

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

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



August 30, 2023

Holly Owen, Director  
Community Development Department  
City of Kingsburg  
1401 Draper St.  
Kingsburg, CA 93631

Dear Holly Owen:

**RE: City of Kingsburg's 6<sup>th</sup> Cycle (2023-2031) Draft Housing Element**

Thank you for submitting the City of Kingsburg's (City) draft housing element received for review on June 5, 2023, along with revisions received on August 21, 2023. These revisions were made available to the public for seven days before the California Department of Housing and Community Developments (HCD) review. Pursuant to Government Code section 65585, subdivision (b), HCD is reporting the results of its review.

The draft element addresses many statutory requirements; however, revisions will be necessary to substantially comply with State Housing Element Law (Gov. Code, § 65580 et seq). The enclosed Appendix describes the revisions needed to comply with State Housing Element Law.

Public participation in the development, adoption, and implementation of the housing element is essential to effective housing planning. Throughout the housing element process, the City should continue to engage the community, including organizations that represent lower-income and special needs households, by making information regularly available and considering and incorporating comments where appropriate. Please be aware, any revisions to the element must be posted on the local government's website and to email a link to all individuals and organizations that have previously requested notices relating to the local government's housing element at least seven days before submitting to HCD.

For your information, pursuant to Assembly Bill 1398 (Chapter 358, Statutes of 2021), if a local government fails to adopt a compliant housing element within 120 days of the statutory deadline (December 31, 2023), then any rezoning to make prior identified sites available or accommodate the regional housing needs allocation (RHNA) shall be completed no later than one year from the statutory deadline pursuant to Government Code sections 65583, subdivision (c) and 65583.2, subdivision (c). Please be aware, if

the City fails to adopt a compliant housing element within one year from the statutory deadline, the element cannot be found in substantial compliance until these rezones are completed.

Several federal, state, and regional funding programs consider housing element compliance as an eligibility or ranking criteria. For example, the CalTrans Senate Bill (SB) 1 Sustainable Communities grant, the Affordable Housing and Sustainable Communities program, and HCD's Permanent Local Housing Allocation consider housing element compliance and/or annual reporting requirements pursuant to Government Code section 65400. With a compliant housing element, the City will meet housing element requirements for these and other funding sources.

For your information, some general plan element updates are triggered by housing element adoption. HCD reminds the City to consider timing provisions and welcomes the opportunity to provide assistance. For information, please see the Technical Advisories issued by the Governor's Office of Planning and Research at: <https://www.opr.ca.gov/planning/general-plan/guidelines.html>.

HCD appreciates the hard work and dedication the City's housing element team provided during the review. We are committed to assisting the City in addressing all statutory requirements of State Housing Element Law. If you have any questions or need additional technical assistance, please contact Brandon Yung, of our staff, at [brandon.yung@hcd.ca.gov](mailto:brandon.yung@hcd.ca.gov).

Sincerely,



Paul McDougall  
Senior Program Manager

Enclosure

## APPENDIX CITY OF KINGSBURG

The following changes are necessary to bring the City's housing element into compliance with Article 10.6 of the Government Code. Accompanying each recommended change, we cite the supporting section of the Government Code.

Housing element technical assistance information is available on HCD's website at <https://www.hcd.ca.gov/planning-and-community-development/hcd-memos>. Among other resources, the housing element section contains HCD's latest technical assistance tool, *Building Blocks for Effective Housing Elements (Building Blocks)*, available at <https://www.hcd.ca.gov/planning-and-community-development/housing-elements/building-blocks> and includes the Government Code addressing State Housing Element Law and other resources.

### **A. Housing Needs, Resources, and Constraints**

1. *Affirmatively further[ing] fair housing in accordance with Chapter 15 (commencing with Section 8899.50) of Division 1 of Title 2...shall include an assessment of fair housing in the jurisdiction. (Gov. Code, § 65583, subd. (c)(10)(A).)*

Disproportionate Housing Needs, Including Displacement Risk: The element includes some general information on persons experiencing homelessness but should also evaluate that information. Specifically, the element should examine patterns of need or areas with higher concentrations of persons experiencing homelessness, including access to transportation and services. The element should utilize local data and knowledge such as service providers and code enforcement officials to assist this analysis.

In addition, to better evaluate displacement risks, the element could utilize new data available for displacement risk on HCD's Affirmatively Furthering Fair Housing (AFFH) Data Viewer available at <https://www.hcd.ca.gov/planning-and-community-development/affirmatively-furthering-fair-housing>.

Contributing Factors to Fair Housing Issues: Based on the outcomes of a complete analysis, the element should re-assess and prioritize the contributing factors to fair housing issues.

2. *Include an analysis of population and employment trends and documentation of projections and a quantification of the locality's existing and projected needs for all income levels, including extremely low-income households. (Gov. Code, § 65583, subd. (a)(1).)*

*Analyze any special housing needs such as elderly; persons with disabilities, including a developmental disability; large families; farmworkers; families with female heads of*

*households; and families and persons in need of emergency shelter. (Gov. Code, § 65583, subd. (a)(7).)*

Housing Needs and Special Needs Assessment: The element includes a quantification of housing needs, including special needs for the region and some reporting of demographics for the City. While this quantification is generally adequate, the element should analyze the quantification to better understand housing needs and formulate appropriate policies and programs for the City. For example, this analysis should address trends, characteristics, magnitude of needs, resources and potential strategies and should at least be conducted for population growth, employment, tenure, overpayment, overcrowding, housing unit types, and special needs households.

- 3. An inventory of land suitable and available for residential development, including vacant sites and sites having realistic and demonstrated potential for redevelopment during the planning period to meet the locality's housing need for a designated income level, and an analysis of the relationship of zoning and public facilities and services to these sites. (Gov. Code, § 65583, subd. (a)(3).)*

Progress in Meeting the Regional Housing Needs Allocation (RHNA): The element indicates (p. 1H-52) that Sites P-6, P-7 and P-8 do not have approved projects and, as a result, the sites are utilized as part of identified vacant site capacity. However, the element shows the sites are still identified as part of the listing of approved and pending projects (Table 1H-5) and the sites should be removed.

Realistic Capacity: The element discusses assumptions for calculating residential realistic capacity (80 percent of maximum) and some mixed-use trends in nonresidential zones. However, the element should address the likelihood of 100 percent nonresidential uses in zones that allow 100 percent nonresidential uses and adjust residential capacity assumptions as appropriate, particularly for zones that don't allow 100 percent residential projects. For example, the element should discuss all recent development trends (residential and nonresidential), how often 100 percent nonresidential uses occur or is anticipated to occur, and how those trends are incorporated into the calculation of residential capacity.

Additionally, in some cases, projects in Table 1H-3 (Realistic Capacity Project Examples) do not appear to utilize the correct maximum allowable density and as a result, typical densities are not correctly calculated. For example, the Stone Plaza Mixed Use project appears to use a maximum allowable density of 21.4 units per acre instead of 25 units per acre. The element should correct calculations and adjust residential capacity assumptions, if necessary.

#### Zoning for a Variety of Housing Types:

- Emergency Shelters: While the element discussed zoning for emergency shelters, it must also analyze sufficient capacity within zoning designations that also allow for residential development and demonstrate compliance with all requirements pursuant to AB 2339. Additionally, the element should update the

definition of emergency shelter. Lastly, programs to amend the zoning ordinance to meet emergency shelter requirements must be completed within one year of the adoption of the housing element. Currently, Program 16 (Zoning Code Amendments) commits to zoning amendments by December 31, 2026. The element must amend the program to complete this task within one year of housing element adoption.

- Transitional and Supportive Housing: Transitional and supportive housing must be permitted as a residential use in all zones allowing residential uses and only subject to those restrictions that apply to other residential dwellings of the same type in the same zone (Gov. Code, § 65583, subd. (a)(5).). The element appears to indicate transitional and supportive housing are subject to additional requirements (Administrative Permit/Conditional Use Permit) in the FBC 3 zone while not subjecting other similar residential uses to these requirements. The element should either clarify transitional and supportive housing are permitted the same as other similar residential uses in the FBC 3 zone or specifically modify Program 16 to reflect this needed change, as appropriate.

4. *An analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the types of housing identified in paragraph (1) of subdivision (c), and for persons with disabilities as identified in the analysis pursuant to paragraph (7), including land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures... (Gov. Code, § 65583, subd. (a)(5).)*

Land Use Controls: The element must identify and analyze all relevant land use controls impact as potential constraints on a variety of housing types. The analysis should analyze land use controls independently and cumulatively with other land use controls. The analysis should also include all pertinent general plan land use designations, zoning districts, and zoning overlays. The analysis should specifically address requirements related to parking, heights, and other development standards that limit allowable densities. The analysis should address any impacts on cost, supply, housing choice, affordability, timing, approval certainty, and ability to achieve maximum densities and include programs to address identified constraints. Additionally, the element should demonstrate how maximum allowable densities were estimated for each zoning district and/or zoning overlay.

Mixed Use Combining District: The element relies on sites in commercial zones that allow residential through the MXU Combining District. While the element explains the combining district allows residential development, it should also discuss how residential is allowed, including the availability of fixed development standards. The lack of available and fixed development standards or subjecting development to a process where development standards are not certain or fixed may act as a constraint. The element should evaluate whether fixed development standards are available within the zoning district and if not, how those development standards are made available,

including any impacts on approval certainty and add or modify programs to promote approval certainty.

Architectural Design Review: The element must describe and analyze the design review guidelines and process, including approval procedures and decision-making criteria, for their impact as potential constraints on housing supply, cost and, particularly approval certainty. For example, the analysis could describe required findings and discuss whether objective standards and guidelines improve development certainty and mitigate cost impacts. The element must demonstrate this process is not a constraint or modify Program 22 (Objective Design Standards) to address this permitting requirement as a constraint, as appropriate.

Fee Transparency: While the element states that zoning ordinances and development standards applicable are posted on the City's website, it must also describe whether a current schedule of fees, exactions, and affordability requirements are similarly posted or add or modify programs to commit to posting this information on the City's website.

## **B. Housing Programs**

1. *Identify actions that will be taken to make sites available during the planning period with appropriate zoning and development standards and with services and facilities to accommodate that portion of the city's or county's share of the regional housing need for each income level that could not be accommodated on sites identified in the inventory completed pursuant to paragraph (3) of subdivision (a) without rezoning, and to comply with the requirements of Government Code section 65584.09. Sites shall be identified as needed to facilitate and encourage the development of a variety of types of housing for all income levels, including multifamily rental housing, factory-built housing, mobilehomes, housing for agricultural employees, supportive housing, single-room occupancy units, emergency shelters, and transitional housing. (Gov. Code, § 65583, subd. (c)(1).)*

As noted in Finding A3, the element does not include a complete site analysis, therefore, the adequacy of sites and zoning were not established. Based on the results of a complete sites inventory and analysis, the City may need to add or revise programs to address a shortfall of sites or zoning available to encourage a variety of housing types.

2. *The Housing Element shall contain programs which assist in the development of adequate housing to meet the needs of extremely low-, very low-, low- and moderate-income households. (Gov. Code, § 65583, subd. (c)(2).)*

The element should add or modify actions to assist in the development of housing and shelter, as follows:

- *Program 8 (Affordable Housing Incentives)*: While the Program describes actions to facilitate the development of affordable housing, it should also clarify (in the

program timeframe) that development opportunities will be identified at least on an every other year basis.

- *Program 9 (Support Funding for Farmworker Housing):* The Program should expand upon actions, such as adding additional proactive actions (e.g., identifying development opportunities at least twice in the planning period) to support the development of housing for farmworkers.

3. *Address and, where appropriate and legally possible, remove governmental and nongovernmental constraints to the maintenance, improvement, and development of housing, including housing for all income levels and housing for persons with disabilities. The program shall remove constraints to, and provide reasonable accommodations for housing designed for, intended for occupancy by, or with supportive services for, persons with disabilities. (Gov. Code, § 65583, subd. (c)(3).)*

As noted in Finding A4, the element requires a complete analysis of potential governmental constraints. Depending upon the results of that analysis, the City may need to revise or add programs and address and remove or mitigate any identified constraints.

In addition, as noted on page 1H-186, the City's definition of family is restrictive and acts as a constraint on housing for persons with disabilities. As a result, Program 16 (Zoning Amendments) should be revised to commit to amending the City's definition of family.

4. *Promote and affirmatively further fair housing opportunities and promote housing throughout the community or communities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, color, familial status, or disability, and other characteristics... (Gov. Code, § 65583, subd. (c)(5).)*

As noted in Finding A1, the element requires a complete AFFH analysis. Depending upon the results of that analysis, the City may need to revise or add programs. In addition, goals and actions must specifically respond to the analysis and the identified and prioritized contributing factors to fair housing issues and must be significant and meaningful enough to overcome identified patterns and trends. Actions must have specific commitment, metrics or numeric targets, geographic targeting, and milestones and must address, as appropriate, housing mobility enhancement, new housing choices and affordability in high-opportunity areas, place-based strategies toward community revitalization, and displacement protection.

5. *The housing program shall preserve for low-income household the assisted housing developments identified pursuant to paragraph (9) of subdivision (a)... (Gov. Code, § 65583, subd. (c)(6).)*

While Program 12 (Preservation of At-Risk Housing Units) includes a variety of actions to preserve at-risk units, it should also commit to partnering or applying for funding sources to ensure the continued affordability of at-risk units.

### **C. Quantified Objectives**

*Establish the number of housing units, by income level, that can be constructed, rehabilitated, and conserved over a five-year time frame. (Gov. Code, § 65583, subd. (b)(1 & 2).)*

While the element includes quantified objectives for new construction and rehabilitation by income group (Table 1H-1), quantified objectives for conservation should not be limited to at-risk preservation and should be increased to better reflect the identified needs. Examples of other programs that can be incorporated include Programs 25 (Code Enforcement), 27 (Energy Conservation), 28 (Housing Choice Vouchers) and 29 (Housing Discrimination Monitoring and Referral).

### **D. Public Participation**

*Local governments shall make a diligent effort to achieve public participation of all economic segments of the community in the development of the Housing Element, and the element shall describe this effort. (Gov. Code, § 65583, subd.(c)(9).)*

While the element provides a general overview of the public participation process, the element must also provide a discussion on how comments from public outreach were considered and incorporated into the housing element. For example, the element could summarize the feedback received and describe the actions incorporated into the housing element resulting from the feedback. For additional information, see the Building Blocks at <https://www.hcd.ca.gov/planning-and-community-development/housing-elements/building-blocks/public-participation>.