

RESOLUTION NO. PC-2024-29

A RESOLUTION OF THE PLANNING COMMISSION OF THE CITY OF FULLERTON, CALIFORNIA, RECOMMENDING THAT THE CITY COUNCIL AMEND THE FULLERTON PLAN BY ADOPTING THE 6<sup>TH</sup> CYCLE HOUSING ELEMENT TO REPLACE CURRENT APPENDIX H (HOUSING ELEMENT) AND CHAPTER 2 "HOUSING" AS PER EXHIBITS A AND B

LRP-2024-0009  
APPLICANT: CITY OF FULLERTON

WHEREAS, California state law requires every city to have a General Plan, including a Housing Element, which complies with the provisions of Government Code section 65580 *et seq.*; and

WHEREAS, the Housing Element is required, among other things, to identify sites that are sufficient to accommodate the City's Regional Housing Needs Assessment (RHNA) as assigned by the Southern California Association of Governments; and

WHEREAS, California Government Code Sections 65353 and 65354 require that prior to the adoption of any proposed amendment to the General Plan, the Planning Commission shall first review and recommend to the City Council the adoption of any such proposed amendment; and

WHEREAS, the Planning Commission of the City of Fullerton, California held a duly noticed public hearing on September 25, 2024, as required by law for LRP-2024-0009 to consider amendments to the Fullerton Plan and Fullerton Municipal Code and make a recommendation to the City Council on September 25, 2025; and

WHEREAS, California Government Code Section 65588 requires that the Housing Element be updated every eight years. The proposed project seeks to amend the current Fullerton Plan (i.e. General Plan) and Fullerton Municipal Code to provide for an update to the Housing Element for the 6th Cycle (2021-2029) planning period; and

WHEREAS, California's Department of Housing and Community Development (HCD) collaborates with the Southern California Association of Governments to produce a Regional Housing Needs Assessment (RHNA) every eight years. The City of Fullerton was assessed a RHNA number of 13,209 units for the 6th Cycle; and

WHEREAS, Section 65588(a) of the Government Code requires that jurisdictions evaluate the effectiveness of the existing Housing Element, the appropriateness of goals, objectives and policies, and the progress in implementing programs for the previous planning period; and

WHEREAS, CEQA Guidelines section 15282(s) references the Statutory Exemption set forth in Government Code section 65759 which deems a project exempt from CEQA review if it is an action necessary to bring a general plan or relevant mandatory element of the general plan into compliance pursuant to a court order as set forth in Section 65759 of the Government Code. This exemption is applicable to adoption of the Housing Element as it is a state-mandated update which the City was required to accomplish pursuant to a stipulated final judgment and order under a lawsuit brought by Californians for Homeownership, Inc. Additionally, the adoption of the

Housing Element is exempt under Section 15061(b)(3) as it can be seen with certainty that there is no possibility that the adoption of this element may have a significant effect on the environment since no physical development is proposed at this time.

THE PLANNING COMMISSION OF THE CITY OF FULLERTON HEREBY FINDS AND RESOLVES AS FOLLOWS:

1. The previous recitals are true and correct and are incorporated as if fully set forth herein.
2. The Housing Element was prepared in accordance with State law and in substantial compliance with the Housing Element Law.
3. It is necessary to update the City's Housing Element to comply with State law.
4. The proposed Housing Element update for the 6<sup>th</sup> Cycle is required by State law and is consistent with the objectives of the General Plan, including the following General Plan policies:

**Policy OAP1:** Comply with State and Federal Laws and regulations while maintaining local control in decision-making.

**Policy P1.9 Housing Choice:** Support projects, programs, policies and regulations to create housing types consistent with market demand for housing choice.

NOW, THEREFORE, the Planning Commission of the City of Fullerton, California recommends that the City Council adopt the updated 6<sup>th</sup> Cycle Housing Element and replace current Appendix H and Chapter 2 of the Fullerton Plan with this document.

ADOPTED BY THE FULLERTON PLANNING COMMISSION ON SEPTEMBER 25, 2024.

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Peter Gambino, Chairman

Attachments

Exhibit A – Housing Element for 6th Cycle (Appendix H of the Fullerton Plan)

Exhibit B – Chapter 2 “Housing” of the Fullerton Plan



City of Fullerton  
Housing Element

# Appendix **H**

2021-2029 Housing Element

**September 2024**



City of Fullerton  
Housing Element

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City of Fullerton  
Housing Element

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# Chapter 1:

# Introduction

## 1.1 Introduction to the Housing Element

The Housing Element of the General Plan identifies and analyzes existing and projected housing needs and contains the official policies for the preservation, conservation, rehabilitation, and production of housing in the City of Fullerton (City). This Housing Element covers the Planning Period from October 2021 through October 2029.

## 1.2 Purpose and Content

The Housing Element addresses housing opportunities for current and future Fullerton residents and provides the primary policy guidance for local decision making related to housing. The Housing Element includes a detailed analysis of the City's demographic, economic, and housing characteristics as required by state law. The Housing Element also evaluates the City's progress in implementing the previous policy program and actions related to housing production, preservation, conservation, and rehabilitation. Based on community housing needs, available resources, housing constraints/opportunities, and analysis of past performance, the Housing Element identifies goals, objectives, and action programs that address existing and projected housing needs in Fullerton.

The California Legislature has identified the attainment of a decent home and suitable living environment for every Californian as a State-wide goal. Local planning programs play a critical part in achieving this goal. Therefore, the Legislature requires each city and county to prepare a Housing Element as part of its comprehensive General Plan.

## 1.3 State Law and Local Planning

### 1.3.1 Consistency with State Law

The Housing Element is one of the seven General Plan "elements" required by State law (§§65580-65589.89 of the *California Government Code*). Each jurisdiction's Housing Element must contain "an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled program actions for the preservation, improvement, and development of housing." The Housing Element identifies policies and programs for the provision of housing for all segments of the City's population.

Section 65583 of the *California Government Code* sets forth specific requirements regarding the scope and content of the Housing Element. Table 1-1 summarizes these requirements and identifies the applicable sections of the Housing Element where these requirements are addressed.



**Table 1-1 State Housing Element Requirements**

Required Housing Element Component	Reference
<b>A. Housing Needs Assessment</b>	
1. Analysis of population trends in Fullerton in relation to countywide trends	Chapter 2
2. Analysis of employment trends in Fullerton in relation to regional trends	Chapter 2
3. Projections and quantification of Fullerton’s existing and projected housing needs for all income groups	Chapter 2
4. Analysis and documentation of the City’s housing characteristics, including:	Chapter 2
a. Level of housing cost compared to ability to pay	Chapter 2
b. Overcrowding	Chapter 2
c. Housing stock condition	Chapter 2
5. An inventory of land suitable for residential development including vacant sites and having redevelopment potential and an analysis of the relationship of zoning, public facilities, and services to these sites	Appendix B
6. Analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels	Chapter 3
7. Analysis of potential and actual non-governmental constraints upon the maintenance, improvement, or development of housing for all income levels	Chapter 3
8. Analysis of special housing needs: elderly, persons with disabilities, large families, farm workers, and female-headed households	Chapter 2
9. Analysis of housing needs for families and persons in need of emergency shelter	Chapter 2
10. Analysis of opportunities for energy conservation with respect to residential development	Chapter 3
11. Analysis of assisted housing developments that are eligible to change from lower income housing during the next 10 years	Appendix C
<b>B. Goals and Policies</b>	
12. Identification of goals, quantified objectives, and policies relative to maintenance, improvement, and development of housing	Chapter 4
13. Identify adequate sites which will be made available through appropriate action with required public services and facilities for a variety of housing types for all income levels	Appendix B
14. Programs to assist in the development of adequate housing to meet the needs of lower and moderate income households	Chapter 4
15. Address and, where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing	Chapter 4
16. Remove constraints to, or provide reasonable accommodations for housing, for persons with disabilities	Chapter 4
17. Conserve and improve the condition of the existing affordable housing stock in Fullerton	Chapter 4
18. Promote housing opportunities for all persons	Chapter 4, Appendix E
19. Identify programs to address the potential conversion of assisted housing development to market-rate housing	Appendix B
20. Identify program to identify zone(s) where emergency shelters are permitted without a conditional use or other discretionary permit and with the capacity to meet the needs of individuals and persons needing emergency shelter	Chapter 4



### 1.3.2 General Plan Consistency

The *California Government Code* (§65300.5) requires internal consistency among the Elements of the General Plan. The General Plan Elements must provide an integrated, internally consistent, and compatible statement of policy. As part of the 2021-2029 Housing Element update the City of Fullerton reviewed the other Elements of the General Plan and determined that the Housing Element is internally consistent. Some Housing Element programs call for amendments to the Land Use Element, which will be completed at a future date as described in the relevant Housing Element programs. When any General Plan amendment is proposed in the future, the City will conduct a review to determine whether any corresponding amendments to other elements are necessary to ensure consistency.

### 1.3.3 Relationship to Other Plans and Programs

The Housing Element identifies goals, objectives, policies, and program actions for the 2021-2029 planning period that directly address existing and future housing needs in Fullerton. City plans and programs work to implement the goals, objectives, and policies of the Housing Element. These include the City's Municipal Code, Specific Plans, and various housing programs. The City also prepares a Consolidated Plan every five years that identifies the City's overall housing and community development needs and market conditions, establishes priorities and outlines strategies to address these priorities based on anticipated federal entitlement funding. Annual Action Plans are developed each year to supplement the Consolidated Plan, and reports on the prior year's programs and projects through the Consolidated Annual Performance and Evaluation Report (CAPER). The Consolidated Plan and Annual Action Plans address many of the goals, policies, and programs of this Housing Element.

## 1.4 Housing Element Organization

The Housing Element is organized in two parts, the Housing Policy Plan and the Housing Element Technical Report. The Housing Policy Plan details specific policies and programs the City intends to carry out over the 8-year planning period to address Fullerton's housing goals, while the Technical Report includes detailed background information regarding the Housing Element update process, demographic characteristics, housing needs, resources and constraints.

Supporting background material is included in the following appendices:

- Appendix H-A: Review of 2013-2021 Housing Element program accomplishments
- Appendix H-B: Residential Land Resources
- Appendix H-C: Analysis of Assisted Low-Income Housing At-Risk of Conversion to Market Rate
- Appendix H-D: Public Participation
- Appendix H-E: Affirmatively Furthering Fair Housing (AFFH)
- Appendix H-F: Glossary of Housing Terms

## 1.5 Citizen Participation

The Housing Element was developed through the combined efforts of City staff, consultants, community stakeholders, the Planning Commission, and the City Council. Stakeholder input was received through



public workshops and public hearings conducted by the Planning Commission and the City Council. Please refer to Appendix D for a full description of the public outreach process for the Housing Element update.

## 1.6 Themes in Community Input

During community outreach, community members identified the following overarching themes regarding housing in Fullerton. Each theme is discussed with how it informed the development of the Housing Element.

### **Theme: Need for affordable housing for renters and buyers, for lower and moderate-income households.**

How this was addressed:

- The City will accommodate 5,774 units affordable to very low and low income households as well as 4,341 units affordable to moderate income households. The City will accommodate these units on sites that are currently vacant or underutilized, including City-owned properties that are surplus land. The City proposes to adopt a new Housing Incentive Overlay Zone (HIOZ) to allow multi-family housing development on sites where residential uses are not currently permitted, provided a minimum of 10 percent of units are affordable to low- and moderate income residents.
- Policy Action 3.1-a directs the City to amend the Zoning Code to establish the HIOZ in C-G, C-H, C-M, G-C, M-G, M-P, and O-P zoning districts. Establishing the HIOZ will accommodate development of an assumed 3,647 very low income units, 2,115 low income units and 4,341 moderate income units.
- Policy Actions 3.6-a, b, and c include incentives to promote the development of ADUs by streamlining the permitting process, publishing funding sources, and creating pre-approved ADU plans. Additionally, Policy Action 3.14-g directs the City to adopt an ordinance to allow at least two ADUs on qualifying properties if such properties can safely accommodate two ADUs.
- Policy Action 3.7-c directs the City to acquire funds from federal, state, and local housing programs and issue a competitive Notice of Funding Availability to identify potential non-profit affordable housing developers to develop new affordable housing developments in the city.

### **Theme: Need for affordable housing and services for residents experiencing homelessness.**

How this was addressed:

- Policy Action 3.15-a directs the City to continue identifying and pursuing federal, state, and regional funds for homeless service providers that operate temporary, permanent, and emergency shelters in the city that assist persons experiencing homelessness and at risk of becoming homeless and directs the City to assist at least 272 persons experiencing homelessness.
- Policy Action 3.15-b directs the City to annually assess and report the capacity to accommodate individuals experiencing homelessness including existing shelter beds, new shelter beds, identify if those shelter beds are available on a year-round or seasonal basis, average number of shelter beds that are unused on a monthly basis, and number of those exiting shelter to permanent housing.



- Policy Action 3.15-d directs the City to develop a program with the Illumination Foundation to incentivize property owners/managers with available units to rent to formerly homeless individuals and families.
- Policy Action 3.15-f directs the City to provide financial support to organizations that provide transitional housing for emancipated foster youth who are homeless or at immediate risk of becoming homeless.
- Policy Action 3.15-g directs the City to amend the Zoning Code to comply with recent State law, including allowing supportive housing with up to 50 units and low barrier navigation centers by-right in zones where multi-family and mixed-uses are permitted.

**Theme: Need for first-time homebuyer assistance/resources.**

How this was addressed:

- Policy Action 3.10-a directs the City to make funds available to community-based organizations to acquire and rehabilitate abandoned or otherwise lost units and sell them to very low and low income first-time homebuyers, with the objective of assisting 10 very low and low income households.
- Policy Action 3.13-b directs the City to expand funding for information and referral services that direct families and individuals to financial resources for housing rental or purchase.
- Policy Action 3.18-a directs the City to partner with the County and community organizations to increase participation in homeownership workshops and assistance programs

**Theme: Need for financial assistance/resources to support affordable housing developers.**

How this was addressed:

- Policy Action 3.4-f directs the City to host an annual workshop with developers to provide education about technical assistance and incentives for larger and smaller rental units, with a goal of supporting the development of 50 large (3-4-bedroom) units and 100 studio/1-bedroom units.
- Policy Action 3.7-c directs the City to issue a competitive Notice of Funding Availability to identify a non-profit affordable housing developer to partner with on new affordable housing developments in the city. The City is directed to partner with at least one non-profit housing developer and support entitlement of at least 400 subsidized units affordable to extremely low-, very low-, and low income households.

**Theme: Need infrastructure improvements throughout the city to support existing and new housing development, including electricity, gas, and circulation.**

How this was addressed:

- Policy Action 3.11-a directs the City to explore financial incentives for property owners for environmentally friendly building improvements, such as solar panel installation and energy and water efficiency upgrades, induction cooking, and outdoor water conservation techniques, with priority given to units affordable to lower and moderate income households.



City of Fullerton  
Housing Element

- Policy Action .3.11-b directs the City to create an infrastructure project priority checklist to support infrastructure for public transit and active transportation, such as walking and biking, prioritizing low- and moderate-resource areas.

# Chapter 2:

## Housing Needs Analysis

### 2.1 Introduction

When preparing the Housing Element, the City must evaluate both existing and future housing needs for all income groups as well as persons with special needs such as disabilities.

This section analyzes demographic and housing characteristics that influence the demand for and availability of housing. This analysis forms the foundation for programs and policies that address identified housing needs. Housing needs are identified by income, tenure, and special needs groups. The City's future housing needs based on the 2021-2029 Regional Housing Needs Assessment (RHNA) are also examined.

Primary data sources referenced include the U.S. Census, the California Department of Finance (DOF), the Southern California Association of Governments (SCAG) and other relevant data sources. These sources are the most reliable for assessing existing conditions and provide a basis for comparison of historical data and forecasting. Census data used in the analysis include both decennial data (i.e., the nationwide tabulation of all American households conducted every 10 years) and American Community Survey (ACS) data. The ACS is a continuous ongoing survey of households that provides an opportunity to track changes that occur between the decennial Census counts. The ACS provides estimates that may not be as accurate as the decennial census but helps to illustrate trends in the community.

### 2.2 Community Profile

#### 2.2.1 Population Trends and Characteristics

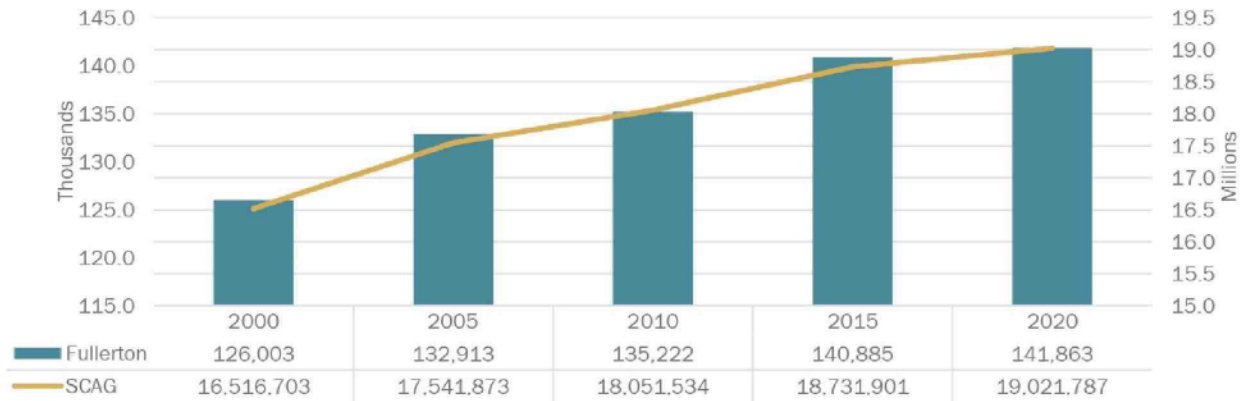
Housing needs in Fullerton are influenced by population and employment trends as discussed below.

##### 1. Population Growth Trends

The City of Fullerton is one of 34 cities within Orange County. Fullerton had an estimated 2020 total population of 141,863 including 4,212 living in group quarters according to the California Department of Finance. Figure 2-1 describes the population trend in Fullerton from 2000 to 2020. Over this period Fullerton had an annual growth rate of 0.6% compared to 0.7% for the region.



**Figure 2-1 2000-2020 Population Growth – Fullerton vs. SCAG Region**

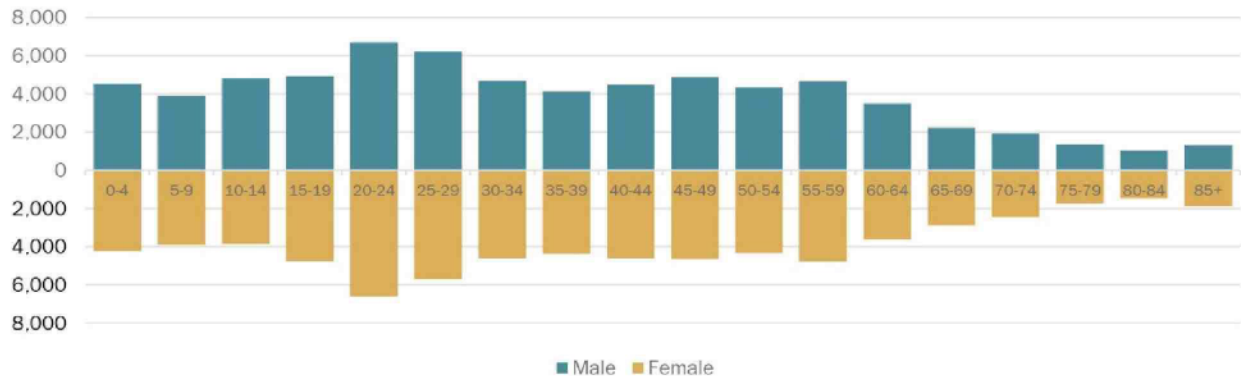


CA DOF E-5 Population and Housing Unit Estimates

## 2. Age Characteristics

Housing needs are influenced by the age characteristics of the population. Different age groups require different accommodations based on lifestyle, family type, income level, and housing preference. The population of Fullerton is approximately 49.6% male and 50.4% female (Figure 2-2). The share of the population of Fullerton which is under 18 years of age is 21.8%, which is lower than the regional share of 23.4%. Fullerton's seniors (65 and above) make up 13% of the population, which is equal to the regional share of 13%.

**Figure 2-2 Population by Age and Gender – Fullerton**



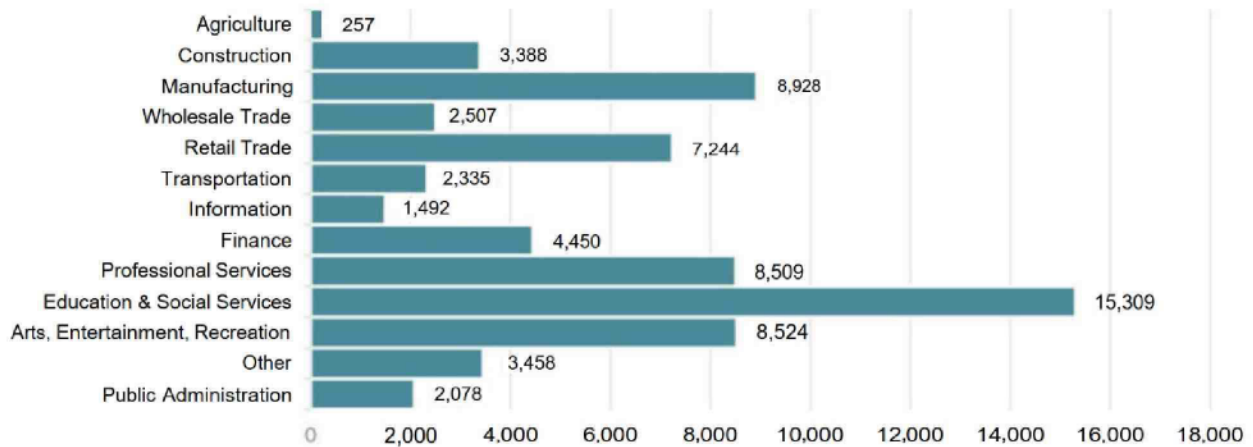
American Community Survey 2014-2018 5-year estimates

### 2.2.2 Employment

Current employment and projected job growth have a significant influence on housing needs during this planning period. According to recent Census estimates (Figure 2-3), Fullerton has approximately 68,479 workers living within its borders who work across 13 major industrial sectors. The most prevalent industry is Education & Social Services with 15,309 employees (22.4% of total) and the second most prevalent industry is Manufacturing with 8,928 employees (13% of total).



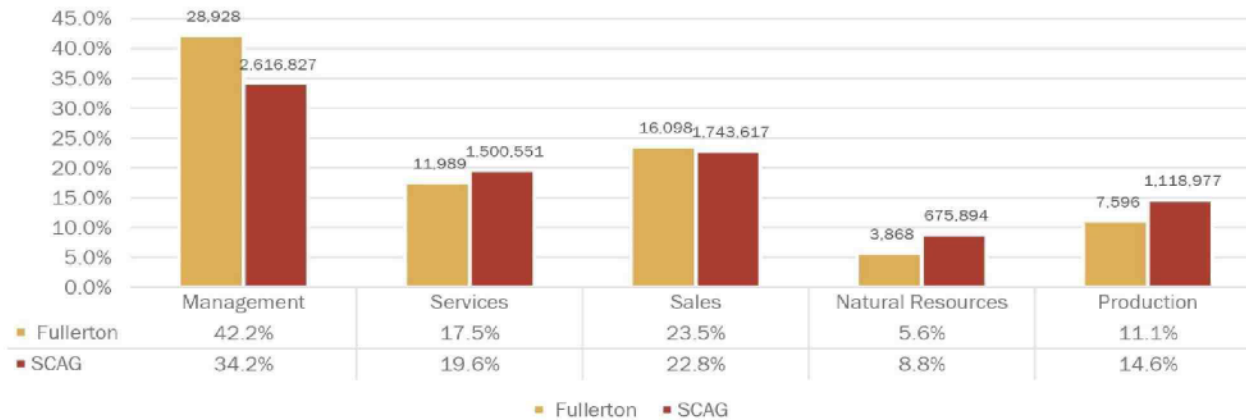
**Figure 2-3 Employment by Industry – Fullerton**



American Community Survey 2014-2018 5-year estimates using groupings of 2-digit NAICS codes.

Occupational data for Fullerton residents as compared to the SCAG region as a whole are shown in Figure 2-4. The most prevalent occupation in both Fullerton and the region is Management.

**Figure 2-4 Employment by Occupation – Fullerton vs. SCAG Region**



American Community Survey 2014-2018 5-year estimates using groupings of SOC codes.

### 2.2.3 Household Characteristics

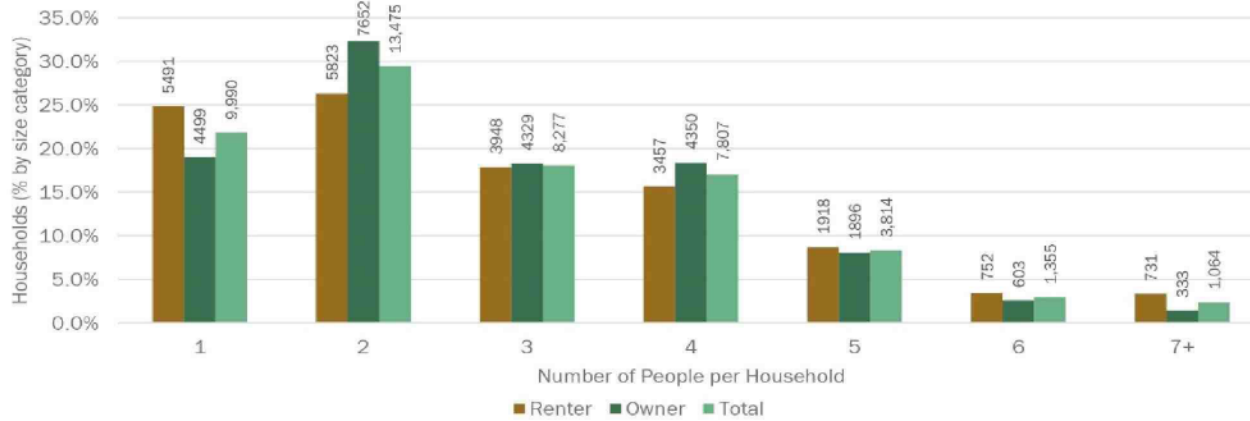
This section describes Fullerton's household characteristics. Household characteristics are important indicators of the type and size of housing needed in a city. The U.S. Census Bureau defines a household as all persons living in a single housing unit, whether or not they are related. One person living alone is considered a household, as is a group of unrelated people living in a single housing unit. Persons in group quarters, such as dormitories, retirement or convalescent homes, or other group living situations are included in population totals but are not considered households. The U.S. Census Bureau defines a family as related persons living within a single housing unit.



## 1. Household Size

Figure 2-5 illustrates the range of household sizes in Fullerton for owners, renters, and overall. The most commonly occurring household size is of two people (29.4%) and the second-most commonly occurring household is of one person (21.8%). Fullerton has a lower share of single-person households than the SCAG region overall (21.8% vs. 23.4%) and a lower share of 7+ person households than the SCAG region overall (2.3% vs. 3.1%). The average household size in Fullerton (as expressed by the population to housing unit ratio) is 2.91.

**Figure 2-5 Household Size by Tenure – Fullerton**



American Community Survey 2014-2018 5-year estimates.

## 2. Household Income

Household income is a primary factor affecting housing needs in a community, particularly for extremely-low-income (ELI) households, defined as 30% of median income or less. According to 2012-2016 U.S. Department of Housing and Urban Development (HUD) estimates, approximately 19.6% of households in Fullerton were within the ELI category (8,815 households), and renters were much more likely than owners to fall within the ELI category (Figure 2-6). Black and Hispanic households were more likely to be classified as ELI households than White and Asian households. According to the 2019 ACS estimates, the median household income in Fullerton was \$79,978, less than the average for Orange County (\$90,234), but higher than the SCAG average (\$70,733).



**Figure 2-6 Extremely-Low Income Households by Race/Ethnicity and Tenure – Fullerton**

	Total Households	Households below 30% HAMFI	Share below 30% HAMFI
White, non-Hispanic	20,005	3,305	16.5%
Black, non-Hispanic	1,448	344	23.8%
Asian and other, non-Hispanic	11,710	2,350	20.1%
Hispanic	11,890	2,835	23.8%
<b>TOTAL</b>	<b>45,053</b>	<b>8,834</b>	<b>19.6%</b>
Renter-occupied	21,775	6,570	30.2%
Owner-occupied	23,285	2,245	9.6%
<b>TOTAL</b>	<b>45,060</b>	<b>8,815</b>	<b>19.6%</b>

HUD CHAS, 2012-2016. HAMFI refers to Housing Urban Development Area Median Family Income.

### 3. Resources for Extremely Low income Households

There are approximately 1,571 affordable housing units in Fullerton. There are no public housing units owned by the City, County, State, or Federal government in Fullerton. Affordable housing opportunities for ELI households can be expanded for households through the Orange County Housing Authority (OCHA) Housing Choice Voucher (HCV) program. As of January 2022, OCHA administers approximately 375 HCVs to Fullerton residents.<sup>1</sup> There are a total of 1,946 households served by affordable housing units and HCVs, which has met the housing needs of less than one quarter of the city’s 8,815 ELI renter households.

## 2.2.4 Housing Inventory & Market Conditions

This section describes the housing stock and market conditions in the City of Fullerton.

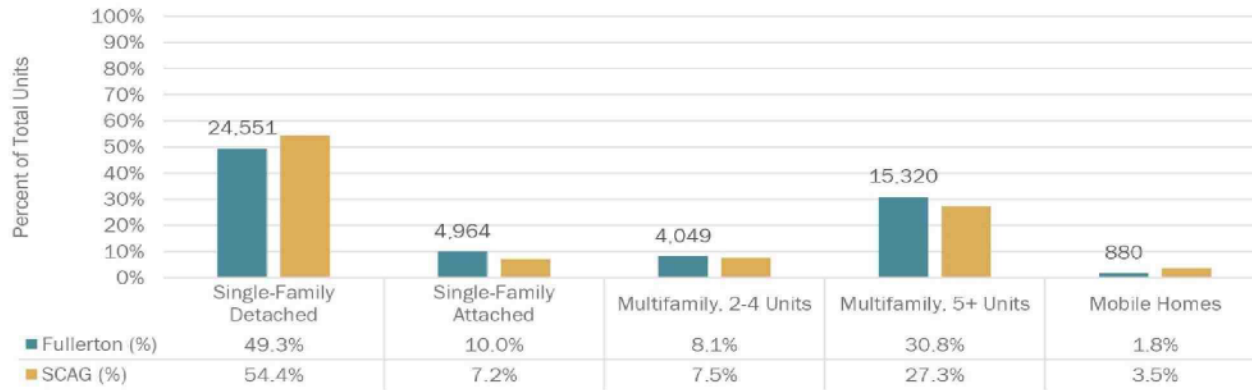
### 1. Housing Type and Vacancy

According to recent estimates from the California Department of Finance (DOF), the most prevalent housing type in Fullerton is single-family detached with 24,551 units (Figure 2-7). The share of all single-family units in Fullerton is approximately 59%, which is lower than the 62% share in the SCAG region as a whole. Out of the total housing units in Fullerton, there are 47,369 occupied units, which equates to a 4.8% total vacancy rate.

<sup>1</sup>



**Figure 2-7 Housing by Type – Fullerton vs. SCAG Region**

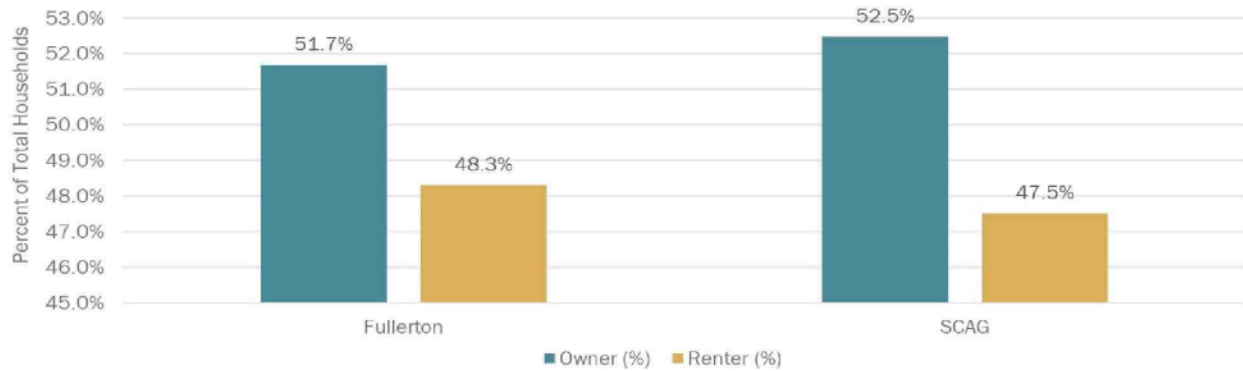


CA DOF E-5 Population and Housing Unit Estimates

## 2. Tenure

Approximately 52% of Fullerton’s housing units were owner-occupied and 48% were renter-occupied according to recent Census estimates (Figure 2-8). This represents a slightly lower owner-occupancy rate than for the SCAG region as a whole.

**Figure 2-8 Housing Tenure – Fullerton vs. SCAG Region**



American Community Survey 2014-2018 5-year estimates.

According to the 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) ACS estimates, a higher percentage of lower income households are renters (73%) compared to moderate- and above moderate income households (27%), as shown in Table 2-1.



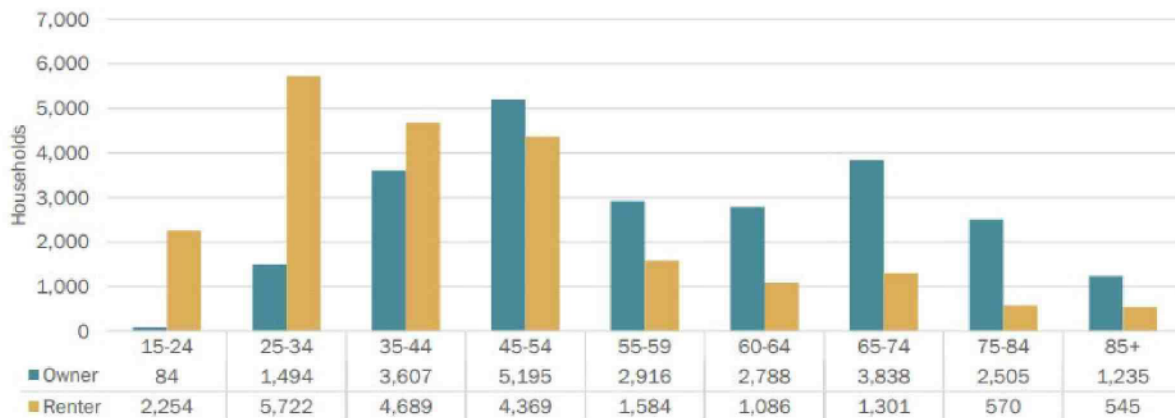
**Table 2-1 Housing Tenure by Household Income – Fullerton**

Income Level	Owner Households		Renter Households		Total Households	
Lower income	9,060	38%	15,940	73%	25,000	55%
<= 30% AMI	2,595	11%	6,200	28%	8,795	19%
>30% to <=50% AMI	2,245	9%	4,380	20%	6,625	14%
>50% to <=80% AMI	4,220	18%	5,360	24%	9,580	21%
Moderate- and Above Moderate income	14,855	62%	5,955	27%	20,810	45%
>80% to <=100% AMI	3,000	13%	2,250	10%	5,250	11%
>100% AMI	11,855	50%	3,705	17%	15,560	34%
<b>Total</b>	<b>23,915</b>		<b>21,900</b>		<b>45,815</b>	

Source: HUD CHAS Data, 2015-2019 ACS. <https://www.huduser.gov/portal/datasets/cp.html>

As shown in Figure 2-9, home ownership is correlated with age, with residents under age 45 more likely to be renters.

**Figure 2-9 Housing Tenure by Age of Householder – Fullerton**



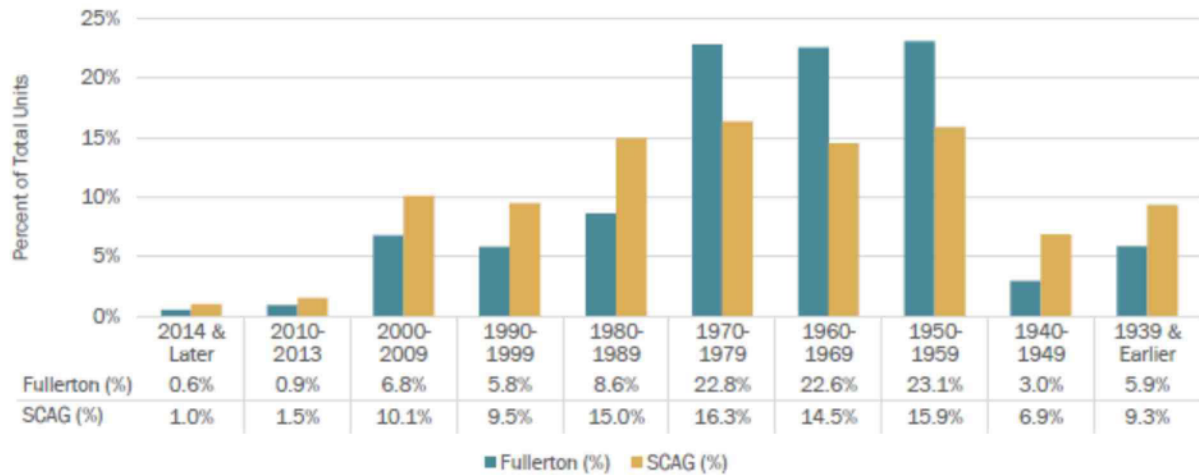
American Community Survey 2014-2018 5-year estimates.

### 3. Age of Housing Stock

The age of a housing unit is often an indicator of housing conditions. In general, housing that is 30 years or older may exhibit need for repairs based on the useful life of materials. Housing units built before 1970 are the most likely to need rehabilitation and to have lead-based paint in deteriorated condition. Lead-based paint becomes hazardous to children under age six and to pregnant women when it peels off walls or is pulverized by windows and doors opening and closing. Additionally, older units may not be built to current building standards for fire and earthquake safety. Over half of Fullerton's housing units were constructed prior to 1970 and are now more than 50 years old (Figure 2-10).



**Figure 2-10 Housing Units by Year Built – Fullerton vs. SCAG Region**



*American Community Survey 2014-2018 5-year estimates.*

#### 4. Housing Conditions

The Census Tracts shown in Table 2-2 have been identified as areas of concern since they exhibit physical deterioration where immediate action is necessary to arrest deterioration by making permanent improvements. These are all 65-100% low/moderate income areas and will be priority areas for the CDBG Code Enforcement Officer (CEO) over a three- to four-year program where the Housing and Rehabilitation programs are promoted to residents in these areas.

In an effort to revitalize these neighborhoods, this program is expected to inspect an estimated 1,505 dilapidated structures and potentially 4,300 housing rental units over a three- to four-year period. The City will promote supportive services via housing rehabilitation programs and by ensuring landlords who maintain properties in substandard conditions are held accountable. This program's goal is to revitalize these low/moderate income neighborhoods and all areas that will benefit from rehabilitation services.



**Table 2-2 Estimated Substandard Housing Units by Area – Fullerton**

Tract	Location					Housing Units	Low to Mod %
	Area	West Boundary	East Boundary	North Boundary	South Boundary		
18.011	Pritchard/Airport NW Area	Dale St	Gilbert St/ Magnolia Ave	Railroad/ Artesia Ave	Commonwealth Ave/ Valencia Dr	658	<b>75%</b>
18.012	Southwest Valencia Franklin	Dale St	Magnolia Ave	Valencia Dr	Fullerton Creek	399	<b>79%</b>
18.024	Iris Court	City Limits	Gilbert St	Orangethorpe Ave	Roberta Ave	220	<b>95%</b>
18.025	Peckham/Roberta	Gilbert St/ Peckham St	City Limits	Orangethorpe Ave	City Limits	589	<b>85%</b>
111.023	Woodcrest/Baker	Euclid St	Richman Ave	Orangethorpe Ave	City Limits	542	<b>77%</b>
116.011	Truslow/Rosslynn	Highland Ave	Harbor Blvd	Truslow Ave	Rosslynn Ave	315	<b>77%</b>
116.012	Rosslyn/ Orangethorpe	Highland Ave	Harbor Blvd	Rosslynn Ave	Orangethorpe Ave	550	<b>91%</b>
116.014	Woodcrest	Richman Ave	Highland Ave	Baker Ave	City Limits	352	<b>81%</b>
116.015	Palm Gardens Tract	Richman Ave	Highland Ave	Orangethorpe Ave	Baker Ave	258	<b>100%</b>
116.016	Valencia/Richman	Richman Ave	Highland Ave	Truslow	Orangethorpe Ave	476	<b>83%</b>
116.022	Maple/Truslow/ Patterson	Harbor Blvd	Railroad (OCTA)	Walnut Ave/Railroad	City Limits	76	<b>65%</b>
117.115	GEMs	Placentia Ave	Sapphire Rd/ Cameo Ln	Topaz Ln	Cameo Ln Alley	415	<b>95%</b>

## 5. Housing Costs and Affordability

This section evaluates housing cost and affordability in Fullerton.

### Affordability Criteria

State law establishes five income categories for purposes of housing programs based on the area (i.e., county) median income (AMI): extremely-low (30% or less of AMI), very-low (31-50% of AMI), low (51-80% of AMI), moderate (81-120% of AMI) and above moderate (over 120% of AMI). Housing affordability is based on the relationship between household income and housing expenses. According to the U.S. Department of Housing and Urban Development (HUD) and the California Department of Housing and Community Development (HCD), housing is considered “affordable” if monthly housing cost is no more than 30% of a household’s gross income. In some areas such as Orange County, these income limits may be increased to adjust for high housing costs.



Based on state-adopted standards published in 2021, the maximum affordable monthly rent (including utilities) for ELI households is \$1,009, while the maximum affordable rent for very-low income households is \$1,681. The maximum affordable rent for low income households is \$2,689, while the maximum for moderate income households is \$3,201. Income limits are updated annually by HCD.

Maximum purchase prices are more difficult to determine due to variations in mortgage interest rates, qualifying procedures, down payments, special tax assessments, homeowner association fees, property insurance rates, etc. With this caveat, the maximum home purchase prices by income category shown in Table 2-3 have been estimated based on typical conditions.

**Table 2-3 Affordable Housing Costs – Orange County**

2021 County Median Income = \$106,700	Annual Income Limits	Affordable Monthly Rent	Affordable Price (est.)
Extremely Low (<30%)	\$40,350	\$1,009	*
Very Low (31-50%)	\$67,250	\$1,681	*
Low (51-80%)	\$107,550	\$2,689	*
Moderate (81-120%)	\$128,050	\$3,201	\$500,000
Above moderate (120%+)	Over \$128,050	Over \$3,201	Over \$500,000

Assumptions: Based on a family of 4 and 2021 State income limits; 30% of gross income for rent or principal, interest, taxes & insurance; 5% down payment, 4% interest, 1.25% taxes & insurance, \$350 HOA dues

Note: \*For-sale affordable housing is typically at the moderate income level

Source: Cal. HCD; JHD Planning LLC

### Home Prices

Between 2000 and 2018, median home sales prices in Fullerton increased 172% while prices in the SCAG region increased 151%. 2018 median home sales prices in Fullerton were \$625,000 and the highest experienced since 2000 was \$625,000 in 2018. Prices in Fullerton have ranged from a low of 102.5% of the SCAG region median in 2007 and a high of 123.2% in 2010 (Figure 2-11).

**Figure 2-11 Median Existing Home Sales Prices – Fullerton vs. SCAG Region**

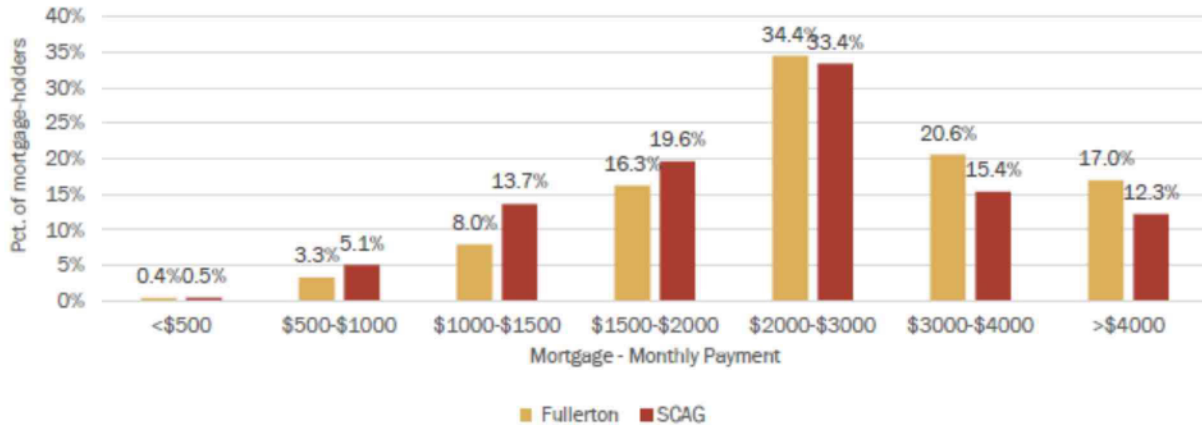


SCAG Local Profiles, Core Logic/Data Quick. SCAG median home sales price calculated as household-weighted average of county medians.



As seen in Figure 2-12, the most common monthly housing cost for mortgage holders in Fullerton and the region as a whole is \$2,000-\$3,000.

**Figure 2-12 Monthly Owner Costs for Mortgage Holders – Fullerton vs. SCAG Region**



American Community Survey 2014-2018 5-year estimates.

### Rental Costs

According to 2017-2021 ACS estimates, the median monthly rent in Fullerton is \$1,818, lower than the Orange County median rent of \$2,057. Most residents who rent (76.3%) pay between \$1,000 and \$2,500 per month (Table 2-4).

**Table 2-4 Contract Rents for Renter-Occupied Units**

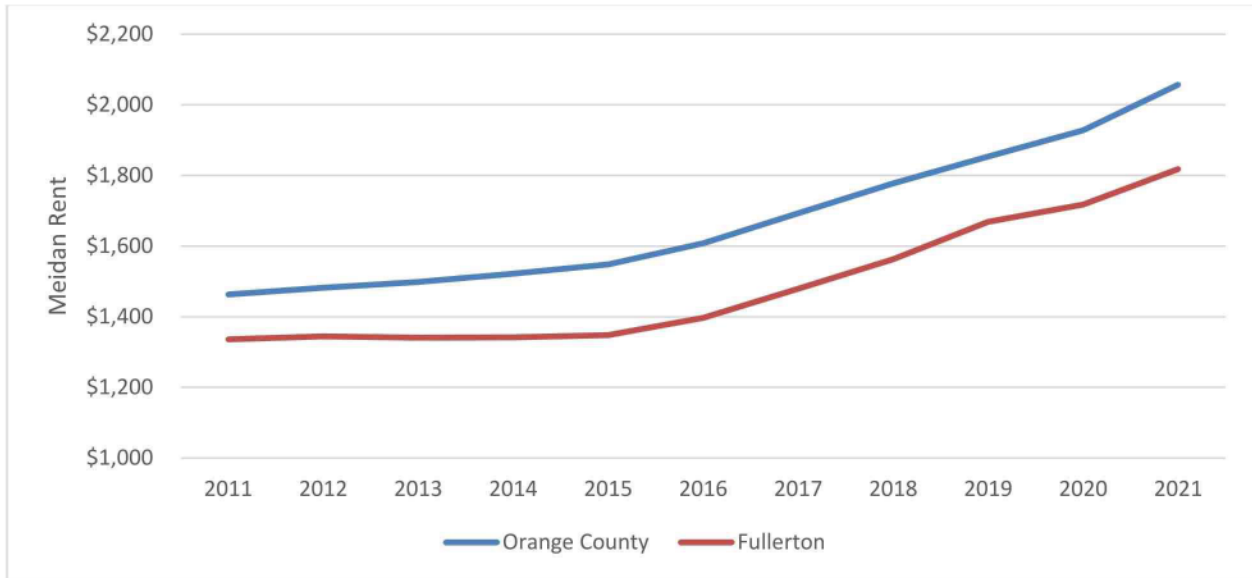
	Rent Less than \$500	Rent \$500 to \$999	Rent \$1,000 to \$1,499	Rent \$1,500 to 1,999	Rent \$2,000 to \$2,499	Rent \$2,500 to \$2,999	Rent \$3,000 or more
Fullerton	1.8%	3.7%	19.4%	39.4%	17.5%	9.0%	9.2%
Orange County	2.7%	3.3%	13.5%	27.7%	25.1%	13.5%	14.3%

Source: U.S. Census Bureau, American Community Survey 5-Year Data (2017-2021), Table DP04

Median rent has increased by 36% over the past 10 years (Figure 2-13). Most of the increase in rent has occurred since 2016, as rent costs were relatively stable between 2011 and 2015. These trends closely match rent increases in Orange County, which has seen similar increases in rent over the past 10 years.



**Figure 2-13 Median Contract Rent**



Zumper is an online tool that compiles rent price data to identify average rent prices at the local, regional, and national levels. According to Zumper, the median rent in Fullerton is higher than ACS estimates (Table 2-5). The median rent for a one bedroom apartment in Fullerton is \$2,137 and for a two bedroom apartment is \$2,698.

**Table 2-5 Median Rent by Number of Bedrooms, January 2023**

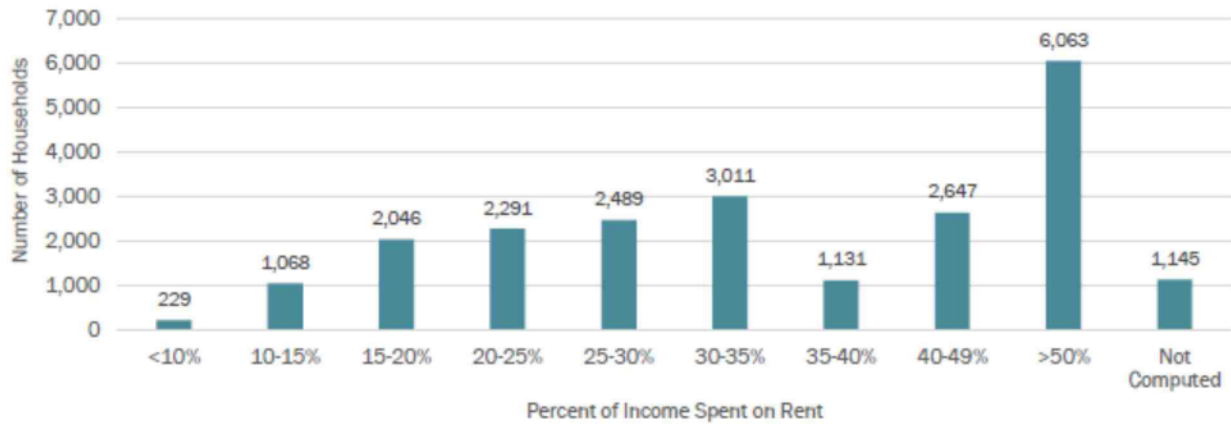
Number of Bedrooms	Median Rent
Studio	\$1,983
1 Bedroom	\$2,137
2 Bedroom	\$2,698
3 Bedroom	\$3,500
4 Bedroom	\$4,000

Source: Zumper, 2023.

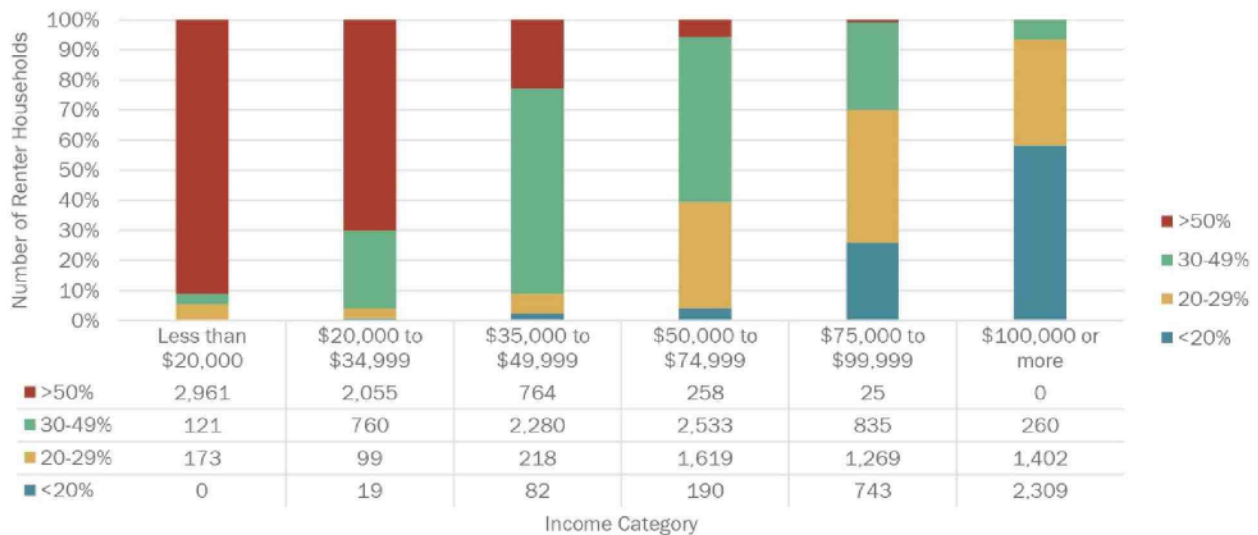
Among Fullerton's 22,120 renter households, 12,852 (58%) spend 30% or more of gross income on housing cost, compared to 55% in the SCAG region. Additionally, 6,063 renter households in Fullerton (27%) spend 50% or more of gross income on housing cost, compared to 29% in the SCAG region (Figure 2-14).



**Figure 2-14 Percentage of Income Spent on Rent – Fullerton**



**Figure 2-15 Spending on Rent by Income – Fullerton**



American Community Survey 2014-2018 5-year estimates.

## 2.3 Housing Needs

This section provides an overview of existing housing needs in Fullerton. It focuses on four categories:

- Housing need resulting from households overpaying for housing;
- Housing need resulting from overcrowding;
- Housing need resulting from population growth and demolition or conversion of existing housing;
- Housing needs of special needs groups such as elderly persons, large households, persons with disabilities, female-headed households, homeless persons, farm workers, persons in need of emergency shelter, and students.



### 2.3.1 Households Overpaying for Housing

Overpayment is defined as households paying more than 30% of their gross income on housing related expenses. This includes rent or mortgage payments and utilities. High housing costs can cause households to spend a disproportionate percentage of their income on housing. This may result in rent or repayment problems, deferred maintenance, or overcrowding.

Generally, as household income increases, rates of overpayment decrease. Additionally, among lower income households, renters are more likely to overpay for housing but among moderate- and above-moderate income households, owners are more likely to overpay for housing. According to recent CHAS data (Table 2-6) households with ELI and very low income (VLI) households experiencing the highest rates of overpayment. Approximately 84.0% of ELI renter households and 70.3% of ELI owner households pay over 30% of their income on housing, while 86.3% of VLI renter households and 52.8% of VLI owner households pay over 30% of their income on housing.

Table 2-6 Overpayment by Income Category and Tenure – Fullerton Income Level	Renter			Owner		
	Cost Burden	Severe Cost Burden	Total	Cost Burden	Severe Cost Burden	Total
Lower income	11,405 (71.5%)	5,650 (35.4%)	15,940	4,880 (53.9%)	2,580 (28.5%)	9,060
<= 30% AMI	5,210 (84.0%)	4,505 (72.7%)	6,200	1,825 (70.3%)	1,440 (55.5%)	2,595
>30% to <=50% AMI	3,780 (86.3%)	1,045 (23.9%)	4,380	1,185 (52.8%)	670 (29.8%)	2,245
>50% to <=80% AMI	2,415 (45.1%)	100 (1.9%)	5,360	1,870 (44.3%)	470 (11.1%)	4,220
Moderate- and Above Moderate income	470 (7.9%)	35 (0.6%)	5,955	2,190 (14.7%)	275 (1.9%)	14,855
>80% to <=100% AMI	440 (19.6%)	35 (1.6%)	2,250	955 (31.8%)	180 (6.0%)	3,000
>100% AMI	30 (0.8%)	0 (0.0%)	3,705	1,235 (10.4%)	95 (0.8%)	11,855
<b>Total</b>	<b>11,875</b>	<b>5,685</b>	<b>21,900</b>	<b>7,070</b>	<b>2,855</b>	<b>23,915</b>

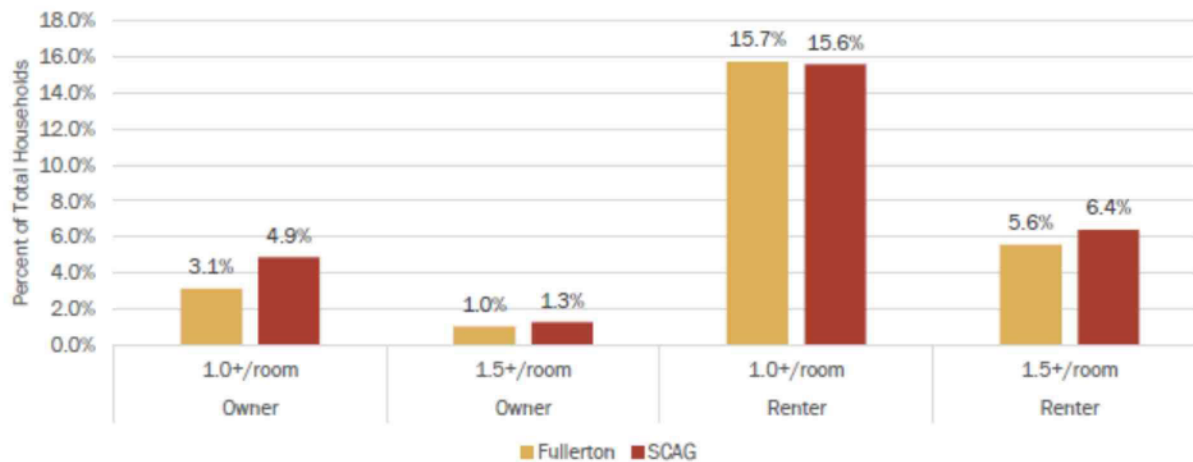
### 2.3.2 Source: HUD CHAS Data, 2015-2019 ACS. <https://www.huduser.gov/portal/datasets/cp.html> Overcrowding

Overcrowding is defined as having more than one person per room (excluding bathrooms, kitchen, hallway, and closet space). Severe overcrowding occurs when there are more than 1.5 occupants per room. Overcrowding can affect public facilities and services, reduce the quality of the physical environment, and create conditions that contribute to deterioration of the housing stock.

According to recent Census estimates, 742 owner-occupied and 3,476 renter-occupied households in Fullerton had more than 1.0 occupants per room, and 248 owner-occupied households and 1,233 renter-occupied households had more than 1.5 occupants per room.



**Figure 2-16 Overcrowding by Tenure – Fullerton vs. SCAG Region**



*American Community Survey 2014-2018 5-year estimates.*

### 2.3.3 Special Needs Groups

Certain segments of the population have more difficulty in finding decent, affordable housing due to special needs. This section identifies the needs of elderly persons, large households, female-headed households, persons with disabilities, homeless persons, and farmworkers.

#### 1. Elderly Persons

Federal housing data define a household type as 'elderly family' if it consists of two persons with either or both age 62 or over. Of Fullerton's 9,835 such households, 25.4% earn less than 30% of the surrounding area income, (compared to 24.2% in the SCAG region), 41.2% earn less than 50% of the surrounding area income (compared to 30.9% in the SCAG region).

Elderly persons are considered a special needs group because they are more likely to have fixed incomes and often have special needs related to housing location and construction. Because of limited mobility, elderly persons typically need to have access to public facilities (e.g., medical and shopping) and public transit. In terms of housing construction, elderly persons may need ramps, handrails, elevators, lower cabinets and counters, and special security devices to allow for greater self-protection.



**Figure 2-17 Elderly Households by Income and Tenure – Fullerton**

		Owner	Renter	Total	Percent of Total Elderly Households:
Income category, relative to surrounding area:	< 30% HAMFI	1,385	1,110	2,495	25.4%
	30-50% HAMFI	1,190	370	1,560	15.9%
	50-80% HAMFI	1,525	440	1,965	20.0%
	80-100% HAMFI	605	235	840	8.5%
	> 100% HAMFI	2,720	255	2,975	30.2%
<b>TOTAL</b>		<b>7,425</b>	<b>2,410</b>	<b>9,835</b>	

*HUD CHAS, 2012-2016. HAMFI refers to Housing Urban Development Area Median Family Income.*

There are a number of senior housing developments within Fullerton, and four developments are specifically intended to serve lower income senior households:

- Amerige Villa Apartments (100 1-bedroom units, extremely-low income)
- Fullerton Villa (196 beds, assisted living)
- Klimpel Manor (59 1-bedroom units, households earning less than 45 % of the median income)
- Ventana (94 very-low- and low income units)

Fullerton also has many assisted and independent living facilities which provide both housing and services to seniors. To further encourage the development of senior housing, the City has included a policy action in the Housing Policy Plan.

## 2. Large Households

Large households are defined as having five or more persons living within the same household. Large households are considered a special needs group because they require larger units with more bedrooms than do smaller households. According to 2017-2021 ACS estimates, there were 10,587 households in Fullerton with at least five persons, representing approximately 23 % of the total households in the City. Approximately 13% of owner households and 16% of renter households had 5 or more persons, as shown in Figure 2-5.

According to 2017-2021 ACS estimates, there are 11,655 housing units with four or more bedrooms, equal to approximately 24% of the housing stock (Figure 2-18). In addition, the number of housing units with four or more bedrooms has increased incrementally over the past decade, while the number of housing units with three or fewer bedrooms has fluctuated. Although the number of housing units with four or more bedrooms (11,655 units) is greater than the number of households that have five or more persons (10,587 households), the high percentage of overcrowded renter households (15.7%) indicates there may be an insufficient number of affordable rental units in a range of sizes to accommodate lower-income large households.



**Figure 2-18 Housing Units by Number of Bedrooms**



Source: American Community Survey, 2017-2021, 2011-2017, 2007-2011 Estimates, Table B25014

As discussed in Section 2.3.2 Overcrowding, 15.7% of renter households in Fullerton are overcrowded, indicating there are insufficient housing units to accommodate the city’s large households. The needs of large households can be addressed through programs that provide financial assistance to enable them to afford large enough units to accommodate their needs, such as Section 8 rental assistance program, and financial assistance to affordable housing developments such as the Low Income Housing Tax Credit program.

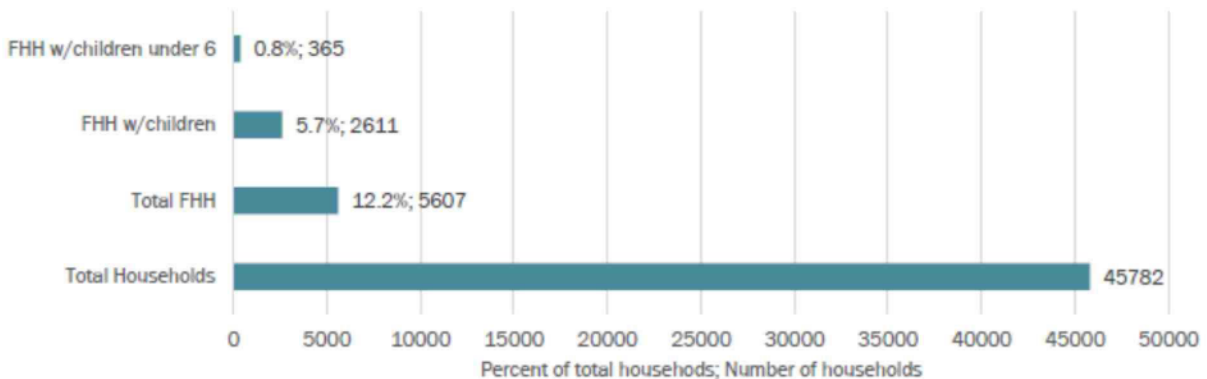
The 5<sup>th</sup> cycle Housing Element included a policy action to encourage the development of housing for large families through strategies such as outreach to housing developers, financial and technical assistance, expedited processing, identifying grant and funding opportunities, and offering additional incentives beyond the density bonus provisions (Policy Action 1.6). According to the City’s Annual Progress Reports, the City has worked to implement Policy Action 1.6 by supporting the development of larger housing units. Since 2018, 12 homebuyer units and 16 rental units with three-bedrooms have been constructed. These units are appropriate for large families. In 2021, the City entered into an exclusive negotiation agreement with non-profit developer Meta Housing to build an affordable housing project with 62 housing units, many of which are proposed to be designed as family units. While three-bedroom units are accommodating to families, households with five or more people could still be considered overcrowded in a three-bedroom unit, indicating the city has a continued need for housing units with four or more bedrooms.



### 3. Female-Headed Households

Female-headed households are a special needs group due to comparatively low rates of homeownership, lower incomes, and higher poverty rates experienced by this group. According to recent Census data (Figure 2-19), of Fullerton's 45,782 total households, approximately 12% are female-headed (compared to 14% in the SCAG region), 6% are female-headed and with children (compared to 7% in the SCAG region), and 0.8% are female-headed and with children under 6 (compared to 1% in the SCAG region). The needs of female-headed households can be addressed through programs that provide financial assistance to enable them to afford large enough units to accommodate their needs, such as Section 8 rental assistance program, and financial assistance to affordable housing developments such as the Low Income Housing Tax Credit program.

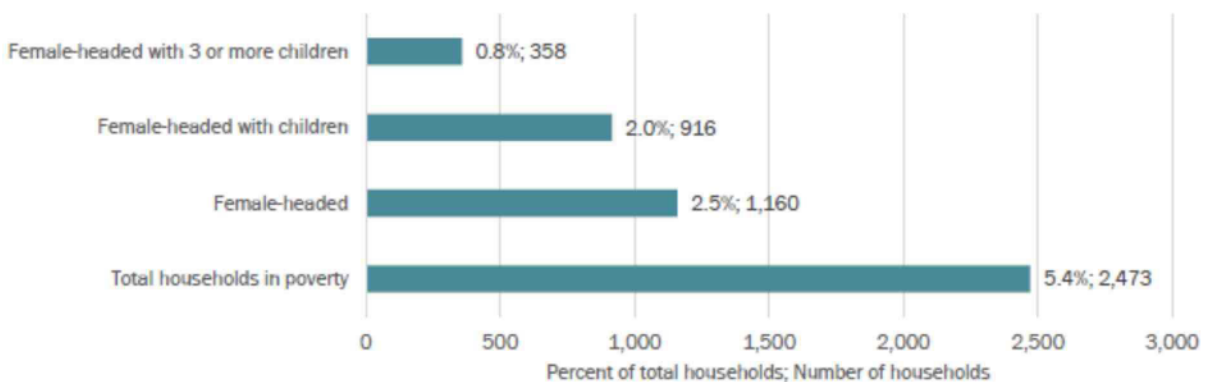
**Figure 2-19 Female-Headed Households – Fullerton**



*American Community Survey 2014-2018 5-year estimates.*

Approximately 5% of Fullerton's households are experiencing poverty, compared to 8% of households in the SCAG region. Nearly half of Fullerton households that are below the poverty line are female-headed households (Figure 2-20).

**Figure 2-20 Poverty Status for Female-Headed Households – Fullerton**



*American Community Survey 2014-2018 5-year estimates.*

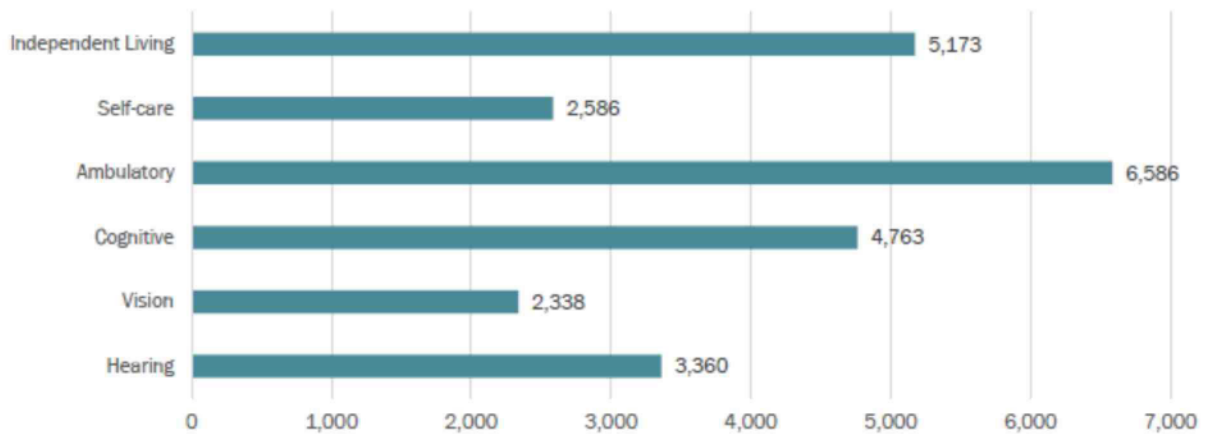


#### 4. Persons with Disabilities

Access and affordability are the two major housing needs for persons with disabilities. Access, both within the home and to/from the site, is important for persons with disabilities. This often requires specially designed dwelling units. Additionally, housing near public facilities and public transit is important for this special needs group.

According to recent ACS estimates (Figure 2-21), the most commonly occurring disability among Fullerton residents was ambulatory. Approximately 42% of Fullerton residents with a disability were in the labor force (Figure 2-22). Housing opportunities for those with disabilities can be maximized through housing assistance programs, supportive housing and residential care facilities, and providing universal design features such as widened doorways, ramps, lowered countertops, single-level units and ground floor units.

**Figure 2-21 Disability by Type – Fullerton**



*American Community Survey 2014-2018 5-year estimates.*

**Figure 2-22 Disability by Employment Status – Fullerton**

	With a Disability	Percent of Total	No Disability	Percent of Total
Employed	2,248	36%	62,679	74%
Unemployed	399	6%	4,488	5%
Not in Labor Force	3,663	58%	17,447	21%
<b>TOTAL</b>	<b>6,310</b>		<b>84,614</b>	

*American Community Survey 2014-2018 5-year estimates.*

The City provides Handicap Modification Grants to qualified households to offset the cost remodeling their existing homes to accommodate household members with disabilities. Other monetary resources include Section 8 vouchers and other public assistance.



There are two income-restricted housing developments serving persons with disabilities in the City. Casa Maria Del Rio is a 25-unit rental housing complex for very-low income households with disabilities which was developed by the Rehabilitation Institute of Orange County. It was completed in 1997 and will remain affordable until 2096. In addition, the Harbor View Terrace Apartments provide assistance to 25 very-low income persons with severe brain injuries.

### Developmentally Disabled

As defined by federal law, “developmental disability” means a severe, chronic disability of an individual that:

- Is attributable to a mental or physical impairment or combination of mental and physical impairments;
- Is manifested before the individual attains age 22;
- Is likely to continue indefinitely;
- Results in substantial functional limitations in three or more of the following areas of major life activity: a) self-care; b) receptive and expressive language; c) learning; d) mobility; e) self-direction; f) capacity for independent living; or g) economic self-sufficiency;
- Reflects the individual’s need for a combination and sequence of special, interdisciplinary, or generic services, individualized supports, or other forms of assistance that are of lifelong or extended duration and are individually planned and coordinated.

The Census does not record developmental disabilities. According to the U.S. Administration on Developmental Disabilities, an accepted estimate of the percentage of the population that can be defined as developmentally disabled is 1.5%. Many developmentally disabled persons can live and work independently within a conventional housing environment. More severely disabled individuals require a group living environment where supervision is provided. The most severely affected individuals may require an institutional environment where medical attention and physical therapy are provided. Because developmental disabilities exist before adulthood, the first issue in supportive housing for the developmentally disabled is the transition from the person’s living situation as a child to an appropriate level of independence as an adult.

The State Department of Developmental Services (DDS) currently provides community-based services to persons with developmental disabilities and their families through a statewide system of 21 regional centers, four developmental centers, and two community-based facilities. The Regional Center of Orange County (RCOC) is one of 21 regional centers in the State of California that provides point of entry to services for people with developmental disabilities. The RCOC is a private, non-profit community agency that contracts with local businesses to offer a wide range of services to individuals with developmental disabilities and their families.

Any resident of Orange County who has a developmental disability that originated before age 18 is eligible for services. Services are offered to people with developmental disabilities based on Individual Program Plans and may include: adult day programs; advocacy; assessment/consultation; behavior management programs; diagnosis and evaluation; independent living services; infant development programs; information and referrals; mobility training; prenatal diagnosis; residential care; respite care; physical and occupational therapy; transportation; consumer, family vendor training; and vocational training. RCOC also



coordinates the State-mandated Early Start program, which provides services for children under age three who have or are at substantial risk of having a developmental disability. Recent data regarding developmental disabilities for Fullerton residents is shown in Figure 2-23.

**Figure 2-23 Developmental Disabilities – Fullerton**

	Fullerton
<b>By Residence:</b> Home of Parent/Family/Guardian	767
Independent/Supported Living	57
Community Care Facility	73
Intermediate Care Facility	15
Foster/Family Home	15
Other	15
<b>By Age:</b> 0 - 17 Years	942
18+ Years	448
<b>TOTAL</b>	<b>2332</b>

*CA DDS consumer count by CA ZIP, age group and residence type for the end of June 2019. Data available in 161/197 SCAG jurisdictions.*

The mission of the Dayle McIntosh Center is to advance the empowerment, equality, integration and full participation of people with disabilities in the community. The Center is not a residential program, but instead promotes the full integration of disabled persons into the community. Dayle McIntosh Center is a consumer-driven organization serving all disabilities. Its staff and board are composed of over 50% of people with disabilities. Its two offices service over 500,000 people in Orange County and surrounding areas with disabilities. The Center’s main office is located in Garden Grove, approximately 7 miles south of Fullerton.

### 5. Extremely Low income Residents

Extremely low income households are defined by HCD as households with income less than 30% of AMI. The 2022 AMI in Orange County for a family of four is \$119,100. For ELI households, this translates to an annual income of \$29,500 or less. Households with ELI residents have a variety of housing situations and needs. For example, most families and individuals receiving public assistance, such as social security insurance (SSI) or disability insurance are considered ELI households.

As referenced in Section 2.2.3, Household Characteristics, approximately 19.6% of households (8,815 households) are ELI households in Fullerton. The proportion of ELI households in Fullerton is slightly higher than in Orange County, where 15.6% of households are ELI households. Almost three fourths of (74.5%) of ELI households in the city are renters (6,570 households), compared to 25.6% that are owner households (2,245 households). Approximately 48.3% of all households in Fullerton are renters. Therefore, ELI households are more likely than other households in the city to rent their homes.

ELI households often overlap with other groups with special needs. Thirty-five percent of ELI households contain at least one person who is elderly and 29% contain at least one person with a disability.



Additionally, the majority of ELI households experience at least one housing problem (83%), while moderate income households and above-moderate income households experience at least one housing problem.

According to the City's Annual Progress Reports, no subsidized units affordable to ELI households have been built in the city since 2018. In 2021, the City entered into an exclusive negotiation with non-profit developer Meta Housing to build an affordable housing project with a total of 62 units, 19 of which would be affordable to ELI households. The City also created an Emergency Rental Assistance Program and a Tenant-Based Rental Assistance Program in 2020 to assist residents with rental assistance. Although the City's efforts have supported units affordable to ELI households, production of housing units affordable to ELI households falls significantly short of the number needed to accommodate the total number of ELI households in the city (8,815 households). As such, Policy Action 6.4-c and Policy Action 3.7-c were added in the 6<sup>th</sup> cycle Housing Element to provide financial and technical support for non-profit organizations to produce housing units affordable to ELI households.

## 6. Homeless Population and Transitional Housing

Enumeration of the homeless population is difficult because of the transient nature of this population and the existence of the "hidden homeless" or persons that move around in temporary housing situations.

To estimate the number of homeless in the city an analysis of existing studies and estimates was utilized. The County of Orange Housing and Community Services Department undertakes a biannual "Point-in-Time" survey of the homeless population as part of its application for homeless assistance grant funds to HUD. The most recent Point-in-Time survey (May 2022) estimated that there were approximately 202 unsheltered and 70 sheltered homeless persons in Fullerton at the time of the survey, a total of 272 homeless residents<sup>2</sup>. This is an overall decrease of 42% in the number of homeless residents from the previous Point-In-Time survey (473 homeless residents), conducted in 2019. Orange County also experienced an overall decrease in homelessness between the 2019 and 2022 Point-In-Time Surveys, from 2,765 homeless residents to 2,419 (13% decrease).

Of the homeless individuals identified in Orange County during the 2022 Point-In-Time survey, 55% identified as Hispanic/Latino, 11% as Black/African American, five percent as Asian/Pacific Islander, four percent as Native American/Alaska Native, and four percent as multiple races or other. A disproportionate share of homeless residents in Orange County has a disability. Twenty-eight percent of sheltered adults and 15% of unsheltered adults had a physical disability, 28% of sheltered adults and 31% of unsheltered adults had a mental disability, and 20% of sheltered adults and 27% of unsheltered adults experienced substance use issues. The 2022 Point-In-Time survey does not breakdown racial/ethnic characteristics or disability status of homeless individuals in the city of Fullerton.

State law requires that jurisdictions quantify the need for emergency shelter and determine whether existing facilities are adequate to serve the need. An emergency shelter is defined 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 may be denied emergency shelter because of an inability to pay." If adequate existing facilities are not available, the law requires jurisdictions to identify areas where new

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<sup>2</sup> County of Orange, 2022 Point in Time Homeless Report, May 2022. <https://www.ochealthinfo.com/sites/hca/files/2022-05/2022%20PIT%20Data%20Infographic%20-%205.10.2022%20Final.pdf>



facilities are permitted “by-right” (i.e., without requiring discretionary approval such as a use permit). As noted in Chapter 3 the City’s Zoning Code allows emergency shelters in compliance with State law.

There are currently two emergency shelters in Fullerton: one operated by Women’s Transitional Living Center providing 55 year-round emergency beds and the Fullerton Navigation Center, which provides 150 beds. There are also two transitional shelters in Fullerton providing a total of 99 beds for homeless individuals and families. The City assisted in the construction of a 36-unit affordable supportive housing development, completed in 2018, for homeless persons. This development also includes accommodations for those with mental illness, which added 59 beds to the inventory (Table 2-7). The City as part of the North County Service Planning Area entered into a Memorandum of Understanding in 2019 to build and operate two year-round shelters with 250 beds. These shelters were built in Placentia and Buena Park, immediately adjacent to Fullerton. The City also funds emergency services for victims of domestic violence through Lutheran Social Services (approximately 45 victims) and emergency shelter at Bridges at Kraemer Place (200 beds). Based on this information, there is an adequate number of beds available for persons experiencing homelessness in the city.

**Table 2-7 Emergency, Transitional and Supportive Housing Facilities – Fullerton**

Operator	Beds
<b>Emergency Shelters</b>	
WTLC	55 (year-round)
Fullerton Navigation Center	150 (year-round)
<b>Transitional and Supportive Housing</b>	
Pathways of Hope	44
Women’s Transitional Living Center (WTLC)	55
A Community of Friends Supportive Housing	59

Source: City of Fullerton, 2021

In addition to these emergency, transitional and supportive housing facilities, there are two single-room-occupancy (SRO) facilities in Fullerton providing housing to persons at risk of homelessness. The City Lights SRO was constructed downtown in the late 1990s and has continuously provided 137 single room occupancy apartment units since then. Of these, 136 are deed-restricted subsidized units. In 2014 the City approved a conditional use permit for conversion of a former hotel, Hudson Ridge, to a 149-unit SRO with rents limited to 30% or 50% AMI.

## 7. Farm Workers

Farm workers are defined as persons whose primary income is earned through seasonal agricultural work. Recent Census data (Figure 2-24) reported that between 158 and 222 persons in Fullerton were employed in agriculture or related industries and occupations such as forestry, fishing, hunting and mining.

While there are no large-scale agricultural operations in Fullerton, Orange County has a long history of agriculture. According to the United States Department of Agriculture, Orange County had a total of 1,772 farmworkers in 2017, of which 666 (3%) were seasonal. Approximately 340 farmworkers (19%) were migrant workers.



Most farmworkers in the county (86%) work at an agricultural operation with 10 or more workers. According to the Orange County 2021-2029 Cycle Housing Element, the county’s farmland has significantly decreased over recent decades; however, major agricultural production facilities still exist on the Irvine Ranch (approximately 15 miles from Fullerton) and Rancho Mission Viejo (approximately 30 miles from Fullerton). Most of Orange County’s agriculturally zoned land is located east of the cities of Orange and Tustin. Farmworkers employed by agricultural operations in the county may seek housing within Fullerton.

**Figure 2-24 Farmworkers – Fullerton**

**Farmworkers by Occupation:**

Fullerton	Percent of total Fullerton workers:	SCAG Total	
197	0.29%	57,741	Total jobs: Farming, fishing, and forestry occupations
141	0.32%	31,521	Full-time, year-round jobs: Farming, fishing, and forestry occupations

**Employment in the Agricultural Industry:**

Fullerton	Percent of total Fullerton workers:	SCAG Total	
158	0.23%	73,778	Total in agriculture, forestry, fishing, and hunting
222	0.50%	44,979	Full-time, year-round in agriculture, forestry, fishing, and hunting

*American Community Survey 2014-2018 5-year estimates using groupings of NAICS and SOC codes.*

**8. College and University Students**

College and university students have special housing needs, as they are generally on a limited income, may only work part time, and often earn lower incomes. In addition, college and university students largely consist of renters and can significantly affect the local rental market. Areas in close proximity to higher education schools often experience lower vacancy rates and higher turnover. There are nine colleges and universities in the city of Fullerton, including California State University, Fullerton (CSUF) and Fullerton College.

In 2022, CSUF had a student enrollment of 40,386 students, 32,814 of which were full-time equivalent students. Approximately 1,062 students live in on-site residence halls and 800 apartment style student quarter units.

In 2020, Fullerton College had a student enrollment of 21,860, including 20,756 college students. Fullerton College is a community college and does not provide on-campus housing.

The Hope Center for College, Community, and Justice at Temple University conducted a survey of 57 community colleges in California. At Fullerton College, 900 students participated in the survey. Sixty-one



percent of respondents were housing insecure in the previous year; and 17% of respondents were homeless in the previous year.<sup>3</sup>

The California State University (CSU) prepared a study focusing on housing security and food security of students across the CSU campuses. According to the study, approximately 11% of CSU students reported experiencing homelessness one or more times in the last 12 months.<sup>4</sup> A CSUF study analyzed the impact of the COVID-19 pandemic on the basic needs (food, housing security, and homelessness) of the CSUF student body. Approximately 8% of students experienced homelessness since the beginning of the pandemic (defined as March 2020) and 50% were housing insecure. The prevalence of homelessness has not changed for most groups of students since the start of the pandemic.

In the 12 months prior to the pandemic, 7% of students reported experiencing homelessness. Students who were Black/African American, mixed race/ethnicity, and who had children less than five years of age had some of the highest rates of homelessness since the pandemic began in March 2020. During the 12 months before the pandemic, Middle Eastern and North African students, who are generally aggregated with non-Hispanic White students, experienced high rates of homelessness.<sup>5</sup> Preservation of At-Risk Units

California housing element law requires all jurisdictions to include a study of all low-income housing units that may at some future time be lost to the affordable inventory by the expiration of some type of affordability restrictions. The planning period for this at-risk housing analysis extends from 2021 through 2029. An analysis of at-risk housing is provided in Appendix H-C.

### 2.3.4 2021-2029 Housing Needs

The Regional Housing Needs Assessment (RHNA) is a key tool for local governments to plan for anticipated growth. The RHNA quantifies the anticipated need for housing during the period from July 2021 to October 2029. Communities then determine how they will address this need through the process of updating the Housing Element of their General Plans.

The current RHNA was adopted by the Southern California Association of Governments (SCAG) in March 2021. The future need for new housing was determined by the forecasted growth in households in a community as well as existing needs due to overpayment and overcrowding. The housing need was adjusted to maintain a desirable level of vacancy to promote housing choice and mobility and to account for units expected to be lost due to demolition, natural disaster, or conversion to non-housing uses. Total housing need was then distributed among four income categories on the basis of the current household income distribution.

After the total housing need was determined for the SCAG region, RHNA allocations to individual jurisdictions were developed by SCAG based on factors established in State law. The distribution of housing need by income category for each jurisdiction was adjusted to avoid an over-concentration of lower income households in any community.

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<sup>3</sup> Fullerton College. 2019. New Partnership Supports Food and Housing Insecure Students. <https://news.fullcoll.edu/new-partnership-supports-food-and-housing-insecure-students/>

<sup>4</sup> The California State University. 2018. Study of Student Basic Needs. [https://www.calstate.edu/impact-of-the-csu/student-success/basic-needs-initiative/Documents/BasicNeedsStudy\\_phaseII\\_withAccessibilityComments.pdf](https://www.calstate.edu/impact-of-the-csu/student-success/basic-needs-initiative/Documents/BasicNeedsStudy_phaseII_withAccessibilityComments.pdf)

<sup>5</sup> Tabashir Z. Nobari, PhD, et al. 2021. The Impact of the Pandemic on CSUF Students' Basic Needs. [http://hhd.fullerton.edu/pubh/\\_resources/pdfs/pandemic%20on%20CSUF%20students%20basic%20needs.pdf](http://hhd.fullerton.edu/pubh/_resources/pdfs/pandemic%20on%20CSUF%20students%20basic%20needs.pdf)



The total additional housing need for the City of Fullerton during the 2021-2029 planning period is 13,209 units. This total is distributed by income category as shown in Table 2-8.

It should be noted that the ELI category is included within the very-low-income category in the adopted RHNA. As provided in Assembly Bill (AB) 2634 of 2006, jurisdictions may determine their extremely-low-income need as one-half the need in the very-low category. A discussion of how the City will accommodate this need is provided in Appendix H-B, Residential Land Resources.

**Table 2-8 2021-2029 Regional Housing Needs Assessment – Fullerton**

	Total	Very-Low-Income	Low-Income	Moderate-Income	Above-Moderate-Income
Housing units	13,209	3,198*	1,989	2,271	5,751

Notes:

\*Regional housing needs allocation for extremely low income units is 1,599 units (50% of the very-low income need).

Source: SCAG, 2021