation

As a part of analyzing the progress of programs from the 2013-2021 Housing Element, the element must provide an explanation of the effectiveness of goals, policies, and related action in meeting the housing needs of special needs populations. The following narrative describes specific accomplishments, focusing on the number of units built, provided rental assistance, or rehabilitated for each special need group.

Senior Households

The City implemented programs to support seniors and senior households, including Program 3.2.5, Elderly/Special Needs Repair Grants; Program 3.4.1, Reasonable Accommodation Ordinance; and Program 3.4.2, Universal Design Features. Through these programs, the City used CDBG funds to perform emergency repairs to 109 homes as well as hire a consultant to support the update of the zoning code to reduce constraints to accessible housing and incentivize universal design. As of 2020, the Housing Authority provides rental assistance to eligible seniors. Of the 3,632 rental housing vouchers, 1,124 senior households used them. Additionally, the City approved the development of affordable senior properties that provide housing (140 units) and worked with existing property owners to preserve senior apartments, such as the Beautiful Light Inn, Lugo Senior Apartments, New Zion, Pioneer Place, and others in San Bernardino.

Persons with Disabilities

City Programs 3.2.5, Elderly/Special Needs Minor Repair Grants; 3.4.1, Reasonable Accommodation; and 3.4.2, Universal Design Features, supported the rehabilitation of 109 units. With respect to new housing, the City approved 18 adult residential care facilities, providing housing for 229 disabled residents. Of the Housing Authority's 3,632 vouchers, 1,572 were used by households with a disabled member. With both new housing and rental vouchers, housing needs for disabled people continue to be addressed. Additionally, the City established the Center for Individual Development (CID) that provides recreation programs for people of all ages with physical, developmental, and mental disabilities. The CID provides social events, water aerobics and therapy, a community center, and after-school program. The City also continued to outreach and advertise fair housing services provided by the Inland Fair Housing Mediation Board and provided fair housing services to reduce housing discrimination of persons with disabilities.

Families and Large Households

Programs 3.2.1, Single-Family Housing Acquisition and Rehabilitation Program; 3.2.2, Single-Family Rental Property Inspection; and 3.2.4, Single-Family Rehabilitation Program, were implemented during the 5th cycle. The City also funded nonprofit partners to develop single-family homes and mobile homes on infill lots owned by the City's former Redevelopment Agency. These programs, among others, specifically benefited San Bernardino families, including large

families, who may require single-family units to avoid overcrowding in smaller units. Through NPHS the City provided eight loans during the 5th cycle. The City also facilitated the development of housing for large households by approving and funding the Valencia Vista and Oliver Crest Apartments (138 units) and 52-unit Eastpointe Project. The City also assisted in facilitating long-term preservation of subsidized apartment properties.

Farmworkers

The City of San Bernardino's farmworker population totals less than one percent of the City's population, and there is no farmworker housing in the City. However, farmworkers are generally low- or very low-income households and the City is required to permit farmworker housing through the municipal code. During the 5th cycle, the City secured a consultant to update the General Plan and Development Code; this includes updating the definition, process, and requirements in the municipal code to allow farmworker housing. Additionally, through the Housing Authority, the City provides rental-based and project-based vouchers for rental assistance and supported the development of an estimated 950 units for lower-income households during the 5th cycle Housing Element planning period.

Homeless People

The City supported the conversion of the All Star Inn into 75 permanent supportive units. In 2020, the City also supported the completion of Mary's Village—the first transitional housing complex for men experiencing homelessness—which provides short-term housing, vocational education, job training, comprehensive case management, and other services to facilitate self-sufficiency. Additionally, throughout the 5th cycle, the City partnered with and supported local organizations such as Homeless Access Center, Time for Change Foundation for Homeless Women and Children, Operation Grace, Central City Lutheran Mission, Mary's Mercy Center, and Guided Steps Transitional Homes. These organizations provide various programs that assist the unhoused population. As part of the federal ARPA funds, the City was also allocated funds for the Pacific Villages project in north central San Bernardino.

Military Personnel

The City supported development of a social service residential facility (Veteran's Housing) consisting of 30 residential units for low-income military veterans. The facilities were approved in March of 2022. Support services such as medical benefits, education and vocational rehabilitation, home loan benefits, and other compensations are available to veterans through Veterans Affairs. The city is also home to a network of services for veterans. This includes the San Bernardino Veteran Center, which provides a matrix of services for veterans dealing with mental health challenges, traumatic stress disorder, and other conditions. The County Veteran Affairs Center has an exemplary record of enrolling veterans and securing deserved benefits. The VARP continues to open facilities to address substance use treatment options for veterans.

6.2 ACCOMPLISHMENTS

Table 6-2 lists the progress in implementing the 2013-2021 Housing Element. It includes the program, goal, and accomplishments and future status for the 2021-2029 Housing Element.

Table 6-2 Progress in Implementing 2014-2021 Housing Element Programs

HOUSING PROGRAM	GOAL	EVALUATION
Program 3.1.1 Downtown Housing	Encourage and facilitate the development of new housing in Downtown San Bernardino and along transit lines through the implementation of the Downtown Core Vision.	<p>Accomplishments</p> <p>The City adopted a new vision to lay the groundwork for a future downtown specific plan. The City also executed a contract with National Core to redevelop Waterman Gardens into the Arrowhead Grove affordable housing project.</p> <p>Appropriateness for 6th Cycle</p> <p>This program will be continued in the Housing Element. The City will complete the Downtown Specific Plan and the Arrowhead Grove project.</p>
Program 3.1.2 Transit District Overlay	Publicize incentives offered by the Transit District Overlay beginning in 2014. Provide technical assistance to interested developers and property owners.	<p>Accomplishments</p> <p>The City adopted a transit district overlay around 13 transit stations along the SBX Route with the goal of revitalizing station areas. Although the City was available for technical assistance, development did not occur due to the City's economic status.</p> <p>Appropriateness for 6th Cycle</p> <p>This program will be continued in the Housing Element as the City envisions the role of transit districts increasing with the General Plan update.</p>
Program 3.1.3 Residential Standards for Commercial Zones	Update the Development Code to identify clear and objective development standards for housing and mixed-use development in the CG-3 and CG-4 zones.	<p>Accomplishments</p> <p>The City did not update the Development Code; work was postponed due to the impending update of the General Plan and Development Code.</p> <p>Appropriateness for 6th Cycle</p> <p>The program will be continued in the element. To comply with Govt Code § 65913.4, the ODDS will be drafted as part of the Development Code update after adoption of the updated General Plan.</p>

Table 6-2 Progress in Implementing 2014-2021 Housing Element Programs

HOUSING PROGRAM	GOAL	EVALUATION
Program 3.1.4 Corridor Improvement Program	Facilitate investment and intensification along underutilized corridors through codifying the development and lot consolidation incentives proposed in the General Plan Land Use Element.	<p>Accomplishments</p> <p>The City is implementing the Corridor Improvement Program, which provides policy, regulations, and incentives intended to stimulate investment and development in the Corridor Strategic Areas. However, limited progress has been made to date.</p> <p>Appropriateness for 6th Cycle</p> <p>This program can be an effective tool to encourage needed reinvestment if incentives are appropriate. The program will be continued and revised as part of the Development Code update</p>
Program 3.1.5 General Lot Consolidation Incentive	Amend the Development Code to incentivize lot consolidation for projects committing to management plans and providing on-site management.	<p>Accomplishments</p> <p>The City is in the process of amending the Development Code to simplify development regulations and processes. However, additional lot consolidation incentives may be needed to stimulate housing along corridors or focused areas of the City.</p> <p>Appropriateness for 6th Cycle</p> <p>This program will be continued. The City will update the Development Code to implement the General Plan and remove identified potential constraints to facilitate new development.</p>
Program 3.1.6 Density Bonus Provisions	Facilitate higher density and affordable housing development by amending the Development Code to reflect the latest amendments to State density bonus law.	<p>Accomplishments</p> <p>The City has received limited density bonus requests, except for several affordable housing projects. The density bonus ordinance was not revised due to staff shortfall.</p> <p>Appropriateness for 6th cycle:</p> <p>This program will be continued in the Housing Element and, specifically, the density bonus ordinance will be updated as part of the update of the Development Code.</p>
Program 3.2.1 Single-Family Housing Acquisition and Rehabilitation Program	Acquire and rehabilitate at least 50 abandoned and foreclosed homes for income-restricted resale to lower-income households.	<p>Accomplishments</p> <p>This program was used in prior cycles with NSP funds, but no longer operational. Efforts are directed at the development of single-family homes on infill lots formerly owned by the City RDA. During the 5th cycle, the City accomplished the following:</p>

Table 6-2 Progress in Implementing 2014-2021 Housing Element Programs

HOUSING PROGRAM	GOAL	EVALUATION
		<ul style="list-style-type: none"> MECH completed 3 infill properties for sale to eligible low income homebuyers—2060 E. 18th Street, 938 N “G” Street, and 140 W 13th Street. Additionally, NPHS seeks to complete two more phases (3 properties in Phase III and 4 properties in Phase IV) pending completion of City transfer of sites to NPHS. <p>Appropriateness for 6th Cycle This program is an important approach to maintaining and improving housing stock and quality as well as expanding single-family housing opportunities within San Bernardino. The City will continue to operate and augment the program as financial resources become available.</p>
Program 3.2.2 Single-Family Rental Property Inspection	Continue to identify code violations and educate owners and tenants about their responsibilities through single-family rental inspections. Refer owners to appropriate City programs to provide technical and financial assistance to address code violations.	<p>Accomplishments The City spearheaded proactive code compliance efforts and provided financial assistance to property owners who cannot afford to maintain or rehab their dwellings. The program was suspended in 2020 due to funding but has now been reinstated with the hiring of additional code enforcement staff.</p> <p>Appropriateness for 6th Cycle The program has been refunded and will be implemented for the 6th cycle Housing Element.</p>
Program 3.2.3 Crime-Free Multi-Family Housing (CFMH)	Improve multi-family housing conditions; refer code violators to rehabilitation assistance programs on an as-needed basis.	<p>Accomplishments The City Attorney’s office is working on amendments to the CFMH Program; however, the program is in effect per the current municipal code. To date, 65 properties are certified compliant. Recent progress in the program has been affected by budget constraints and staff turnover, but the City will increase staffing for the 6th cycle.</p> <p>Appropriateness for 6th Cycle This program has been an effective deterrent for crime and will be continued in the Housing Element.</p>
Program 3.2.4 Single-Family Rehabilitation Program	Provide assistance to 20 lower- and moderate-income households annually.	<p>Accomplishments This program was consolidated and operated under Program 3.2.1. The consolidated program will continue.</p>

Table 6-2 Progress in Implementing 2014-2021 Housing Element Programs

HOUSING PROGRAM	GOAL	EVALUATION
Program 3.2.5 Elderly/Special Needs Minor Repair Grants Program	On an annual basis, provide home repair grants for approximately 85 units occupied by senior and disabled households.	<p>Accomplishments</p> <p>The Old Timers Foundation, a local nonprofit organization, used CDBG funds to perform minor and emergency repairs to 109 homes owned by seniors and disabled persons.</p> <p>Appropriateness for 6th Cycle</p> <p>This program was discontinued during the 5th cycle. The program will not be reactivated; other rehab programs will cover the scope of this program.</p>
Program 3.2.6 Critical Repair Program	Annually, provide assistance to 10 lower-income households to make critical exterior repairs.	<p>Accomplishments</p> <p>Due to funding shortages, this program is inactive and is duplicated by existing home repair programs.</p> <p>Appropriateness for 6th Cycle</p> <p>The program is discontinued for the 6th cycle. Other rehabilitation programs will cover this program.</p>
Program 3.2.7 Preservation of Assisted Multi-family Rental Housing	Work with property owners and qualifying agencies to preserve 1,627 assisted multi-family rental units at risk of converting to market rents. Provide technical assistance to assist property owners to secure funds that preserve affordability of their housing units.	<p>Accomplishments</p> <p>Ten projects totaling 1,257 units were at risk of conversion to market rents. The City assisted in conducting TEFRA hearings, issuing mortgage revenue bonds, and allocating City funds to preserve units, including City funds for fully replacing the Waterman Gardens Public Housing project.</p> <p>Appropriateness for 6th Cycle</p> <p>The program is an important way to maintain/increase affordable housing in the City of San Bernardino and will be continued for the present Housing Element.</p>
Program 3.2.8 Multi-family Rental Housing Acquisition/Rehabilitation	Acquire and rehabilitate 50 multi-family rental units to benefit lower-income households.	<p>Accomplishments</p> <p>The City contracted with MECH to rehabilitate the 52-unit Eastpointe Village. Working with county partners, the Golden Apartments was also acquired and rehabilitated for permanent supportive housing.</p> <p>Appropriateness for 6th Cycle</p> <p>The program is an effective way to maintain safe, livable affordable housing in San Bernardino. While funding is no longer available, the City will continue to seek funds for projects that meet City objectives.</p>
Program 3.2.9 Mobile Home	On an annual basis, provide home improvement grants to 20	<p>Accomplishments</p> <p>Program was previously done with Neighborhood Housing Services of the Inland Empire (NHSIE) and</p>

Table 6-2 Progress in Implementing 2014-2021 Housing Element Programs

HOUSING PROGRAM	GOAL	EVALUATION
Grant Repair Program	lower-income mobile homeowners.	Inland Housing Development Corporation (IHDC), but there is no current progress. Appropriateness for 6th Cycle The program will not be continued into the 6th cycle given its current status. However, should staffing or funding increase, the program may be reimplemented.
Program 3.3.1 Homebuyer Assistance Program (HAP)	On an annual basis, provide down payment assistance to 50 low-income first-time homebuyers and homebuyer/ homeowner education to 300 households.	Accomplishments The HAP program is implemented by NPHS. NPHS assisted one household in 2021 with HAP funds. Additionally, NPHS received \$350,000 for acquiring properties to develop for affordable homeownership opportunities. In 2020 NPHS developed 2 infill homes, with plans to develop 2 more. Appropriateness for 6th Cycle The program is an effective and important way to maintain safe, livable affordable housing in San Bernardino and will continue for the 6th cycle.
Program 3.3.2 Emergency Shelter Assistance	Continue to support emergency shelter operations.	Accomplishments The City continues to support the provision of emergency shelters. Several projects (including motel conversions) have been developed, expanded, or approved for development. The following projects will be completed in 2023: <ul style="list-style-type: none"> U.S.VETS Housing: 30 units of permanent supportive housing and supportive services to veterans and their families. Appropriateness for 6th Cycle While the City has made great strides in housing its homeless residents, it remains a critical issue and the program will be continued in the Housing Element.
Program 3.3.3 Transitional Housing	Continue to support transitional housing programs and identify opportunities for expanding the transitional housing inventory to benefit lower- and extremely low-income households.	Accomplishments The City continues to provide funding to address the transitional housing needs in the City. Approved during the prior planning period, the following residential projects will be completed in 2023: <ul style="list-style-type: none"> Mary's Village: Opened the City's first "men's" transitional project that provides housing, behavioral health, medical services, supportive

Table 6-2 Progress in Implementing 2014-2021 Housing Element Programs

HOUSING PROGRAM	GOAL	EVALUATION
		<p>services, job training, GED attainment, and wrap-around services.</p> <ul style="list-style-type: none"> LSS Wellness Center: LSS will also provide emergency shelter, transitional housing, supportive housing, and wrap-around services. <p>Appropriateness for the 6th Cycle The program continues to be an effective way to address the City's transitional housing needs; and therefore, the program will continue in the 6th cycle.</p>
Program 3.4.1 Reasonable Accommodation Ordinance	Reduce governmental constraints to housing for disabled persons through adopting a Reasonable Accommodation Ordinance.	<p>Accomplishments The City completed a Development Code update in May 2021, which included a Reasonable Accommodation Ordinance (Chapter 19.63).</p> <p>Appropriateness for the 6th Cycle This program was completed during the 5th cycle. The City will maintain a Reasonable Accommodation Ordinance in compliance with state law and continue to implement it in order to support accessible housing development.</p>
Program 3.4.2 Universal Design Features	Explore amending the Development Code or program parameters to incentivize or require universal design features in housing projects that are assisted by City funds.	<p>Accomplishments The City is currently working on a comprehensive update to the Development Code and has begun work on a new General Plan, which is anticipated to be completed by 2023/24.</p> <p>Appropriateness for the 6th Cycle This program is targeted to be implemented during the 6th cycle Housing Element.</p>
Program 3.4.3 Fair Housing Mediation	Contract for fair housing mediation services and refer those in need. Distribute fair housing materials at City buildings and on the City website.	<p>Accomplishments The City contracts with Inland Fair Housing Mediation Board to provide education, dispute resolution, and landlord/tenant mediation services to property owners, landlords, and tenants.</p> <p>Appropriateness for the 6th Cycle The program will be continued during the 6th cycle.</p>

Table 6-2 Progress in Implementing 2014-2021 Housing Element Programs

HOUSING PROGRAM	GOAL	EVALUATION
Program 3.4.4 Transitional and Permanent Supportive Housing	Update the Development Code to adequately define transitional and permanent supportive housing, and permit these uses based on unit type, in accordance with SB 2.	<p>Accomplishments</p> <p>While the City has permitted a considerable number of facilities, it will amend the zoning code for consistency with state law</p> <p>Appropriateness for the 6th Cycle</p> <p>This program is targeted to be complete in the beginning of the 6th cycle as part of the Development Code update.</p>
Program 3.4.5 Special Needs and Extremely Low-Income Housing	Provide expedited project review and funding priority for projects available for special needs or ELI/VLI households. Continue to refer those in need to available services.	<p>Accomplishments</p> <p>The City continues to fund many projects for these income groups and several are currently approved and in the development pipeline.</p> <p>Appropriateness for the 6th Cycle</p> <p>This program will continue for the 6th cycle element.</p>
Program 3.5.1 Priority Water and Sewer Service	Facilitate priority water and sewer service to affordable housing proposals.	<p>Accomplishments</p> <p>The City prioritizes water and sewer services to proposed affordable housing projects. Since there was not a shortage of water and sewer, the City did not have to activate its priority approval process.</p> <p>Appropriateness for the 6th Cycle</p> <p>The program will be continued during the 6th cycle Housing Element because it is both important and effective in supporting the development of affordable housing.</p>
Program 3.5.2 Application Streamlining Opportunities	Continue to explore ways of streamlining residential and mixed-use project permits.	<p>Accomplishments</p> <p>The City continues to strive to streamline the entitlement process, plan check review, and building permit issuance for all development projects, including residential and mixed-use projects. As of 2020, no applications have been submitted for streamlined residential or mixed-use projects.</p> <p>Appropriateness for the 6th Cycle</p> <p>As a part of the Development Code update, the City will update and include streamlining procedures consistent with state law. Additional measures for creating a one-stop shop will be included.</p>

6.3 HOUSING OUTREACH


State law requires "diligent effort" to achieve participation by all segments of the community. The City solicited input from the public throughout the Housing Element process—during development of the draft element, public review of the draft element, and the adoption process. Note that the City's outreach extended far beyond the General Plan Housing Element. Significant outreach was conducted as part of the 2020 Analysis of Impediments and ConPlan. The following presents outreach findings: first, for federal plans; and second, for state-mandated plans.

CONSOLIDATED PLAN

The City's 2020-2025 Consolidated Plan conducted a robust public participation effort. The feedback provided through the community engagement process supported the development of this ConPlan, including the development of housing and community development needs, priorities, goals, and strategies for funding allocation. Venues included community survey, stakeholder interviews, and community housing meetings, among others.

Community Survey

San Bernardino administered a **bilingual survey**, online and in paper, from December 9 to February 28, 2020. This survey was noticed in the newspaper, City website, and flyers in English and Spanish. Survey data provided needs for housing, public facilities, infrastructure, homelessness, economic development, and community services. More than 1,000 responses were received during the two-month survey window. Eighty-eight percent of the respondents were residents, with 55 percent homeowners and 40 percent renters. Key findings are summarized into four categories: housing, community services, homelessness, and economic development. Survey findings are on the City's webpage.¹



City of San Bernardino 2020-2024 Consolidated Plan

The City of San Bernardino is preparing a Consolidated Plan and Analysis of Impediments to Fair Housing Choice for 2020-2024. These are designed to help the City assess affordable housing and community development priorities with input from community members and stakeholders. The priorities then align and focus federal funding available to the City. The federal funding programs include:

- **Community Development Block Grant**
- **HOME Investment Partnerships**
- **Emergency Solutions Grants**

Community input is an important part of the process.

Take the survey and share your priorities!
<https://www.surveymonkey.com/r/SBCityCommunityOutreach>
https://es.surveymonkey.com/r/SB_CommunitySurvey_Espanol

¹ San Bernardino's 2020-2024 Consolidated Plan and attachments is posted online at the following web address: https://cdn5-hosted.civiclive.com/UserFiles/Servers/Server_17442462/File/Government/Department/Community%20&%20Economic%20Development/Housing/Consolidated%20Plan.pdf

Stakeholder Consultations

The City conducted stakeholder meetings to inform the overall consolidated plan update. Stakeholders were selected to include a broad array of interest groups, such as neighborhood groups, faith-based groups, nonprofit organizations, city-county agencies, developers, and financial institutions. A combination of in-person meetings, phone conversations, and emails were used to obtain feedback from various service providers. The feedback was especially helpful in identifying gaps in services, trends in the local community, and needs relating to specific services and populations.

Stakeholders in attendance included:

- Dignity Health
- National Core | Hope Through Housing
- Neighborhood Partnership
- OmniTrans
- SB County Homeless Partnership
- SB County Behavior Health
- Project Fighting Chance
- Inland Fair Housing
- Salvation Army
- Center for Employment
- Inland Valley Recovery
- Inland Congregation
- United Violence Protection
- Community Action Partnership
- Habitat for Humanity

Key Takeaways: Critical Needs

- Increases in housing inventory – an increased supply will help all, including the Latino and African American population
- Improve perception of San Bernardino (negative perception deters private investment)
- Address discrimination, particularly race and ethnicity
- Raise awareness about homelessness using human stories that go beyond the data
- Support a growing population of homeless services
- Decrease dependency on government and draw foundations and corporations into the solutions
- Create pathways to employment and living wages

- Wells Fargo
- Community Education Partnership
- Housing Authority
- Catholic Charities
- Local Initiatives Support Corp
- Step up on Second Street
- Mary's Mercy Center
- Neighborhood Housing Services
- Neighborhood Associations
- El Sol Neighborhood Education Cntr

Housing Meetings

Six public meetings were held in San Bernardino during the ConPlan update. To maximize attendance, meetings were offered at various locations and times of the day. Three meetings were held during the day and three were held in the evening. Community meetings were attended by Neighborhood Partnership Housing Services, Executive Director of Akoma Unity Center, National CORE, Dignity Health, Accelerating Investment for Healthy Communities (AIHC), Housing Authority County of San Bernardino, Hope Through Housing Foundation, and Executive Director of Community Engagement for the San Bernardino City Unified School District.

Meetings were held at the following locations:

- St. Bernardine Medical Center, January 21, 2020
- Akoma Unity Center, January 18, 2020
- Maplewood (public housing), January 22, 2020
- Valencia Vista and Olive Meadows (public housing), January 23, 2020
- San Bernardino Valley College January 24, 2020

Recurring themes raised during the meetings:



1. **Affordable housing**
2. **Target areas for redevelopment and safety:** downtown, Baseline Street, southern San Bernardino, and other areas
3. **Community services needed:** youth services, housing programs for special needs groups, particularly those with disabilities, and mental health services
4. **Homeless/homeless prevention services:** create jobs and programming, increase, and expand emergency low barrier shelters, and increase public housing
5. **Infrastructure needs:** school safety; lighting around schools, increase streetlights and sidewalk safety, update facilities and infrastructure to be accessible
6. **City communications:** increase city communications regarding spending and future projects
7. **Jobs and employment:** increase jobs, career opportunities, small business opportunities, expanded access to transit, etc.
8. **Crime safety:** reduce criminal activity, shooting, drug-related activity

GENERAL PLAN OUTREACH

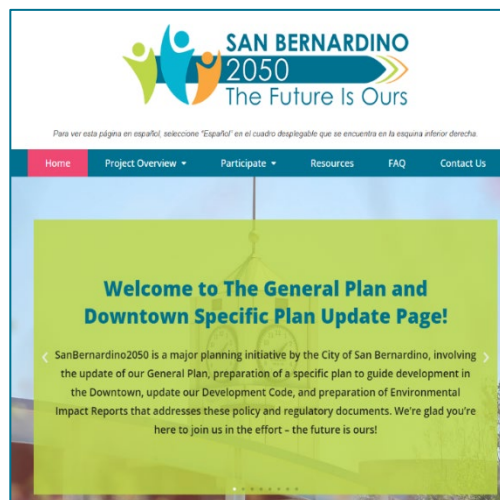
The City implemented a thorough and far reaching public outreach and engagement plan to solicit and incorporate views on the City's future from the entire community. Different venues, tools, and techniques were used to solicit input. The full menu of outreach tools and the results are recorded online on the City's website at <https://futuresb2050.com/>. These efforts were coordinated to inform subsequent steps in the update of the General Plan and Housing Element.

Visioning 2050

Visioning San Bernardino's future was the first phase of involving the community in updating the General Plan. The City engaged residents, local leaders, and stakeholders regarding their perceptions of issues and visions for the future of the City in spring to fall 2021. Participants were also asked to imagine the future of their city in 2050. This was an essential step to solicit and draw out current issues that need to be addressed in the update process.

Workshops were advertised through social media, e-blasts and emails, flyer distribution, and updates on the project website. The City publicized information about workshops on Facebook at least three weeks in advance. The City encouraged posting/re-sharing workshop flyers to neighborhood associations, elected officials, and stakeholders, including UPLIFTSB, SBCUSD Family Engagement Center, and SBC Police Department. The City sent **bilingual** e-blasts promoting the workshops to over 200 contacts and emailed **bilingual** flyers to 30 stakeholders representing CBOs, public service agencies, or other community initiatives. The City also provided flyers to elected and appointed officials for distributing among their networks.

Questions revolved around eight topics: land use and community character, **neighborhoods and housing**, circulation and mobility, **fair and equitable city**, economic vitality, public services and infrastructure, environment and climate, and public health and safety. A **translator** was used for the workshops and to direct the workshop activities and facilitate discussions with **Spanish-speaking participants**. **Over 200 individuals** participated in the workshops and provided nearly **1,500 written comments**. Additionally, 186 community surveys were received and 9 focus groups interviews or roundtables were held. These comments informed the vision and the prologue paragraphs that further amplify the City's 2050 vision for the community.



General Plan Committee Meetings

A General Plan Advisory Committee (GPAC) was appointed to provide input, feedback, and recommendations to City staff, the Planning Commission, and City Council on key components of the General Plan and Housing Element update. GPAC members were appointed from each of the City's seven wards to ensure representativeness. All GPAC meetings were duly advertised and open to the public. **Over the course of more than one and one-half years, the GPAC discussed the Housing Element or issues during 12 meetings listed below in Table 6-3.**

Table 6-3 GPAC Meetings Covering Housing Element

GPAC MEETING AND DATE OF MEETING	TOPICS DISCUSSED	RELATIONSHIP TO HOUSING ELEMENT
GPAC 3: Sep 16, 2021 Housing Needs	This GPAC meeting focused on preliminary results for the housing needs assessment, including the legal context, key housing need findings, discussion of findings, and directions for further research.	Directly discussed existing and future housing needs
Visioning GPAC 4: Oct 21, 2021 GPAC 5: Nov 18, 2021 GPAC 6: Dec 9, 2021	These GPAC meetings focused on vision concepts that guide the General Plan, incl. housing, economy, equity, community services and parks, mobility and infrastructure, environment, safety, arts and culture.	Issues and vision themes directly related to housing and fair housing
Land Use Planning GPAC 7: Jan 20, 2022 GPAC 8: Feb 17, 2022	This GPAC meeting focused primarily on identifying lands that are conserved and areas of intensification. Housing needs for the next 25 years was brought up as a key consideration of future land uses.	Directly discussed where the City will direct housing
GPAC 9: Mar 17, 2022 Fair Housing	This GPAC meeting focused on discussing the City's 2021-2029 RHNA coupled with an overview of Assessment of Fair Housing, resource opportunity mapping, and identified fair housing issues.	Directly addressed future housing needs and fair housing issues
Land Use Planning GPAC 10: May 19, 2022 GPAC 11: Jun 9, 2022 GPAC 12: Jun 30, 2022	This GPAC meeting focused on findings of land use workshops in each ward and discussion of proposed land use changes, including mixed use corridors. Meetings culminated in a preliminary land use plan.	Directly addressed upzoning residential land use and new mixed use corridors
GPAC 13: Aug 11, 2022 Housing Sites Strategy	This GPAC meeting focused on the City's RHNA strategy—sites, projects, and relationship of density and zoning. Also discussed priorities and ideas for improving housing opportunities in the community.	Directly discussed and confirmed City's RHNA strategy
GPAC 14: Feb 2022 Housing Goals, Policies, and Programs	This GPAC meeting presented a draft housing goal framework accompanied by existing programs and new housing programs proposed for inclusion into the 2021-2029 Housing Element.	Directly discussed housing programs

Stakeholder Meetings

To supplement the General Plan engagement activities, the City also conducted focus meetings with specific stakeholder groups to better understand the key issues facing the City and allow for more in-depth discussion. Of particular note, three sessions (December 2 and 12, 2022, and January 11, 2023) with the following groups were held to address housing needs and policy.

Table 6-4 Stakeholder Meeting Summary

FOCUS GROUP	PARTICIPANTS
Public Health Organizations	<ul style="list-style-type: none"> County of San Bernardino Public Health Loma Linda University Common Spirit Health (hospitals) Inland Empire Health Plan Loma Linda Hospital
Faith-Based Organizations	<ul style="list-style-type: none"> Inland Empire Concerned African American Churches New Hope Church Greater New Jerusalem COGIC 16th St Church and Temple Church Congregations Organized for Prophetic Engagement Inland Congregations United for Change
Community-Based/Housing Organizations	<ul style="list-style-type: none"> Inland Equity Partnership Operation New Hope Youth Opportunity Centers Project Fighting Chance UPLIFT San Bernardino Housing Through Hope Foundation Community Action Partnership Job Corps and Urban Conservation Corps Habitat for Humanity
San Bernardino City Unified School District	<ul style="list-style-type: none"> Community Engagement Department School Police Chief School Facilities Planning & Development SBCUSD Family Engagement Center
Local Artists	<ul style="list-style-type: none"> The Little Gallery of San Bernardino Arts Connection and other local artists California Arts Project at CSUSB Greene; Music Changing Lives Garcia Center San Bernardino Symphony

6.4 OUTREACH FINDINGS

Forums held during the consolidated plan, analysis of impediments, General Plan update, Housing Element, and stakeholder meetings provided opportunities to communicate housing needs. Insights and program responses provided by residents, organizations, developers, and businesses with respect to housing are summarized below. These are followed by a summary matrix of issues and potential program responses to address the comments provided.

Issue #1: Housing Opportunity

- **Diversity of housing types that are affordable to residents:** While many community members and residents mentioned the need for more affordable housing, a recurring theme included the variety of housing types that are affordable. In addition to traditional affordable apartments, residents also desired affordable single-family homes on standard-sized lots in neighborhoods where their children can play in private yards, rather than having to travel to a park to have a place to place. This includes special needs housing as well.
- **Greater focus on downtown as transit-oriented district with vibrant mix of uses:** Many residents identified downtown as a potential focal point of the City. They consider downtown a place for gathering, entertainment, and community activities. As a focal point of the City, many community members want to see more vibrant mix of uses, pedestrian and bike friendly development, higher density in the downtown area, and live/work opportunities. Many participants noted they would also like to see a safer downtown with more transit.
- **Not Enough Affordable Housing.** Residential projects are gradually built, but not fast enough. The number of lower income households unable to afford decent and affordable housing far exceeds the units built and the gap is increasing. More needs to be done to ensure all projects have a portion of units set aside for affordable rental and ownership housing. Additional types of housing should also be explored such as ADUs, modular, and manufactured housing, which are less expensive to build and affordable. Participants recommended inclusionary housing.
- **Constraints to development.** While the City's bankruptcy affected the market for housing, the City has significant governmental constraints to development that could be addressed. These include development fees and exactions, staffing shortages, slow permitting process, and other issues that individually and cumulatively slow down the development of affordable housing and, if not addressed, are an impediment to development. Numerous municipal codes also need to be updated to reflect newly adopted legislation. Affordable housing should be fast tracked, and City staff need to work together to facilitate new housing production.

Issue #2: Housing and Neighborhood Quality

- **More parks, green spaces, community services.** Open space, parks and recreational areas, and playgrounds were frequently mentioned by community members. Many participants included the importance of proximity and safety of new parks or existing parks. Additionally, community members noted that playgrounds, water features, and gardens are all features that would improve future and existing parks and green spaces. Residents also noted the conditions of existing parks, citing encampments for unhoused people, poor infrastructure, and uncleanness as primary reasons that parks or open spaces often feel unsafe.
- **Clean neighborhoods safe from crime, violence, and roadways.** Cleanliness within the City were identified by residents as primary concern. Many residents noted an interest in policies and safeguards to reduce pollution, improve air quality, and help keep the City clean. In addition, community members noted safety as a concern; with many expressing concerns about continued high levels of crime, including gang activity. Participants identified traffic and street safety as a key issue infrastructure safety due to needed improvements.
- **Neighborhood preservation, especially northern San Bernardino.** Participants expressed desires to maintain the historic areas of the City, including those in the downtown area, as well as the community character of various neighborhoods. Preservation of historic sites and buildings was noted by various community members, but more commonly people referenced the poor conditions of existing housing. Many residents identified rehabilitation of buildings and housing that are in poor or substandard condition as a primary issue to be addressed.
- **Environmental pollution and warehousing.** The City's industrial-based economy harkens back for more than 100 years. Today, warehousing and transportation are important sectors of the City's economy. However, residents identified warehouses as an environmental and health issue due to diesel emissions contributing to pollution. Additionally, citizens encouraged the City to provide open space when new warehouses are approved or to reduce the total number of warehouses that can be approved. Residents also recommended reusing old or vacant warehouses for housing opportunity or for shelters.
- **Housing conditions.** Many apartments, even ones receiving Section 8, are in terrible physical condition. Landlords are not keeping up properties and tenants are afraid to complain since they may be reported to management and risk losing their housing unit due to eviction. Landlords should be appreciative of the "guaranteed" federal funds for rents and make improvements. Code enforcement sometimes responds when tenants complain but the landlords can request multiple extensions of time to make repairs, and code enforcement staff do not regularly follow up. Eventually, many landlords sell to another LLC, who treat residents like "cattle." Residents recommended proactive code enforcement.

Issue #3: Housing Affordability and Assistance

- **High rates of poverty.** Low-income housing was a priority to residents. People noted that there are a lot of low income households due to low paying jobs, low educational levels, and other socioeconomic conditions. Residents identified poverty as a key issue to be addressed through policies and economic improvements. As a part of these concerns, people recommended that the City provide more services, more employment training opportunities, medical and health support for individuals and families, and integrated housing opportunities.
- **Rent Increases.** Rents are increasing faster than income, which especially hurts low income residents and those with special needs. Many apartment properties are not abiding by the AB 1492 rent increase cap of 10 percent annually. As a result, low income people are displaced who cannot find new “replacement” affordable housing because they lack either the income or funds to make the initial deposit. Residents are in situations where they cannot ask for any improvements from their property managers for fear of eviction. More education of property managers and enforcement of AB 1492 is needed. Participants recommended a Tenant Bill of Rights, housing quality standards, and greater enforcement of fair housing laws.
- **Housing for special needs groups.** A variety of housing was identified as an important issue. Specifically, many people noted housing for seniors, disabled, families, students, and those who are unhoused to be the most important. Many people cited the need for more accessible and affordable housing for students and young professionals. Additionally, safe accessible housing is needed for seniors, persons with special needs or those transitioning out of homelessness. Participants identified strategies such as adaptive reuse, conversion, and preservation of commercial buildings as opportunities to provide housing needed in the City.
- **Collaborative Partnerships.** Much of the housing work in San Bernardino is done locally through homeownership programs, rehabilitation, rental assistance, and fair housing. The city’s greatest strength is its local nonprofits who understand the community, are connected to local resources, have the ability to effectively solve neighborhood problems, and can also access funding resources. The City needs to continue working with and communicating with its local housing partners, including faith based organizations, who are willing and able to tackle local housing problems. Participants recommended greater collaboration with partners.
- **Homelessness.** Homelessness is increasing citywide and is affecting every neighborhood. The total number of unhoused people has more than doubled since 2020. The city requires more resources and focused programmatic efforts to reduce housing insecurity and existing homelessness. Considerable press has also raised the issue of the American University and the unapproved use of the dormitory for housing homeless people. The building is in substandard condition and is being addressed through code enforcement efforts. Displaced tenants are receiving relocation assistance to allow them to find housing at other rental properties.

Issue #4: Fair Housing Opportunity

- **Past segregation and discrimination.** San Bernardino has a long and acknowledged history of discriminatory and segregation practices that have left a legacy in San Bernardino. Fair housing opportunity and enforcement continues to be a need—in the offering of rental and homeownership opportunities, the treatment of residents of all income levels and status, access to community amenities and benefits, and addressing of environmental hazards. Residents also need greater educational opportunities, homeownership opportunities, and other opportunities to build long-term generational wealth and stronger communities.
- **Equity in housing access and opportunities.** In addition to concerns about health and pollution, residents also noted the spatial equity of residential development. Many stated that housing, specifically affordable housing, should not be developed near warehousing or in high pollution areas. Additionally, residents encouraged the City to control hazards around low-income neighborhoods. Overall, social, health, economic, and housing equity were identified as a key issue by residents to be addressed by the General Plan and Housing Element. The City should prioritize and provide affordable housing to increase housing equity and opportunities.
- **Economic security, quality education, and good-paying sustainable jobs.** Economic growth and job opportunity are key concerns. Many members wanted more live/work opportunities, growth in the tech industry, and more housing near jobs. Residents felt that partnerships with the university and large businesses would provide a greater variety of job opportunities. Additionally, many residents identified the lack of living wages offered by jobs in the City. With the increasing cost of housing, inflation, and overall rising cost of living, increased and living wages are critical to preventing and reducing housing insecurity.
- **Crime-free housing.** As part of the crime-free multi-housing program, residents are required to sign a lease. However, in some cases, acquaintances of the tenant result in calls being placed with the police, fire department, or other community service entities. This can also happen in domestic violence situations. Landlords are then claiming that the tenant is violating the lease agreement and using it as cause for evicting tenants with cause. These types of situations discriminate against people who are disabled, have domestic situations, or rely on federal assistance. Participants recommended modifying the lease addendum for the CFMH program.

Table 6-5 on the following page summarizes key housing issues and lists a few of the many opportunities for modifying, adding, or tailoring programs in the Housing Element. Additional changes to current housing programs are also being proposed and detailed in the Housing Plan.

Table 6-5 Summary of Comments and Program Responses

GOAL AREA	SYNOPSIS OF COMMENTS AND ISSUES	HOUSING PROGRAM RESPONSE
Housing Opportunity	<p>City is in a housing crisis. Housing cannot be built fast enough to address the unmet needs for different types and affordability of housing that is needed. Creative alternatives are needed to increase the level of housing production.</p>	<ul style="list-style-type: none"> • Amend SBMC to address the need for residential care facilities for people with a disability • Amend SBMC to address shelters, transition housing, permanent supportive housing ,etc. • Amend SBMC to facilitate the development of accessory dwelling units • Adopt mixed use standards to allow residential and mixed uses along major corridors • Update remaining specific plans that have not been developed to add housing capacity • Update SBMC to reflect upzoned densities approved by the General Plan update • Pursue revitalization of the Carousel Mall per the adopted Downtown Specific Plan
Housing and Neighborhood Quality	<p>City neighborhoods and housing have significant deferred maintenance. The City renters cannot afford to repair their housing. Greater accountability of owners and landlords is needed through proactive code enforcement. Neighborhood amenities, safety, beauty, and quality must also be improved.</p>	<ul style="list-style-type: none"> • Expand code enforcement program to address housing and property maintenance needs • Explore feasibility of rental inspection program to address interior of apartments • Add program to build parks and green space to improve neighborhood livability • Explore neighborhood and crime prevention programs to make neighborhoods safer • Enforce fair housing program to keep landlords accountable to renters • Greater focus on neighborhood preservation programs to prevent decline of areas • Add bicycle lanes, trails, and other opportunities for walking, biking, and active living
Governmental and Market Constraints	<p>The City's past financial bankruptcy caused shortfalls in staffing and financial resources. Development processes became too slow, unpredictable, and costly. Coordination is needed to facilitate housing. Greater flexibility is needed to</p>	<ul style="list-style-type: none"> • Review fees to be competitive, consistent with state law, and to incentivize housing production • Create more integrated one-stop shop process to make development review more efficient • City needs to setup work team with local utilities public and private to streamline process • Need knowledgeable city staff dedicated to housing; not overburdened with multiple projects.

Table 6-5 Summary of Comments and Program Responses

GOAL AREA	SYNOPSIS OF COMMENTS AND ISSUES	HOUSING PROGRAM RESPONSE
	incentivize and remove costly impediments to residential development.	<ul style="list-style-type: none"> • City codes (Density Bonus, Design Review, etc.) need to be updated to reflect to state law • Update Development Code to implement General Plan and facilitate more housing • Permit processing needs updating to reflect state law and provide greater predictability • Need regulatory and site infrastructure concessions to facilitate new housing
Housing Assistance	<p>The high price and rent for housing, coupled with low-moderate income residents, has created housing insecurity for many. Many residents are living in overcrowded situations, housing needing repair, or overpaying for their housing.</p>	<ul style="list-style-type: none"> • Need to increase rental housing vouchers and other rental assistance to meet the need • Expand homeownership program so residents can purchase homes and build long time wealth • Need inclusionary housing so that affordable housing is built in all residential projects • Provide community services needed to allow individuals and families to thrive • Preserve publicly subsidized housing that is affordable from conversion to market rents • Consider program to further protect residents from displacement due to rent increases • Consider community land trust to provide for permanent deed restricted housing
Fair Housing	<p>City has many special needs and lower income groups with high unmet needs. These groups include, among others, seniors, disabled people, families, unhoused, students, etc. In particular, homelessness is at the highest level in decades.</p>	<ul style="list-style-type: none"> • Maintain and increase fair housing education for tenants, landlords, and property management • Increase enforcement of rent increase limitations to prevent evictions and displacement • Modify crime free program and lease agreement consistent with state & federal fair housing law • Neighborhood safety needs improvement with crime prevention and intervention strategies • Job training and educational programs are needed to lift individuals from poverty • Tenants need better awareness of their rights, particularly given statewide rent stabilization • Neighborhood building programs are needed to engage residents in shaping their future

7.0 HOUSING PLAN

This chapter describes the City of San Bernardino's housing strategy and policy plan for the 6th-cycle planning period (2021-2029). The goals, policies, and programs were developed using key data regarding community needs, input from the community and its local stakeholders, and a review of the City's past performance in meeting its housing goals and objectives. The goals are intended to address the concerns and key findings identified in the Housing Element.

The City of San Bernardino's housing policy and strategy plan is organized by goals, supported by policies, and implemented by programs. Goals are aspirational statements that indicate the City's direction and intention on housing-related opportunities, challenges, and community need. A goal includes several policies; a policy is a statement that describes the City's preferred course of action to work toward and reach the intended goal. A goal and its related policies also include programs, or specified efforts and actions the City will take to achieve its goals. Each program is implemented by specific actions that further the City's policies and goals.

The housing goals and policies described in this housing plan support the State of California's overarching goal of providing "decent housing and a suitable living environment for every Californian" (Government Code § 65580) and its goals for required local action (Government Code § 65583). Housing goals are consistent with other City plans, including the Consolidated Plan, Analysis of Impediment to Fair Housing Choice, General Plan, and implementing specific plans.

The City's housing goals, policies, and programs address the following five topics:

- » Housing Production. Facilitate the development of safe, high-quality housing that is diverse in type, size, price, tenure, and location for all residents.
- » Housing Constraints. Reduce, mitigate, or remove governmental and nongovernmental constraints to the production, maintenance, and improvement of housing.
- » Healthful Neighborhoods. Neighborhoods of well-maintained homes, public services and facilities, parks and open spaces, and infrastructure that offer quality places to reside.
- » Housing Assistance. Assist in the provision of affordable housing through homeowner and rental assistance, preservation of affordable housing, deed restricting new affordable housing, and other efforts to improve housing affordability and housing security.
- » Fair Housing. Affirmatively further fair housing opportunity for all residents in San Bernardino through policy, outreach and education programs, and funding.

7.1 GOALS AND POLICIES

HOUSING OPPORTUNITIES

San Bernardino strives to have a balanced supply of housing, with options affordable for all income levels, including groups with special needs. While the City offers a broad variety of housing opportunities, there is an acknowledged need for even greater diversity in types of housing and affordability levels that provide economic and citywide benefits. This requires being intentional and deliberate about zoning and development decisions and use of limited municipal resources. The intent of this goal is to assist in the provision of housing to meet the community's full needs for housing its diverse residents.



Goal 1: Facilitate the development of safe, high-quality housing that is diverse in type, size, price, tenure, and location for all residents.

- Policy 1.1 *Balanced Housing.*** Maintain adequate land for a range of housing, including single-family attached and detached, multi-family housing, and mixed uses, including allowances for flexibility in development standards and lot designs.
- Policy 1.2 *Accessory Dwellings.*** Facilitate the development of well-designed accessory dwelling units that can expand rental housing opportunities for individuals and families seeking affordable housing.
- Policy 1.3 *Design Features.*** Require new and rehabilitated housing to be well designed, with appropriate attention to site planning, materials and colors, building treatments, landscaping, open space, parking, and sustainable green designs.
- Policy 1.4 *Mixed Uses.*** Support and facilitate mixed-use residential development along corridors, in the downtown, and major nodes that have appropriate on-site amenities, offers a cohesive and quality design, and is at the appropriate scale.
- Policy 1.5 *Affordable Component.*** Where City assistance is provided, require the integration of affordable housing in projects and throughout the City to promote an equitable distribution of affordable housing and further fair housing goals.

HOUSING CONSTRAINTS

San Bernardino has a long history with a wide variety of rural and suburban settings and a reemerging downtown core. Focused project areas of the community are regulated by specific plans. The City and the regulatory and market environment in which development occurs has changed over the past decade, with changes in state law, the local economy, housing demand, and the City's organizational structure. As the City seeks to intensify and change land uses in focused areas of the community, the regulatory context must be modified to accommodate new housing constraints and opportunities. The



following goal and policies provide direction at reducing, mitigating, and removing potential and actual constraints to the development, maintenance, and improvement of housing.

GOAL 2: Reduce, mitigate, or remove governmental and nongovernmental constraints to the production, maintenance, and improvement of housing.

- Policy 2.1 Regulatory Context.** Ensure that City development regulations and permitting processes are routinely updated in accordance with changes in new statewide legislation, building codes, and best practices in the building industry.
- Policy 2.2 Development Fees.** Allow for developer impact, planning, and other fees to compensate the City for costs of providing services, ensure the proper construction of needed infrastructure, and fully address the impacts of development.
- Policy 2.3 Development Incentives.** Where appropriate, use regulatory incentives, such as density bonus, parking reductions, lot consolidation, modifications and exceptions, that encourage the production of housing, including affordable housing.
- Policy 2.4 Infrastructure Improvements.** Explore and create innovative and cost-effective means to provide and rehabilitate on- and off-site infrastructure; offer flexibility in cases where projects provide overriding community benefit.
- Policy 2.5 Development Review.** Maintain an efficient entitlement process with coordinated permit processing, objective design standards, and environmental clearance that provides certainty for developers and allows for appropriate review.

SAFE, HEALTHFUL NEIGHBORHOODS

San Bernardino has over 50 neighborhoods, each characterized by its age, history, geography, predominant type of housing, location near major infrastructure, amenities, demographics, and other characteristics. Some neighborhoods are well maintained with high quality housing, and other neighborhoods are aging and evidence disinvestment. Other are transitioning and recycling to higher intensity uses, while other neighborhoods are more rural in nature and have limited infrastructure. The varied physical settings require attention to all facets of neighborhood quality and resident participation in neighborhood decisions.



GOAL 3: Neighborhoods of well-maintained homes, public services and facilities, parks and open spaces, and infrastructure that provide safe, healthful, and quality places to reside.

- Policy 3.1 Housing Rehabilitation.** Facilitate and support the improvement and rehabilitation of housing (single-family detached, multi-family, and mobile homes) to maintain the property in a decent, safe, and sanitary condition.
- Policy 3.2 Capital Improvements.** Cause for the development of schools, parks, streets, sewers, storm drains, utilities, and other public facilities and capital improvements to support the conservation and maintenance of housing and neighborhoods.
- Policy 3.3 Housing and Property Maintenance.** Promote quality housing and property maintenance through education, information, periodic building inspections, code compliance and enforcement, and financial assistance where feasible.
- Policy 3.4 Neighborhood Involvement:** Encourage community participation in neighborhood organizations to identify needs and implement programs aimed at the beautification, improvement, and preservation of neighborhoods.
- Policy 3.5 Healthy Neighborhoods.** Maintain parks, open spaces, and parkways; plant trees and landscape public spaces; support access to healthy foods; and maintain pathways and trails that encourage an active and healthy lifestyle.
- Policy 3.6 Public Safety.** Strive to provide safe neighborhoods by addressing crime and violence, ensuring safe travel along roadways and managing traffic, providing recreational opportunities for youth, and enforcing safety regulations.

HOUSING ASSISTANCE

San Bernardino will continue to see a high demand for housing, and the underlying market and economic forces have implications for residents, particularly those with low and moderate incomes. As housing costs continue to increase, lower-income residents have limited relocation choices. Moderate-income families with children can only afford apartments and few single-family homes. At the same time, the City's housing is aging and requires greater effort and resources to maintain structural quality. These issues require a multipronged effort to address homeownership and rental assistance, incentives to encourage the production of affordable housing, preservation of affordable housing, and collaborative and strong working partnerships with other housing and service entities.



Goal 4: Assist in the provision of affordable housing through homeowner and rental assistance, preservation of affordable housing, deed-restricting new affordable housing, and other efforts to improve housing affordability and housing security.

- Policy 4.1 Financial Assistance.** Use and seek to leverage further public financial resources, to the extent feasible, to support provision of housing for lower-income and special-needs households.
- Policy 4.2 Collaborative Partnerships.** Participate in and support collaborative partnerships that provide funding and assistance for the development, improvement, and preservation of housing.
- Policy 4.3 Affordability Tools.** Explore the feasibility and implementation of affordable housing tools (e.g., inclusionary, land grants, land trusts, etc.) that require the integration of affordable units for rent or sale in residential projects.
- Policy 4.4 Housing Assistance.** Support County efforts to provide rental assistance and homeownership assistance to qualified households to expand the options of low- to moderate-income buyers and allow them to build equity.
- Policy 4.5 Preservation of Affordable Housing.** Support the preservation of mobile home parks, publicly subsidized housing, and other sources of affordable housing to reduce potential displacement and enhance housing security for residents.

FAIR HOUSING

State law requires that all cities affirmatively further fair housing in the Housing Element. This provides broad protections to California residents, prohibiting housing discrimination through public or private land-use practices, decisions, and authorizations based on protected status. Affirmatively furthering fair housing requires meaningful and deliberate actions to overcome segregation and disparities, promote fair housing choice, and foster inclusive communities free from discrimination and other barriers that restrict access to opportunity based on protected characteristics. Through the analysis undertaken for the Housing Element as well as its goals, policies, and programs, the City will continue to affirmatively further fair housing.

Goal 5: Affirmatively further fair housing opportunity for all residents in San Bernardino through policy, outreach and education programs, and funding.

- Policy 5.1 Housing Services.** Support the provision of fair housing services and tenant/landlord mediation services to City residents, property owners, lenders, and others. Provide resources and support organizations that offer counseling, mediation and dispute resolution, and education and knowledge about fair housing.
- Policy 5.2 Homeless Services.** Initiate and maintain a comprehensive homeless prevention and housing-first approach to address the needs of the City's homeless residents and enable them to secure the resources needed to integrate back into society.
- Policy 5.3 Senior Services.** Support the development and maintenance of affordable senior housing and support services to facilitate maximum independence and the ability of seniors to remain in their homes or city.
- Policy 5.4 People with Disabilities.** Address the special needs of persons with disabilities through provision for supportive and group housing, homeowner accessibility grants, and reasonable accommodations.
- Policy 5.5 Family Services.** Support the provision of supportive family services, child development services, employment training, and other services designed to assist families in attaining self-sufficiency and furthering their well-being.
- Policy 5.6 Municipal Practices.** Continue to administer municipal programs and activities relating to housing and community development in a manner that is consistent with affirmatively furthering fair housing; proactively seek to remove barriers to housing and services based on protected characteristics.

7.2 HOUSING PROGRAMS

Program 1.1 RHNA Site Inventory

This Housing Element provides an inventory of residential projects in the development pipeline and vacant sites that, taken together, will fully accommodate the City's 2021-2029 RHNA. To facilitate and encourage development, the City will maintain an inventory and map of these sites for residential development and other sites that will be redesignated to allow for residential uses after adoption of the General Plan. Projects and needed sites will be monitored to ensure that there is no net loss in residential development capacity during the planning period or, if a shortfall occurs, sites will be redesignated at the appropriate density levels in accordance with State law.

Objective(s)

- Maintain inventory of residential sites needed to address the 2021-2029 RHNA; periodically review list of sites for compliance with no-net-loss requirement.
- Allow by-right residential projects consistent with zoning that offer 20 percent lower-income affordable units on sites from the 2014-2021 Housing Element.
- If approved housing projects result in a shortfall in sites available to meet the RHNA, redesignate sites within 180 days to address the shortfall.

Program 1.2 Downtown Housing

Downtown San Bernardino is the City's core and central to economic, housing, entertainment, and transit opportunities for residents. The City's Downtown Specific Plan will facilitate its transformation into a lively mixed-use and multipurpose node that is connected to City services, employment, housing, and educational facilities, within walking distance and through transit. The Specific Plan aims to: restore historic and cultural prevalence to the downtown and its structures; leverage existing transit and support continued transportation infrastructure; provide opportunity to restore and enhance civic life in the City's multicultural urban core; and serve as an economic and cultural catalyst to increase jobs, retail opportunity, housing, and places of gathering.

Objective(s)

- Adopt the Downtown Specific Plan; make associated amendments to the Development Code as needed, and monitor the effectiveness of the plan annually as part of the APR.
- Issue RFP, comply with the Surplus Land Act, and select a developer(s) for catalytic housing sites (Carousel Mall, Seccombe Lake, and Meridian, among others).
- Continue to work with residential developers until the catalytic projects are built on residential sites in the downtown.

Program 1.3 Transit Overlay District

Established in 2012, the City's Transit Overlay connects 13 areas with five transit stations. The five stations are Kendall Drive Neighborhood, E. Street Neighborhood, Village/Urban Center Station, Downtown Station Area, and Employment Center Station. The TOD was intended to provide guidance and incentives to facilitate transit-oriented development around the five transit stations. However, the program has not been used to date, primarily due to market conditions, lack of by-right higher densities available for mixed uses, and potentially the need for other incentives to recycle underutilized sites. To kick-start implementation, the City plans to evaluate the development standards and permitting process for the Transit Overlay to determine whether revisions are needed to support development in the TOD areas.

Objective(s)

- Review development standards and incentives available in the Transit Overlay; identify and evaluate options to stimulate development.
- Evaluate the impact of SB 6 and SB 2011 to determine whether changes to the Transit Overlay are needed for it to be consistent with State law.
- Identify funding to support technical assistances to property owners and developers and publicize TOD incentives offered on the City's website.

Program 1.4 Infill Housing Development

Single-family housing is often out of reach for lower- to moderate-income households due to the high price of housing coupled with the challenge of access financing and a down payment. Since 2016, the City has implemented an infill housing development program using City-owned land that provides affordable single-family housing units for low- and moderate-income families. The City is working with CommonSpirit Health, Uplift San Bernardino, and NPHS to install manufactured homes on donated infill lots that are income restricted to lower-income households. The City also works with Habitat for Humanity to facilitate homeownership opportunities and expand opportunities for San Bernardino veterans.

Objective(s)

- Develop six single-family homes for income-restricted resale to lower-income households, and provide households with financing and down payment assistance.
- Dispose former RDA sites, advertise surplus land for sale on the City's website for residential development; and consider bids in compliance with SLA requirements.
- Work with Habitat for Humanity to facilitate the development of four affordable home sites in San Bernardino to provide housing for veterans.

Program 1.5 Accessory Dwelling Units

Accessory dwelling units (ADU) can be an effective strategy for providing affordable housing and reducing overcrowding and overpayment. In May 2021, the City Council adopted MC-1559, amending the municipal code to allow ADUs and JADUs in all residential zones, subject to development review and compatibility with materials and architecture of the primary unit. Municipal code amendments updated the code in compliance with State law, resulting in a significant construction boom for both ADUs and JADUs. Based on a three-year trend, the City is projecting 1,200 ADUs over the planning period. However, further code amendments and monitoring programs are needed in accordance with State law.

Objective(s)

- Review and revise ADU regulations for consistency with State law; adopt options to facilitate ADUs, such as prestamped architectural plans, fee waivers, and expedited procedures.
- Monitor and record progress in ADU production and affordability in the APR for the Housing Element by April 1 of each year; monitor annually to ensure that targets are met.
- If ADU production or affordability levels fall 25 percent below target levels within a calendar year, initiate marketing citywide. If targets have not been met for two consecutive years, take measures to rezone sites to address shortfall, as required by law.

Program 1.6 Mixed Use Corridors

San Bernardino is spanned by major corridors, such as Baseline Street, Highland Avenue, Mt. Vernon Avenue, Waterman Avenue, and D and E Streets. These corridors contain underperforming strip commercial, vacant or underutilized parcels, deteriorating structures, and inconsistent façades and signage; therefore, they are a key focus of the General Plan update. At the same time, there is a need to provide high quality housing, which can also stimulate retail commercial uses along corridors. New laws (e.g., SB 6, AB 2011) allow housing to be built by right on commercial sites. As draft regulations are published by HCD, the SBMC will be amended to encourage development consistent with the General Plan and State law along corridors.

Objective(s)

- Update the land use and zoning requirements for the City's main corridors to provide guidance for future residential development.
- Evaluate the impact of SB 6 and AB 2011 to determine whether changes to the SBMC is needed to be consistent with State law.
- Review and amend municipal codes as needed to facilitate the production of housing along primary corridors and near retail and transit centers.

Program 1.7 Land Use Element/Code Update

The City of San Bernadino is updating its comprehensive General Plan, including the Land Use Element. As part of the General Plan update, the Land Use Element will be amended to increase the allowable density range for all medium- and higher-density residential land use designations to leverage the demand for apartments and condominiums, both affordable and market rate. Moreover, new mixed-use designations will be created along major east-west and north-south corridors to facilitate the conversion of underutilized sites to residential and/or mixed uses, create a more intense urban downtown, and support existing commercial uses (see Program 1.6). The General Plan update will provide a policy framework for updating specific plans and mixed-use corridors. To achieve these goals will require amendments of the land use designations and the San Bernardino Municipal Code (SBMC).

Objective(s)

- Revise land use designations of medium- to high-density residential zones; create mixed-use zones to implement the General Plan.
- Increase density ranges for medium-and-higher density zones, and draft density/intensity and development standards for residential and mixed-use projects.

Program 1.8 Design Standards

Design standards are an essential component of new development that ensures that residential projects built are of lasting value, provide communitywide benefits, and reduce visual blight. Objective development and design standards (ODDS) are a key part of this process because they provide property owners and the development community with the community's expectations for project design, and they improve predictability of the development review and approval process by offering quantifiable standards and regulations that need to be followed. The Development Review Committee, an interdepartmental committee of City staff, reviews all project applications and makes consistency recommendations to the approving body. However, SB 330 requires revisions to the design regulations in the municipal code to provide more specific design guidance for residential/mixed-use projects.

Objective(s)

- Revise, adopt, and implement ODDS (objective development and design standards) for residential and mixed-use projects to comply with State law.
- Publicize and market the new objective development and design standards on the City's economic and community development website.

Program 2.1 Regulatory Incentives

San Bernardino has many underutilized sites and opportunities for residential development. However, small, individual lots offer limited development potential and generally cannot support on-site management when the lot is developed with residential uses. Residential development opportunities, particularly along corridors and infill on vacant and underused sites in existing neighborhoods, could be increased through a broader incentive program. While the City routinely grants minor modifications and exceptions to facilitate development, the program could be expanded to include lot consolidation incentives, such as density incentives. In tandem with other regulatory incentives, these tools will encourage a more efficient use of the land, offer flexibility for developers, and facilitate quality development. Moreover, such a program will further assist developers in revitalizing corridors given new state laws allowing for residential uses.

Objective(s)

- Amend the Development Code to incentivize lot consolidation, merger, or lot line adjustments to encourage assemblage of lots into larger parcels to facilitate quality development.
- Allow for minor modifications and exceptions to facilitate and encourage the development of quality residential development.

Program 2.2 Density Bonus Provisions

Density bonus provisions reward developers providing affordable housing to seniors or families with an increase in density and reduced building requirements, such as reduced parking, reduced setbacks, and other factors that decrease the cost of housing production. Density bonus projects can be an important source of housing for lower- and moderate-income households and have been effectively used in many residential projects currently in the development pipeline. The SBMC Section 19.04.030 allows the City to grant a density bonus under three provisions:

- Affordability Bonus: Developments that provide affordable housing may receive a density bonus based on the total percentage of affordable units as per State law.
- Amenity Bonus: Developments that provide amenities deemed beyond the minimum required by the City may receive a density bonus of no more than 15 percent.
- Senior Bonus: The City allows senior housing built in multi-family zones to receive a density bonus of up to 50 percent with a market feasibility study and a conversion plan.

Objective(s)

- Revise density bonus provisions to reflect the latest amendments to State density bonus law in Gov't Code § 65915 et. seq.

Program 2.3 Development Fee Study

Development fees support community services and benefits, such as public safety infrastructure, transportation infrastructure, affordable housing, environmental mitigation, libraries, parks, flood control, and other projects. However, if not carefully drafted, impact fees can make it infeasible for developers to build housing or can significantly increase home prices. Development fees can amount to anywhere from 6 to 18 percent of the median price of a home depending on location, according to the AB 602 Senate Floor Analysis. The City has hired a consultant and is reviewing the service and impact fees charged for residential development. The City will utilize the fee study to determine revisions to balance needed full-cost recovery, ensure proposed housing projects are adequately planned for, and consider the cumulative effect on housing development.

Objective(s)

- Study and implement development and impact fees in accordance with SB 319 and AB 602, as codified in Gov't Code § 66000 et. seq.
- Complete development fee study to assess appropriateness and consistency with state law; revise fees based on the findings.
- Study the feasibility of offering selected fee reductions, where appropriate, to facilitate the development of housing that fills unmet housing need.

Program 2.4 Development Code Update

The SBMC defines and regulates the allowed uses, location and development, intensity, and design standards for residential and mixed-use projects. As part of the comprehensive General Plan update, the City has committed to: 1) update regulatory measures that allow a variety of housing types, including special needs housing, as per State law (Program 2.7); 2) update development and design standards to facilitate mixed-use products along major corridors and in the downtown (Programs 1.6 and 1.8); and 3) make amendments to facilitate consistency with the General Plan (Program 1.7). However, additional revisions to the Development Code are needed to address multi-family residential uses in more urban areas of the City, the requirements for a development permit, and other development standards.

Objective(s)

- Revise standards (open space, lot coverage, building spacing, and lot size) for multi-family housing to facilitate creativity in site design.
- Review and revise the findings required for the review and issuance of development permits to allow for greater objectivity, clarity, and certainty.
- Review and, if needed, revise other technical code requirements that could impede residential development in the community.

Program 2.5 Permit Facilitation

The City's development review process has three tiers of permits (administrative, development, and conditional permits), each with different decision-making bodies that review, condition, and approve development applications. While the City meets its statutory requirements for processing development applications, conversations with the development community indicated that further actions, beyond augmenting staffing resources, can streamline, coordinate, and facilitate the processing of development permits. To that end, the City is developing a "one-stop shop" counter that will physically and virtually connect all phases of review for development applications. Additional process requirements are being implemented, including the drafting of objective design standards and a permit-expediting process, as part of the Development Code update.

Objective(s)

- Establish a written policy or procedure to allow a streamlined approval process and standards for eligible projects, as set forth under Gov't Code § 65913.4.
- Create and implement a one-stop-shop counter for project submittal and review to streamline the development review process, improve consistency, and improve development certainty.

Program 2.6 Site Improvements Assistance

Site improvements are necessary to prepare land for development and address potential impacts of development on- or off-site. Common improvements include grading, street lighting, and drainage; curb, gutter, and sidewalk installation; utility poles and connections; roadway improvements; etc. Financing site improvements can be a challenge for developers who propose affordable housing projects or small projects where infrastructure is lacking. To facilitate development and reduce the constraints and costs associated with site improvements, the City may, on a project-by-project basis, 1) allow developers to defer site improvements to a later date, 2) waive the requirement to underground utilities, or 3) waive or modify requirements for public street improvements if the improvements are cost prohibitive.

Objective(s)

- Require adequate site improvements for residential and mixed-use projects to ensure that impacts of development are addressed and mitigated.
- Consider deferral, modification, or waiver of street improvements, undergrounding of utilities, and other features on a project-by-project basis.
- Explore the feasibility of establishing an Enhanced Infrastructure Financing District to assist in financing the cost of project infrastructure.

Program 2.7 Constraints to A Variety of Housing

Government Code §§ 65583 and 65583.2 require all Housing Elements to provide for a variety of housing types to accommodate people of all income levels, household types, and disabilities. This includes housing such as single-family homes, multi-family rental housing, factory-built housing, accessory dwellings, mobile homes, housing for agricultural employees, single-room occupancy units, emergency shelters, transitional housing, permanent supportive housing, and low barrier navigation centers. The SBMC update will include the following revisions.

Objective(s)

- Amend the SBMC to define and permit employee housing as a by-right use in zones allowing single-family housing, in accordance with Health and Safety Code § 17021.5.
- Amend SBMC to define and permit ADUs as a by-right use in all zones allowing residential uses or mixed uses, consistent with Gov't Code § 65852.2.
- Amend the SBMC's definition for transitional and supportive housing and permit them by right in all zones allowing residential uses, and allow low barrier navigation centers as a by-right use in all zones allowing residential and mixed uses, per Gov't Code § 65583(c)(3) and § 65660.

Program 2.8 Constraints to Housing for People with Disabilities

In December 2022, HCD issued a technical memorandum that provides guidance on how cities should address group homes and housing for people with disabilities. This guidance addresses how such land uses are defined, permitted in zoning districts, subjected to local regulations, and allowed reasonable accommodation. In addition, AB 2339 requires additional changes to emergency shelters and other potential constraints to the development of suitable housing. These facilities may also house disabled individuals needing special accommodations.

Objective(s)

- Amend the SBMC to redefine the terms "family," "dwelling unit," "dwelling single," and "disability" and incorporate the latest definitions of residential care facilities and community care facilities to comply with the latest fair housing guidance.
- Amend the SBMC to allow group homes or small residential care facilities (RCF) serving six or fewer persons that operate as a single housekeeping unit and that do not provide licensable services in all zones allowing single or multiunit residences.
- Amend the SBMC to allow RCFs operating as a single housekeeping unit that provide licensable services to more than six residents subject to a conditional use permit based on generally applicable, nondiscriminatory findings.

Program 3.1 Housing Rehabilitation

The Owner Occupied Rehabilitation Program is designed to assist income-eligible San Bernardino homeowners improve the living conditions of their homes. Only owner-occupied single-family detached dwellings, townhomes, and condominiums within the San Bernardino city limits qualify for this program. Health and safety, building code, accessibility, and some general property-related repairs are eligible for reimbursement. Loans are all deferred loans at three percent interest per annum, with no payments due on the loan unless qualifying actions occur. Beyond single-family homes, however, the City also has a need for rehabilitation of mobile homes and apartments. Though there are fewer funding sources available, HCD will release a Multi-family Housing Program (MHP) Super NOFA in late 2023 to provide funding for rehabilitation activities.

Objective(s)

- Contract with NPHS to implement the owner occupied housing rehabilitation loan program and report on results annually.
- Consider opportunities to secure funding to expand the housing rehabilitation program to mobile home parks and apartments.
- If program expansion is feasible and approved by council, authorize staffing and financial resources to expand program to cover mobile homes and apartments.

Program 3.2 Crime-Free Multi-housing

The City's Crime Free Multi-housing (CFMH) ordinance mandates participation by all multi-family (4 or more units) rental property owners and managers. The program consists of three phases: 1) an eight-hour training class and inspection of the properties to verify implementation of Crime Prevention through Environmental Design (CPTED) elements; 2) maintenance of CPTED standards; and 3) active participation in the Neighborhood Watch Program. Tenants are required to sign a lease addendum that addresses consequences for criminal activity. Currently, the CFMH program issues notices to noncompliant properties, and property owners improve their properties. To maintain resident safety, maintain property values, and further fair housing, the City will continue to implement CFMH but modify the lease addendum to comply with fair housing law.

Objective(s)

- Implement the CFMH program to prevent crime in apartment properties. Consider expansion of the program to mobile-home projects.
- Improve multi-family housing conditions through periodic inspections; refer code violators to rehabilitation assistance programs on an as-needed basis.
- Modify the ordinance, requirements, and associated lease agreement to comply with State (FEHA regulations) and Federal (HUD's 2016 guidance) Fair Housing Law.

Program 3.3 Code Enforcement

Code compliance is one of the most tangible ways to maintain housing and neighborhoods. The City's Code Enforcement program enforces regulations codified in more than 20 municipal codes that are intended to protect the health, safety, and welfare of the public; maintain quality neighborhoods; maintain quality housing; reduce crime; and ensure a high quality of life. Following the City's exit from bankruptcy and COVID health restrictions, the City has been increasing code enforcement staff to create greater capacity for responding to code violations and inspections. As part of the program, the City implements a single-family rental inspection program that requires all property owners and companies that rent or lease 9,000 single-family homes, duplexes, or triplexes in the City to be inspected annually for compliance with City codes.

Objective(s)

- Require adherence to local housing, property, vehicle, and other local regulations to ensure the safety and health of residents.
- Enforce code compliance; increase the number of code enforcement staff to improve capacity to respond to municipal code violations in a timely manner.
- In conjunction with County Fire, Housing Division, or business licensing program, explore interventions to expand the inspection of multi-family housing.

Program 3.4 Multi-family Housing Inspection Program

Interior housing quality and maintenance are essential to safe and healthy living conditions. San Bernardino's new Housing Compliance Specialist will perform housing and compliance checks on homes and apartments built or developed using federal funding or City assistance. The scope of this effort includes more than 40 projects with more than 3,600 affordable housing units. As part of this effort, the new housing compliance specialist will: 1) conduct on-site inspections of affordable apartment units, with assistance from City building inspectors, and review tenant files; 2) ensure monitoring and inspection deficiencies are addressed in a timely manner; and 3) take the lead in review and approval of affirmative marketing and tenant services plans. However, there remains a need to inspect projects not funded by HUD or the City, in conjunction with broader code enforcement or business licensing activities.

Objective

- Continue inspections on multi-family housing developed using HUD funding or City assistance; inspect 20 percent of all units/complexes each year.
- Study feasibility of a multi-family housing inspection program, either in conjunction with the CFMH program or annual fire department inspections.

Program 3.5 Violence Prevention/Intervention

The City's Violence Intervention and Prevention (VIP) Program is intended to address 10 root (systemic) conditions that have driven community violence and crime in San Bernardino. The program is a partnership between the City, its police department, Loma Linda University Medical Center, H.O.P.E Culture, Young Visionaries, Urban Peace Institute, Urban Conservation Corps, and others. Allied efforts include gang-resistance education and training programs as well as school resource officers to help divert city youth from gangs. The City is seeking grants and funding to implement innovative programs. The City will continue to address violence as a public health issue and explore opportunities to reduce crime. See <https://vimeo.com/705528524/0c1aeb4884>.

Objective(s)

- Implement violence intervention services to reduce the prevalence of community crime and gang-related violence in all neighborhoods.
- Among other projects, complete the following:
 - » \$3.8 million grant for hospital- and community-based services
 - » \$1.0 million grant for reinvestment in at-risk youth
 - » \$5.4 million grant to enhance community-based policing program
- Explore the feasibility of implementing a citywide Neighborhood Watch Program.

Program 3.6 Park and Recreational Planning

San Bernardino's 36 parks provide opportunities for residents to recreate, socialize, and exercise. Since emerging from bankruptcy, the City has been repairing park and recreational facilities. In 2021-22, the City completed Phase 2 of the five-phase Playground Equipment Replacement Project. Phase 2 includes Meadowbrook, Lytle Creek, Wildwood, and Harrison Canyon Parks. Kaboom also assisted the City in retrofitting these five playgrounds. In 2022-23, San Bernardino began funding several parks, including Seccombe Lake Park and Nicholson, which serves a lower-income, diverse neighborhood, Guadalupe Park (westside), and Speicher Park (eastside).

Objective(s)

- Complete retrofits to City parks, playgrounds, and community centers to continue providing quality recreational opportunities to residents.
- Complete the following improvements:
 - » Retrofit Seccombe (\$10 million in ARPA/grants)
 - » Retrofit Nicholson Parks (\$9 million in funds)
 - » Guadalupe and Speicher Parks (\$2 million)
- Complete update to the City of San Bernardino's Parks and Recreation Master Plan and Active Transportation Plan; incorporate capital and other improvements into the CIP

Program 3.7 Business and Employment Assistance

Emerging from the COVID pandemic, high levels of unemployment and the need for living-wage jobs continue to be pressing issues for San Bernardino residents and small business. As part of its ARPA funds, the City will establish an Entrepreneurial Resource Center downtown, supported by IECE at California State University, San Bernardino, that will provide resources and support for entrepreneurs and small business owners in the City. In 2022, the City was also awarded a \$4.2 million grant to hire 70 young and early-career staff members as part of the California Youth Jobs Program. In collaboration with the Inland Empire Small Business Development Center, the City will dedicate \$5 million in ARPA funds to assist businesses and organizations impacted by COVID-19 or qualifying as an “underserved small business.”

Objective(s)

- Expend \$5 million as working capital to assist small businesses and organizations that were adversely impacted by the COVID pandemic.
- Establish an Entrepreneurial Resource Center (ERC) to provide a central point for resources and support for entrepreneurs and small business owners in the City.
- Implement the Youth Workforce Development grant and employ and train San Bernardino youth for jobs with the City and CBOs to restore services curtailed during the COVID pandemic.

Program 3.8 Capital Improvements

Each year the City adopts a Five-Year Capital Improvement Program (CIP) aligning with the 2020-2025 Key Strategic Targets and Goals established by the mayor and city council. Additionally, the CIP provides a comprehensive plan to develop and maintain the City’s capital facilities and infrastructure, not only to extend the life of infrastructure but to provide high quality services to residents and the community. Due to the cost and importance of capital projects, significant consideration goes into designating the allocation of resources to these projects. The City utilizes a comprehensive pavement management system to identify key replacement needs. Projects in the CIP are evaluated against a four-point scale of priority and selected based on an assessment of community needs, mayor and city council priorities, and available funding. For fiscal year 2023-24, the CIP designates \$52 million overall to improvements.

Objective(s)

- Continue annual update of the CIP and implementation of scheduled projects, including accessibility improvements per the City’s Transition Plan.
- Prioritize capital improvement projects where disinvestment or long-neglected areas of the community are identified.

Program 4.1 Preservation of Assisted Multi-family Rental Housing

The City has a large inventory of assisted rental housing affordable to low-income households—40 affordable rental housing developments in the City offer affordable housing for 3,600 households. Although the majority of affordable apartment properties have extended their affordability covenants in recent years, nine projects have subsidy contracts that are expiring by 2031. These projects are technically considered at risk of converting from affordable to market-rate housing. However, only two properties are at high risk of conversion during the planning period. Though the City has limited funds to assist in preserving these projects, it will facilitate the preservation of the remaining projects and improve housing security.

Objective(s)

- Contact property owners within one year of the affordability expiration date to communicate the City's desire to preserve nine properties at risk of conversion.
- Coordinate with property owners to ensure that conversion notices are sent to tenants at 3 years, 12 months, and 6 months, as required by state law; work with tenants or contact specialists to provide education regarding tenant rights and conversion procedures.
- Provide or support the provision of technical or financial assistance (federal funds, bonds, etc.) as feasible to extend the length of covenants and preserve the project.

Program 4.2 Rent Control/Stabilization

In 1984, San Bernardino adopted a rent stabilization program that covered all of its 48 mobile home parks where units are not already covered by a lease. The goal of the program is to maintain the affordability of existing mobile home parks and ensure that mobile homes continue to be a viable option for affordable living, particularly for lower income seniors and families with children. City provisions regulate rents, and HCD inspects the properties to ensure that State codes are met. Annual rent increases are capped at 80 percent of the change in the consumer price index. In addition, AB 482 took effect on January 1, 2020, and imposes rent caps on multi-family apartment housing that was built more than 15 years ago. It also imposes "just cause" eviction requirements that apply after residents have occupied the unit for a certain period of time.

Objective(s)

- Continue the Mobile Home Rent Stabilization program and ensure that all increase requests go through the proper process and are reviewed by the City's administrative hearing officers.
- Work with fair housing providers to educate tenants on their rights and responsibilities with respect to rent stabilization and just cause eviction.

Program 4.3 Housing Choice Voucher

The Housing Authority of the County of San Bernardino (HACSB) implements a federally funded rental housing choice voucher (HCV) program. The HCV program provides rental assistance to qualified extremely low- and very low-income households residing in San Bernardino or to properties offering affordable units to these income groups. The program offers a rent “voucher” that is equal to the difference between the current fair market rent for an apartment and what a tenant can afford to pay (based on 30 percent of their household income). A tenant may choose to live in housing that costs more than the normal payment standard if they pay the extra rent. Housing vouchers can be allocated to projects (“project-based”) or to renters (“tenant-based”). Presently, approximately 2,600 income-eligible households benefit from the tenant-based housing choice voucher program in San Bernardino.

Objective(s)

- Maintain use of at least 2,600 tenant-based rental vouchers for San Bernardino residents and support continued distribution of project-based vouchers.
- Improve utilization of vouchers by providing adequate marketing and educational materials to residents, tenants, and property managers.
- Publicize the Housing Authority’s HCV program through outreach materials, informational sessions, workshops, and/or other venues.

Program 4.4 Emergency Rental Assistance

The City of San Bernardino and its residents were severely impacted by COVID, which resulted in loss of employment, evictions, and other economic hardships. In 2021, the City secured \$11 million in Emergency Rental Assistance funding from the State of California to pay rent or utilities for tenants and landlords who did not receive revenues due to the impact of COVID-19. Through Resolution No. 2021-224, the City entered into a contract with the State for the program. The program allows past and current rent and utility bills to be paid. The program partners with Inland SoCal 211+ to provide information regarding the program’s available resources. As of January 2023, the program has approximately 6,950 applicants and disbursed \$16.9 million in assistance. The program is currently only serving existing clients because available funds are exhausted. More than 90 percent of households are Hispanic or African Americans with one to five members.

Objective(s)

- Continue providing emergency rental assistance to existing San Bernardino residents impacted by job or other financial losses due to COVID.
- Seek additional funding that may become available and, if funding becomes available, allocate rental assistance to residents most in need of housing support.

Program 4.5 Homeownership Initiative

Creating generational wealth has been a reoccurring theme expressed by residents. As is the case statewide, African American, Hispanic, and Filipino residents have the lowest homeowner rates. New homeownership programs have, until recently, declined due to the rapid escalation in prices and high subsidy required to make the cost of a home affordable to low- and moderate-income households. However, expanding homeownership is a key initiative in the San Bernardino Playbook. The City will initiate a homeownership effort that includes strategies to augment funding and increase partnerships to close the race and ethnic gap in homeownership. This issue is discussed later in Program 5.7, Investment Playbook of the Housing Plan.

Objective(s)

- Present homeownership gap closure program to City Council for consideration to improve homeownership for San Bernardino residents.
- If approved, apply for homeownership funding opportunities and grants as NOFAs are released. If approved, develop program parameters and City/partner staffing needs.
- Seek to leverage other homeownership initiatives, such as the San Bernardino Playbook, over the planning period.

Program 4.6 Assist in the Development of Extremely Low-Income Housing

San Bernardino's effort to assist in the development of extremely low-, very low-, and low-income housing leverages a variety of affordability tools, incentives, partners, and financing. The first component includes making sites available for affordable housing, including surplus sites. The second component includes regulatory and financial incentives (e.g., density bonus, administrative exceptions, and other regulatory relief) to improve project feasibility. The third component includes permit streamlining to expedite the review and conditioning of the project to reduce constraints to project approval. These components make it possible for the City to assist in the development of affordable housing for extremely low-, very low-, and low-income households.

Objective(s)

- Post and circulate surplus sites available for affordable housing per the Surplus Land Act; consider proposals from affordable housing developers per the SLA.
- Reach out to and collaborate with local nonprofits to provide housing assistance, education and information, and other support and resources.
- Provide expedited project review and funding priority for projects available for special needs or extremely low- and very low- income households.

Program 4.7 Inclusionary Housing Ordinance

With inflationary housing prices and rents in recent years, it has grown more challenging to finance and develop affordable housing. At the same time, new State law, referred to as “no net loss,” requires cities to find replacement sites or redesignate sites for affordable housing if the original affordable housing sites in the Housing Element are built with market-rate housing. As a result, cities are increasingly reexamining the feasibility of inclusionary housing ordinances (IHO), which mandate that new residential projects set aside a percentage of units as affordable to low- and/or moderate-income families. An IHO can help achieve multiple housing goals—achieving the RHNA mandate, preventing unnecessary rezoning, reducing housing insecurity, and integrating affordable housing options alongside market rate housing.

Objective(s)

- Contract with an affordable housing specialist to study, identify, and evaluate feasibility of inclusionary housing policies.
- Host study session(s) with the City Council and the development community to discuss opportunities for inclusionary housing.
- If approved by the City Council, conduct a nexus study, prepare inclusionary requirements and in-lieu fee options, and create an expenditure policy for funds.

Program 4.8 Housing Land Trust

Community land trusts (CLT) are mechanisms for creating affordable housing units and maintaining the units as affordable over the long term. Traditionally, land trusts maintain housing affordability by retaining ownership of the land, allowing the owner to place permanent covenants on the prices or rents for homes on the land. There are various public and private land trust models and funding options that can help to provide resources beyond affordable housing, such as community revitalization, home preservation, and ownership opportunities. SBCTA has developed an initial CLT program that might offer the opportunity to join at a low initial cost. However, the City can also work with nonprofit organizations to develop a local CLT as well.

Objective(s)

- Explore the feasibility of a land trust, either regional (e.g., SBCTA) or local, as a means of providing affordable housing in the City.
- Host a study session with the City Council to discuss housing land trust opportunities and their feasibility in the City of San Bernardino.
- If approved, develop a list of City land assets, funding sources, and interested parties and prepare a program for council consideration.

Program 5.1 Fair Housing Services

The Inland Fair Housing and Mediation Board and other groups provide education, dispute resolution, and legal advising services to San Bernardino owners, landlords, and tenants. Fair housing services are particularly important for lower- and moderate-income households who cannot afford to retain counsel. The City refers persons with housing discrimination or other fair housing inquiries to these agencies for assistance. Fair housing education is available to persons of adult and high school age, property owners, mobile home park owners/residents, realtors, City staff, lenders, and staff of newspapers' classified advertising departments. Outreach is conducted through radio, television, newspapers, public appearances, and brochure distribution.

Objective(s)

- Continue to contract for fair housing mediation services, education, and enforcement; refer those in need to fair housing services; implement a monitoring program.
- Distribute fair housing materials at City buildings and post on the City's website and social media to ensure residents are aware of available resources.
- Initiate pilot tenant protections program where Legal Aid serves City residents free of charge with direct legal representation on tenant rights to prevent displacement and homelessness.

Program 5.2 Senior Housing and Services

San Bernardino's seniors have specific needs related to housing affordability, accessibility, and supportive services. As the senior population grows, so will the need for housing that is affordable for those on fixed incomes or with mobility needs. To address the housing needs of senior households, the City permits and facilitates the development of senior apartments, senior ("age-restricted") mobile home parks, assisted living, residential care, and other housing options. The City provides two senior centers (Fifth Street and Perris Hill) where social events and various programs are offered (nutrition; senior companion; AmeriCorps; health, fitness, and exercise; etc.). The City provides a senior companion program and nutrition program (SCP/SNP) with \$700,000 in grants from the Corporation for National and Community Service from 2022 through 2025.

Objective(s)

- Continue to seek and attract residential developers to provide, build, and expand the City's inventory of affordable and market rate housing for seniors.
- Sponsor and provide a wide range of physical, social, health, and other support services for senior residents at San Bernardino's senior centers and other locations.
- Maintain the housing security of seniors through voucher advocacy, preservation of affordable housing, mobile home rent stabilization, housing assistance, and other programs.

Program 5.3 Housing for Persons with Disabilities

San Bernadino's disabled population is diverse, representing different ages, abilities, medical conditions, and other life situations. The City's approach to serving its disabled residents is multifaceted and designed to facilitate independent living options and provide supportive services so residents can live their fullest regardless of their ability. For new housing, the City requires that housing is accessible per ADA disability standards. For housed residents, the City provides procedures for residents to seek reasonable accommodation (SBMC Chapter 19.63) to modify their homes to improve accessibility. The City improves the accessibility of infrastructure and public facilities in accordance with its Transition Plan. The City also approves residential care facilities and other group housing for residents with a wide range of disabilities.

Objective(s)

- Continue to ensure compliance with all building accessibility codes. Review and revise the Reasonable Accommodation Ordinance to ensure it is consistent with State law.
- Update and implement the City's Self-Evaluation and Transition Plan and continue to schedule improvements to ensure accessibility to City streets, facilities, and public services.
- Update the SBMC regarding residential care facilities, consistent with State requirements (Health and Safety Code § 1502 et seq).
- Support efforts to provide community, recreational, and social services to people with physical, mental, and developmental disabilities.

Program 5.4 Housing for Students

Cal State San Bernardino and San Bernardino Valley Community College are valued community assets, providing education, jobs, and enrichment opportunities. Though Cal State has some on-campus housing, both schools are predominantly commuter schools. As is the case statewide, college students often face precarious and uncertain housing situations; it is not uncommon for college students to double up to afford housing and tuition. Even for students who are adequately housed, the combined cost of college tuition and housing may result in some level of housing insecurity. In 2022, the San Bernardino Community College District was awarded a \$1 million grant for a housing feasibility study. Should the feasibility study demonstrate the demand for housing, the college district can submit an additional application for an allocation from California's pool of \$1.5 billion to finance the development and construction of student housing.

Objective(s)

- Support local college and university efforts to explore the development of on- and off-site housing opportunities for their students and faculty.

Program 5.5 Homeless Services

The City of San Bernardino is home to 40 percent of the county's homeless population, and the City's homeless population has increased 175 percent since 2017. Shelters in the City are at or near full capacity, and there is an inadequate supply of affordable housing. Moreover, homelessness is expected to increase. On February 1, 2023, the City Council issued an Emergency Homelessness Declaration. San Bernardino is committed to implementing a "housing first" strategy and provision of a full continuum of housing and services to address homelessness.

The City's strategy to address homelessness and the multiplicity of unmet needs is multilayered. It begins with individual outreach and interaction, leading ultimately to comprehensive housing opportunities (e.g., shelters, navigation centers, transitional shelters, interim housing, permanent supportive housing) and the full range of health, social, and employment services needed to facilitate independence. The City is dedicating more than \$20 million, not including additional noncity funds, to augment shelter capacity, outreach and engagement, and supportive services.

Objective(s)

- Convene a Homeless Task Force to review implementation of the City's Homeless Action Plan and the expenditure of \$20 million in American Rescue Plan Act funds to finance the plan.
- Revise SBMC provisions related to emergency shelter, transitional housing, permanent supportive housing, and low barrier navigation centers, consistent with State law.
- Partner with County, for-profit, and nonprofit agencies to provide a comprehensive continuum of services to people who are homeless or residing temporarily in shelters.
- Provide a street outreach team to assist individuals experiencing homelessness, direct them to services, and address issues with encampments.
- Complete the following projects:
 - » 170-bed Lutheran Social Services multiservice campus
 - » 30-unit U.S.VETS permanent supportive housing on E Street
 - » 60-unit interim SBVC project on G Street for college students
 - » 200-prefab-unit HOPE Navigation Center Campus on 6th Street
- Continue to work with the County to provide accurate counts of homeless people to document the need for services and success of City programs.
- Make code revisions needed to address AB 2339 and revise the emergency shelter overlay site to remove infeasible sites and include additional sites as warranted.

Program 5.6 Housing for Families with Children

The Housing Element analysis found that families with children are the majority household type in the City. Additionally, most of the households in San Bernardino are considered lower income and live in low opportunity districts or neighborhoods. According to the Census Bureau, the needs of San Bernardino's families with children are many, including housing problems (overpayment, overcrowding, substandard housing), the need for financial assistance for lower income families, the need for continued education and employment for youth and adults, the need for park and recreational programs, and other needs. Though the City is not positioned to address the full range of needs of families with children, it can provide housing and services when feasible and contract with other appropriate entities to address service gaps.

Objective(s)

- Seek and attract residential developers to provide, build, and expand the City's inventory of affordable and market rate housing for families with children.
- Sponsor and provide at community centers a wide range of physical, social, health, and other support services for families and children.
- Maintain the housing security of families with children through preservation of affordable housing, rent stabilization, housing assistance, etc.

Program 5.7 Investment Playbook

The City of San Bernardino, along with stakeholders, has been working with Aspen Institute Latinos and Society Program (AILSP) and other entities to develop an investment playbook. This initiative targets six Latino-majority cities—including San Bernardino—spur economic growth in places where COVID-19 exacerbated long-existing inequities. An investment playbook is a tool designed to help the City prioritize transformational investments and match them to local, federal, state, private, and philanthropic funding opportunities. Investments can be in areas such as public infrastructure, housing, and economic development. The City recently completed a draft of the Playbook which will be leveraged to improve San Bernardino's long-term sustainability. It can be found online at: <https://www.sbinvestmentplaybook.com/>.

Objective(s)

- Complete the Investment Playbook to guide the City's future investment in strategic planning, development, and funding initiatives.
- Seek opportunities to complement the Housing Element and fund investment strategies to achieve the City's housing goals and policies.

Table 7-1 summarizes the Housing Element programs described in this section.

Table 7-1 Program Summary, 2021–2029 Planning Period

PROGRAM	AGENCY /FUND	PROGRAM SPECIFICS AND PROGRESS		
		8-YEAR OBJECTIVES	METRIC	TIMING
HOUSING PRODUCTION/SITES				
1.1 RHNA Housing Site Inventory	Agency: CDD	<ul style="list-style-type: none">Maintain inventory of residential sites needed to address the 2021-2029 RHNA; periodically review list of sites for compliance with no-net-loss law.	Complete APR	Annually
	Funding: GenFund	<ul style="list-style-type: none">Allow by-right projects consistent with zoning that offer 20% of lower income affordable units on sites from the 2013-21 Housing Element.	Record on the APR	Projects proposed
		<ul style="list-style-type: none">If housing projects approved result in a shortfall in sites available to meet the RHNA, redesignate sites within 180 days to address the shortfall.	Redesig. Sites within 180 days	If/when shortfall occurs
1.2 Downtown Housing	Agency: CDD	<ul style="list-style-type: none">Adopt the Downtown Specific Plan; amend the Development Code as needed; and monitor the effectiveness of the plan.	Adopted Specific Plan	2023/24
	Funding: GenFund	<ul style="list-style-type: none">Issue RFP, comply with Surplus Land Act, and select a developer(s) for catalytic sites (e.g., Carousel Mall, Seccombe Lake, Meridian, etc.)	Issued RFP, Selected Developer	2023/24
		<ul style="list-style-type: none">Continue to work with residential developers until the catalytic projects are built on residential sites in the downtown.	Complete Projects	2023 thru 2029
1.3 Transit Overlay District	Agency: CDD	<ul style="list-style-type: none">Review development standards and incentives available in the TOD Transit Overlay; identify and evaluate options to stimulate development.	SBMC Revision	End of 2024
	Funding: GenFund	<ul style="list-style-type: none">Evaluate the impact of SB 6 and SB 2011 to determine whether changes to the TOD Transit Overlay is needed to be consistent with state law.	Staff Report	End of 2024
		<ul style="list-style-type: none">Identify funding to support technical assistances to property owners and developers and publicize TOD incentives offered on the City’s website.	Weblink for incentives	End of 2024
1.4 Single-Family Infill Program	Agency: CDD	<ul style="list-style-type: none">Develop income-restricted homes to lower-income households, and provide households with financing and down payment assistance.	6 infill homes	By end of 2025
	Funding: HOME CALHFA	<ul style="list-style-type: none">Dispose former RDA sites, advertise surplus land for sale on the City’s website, and consider bids–in compliance with the Surplus Land Act.	Sites pending disposition	By end of 2024/2025
		<ul style="list-style-type: none">Work with Habitat for Humanity on facilitating the development of 4 affordable home sites in San Bernardino.	Up to 4 infill homes	Through end 2029

Table 7-1 Program Summary, 2021–2029 Planning Period

PROGRAM	AGENCY /FUND	PROGRAM SPECIFICS AND PROGRESS		
		8-YEAR OBJECTIVES	METRIC	TIMING
1.5 Accessory Dwelling Units	Agency: CDD	<ul style="list-style-type: none"> Periodically review and revise ADU regulations for consistency with state law; adopt options to facilitate ADUs, e.g., restamped architectural plans, fee waivers, expedited procedures. 	Adopt Incentives	By end of 2024
	Funding: GenFund	<ul style="list-style-type: none"> Monitor and record progress in ADU production and affordability on the APR; monitor annually to ensure that annual ADU targets are met to address the 2021-2029 RHNA. 	Completed APR	Annual by April 1
		<ul style="list-style-type: none"> If ADU production or affordability levels fall 25 percent below target levels in a calendar year, initiate marketing citywide. If targets have not been met for two consecutive years, rezone sites to address shortfall as required by law. 	Marketing or Rezoning if needed	If or when shortfall occurs
1.6 Mixed Use Corridors	Agency: CDD	<ul style="list-style-type: none"> Update the land use and zoning requirements for the City's main corridors to provide guidance for future residential development. 	SBMC Revision	By July 2024
	Funding: GenFund	<ul style="list-style-type: none"> Evaluate the impact of SB 6 and SB 2011 to determine whether changes to the mixed use codes is needed to be consistent with state law. 	SBMC Revision	By July 2024
		<ul style="list-style-type: none"> Review and amend municipal codes as needed to facilitate the production of housing along primary corridors, near retail and transit centers. 	SBMC Revision	By July 2024
1.7 Land Use Element Update	Agency: CDD	<ul style="list-style-type: none"> Revise land use designations of medium to high density residential zones; create mixed-use zones to implement the General Plan. 	GPLU and SBMC Revision	By July 2024
	Funding: GenFund	<ul style="list-style-type: none"> Increase density ranges for medium and higher density zones and draft density/intensity and development standards for residential and mixed-use projects 	SBMC Revision	By July 2024
1.8 Design Standards	Agency: CDD	<ul style="list-style-type: none"> Adopt, and implement objective development and design standards (ODDS) for residential and mixed-use projects to comply with state law. 	Adopted ODDS	End of 2024
	Funding: GenFund	<ul style="list-style-type: none"> Publicize and market the new objective development and design standards on the City's economic and community development website. 	Website posting	End of 2024

Table 7-1 Program Summary, 2021–2029 Planning Period

PROGRAM	AGENCY /FUND	PROGRAM SPECIFICS AND PROGRESS		
		8-YEAR OBJECTIVES	METRIC	TIMING
POTENTIAL DEVELOPMENT CONSTRAINTS				
2.1 Regulatory Incentives	Agency: CDD	<ul style="list-style-type: none">Amend the Development Code to incentivize lot consolidation, merger, or lot line adjustments.	SBMC Revision	By July 2024
	Funding: GenFund	<ul style="list-style-type: none">Allow for minor modifications and exceptions to facilitate development of residential projects.		As project proposed
2.2 Density Bonus Provisions		<ul style="list-style-type: none">Revise density bonus provisions to reflect the latest amendments to state density bonus law in Gov't Code § 65915 et. seq	SBMC Revision	By July 2024
2.3 Development Fee Study	Agency: CDD	<ul style="list-style-type: none">Study and implement development and impact fees in accordance with SB 319 and AB 602 as codified in Government Code § 66000 et. seq.	Fee Revision if needed	By end of 2023
	Funding: GenFund	<ul style="list-style-type: none">Complete development fee study to assess appropriateness and consistency with state law; revise fees based on the findings.	Completed Fee Study	By end of 2023
		<ul style="list-style-type: none">Study the feasibility of offering fee reductions, where appropriate, to facilitate development of housing that fills unmet housing need.	Staff Report	By end of 2024
2.4 SBMC Update	Agency: CDD	<ul style="list-style-type: none">Revise standards (open space, lot coverage, building spacing, and lot size) for multi-family housing to facilitate creativity in site design.	SBMC Revision	By July 2024
	Funding: GenFund	<ul style="list-style-type: none">Review and revise the findings required for the review and issuance of the development permit to allow for greater objectivity, clarity, certainty.	SBMC Revision	By July 2024
		<ul style="list-style-type: none">Review and, if needed, revise other technical code requirements that could impede residential development in the community.	SBMC Revision	By July 2024
2.5 Permit Facilitation	Agency: CDD	<ul style="list-style-type: none">Establish a written policy or procedure to allow a streamlined approval process and standards for eligible projects, as set forth under GC § 65913.4.	SBMC Revision	By July 2024
	Funding: GenFund	<ul style="list-style-type: none">Create and implement a one-stop-shop counter for project submittal and review to streamline the development review process.	Physical One-Stop Counter	End of 2022
2.6 Site Improvements Assistance	Agency: CDD	<ul style="list-style-type: none">Require site improvements for residential and mixed-use projects to ensure that impacts of development are addressed and mitigated.	Req. Site Improv't	As projects proposed
	Funding: GenFund	<ul style="list-style-type: none">Consider deferral, modification, or waiver of street improvements, undergrounding of utilities, and other features, on a project-by-project basis.	Req. Site Improv't	As projects proposed

Table 7-1 Program Summary, 2021–2029 Planning Period

PROGRAM	AGENCY /FUND	PROGRAM SPECIFICS AND PROGRESS		
		8-YEAR OBJECTIVES	METRIC	TIMING
		<ul style="list-style-type: none"> Explore feasibility of establishing an Enhanced Infrastructure Financing District to assist in financing the cost of project infrastructure. 	Report for Council Action	By mid 2024
2.7 Constraints to A Variety of Housing	Agency: CDD	<ul style="list-style-type: none"> Amend SBMC to define and permit employee housing as a by-right use in zones allowing single-family housing per HSC § 17021.5. 	SBMC Revision	By mid 2024
	Funding: GenFund	<ul style="list-style-type: none"> Amend SBMC to define and permit ADUs as a by-right use in all zones allowing residential uses or mixed uses per Gov't Code § 65852.2. 	SBMC Revision	By mid 2024
		<ul style="list-style-type: none"> Amend SBMC to incorporate new state law: <ul style="list-style-type: none"> --transitional housing Gov't Code §65583(c)(3) --supportive housing a Gov't Code §65583(c)(3) --navigation centers Gov't Code §65660 --emergency shelter Gov't Code §65583(a)(4)(C) 	SBMC Revision	By mid 2024
2.8 Constraints to Housing for People with Disabilities	Agency: CDD	<ul style="list-style-type: none"> Amend SBMC to redefine the terms "family," "dwelling unit," "dwelling single," and "disability" to comply with the latest fair housing guidance. 	SBMC Revision	By mid 2024
		<ul style="list-style-type: none"> Amend the SBMC and incorporate the latest definitions of residential and community care facilities (RCF) in accordance with state law. 	SBMC Revision	By mid 2024
	Funding: GenFund	<ul style="list-style-type: none"> Allow group homes that operate as a single housekeeping unit and that do not provide licensable services in all zones allowing single or multiunit residences, subject only to generally applicable, nondiscriminatory health, safety, and zoning laws that apply to all residences. 	SBMC Revision	By mid 2024
		<ul style="list-style-type: none"> Allow RCFs that operate as a single house-keeping unit and provide licensable services to six or fewer residents in zones allowing single or multiunit residences, subject only to generally applicable, nondiscriminatory health, safety, and zoning laws that apply to all residences. 	SBMC Revision	By mid 2024
		<ul style="list-style-type: none"> Allow RCFs operating as a single housekeeping unit that provide licensable services to more than six residents subject to a CUP based on generally applicable, nondiscriminatory findings. Reasonable accommodation procedures may be used to comply with fair housing laws. 	SBMC Revision	By mid 2024

Table 7-1 Program Summary, 2021–2029 Planning Period

PROGRAM	AGENCY /FUND	PROGRAM SPECIFICS AND PROGRESS		
		8-YEAR OBJECTIVES	METRIC	TIMING
SAFE, HEALTHY AND QUALITY HOUSING AND NEIGHBORHOODS				
3.1 Housing Rehab.	Agency: CDD	<ul style="list-style-type: none">Contract with NPHS to implement the owner occupied housing rehabilitation loan program and report on results annually.	4 Loans Annually	Annual
	Funding: HOME	<ul style="list-style-type: none">Consider opportunities to secure funding to expand the housing rehabilitation program to mobile home parks and apartments.	Council Report	As NOFAs become available
		<ul style="list-style-type: none">If program expansion is feasible and approved by Council, authorize staffing and funding to cover mobilehomes and apartments.	Program parameters	If CC approves
3.2 Crime-Free Multi-Housing	Agency: CDD	<ul style="list-style-type: none">Implement crime-free multihousing program to prevent crime in apartments properties. Consider expansion to mobile home projects.	10% rise in certified projects	Ongoing
	Funding: GenFund	<ul style="list-style-type: none">Improve multi-family housing conditions through periodic inspections; refer code violators to rehab assistance programs on as-needed basis.	As projects referred	Ongoing
		<ul style="list-style-type: none">Modify the ordinance, requirements, and lease agreement to comply with FEHA regulations or federal (HUD’s 2016 guidance) fair housing law.	Amended lease agreement	End of 2024
3.3 Code Enforcement	Agency: CDD	<ul style="list-style-type: none">Require adherence to local housing, property, vehicle, and other local regulations to ensure the safety and health of residents.	Complete 3,300 inspection	Annual
	Funding: GenFund	<ul style="list-style-type: none">Increase the number of code enforcement employees to improve capacity to respond to code violations in a timely manner.	Increase staff to 25 employees	Mid 2023
		<ul style="list-style-type: none">In conjunction with County Fire, Housing Division, or City licensing program, explore expanding inspection of multi-family units.	Report for Council Consider.	Mid 2024
3.4 Multi-Family Inspection	Agency: CDD	<ul style="list-style-type: none">Continue inspections on multi-family housing developed using HUD funds or City assistance; inspect 20 percent of all complexes each year.	Inspect 20% of projects	Annual
	Funding: GenFund	<ul style="list-style-type: none">Study feasibility of a multi-family housing inspection program, either in conjunction with the CFMH or Fire Department inspections.	Report for Council Consider.	Mid 2024

Table 7-1 Program Summary, 2021–2029 Planning Period

PROGRAM	AGENCY /FUND	PROGRAM SPECIFICS AND PROGRESS		
		8-YEAR OBJECTIVES	METRIC	TIMING
3.5 Violence Prevention	Agency: CPD	<ul style="list-style-type: none"> Implement violence intervention grant services to reduce the prevalence of community crime and gang-related violence in all neighborhoods. 	See metrics below:	Ongoing
	Funding: ARPA BOSCC	<ul style="list-style-type: none"> Among others, complete the following grants: <ul style="list-style-type: none"> - \$3.8 million hospital-and community services. - \$1.0 million for reinvestment in at-risk youth - \$5.4 million for community-based policing Explore feasibility of implementing a citywide Neighborhood Watch Program to prevent and reduce crime and violence in neighborhoods. 	Reduce crime 5% annually Hire 13 FTE Council Report	2023 - 2025 End of 2024
3.6 Park & Recreation Planning	Agency: PRCD PWD	<ul style="list-style-type: none"> Complete retrofits to City parks, playgrounds, and community centers to continue providing quality recreational opportunities for residents 	Complete retrofits	Per CIP schedule
	Funding: GenFund; Grants	<ul style="list-style-type: none"> Complete the following improvements: <ul style="list-style-type: none"> - Retrofit Seccombe (\$10 million in ARPA/grants) - Retrofit Nicholson Parks (\$9 million in funds) - Guadalupe and Speicher Parks (\$2 million) Complete the City's Active Transportation Plan and Parks and Recreation Master Plan; incorporate improvements into the CIP 	Complete Retrofits Final Master Plan	2023-2025 2023 and 2025
3.7 Youth and Adult Employment	Agency: CDD	<ul style="list-style-type: none"> Expend \$5 million to assist small businesses and organizations with working capital that were adversely impacted by the COVID pandemic. 	Assist 100 to 150 businesses	2023 thru 2025
	Funding: ARPA GenFund CYJ Grant	<ul style="list-style-type: none"> Establish an Entrepreneurial Resource Center as a central point for resources and support for entrepreneurs and small businesses in the City. 	Serve up to 2,500 people	2023 thru 2025
		<ul style="list-style-type: none"> Implement the Youth Workforce Development grant and employ and train San Bernardino youth for jobs with the City and CBOs to restore services curtailed during the COVID pandemic. 	Hire and train 70 residents	By end of 2024
3.8 Capital Improvements	Agency: CDD, PWD, PRD	<ul style="list-style-type: none"> Annually update the CIP and implement scheduled projects, including accessibility improvements per City Transition Plan. 	Adopted CIP	Annual
	Funding: Grants	<ul style="list-style-type: none"> Prioritize capital improvement projects where disinvestment or long-neglected areas of the community are identified. 	Adopted CIP	Annual

Table 7-1 Program Summary, 2021–2029 Planning Period

PROGRAM	AGENCY /FUND	PROGRAM SPECIFICS AND PROGRESS		
		8-YEAR OBJECTIVES	METRIC	TIMING
HOUSING ASSISTANCE				
4.1 Preserve Assisted Multi-family Rental Housing	Agency: CCD	<ul style="list-style-type: none">Contact property owners within one year of the affordability expiration date to communicate the City’s desire to preserve all at risk properties.	Contacts	Annual
	Funding: GenFund	<ul style="list-style-type: none">Coordinate with property owners to ensure conversion notices to tenants are sent out at 3 years, 12 mo., and 6 mo. per state law.	Projects following noticing	Annual
		<ul style="list-style-type: none">Work with tenants or contact specialists, if needed, to provide education regarding tenant rights and conversion procedures.	Contract Legal Aid or IFHMB	As projects come due
		<ul style="list-style-type: none">Provide or support the provision of financial assistance (e.g., federal funds, bonds, etc.) as feasible to extend the length of covenants.	Preserved projects	As projects come due
4.2 Mobile Home Parks	Agency: Contract Agency	<ul style="list-style-type: none">Continue the Mobile Home Rent Stabilization program and ensure that all increase requests go through the proper process and are reviewed by the City’s hearing officers.	Maintain RS for 48 MHPs	Ongoing
	Funding: MHP fees	<ul style="list-style-type: none">Work with fair housing provider to educate tenants on their rights and responsibilities re: rent stabilization and just cause eviction.	Resident Workshops	Quarterly
4.3 Housing Choice Voucher	Agency: CDD HASBC	<ul style="list-style-type: none">Maintain use of at least 2,600 tenant-based vouchers for residents and support continued distribution of project based vouchers.	2,600 vouchers	Annual
	Funding: Fed HCV GenFund	<ul style="list-style-type: none">Improve utilization of vouchers by providing adequate marketing and educational materials to residents, tenants, and property managers.	10% increase	2023-2029
		<ul style="list-style-type: none">Publicize the Housing Authority’s HCV program through outreach materials, informational sessions, workshops, and/or other venues.	Fliers; website	Annual
4.4 Emergency Rental Assistance	Agency: Socal 211	<ul style="list-style-type: none">Continue providing emergency rental assistance to existing San Bernardino residents impacted by job or other financial losses due to COVID.	Closeout for 6,950 residents	End of 2023
	Funding: Federal	<ul style="list-style-type: none">Seek additional funding that may become available and, if so, allocate rental assistance to residents most in need of housing support.	Review NOFAs	Annual

Table 7-1 Program Summary, 2021–2029 Planning Period

PROGRAM	AGENCY /FUND	PROGRAM SPECIFICS AND PROGRESS		
		8-YEAR OBJECTIVES	METRIC	TIMING
4.5 Homeown. Initiative	Agency: CDD	<ul style="list-style-type: none"> Present homeownership gap closure program to City Council for consideration to improve homeownership for San Bernardino residents. 	Staff Report to Council	End of 2023
	Funding: GenFund	<ul style="list-style-type: none"> If approved, apply for homeownership funding opportunities and grants as NOFAs are released. If approved, develop program parameters and City/partner staffing needs. Seek to leverage other homeownership options, such as the San Bernardino Playbook 	Program Regs.	Mid 2024 2023-2029
4.6 Assist in Development of Extremely Low-Income Housing	Agency: CDD	<ul style="list-style-type: none"> Post and circulate surplus sites available for affordable housing; consider proposals from affordable housing developers per the SLA. 	List and post sites on web	As sites become surplus
	Funding: State and federal funds	<ul style="list-style-type: none"> Reach out to and collaborate with local nonprofits to provide housing assistance, education and information, and other resources. Provide expedited project review and funding priority for projects available for special needs groups or ELI/VLI households. 	Contact Expedited Review	Annual or as projects proposed Annual or as projects proposed
4.7 Inclusion. Housing	Agency: CDD	<ul style="list-style-type: none"> Contract with an affordable housing specialist to study, identify, and evaluate feasibility of inclusionary housing policies. 	Feasibility Report	Fall 2024
	Funding: GenFund	<ul style="list-style-type: none"> Host study session(s) with the City Council and the development community to discuss opportunities for inclusionary housing. 	Study Session	Summer 2025
		<ul style="list-style-type: none"> If approved by City Council, conduct nexus study, prepare inclusionary reqd. and in-lieu fee options, and create expenditure policy for funds. 	Nexus Study	Spring 2026
4.8 Housing Land Trust	Agency: CDD	<ul style="list-style-type: none"> Explore the feasibility of land trust, either regional (e.g., SBCTA) or local, as a means of providing affordable housing in the City. 	Staff Report	End of 2023
	Funding: GenFund	<ul style="list-style-type: none"> Host a study session with the City Council to discuss housing land trust opportunities and their feasibility in the City of San Bernardino. 	City Council Report	Early 2024
		<ul style="list-style-type: none"> If approved, develop a list of City land assets, funding sources, and interested parties and prepare program for Council consideration. 	Program parameters	By end of 2025

Table 7-1 Program Summary, 2021–2029 Planning Period

PROGRAM	AGENCY /FUND	PROGRAM SPECIFICS AND PROGRESS		
		8-YEAR OBJECTIVES	METRIC	TIMING
FAIR HOUSING				
5.1 Fair Housing Services	Agency: CDD	<ul style="list-style-type: none">Continue to contract for fair housing mediation services, education, and enforcement; refer those in need to fair housing services; implement a monitoring program.	Contract Services	Annual
	Funding: Federal funds	<ul style="list-style-type: none">Distribute fair housing materials at City buildings, website, and social media to ensure residents are aware of available resources.	Fliers / brochures posting	Annual
		<ul style="list-style-type: none">Initiate pilot tenant protections program where Legal Aid serves City residents free of charge with direct legal representation on tenant rights to prevent displacement and homelessness.	Quarterly workshop; and consultations	2023-2025
5.2 Senior Housing & Services	Agency: CDD	<ul style="list-style-type: none">Seek and attract residential developers to provide, build, and expand the City's affordable and market rate housing for seniors.	Issued RFPs for projects	Annual
	Funding: GenFund	<ul style="list-style-type: none">Sponsor and provide a range of physical, social, health, and other support services for senior residents at senior centers and other sites.	Activities per PRSD	Annual
		<ul style="list-style-type: none">Maintain the housing security of seniors through preservation of affordable housing, rent stabilization, housing assistance, etc.	See Programs 4.1–4.3	See Programs 4.1–4.3
5.3 Housing - Services for Disabled Residents	Agency: CDD PRCS	<ul style="list-style-type: none">Continue to ensure compliance with all building accessibility codes. Review and revise the Reasonable Accommodation Ordinance to ensure it is consistent with state law.	Project Plan Checks	As Projects proposed
	Funding: GenFund Grants	<ul style="list-style-type: none">Implement the City’s Self-Evaluation and Transition Plan to ensure accessibility to City streets, facilities, and public services.	CIP projects	2021-2029
		<ul style="list-style-type: none">Update Development Code regarding residential care facilities consistent with state requirements (Health & Safety Code §1502.	SBMC Revision	Within a year of HE adoption
		<ul style="list-style-type: none">Support efforts to provide community, recreational, and social services to people with physical, mental, and developmental disabilities.	Activities per PRSD	Annual
5.4 Housing for Students		<ul style="list-style-type: none">Support local college efforts to explore the development of on- and off-site housing opportunities for its students and faculty.	Staff Reports for CC	As projects proposed

Table 7-1 Program Summary, 2021–2029 Planning Period

PROGRAM	AGENCY /FUND	PROGRAM SPECIFICS AND PROGRESS		
		8-YEAR OBJECTIVES	METRIC	TIMING
5.5 Homeless Services	Agency: CDD PWD	<ul style="list-style-type: none"> Develop and convene a Homeless Task Force to review implementation of the City's Homeless Action Plan and the expenditure of \$20 million in American Rescue Plan Act to fund the plan. 	Convene Task Force	TBD
		<ul style="list-style-type: none"> Revise SBMC provisions related to emergency shelter, transitional housing, permanent supportive housing, and low barrier navigation centers consistent with state law. 	SBMC Revision	Within a year of HE adoption
	Funding: ARPA HOME ESG GenFund	<ul style="list-style-type: none"> Continue to partner with county, for-profit and nonprofit agencies to provide a comprehensive continuum of services for people who are homeless or residing temporarily in shelters. 	Periodic Consult	Ongoing
		<ul style="list-style-type: none"> Provide street outreach team to assist homeless people, direct them to services, and address issues with encampments. 	Service Contacts	Weekly/ Monthly
		<ul style="list-style-type: none"> Complete the following projects: + 170-bed LSS multiservice campus + 30-unit USVETS permanent supportive hsg + 60-unit interim SBVC student housing project + 200-unit HOPE Navigation Center Campus 	Complete projects	2023-2029
5.6 Housing for Families	Agency: CDD	<ul style="list-style-type: none"> Seek and attract residential developers to provide, build, and expand the City's affordable and market rate housing for families. 	Issued RFPs for projects	Annual
	Funding: Grants, HUD	<ul style="list-style-type: none"> Sponsor and provide a wide range of physical, social, health, and other support services for families and children at community centers 	Activities per PRSD	Annual
		<ul style="list-style-type: none"> Maintain the housing security of families through preservation of affordable housing, rent stabilization, housing assistance, etc. 	See Programs 4.1–4.3	See Programs 4.1–4.3
5.7 Investment Playbook	Agency: CDD Funding: GenFund	<ul style="list-style-type: none"> Complete the Investment Playbook to guide the City's future investment in strategic planning, development, and funding initiatives; seek opportunities to complement the Housing Element and fund investment strategies. 	Complete Plan	2023

7.3 QUANTIFIED OBJECTIVES

Government Code Section 65583(b) requires the Housing Element to establish quantified objectives for the maximum number of housing units that can be constructed, rehabilitated, and conserved over an eight-year time frame. However, if the total housing needs exceed available resources and the ability of a city to satisfy this need, the quantified objectives need not be identical to the total housing needs, as allowed by State law.

Three quantified objectives are defined and addressed:

- **Housing Construction.** The construction objective refers to the number of units that may be built during the 2021-2029 Housing Element period, given San Bernardino's land resources, potential constraints, and proposed housing programs. The City has sufficient vacant and underutilized land for housing, and therefore can accommodate the RHNA.
- **Housing Rehabilitation.** This objective sets the number of units expected to be rehabilitated with City assistance during the 2021-2029 period. The City's housing rehabilitation objective is based on the anticipated amount of funding and historical number of loans extended to lower income homeowners in San Bernardino. Additional rehabilitation will take place in the community but will be funded through conventional or FHA-subsidized loans.
- **Housing Preservation.** This objective refers to the preservation of public subsidized affordable units that will be at risk of converting to market rents by 2031. The City's housing conservation/preservation objective is based on the estimated resources, dates for expiration of covenants on apartment properties, and number of affordable units at risk.

Table 7-2 shows the City's quantified objectives for this Housing Element cycle.

Table 7-2 Housing Element Quantified Objectives

ACTIVITY	INCOME LEVEL				
	EXTREME LOW	VERY LOW	LOW	MODERATE	ABOVE
New Construction	708	707	1,097	1,448	4,163
Housing Rehabilitation	24	4	-0-	-0-	-0-
Housing Preservation		866		-0-	-0-
Total		3,406		1,448	4,163

Sources: City of San Bernardino, 2023

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