

IV. Housing Resources

This section describes and analyzes the resources available for development, rehabilitation, and preservation of housing in Gardena. This includes the availability of land resources and the ability to satisfy the City's share of the regional housing need, and financial resources available to support the provision of affordable housing. Energy conservation techniques are also discussed as ways to reduce utility costs.

A. Implementation of 2008-2014 Housing Element Actions to Create Adequate Sites

In the previous 2008-2014 Housing Element, the City identified a shortfall of 404 units to accommodate lower income households relative to the RHNA household income allocation. In order to facilitate affordable housing development and to accommodate lower-income households, the 2008-2014 Housing Element included housing programs to: 1) amend the C-R, R-4 and Mixed-Use Overlay (MU) zones to allow higher maximum residential densities and relax development standards in effect at the time (Housing Program Nos. 10, 17 and 18, respectively); and 2) rezone two sites from R-3 to R-4 (Housing Program No. 19). Also in compliance with the programs identified in the 2008-2014 Housing Element a minimum density of 20 units per acre was instituted for the R-4 zone and those areas in a Specific Plan or Mixed Use Overlay development devoted to residential uses. With the implementation of these programs, the adequate sites programs added capacity for a total of 724 very low-income and low-income units, which exceeds the shortfall of 404 units.

Since this time, the City has taken additional actions to increase housing development capacity beyond that required by the Housing Element. Ordinance No. 1737 eliminated the Specific Plan Overlay (SPO) on the properties on Rosecrans Avenue and replaced that with a Mixed Use Overlay (MU). The MU overlay zone allows for higher densities (up to 30 units per acre) than those anticipated under the SPO. Furthermore, in April 2013 the City Council adopted Ordinance No. 1746, which in addition to amending the development standards of the C-R zone to encourage more affordable housing, rezoned approximately 6.9 acres from R-3 to R-4.

In 2012 and 2013, the City conducted surveys of all sites identified under Vacant Land, Potential Recycling, and Potential Redevelopment/Lot Consolidation in the 2008-2014 Housing Element. These sites provided development capacity for housing for a variety of income levels to meet the City's fair share of the 2008-2014 regional housing need. The survey determined that all sites were unchanged since the adoption of the Housing Element in August 2011. However, an 8.8-acre site located at along the south side of 166th Street between Gramercy Place and Western Avenue was removed off the list of potential lot consolidation of underutilized properties because the site is an operating lumberyard that will not redevelop in the near future. No action was required to identify additional sites. In addition, two sites identified in the vacant residential

sites inventory in the 2008-2014 Housing Element were removed from the list as a result of recent proposals to develop the sites. One of the vacant sites is located on Western Avenue between 144th and 145th Streets and is proposed for a hotel development. The other vacant site is located at the northwest corner of Gardena Boulevard and Budlong Avenue. This site is proposed for possible residential use; however, the precise number of units to be developed is not known at this time. Based on these land use surveys, there remains adequate development capacity for the City to meet the RHNA allocation for the 2014-2021 planning period.

B. Development Credit

Gardena has one affordable multi-family project that has been approved for development. The proposed Spring Park Senior Housing project consists of 37 new affordable (low-income) units, of which 36 units are for seniors 62 years and older and one unit for the apartment manager.

The site for the proposed Spring Park Senior Housing project is located on two adjoining vacant city-owned parcels of land (assessor's parcel numbers: 4061-011-900 and 4061-011-901) located at the southeast corner of El Segundo Boulevard and Wilton Place at 1942 and 2010 West El Segundo Boulevard, Gardena, Los Angeles County, California 90249.

The proposed residential facility will be three stories with a below-grade parking garage with a total of 36,655 square feet of building area. Each tenant unit will be 540 square feet and include one bedroom and one bathroom. The manager's unit will be 800 square feet and include two bedrooms.

The proposed project will be financed by a combination of funding sources, which primarily include HUD Section 202 funds and State HOME funds. In addition the City of Gardena is contributing the land. Also, the proposed project is not a "scattered sites" project as it includes two adjoining City-owned parcels.

The site is currently vacant and can still be deducted from the City's RHNA allocation.

Table 39
Development Credit Effect on RHNA

Source	Lower Income Units	Mod/above Income Units	Total Units
RHNA Allocation (2014-2021)	158	239	397
<i>Less development credit</i>	<i>37</i>	<i>0</i>	<i>37</i>
Remaining RHNA	121	239	360

C. Vacant Land

Within Gardena, there are four vacant sites that are suitable for residential development that total approximately 2.3 acres. These four sites are located within established residential neighborhoods and designated for residential development (R-2 and R-3 zones). Once developed, these sites could potentially result in 15 new moderate-income units. Table 40 summarizes the development potential of these sites and Figure 5 shows the location of the vacant sites.

The four exclusively residential sites (Sites A, B, C, and D) are located in medium-density residential areas and are expected to be developed according to the allowed densities of their respective zones. Site A at 139th Street is a single parcel zoned R-2, which permits a maximum density of 17 units per acre; however, the Zoning Ordinance only allows a maximum of two units per lot. If feasible, this parcel could be consolidated with adjoining properties, which contain older single family homes with large unused areas in the interior of the block. If the lots are consolidated, the City could adopt a Specific Plan to more effectively maximize the development potential of the site. For now, this analysis assumes the vacant lot will be developed in isolation, and calculates a gain of two units from the site. Site B, on 146th Street, consists of two parcels under common ownership and zoned R-3. This site will yield a gain of seven units while staying within all the development standards of the zone. Sites C and D, on Halldale and Dalton Avenues, respectively, are isolated R-3 parcels of about 0.2 acres and each have capacity for three multi-family units.

While the above information roughly describes the development potential of vacant residential sites in particular, the City will continue to take measures to promote the consolidation of vacant sites, wherever possible, with adjacent underutilized properties. Such properties consist mainly of vacant or blighted commercial buildings on mixed-use corridors, but also include older single-family homes on large lots zoned for multi-family housing. In February of 2013, a follow up survey was conducted and confirmed that no activity has taken place on the four sites. Recent development applications to the City have resulted in the removal of two vacant sites from the 2008-2014 Housing Element vacant residential site inventory as discussed above.

D. Recycling

“Recycling” is the development of land occupied by deteriorated and/or dilapidated buildings in an effort to create a healthy, viable mix of housing for different income groups and household sizes. It can involve the construction of new dwelling units in addition to those that are replaced, since parcels with blighted structures, for a variety of reasons, frequently have not been developed to their maximum potential density. Recycling, then, can have the dual benefit of both augmenting the City’s housing supply and improving the quality of dwelling units and neighborhoods.

A housing survey was conducted in May 2011 and in February 2013 of areas of the City of Gardena where zoning permits the development of multi-family housing. The results of the survey, which are presented in Table 41 and illustrated in Figure 5, indicate that six residential parcels were candidates for recycling. A property was included if it contained capacity for additional units under the existing zoning and exhibited conditions of physical blight.

Table 40
Vacant Residential Sites Inventory

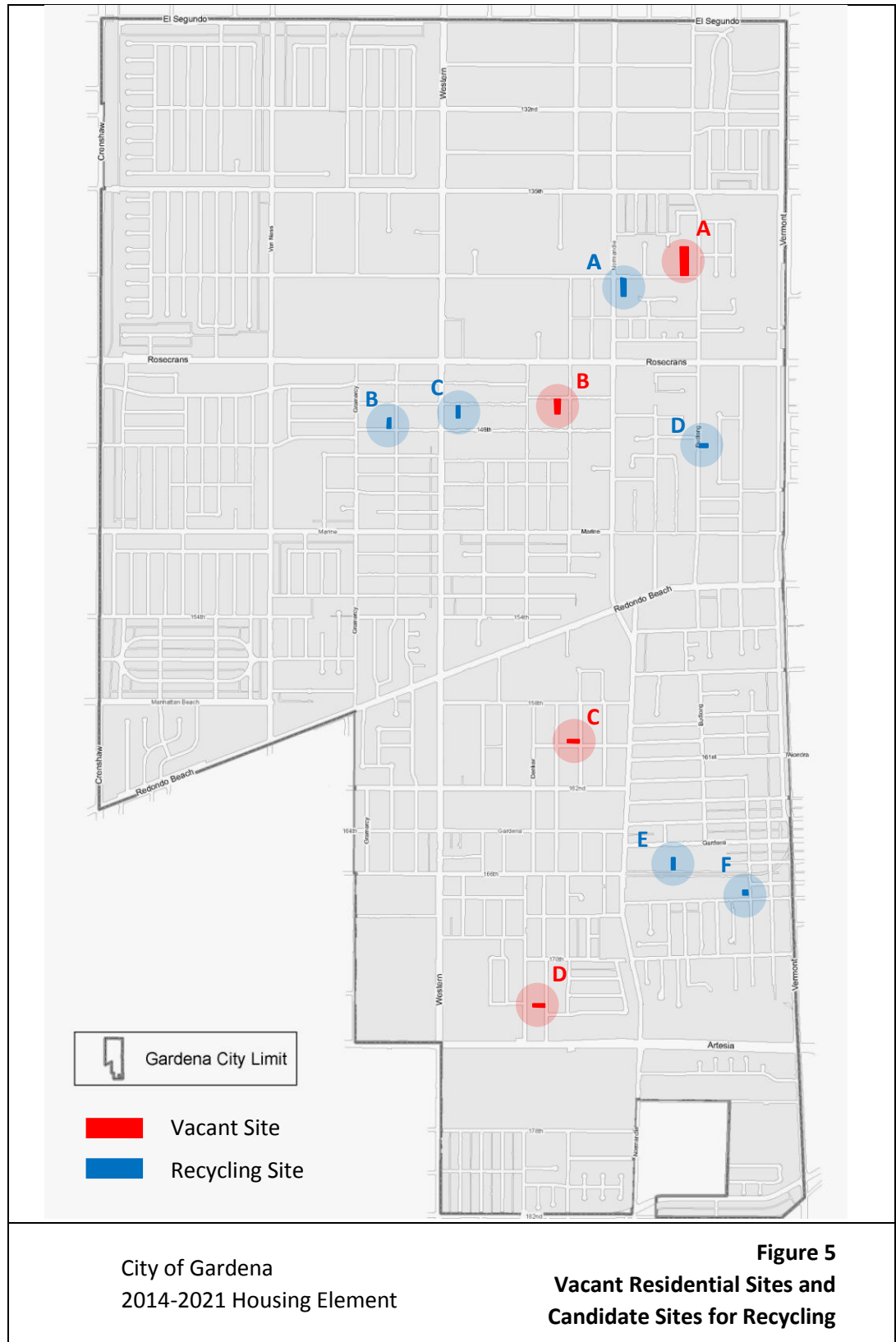
Site No.	APN	General Plan	Zone	Acres	Maximum Density	Potential Units	Affordability Level
A	6115-010-008	MDR	R-2	1.43	17 units/ac., 2 units/lot	2	Moderate
B	6103-019-015 6103-019-016	MDR	R-3	0.44	17 units/ac.	7	Moderate
C	6105-013-012	MDR	R-3	0.18	17 units/ac.	3	Moderate
D	6106-031-061	MDR	R-3	0.21	17 units/ac.	3	Moderate
TOTAL				2.26		15	Moderate

Source: GRC Associates, February 2013

Table 41
Candidate Sites for Recycling

Site No.	APN	General Plan	Zone	Acres	Existing Units	Realistic Density	Max. Units	Net Gain	Income Level
A	6115-013-025	MDR	R-3	0.44	1	15 unit/ac.	6	5	Moderate
B	4062-007-052	HDR	R-4	0.29	1	25 unit/ac.	7	6	Moderate
C	6103-014-042	MDR	R-2	0.21	1	15 unit/ac.	3	2	Moderate
D	6114-021-014	MDR	R-3	0.19	1	15 unit/ac.	2	1	Moderate
E	6111-006-033	HDR	R-4	0.26	2	25 unit/ac.	6	4	Moderate
F	6111-009-029	MDR	R-3	0.16	1	15 unit/ac.	2	1	Moderate
TOTAL				1.55	7		26	19	Moderate

Source: GRC Associates, February 2013



A site was considered blighted and a candidate for recycling if the property exhibited one of the following:

- Buildings in which it is unsafe or unhealthy for persons to live or work, due to serious building code violations, dilapidation and deterioration caused by long-term neglect, construction that is vulnerable to serious damage from seismic or geologic hazards, and faulty or inadequate water or sewer utilities;
- Conditions that prevent or substantially hinder the viable use or capacity of buildings or lots. These conditions may be caused by building of substandard, defective, or obsolete design or construction given the present general plan, zoning or other development standards.

As presented in previous Table 41, there are six residential sites totaling 1.55 acres that are candidates for recycling to higher densities. Potential buildout of all multi-family zoned parcels considered candidates for recycling could potentially yield a net increase of 19 units for moderate-income households.

E. Density Bonus

Another way in which density may be increased in the City is through the Density Bonus Ordinance, which was adopted as Ordinance 1739 in June 2012 and added as Chapter 18.43 of the Municipal Code. The purpose of the Ordinance is to satisfy the requirements of State law which requires cities to provide a density bonus and concessions or incentives to applicants proposing to develop affordable housing, donate land, or provide child care facilities within the city. Municipal Code section 18.43.030 states that: “The City shall grant one density bonus and incentives or concessions described in section 18.43.020, when an applicant seeks and agrees to construct a housing development, excluding any units permitted by the density bonus award pursuant to this chapter, that will contain at least any one of the following:

1. 10 percent of the total units for lower income households;
2. 5 percent of the total units for very low income households;
3. A senior citizen housing development; or
4. 10 percent of the total dwelling units in a common interest development for person and families of moderate income, provided that all units in the housing development are offered to the public for purchase.”

F. Commercial Corridors and Lot Consolidation

The most promising opportunities for adding to Gardena's housing stock through lot consolidation lie along underutilized stretches of the City's commercial corridors that are zoned for Mixed Use Overlay. These sites are candidates for consolidation and redevelopment with mixed-use projects. Additional opportunities lie on underutilized sites in

the R-2, R-3, R-4 and C-R zones, as well as one site with Specific Plan zoning. As shown in Appendix C, a total of 26 underutilized sites are suitable for consolidation, occupying approximately 82 acres of land. These sites, if developed to their full potential, could yield a net gain of 1,245 units.

In most cases, these sites consist of multiple parcels that are either developed with small or obsolete buildings exhibiting signs of blight or are vacant but cannot be developed individually due to regulatory obstacles. The City will continue to help consolidate these parcels through a variety of means, including making use of the specific plan process and using federal CDBG and State HOME funds to help assemble property. In several cases, these sites are partially City-owned, which will further facilitate consolidation. All sites with existing structures will require such buildings to be demolished before the sites can be developed to their full potential. Appendix C lists the potential lot consolidation sites under existing zoning and presents the net increase in housing units and a map illustrating the location of each site is included.

Four underutilized sites are zoned exclusively for residential development: Site 1 (R-2), Site 11 (split between R-1 and R-3), Site 19 (R-4), Site 24 (R-4), and Site 26 (R-4). In addition, Site 25 is located in a residentially designated portion of the Artesia Corridor Specific Plan area. The remaining 20 sites are designated for residential/commercial mixed-use, with 19 of these lying in the Mixed Use Overlay zone along Rosecrans and Western Avenues and a site in the C-R zone at Gardena Boulevard and Vermont Avenue.

G. Prime Opportunity Sites

Some of the sites selected as candidates for potential lot consolidation have been determined to represent prime opportunities for consolidation, having the greatest potential for development during the planning period. These prime opportunity sites were selected based on a number of criteria, including:

- Presence of vacant lots within the site
- Presence of low-intensity or low-value uses, such as small structures surrounded by large parking lots
- High or long-term business vacancies, indicating that the value of the existing use is impaired
- Extensive and/or severe physical blighting conditions that may be impairing the value of the existing use, such as structural problems; dilapidation/deterioration caused by long-term neglect; and obsolete design or construction
- Presence of multiple lots that are already under single or City ownership, potentially easing the process of site acquisition
- Presence of development opportunities on adjoining land

Sites having prime opportunities are identified in Table 42. These prime sites account for a potential net increase in the City's housing stock of 460 units, of which 251 are lower-income units and 209 are moderate and above-income units. If the City were to only use these units on these sites to be counted as credit toward the 158 lower income RHNA allocation and the 239 moderate and above moderate RHNA allocation, the City would have a surplus of 93 units for the lower income RHNA and a shortfall of 30 for the moderate and above moderate income RHNA allocation.¹⁰ Appendix C note which sites are prime opportunity sites in the column "Existing Use/Opportunity."

¹⁰ This assumes that these sites are developed at 60% residential in the C-R zone of the Mixed Use designation and at 50% residential in the Mixed-Use Overlay

Table 42
Prime Opportunity Sites

Site No.	Acres	Zone	Net Units Gained		Reason(s) Selected*
			Lower Income	Mod/Above Income	
1	3.11	R2	0	39	Large site, low-intensity, adjacent to vacant lot
10	3.89	C3-MU	29	29	Large portion of site is blighted, unoccupied; rest is low-intensity; large site; Brownfield
11	4.72	R1/R3 Split	0	41	Large site, single ownership, low-value use; could be consolidated with Site 11; Brownfield
12	1.14	C3-MU	6	5	Site contains parking lots and blighted buildings; 4 parcels under single-ownership and 2 parcels under single-ownership
17	1.00	C3-MU	8	7	Vacant land within site; underutilized commercial; only 3 owners on 6 parcels; Brownfield
18	4.61	C3-MU	35	34	Large site, single ownership, low-intensity use (over-parked bank branch)
19	2.77	R-4	81	0	Blighted commercial properties and inconsistent with General Plan and use and zoning code
20	1.35	C3-MU	10	10	Vacant land within site; non-residential uses
22	2.61	C3-MU	20	19	Vacant land within site; low-value/low-intensity uses; contains blighted, unoccupied building
23	1.84	C3-MU	13	13	Vacant land within site; severe physical blight
24	1.73	R4	49	0	Under single ownership
25	1.75	SP	0	12	Severe physical blight; in existing Specific Plan area
Total Net Units			251	209	

*Greater details of the sites and opportunities are presented in Appendix C.

H. Potential Housing Growth

As previously discussed, the City's housing stock could grow as a result of new development on existing vacant land, recycling of blighted residential properties and lot consolidation on commercial corridors with higher-density and mixed-use development. Table 43 reflects the total potential increase in housing units in the City. It assumes housing density of up to 30 units per acre on R-4, 34 units per acre on C-R zoned land and 17 units per acre in the R-2 and R-3 zones, 20 units per acre for Specific Plan sites, and 30 units per acre for MU sites.

As Table 43 indicates, the vacant land (15 units), recycled land (19 units), and land available from consolidation of underutilized sites (1,291 units) could result in a potential net gain of 1,362 units, which would exceed the total RHNA allocation for the City of 397 total units during the 2014-2021 planning period by 965 units.

Table 43
Potential Housing Growth

Source	Lower Income Units	Mod/above Income Units	Total Units
RHNA Allocation (2014-2021)	158	239	397
<i>Less Development Credit</i>	<i>37</i>	<i>0</i>	<i>37</i>
<i>Less Vacant Sites</i>	<i>0</i>	<i>15</i>	<i>15</i>
<i>Less Recycling</i>	<i>0</i>	<i>19</i>	<i>19</i>
<i>Less Lot Consolidation</i>	<i>729</i>	<i>566</i>	<i>1,291</i>
Potential Net Gain	766	592	1,362
RHNA Surplus	608	357	965

**Rounding Error*

New development in the R-2, R-3, R-4 and C-R zones is likely to involve the removal of existing units, though some parcels may be able to achieve higher densities by constructing additional units in the back of the property. The replacement of existing units would likely involve some lot consolidation in cases where parcels are close to the minimum permitted size for the zone. Such consolidation would occur predominantly through the Specific Plan process, which would allow flexible development standards and requirements. Plans for consolidation are further discussed in the Small Lots and Lot Consolidation Section.

The City must find funding sources for property acquisition and development of housing projects. One such source is the State HOME program which can provide funds for rehabilitation programs that help to bring owner-occupied and rental housing units into code compliance or help develop affordable housing, such as for the recently approved 37-unit Spring Park Senior Housing project.

I. Provision for a Variety of Housing Types

Housing element law specifies that jurisdictions must identify adequate sites through appropriate zoning and development standards, to encourage the development of various types of housing. This includes, single family housing, multifamily housing, mobile homes, emergency shelters, and transitional housing, among others. The various housing types permitted under residential zones in Gardena are summarized in Table 44.

Table 44
Housing Types by Zone Category

Housing Types Permitted	Zone Category										
	R-1	R-2	R-3	R-4	C-R	C-P	C-2	C-3	C-4	MU	M-1
Residential Uses											
Single-Family	P	P	P	P						P**	
Two-Family		P	P	P						P**	
Multiple-Family			P*	P*	P**					P**	
Mobile Homes	P	P	P	P	C**						
Mobile Home Parks			C	C							
Second Units	P										
Other Residential Uses											
Lodginghouse		C	C	C							
Residential Group	P	P	P	P							
Community Care (7 or more)							C	C	C		
Group Care		C	C	C		C	C	C	C		
Transitional Housing	P	P	P*	P*	P**						
Supportive Housing	P	P	P*	P*	P**						
Emergency Shelters											P
SRO											C

*P = Permitted C = Conditionally Permitted *Site Plan Review for all projects with 4 or more units*

***Site Plan Review for all projects*

Source: Gardena Municipal Zoning Code

Multi-Family Housing

Multi-family developments are permitted in the R-2, R-3, R-4, MU and C-R zones. The maximum densities are 17 dwelling units per acre in the R-2 and R-3 zones, 30 dwelling units per acre in R-4 and MU overlay zones, and 34 dwelling units per acre in the C-R zone.

Second Units

Section 18.12.020 (Single-Family Residential Zone R-1, Uses Permitted) of Title 18 (Zoning) of the Gardena Municipal Code permits second dwelling units by right in accordance with State law. The purpose of the second dwelling unit law is to facilitate the production of affordable housing. The Gardena Municipal Code has been amended to delete references to “granny units”.

As defined in the Section 18.04.163 of the Municipal Code, second dwelling unit or second unit is an independent residential unit providing living, sleeping, eating, cooking, and sanitation facilities on the same parcel of land as no more than one existing single-family dwelling. Second dwelling units include detached bachelor/efficiency units and manufactured homes as defined in Section 18007 of the Health and Safety Code, provided that such units shall be subject to all development standards applicable to second dwelling units.

Second units are subject to the following key standards:

1. Minimum lot size of 6,100 square feet;
2. Minimum floor area of 450 square feet and a maximum of 640 square feet;
3. Adequate water and sewer service;
4. Applicant shall be the owner-occupant of the lot on which the second unit is proposed;
5. All applicable public service and recreation impact fees shall be paid;
6. Separate electric and water meters;
7. Located to the rear of the existing single-family dwelling and consistent with the architectural style of the existing dwelling;
8. Underground utilities;
9. Existing single-family dwelling must include a two-car garage;
10. Not be constructed over a garage unless vehicle access to the garage is from an alley;
11. Second-floor second units shall be accessed by a completely enclosed stairway;
12. One curb cut shall be permitted;
13. Detached second unit shall be at least 15 feet from the existing dwelling; and
14. Variances from any development standard of this title shall be prohibited.

Mobile Homes/Manufactured Housing

According to the 2012 DOF estimates, there were 1,245 mobile homes in the City. Individual mobile homes and manufactured housing are permitted in all residential zones and conditionally permitted in the C-R zone. Mobile home parks are conditionally permitted in the R-3 and R-4 zones. Individual mobile homes and manufactured housing are subject to all of the property development standards required by the zoning ordinance.

Transitional and Supportive Housing

The City, in order to comply with SB 2 and fulfill Housing Program 15 of the previous Housing Element, has adopted Ordinance No. 1737, which amends the Municipal Code to provide written definitions for transitional and supportive housing and to permit these housing types in all residential zones (R-1, R-2, R-3, R-4 and pursuant to site plan review approval in C-R). Under the ordinance, Supportive Housing is defined as “housing with no limit on length of stay, that is occupied by the target population as defined in Health & Safety

Code section 50675.12, and that is linked to onsite or offsite services that assist the supportive housing resident in retaining the housing, improving his or her health status, and maximizing his or her ability to live and, when possible, work in the community.” Transitional Housing is defined as “buildings configured as rental housing developments, but operated under program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible program recipient at some predetermined future point in time, which shall be no less than six months.”

Transitional housing and supportive housing are currently not listed as permitted uses in the Mixed Use Overlay (MU) zone, despite the fact that multi-family residential uses are permitted as part of mixed-use development projects. To comply with State law, this Housing Element includes a program to amend the MU zone to include transitional housing and supportive housing as permitted uses, subject only to those restrictions that apply to other residential dwellings of the same type.

In processing development applications, transitional and supportive housing are subject to the same development standards as any permitted residential use under these zones. The City will continue to comply with State law and allow transitional and supportive housing as a normal residential use with no added restrictions.

Additionally, the Municipal Code also includes lodginghouses as an additional housing option that could potentially serve the needs of persons in need of transitional or supportive housing. A “lodginghouse” is defined as “a building with at least three guest rooms where, for compensation, lodging is provided with or without meals.” The definition of lodginghouse includes “recovery houses or other similar facilities providing group living arrangements for persons recovering from alcoholism or drug addiction where the facility provides no care of supervision, unless such persons are functioning as a family.” Lodginghouses are permitted only in the R-2, R-3, and R-4 zones, subject to a CUP.

Residential Group Facilities

A Residential Group Facility is any type of residential facility, which, by State law, is required to be treated as a residential use of property when serving six or fewer persons. These facilities are allowed by right in the R-1, R-2, R-3, and R-4 zones.

Community Care Facilities

The City adopted Ordinance No. 1737, which amended the definition of Community Care Facilities to be defined as a “nonmedical residential care, day treatment, adult day care, or foster family agency services for children, adults or children and adults, including but not limited to, the physically handicapped, mentally disordered, or incompetent person, and abused or neglected children and includes those facilities and programs described in Health & Safety Code section 1502 et seq. as the same may be amended from time to time”. These facilities are permitted with a CUP in the C-2, C-3, C-4 and C-P zones, provided they serve at least seven persons.

Group Care Facilities

Group care facilities are twenty-four hour residential facilities authorized, certified or licensed by the state to provide medical or nonmedical care for seven or more individuals such as children, the elderly, mentally disordered person, developmentally disabled person, or others handicapped persons. Group care facilities are allowed in the R-2, R-3, R-4, C-2, C-3, C-4, and C-P zones with a CUP.

Single Room Occupancy (SRO)

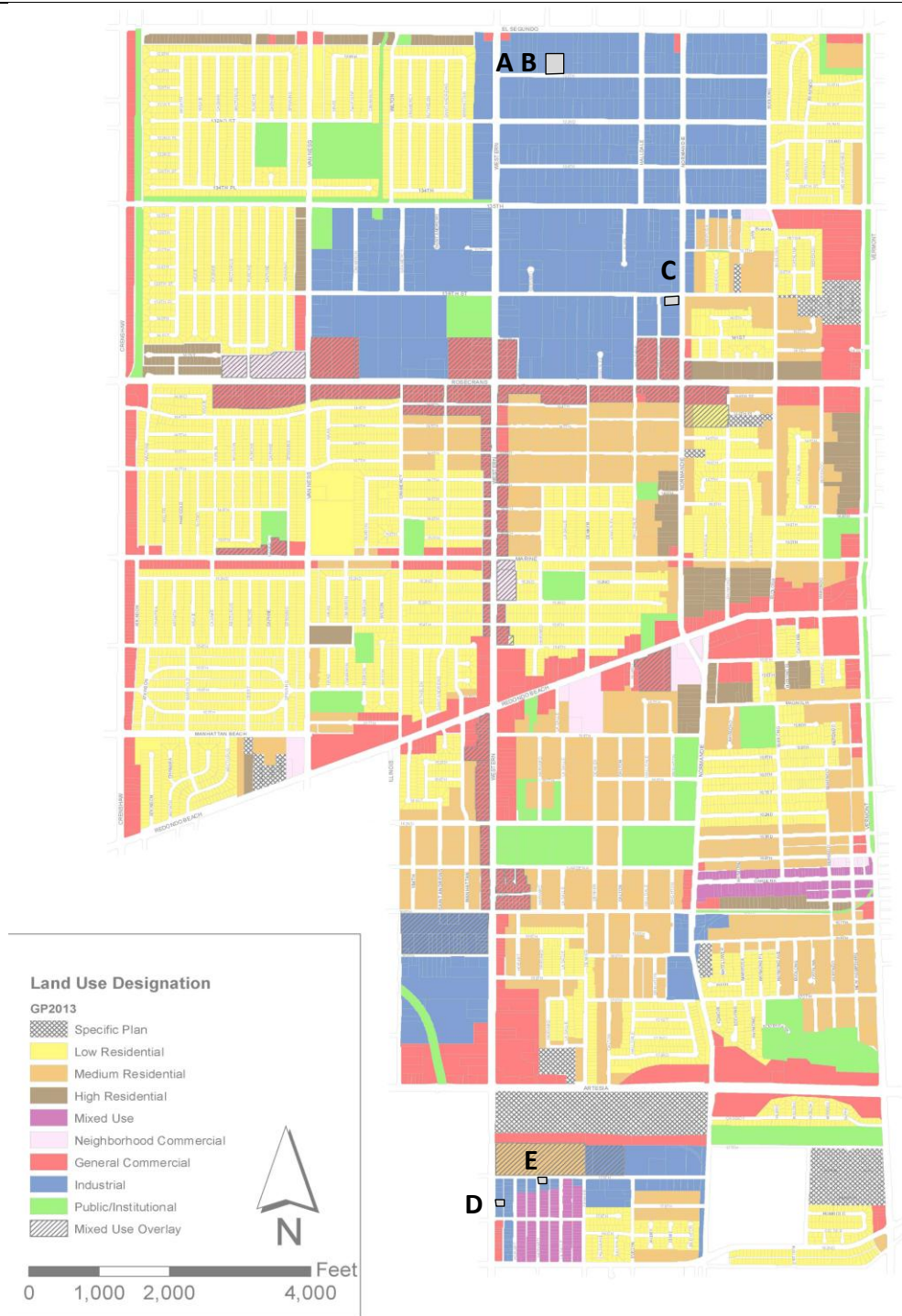
Typically, SRO units consist of a single room housing of one or two people, with minimal amenities and shared kitchen facilities and are often created by converting former hotels. As part of program 14 of the previous Housing Element, in April 2012, a survey was conducted in the City's M-1 zone and the M-1 zone was found to be suitable to allow for SROs. The Gardena Municipal Code was amended to permit SROs in the M-1 zone with a CUP.

Emergency Shelters

The passage of SB 2 (Cedillo) legislation requires local jurisdictions to address the issue of emergency shelters in the Housing Element. SB 2, which became effective January 1, 2008, requires local jurisdictions to identify a zone or zones where emergency shelters are allowed as a permitted use without a conditional use or other discretionary permit. The identified zone or zones must have sufficient capacity to meet all of the city's identified need for emergency shelter and include appropriate development standards. The City has amended to the Municipal Code to allow Emergency Shelters in the M-1 zone.

As required by State law, the identified zone (M-1) must have sufficient capacity to accommodate the emergency shelter, and at a minimum provide capacity for at least one year-round shelter. Although the M-1 zone is extensively developed with commercial and industrial uses, there are sufficient vacant, underutilized and blighted properties within the M-1 zone to facilitate the development of a new structure or conversion of an existing structure to accommodate at least 49 homeless individuals at any one time. The City's General Plan Land Use Map illustrating the Industrial Uses, which includes an corresponding zone of M-1 zone is presented in Figure 6. Photos of the sites within the M-1 zone that can accommodate an emergency shelter are illustrated Figure 7.






The M-1 zone offers the benefit of enhanced access to transit bus service, as Metro lines 124, 125 and 209; Gardena Municipal Bus lines 2 and 4; and Torrance Transit line 2 all pass through the zone or close by. Additionally, the M-1 zone affords a greater degree of compatibility with surrounding uses compared to the residential and commercial zones. The City could, depending on the level of funds available, acquire and/or assemble property or assist in gap-financing for non-profit organizations in the rehabilitation of existing structures for an emergency shelter.



City of Gardena
2014-2021 Housing Element

Figure 6
Potential Locations for
Emergency Shelters

Figure 7: Photos of Potential Emergency Shelters in the M-1 Zone

A		<p>Blighted residential parcel on 130th Street between Western Avenue and Halldale Avenue</p> <p>0.9 acres</p>
B		<p>Vacant parcels on 130th Street between Western Avenue and Halldale Avenue</p> <p>0.9 acres</p>
C		<p>Vacant parcel on the southwest corner of 139th Street and Normandie Avenue</p> <p>0.3 acres</p>
D		<p>Blighted parcels on Western Avenue between 178th Street and 180th Street</p> <p>0.2 acres</p>
E		<p>Vacant parcels on the southeast corner of 178 Street and Harvard Boulevard</p> <p>0.2 acres</p>

J. Zoning to Accommodate Affordable Housing

Since adoption of the 2008-2014 Housing Element, the City of Gardena has made great strides in modifying the current zoning code and allowable housing densities to facilitate lower-income housing development, and to meet the lower-income allocation of the previous RHNA. The R-4, C-R and MU zones have the greatest potential for the development of new lower-income rental units in the city. These zones have the highest allowable residential densities ranging from 30 dwelling units per acre on lots larger than 1.0 acres in the R-4 and the MU zones to 34 units per acre in the C-R zone.

Based on the maximum affordability rents for Los Angeles County presented in Table 45, the median rents for all rental categories in Gardena are within the affordability levels for moderate-income households, but not low-income households. According to HUD, rental housing is “affordable” if rents comprise no more than 30 percent of a tenant’s monthly gross adjusted income, including utilities.

Though the City’s zoning code permits relatively low densities in the majority of the City and the overall difficulty of developing affordable projects in the South Bay region and in Southern California, the City has made great efforts to increase density and the recent changes to the existing zoning densities is more supportive and sustainable for the development of housing for lower-income households.

Table 45
Affordable Rents 2012

Category	Los Angeles County Affordability ⁽¹⁾				Gardena Median Rents
	Extremely Low Income ⁽²⁾	Very Low Income	Low Income	Moderate Income	
Studio – 1 person	\$340	\$566	\$680	\$1,247	\$725
1-Bedroom – 2 persons	\$388	\$648	\$777	\$1,425	\$900
2-Bedroom – 3 persons	\$486	\$728	\$874	\$1,603	\$1250
3-Bedroom – 4 persons	\$525	\$810	\$972	\$1,782	N/A

Source: *Stradling Yucca Carlson and Rauth, 2012 Los Angeles County Affordable Housing Worksheet; Zillow.com, 2013*

¹ Maximum gross rents (including a reasonable utility allowance)

² Affordable gross rent for an Extremely Low-Income Household is limited to 30% of 30% of area median income, adjusted for family size appropriate to the unit.

Potentially Suitable Zones for Affordable Housing

Based on a housing conditions survey conducted for the Housing Element, many of the existing structures in the R-4 zone exhibit conditions of physical blight. The median age of the residential buildings in the R-4 zone is 50 years old, which indicates that one half of the residential structures are candidates for significant rehabilitation or recycling. These

structures would be relatively inexpensive to acquire and could increase the viability of an affordable multi-family project.

Gardena's mixed-use areas can also provide opportunities for affordable housing development. Gardena has two General Plan designations that allow for this type of development: Mixed Use and Mixed Use Overlay. These designations are implemented by the C-R and MU zones, respectively.

The C-R zone, located between Normandie and Vermont Avenues along Gardena Boulevard, allows mixed-use development subject to site plan review. It has a minimum residential density of 24 residential units per acre and a maximum residential density of 34 units per acre. This C-R zone totals approximately 18.5 acres and is considered Gardena's downtown. The current land use mix within this zone is commercial and residential, with approximately 100 residential units. Assuming that 60 percent of the land zoned C-R will be residential at a maximum density of 34 units per acre, there is a potential for approximately 377 units or a net gain of 277 units. Given the reduced development standards and the allowable density, multiple units could be developed as affordable units. However, the absence of large, contiguous parcels could significantly complicate any development efforts.

The MU overlay zone is located in several non-contiguous areas and is mainly concentrated along Rosecrans, Western and Marine Avenues. The MU overlay zone permits residential development by right and requires a minimum lot size of one acre for mixed-use development, with an exception for sites that are bound on three or more sides by streets, in which case the one-acre minimum does not apply. The City's General Plan indicates there are approximately 170 acres of land designated as MU. The purpose of this zone is to allow more flexible development alternatives, especially attractive higher density residential development, in appropriate areas that are experiencing both physical and economic blight. According to a blight study completed in 2005 that used the blight criteria in Redevelopment Law, the majority of the properties located along Rosecrans, Western and Marine Avenues exhibited conditions of blight, and therefore, could be candidates for lot consolidation and development.

Actions to Create Appropriate Zoning

The adoption of Ordinance No. 1737 and 1746 increased the permitted maximum residential densities in the R-4 and MU zones to 30 units per acre and 34 units per acre in the C-R zone. These densities are considered appropriate to facilitate and encourage affordable housing development. Additionally, the City eliminated the FAR requirements in the R-3 and R-4 zones and implemented reduced development standards in the C-R zone to encourage maximum density and more affordable housing. The adequate sites inventory indicates that sufficient realistic capacity exists on such sites to meet the City's RHNA fair share obligation for lower-income units.

K. Financial Resources

There are a variety of potential funding sources available for housing activities in the City. In many cases, a variety of funding sources must be used to complete a project, due to the high costs of development and limitations on the uses of the funds. Table 46 identifies the various funding sources and their eligible uses. The sources are grouped into four categories: federal resources, state resources, local resources, and private resources. The three primary funding sources used by the City are: 1) Community Development Block Grant (CDBG) Program; 2) State of California Home Investment Partnership Program (HOME), and 3) State of California CalHome Program. These programs are discussed in greater detail below.

Community Development Block Grant (CDBG) Funds

Through the CDBG program, HUD provides funds to local governments to fund a wide range of community development activities for low-income persons. The CDBG program provides formula funding to larger cities and counties, while smaller cities (less than 50,000 population) generally compete for funds that are allocated by the County. Gardena's population size enables the City to receive its own allocation of CDBG funds directly from HUD, and in Fiscal Year 2011-2012, the City of Gardena received \$834,761.

The CDBG program is flexible in that the funds can be used for a range of activities. Eligible housing activities include acquisition and/or disposition of real estate; relocation, rehabilitation and construction of housing; and home ownership assistance.

State of California Home Investment Partnerships Program (HOME) Funds

An additional resource available to the City for affordable housing development on vacant sites is the State Home Investment Partnerships Program (HOME). According to the Consolidated Annual Performance and Evaluation Report (CAPER) Fiscal Year 2011-2012, the City has received a total of approximately \$2.1 million through the State HOME Program since 2003. This is a competitive allocation process administered by the State.

CalHome Program

The California Department of Housing and Community Development CalHome Program was established by SB 1656 (Alarcon), which created Chapter 6 (commencing with Section 59650) adding it to Part 2 of Division 31 of the Health and Safety Code. The CalHome Program provides grants to cities, counties or local public entities within the State to support existing homeownership programs designed to assist low- and very low-income households. In 2007, the City received a CalHome grant totaling \$600,000 to fund its Owner-Occupied Housing Rehabilitation Loan Program.

Table 46
Financial Resources Available for Housing Activities

Program Name	Description	Eligible Activities
1. Federal Programs		
a. Formula/Entitlement		
Community Development Block Grant (CDBG)	Grants awarded to City on a formula basis for housing and community development activities primarily benefiting low- and moderate-income households.	<ul style="list-style-type: none"> ▪ Acquisition ▪ Rehabilitation ▪ Homebuyer Assistance ▪ Economic Development ▪ Homeless Assistance ▪ Public Services
Section 8 Rental Assistance	Rental assistance payments to owners of private market rate units on behalf of low-income (50% MFI) tenants. Administered by the CDC/HACOLA.	<ul style="list-style-type: none"> ▪ Rental Assistance
b. Competitive Programs		
Section 202	Grants to non-profit developers of supportive housing for the elderly or disabled. Rental assistance is available to low-income elderly persons (up to 50% MFI)	<ul style="list-style-type: none"> ▪ Acquisition ▪ Rehabilitation ▪ New Construction ▪ Rental Assistance ▪ Support Services
Home Investment Partnership Act (HOME)	Flexible grant program for housing activities that benefit low-income households. The City must apply competitively through the state for funding.	<ul style="list-style-type: none"> ▪ New Construction ▪ Acquisition ▪ Rehabilitation ▪ Homebuyer Assistance ▪ Tenant based assistance
Section 811	Grants to non-profit developers of supportive housing for persons with disabilities, including group homes, independent living facilities and intermediate care facilities.	<ul style="list-style-type: none"> ▪ Acquisition ▪ Rehabilitation ▪ New Construction ▪ Rental Assistance
2. State Programs		
Low-income Housing Tax Credit (LIHTC)	Tax credit is available to persons and corporations that invest in low-income rental housing. Proceeds from the sale are typically used to create housing.	New Construction

Table 46 (Continued)
Financial Resources Available for Housing Activities

Program Name	Description	Eligible Activities
Multi-Family Housing Program (MHP)	Deferred payment loans to local governments, on-profit and for-profit developers for new construction, rehabilitation and preservation of permanent and transitional rental housing for lower income households. Two funding rounds annually through 2013.	<ul style="list-style-type: none"> ▪ New Construction ▪ Rehabilitation ▪ Preservation ▪ Conversion of nonresidential to rental ▪ Social services within project
Multi-family Housing Program – Supportive Housing	Deferred payment loans for rental housing with supportive services for the disabled who are homeless or at risk of homelessness. Funding through 2013.	<ul style="list-style-type: none"> ▪ New Construction ▪ Rehabilitation ▪ Preservation ▪ Conversion of nonresidential to rental ▪ Social services within project
CalHome	Grants to cities and non-profit developers to offer homebuyer assistance, including Down payment assistance, rehabilitation, acquisition/rehabilitation, and homebuyer counseling. Loans to developers for property acquisition, site development, predevelopment and construction period expenses for homeownership projects. One funding round annually through 2013.	<ul style="list-style-type: none"> ▪ Predevelopment, site development, site acquisition ▪ Rehabilitation ▪ Acquisition/rehab ▪ Down payment assistance ▪ Mortgage financing ▪ Homebuyer counseling
Transit-Oriented Development Program	Funding for housing and related infrastructure near transit stations. Two funding round annually through 2013.	<ul style="list-style-type: none"> ▪ Loans for the development and construction of housing development projects within one-quarter mile of a transit station. ▪ Grants for the provision of infrastructure necessary for the development of higher density uses within one-quarter mile of a transit station.
Affordable Housing Innovation Fund	Funding for pilot programs to demonstrate innovative, cost-saving ways to create or preserve affordable housing.	Property acquisition
Infill Incentive Grant Program	Funding of public infrastructure (water, sewer, traffic, parks, site clean-up, etc) to facilitate infill housing development. One funding round annually.	New construction, rehabilitation, and acquisition of infrastructure required as a condition of or approved in connection with approval of Qualifying Infill Projects or Qualifying Infill Areas.

Table 46 (Continued)
Financial Resources Available for Housing Activities

Program Name	Description	Eligible Activities
CalHFA Residential Development Loan Program	Low interest, short-term loans to local government for affordable infill, owner-occupied housing developments. Links with CalHFA's Down payment Assistance Program to provide subordinate loans to first-time buyers. Two funding rounds per year.	<ul style="list-style-type: none"> ▪ Site acquisition ▪ Pre-development costs
CalHFA Homebuyer's Down payment Assistance Program	CalHFA makes below market loans to first-time homebuyers of up to 3% of sales price. Programs operate through participating lenders who originate loan for CalHFA. Funds available upon request to qualified borrowers	Homebuyer Assistance
3. Local Programs		
Tax Exempt Housing Revenue Bond	The can support low-income housing by issuing housing mortgage revenue bonds requiring the developer to lease a fixed percentage of the units to low-income families at specified rental rates.	<ul style="list-style-type: none"> ▪ New Construction ▪ Rehabilitation ▪ Acquisition
4. Private Resources/Financing Programs		
Federal National Mortgage Association (Fannie Mae)	Fixed rate mortgages issued by private mortgage insurers.	Homebuyer Assistance
	Mortgages, which fund the purchase and rehabilitation of a home.	
	Low Interest Down-Payment Mortgages for Single-Family Homes in underserved low-income and minority cities.	
Federal Home Loan Bank Affordable Housing Program	Direct subsidies to non-profit and for profit developers and public agencies for affordable low-income ownership and rental projects.	New Construction
Savings Association Mortgage Company Inc.	Pooling process to fund loans for affordable ownership and rental housing projects. Non-profit and for profit developers contact member institutions.	New construction of rentals, cooperative, self help housing, homeless shelters, and group homes

Table 46 (Continued)
Financial Resources Available for Housing Activities

Program Name	Description	Eligible Activities
Freddie Mac	HomeWorks- 1 st and 2 nd mortgages that include rehabilitation loan; City provides gap financing for rehabilitation component. Households earning up to 80% MFI qualify.	Home Buyer Assistance combined with rehabilitation
Private Lenders	The Community Reinvestment Act (CRA) requires certain regulated financial institutions to achieve goals for lending in low- and moderate-income neighborhoods. As a result, most of the larger private lenders offer one or more affordable housing program, such as first-time homebuyer, housing rehabilitation, or new construction.	Varies, depending on the individual program offered by the bank.

Source: GRC Associates, Inc.

L. Opportunities for Energy Conservation

Title 24 of the California Code of Regulations

State law requires all new construction to comply with “energy budget” standards that establish maximum allowable energy use from non-renewable sources (Title 24 of the California Code of Regulations). These requirements apply to such design components as structural insulation, air infiltration and leakage control, setback features on thermostats, water heating system insulation (tanks and pipes) and swimming pool covers if a pool is equipped with a fossil fuel or electric heater. State law also requires that a tentative tract map provide for future passive or natural heating or cooling opportunities in the subdivision, including designing the lot sizes and configurations so that structures are oriented to take advantage of a southern exposure, shade or prevailing breezes.

Title 24, Part II

The State now requires all local agencies to adopt the 2010 California Green Building Standards Code (CALGreen). CALGreen requires that any building built after January 1, 2011, meet a certain baseline of efficiency and sustainability standards for both residential and non-residential buildings. The new building code aims to help reduce greenhouse gas (GHG) emissions to pre-1990 levels. CALGreen has mandatory measures, as well as voluntary

measures. The mandatory measures are minimum baselines that must be met in order for a building to be approved. These measures include, among other things, water efficiency, indoor air quality, and sustainable building materials. CALGreen also has two tiers of voluntary standards that local jurisdictions can adopt as they deem appropriate. These standards are more stringent, and aim to further increase the energy efficiency of the building. The City has adopted the CALGreen building code standards, which are incorporated by reference into the Gardena Municipal Code (Section 15.04.010), but does not require compliance with the voluntary tiers.

Currently the City's Building Division, through its review process, ensures that energy conservation features of Title 24 are incorporated into the design of residential development. The City will incorporate already established programs and projects that encourage green development and energy conservation. The City will continue to promote the Owner-Occupied Housing Rehabilitation Loan Program, which currently incorporates energy efficient ("Energy STAR") appliances, water heaters and heating and air systems in its housing rehabilitation standards.

Green Building Program

Interest in addressing the impacts of electricity consumption, greenhouse gas emissions, raw materials use, landfill waste and potable water consumption has been growing at all levels of government. California government has made major strides recently in seeking to reduce the state's greenhouse gas emissions. In 2004, the governor signed an executive order and issued a Green Building Action Plan that requires increased energy efficiency for state owned buildings and encourages local government and private businesses to reduce their energy use.

A green building program considers a broad range of issues including community and site design, energy efficiency, water conservation, resource-efficient material selection, indoor environmental quality, construction management, and building maintenance. The end result will be buildings that minimize the use of resources, are healthier for people; and reduce harm to the environment.

In January 2013, the City prepared a memorandum on the potential costs and benefits associated with new green requirements on housing production. This memorandum showed that there are higher initial costs associated with green building, but these costs generally were recouped in future energy savings.

Southern California Edison Programs

Southern California Edison (SCE) offers a variety of energy conservation services under its Energy Management Program (EMP). The EMP program helps income-qualified households conserve energy and reduce their electricity costs. SCE pays all the costs of purchasing and installing energy-efficient appliances and equipment, which are free to eligible customers. The California Alternate Rates for Energy (CARE) and Family Electric Rate Assistance (FERA) program offers income-qualified customers a discount of 20 percent or more off their monthly electric bill. The Medical Baseline Allowance Program allows persons

with a medical condition that requires electricity-powered life support equipment to increase their year-round baseline allocation by 16.5 kWh per day. In addition, the Energy Assistance Fund (EAF) assists income-qualified customers with their electric bill once in a 12-month period.

Southern California Gas Company Programs

The Southern California Gas Company offers a Gas Assistance Program (GAF) which is a one-time grant for persons who cannot afford to pay their bill during February through March. In addition, the Gas Company participates in the CARE program which provides a 20 percent discount on the monthly gas bill for eligible households. Additionally, the Southern California Gas Company administers the federally funded Low-Income Home Energy Assistance Program (LIHEAP) and LIHEAP Weatherization Assistance Program. The programs help low-income households pay their bills and help reduce their energy costs. Another program is Energy Savings Assistance Program (ESAP) for no-cost energy-saving home improvements and furnace repair or replacement services that are available to qualified limited-income renters and homeowners.

Brownfield Program

The City of Gardena, in partnership with the U.S. Environmental Protection Agency (EPA), has participated in the Brownfield Program since 2000. The Brownfield Program promotes cleaning up environmentally contaminated sites and spurs site developments ranging from housing to commercial/retail developments. As part of the Brownfield Program, all projects are encouraged to incorporate energy conservation design measures.