



NOVEMBER 2023
Revised HCD Review Draft



2023-2031 HOUSING ELEMENT



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CHAPTER 1 | Introduction

1.1 Housing Element Purpose and Requirements

State law recognizes the vital role local governments play in the supply and affordability of housing. All cities and counties in California are required to have a compliant housing element as one of the mandated elements of a general plan. Each city and county is also required to prepare an annual progress report on the status of implementing its housing element.

The purpose of the housing element is to provide a plan to meet the existing and projected housing needs of all segments of the population, including lower-income households and households and individuals with special housing needs. To achieve this objective, the housing element must analyze housing needs, evaluate factors that could potentially constrain housing production, and identify goals and objectives for housing production, rehabilitation, and conservation to meet the City's needs.

Each city and county in the state must submit their housing element to the California Department of Housing and Community Development (HCD) for review to ensure that it meets the minimum requirements under state housing element law. Most cities and counties, including the City of Clovis, are required to update their housing element every eight years. The City of Clovis' prior housing element covered the 2015-2023 planning period, while this update to the City of Clovis Housing Element will cover the 2023-2031 planning period.

Housing Element Requirements

- An analysis of existing and projected housing needs
- An inventory of land suitable for housing
- An analysis of potential constraints on housing
- A fair housing analysis
- An analysis of special housing needs
- Identification of zone(s) where emergency shelters are allowed by-right
- An evaluation of the previous element
- An analysis of opportunities for residential energy conservation
- An analysis of government-assisted housing developments that are "at-risk" of converting to market rate
- Goals, policies, and implementation programs



Housing Element Goals



1. New Housing Development



2. Affordable Housing



3. Housing and Neighborhood Conservation



4. Special Needs Housing



5. Fair and Equal Housing Opportunities



6. Energy Conservation and Sustainable Development

1.2 Housing Element Organization

This Housing Element satisfies the requirements of state law (Government Code Section 65583(a)) and is organized as follows:

- **Chapter 1 - Introduction.** This chapter includes an introduction to the Housing Element, description of state housing element law, general plan consistency, and a summary of community participation.
- **Chapter 2 - Housing Plan.** This chapter establishes goals, policies, and implementation programs to affirmatively further fair housing and meet the City's housing needs for all residents, including residents at all income levels and those with special needs.
- **Chapter 3 - Housing Needs Assessment.** This chapter analyzes demographic and socio-economic conditions; existing housing stock characteristics; housing affordability, overpayment, and overcrowding; and special needs for persons experiencing homelessness, persons with disabilities, seniors, large families, farmworkers, and female-headed households.
- **Chapter 4 - Assessment of Fair Housing.** This chapter provides an analysis of fair housing issues in the city, including integration and segregation, racially or ethnically concentrated areas of poverty, disparities in access to opportunity, and disproportionate housing needs.
- **Chapter 5 - Sites Inventory and Funding Resources.** This chapter identifies opportunities for housing production to meet the City's fair share of regional housing needs, as determined by the regional housing needs allocation (RHNA).
- **Chapter 6 - Constraints Analysis.** This chapter analyzes potential governmental constraints on the production of housing, including land use controls, permits and processing procedures, fees, and zoning for a variety of housing types. This chapter also analyzes non-governmental constraints such as land and development costs and the availability of financing.
- **Chapter 7 - Opportunities for Energy Conservation.** This chapter analyzes opportunities for energy conservation in residential development including green building and energy-efficiency requirements and energy conservation programs.



- **Chapter 8 - Evaluation of the Previous Housing Element.** This chapter summarizes accomplishments during the previous Housing Element planning period and evaluates each of the previous programs.

1.3 General Plan Consistency

The City of Clovis General Plan, adopted in 2014, is the City's long-term blueprint for future growth and includes goals and policies that convey a long-term vision for the City of Clovis community and guides local decision-making to advance that vision. Upon adoption, this Housing Element will be incorporated into the City of Clovis General Plan, updating the existing housing element.

The Land Use Element establishes the general distribution, location, and extent of future land uses and provides standards for the intensity and density of the built environment. It establishes policies to guide land use, development, and redevelopment. The land use framework identified in the Land Use Element is the basis for the residential sites inventory included in Chapter 5, "Sites Inventory ~~and Funding Resources~~," and contains goals and policies consistent with those in the Housing Element including:

- **Policy 3.6 Mix of housing types and sizes.** Development is encouraged to provide a mix of housing types, unit sizes, and densities at the block level. To accomplish this, individual projects five acres or larger may be developed at densities equivalent to one designation higher or lower than the assigned designation, provided that the density across an individual project remains consistent with the General Plan.
- **Policy 5.1 Housing variety in developments.** The Clovis General Plan has been planned to provide a variety of housing product types suitable to each stage of a person's life. Each development should contribute to a diversity of housing sizes and types within the standards appropriate to the land use designation. This policy does not apply to projects smaller than five acres.
- **Policy 5.2 Ownership and rental.** Encourage a mixture of both ownership and rental options to meet varied preferences and income affordability needs.

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- **Policy 5.3 Innovative housing.** Encourage innovative housing product types, including multigenerational, cooperative, and variations on live-work housing.
- **Policy 5.4 Transit oriented development.** Encourage the provision of retail and employment opportunities in areas served by transit, recognizing the needs of the transit-dependent population.
- **Policy 5.5 Jobs for residents.** Encourage development that provides job opportunities in industries and occupations currently underserved in Clovis.
- **Policy 5.6 Workforce housing.** Encourage the development of workforce housing that serves the needs of those working in Clovis.
- **Policy 6.2 Smart growth.** The city is committed to the following smart growth goals.
 - A. Create a range of housing opportunities and choices
 - B. Create walkable neighborhoods
 - C. Encourage community and stakeholder collaboration
 - D. Foster distinctive, attractive communities with a strong sense of place
 - E. Make development decisions predictable, fair, and cost-effective
 - F. Mix land uses
 - G. Preserve open space, farmland, natural beauty, and critical environmental areas
 - H. Provide a variety of transportation choices
 - I. Strengthen and direct development toward existing communities
 - J. Take advantage of compact building design
 - K. Enhance the economic vitality of the region
 - L. Support actions that encourage environmental resource management

State law requires that several other General Plan elements be reviewed and/or modified upon adoption of the Housing Element. Senate Bill (SB) 1035 requires the safety element to be revised upon update of the housing element to include new information on fire hazards, flood hazards, and climate adaptation and resilience strategies. SB 1000 also requires the City to address environmental justice when updating two or

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more elements after January 1, 2018. The City is conducting an evaluation of its current General Plan, which may lead to the initiation of a comprehensive General Plan update to address these requirements within the planning period.

The Housing Element is consistent with the other elements of the General Plan and the City will maintain consistency between the Housing Element and the other General Plan elements so that policies introduced in one element are consistent with other elements.

1.4 Community Participation

In an effort to engage a broad array of community interests, including lower-income residents and underserved communities, the City is using a variety of strategies throughout the Housing Element update process to engage the community. The City is using a diverse range of tools to attract a wide range of community engagement, including:

- Project Webpage
- One-on-One Consultations
- Focus Group Meetings
- Community Workshops
- Online Community Survey
- Planning Commission and City Council Meetings

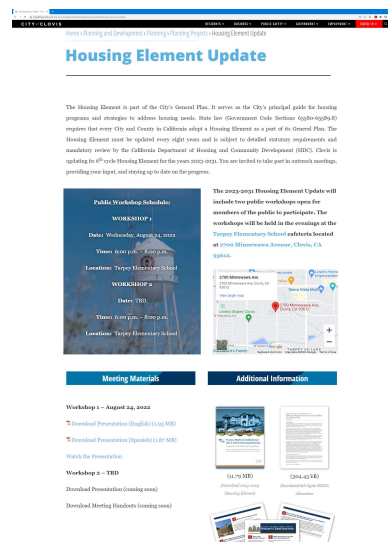
The following summarizes the activities and methods being used to meaningfully engage the community and other stakeholders during the planning process. The Housing Element Update team is applying creative outreach techniques to ensure involvement of a wide and diverse range of community and stakeholder voices. Collaboration and engagement began early in the process, to promote community ownership of the plan, and is continuing through plan adoption. Community engagement activities are being conducted in English and Spanish to provide opportunities for a broad segment of the community to participate.



Engagement Tools and Activities

Project Webpage

The City is hosting a project webpage for the Housing Element update. The webpage includes an overview of the project and schedule, frequently asked questions (FAQs), contact information for the project team, and a sign-up link for the project mailing list. The webpage is being maintained throughout the Housing Element update process and routinely updated to include announcements of future engagement events, materials and summaries of past events, and draft documents. Language translation of the webpage was provided through the web browser.





One-On-One Stakeholder Consultations

The Housing Element Update team held phone consultation meetings with a variety of stakeholders, including affordable and market rate housing developers and housing advocates. The purpose of these conversations was to gather data, discuss housing issues specific to Clovis, and share information on available resources with stakeholders.

Some affordable housing developers have expressed concerns related to increased costs and regulatory requirements, such as permitting, and suggested that an affordable housing fee deferral program could be established. A fee deferral program could be in the form of a loan and could be used as gap financing to leverage state and federal funding. Affordable housing developers also suggested that an inclusionary requirement be established to ensure affordable housing is provided in new growth areas. Generally, affordable housing developers shared a good working relationship with city staff and City Council.

Market rate developers also shared financial constraints to housing, including high impact fees, specifically for multi-family development; high land costs; and high construction costs. In addition, development standards related to street widths, specifically for cul-de-sacs, are higher than other jurisdictions and add to the cost of housing production. Developers also shared that the recent increase in interest rates has slowed market demand for home sales. Some also expressed that the cost of structured parking is a barrier to building multi-family residential at densities of 30 units per acre or more.

Housing advocates shared a number of suggestions for housing element programs regarding tenant protections, homeownership assistance, mobile home park preservation, extreme weatherization improvements, and inclusionary zoning. Some housing advocates also emphasized the need to directly address fair housing disparities in the city by planning for multi-family affordable housing through appropriate zoning and infrastructure studies to support high density development in high resource areas.

Several of these comments are noted in the constraints analysis and policies and programs were added to the Housing Plan in response to stakeholder input, including:

- **Policy H-1.4 Distribute Housing Opportunities** (increase the supply of affordable housing and special needs housing in highest opportunity areas)

- **Program H4. Affordable Housing Fee Reduction** (reduce impact fees for affordable housing)
- **Program H8. Development Standards and Zoning Consistency** (review parking, street width standards, and height limits to facilitate housing development)
- **Program H10/H11. Mobile Home Rent Review and Stabilization** (monitor, enforce, and expand outreach about the Mobile Home Rent Review and Stabilization Ordinance)

Focus Group Meetings

The Fresno Council of Governments (FCOG) is leading a multi-jurisdictional housing element update process for 15 jurisdictions in Fresno County. Although Clovis is not participating in the multi-jurisdictional effort, Clovis is engaging in community outreach efforts conducted by FCOG. The City participated in two focus group meetings provided through the multi-jurisdictional effort. The first focus group meeting occurred in Fall 2022. It was an introductory meeting, intended to provide an overview of the Housing Element update process and to gather initial feedback on housing in the region. The second focus group meeting discussed fair housing in the region, including patterns of segregation, special needs groups, and access to opportunity.

FCOG held the first stakeholder focus group meeting on October 25, 2022, to gather feedback on regional housing needs and fair housing issues. Stakeholders identified a number of barriers to new housing development and access to existing affordable housing opportunities. Stakeholders identified financial constraints as a primary barrier to new housing construction. Rising construction costs due to labor and supply chain shortages coupled with outdated infrastructure add significant costs to new housing in the region. Affordable housing development also has the additional challenges with securing project financing. In addition, residents struggle with the affordable housing placement process, indicating a need for additional education and outreach to boost financial literacy and help lower-income residents better compete for affordable housing opportunities.

Stakeholders also expressed concerns about the stability of existing housing in the region, particularly mobile home parks as well as aging housing stock. Corporate acquisition of mobile home parks is rising nationwide, leading to heightened risk of displacement for current residents. Many residents are on fixed incomes and are unable to keep up with repairs and maintenance



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without financial assistance, which may lead to eviction. Stakeholders suggested rent control and tenant protection measures for mobile home park residents, as well as funding assistance for mobile home purchase and rehabilitation needs.

FCOG held the second stakeholder focus group meeting on November 15, 2022, to gather feedback on regional housing issues from additional stakeholders. Stakeholders expressed similar concerns identifying financial constraints as a primary barrier to new housing construction. Rising labor and material costs, coupled with local development impact fees, significantly impact the financial feasibility of market-rate and affordable housing projects. Some stakeholders emphasized the importance of process streamlining, particularly the expansion of by-right development and CEQA streamlining, to remove regulatory barriers that constrain projects. These stakeholders expressed concern that additional regulatory programs, such as inclusionary zoning and rent control measures, may raise overall project costs and further increase housing prices.

Stakeholders also identified the difficulty that lower-income residents have qualifying for both rental and ownership opportunities as a major barrier to accessing affordable housing. Rising rents and home prices are difficult for lower-income residents to keep up with, particularly those on fixed incomes. Residents interested in purchasing a home often have difficulties qualifying for financial assistance, despite being unable to shoulder the financial weight of homeownership in the current housing market. Some stakeholders emphasized the importance of culturally competent homeless outreach services to improve accessibility as well as the accuracy of surveys counting the number of people experiencing homelessness.

Two community workshops took place during the Housing Element update process. One workshop occurred early in the process on August 24, 2022 and the second workshop on March 15, 2023. The following provides a description of each community workshop.

Community Workshops

We need your input on housing!

What types of housing should we have in Clovis? Where should we locate new housing? Your ideas about these topics will help us update the Clovis Housing Element. The Housing Element is our 8-year plan for how we will meet the housing needs of everyone in the community and shows how the City will accommodate its fair share of housing.

Attend the community workshop to learn more about the Housing Element and share your concerns and ideas for solutions.

******* You're Invited *******

Community Workshop
Tarpey Elementary School
2700 Minnewawa
Clovis, CA 93612

Wednesday, August 24, 2022
6:00 p.m. to 7:30 p.m.

Spanish interpretation will be provided

Can't make it?
Take our survey to provide your input.
The survey is available in the following languages:

ENGLISH

qrco.de/clovis1

SPANISH

qrco.de/clovis2

Do you have questions, or would you like to learn more about the project?

Visit the project's website, qrco.de/clovis3, or contact the City's Project Manager, Lily Cha at: 559-324-2335 or lilyc@cityofclovis.com

¡Necesitamos su opinión sobre el tema de la vivienda en nuestra ciudad!

¿Qué tipo de vivienda deberíamos tener en Clovis? ¿Dónde se deben ubicar las nuevas viviendas? Sus ideas sobre estas temas nos ayudarán a actualizar el Componente de Vivienda de Clovis. El Componente de Vivienda es nuestro plan de 8 años sobre cómo cumpliremos con las necesidades de vivienda de todos en la comunidad y cómo el municipio elaborará su parte de vivienda justa.

Asista a la sesión comunitaria para obtener más información sobre el Componente de Vivienda y para compartir sus inquietudes e ideas sobre posibles soluciones.

***** Le Invitamos a Participar *****

Sesión Comunitaria
Tarpey Elementary School
2700 Minnewawa
Clovis, CA 93612

miércoles, 24 de agosto de 2022
de 6 p.m. a 7:30 p.m.

Contaremos con interpretación en español

¿No puede venir? Complete nuestra encuesta para compartir su opinión.
La encuesta está disponible en los siguientes idiomas:

INGLÉS

qrco.de/clovis1

ESPAÑOL

qrco.de/clovis2

¿Tiene preguntas o le gustaría saber más sobre el proyecto?

Visite el sitio web del proyecto, qrco.de/clovis3, o comuníquese con la Gerente de Proyectos del Municipio (Project Manager, Lily Cha) at: 559-324-2335 or lilyc@cityofclovis.com



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Community Workshop #1

The first workshop was intended to educate the community on the purpose of the Housing Element and collect input on community needs and key housing issues facing residents. An overview of housing element requirements and the overall process was presented to set the stage for the process by providing current demographic information, housing trends, and special needs of Clovis residents. Preliminary information on the sites inventory was also provided. Input was gathered from participants on their own experiences related to housing challenges as well as their priorities for addressing housing needs in Clovis.



The workshop was held in-person at Tarpey Elementary School on Wednesday, August 24, 2022 from 6-7:30 pm. The venue was chosen for its central location, transit access, and proximity to existing affordable and multi-family developments to promote participation from community members typically underrepresented in City planning processes. Live Spanish interpretation was provided. The workshop was advertised through a variety of channels:

- Three advertisements on social media platforms (Facebook, Instagram, and Next Door).
- Workshop advertisement on the main page of the City's website.

- Clovis Round Up newspaper (August 17th edition).
- Emails to project interest list.
- Flyers distributed to 12 existing multi-family housing developments and two mobile home parks.

Seventeen participants attended the workshop. After a presentation providing an overview of the Housing Element Update process, the Housing Element Update team facilitated station exercises to collect community feedback.

Community members appreciate the family friendly small-town feel of Clovis, with its trails, landscapes, and "Old Town." Several community members shared challenges related to investors buying homes to rent or sell at a profit; the availability of affordable housing and housing for seniors; homelessness; and infrastructure to accommodate a growing city. Participants expressed the need for public transit, safe bike paths, and street lights; and several expressed the importance increasing equitable decision making to support housing with equal access to safety and community centers, support mixed use development, and facilitate less judgement on apartment housing. Several participants also mentioned the need to relax the City's cottage home requirements, support multigenerational floor plans, and develop Old Town (i.e., Central Clovis) to its full potential. Participants suggested that multi-family development be supported:

- Near schools, hospitals, and the Clovis Community Medical Center;
- Near parks and trails;
- In Old Town but limit height and scale to be compatible with the existing character;
- In conversions or repurposing of existing buildings; and
- In new growth areas.

Policies and programs were added to the Housing Plan or modified in response to community input, including:

Policy H-1.4-Distribute Housing Opportunities

Policy H-1.6-Infrastructure Capacity and Priority

Program H7- Missing-Middle Housing Tools and Resources

Program H21- Actions to Address Homelessness

Program H22- Neighborhood Revitalization

Commented [MG1]: @Chelsey Payne - These looked like duplicate lists from previous, but had different programs listed. Suggest just deleting

Commented [CP2R1]: @Matthew Gelbman Why are we deleting this in both places? We should keep it somewhere.

Commented [MG3R1]: This is on page 1-5 already - this is the second instance of "Policies and programs were added..."



Community Workshop Responses

What are the biggest housing issues facing Clovis residents?

- "Availability of housing the average person can afford"
- "[Limited] senior housing"
- "Infrastructure to accommodate a growing city: schools, water, shopping, traffic"
- "Zoning for more multi-family housing"
- "Housing variety"

What can be done to make Clovis a thriving and equitable community?

- "More mixed-use centers along corridors with better public transit"
- "Increased equitable decision making, division of housing projects throughout community with equal access safety, walking trails, community centers..."

Policies and programs were added to the Housing Plan or modified in response to community input, including:

- ~~Policy H-1.4 Distribute Housing Opportunities~~
- ~~Policy H-1.6 Infrastructure Capacity and Priority~~
- ~~Program H7. Missing Middle Housing Tools and Resources~~
- ~~Program H21. Actions to Address Homelessness~~
- ~~Program H22. Neighborhood Revitalization~~

Community Workshop #2

A second community workshop was held on March 15, 2023, to collect feedback on the public review draft of the Housing Element. The workshop was primarily focused on the housing sites inventory and implementation programs. Staff and the consultants delivered a presentation followed by a Q&A session and discussion to solicit feedback from members of the public. The workshop was advertised through a variety of channels:

- Three advertisements on social media platforms (Facebook, Instagram, and Next Door).
- Workshop advertisement on the main page of the City's website.
- Emails to project interest list.

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- Flyers distributed to 60 existing multi-family housing developments and four mobile home parks.

Online Community Survey

A web-based survey was broadly distributed from August 15, 2022, to September 12, 2022, to gather information from the community on housing needs and housing policy priorities. The survey included questions related to household demographics, housing conditions, and housing issues and priorities. Although the survey was voluntary and is not considered statistically valid, it does provide a glimpse of residents' perspectives on housing issues in the city. The survey was provided in English and Spanish.

Invitations to participate in the survey were provided on the project webpage, through email invitation (to persons signing up on the project webpage), the City's social media account, as well as all community workshop advertisements.

The City received 185 responses to the survey, including 184 responses in English and one in Spanish.

Approximately 85 percent of survey participants were homeowners, and the majority of respondents were couples with child(ren) (48 percent). Participants expressed that housing affordability, for both renters and those who desire to purchase a house, are the greatest housing problems facing Clovis residents. A summary of key survey responses is shown in Figures 1-1 and 1-2. See Appendix A for the complete survey and participant responses.

Public Review Draft Housing Element

The Public Review Draft Housing Element was published on the project website on March 13, 2023 for a 30-day public reviewing. The City sent out an email notice to interested stakeholders requesting comments by April 13, 2023.

During the public comment period, the City held a community workshop on March 15, 2023, as well as a joint study session with the Planning Commission and City Council on March 20, 2023, to obtain feedback on the Housing Element and authorization to submit the draft Housing Element to HCD for the state-mandated review period.

The City received one comment letter on the Draft Housing Element as well as a supplemental comment letter on the Sites Inventory from Central California Legal Services, Patience Milrod, and the Public Interest



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Law Project. The comment letters are included in Appendix A. City staff and the consultants reviewed the comments closely and made several changes to the Draft Housing Element in response, including:

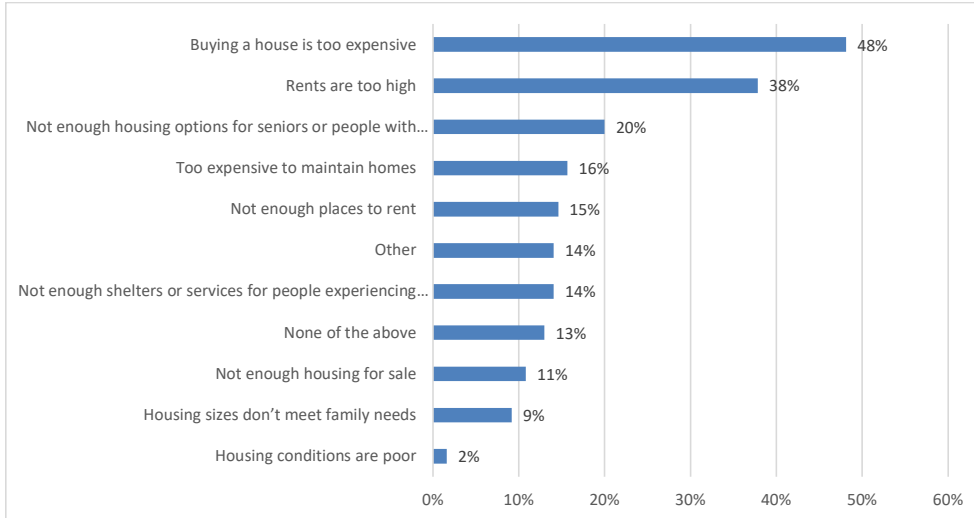
- Additional analysis in the Housing Needs Assessment about jobs/housing fit and at-risk noticing procedures;
- Additional analysis in the constraints chapter related to special needs housing types along with modified programs to address constraints;
- An updated description of the Martinez vs. City of Clovis court case in the Fair Housing Assessment; and
- Modifications to several programs to provide more specific commitments.

The revisions made in response to public comments were reflected in track changes in the HCD Review Draft Housing Element published in May 2023 [and submitted to HCD on May 16, 2023](#).

[On August 14, 2023, the City received a comment letter from HCD. City staff and the consultants reviewed the comments closely and made several changes to the Draft Housing Element. Revisions made in response to HCD comments are reflected in track changes in the Revised HCD Review Draft Housing Element published for a seven-day public review and submitted to HCD in November 2023.](#)

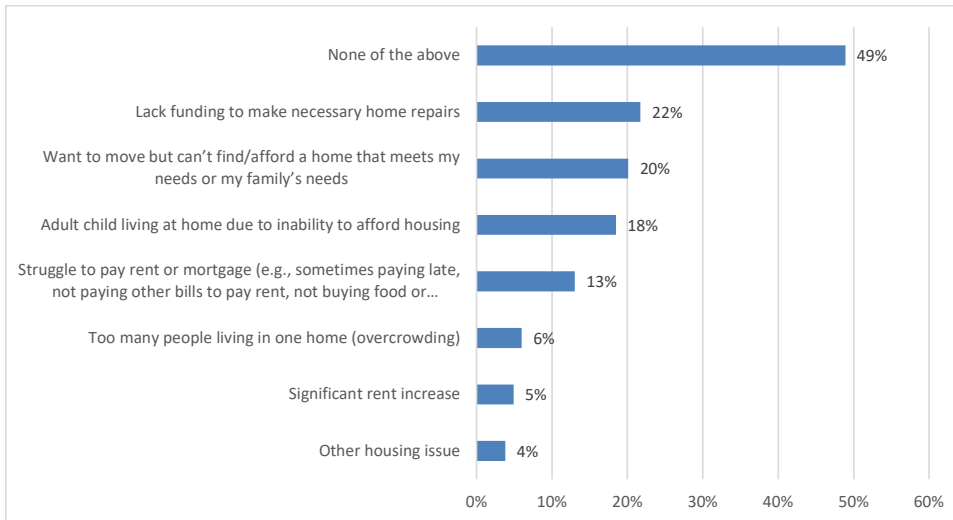


Figure 1-1 Survey Responses to “What do you feel is the most significant housing problem facing Clovis residents?”



Source: Clovis Housing Element Community Survey, 2022.

Figure 1-2 Survey Responses to “Have you recently experienced or are currently experiencing any of the following housing issues?”



Source: Clovis Housing Element Community Survey, 2022.