

CITY of AVALON **2030 GENERAL PLAN/LOCAL COASTAL PLAN** *Final*



Prepared by:
City of Avalon
Avalon Community Improvement Agency

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CITY *of* AVALON

2030

GENERAL PLAN / LOCAL COASTAL PLAN

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2030 GENERAL PLAN / LOCAL COASTAL PLAN

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CITY of AVALON

2030 GENERAL PLAN / LOCAL COASTAL PLAN

I. INTRODUCTION

The Avalon General Plan / Local Coastal Plan represents the City's comprehensive effort to define what makes Avalon a special place, delineate a vision for its future, and formulate action-oriented programs to achieve that future. The Plan functions as a blueprint that defines not only how the City will evolve through 2030, but the steps the community will take to make this vision a reality.

Avalon is located in the southeast portion of Santa Catalina Island (Catalina), which is the only island in the eight-island archipelago of the Channel Islands with significant human habitation. Set approximately 25 miles off the coast of Southern California, Avalon is a small tourist community that thrives on its natural setting. The City strives to serve the needs of its permanent residents and the tourist population while protecting the natural resources that make it a popular destination.

As of 2010, the City of Avalon's corporate boundaries encompassed approximately 2.81 square miles, or 1,798 acres of land. The City's 2010 population is estimated at 3,559 permanent residents. In addition, the General Plan addresses unincorporated areas surrounding the City that may be considered for future annexation. These unincorporated areas include open space, the landfill, and the quarry located south of



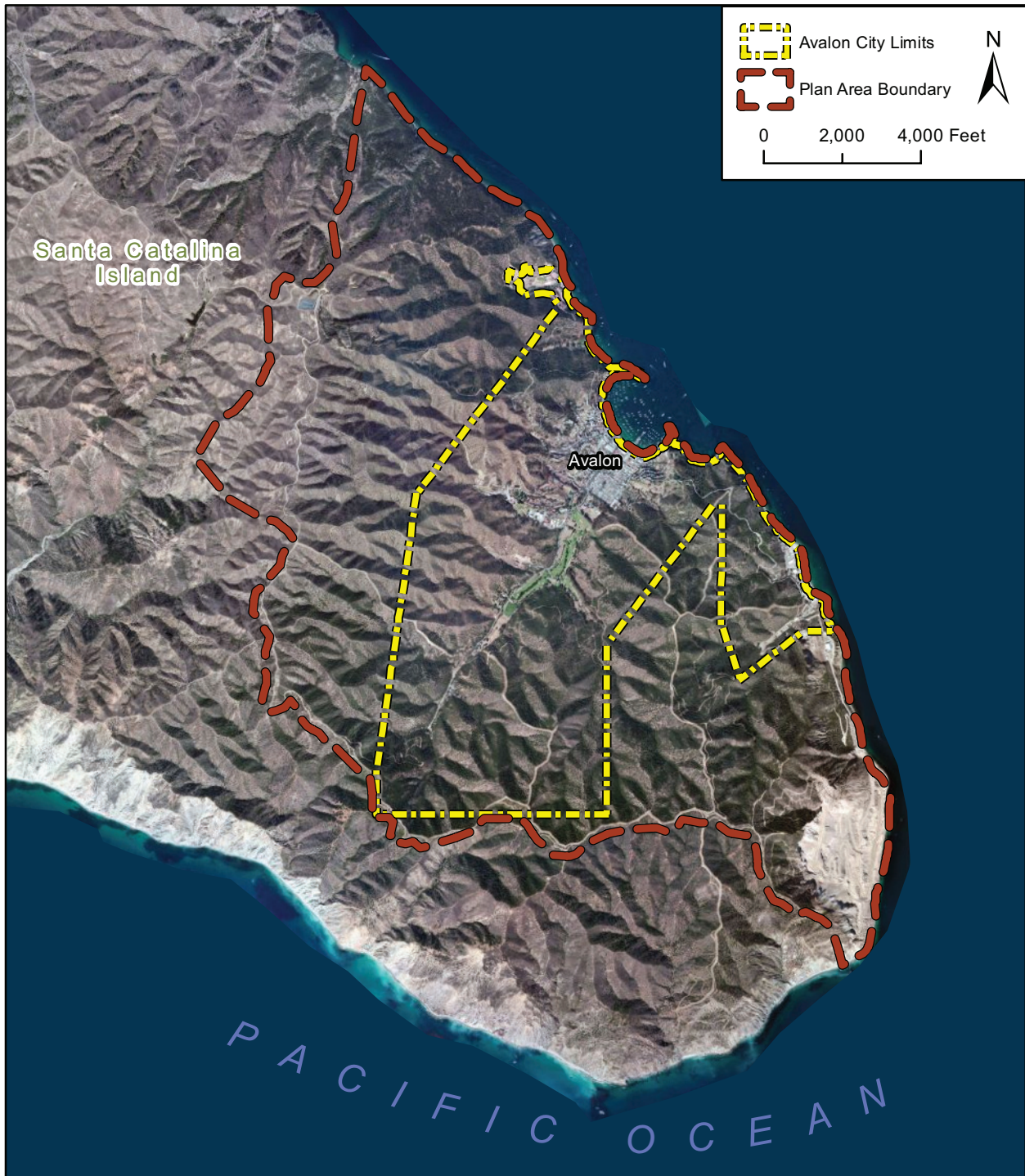
Pebble Beach. The hills that form the backdrop of Avalon are an integral element of the City's identity and infrastructure. The planning boundary includes all lands up to the ridge line (Divide Road). This boundary is intended to meaningfully analyze and envision the viewshed and watershed issues that impact Avalon. Planning boundaries are shown on Figure I-1.

I.A General Plan / Local Coastal Plan Background

Avalon adopted its first General Plan in 1978. That plan's theme was to "target the permanent population at a level consistent with the availability of natural resources, public services, and other factors that affect the ambience of that resource described as 'Avalon', while continuing



I. INTRODUCTION



Bing Maps Hybrid: (c) 2010 Microsoft Corporation and its data suppliers. Additional layers from City of Avalon, 2010, Santa Catalina Island Company, 2011, and Los Angeles County Department of Regional Planning, 2008.

Plan Area Boundary

Figure I-1



I. INTRODUCTION

to attract, accommodate and satisfy tourists, enhance the natural and man-made features of the City, carefully control land use densities and intensity of use, and improve commercial and recreational facilities". The plan included all elements required by California General Plan law.

The City's Local Coastal Program was certified by the California Coastal Commission on May 21, 1981, and the City assumed coastal permit-issuing authority on August 24, 1981. The LCP does not yet include provisions for the upper Avalon Canyon area and the industrial Pebbly Beach area that the City annexed from Los Angeles County in 1998.

I.B Nature and Purpose of the General Plan / Local Coastal Plan

The Avalon General Plan functions as a guide to the type of community that Avalon citizens desire for their future and provides the means by which that desired future can be achieved. The General Plan is a "blueprint" for local decision making that addresses the range of immediate, mid-, and long-term issues with which the community is concerned, including but not limited to environmental sensitivity and preservation, public services, and economic vitality. The Plan is intended to allow land use and policy determinations to be made within a comprehensive framework that incorporates public health, safety, and "quality of life" considerations in a manner that recognizes the resource limitations and the fragility of the community's natural environment.

According to the State guidelines for the preparation of general plans, the role of the General Plan is to establish a document that will "...act as a 'constitution' for development, the foundation upon which all land use decisions are to be based. It expresses community development goals and embodies public policy relative to the distribution of future land use, both public and private" (General Plan Guidelines, 2003). As further mandated by the State, the General Plan must serve to:

- Identify land use, circulation, environmental, economic, and social goals and policies for the City and its surrounding planning area as they relate to land use and development;
- Provide a framework within which the City's Planning Commission and City Council can make land use decisions;
- Provide citizens the opportunity to participate in the planning and decision-making process affecting the City and its surrounding planning area; and
- Inform citizens, developers, decision-makers, and other agencies, as appropriate, of the City's basic rules which will guide both environmental protection and land development decisions within the City and surrounding planning area.

State law requires that the General Plan include seven mandatory elements, but allows flexibility in how each local jurisdiction structures these elements. The general contents of the seven state-mandated elements are described on the following page.



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The General Plan also satisfies State requirements for the City's Local Coastal Program in accordance with the California Coastal Act (Public Resources Code § 30000 et seq.). Actions in the General Plan that affect coastal resources are intended to become part of the Land Use Plan of the Local Coastal Program. The California Coastal Commission oversees all Local Coastal Programs.

Mandated General Plan Elements

- The **LAND USE ELEMENT** designates the general distribution and intensity of uses of the land for housing, business, industry, open space, education, public buildings and grounds, waste disposal facilities, and other categories of public and private use.
- The **CIRCULATION ELEMENT** is correlated with the land use element, and identifies the general location and extent of existing and proposed major thorough-fares, transportation routes, terminals, and other local public utilities and facilities.
- The **HOUSING ELEMENT** is a comprehensive assessment of current and projected housing needs for all economic segments of the community. It embodies policy for providing adequate housing and includes action programs.
- The **CONSERVATION ELEMENT** addresses the conservation, management, and use of natural resources, including water, soils, biological habitats, and mineral deposits.
- The **OPEN SPACE ELEMENT** details programs for preserving open space for natural resource protection, the managed production of resources, outdoor recreation, and protection of public healthy and safety.
- The **NOISE ELEMENT** identifies and appraised noise problems within the community and forms the basis for land use distribution.
- The **SAFETY ELEMENT** establishes policies and programs to protect the community from risk associated with seismic, geologic, flood, and fire hazards.

I.C Internal General Plan Consistency: Competing Objectives

In addition to providing a comprehensive view of the community's future physical, social, and economic environments, general plans must be internally consistent. In order to function as a useful statement of local policy, the various components of the General Plan need to "comprise an integrated, internally consistent and compatible statement of policies for the adopting agency" (Government Code, Section 65300.5). The following factors must be considered with respect to internal consistency:



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- **Equal Status Among General Plan Elements** - All elements of the General Plan have equal legal status. Because no element is legally subordinate to another, the General Plan must resolve potential conflicts between or among the elements through clear language and policy consistency.
- **Consistency Between Elements and Within Individual Elements** - All General Plan elements must be consistent with one other. Any individual provision of the General Plan should not require the City to take an action prohibited by another General Plan provision. In addition, the assumptions and vision used to create individual portions of the General Plan need to be uniform and consistent.
- **General Plan Text and Diagram Consistency** - Because General Plan text and diagrams are both integral parts of the General Plan, they must be consistent with each another. Thus, the diagrams of the General Plan are intended to be a graphic reflection of the General Plan text.
- **Competing Objectives** – Although the General Plan must be internally consistent, it is important to recognize that community objectives are sometimes inherently in conflict. Therefore, blind pursuit of one objective may, in some cases, inhibit the achievement of other community objectives. For example, the Avalon General Plan recognizes the need to minimize water consumption in light of limited water resources. However, to eliminate watering of sites being graded for permitted development or eliminate landscape irrigation may conflict with objectives relating to maintenance of air quality or community design and beautification. Thus, when implementing the General Plan, decision makers must strike a balance between competing objectives, recognizing that all objectives cannot be fully implemented all the time.

I.D General Plan Format & Organization

The Avalon General Plan is organized into 8 chapters, which include this Introduction, and 7 General Plan elements. An appendix describing policy terms used in the plan is also included, as is a glossary. The 7 General Plan elements encompass all of the elements required by California General Plan law. The content of each of the 8 General Plan chapters is summarized below.

The **Introduction** (Chapter I) provides an introduction to the community of Avalon, the overall General Plan document, and an overview of Avalon's vision for the future.

The **Land Use Element** (Chapter II) details Avalon's program to manage its physical environment, and meet State requirements for the Land Use Element. Land use objectives, general plan approaches, policies, and implementation actions are presented. In addition, Chapter II delineates the land use districts presented on the General Plan Land Use Map. The land use districts define acceptable land uses throughout the General Plan study area.



I. INTRODUCTION

The **Open Space Element** (Chapter III) details Avalon's commitment to preserving open space in and around the City. It also identifies additional areas that the City may wish to set aside as open space and describes methods by which the City will manage associated resources.

The **Conservation Element** (Chapter IV) describes Avalon's program to manage its natural resources. The primary objective of this element is to define environmental features within the plan area and provide each feature with an appropriate level of protection. The Conservation Element meets the requirements of State General Plan law. Specifically, the Conservation Element covers the following issues:

- Biotic Resources
- Air Quality
- Coastal Resources and Sea Level Rise
- Water Resources
- Energy Resources
- Solid Waste Management
- Soil Conservation
- Cultural Resources
- Mineral Resources

The **Housing Element** (Chapter V) presents Avalon's commitment to provide housing opportunities to meet the needs of all economic segments of the community, and to ensure the continued high quality of the City's housing stock. This element contains the following components.

- **Housing Needs** - summarizes existing and projected needs for housing for all economic segments of the community, including new construction needs and particularly the needs of such groups as the handicapped, the elderly, large families, female-headed households, and the homeless
- **Opportunities for the Creation of New Housing** - examines the inventory of land that is available to meet identified needs for new housing construction
- **Constraints on the Production of Housing** - explores governmental and non-governmental obstacles that need to be overcome if the City of Avalon is to meet its housing needs
- **Housing Goals, Quantified Objectives, Programs, and Specific Actions** - outlines the specifics of Avalon's housing improvement program

The **Circulation Element** (Chapter VI) outlines the City's program to provide mobility within the General Plan study area. This element addresses motor vehicle, bicycle, and pedestrian circulation, as well as parking issues. A major thrust of this element is to ensure that roadways and transportation facilities support, rather than lead to, the type of community which Avalon wishes to maintain. Thus, environmental considerations have been incorporated into the Circulation Element and recommendations to increase the traffic carrying capacity of the area's roadway system were designed to recognize and protect significant environmental features.



I. INTRODUCTION

The **Safety Element** (Chapter VII) addresses the relationship between natural and manmade hazards and existing and future development. Key features of this element are the definition of "acceptable risk" and identification of the extent to which natural and manmade hazards will be managed in order to protect public health and safety. The Safety Element meets State requirements and addresses the following specific topics:

- Geology and Seismicity
- Flooding
- Fire Hazards
- Hazardous Materials
- Disaster Response

The **Noise Element** (Chapter VIII) identifies existing and projected future noise sources and levels throughout the City. It also provides policies and standards to limit noise exposure. The Noise Element meets the requirements of State General Plan law.

I.E Community Vision



The Avalon General Plan is intended to provide a vehicle for maintaining the community qualities that make Avalon a healthy, small town island community that is characterized as a quaint, unique and ecologically sensitive tourist destination. It is also important to recognize



I. INTRODUCTION

that the authenticity of Avalon will be sustained only if the needs of locals are met first. Keys to maintaining the desirability of Avalon for residents and for visitors are:

- Maintaining a population size (residents and visitors) that is consistent with the natural resources, public services, and other factors, while continuing to attract, accommodate and satisfy tourists upon which the local economy is dependent;
- Maintain and enhance Avalon's unique ecology and environmental features for the long term enjoyment of residents and visitors;
- Exemplify environmental awareness and stewardship through the use of new technologies, conduct practices that are energy efficient, reduce pollution and waste, conserve water, and protect the environment, natural features, and open spaces of the City and the island as a whole; and
- Provide services to all types of visitors and maintain the sense of place that is part of the draw for tourists and residents alike.

Avalon is distinguished from other small towns by the natural beauty of its island location and its historic ambiance. Residents are enthusiastic about their community, value their cultural diversity, and take care to preserve their rich history and local traditions. It is a friendly, close-knit community, whose members feel responsible to and for each other and work together to improve their quality of life.

I.F Comparison of California General Plan Requirements to the Organization of the Avalon General Plan

Table I-1 lists the various issues defined by the California General Plan Guidelines and identifies where in the Avalon General Plan these issues are addressed.



I. INTRODUCTION

Table I-1
Index to Location of State-Mandated General Plan Issues

Issues	General Plan Elements						
	Land Use	Open Space	Conservation	Housing	Circulation	Safety	Noise
Land Use							
Distribution of housing, business, industry	■			■			
Distribution of open space	■	■					
Distribution of mineral resources			■				
Distribution of recreation facilities	■	■					
Location of educational facilities	■						
Location of public buildings	■						
Location of future solid and liquid waste facilities	■		■				
Identification of areas subject to flooding			■			■	
Circulation							
Major thoroughfares					■		
Transportation routes					■		



I. INTRODUCTION

Table I-1
Index to Location of State-Mandated General Plan Issues

Issues	General Plan Elements						
	Land Use	Open Space	Conservation	Housing	Circulation	Safety	Noise
Terminals					■		
Other local public utilities & facilities	■				■		
Housing							
Preservation of housing	■			■			
Maintenance of housing				■			
Improvement and conservation of housing	■			■			
Development of housing				■			
Adequate sites for housing	■			■			
Adequate provision of housing for projected needs				■			
Promotion of equal housing opportunities	■			■			
Conservation							
Water			■				
Soils		■	■				
Rivers and other waters			■				
Wildlife			■				
Minerals		■	■				



I. INTRODUCTION

Table I-1
Index to Location of State-Mandated General Plan Issues

Issues	General Plan Elements						
	Land Use	Open Space	Conservation	Housing	Circulation	Safety	Noise
Other natural resources			■				
Water program			■				
Reclamation of land and waters		■	■			■	
Prevention of pollution of streams and other waters			■			■	
Regulation of land in stream channels						■	
Protection of watersheds	■					■	
Flood control						■	
Open Space							
Open space for preservation of natural resources	■	■	■				
Open space for managed production of resources		■	■				
Open space for outdoor recreation	■	■					
Open space for public health and	■	■				■	



I. INTRODUCTION

Table I-1
Index to Location of State-Mandated General Plan Issues

Issues	General Plan Elements						
	Land Use	Open Space	Conservation	Housing	Circulation	Safety	Noise
safety							
Trail-oriented recreational uses	■	■					
Noise							
Major noise sources							■
Existing and projected noise contours							■
Determination of noise problems							■
Noise attenuation							■
Safety							
Seismic hazards						■	
Slope instability and mudslides						■	
Subsidence and geologic hazards						■	
Flooding						■	
Wildland and urban fires						■	
Evacuation routes					■	■	
Water supply requirements			■			■	
Emergency road widths					■	■	
Clearance around structures	■					■	



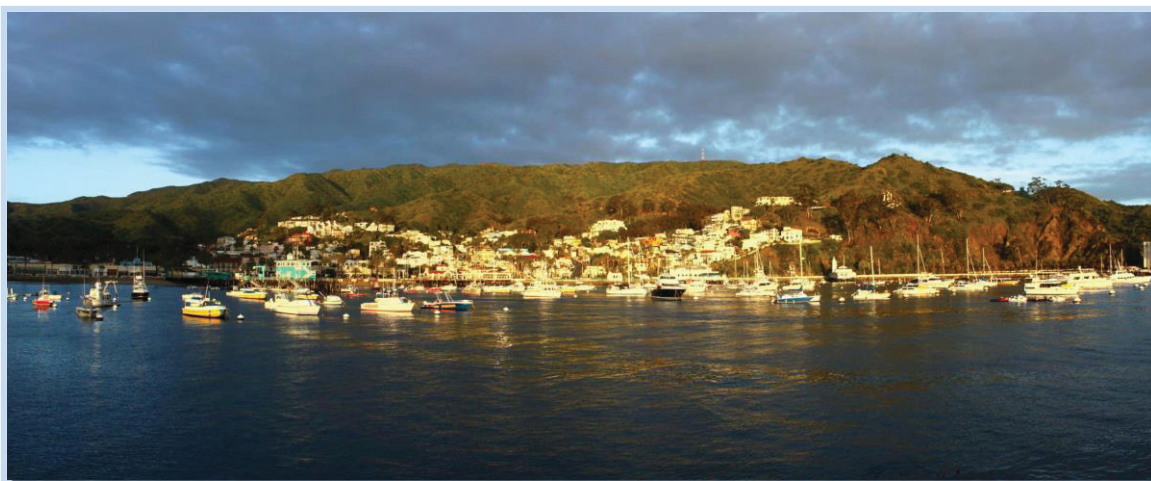
CITY of AVALON

2030 General Plan / Local Coastal Plan

II. LAND USE ELEMENT

The Land Use Element of the General Plan establishes Avalon's fundamental land use philosophy, which is to improve the economic health and vitality of the area, direct development to the most suitable locations, and maintain the environmental, social, and physical health and vitality of the area. This Land Use Element therefore focuses on the organization of the community's environment by establishing the *type, intensity, location, and character* of land uses that will be permitted in the future.

This Land Use Element is also the heart of the Land Use Plan pursuant to the requirements of the City's Local Coastal Program (California Coastal Act of 1976, § 30108.5). All of the other elements are also included as components of the Land Use Plan for the purposes of complying with the Local Coastal Program. This Land Use Element (and Land Use Plan pursuant to the Coastal Act) reflects an approach to future development and growth that is most protective of significant coastal resources. The changes from the existing Land Use Plan are intended to concentrate development in close proximity to urban and employment centers and to facilitate expansion of recreational opportunities and access near the coastline. Locations where the City is projected to grow in response to demand for new housing, resort services, infrastructure, or recreational uses will not conflict with coastal resources.



II.A COMMUNITY DESIGN

Avalon's land use pattern is well established and therefore is not intended to change drastically over time. The urban fabric of Avalon is relatively compact, with approximately 80-90 acres of existing development already located within the valley floor and the immediately surrounding hillsides. Just over 700 additional acres surround the built environment as open space. About



II. LAND USE ELEMENT

88% of Catalina Island as a whole is owned by the Santa Catalina Island Conservancy (referred to in this document as the “Conservancy”). About 13% belongs to the Santa Catalina Island Company (referred to in this document as the “Company”); individually owned lots in Avalon comprise less than 1% of the total city acreage.



Avalon is not only designed as a prestigious destination for outdoor recreation and scenic beauty, but also as a staging area for visitors to enjoy the attractions of the entire island, which include hiking, camping, and ecological tours. Historically, the City has been a playground for both wealthy and famous visitors. Over time, the island has become more accessible and now attracts a broad spectrum of visitors seeking recreation,

ecological and historical tours, as well as rest and relaxation. Avalon has been a destination for generations of families of all income groups in Southern California by providing quick access to a place unlike any other in the region. The community is designed to provide services to all types of visitors and maintain the sense of place that is part of the draw for tourists and residents alike. Compatibility between tourism and permanent residents is essential to the economic success of the community. The limited physical area of the City requires that special attention be given to the balance between tourism and residents.

On December 11, 2008, the California Air Resources Board adopted its Proposed Scoping Plan for Assembly Bill (AB) 32. This scoping plan included the approval of Senate Bill (SB) 375 as the means for achieving regional transportation-related GHG targets. SB 375 provides guidance on how curbing emissions from cars and light trucks can help the state comply with AB 32. The Land Use Element is designed to achieve consistency with SB 375 as is discussed below.

II.B LAND USE GOALS, POLICIES AND IMPLEMENTATION MEASURES

Avalon’s vision is to continue to be a healthy, small town island community that is characterized as a quaint, unique and ecologically responsible tourist destination. Based upon this vision, the following land use goals, policies and implementation measures have been developed and sited into one of five categories. The five categories include: General Land Use, City Center, Open Space/Recreation/Coastal Resources, Economic Development, and Plan Area Boundaries.



II . LAND USE ELEMENT

General Land Use

This category is designed to provide general guidance on land use throughout the City.

Goals

Maintain Avalon as a healthy, small town island community.

Maintain, enhance and protect Avalon's unique ecology and environmental features for the long term enjoyment of residents and visitors.

Permit strategic growth and change that maintains existing neighborhoods and provides a mixture of market rate and affordable housing types.

Permit the development of infrastructure systems capable of sustaining long-term growth.

General Land Use Policies

- II-1** Use the City's Zoning Ordinance and any applicable residential, commercial, resort, and open space design standards to guide the character of development and ensure compatibility with existing residential, commercial, resort, and open space uses.
- II-2** Preserve and strengthen the visual and physical connections between the waterfront, City Center, and neighborhoods surrounding the City Center, middle canyon, upper canyon and open spaces.
- II-3** Incorporate the policies of the Coastal Act (Public Resources Code Section 30210 through 30263) as guiding policies of City's land use.
- II-4** Promote land development practices that reduce energy and water consumption, air and water pollution, greenhouse gas emissions, and waste, incorporating such techniques as:
 - Concentration of uses and design of development to promote walking and use of transit in lieu of the automobile
 - Capture and re-use of stormwater on-site for irrigation
 - Orientation of buildings to maximize opportunities for solar energy use, daylighting, and ventilation
 - Use of permeable paving materials
 - Shading of surface parking, walkways, and plazas
 - Convert waste to energy
 - Upgrade the wastewater disposal system to allow for recycled water use
- II-5** Require buildings to be oriented toward and actively engage the public realm through such features as location, incorporation of windows, avoidance of blank walls, and articulated building elevations fronting sidewalks and public spaces. Parking policy should encourage use of alternate forms of transportation other than personal vehicles.



II. LAND USE ELEMENT

- II-6** Encourage the retention of existing structures and promote their adaptive reuse with “green” building technologies in accordance with a green building standard, such as Leadership in Energy and Environmental Design (LEEDTM), or other equivalent.
- II-7** Develop land uses that enhance the existing transportation network, minimize the impacts of vehicles in the City, and encourage alternative means of transportation.
- II-8** Enhance the pedestrian character and pedestrian linkages between the waterfront, City Center, neighborhoods surrounding the City Center, middle canyon, upper canyon and open spaces.

Implementation Actions

- Update the City’s Zoning Ordinance to reflect the Land Use map and policies of the General Plan Land Use Element.
- Continue to regulate the levels of building intensity and density according to the standards and land use designations specified by the General Plan and the Avalon Municipal Code.
- Phase private development and public infrastructure projects based upon input from utility providers, private developers, and other public agencies to assure that adequate public facilities are available at the time of occupancy.
- Require new development to demonstrate incorporation of techniques that reduce energy and water consumption, air and water pollution, greenhouse gas emissions, and waste

City Center

This section specifically addresses City Center which is the hub of commercial and residential development within the valley floor of Avalon. As the majority of City Center is already built, new development will be primarily infill that is designed to maintain a variety of uses including commercial, residential and resort recreational that provide housing options and

services to both residents and tourists. This type of land use promotes and preserves the compact, walkable character of Avalon for visitors and locals alike and provides diverse housing options by making housing more affordable. In addition, infill development would promote less



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reliance on vehicles, which would reduce air pollution and noise and would also alleviate congestion and pressure on available parking.

SB 375 requires integrated land use, housing, and transportation planning to reduce greenhouse gas emissions from automobiles and light trucks and thus comply with AB 32 (please see the Conservation Element for further discussion regarding AB 32). The Southern California Association of Governors (SCAG) developed a Sustainable Communities Strategy (SCS) to implement SB 375. The SCS focuses the majority of new housing and job growth in existing main streets, downtowns, and commercial corridors. By promoting infill development within the City Center, the land use plan is consistent with the objectives of SB 375 and the SCS and would assist in reducing vehicle emissions.

Goals

Facilitate well-designed, mixed-use “infill” development within the City Center and the surrounding uses.

Maintain the City Center as the original commercial hub of Avalon that provides a variety of services for both residents and visitors, including daytime/waterfront oriented activities and evening amenities.

Establish diverse housing options that are affordable for residents and located in close proximity to jobs and services.

Policies

- II-9** Encourage infill of the City Center area and where appropriate, increase the intensity of development on vacant and underutilized properties, in lieu of expanded development outward into Avalon’s hillsides, natural areas and open space.
- II-10** Concentrate high intensity commercial and “mixed-use” type development in the City Center as a means to encourage revitalization while also avoiding more intense development at the City’s edge.
- II-11** Encourage the revitalization of commercial areas through mixed-use developments to promote a range of business and visitor serving activities. The commercial uses as part of the mixed use developments shall create vitality, revenue, and employment opportunities and shall be compatible with Avalon’s small town island lifestyle.
- II-12** Require infill development to incorporate design elements with buffers and transitions in density, scale, and mass to assure compatibility with adjacent uses.
- II-13** Promote the balanced mixture of retail and service needs within the City Center area for the benefit of citizens and tourists.



II. LAND USE ELEMENT

II-14 Ensure that new intensified land uses within the City Center remain consistent with the City’s island lifestyle.

II-15 Encourage and regulate the development of mixed use buildings along “corridors of intensity,” including Crescent, Clarissa, Catalina, Sumner, and Metropole.

Implementation Measure

- Update as appropriate and enforce the Zoning Ordinance to ensure that the density, scale, and mass are compatible with adjacent uses and in order to maintain the City’s island lifestyle.

Open Space/Recreation/Coastal Resources

Avalon’s access to the coastline, middle and upper canyon recreational opportunities, and vast hillsides, and open spaces attracts visitors and is prized by residents. Further discussion of these resources is provided in both the Open Space Element and the Conservation Element. The following goals, policies and implementation measures related to land use are implemented in order to ensure that these areas are preserved and enhanced.

Goal

Provide a high quality and functional mix of active and passive open spaces that are interconnected with coastal resources and the iconic hillsides.

Policies

- II-16** Provide an interconnected network of open spaces, active and passive parks, and resort recreational amenities with an emphasis on pedestrian access.
- II-17** Encourage the development of visitor-serving commercial recreational facilities designed to enhance opportunities for coastal, middle canyon and upper canyon recreation.
- II-18** Wherever possible, preserve vistas of the community for public use areas.

TYPES OF RECREATION USES

Active Recreation - Refers to a mix of uses that includes the following facilities or facility types:

- Athletic fields
- Building or structures for recreational activities
- Concession
- Community garden
- Golf courses or tennis courts
- Zip lines
- Children's play areas
- Bike paths

Passive Recreation – Refers to a mix of uses on undeveloped land or minimally improved lands which includes the following:

- Landscaped / natural area
- Ornamental garden
- Non-landscaped greenspace
- Picnic area
- Walking/hiking trails



II . LAND USE ELEMENT

II-19 Encourage the clustering of development with Low Density Residential and/or Resort Recreational uses as a means of preserving significant environmental features. Clustered development must meet the following criteria:

- The overall density of the project area shall not exceed the maximum densities allowed by the zone, calculated as if there were no clustering;
- The resulting project will not require a greater level of public services and facilities than an equivalent non-clustered project would require;
- The result of clustering development will yield a more desirable and environmentally sensitive development plan, define usable open space areas for the enjoyment of Avalon residents and visitors, and preserve significant environmental features; and
- The resulting development after clustering will be compatible with the development's natural setting and adjacent residential neighborhoods, if any.

Implementation Measures

- Require new resort recreational amenities to implement project features that enhance pedestrian access and recreational opportunities.
- Collaborate with the Company and the Conservancy to determine ways in which the City can support the formation of an interconnected network of open spaces and recreation amenities.
- Continue to regulate all development within the Low Density Residential and Resort Recreational Zones to avoid adverse impacts to sensitive natural resources.

Economic Development

The City of Avalon recognizes the importance of maintaining a strong economic base that provides employment opportunities while generating revenues for ongoing City operations, infrastructure, and public services. However, its economic base is overwhelmingly influenced by

GENERAL GUIDELINES FOR CLUSTERED DEVELOPMENT

Avoid:

- *Disturbing areas within or adjacent to stream buffer areas, wetlands, oak woodlands, habitat linkages, or other sensitive biological features;*
- *Developing on steep slopes, hilltops, and ridges where development would be highly visible;*
- *Placing numerous houses with access drives along collector and arterial roads;*
- *Backing houses directly or visibly onto collector and arterial roads; and*
- *Destroying existing tree stands, especially along rights-of-way.*

Require:

- *Substantial buffering and screening for development near all public rights-of-way;*
 - *Preservation or enhancement of sensitive environmental areas;*
 - *Homeowner-managed recreation areas and common spaces within larger clusters;*
 - *Covenants and/or easements to permanently protect the undeveloped open space areas that remain after clustering is accomplished; and*
 - *Appropriate sites for community facilities.*
- Refinement of road and street design to better protect existing topography and natural landscape features; and*
- *Private courts and lanes instead of flag lots.*



II. LAND USE ELEMENT

tourism; therefore the City's primary economic development policies must support improvements in the desirability of Avalon to both residents and visitors. Furthermore, its dependence on a continually evolving tourist economy requires dedication to protecting the authentic aspects of its natural and cultural environment.

Goals

Improve the community's economic base, provide employment opportunities, enhance tourist services, and generate sufficient revenues for ongoing City operations, infrastructure, and public services.

Enhance the City's visitor serving facilities in order to improve competitive positions and maintain an economy based on tourism.

Policies

- II-20** Pursue new developments and businesses that add to the City's economic base, particularly those that general sales tax and transient occupancy tax.
- II-21** Expand lodging choices by attracting and retaining desirable and high-quality facilities to the community.
- II-22** Preserve and strengthen the City Center's historic status as the center of commercial and tourist activity by encouraging a range of uses that serve both residents and visitors.
- II-23** Promote the retention of existing and attraction of new commercial, office, visitor serving, and light industrial business and afford opportunities for their growth and expansion.
- II-24** Develop expanded and new recreational opportunities that will meet the needs of local residents and attract visitors.
- II-25** Work collaboratively with land owners such as the Company to achieve a jobs/housing balance in Avalon.

Implementation Measures

- Collaborate with the Company and the Conservancy to determine the kinds of visitor-serving facilities that benefit both the City and the overall community.
- Collaborate with local tourist attractions and cultural organizations to determine ways in which the City can support these institutions to reach a broader audience and attract visitors outside the City's current constituent base.
- Cooperate and coordinate business outreach programs with the Chamber of Commerce and other community organizations, and actively encourage business owners to engage City departments to address the business community's needs.



II . LAND USE ELEMENT

- Pursue a variety of funding approaches, including grants, impact fees, transportation funds, and other programs to fund City programs, services, and capital investments.

Plan Area Boundaries

Section 65300 of the Government Code requires that a City address all territory within the boundaries of the City as well as “any land outside its boundaries which in the planning agency’s judgment bears relation to its planning.” The law allows communities to plan for areas outside of their jurisdiction because certain issues are not confined to political boundaries. As a result, the City of Avalon strongly favors an urban/rural boundary, which is consistent with Coastal Act policies. There are areas adjacent to the City’s existing incorporated boundaries that merit inclusion into the City because they represent a logical extension of city boundaries given the existing pattern of development or the need for public services. The City proposes to increase the Sphere of Influence (as shown on **Figure II-1**), driven largely by a desire to protect the scenic viewsheds, protect water quality, and develop a more distributed array of infrastructure. This potential Sphere of Influence expansion would also include three potential annexation areas, each designed to meet Avalon’s future needs.

Goal

Expand the City boundaries to increase local control over natural resource conservation, recreation planning, and infrastructure planning.

Policies

II-26 Pursue annexation of key areas surrounding the current City limits in order to facilitate local planning objectives, including the preservation of natural resources and expansion of recreational opportunities and infrastructure. Specific annexations to be considered include:

- The landfill and quarry area (Parcel # 7480-045-033) south of the Pebbly Beach area. Within this area (Expansion Area No. 1) to facilitate light industrial uses with the potential to transition over time to more visitor-serving uses as part of a Pebbly Beach Specific Plan Overlay District
- Company land (various parcels) between Hamilton Cove and the Divide Road (Expansion Area No. 2) to facilitate Resort/Recreational land uses
- Conservancy land (Parcels #7480-045-013 and #7480-045-014) located between the City limits separating Pebbly Beach and the eastern boundary of Avalon Canyon (Expansion Area No. 3) for more open space uses within the City limits

II-27 Require annexation proposals to demonstrate a positive relationship between City facility and service costs and the revenues that will be generated subsequent to annexation with the exception of areas to be annexed for the purpose of parks, schools, open space, and other public facilities.



II. LAND USE ELEMENT

Implementation Measures

- Undertake studies (such as a Municipal Service Review) to determine the feasibility of expanding the City's Sphere of Influence. The Sphere of Influence expansion plan shall be driven by viewshed, watershed protection, and infrastructure expansion opportunities.
- Collaborate with the Company regarding the annexation of Expansion Area No. 1. The majority of this area is owned by the Company and would also incorporate the City landfill and Company quarry for future infrastructure opportunities. The appropriate land use designation for this area would be Light Industrial with the potential to transition over time to more visitor-serving uses as part of a Pebbly Beach Specific Plan Overlay District.
- Collaborate with the Company regarding the annexation of Expansion Area No. 2. This area contains some of Avalon's most significant viewsheds. The lower lying areas (Descanso Beach and Hamilton Cove) also could provide additional opportunities for resort/recreational uses. The appropriate land use designation for this area would be Resort Recreational-Low Density.
- Collaborate with the Conservancy regarding the annexation of Expansion Area No. 3. This area contains undisturbed open space. Incorporation of this area into the City would allow greater coordination with respect to watershed protection, trail development and sustainable infrastructure development. The appropriate land use designation for this area would be Open Space.

II.C GENERAL PLAN LAND USE DISTRICTS

Table II-1 outlines the various districts that are delineated on the Avalon General Plan Land Use Map (**Figure II-2**). **Figure II-3** also provides a focused view of the land uses within the City Center area. Two levels of land use are designated. At the broadest level, urban land uses are distinguished from non-urban uses. Urban land uses are organized into Residential, Commercial, Public, Industrial, and Recreational land use types. Non-urban uses include the Open Space land use type. The City of Avalon has the legal responsibility to insure that the General Plan land use designations and City zoning designations are consistent. As a result, the City may appropriately amend zoning designations in a specific area while still reflecting the intent of the General Plan. The intent is to establish zoning categories that mirror the land use categories of this plan, leaving no doubt as to their consistency.

Based on the plan and the remaining areas of the city that are not developed or are underdeveloped, most new development would be infill within the City Center area. The plan would maintain the City's island lifestyle and would encourage a range of uses that serve both residents and visitors while keeping the City Center's historic status as the center of commercial activity. The plan also provides a mix of resort recreational areas and open space areas that exemplify the City's coastal resources. The plan would also provide a mix of market rate and affordable housing units while preserving the City's existing neighborhoods.



II . LAND USE ELEMENT

As part of the City’s desire to forecast potential growth out to a planning horizon of 2030, growth assumptions were made based on the existing population according to the California Department of Finance (2012) statistics and future projections based on the Southern California Association of Government (SCAG) 2012–2035 Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS) Growth Forecast for Avalon, adopted in April 2012. SCAG's regional and small area socio-economic estimates and projections are used for federal and state mandated long-range planning efforts such as the Regional Transportation Plan (RTP), the Air Quality Management Plan (AQMP), the Regional Transportation Improvement Program (RTIP), and the Regional Housing Needs Assessment (RHNA).

Table II-2 on page II-13 illustrates the growth forecast for Avalon based on these assumptions. Overall, Avalon’s special island resort environment and relative isolation creates limitations with respect to the capacity of infrastructure facilities and services. These infrastructure and locational limitations combined with topographic and land use limitations have created a City that is largely built out. Nevertheless, during this General Plan’s planning horizon (through the year 2030), Avalon is forecast to experience an increase in its estimated population (permanent residents) of up to 22%. The total number of permanent housing units is also forecast to increase 22%, from 2,289 units to 2,920 units.

Table II-1 General Plan Land Use Districts	
Residential	
LD-R Low Density Residential	The LD-R designation accommodates detached single family detached housing.
MD-R Medium Density Residential	The MD-R designation accommodates detached single-family housing units and two dwelling units per lot or parcel.
HD-R High Density Residential	The HD-R designation accommodates multi family dwelling units and single family dwelling units.
HD-R-CH High Density Residential – Community Housing	The HD-R-CH designation accommodates only residential development, including multi family dwelling units and single family dwelling units.
Commercial	
C Commercial	The C designation accommodates general retail and commercial services and offices.
SC Special Commercial	The SC designation accommodates small scale residential uses, neighborhood retail and services, as well as structures which contain commercial uses on the ground floor and residential uses above. Appropriate uses include retail sales (excluding food and beverage), and personal and professional sales.
Public	
P Public	The P designation is intended for areas vital to public services. Principal uses allowed include schools, hospitals, parks, libraries, parking lots and support housing.



II. LAND USE ELEMENT

**Table II-1
General Plan Land Use Districts**

Industrial	
LI Light Industrial	The LI designation is intended for areas vital to moderate industrial services. Principal uses allowed include infrastructure, light manufacturing, assembly, fabrication, warehouses, and corporate yards.
PB-SP Pebble Beach Specific Plan Overlay District	The PB-SP overlay identifies the Pebble Beach area for eventual development of a specific plan. The area is currently utilized for light industrial purposes. In the near term, the area will continue to be used for industrial uses. However, if it is determined that such uses are no longer necessary or viable, a specific plan is to be developed to guide the possible eventual transition to other uses that take advantage of this area's coastal location. It is anticipated that new land uses may include visitor-serving facilities such as a new public dock/ferry terminal, commercial retail, restaurants, hotels/motels, and/or recreational facilities that serve both residents and visitors.
LC-SP Lover's Cove-Specific Plan Overlay District	The LC-SP overlay identifies the area above Lover's Cove and surrounding area for eventual development of a specific plan. This area is currently undeveloped. However, if development is anticipated in the future, a specific plan is to be developed to guide the possible eventual transition to other uses that take advantage of this area's views and proximity to visitor services. It is anticipated that the area may be utilized for visitor serving facilities such as a hotel, spa, or social and educational facility.
Recreational / Open Space	
RR-HD Resort Recreational High Density	The RR-HD designation accommodates a variety of uses associated with the resort character of Avalon. Appropriate land uses include hotels, inns and lodges, as well as parks and mobile home parks.
RR-LD Resort Recreational Low Density	The RR-LD designation accommodates a variety of uses associated with the resort character of Avalon and also accommodates single family housing units. Allowed uses include single family detached housing, hotels, inns and lodges, as well as parks and mobile home parks.
OS Open Space	The OS designation applies to lands under public or private ownership whose primary purpose is the provision of active and/or passive recreation, the protection of public health and safety, preservation of sensitive environmental resources, or resource management.



II . LAND USE ELEMENT

Table II-2 General Plan Growth Forecast				
Type	Existing*	Year 2030**	Net Change	Net Change (%)
Population (Permanent Residents)	3,780	4,821	1,041	22%
Permanent Housing Units	2,289	2,920	631	22%

* California Department of Finance, 2012.

**Estimated number in the year 2030 based on predicted growth for the year 2030 based on the SCAG 2012–2035 RTP/SCS Growth Forecast for Avalon, adopted April 2012.

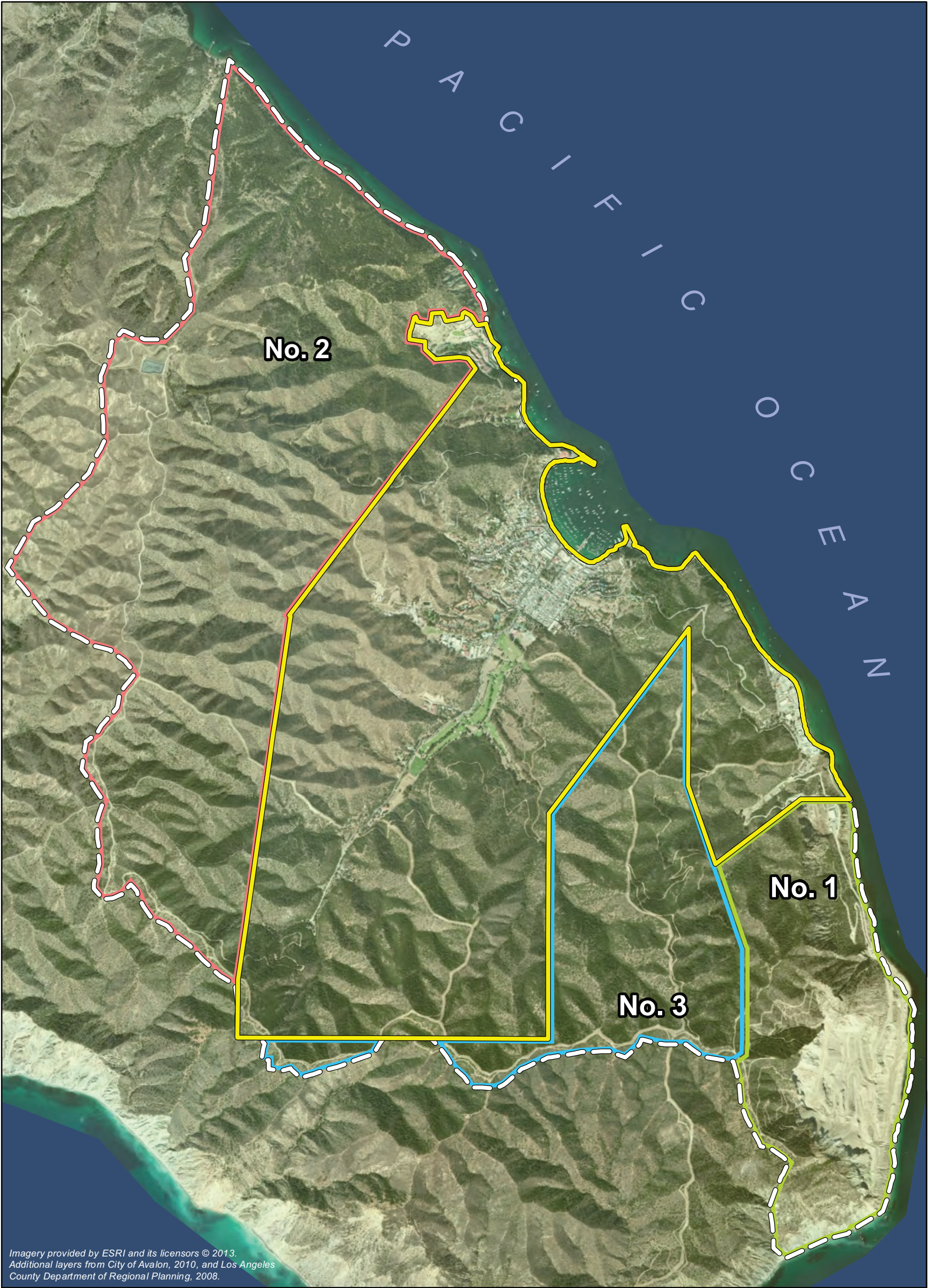


II. LAND USE ELEMENT

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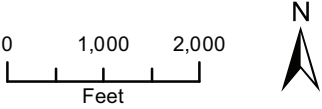


II. LAND USE ELEMENT



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Additional layers from City of Avalon, 2010, and Los Angeles
County Department of Regional Planning, 2008.

- Avalon City Limits
- Sphere of Influence Boundary
- Annexation Area**
- Number 1
- Number 2
- Number 3

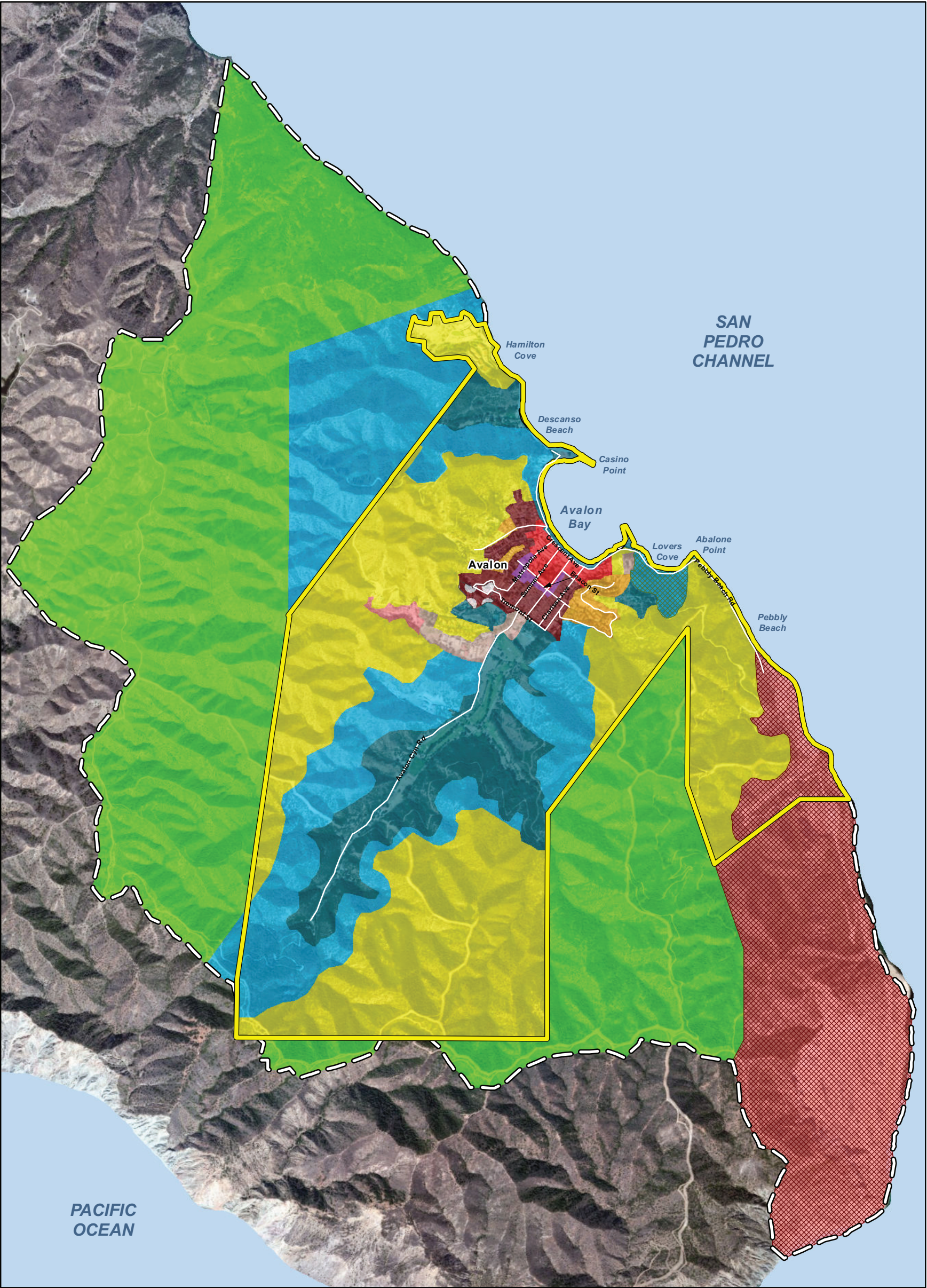


Proposed Annexation Areas

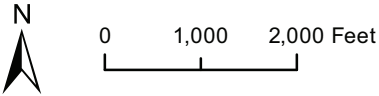
Figure II-1
CITY of AVALON



II. LAND USE ELEMENT



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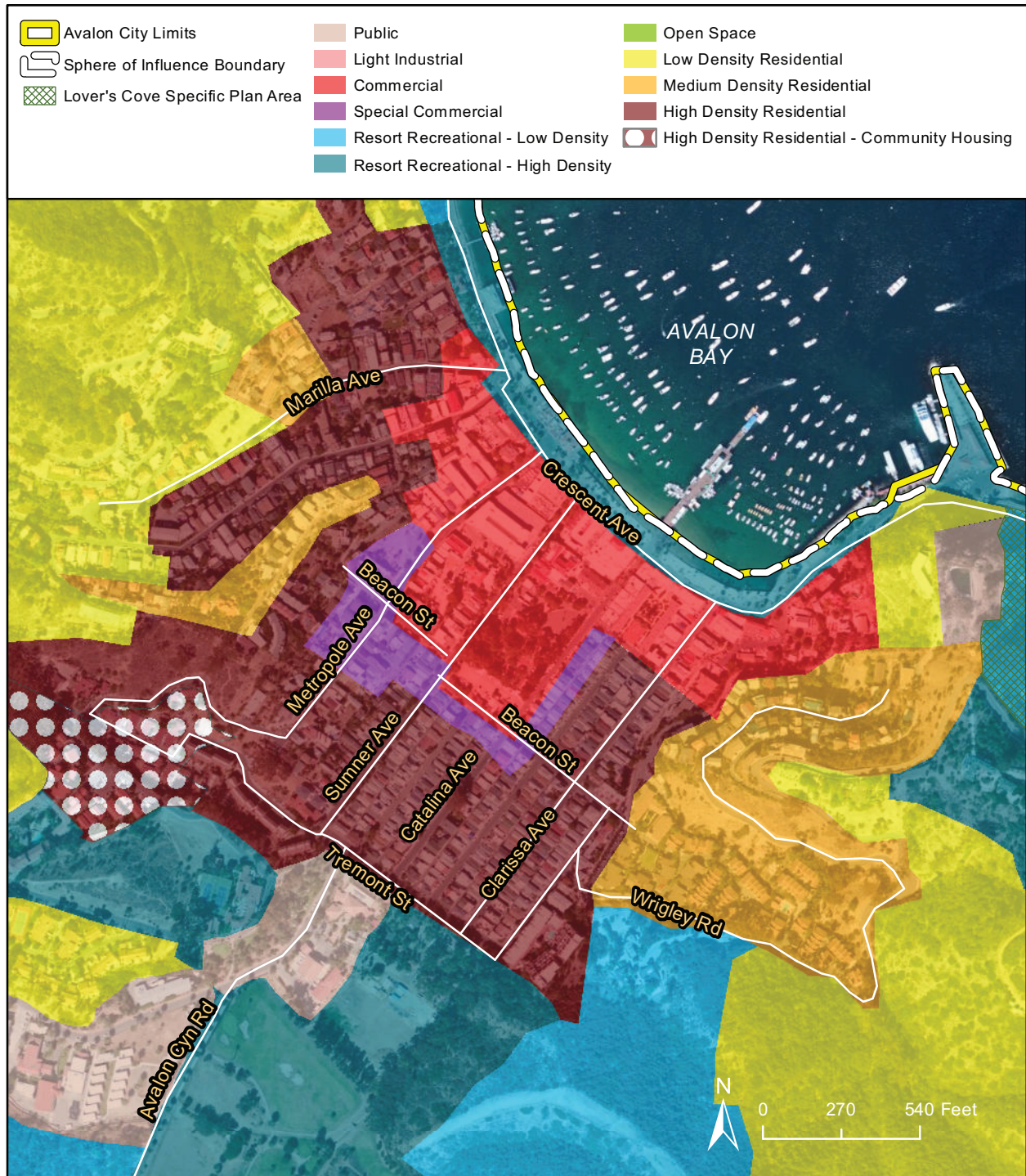
	Avalon City Limits		Public		Resort Recreational - Low Density		Medium Density Residential
	Sphere of Influence Boundary		Light Industrial		Resort Recreational - High Density		High Density Residential
	Lover's Cove Specific Plan Area		Commercial		Open Space		High Density Residential - Community Housing
	Pebbly Beach Specific Plan Area		Special Commercial		Low Density Residential		

Land Use Map

Figure II-2
CITY of AVALON



II. LAND USE ELEMENT



City Center Land Use

Figure II-3



II. LAND USE ELEMENT

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CITY of AVALON

2030 GENERAL PLAN / LOCAL COASTAL PLAN

III. OPEN SPACE ELEMENT

The purpose of the Open Space Element is to guide the comprehensive and long-range preservation and conservation of open space land within Avalon. Open space is a key component of the City's character, representing a scenic resource of great value and importance to the quality of life for Avalon residents and visitors. Open space protects significant environmental resources as many of the open space areas within and around Avalon contain an abundance and variety of sensitive vegetative and wildlife habitats. It also creates opportunities for public recreation and contributes to public health and safety.

Open space in Avalon should represent a network of protected areas with a high degree of visual and physical continuity, and a systematic order of purpose. High priority preservation areas should include those possessing irreplaceable assets and environmental resources (including coastal resources), established recreation areas (trails and parks), hillsides with the highest/steepest slopes, and scenic viewsheds. In addition, the potential for the expansion of future open space and/or recreation opportunities should be investigated on lands which serve to link larger open space areas in and adjacent to the community and give form and identity to the City. Expansion of the uses allowed in the Resort/Recreational High Density and Resort Recreational Low Density designations will also provide opportunities to accommodate active and passive recreation. Enhanced recreation facilities must be achieved in a manner that balances resident and visitor needs, and protects the natural environment.

Open space may be defined as land or water areas that are undeveloped, generally free from development or developed with low-intensity uses that respect natural environmental characteristics and are compatible with open space use. Open space may have utility for: primarily passive park and recreation; conservation of land, water, or other natural biological resources; historic or scenic purposes; visual relief; or landform preservation.

This element identifies existing open space resources within Avalon, and sets forth goals and policies to guide decision making with regard to the management of open space. The Open Space Element also contains implementation actions which the legislative body intends to pursue, as required by Government Code Section 65564.

As required by Government Code Section 65560, the Open Space Element takes into consideration open space lands, defined as any parcel or area of land or water which is designated on a local, regional, or state open space plan as any of the following:

- Open space for the preservation of natural resources including, but not limited to, areas required for the preservation of plant and animal life, including habitat for fish; areas



III. OPEN SPACE ELEMENT

required for ecologic and other scientific study purposes; rivers, streams, bays and estuaries; and coastal beaches, banks of rivers and streams, and watershed lands.

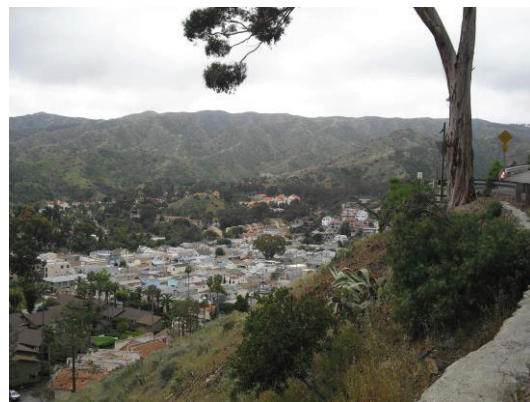
- Open space for outdoor recreation, including but not limited to, areas of outstanding scenic, historic and cultural value; areas particularly suited for park and recreation purposes, including access to lakeshores, beaches, and rivers and streams; and areas which serve as links between major recreation and open space reservations, including utility easements, banks of rivers and streams, trails, and scenic highway corridors.
- Open space for public health and safety, including, but not limited to, areas which require special management or regulation because of hazardous or special conditions such as unstable soil areas, flood plains, areas presenting high fire risks, areas required for the protection of air and water quality.
- Open space used for the managed production of resources, including but not limited to, forest lands, rangeland and areas of economic importance; areas for recharge of groundwater basins; bays, estuaries, rivers and streams for the management of commercial fisheries; and areas containing major mineral deposits.

Open Space and Ownership

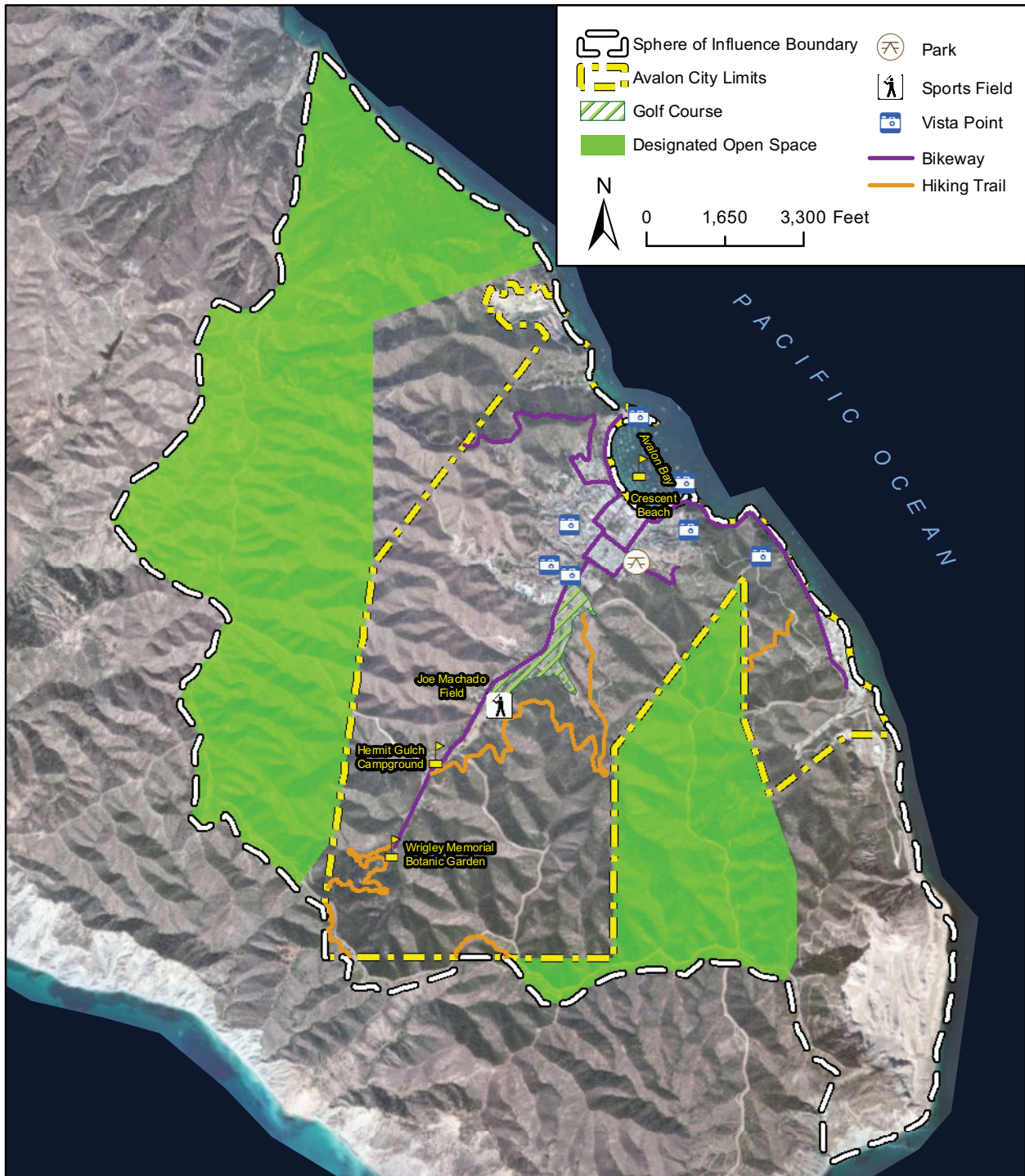
Preservation of the natural environment on Catalina has been an integral part of the island's development since the early 20th century, when William Wrigley, Jr. took over the Santa Catalina Island Company ("Company") to conserve and protect Catalina and keep its future development both orderly and limited.

Ownership of the land plays an important role in land use and open space within the City limits.

About 70% of the land within Avalon is owned and managed by the Company. It was realized early on by both the City of Avalon and the Company that unique methods of development would have to be employed in the future in order to preserve the natural ecology and beauty of the remaining undeveloped hillsides and canyon areas and still provide areas for residential development. The City and the Company proposed to leave 70-80% of the overall land in its present natural state, including the area above the 750 foot elevation level to the ridge line, which would serve as an open space buffer zone. This land would serve as a natural preserve for native vegetation, birds and wild animal, and provide for outdoor recreation opportunities including golf, hiking, bicycling, horseback riding and camping. Today, only about 10-20% of the more than 800 acres that comprise the City are developed. Most of the development in the City is within the canyon floor, while most of the undeveloped area is located on the rugged and steep hillsides and canyons to the east and west, consistent with the City and the Company's vision. **Figure III-1** shows the current inventory of designated open space and recreation areas within City boundaries.



III. OPEN SPACE ELEMENT



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Open Space and Recreational Opportunities Map

Figure III-1

CITY OF AVALON



III. OPEN SPACE ELEMENT

Within the Avalon planning area, the Catalina Island Conservancy (herein referred to as “Conservancy”) also plays a key role in preserving undeveloped areas for open space and recreational purposes. The Conservancy is a nonprofit organization established in 1972 in part by the Wrigley family to protect and conserve Santa Catalina Island. The Conservancy owns 88% (42,134 acres) of the land on the island, and is charged with preserving the land, providing for low-impact recreational uses such as hiking and camping and promoting preservation and restoration efforts based on sound science. Approximately 41,000 of the Conservancy’s 42,134 acres are dedicated for recreational use under an open-space easement agreement with Los Angeles County.

III.A OPEN SPACE TO PROTECT SENSITIVE AND NATURAL RESOURCES

Much of the open space within Avalon contains an abundance and variety of sensitive and natural resources including, but not limited to, vegetative and wildlife habitats and linkages, existing landforms, cultural and historic resources, bays and beaches. It also represents a scenic resource of great value and importance to the quality of life of area residents and enhances the visual experience of visitors to the area. Open space areas uniquely suitable for these high priority environmental resources exist only in certain areas and in limited amounts and should be preserved for these purposes.



Goals

Preserve open space to protect and conserve sensitive and natural resources.

Preserve the natural landforms and open spaces that help make Avalon unique.

Policies

- III-1** Protect open space and other properties that contain or protect significant sensitive resources, such as special-status plant and wildlife species known to occur in or near the City, natural habitats, and habitat linkages.
- III-2** Maintain the natural topographic characteristics of hillside areas, ocean cliffs, canyons, beaches, and major rock outcroppings.
- III-3** Protect open space that contains significant historic, cultural and archaeological resources.
- III-4** Preserve and increase the amount of open space and native trees and vegetation within the City to help mitigate greenhouse gas emissions.



III. OPEN SPACE ELEMENT

Implementation Actions

- Expand the Open Space designation as necessary to encompass areas that have important open space values, such as biologically/ecologically sensitive areas.
- Within areas having significant open space values, establish criteria and procedures for assessing the environmental impact of public and private projects.

III.B OPEN SPACE FOR PUBLIC RECREATION

Open space for public recreation within Avalon includes both passive and active areas, including multi-use trails, parks, public beaches/waterfronts and areas of scenic and cultural value, which are shown on Figure III-1. In addition to the natural open space areas, there are three parks, including Mole Park, People's Park and City Park. People's Park and Mole Park provide picnic areas, and Crescent Beach is a public beach area located along the harbor. Catalina Island Golf Course is open to the public, as are Wrigley Memorial and Botanic Gardens and Hermit Gulch Campground, which are located southwest of town. The City also has public beaches/waterfront areas that offer a range of aquatic recreational opportunities. The hillsides surrounding Lover's Cove including Buena Vista Point offer scenic views for hikers and bikers. A network of trails also surrounds the community, providing hiking and bicycling opportunities for residents and tourists. However, a lack of adequate recreation facilities and programs (e.g., sports fields, destination 18-hole golf course, etc.) and missing links in the current trail network are a concern for the community. Some areas in the City may be used for such recreation facilities in the future (e.g., Citrus Canyon may be capable of accommodating sports fields or a swimming pool). It is the intent of the City to preserve existing recreational areas, expand the amount of land devoted to public recreation and provide a connected network of trails to access recreation areas and facilities.

Goal

Preserve open space to provide quality recreation opportunities and facilities that meet public needs.

Provide and maintain a comprehensive public access network between open space lands, beaches, recreational facilities, and parks.

Policies

- III-5** Provide an open space and recreation system with an appropriate balance of facilities suitable for intensive use (beaches, playgrounds, sports fields) and those suitable for low intensity use (hiking, camping, golf) that meets the needs of residents and visitors.
- III-6** Provide high-quality recreational facilities and programs to attract tourists and meet residents' needs.



III. OPEN SPACE ELEMENT

- III-7** Create and maintain a linked system of open spaces to provide opportunities for long distance hiking, horseback riding and biking.
- III-8** Improve public access to designated open space areas and recreation facilities.
- III-9** Beach front parks should be sought and designed using a most careful and thoughtful process of pedestrian and bike linkages.
- III-10** Protect coastal areas suited for water-oriented recreational activities as necessary.
- III-11** Preserve open space areas needed to provide cultural, historical, and educational opportunities for the City's and Santa Catalina Island's residents and visitors.
- III-12** All beach areas should be preserved as a scenic and recreational asset.
- III-13** The City should continue a program of acquiring sand portions of beach areas and easements.

Implementation Actions

- Expand the Open Space and Resort/Recreation land use designations as necessary to encompass areas that have recreational value.
- Identify missing linkages in the parks, trails and coastal access system and work with the Company and the Conservancy to link and protect them via acquisition, zoning or other preservation mechanisms.
- Accommodate and encourage active (e.g., zipline, recreation/sports facilities, golf course expansion, etc.) in the Resort Recreation zones and passive (e.g., hiking, camping, etc.) recreational uses within portions of the area designated Low Density Residential.
- Consider establishing secondary coastal access to Hamilton Cove and Pebbly Beach.
- Work with the Company, Conservancy and other community organizations to create a comprehensive parks and trails plan.
- To ensure the availability of adequate park and recreation programs and facilities, Avalon will coordinate recreational programming, park planning and park acquisition activities with Los Angeles County, Company, Conservancy and other community groups. City efforts shall include, but not be limited to:
 - Coordinating planned locations of parks and recreation areas within the City
 - Pursuit of alternative sources of funding for the acquisition and development of active park land.



III. OPEN SPACE ELEMENT

III.C OPEN SPACE TO PROTECT PUBLIC HEALTH AND SAFETY

Within Avalon, certain areas require special management or regulation because of hazardous or special conditions to protect public health and safety. These areas include hillsides, shorefronts, flood plains, waterbodies and areas presenting high fire risks. Thus, this section includes policies to provide a margin of safety and protection. The application of these policies will minimize the extent of development in these areas and potentially increase the amount of land designated as open space.

Goal

Preserve open space to protect public health and safety.

Policies

- III-14** Promote the protection of open space on public and privately owned property for the protection of health and safety through continued application of the Open Space and Resort/Recreation land use designations, as appropriate.
- III-15** Preserve sensitive lands, including permanent bodies of water, floodways, beaches/shorelines and slopes over 35 percent as open space.
- III-16** The undevelopable lands around Avalon should be retained in their natural beauty as an open space buffer zone.
- III-17** Through the development review process, ensure that new development located in or near areas that may pose public health and safety hazards (such as on hillsides, shorefronts, flood plains, and/or areas of known or suspected fire hazard) is designed to minimize potential impacts on people and property.

Implementation Action

- Expand the Open Space land use designations as necessary to encompass areas needed to protect public health and safety.

III.D OPEN SPACE FOR THE MANAGED PRODUCTION OF RESOURCES

Open space for the managed production of resources typically includes areas reserved for mineral extraction or agricultural production; forest lands, rangeland and areas of economic importance; areas required for groundwater recharge; and bays, estuaries, rivers and streams for the management of commercial fisheries. There are no areas within Avalon currently utilized for agricultural or forestry activities; however, some areas within the City contain mineral resources and are appropriate for mineral extraction. Mineral resources are discussed in greater detail in the Conservation Element of this General Plan. In addition, there are waterbodies and areas important for the management of commercial fisheries and groundwater



III. OPEN SPACE ELEMENT

recharge. It is the intent of the City to conserve areas needed for the managed production of these resources.

Goal

Preserve open space for the managed production of resources.

Policies

- III-18** Continue to protect areas required for groundwater recharge to ensure groundwater quality and quantity.
- III-19** Protect bays, estuaries, rivers and streams as necessary for commercial fishing.

Implementation Action

- Expand the Open Space land use designations as necessary to encompass areas needed for the managed production of resources.

III.E OPEN SPACE FOR THE PROTECTION OF SCENIC RESOURCES

Much of the character of Avalon is due to the small scale of development and the scenic vistas that are visually available to residents and visitors from all areas of the City. With the vision of being a model city for environmental responsibility, allowing smart development of the lower hillsides while restricting the more visible higher elevations and ridgelines is prudent. With that vision in mind, it is the intent of the City to preserve the prominent views of hillsides surrounding Avalon Canyon. The ridgelines are mapped on Figure III-2.

Goal

Retain as much as possible, the existing scenic hillsides for the community of Avalon and its visitors.

Policy

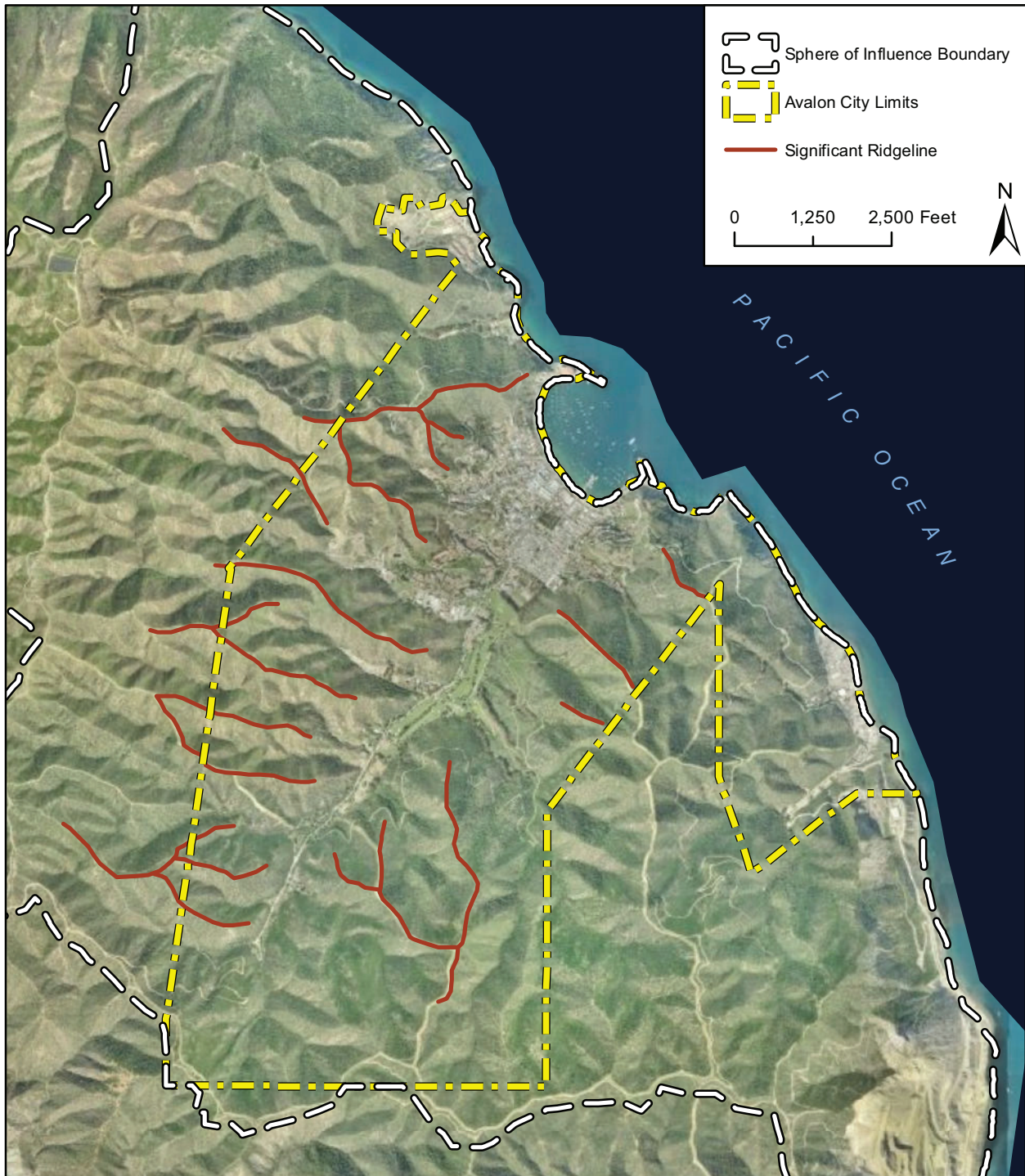
- III-20** Preserve views of 18 prominent ridgelines in Upper Avalon Canyon, as depicted on Figure III-2, by restricting development in the vicinity of the ridgelines.

Implementation Action

- Establish a Scenic Hillside Restricted Zone and appropriate development standards to restrict development from unnecessarily encroaching on scenic hillsides.



III. OPEN SPACE ELEMENT



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Significant Ridgelines

Figure III-2



III. OPEN SPACE ELEMENT

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CITY of AVALON

2030 GENERAL PLAN / LOCAL COASTAL PLAN

IV. CONSERVATION ELEMENT

Conservation is defined in this General Plan as the careful preservation, protection, or planned management of a natural resource to prevent its exploitation, destruction, or neglect. The term *sustainable* has become common parlance when referring to principles, practices, and application of techniques that conserve energy, water, and other natural resources; manage the use of renewable and non-renewable resources in an efficient and responsible manner with an emphasis on self-sufficiency; preserve and improve the environment, from the local to the global level; reduce pollution and solid waste; improve human health and safety; and strengthen the economy.

Avalon possesses many resources that contribute to its unique character, beauty, and desirability as a place to live, work, and visit. Key to maintaining this healthy and vibrant community as Avalon continues to grow is the conservation and sustainable stewardship of our natural resources—such as air quality, water, energy, and soil—for the protection of plant and wildlife habitats, and public health, safety and welfare. Avalon’s cultural resources are also important, as they provide a link to the City’s past, help shape its present-day character, celebrate its unique identity, and offer a source of pride and community connection for its residents. Conserving resources, promoting clean energy generation, and reducing the amount of community-generated waste will help preserve non-renewable resources, reduce air pollution and greenhouse gas emissions, and increase self-sufficiency on the island.

The Conservation Element emphasizes Avalon’s desire to become a model town for sustainability and its commitment to conserve, preserve, and enhance its valuable resources. The Element establishes a number of goals, policies and implementation actions for the long-term conservation and sustainable management of the rich natural resources that help define the City’s identity, contribute to its economy, and improve its quality of life.

The topics addressed in this Conservation Element include:

- Biotic Resources
- Air Quality
- Coastal Resources and Sea Level Rise
- Water Resources
- Energy Resources
- Solid Waste Management
- Soil Conservation
- Cultural Resources
- Mineral Resources



IV. CONSERVATION ELEMENT

The Conservation Element fulfills the requirements of the State-mandated Conservation Element as defined in Section 65302 of the Government Code. According to these requirements, the General Plan must provide direction regarding the conservation, development and utilization of natural resources, including rivers and water, forests, wildlife and other natural resources. This element also addresses cultural resources as required in Section 65302 of the Government Code. The preservation and/or sustainable management of other resources, such as air quality and energy, and reduction of GHG emissions pursuant to recent legislation, also may be included. The conservation and preservation of open space areas is covered in the Open Space Element of the General Plan.

IV.A BIOTIC RESOURCES

Avalon is home to large expanses of open land, natural hillsides, natural stream channels, beaches and harbors, wildlife, and panoramic views. Natural landscapes within the City include the valley floor, which comprises the downtown area, and rugged canyons, hillsides and beaches/waterfronts and the harbor. Animal species include the Santa Catalina Island Fox, Catalina California ground squirrel, Northern Elephant Seal, California Sea Lion, the California Kingsnake, and dozens more. Among the approximately 37 bird species known to reside on the island are the Bald Eagle, Orange crowned Warbler, and the Catalina California Quail. Hundreds of plants are known to occur on the island, including endemic species such as Catalina Mohagany, Catalina Ironwood, Catalina Manzanita, and dozens more (Catalina Island Conservancy, 2010). These endemic species give the island a special ecological interest. In addition to the abundance of endemic and native species, some non-native species have appeared on the island throughout its history. Non-native species include animals such as American Bison and mule deer, and hundreds of plants species such as flax leaf broom, fennel, and Horehound. Non-native species can also be invasive and require management, such as the plants previously listed. The surrounding ocean provides a wealth of marine species and the island is host to a wide range of resident and migratory birds.

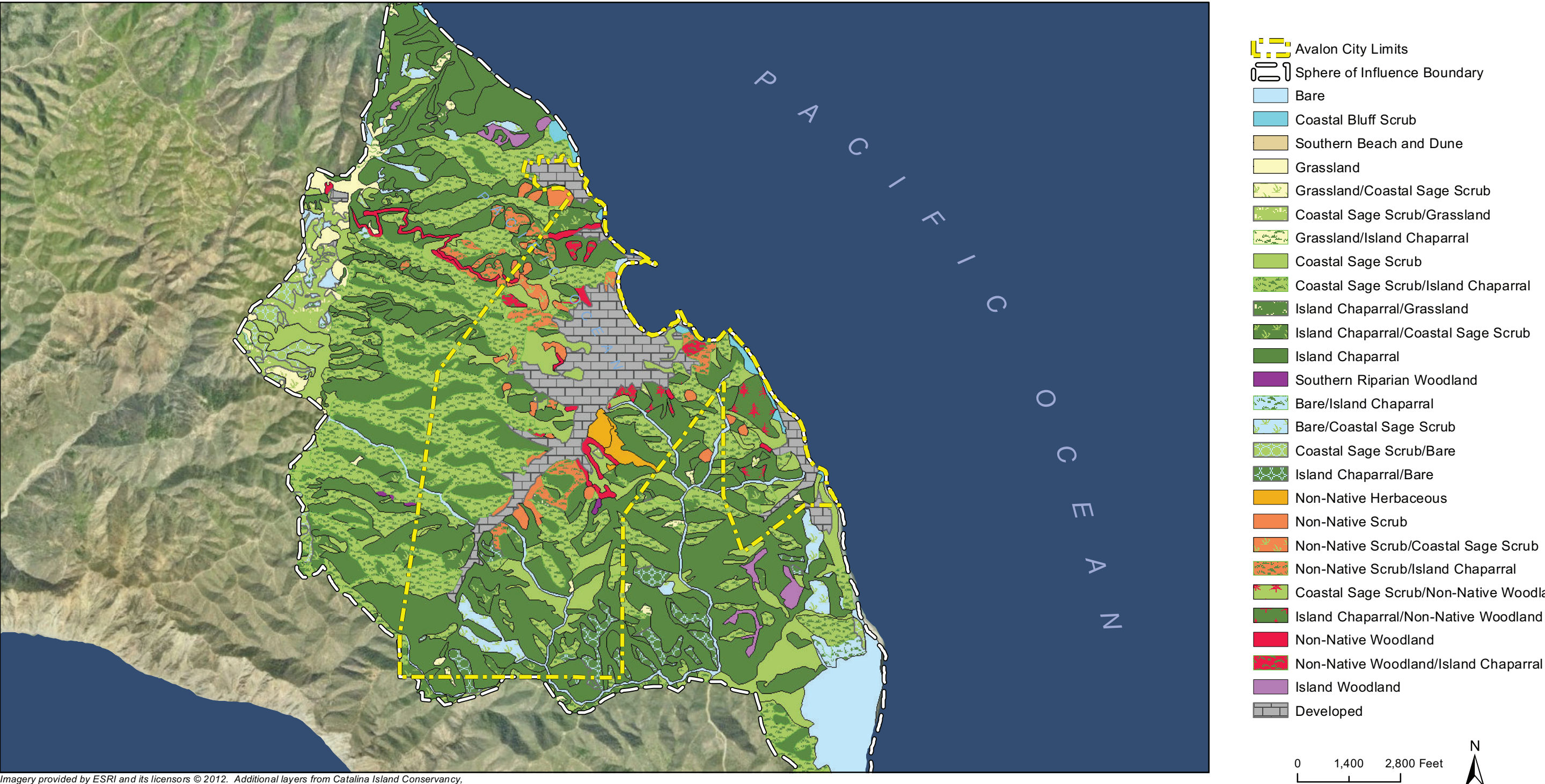
Figure IV-1 illustrates the various vegetation communities within and proximate to Avalon.

Sensitive species are specific organisms that have regionally declining populations such that they may become extinct if declining population trends continue.

Preservation of the natural environment on Catalina has been an integral part of the island's development since the early 20th century, when William Wrigley, Jr. took over the Santa Catalina Island Company (Company). Over 75% of the land within the City limits is owned and managed by the SCIC. Goals and policies set forth in this section emphasize the City's long-standing commitment to the protection of the natural environment and are designed to preserve the City's existing biotic resources.



IV. CONSERVATION ELEMENT



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Vegetation Communities

Figure IV-1
CITY OF AVALON



IV. CONSERVATION ELEMENT

Goal

Preserve critical biotic resources and enhance habitat value and biotic resource diversity within the Avalon area.

Policies

- IV-1** Ensure that new developments, including roads, maintain the biotic habitat value of riparian areas, oak woodlands, habitat linkages, and other sensitive biological habitats.
- IV-2** Regulate construction activities to eliminate potentially destructive practices that adversely affect environmentally sensitive areas.
- IV-3** Preserve the integrity of the riparian habitat areas, creek corridors, and other drainages that support biological resources and contribute to the overall health of the watershed areas through the preservation and restoration of native plants and the removal of invasive, exotic, and nonnative species.
- IV-4** Preserve existing mature indigenous trees, unless they are detrimental to public health and safety.
- IV-5** Promote the planting of additional trees in developed locations. Plantings should include replacement of trees that are, or have been, removed and new trees in locations where none are currently present.



Implementation Actions

- Within areas having significant biotic values, develop criteria and procedures for assessing the environmental impact of public and private projects.
- Enforce state and federal conservation and avoidance regulations, through the development review process, for all new development projects on private property that may potentially impact affect natural vegetation communities or biological resources.
- Continue to require development proposed in areas identified or expected to contain sensitive vegetation and wildlife communities to consult with wildlife agencies (i.e., United States Fish and Wildlife Service [USFWS] and the California Department of Fish and Wildlife [CDFW] (formerly Fish and Game)) and the Catalina Island Conservancy (Conservancy) early in the development review process regarding special status plant and wildlife species; conduct biological assessments, as appropriate; and develop and implement project-specific mitigation measures to mitigate impacts on threatened and endangered species.



IV. CONSERVATION ELEMENT

- Require separation of construction activities from sensitive biological resources through the use of buffers, setbacks, and temporary protective fencing.
- Develop specific requirements for planting and replacement of trees for incorporation into the Development Code.

IV.B AIR QUALITY GOALS, POLICIES AND IMPLEMENTATION ACTIONS

Air quality in Avalon is generally good, which is important for the health of those who work and live in Avalon, and for the visual beauty of the area. The ocean breezes create relatively good air quality conditions in Avalon. In addition, the City regulates the number of vehicles permitted within City limits, and most residents drive small vehicles, or autoettes. Common generators of pollutants, such as vehicle emissions, construction, and industrial operations, are limited within the City and the island as a whole. Therefore, activities that exceed South Coast Air Quality Management District (SCAQMD) thresholds are relatively infrequent.

Although Avalon is not a major contributor to the effects of global climate change (GCC), GCC has emerged as an important planning issue and recent changes to state law require all communities in California to address climate change through various processes. Specifically, Assembly Bill (AB) 32 (the California Global Warming Solutions Act of 2006) requires attainment of a statewide GHG emissions limit equivalent to 1990 emissions (essentially a 15% reduction below 2005 emission levels) by 2020 and the adoption of rules and regulations to achieve the maximum technologically feasible and cost-effective GHG emissions reductions. A companion bill known as Senate Bill (SB) 375 requires the inclusion of sustainable communities' strategies (SCS) in regional transportation plans (RTPs) for the purpose of reducing GHG emissions. SB 375 requires the development of regional targets for the purpose of reducing greenhouse gas (GHG) emissions from passenger vehicles, for 2020 and 2035 and provides incentives for communities to develop plans that comply with regional plans and GHG reduction targets. Avalon is an active participant in the development of the Southern California Association of Governments' SCS.

The goals, policies and implementation actions set forth in this section are intended to preserve Avalon's good air quality and reduce the City's contribution to global climate change. This is consistent with AB 32, which calls for a greenhouse gas emissions cap for 2020 that would reduce such emissions to 1990 levels.

Goals

Maintain air quality that meets state and federal standards.

Reduce greenhouse gas emissions from community activities and municipal facilities and operations within the City boundaries to support the State's efforts under Assembly Bill 32, Senate Bill 375, and other state and federal mandates.



IV. CONSERVATION ELEMENT

Policies

- IV-6** Facilitate compliance by local employers and businesses with regional air quality regulation through education, outreach, involvement, and policies that assist them in meeting regulations, while cultivating and supporting a positive business climate.
- IV-7** Reduce community-wide emissions of greenhouse gases by at least 15% from 2005 levels as stipulated in AB 32.
- IV-8** Evaluate and disclose the contribution of development projects on climate change and require mitigation measures as appropriate.
- IV-9** Minimize emissions of air pollutants, including greenhouse gases, generated by electricity and natural gas consumption, waste disposal, and vehicles through implementation of the energy conservation policies and actions listed in subchapter IV.E, the solid waste recycling policies listed in subchapter IV.F, and the alternative transportation policies in the Circulation Element.

Implementation Actions

- Monitor changes in State regulations related to air quality and update local regulations as appropriate.
- Participate in inter-agency and/or inter-jurisdictional meetings and planning activities to share best practices and adaptation strategies to reduce greenhouse gas emissions, increase community sustainability, and educate the public about climate change.
- Develop a public outreach program to increase public awareness of climate change and climate protection challenges; publicize the importance of reducing GHG emissions; and provide information on actions community members and businesses can take to reduce their individual impacts.
- Develop and adopt City purchasing practices and standards to support reductions in GHG emissions, including preferences for energy-efficient equipment and the use of recycled materials and manufacturers that have implemented green management practices; encourage other public agencies and private businesses within Avalon to do the same, when feasible.

IV. C COASTAL RESOURCES AND SEA LEVEL RISE

The City of Avalon is located entirely within the coastal zone. The City's coastal resources are treasured as they contribute to the local economy and provide opportunities for tourism, recreation, research and education, and marine-related industry. Some of the most prominent coastal resources in Avalon include the City's beach areas, Avalon Bay, adjacent coves, and marine life. Therefore, the goals and policies in this section place a high priority on preserving Avalon's coastal resources and emphasize environmentally sustainable and prudent use by current and future generations.



IV. CONSERVATION ELEMENT

In addition, the goals and policies in this section detail ways to protect Avalon's coastal resources from dangers, including sea level rise that may occur as a result of global climate change. Over the past century, sea level has risen 2 to 4 inches, and scientists forecast that sea level rise will be 4 to 36 inches between 1990 and 2100.¹ As a result, coastal areas may be subject to increasing risk of inundation and erosion. Sea-level rise may threaten coastal wetlands, infrastructure, and property.

Goals

Maintain the integrity of beaches, coves, harbor, and bays.

Protect Avalon and its coastal resources from sea level rise.

Policies

IV-10 Protect marine resources (shorelines, lagoons, bays, harbors, sea cliffs, etc.) that have scenic, recreational, educational, or ecological value.

IV-11 Discourage development that may be adversely affected by sea level rise.

IV-12 Improve infrastructure as needed to address rising sea levels.

IV-13 Protect water supplies from contamination by saltwater.

Implementation Actions

- Engage state and local governments in defining responses to sea level rise.
- Collaborate with climate science experts on local climate change impacts, mitigation, and adaptation, including sea level changes, to inform public policy decisions.
- Integrate protection against the effects of sea level rise into the design of coastal structures.
- Collaborate with climate science experts to identify areas that may be exposed to risks due to sea level rise, such as flooding or erosion.

IV.D WATER RESOURCES

Avalon recognizes the critical nature of water resources on Santa Catalina Island. Southern California Edison currently owns and operates the water utility on Catalina Island, which provides service to the City. The primary source of fresh water is groundwater, which is pumped into the Middle Ranch/Thompson Reservoir. In addition, Southern California Edison operates a

¹ Intergovernmental Panel on Climate Change. (2007). IPCC Fourth Assessment Report: Climate Change 2007 – The Physical Science Basis. Cambridge University Press, Cambridge, United Kingdom and New York, NY, USA.



IV. CONSERVATION ELEMENT

desalination plant, located at Pebbly Beach, which uses reverse osmosis of ocean water to produce potable fresh water. Avalon's freshwater demand is 477 acre feet per year, and the total island's current demand is 505 acre feet per year, which is approaching the groundwater supply safe yield.

Due to the limited water resources available, the City has a variety of water conservation mechanisms in place. During droughts water rationing measures set forth in the Municipal Code include a limitation of three gallons for washing exterior surfaces and vehicles, limited hours for landscape irrigation, and prohibition of serving drinking water in restaurants and bars unless specifically requested. Saltwater is also used as a water supply source for toilet flushing and fire suppression, and this service is provided by the City. There are two saltwater reservoirs: Mount Ada Reservoir and Falls Canyon Reservoir. However, this process requires specialized maintenance due to corrosion and biological growth. Salt water is not available at elevations greater than 170 feet above sea level, as the system is dependent on pressure generated from the reservoir elevations. Because of the corrosion and other limitations associated with the salt water system, the City has considered updates to the system. One possibility that has been considered is a freshwater tertiary treated waste water system. Any new development is required to provide proof of the availability of fresh water from Southern California Edison, per the City's Municipal Code.



Another challenge involving water resources in Avalon is the maintenance of good water quality through stormwater management. The City operates the sewer and storm water infrastructure and has recently adopted a Sewer System Management Plan. The sewer system is a gravity-based system with smaller diameter lines in higher elevations and larger diameter lines in lower elevations. Sewage is transported and treated at the Avalon Wastewater Treatment Facility (AWTF) before it is discharged into the ocean. Sewer line capacity is unknown at this time; however, as of 2011, estimated sewage generation within the City is 802,880 gallons per day and AWTF operating capacity is 1.2 million gallons per day. Furthermore, in an effort to preserve harbor water quality during storm events, the first 9,600 gallons of initial storm water is diverted into the sewer system to be treated at the AWTF. The storm water treated is included in the estimated daily sewage generation.

Avalon's sewer pipelines are old and leaks have been identified throughout the system, contributing to the degradation of water quality in Avalon Bay. The Sewer System Management Plan addresses these leaks and the City is in the process of implementing the plan. Nevertheless, water quality remains an issue at Avalon Bay.



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Goals

Achieve effective long-term management of water resources so that demand is in balance with efficient, sustainable supplies.

Provide a safe and adequate water supply that effectively meets the demand for the existing and future population through water efficiency and reclamation programs.

Meet National Pollution Discharge Elimination System (NPDES) water quality standards for runoff from developed areas.

Improve the water quality of Avalon Bay.

Policies

- IV-14** Implement a balanced, water conservation strategy as an effective way to manage demand by maximizing the efficiency of existing urban water through conservation measures/programs and developing alternative, reliable sources to sustain present and future water needs.
- IV-15** Ensure that new development projects are designed to minimize potable water use based on the requirements of the California Green Building Code and encourage new development to achieve greater water use efficiencies (CalGreen Tier I and II levels) than are required by the Code.
- IV-16** Minimize water consumption by existing and new development through an emphasis on drought-tolerant planting techniques, use of water-efficient plumbing, and water reclamation.
- IV-17** Encourage the use of high efficiency irrigation technology and recycled site water to reduce the use of potable water for irrigation.
- IV-18** Limit development in Avalon to levels that are within existing and/or future water service capabilities.
- IV-19** Ensure that new development projects are designed to reduce storm water pollution consistent with the California Green Building Code and encourage new development to go beyond the basic requirements and meet CalGreen Tier I and II levels, such as implementing low impact development (LID) strategies.
- IV-20** Require the use of best management practices (BMPs) during site grading and construction to control temporary erosion and offsite deposition of soils.
- IV-21** Reduce waterborne pollutants and sedimentation from existing uses through public education, erosion control, and implementation of Best Management Practices.



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- IV-22** Eliminate all sources of sewage to shallow groundwater, through improvements of the sewer infrastructure, specifically laterals located in residential parcels.
- IV-23** Remediate sewage contamination of the shallow groundwater underlying Avalon and focus on reducing fecal indicator bacteria concentrations in Avalon Bay.

Implementation Actions

- Develop and expand recycled water programs to help meet non-potable water demands.
- Continue to explore alternative conservation measures and technologies as they become available.
- In partnership with Southern California Edison, implement conservation incentive programs that increase water-use efficiency and reduce urban runoff.
- Review and update the City's landscaping regulations as needed to ensure that they effectively address the efficient use of water in landscaping.
- Require runoff mitigation plans as part of the application and development review process that illustrate the Best Management Practices (BMPs) to be employed to prevent pollutants from running off the project site into area waterways. BMPs may include, but are not limited to, the use of bio-filtration techniques and/or provision of subsurface filtering.
- Continue to implement the Sewer System Management Plan in order to improve/update the sewer infrastructure, specifically laterals located in residential parcels.
- Continue to work with the State Water Resources Control Board (SWRCB) on remediation efforts to improve the water quality in Avalon Bay.

IV.E ENERGY RESOURCES

Avalon is committed to the wise use of natural resources, including energy resources, and the development of alternative sources of energy. Electricity and gas in Avalon are provided by Southern California Edison. Electricity is produced through the use of diesel fuel, but new combustion microturbines are currently being constructed to utilize propane as a source of energy. LNG is barged to the island and converted to a domestically usable gas for distribution to residents.

Establishing more local energy sources, with an emphasis on clean, renewable sources, will provide increased economic stability and environmental benefits. The use of renewable energy sources and electricity and gas conservation reduces dependence on fossil fuels and imported fuels, and also helps to reduce carbon dioxide and other gases in the atmosphere. Water conservation also helps reduce energy use, as much of the energy used within the City goes for pumping and treating water. The water conservation policies in Subchapter IV.D will help to reduce energy consumption. Increasing the use of energy efficient or alternative energy



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technologies as well as technologies that minimize water use can substantially reduce overall energy consumption.

Goal

Achieve local energy independence through conservation, efficient community design, reduced consumption, and efficient production and development of energy supplies that are diverse, efficient, environmentally sound, sustainable and reliable.

Policies

- IV-24** Encourage new construction to go beyond minimum energy efficiency standards established in the California Green Building Code by meeting Tier I or Tier II levels.
- IV-25** Encourage new development to reduce the consumption of non-renewable energy sources.
- IV-26** Support and encourage the installation of solar photovoltaic panels, solar hot water heaters, and other forms of renewable energy production.
- IV-27** Minimize the amount of energy consumed by City operations by taking a leadership role in the application of new technologies at City facilities. As feasible, cooperate with Southern California Edison and the South Coast Air Quality Management District to set up energy conservation demonstration projects, and to serve as a laboratory for testing new energy conservation techniques.
- IV-28** Use small, decentralized, aesthetically-designed, and appropriately-sited energy efficient power generation facilities to the extent feasible.
- IV-29** Maintain and promote water conservation and waste diversion programs to conserve energy.
- IV-30** Reduce the "heat island effect" (especially within the center city area) by promoting such features as white roofs, light colored hardscape paving, construction of shade structures, installation of mature trees, and by reducing the extent of unshaded parking lots.

Implementation Actions

- Collaborate with Southern California Edison to promote energy conservation programs, Energy Star® appliance change-out programs, rebates, vouchers, and other incentives to install energy-efficient technology and products.
- Pursue state and federal funding opportunities for research and development of alternative and renewable energy sources as needed.
- Promote the use and installation of renewable energy alternatives in new and existing development by educating the community about rebates and creative financing (e.g.,



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subsidized or other low-interest loans and/or the option to pay for system installation through long-term assessments on individual property tax bills).

- Incorporate updates to state energy conservation requirements into the Municipal Code and consider requiring future development to incorporate energy conservation/alternative energy requirements above and beyond state mandates.

IV.F SOLID WASTE MANAGEMENT

CR&R, Inc. (as of June 2013) provides solid waste management services for the City at Pebbly Beach Landfill. Pebbly Beach Landfill consists of the landfill, a transfer facility, a materials recovery facility, and a composting facility. The landfill itself is small at only four acres, and the total size of the disposal facility is 7.7 acres. The Pebbly Beach Landfill has an estimated closure date of 2033 (CR&R, Inc., March 2013). The city recently entered into a new contract with CR&R, Inc. as of March 2013. Under this new disposal agreement with CR&R, the life and capacity of the landfill would be extended to the year 2033 on account of a larger baler that would be installed at the landfill site. Additionally, CR&R has agreed to pay for up to \$200,000 in planning costs to raise the height of the landfill which, when accomplished, would add additional years to the landfill. Finally, CR&R and the City are currently working on an energy to power plant that would be used to further extend the life of the landfill and could potentially, depending upon technological advances, be utilized to "mine" existing waste in the landfill and turn into energy, thus reducing the current waste in the landfill and extending its life indefinitely.

Avalon realizes the issues related to solid waste and has been making arrangements to ensure that waste disposal needs are met. In response, the City promotes solid waste reduction through 35 diversion programs aimed at reducing the amounts of solid waste going to landfills. Major programs include residential and commercial site pickup, government source reduction, greenwaste reduction, electronic disposal, recycling, economic incentives, and educational programs. The goals and policies in this section provide an integrated approach to waste management, focusing on the reduction, recycling, and reuse of materials, as well as the purchase of sustainable products and materials.

Goals

Provide efficient, economically, environmentally-sound waste collection, management, and disposal.

Achieve the maximum diversion of materials from disposal through the reduction, reuse, and recycling of wastes to the highest and best use.

Policies

- IV-31** Minimize waste generation through reduction of waste generation at the source (source reduction) and reuse and recycling of materials.



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- IV-32** To change patterns of consumption that produce unnecessary waste generation, encourage the following:
- Purchase of products that use minimal materials;
 - Purchase of products that are recyclable and/or are made with recyclable materials;
 - Reduction of yard waste through backyard composting, greenwaste disposal, and low maintenance landscaping;
 - Purchase of products with longer life spans, and products that are easily repairable;
 - Recycling of construction wastes; and
 - Purchase of products that are biodegradable.
- IV-33** Continue to work with Southern California Edison, Los Angeles County and others to deploy environmentally responsible waste-to-energy technologies.
- IV-34** Promote organic waste reuse to produce compost and/or biofuel from the maximum amount of organic waste generated within the City as possible.

Implementation Actions

- Continue to implement and expand ongoing City waste diversion programs.
- Continue to identify and assess alternatives to standard disposal practices as fiscally- and environmentally-sound technologies become available.
- Cooperate on a regional basis with local governments, state agencies, and private solid waste companies to find the best practicable and environmentally safe solutions to waste management.
- Educate the public on the purchase of environmentally preferable purchasing of products and materials.
- Reduce subsidies to disposal and encourage incentives for waste diversion.

IV.G SOIL CONSERVATION

Grading and construction associated with development projects can cause soil erosion, including removal of topsoil, and can create large amounts of dust. The City will continue to require developers to implement water erosion control plans in accordance with National Pollutant Discharge Elimination System (NPDES) requirements and dust control plans in accordance with South Coast Air Quality Management District (SCAQMD) requirements.

Grading can also result in significant changes to site topography, which can in turn result in long-term topsoil loss. In addition, unbalanced grading can create the need for transport of soils on



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or offsite. Consequently, to the maximum extent practical, alteration of natural landforms should be minimized and grading should be balanced onsite.

Goal

Avoid potentially significant impacts relating to soil erosion through the application of appropriate soil management techniques.

Policies

- IV-35** Require the use of best management practices for soil erosion control as part of any grading activity or natural landform alteration. Additionally, require erosion control measures prior to grading operations commencement.
- IV-36** Preserve vegetation needed to prevent erosion and sedimentation.
- IV-37** Promote balanced onsite grading operations to eliminate the need for transporting soils on or offsite. In addition, promote phased grading operations rather than mass grading.

Implementation Actions

- Regulate construction activities to eliminate potentially destructive practices that remove topsoil.
- Continue to enforce the requirements of the federal National Pollutant Discharge Elimination System (NPDES) and other federal and state requirements pertaining to soil management and surface runoff.

IV.H CULTURAL RESOURCES

The city of Avalon has a cultural heritage that stretches back thousands of years and spans many cultures which have inhabited Santa Catalina Island. Traces of Gabrielino/Tongva, Spanish, Mexican, and US cultural traditions can still be seen in Avalon today.

Earliest dated evidence of occupation on the island comes from Little Harbor at approximately 7800 B.P. (or between 5,000-6,000 BC). However, San Clemente and San Nicolas have dates reaching back 10,000 years ago. The four Southern Channel Islands (San Clemente, Santa Catalina, San Nicolas, and Santa Barbara) were inhabited by the Gabrielino/Tongva people, while the northern Channel Islands are identified as being Chumash. Over thousands of years people from the islands utilized the rich land and marine resources, as well as visited and traded with each other and the mainland. Fish, sea mammals, and soapstone were some of the items traded for chipping stone, deer, and other mainland items. When the Spanish arrived in 1542 under Juan Rodriguez Cabrillo, he reported rich, thriving villages eager to trade. He mentions visiting villages at Avalon Bay, Nájquar (Two Harbors), and likely White's or Empire Landing. The island was called Pimugna. Even though Cabrillo named the island San Salvador in the name of the Spanish crown, it was renamed Santa Catalina when General Sebastian Viscaíno visited on the eve of Saint Catherine's Day in 1602.



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Visits to the island continued sporadically including Russian fur traders, adventure seekers, privateers, and miners. The island moved from Spanish to Mexican hands with Mexican Independence and Thomas Robbins received a grant to Catalina in 1846 from Governor Pio Pico. Many cattle and sheep were pastured on the island both in town and within the many coves as squatters. Title was clarified and consolidated by James Lick with the assistance of the US union soldiers that resided in Two Harbors during the Civil War. While Lick was unable to make owning the island profitable, George Shatto made a valiant attempt with his purchase of the island in 1887. He ordered the construction of the Hotel Metropole and sold lots on the flats near the hotel. It was Shatto's sister, Etta Whitney, who suggested Avalon as a better name than Shatto City with its romantic and mysterious tones.

While the start of Avalon was realized, Shatto could not make a meet his mortgage payments and the island reverted back to the James Lick trustees, who then sold it to William, Hancock, and Joseph Banning in 1892. Much of the infrastructure of Avalon was formed during the Banning Brothers tenure including the layout of streets and recreational pastimes. They created the stage coach roads around the island, built Eagles Nest Hunting Lodge in Middle Canyon, and started regular transportation to the island to bring the many tourists looking for a great escape from Los Angeles.

The term "cultural resource" means any tangible or observable evidence of past human activity, regardless of significance, found in direct association with a geographic location, including tangible properties possessing intangible traditional cultural values. Cultural resources include both archaeological (pre-historic) and historic resources.

Roughly, 2,000 archaeological sites have been recorded across the island, including villages, tool manufacturing locations, soapstone quarries, and food refuse piles (middens). Few have been well documented and some have unfortunately been disturbed by pot hunting and amateur excavations that started in the 1870s. Major collections from the island exist in places such as the Peabody Museum at Harvard University, the Smithsonian Natural History Museum, and the National Museum of the American Indian. The Catalina Island Conservancy (Conservancy) and Santa Catalina Island Company (Company) are continually striving to-preserve and protect the-cultural resources on the island.



Three properties in Avalon are listed in the National Register of Historic Places: the Tuna Club of Avalon, the Peter Gano House (Holly Hill House), and the Wrigley Summer Cottage (Inn at Mt. Ada). In addition, there are a number of structures of local historical and architectural interest within Avalon, including:



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- *Zane Grey Pueblo - 199 Chimes Tower Road*
- *Casino Building - 1 Casino Way*
- *Avalon Pleasure Pier*
- *Avalon Community Church - 236 Metropole*
- *El Encanto Marketplace - 101 Marilla*
- *Catalina Yacht Club*
- *Descanso/Third Street "Ship House"- 200 Descanso Avenue*
- *Avalon's Oldest House- 133 Vieudelou*
- *Liz Barlow House -130 Hiawatha Avenue*
- *Bird Park Aviary Buildings - 801 Avalon Canyon Road*
- *Catalina Country Club - 1 Country Club Drive*
- *St. Catherine of Alexandria Church - 800 Beacon Street*
- *Glenmore Plaza Hotel - 120 Sumner*

Goal

Preserve and protect sites of significant archaeological, historic, or architectural resources wherever feasible.

Policies

- IV-38** Prevent the loss or compromise of significant archaeological, historical, and other cultural resources and landmarks located within the City.
- IV-39** Provide public access to historic sites and communicate their historical significance to visitors.
- IV-40** Encourage the rehabilitation and upkeep of structures identified as valuable to the City's significant architectural, historical, and cultural buildings and listed in the City's historic register.

Implementation Actions

- Require a professionally prepared archaeological report for any project located within a potential sensitive area.
- Ensure that only qualified professional archaeologists that meet the Secretary of the Interior's standard of qualifications are used on projects located within a potential sensitive area.
- When significant archeological sites or artifacts are discovered on a site, coordinate professional archeologists, relevant state agencies, and concerned Native American tribes regarding preservation of sites or professional retrieval and preservation of artifacts prior to development of the site.



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- Require a professional, qualified historian to conduct a literature search and/or survey for any project that entails demolition or modification of an existing structure that may be of historical value in relation to the City's cultural heritage.
- Require excavation for any project located within a potential sensitive area to be monitored by a qualified archaeologist and/or Native American Representative.
- Require any proposed excavation or modification to areas on the four historic archeologically sensitive areas defined in Figure 4 of the Preliminary Cultural Resource Management Plan to require prior consultation with the planning department and a qualified archaeologist regarding the implementation of acceptable mitigation strategies.
- Require projects involving modification or rehabilitation of structures that may be of historical value to incorporate the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings.
- Require projects involving demolition of an existing structure that may be of historical value to consult with local museums or cultural societies and incorporate mitigation, such as photodocumentation, collection of oral histories, and physical or digital model, as necessary.

IV.I MINERAL RESOURCES

Some areas within the City contain mineral resources and are appropriate for mineral extraction. The rock quarry, located within the City's Sphere of Influence boundary as shown in Figure II-1 in the Land Use Element, is still in production (operated by Connolly-Pacific Co.) and produces crushed rock or aggregate primarily for construction uses. Historically, mining operations on Island were conducted to extract silver, lead, and zinc on several places on Catalina Island. It is the intent of the City to conserve areas needed for the managed production of these resources.

Goal

Preserve and protect sites that contain mineral resources for the managed production of such resources.

Policies

- IV-41** Conserve lands as needed for the extraction of mineral resources, permitting extraction only subject to conditions that will make the site readily convertible to other suitable uses when the resource is exhausted.

Implementation Actions

- Establish regular coordination with the State Division of Mines and Geology and solicit financial and technical assistance for resource studies.



IV. CONSERVATION ELEMENT

- When significant mineral resources are discovered on a site, coordinate professional geologists and relevant state agencies regarding preservation and managed extraction of that resource.
- Designate appropriate land uses (i.e., Public-Infrastructure) consistent with the Land Use Element for lands utilized for mineral extraction.
- Require mineral extraction operations to implement appropriate mitigation measures and avoid creating any significant nuisances, hazards, and adverse environmental impacts.



IV. CONSERVATION ELEMENT

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CITY *of* AVALON

2030 GENERAL PLAN / LOCAL COASTAL PLAN

V. HOUSING ELEMENT

The Housing Element represents an awareness of the need to assure that housing is provided for all economic segments of the community. The Element also satisfies the legal requirements that housing policy be a part of the General Plan. The Housing Element is concerned with specifically identifying ways in which the housing needs of existing and future resident residents can be met.

This Housing Element covers the Fifth Revision Cycle – October 15, 2013 through October 15, 2021. The Housing Element identifies goals, policies, and programs that focus on:

- Conserving and improving existing affordable housing;
- Providing adequate housing sites;
- Assisting in the development of affordable housing;
- Removing governmental and other constraints to housing development; and
- Promoting equal housing opportunities.

A goal is a general direction-setter. It is an ideal future end. A policy is a specific statement that guides decision- making. It indicates a commitment of the local legislative body to a particular course of action.

An important goal of this element is to ensure that the City of Avalon continues to grow and develop as a clean and safe town where residents have access to adequate, dignified, and affordable housing without overcrowding, where population density is in balance with resources, and where land use planning, zoning, and building code enforcement carry out this expressed vision.

Public Participation

The City held a series of public workshops and meetings as part of the General Plan update process, including the Housing Element updates for the 2008-2013 and 2013-2021 planning periods. The first of these public meetings occurred on December 7, 2010 during a Special Joint Meeting of the City Council and Planning Commission, followed by a Community Workshop on December 8, 2010. In addition to announcing the meetings in City newsletter, website, and public notices, special invitations were also sent to a list of agencies and organizations that serve the low and moderate income households and those with special needs, community stakeholders, and housing professionals. These include:



V. HOUSING ELEMENT

- Catalina Chamber of Commerce
- Fair Housing Foundation
- Catalina Island Real Estate
- Catalina Realtors
- Catalina Bible Church
- Avalon Community Church
- Santa Catalina Island Company (the Company)

Five members of the public attended the Community Workshop. Comments made during these public meetings centered primarily on the need for more affordable housing and the desire to establish mixed use opportunities in the City's commercial centers. Residents also stated a need to improve overcrowding conditions. The housing programs contained in this Housing Element specifically address housing opportunities in mixed use areas, affordable housing through new construction and rehabilitation, and alleviation of overcrowding through the provision of affordable housing.

On September 20, 2011, the City conducted a public hearing before the City Council to review the Draft Housing Element specifically for the 2008-2013 planning period and on August 1, 2012, the City Council and Planning Commission conducted a joint workshop to receive input on the Draft Housing Element that covers both 2008-2013 and 2013-2021 planning periods, and authorized staff to submit the Draft Element for HCD review.

Public Hearings for Adoption

The City of Avalon will conduct additional public hearings before the Planning Commission and City Council to adopt the Housing Element for the 2008-2013 and 2013-2021 planning periods. These meetings will be publicly noticed and agencies on the City's outreach list will be notified.

Relationship to Other General Plan Elements

According to State planning law, the Housing Element must be consistent with the other General Plan elements. While each of the elements is independent, the elements are also interrelated to a degree. Certain goals and policies of each element may also address issues that are primary subjects of other elements. This integration of issues throughout the General Plan creates a strong basis for the implementation of plans and programs and achievement of community goals.

The 2008-2014 Housing Element was developed in conjunction with the other Elements of the General Plan as part of a comprehensive update, and is consistent with the policies and proposals set forth in the Plan. As an element of the General Plan, the Housing Element has been reviewed and modified if necessary to ensure continued consistency among the various elements. Specifically, new State law requires that the Safety and Conservation Elements include an analysis and policies regarding flood hazard and management information upon



V. HOUSING ELEMENT

revisions to the Housing Element. The City has ensured that updates to these Elements achieve internal consistency with the Housing Element.

V.A CONSERVATION OF THE EXISTING SUPPLY OF HOUSING

Conserving and improving the housing stock is an important goal for the City of Avalon. The City supports neighborhood preservation and improvement through housing rehabilitation and improvement programs, and code enforcement.

Goal

Maintain and enhance the quality of residential neighborhoods.

Policies

V-1 Advocate the rehabilitation of substandard residential properties by homeowners and landlords.

V-2 Continue to utilize the City's code enforcement program to bring substandard units into compliance with City codes and to improve overall housing quality and conditions.



V-3 Discourage the demolition or conversion of existing year-round housing units and encourage the provision of replacement affordable housing when demolition or conversion results in the reduction of the City's affordable housing inventory.

V-4 Advocate the rehabilitation of substandard residential properties by homeowners and landlords.

V-5 Implement monitoring program for existing affordable housing and funding sources.

Programs

- 1. Housing Rehabilitation Program:** The Avalon Housing Authority reinstated the Housing Rehabilitation Loan program in 2011. The program provides rehabilitation assistance to



V. HOUSING ELEMENT

low and moderate income households up to \$40,000 (but not less than \$5,000) for code corrections, lead-based paint abatement, asbestos removal, accessibility improvements, and energy conservation improvements. Since reinstatement of the program, the City has assisted two low and moderate income households.

<i>Objectives</i>	<i>2008-2013</i>	<i>2013-2021</i>
Disseminate information via City website and newsletter to homeowners regarding rehabilitation standards and the Housing Rehabilitation Program.	Ongoing	Ongoing
Provide housing rehabilitation assistance to lower and moderate income households, including extremely low income households.	Assist six households annually starting in 2011 (reinstatement of program).	Assist six households annually.
Pursue additional funding from State and federal programs.	Annually review Notice of Funding Availability (NOFA) from State HCD and HUD for funding opportunities.	Annually review Notice of Funding Availability (NOFA) from State HCD and HUD for funding opportunities.

Responsible Agency: Planning and Building Department

Funding Sources: Redevelopment Housing Set-Aside funds (balance as available)

2. **Code Enforcement:** The Planning and Building Department handles the enforcement of the City's zoning regulations and building and housing codes. Complaints received are investigated for possible violations and compliance is handled first by direct person to person visit or by telephone to discuss the violations and obtain voluntary compliance. The Building Department also works with other City departments and outside State and County agencies.

<i>Objectives</i>	<i>2008-2013</i>	<i>2013-2021</i>
Investigate possible code violations.	Ongoing	Ongoing
Disseminate information on housing rehabilitation assistance available to address code violations and other housing issues.	Ongoing	Ongoing

Responsible Agency: Planning and Building Department

Funding Sources: General funds



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- 3. Preservation of At-Risk Units:** Pursuant to the Housing Element law, the at-risk housing analysis covers a ten-year period from the start date of the Housing Element cycle. Since the Housing Element Technical Appendix covers two Housing Element cycles (2008-2013 and 2013-2021), the at-risk housing analysis must extend ten years from 2013 (i.e., through 2023). Of the City's 127 affordable units, only one project, the Tremont Street Apartments, with 50 very low and low income units, is at-risk due to an expiring Section 8 contract. The Section 8 contract for the project is due to expire in August of 2016. The project includes 10 one-bedroom units, 37 two-bedroom units, and 15 three-bedroom units.

<i>Objectives</i>	<i>2008-2013</i>	<i>2013-2021</i>
Monitor status of all affordable housing units by maintaining contact with property owners and HUD Multi-Family Housing division.	Annually	Annually
Work with property owners intending to opt out of the affordability covenants to ensure tenants receive adequate notice.	Begin coordination with property owner once a Notice of Intent to opt out of Section 8 is filed one year prior to the opt-out date, as required by California law.	Begin coordination with property owner once a Notice of Intent to opt out of Section 8 is filed one year prior to the opt out date, as required by California law.
Pursue special Section 8 vouchers from HUD, which are reserved for very low income households displaced by the expiration of project-based Section 8 assistance.	Contact HUD for assistance nine months prior to the opt-out date per federal law.	Contact HUD for assistance nine months prior to the opt-out date per federal law.

Responsible Agency:

Planning and Building Department; Avalon Housing Authority

Funding Sources:

Redevelopment Set-Aside funds (balance as available); Housing Trust Fund; Proposition 1C funds

V.B ASSISTANCE IN THE DEVELOPMENT OF AFFORDABLE HOUSING

Providing affordable housing is essential for a healthy community. In addition to a diverse mix of housing types, it is necessary to make available housing for residents of all income levels. Seeking funding from varied sources increases the opportunities for development of affordable housing units. The Avalon Planning and Building Department actively works with both non-profit and for-profit developers in the production of affordable for-sale and rental housing. Recognizing that homeownership plays a significant role in establishing strong neighborhoods and a sense of community pride, the City supports programs that make purchasing a home a realistic option for lower and moderate income households.



V. HOUSING ELEMENT

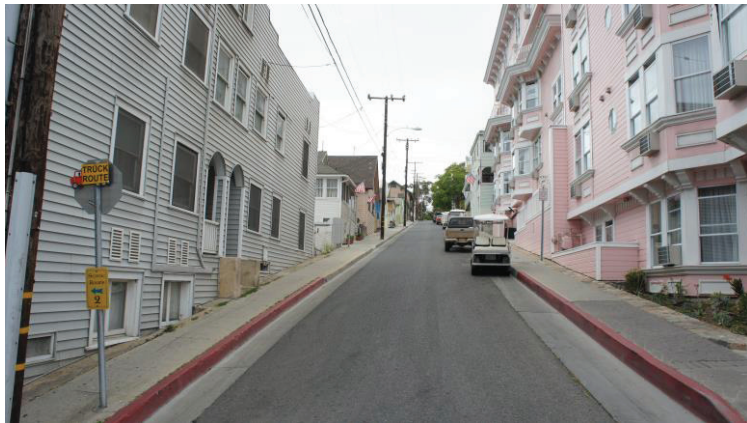
Goal

Provide increased affordable housing opportunities for all residents, and ensure that new development is compatible with the existing character and is adequately served with infrastructure and services.

Policies

V-6 Assist in the development of affordable ownership housing for lower, moderate, and middle income residents.

V-7 Provide favorable home purchasing options to lower, moderate, and middle income households, such as through interest rate write-downs and down payment assistance.



V-8 Minimize view obstruction resulting from new development activities.

V-9 Ensure that all new development is compatible with existing neighborhood character.

V-10 Encourage broad and private review of residential construction.

V-11 Minimize impacts on environmental resources and design buildings in full recognition of geologic/topologic constraints and other hazards.

V-12 Encourage energy-efficient building methods and promote energy conservation measures.

V-13 Offer housing rehabilitation assistance for lower and moderate income households for home repairs and energy conservation measures.

V-14 Ensure adequate sewer capacity to address projected housing needs.

V-15 Ensure the continued availability of domestic water to address and projected housing needs and public safety requirements.

V-16 Prioritize water allocation for affordable housing for lower and moderate income households as required by State law.



V. HOUSING ELEMENT

Programs

- 4. First-Time Homebuyers Assistance:** The City's existing program provides "silent second" mortgage assistance, downpayment and closing cost assistance. The current program is limited to households at 120 percent of AMI or less, with a maximum assistance of \$250,000 per household.

<i>Objectives</i>	<i>2008-2013</i>	<i>2013-2021</i>
Disseminate information to homeowners on the First-Time Homebuyers Assistance Program via City website and newsletter.	Ongoing	Ongoing
Provide homeownership assistance to lower and moderate income households.	Assist four households annually.	Assist four households annually.
Pursue additional funding sources such as CalHFA (California Housing Finance Agency).	Annually review NOFA from State HCD and HUD for funding opportunities.	Annually review NOFA from State HCD and HUD for funding opportunities.

Responsible Agency: Planning and Building Department
Funding Sources: Housing Trust Fund; CalHFA; Redevelopment Housing Set-Aside funds (balance as available)

- 5. Housing Trust Fund:** In 2004, the City Council approved the creation of a Housing Trust Fund reserved for the production of affordable housing. In the past, the Council has shifted a fraction of the Transient Occupancy Tax (TOT) for affordable housing, which is deposited into the Housing Trust Fund.

<i>Objectives</i>	<i>2008-2013</i>	<i>2013-2021</i>
Identify the appropriate sources of funds (such as inclusionary housing in-lieu fees and Transient Occupancy Tax) to replenish the Housing Trust Fund	Annually	Annually
Identify eligible programs/activities to be funded.	Annually	Annually

Responsible Agency: Planning and Building Department
Funding Sources: Housing Trust Fund

- 6. Temporary Summer Housing:** The greatest demand for employees is during the summer season when housing is least available. Setting up seasonal housing may make it possible for employers to hire college students or other single employees that do not have families and



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can move in and out as required. The City is currently in discussions with the Company regarding the development of seasonal employee housing. This program will benefit lower income employees, including extremely low income employees.

<i>Objectives</i>	<i>2008-2013</i>	<i>2013-2021</i>
Pursue seasonal employee housing with the Company and other resort, commercial, and retail business owners.	Ongoing	Ongoing

Responsible Agency: Planning and Building Department
Funding Sources: General funds

V.C PROVISION OF ADEQUATE HOUSING SITES

A major element in meeting the housing needs of all segments of the community is the provision of adequate sites for all types, sizes and prices of housing. Persons and households of different ages, types, incomes, and lifestyles have a variety of housing needs and preferences that evolve over time and in response to changing life circumstances. Providing an adequate supply and diversity of housing accommodates the changing housing needs of residents. To provide adequate housing and maximize use of limited land resources, new development should be constructed at appropriate densities that maximize the intended use of the land.

Goal

Provide for the development of a variety of housing types in Avalon, and attain dignified, safe, and affordable housing opportunities within decent living environment for households of all socioeconomic segments in Avalon.

Policies

- V-17** Plan for residential land uses that accommodate both existing demand and anticipated growth.
- V-18** Provide a variety of residential development opportunities in the City, including year-round housing and seasonal employee housing.



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- V-19** Address the housing needs of lower, moderate, and middle income households, as well as households with special needs.
- V-20** Pursue State and federal funding sources to maintain the supply of affordable housing in Avalon.

Programs

7. Affordable Housing Development: The primary funding source for affordable housing in Avalon was the Redevelopment Housing Set-Aside funds, which will generate no future revenue due to the dissolution of redevelopment agencies in California. The City will pursue additional funding for affordable housing development and acquisition/ rehabilitation. The City will work with the Company and other qualified developers to pursue appropriate funding. City involvement may include:

- Review of pro forma analyses;
- Provision of demographics and other background data for preparation of funding applications;
- Review and comment on draft funding applications;
- Provision of letters of support;
- Assistance in monitoring compliance with funding program regulations; and
- As necessary and financially feasible, provision of local match funds.

The City's website will be used to promote housing programs and assistance available to residents and property owners.

<i>Objectives</i>	<i>2008-2013</i>	<i>2013-2021</i>
Issue NOFAs to solicit housing developers with experience in projects receiving State and Federal funding.	As funding is available.	As funding is available.
Provide information on incentives and funding available to facilitate affordable housing development. Prioritize funding allocation to affordable housing projects that include extremely low income units.	Information to be included in NOFA.	Information to be included in NOFA.
Evaluate the opportunity for pursuing affordable housing funds through the State Department of Housing and Community Development (e.g., Proposition 1C funds) and HUD.	Annually review NOFA from State HCD and HUD for funding opportunities.	Annually review NOFA from State HCD and HUD for funding opportunities.



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<i>Objectives</i>	<i>2008-2013</i>	<i>2013-2021</i>
Publicize City programs and assistance available on City website and monthly newsletter.	Update City website and promote programs and assistance available in City newsletter at least twice a year.	Update City website and promote programs and assistance available in City newsletter at least twice a year.

Responsible Agency: Planning and Building Department
Funding Sources: General funds

8. **Inclusionary Housing Program:** The City recently amended the inclusionary housing program to include housing for middle income households and to extend inclusionary housing requirements to all new commercial developments. The amended program also offers a flexibility income distribution for the inclusionary units to be determined at the time of project approval. An in-lieu fee option is also offered. These options allow the program to respond to changing market conditions in a timely manner and therefore enhance project feasibility.

<i>Objectives</i>	<i>2008-2013</i>	<i>2013-2021</i>
Continue to implement the inclusionary housing ordinance and monitor its implementation.	Ongoing	Ongoing

Responsible Agency: Planning and Building Department
Funding Sources: General funds

9. **General Plan Update:** As part of the Comprehensive General Plan Update, the City is proposing to redesignate 4.87 acres between Tremont Street and Country Club Drive from Low Density Residential (10 units per acre) to High Density Residential (at 40 units per acre). With the increase in density, the City anticipates accommodating 156 units on site.

<i>Objectives</i>	<i>2008-2013</i>	<i>2013-2021</i>
Redesignation of 4.87 acres between Tremont Street and Country Club Drive from LD-R to HD-R	Adopt General Plan by mid-2013, with Zoning Code amendment to follow in 2014.	Ongoing implementation of the General Plan.

Responsible Agency: Planning and Building Department
Funding Sources: General funds



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10. Adequate Sites Monitoring Program: The City of Avalon General Plan provides for a range of residential land use designations, such as single-family residential, multi-family residential, manufactured homes, condominiums, and mixed-use housing. The General Plan identifies adequate sites to accommodate the City's Regional Housing Needs Allocation (RHNA) for both Housing Element cycles. Most of the community's remaining sites available for development are owned by the Company. The City will work cooperatively with the Company to monitor the sites inventory and its obligation toward accommodating the RHNA.

<i>Objectives</i>	<i>2008-2013</i>	<i>2013-2021</i>
Provide adequate sites for the City's Regional Housing Needs Allocation (RHNA)	Provide adequate sites for remaining RHNA of 122 units: <ul style="list-style-type: none"> • 37 extremely low/very low income units; • 20 low income units; • 1 moderate income units; and • 64 above moderate income units. 	Provide adequate sites for RHNA of 80 units: <ul style="list-style-type: none"> • 20 extremely low/very low income units; • 12 low income units; • 14 moderate income units; and • 34 above moderate income units.
Update a vacant and underutilized land inventory.	Annually	Annually
Make the land inventory available to interested developers.	Ongoing	Ongoing
Monitor and guide the development of remaining vacant sites to ensure adequate land is reserved for addressing the housing needs of the community.	Annually	Annually

Responsible Agency: Planning and Building Department; Santa Catalina Island Company
Funding Sources: General funds

11. Density Bonus Program: Current state law requires jurisdictions to provide density bonuses and development incentives to all developers who propose to construct affordable housing on a sliding scale, where the amount of density bonus and number of incentives/regulatory concessions vary according to the amount of affordable housing units provided. The existing Avalon density bonus provisions are not consistent with the State density bonus law in that no incentives/concessions are included.



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<i>Objectives</i>	<i>2008-2013</i>	<i>2013-2021</i>
Amend the Zoning Ordinance to be consistent with State Density Bonus law and to list specific incentives and regulatory concessions that will be offered by the City.	Within one year of Housing Element adoption.	Not applicable
Market density bonus program to developers by providing information on density bonus, incentives, and regulatory concessions available to facilitate affordable housing development.	Ongoing	Ongoing

Responsible Agency: Planning and Building Department
Funding Sources: General funds

V.D REMOVAL OF GOVERNMENTAL CONSTRAINTS

Pursuant to State law, the City is obligated to address, and where legally possible, remove governmental constraints affecting the maintenance, improvement, and development of housing. Removing constraints on housing development can help address housing needs in the City by expediting construction, and lowering development costs.

Goal

Ensure that government actions, policies, and regulations do not adversely impact the provision of year-round affordable and market-rate housing, and seasonal employee housing.

Policies

V-21 Encourage the use of density bonuses and provide other regulatory concessions to facilitate affordable housing development.

V-22 Expedite project review of residential developments with an affordable housing component.

V-23 Continue to review and modify as necessary and appropriate City policies and regulations to facilitate housing development.



V. HOUSING ELEMENT

Programs

12. Extremely Low Income and Special Needs Housing: Extremely low income households and households with special needs have limited housing options in Avalon. Housing types appropriate for these groups include: emergency shelters, transitional housing, supportive housing, and single-room occupancy (SRO) units. The City of Avalon Zoning Ordinance does not specifically address the provision of such housing types. Pursuant to State law, the City will amend the Zoning Ordinance to address these housing options.

<i>Objectives</i>	<i>2008-2013</i>	<i>2013-2021</i>
<i>Emergency Shelters:</i> The City will amend its Zoning Ordinance to permit homeless shelters by right, without discretionary review, within the Commercial and Special Commercial zones.	Within one year of Housing Element adoption.	Not applicable
<i>Residential Care Facilities:</i> The City will amend its Zoning Ordinance to permit small residential care facilities serving six or fewer persons (including adult and senior residential facilities, as well as small family homes) in all residential zones. Large residential care facilities serving more than six persons will be conditionally permitted in the HD/flats, C, and SC zones.	Within one year of Housing Element adoption.	Not applicable
<i>Transitional/Supportive Housing:</i> The City will amend its Zoning Ordinance to address the provision of transitional/supportive housing. Pursuant to State law, transitional/supportive housing meeting the State Health and Safety Code definitions (Section 50801(i) and Section 50675.14(a)(B)(2), respectively) should be considered regular housing and be permitted as a residential use and subject to the same permitting processes and requirements as other similar housing in the same zones.	Within one year of Housing Element adoption.	Not applicable
<i>Single Room Occupancy Units (SROs):</i> The City will amend its Zoning Ordinance to facilitate the provision of SROs, consistent with AB 2634 enacted in 2007. SROs will be permitted with a Conditional Use Permit (CUP) in the HD/flats-R-CH zone.	Within one year of Housing Element adoption.	Not applicable
<i>Second Units:</i> The City will amend the Zoning Ordinance to address the provision of second units pursuant to State law.	Within one year of Housing Element adoption.	Not applicable



V. HOUSING ELEMENT

<i>Objectives</i>	<i>2008-2013</i>	<i>2013-2021</i>
Monitor the implementation of the Zoning Ordinance regarding the provisions for special needs housing to ensure the effectiveness and appropriateness of City regulations.	Ongoing	Ongoing
Pursue State and federal funding for housing for persons with special needs and families with lower incomes, especially for those with extremely low incomes.	Annually review NOFA from State HCD and HUD for funding opportunities.	Annually review NOFA from State HCD and HUD for funding opportunities.

Responsible Agency: Planning and Building Department

Funding Sources: General funds

- 13. Clarify Parking Requirement:** The City requires one standard parking space per residential unit. However, the City's Zoning Ordinance is unclear regarding the size of a standard parking space. Historically, the City interpreted the requirement as one conventional parking space (eight feet by 17 feet) space and permitted the substitution with an autoette space (six feet by ten feet) via the approval of a variance. However, because the number of allowable conventional automobiles in the City is limited and the waiting list to bring an additional conventional automobile onto the island is at least ten years long, the City's policy has changed. The current City Council policy is to require one autoette parking space per unit in the downtown area. The City will amend the Zoning Ordinance to clarify its parking standards. Specifically, the City will establish the autoette as the minimum parking requirement citywide, thereby removing the need to process a variance.

<i>Objectives</i>	<i>2008-2013</i>	<i>2013-2021</i>
Amend the Zoning Ordinance to clarify the parking requirements.	Within one year of Housing Element adoption.	Not applicable

Responsible Agency: Planning and Building Department

Funding Sources: General funds

V.E PROVISION OF EQUAL HOUSING OPPORTUNITIES

To meet the housing needs of all segments of the community, the Housing Plan includes a program to promote housing opportunities for all persons. The City works with the Housing Rights Center and Fair Housing Foundation, which provides fair housing and tenant/landlord services for Avalon residents.

Goal

Promote equal opportunity for all residents to reside in housing of their choice.



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Policy

- V-24** Promote fair housing practices in the sale or rental of housing with regard to race, color, national origin, ancestry, religion, disability, sex, age, marital status, familial status, source of income, and sexual orientation.

Programs

- 14. Fair Housing:** The City enforces the State and Federal Fair Housing laws within its jurisdiction. As a participating jurisdiction of the Los Angeles County CDBG program, the City is served by the Housing Rights Center and Fair Housing Foundation.

<i>Objectives</i>	<i>2008-2013</i>	<i>2013-2021</i>
Provide fair housing information via City website and public counters.	Ongoing	Ongoing
Ensure multi-lingual materials from the fair housing service providers are available to residents.	Ongoing	Ongoing

Responsible Agency: Planning and Building Department

Funding Sources: General funds

- 15. Reasonable Accommodation:** The Fair Housing Act, as amended in 1988, requires that cities and counties provide reasonable accommodation to rules, policies, practices, and procedures where such accommodation may be necessary to afford individuals with disabilities equal housing opportunities. While fair housing laws intend that all people have equal access to housing, the law also recognizes that people with disabilities may need extra tools to achieve equality. Reasonable accommodation is one of the tools intended to further housing opportunities for people with disabilities. Reasonable accommodation provides a means of requesting from the local government flexibility in the application of land use and zoning regulations or, in some instances, even a waiver of certain restrictions or requirements because it is necessary to achieve equal access to housing. Cities and counties are required to consider requests for accommodations related to housing for people with disabilities and provide the accommodation when it is determined to be “reasonable” based on fair housing laws and the case law interpreting the statutes.

The City currently has no established reasonable accommodation process in place. The City is densely built out and because of its topography, extensive accessibility improvements to existing individual homes are difficult to accomplish, if not impossible. Such requests are rare and are typically handled on a case-by-case basis.



V. HOUSING ELEMENT

Objectives	2008-2013	2013-2021
Amend the Zoning Ordinance to implement a reasonable accommodation procedure to address reasonable accommodation requests.	Within one year of Housing Element adoption	Not applicable

Responsible Agency: Planning and Building Department

Funding Sources: General funds

Table V-1				
Summary of Quantified Objectives (2008-2013)				
Income Level	New Construction*	Rehabilitation**	Conservation***	Homebuyer Assistance
Extremely Low	16	6	25	0
Very Low	21	6	25	0
Low	22	6	0	6
Moderate	25	0	0	6
Above Moderate	64	0	0	0
Total	148	18	50	12

* Reflects Avalon' 2006-2013 RHNA

** Residential Rehabilitation Program (since reinstatement of program in 2011)

*** Preservation of low income at-risk housing (Tremont)

Table V-2				
Summary of Quantified Objectives (2013-2021)				
Income Level	New Construction*	Rehabilitation**	Conservation***	Homebuyer Assistance
Extremely Low	9	16	25	
Very Low	11	16	25	
Low	12	16		16
Moderate	14			16
Above Moderate	34			
Total	80	48	50	32

* Reflects Avalon' 2014-2021 RHNA

** Residential Rehabilitation Program

*** Preservation of low income at-risk housing (Tremont)



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VI. CIRCULATION ELEMENT

The Circulation Element addresses broad issues of physical mobility -- how goods and people move about within the community. Transportation relates to land use, community design, air quality, energy consumption, and the City's infrastructure. Section 65302(b) of the State of California Government Code requires all general plans to include a circulation element that identifies the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the land use element of the plan.

This portion of the Avalon General Plan documents and analyzes existing circulation conditions in the City of Avalon, as well as projected conditions that can be expected as a result of the full buildout of the land use element of the proposed General Plan in 2030. This portion of the plan also identifies capital and operational improvements to address transportation- and circulation-related issues.



VI. CIRCULATION ELEMENT

I.A BACKGROUND & CONTEXT

Circulation issues are not simply local concerns, but require coordination with regional, state, and federal agencies. The following summarizes regional planning efforts and regulatory issues related to transportation in Avalon.

Regional Transportation Planning

The Metro Long Range Transportation Plan (LRTP) articulates prioritized transportation improvements to Los Angeles County, including freeway, transit, bikeway, and grade crossing. Avalon is included within the Gateway Cities Subregion. Given its unique location and characteristics, the current LRTP does not include any planned improvements within the City of Avalon. The plan, however, does show continuation of ferry service from San Pedro and Long Beach to both Two Harbors and Avalon Harbor.

Regulatory Issues

AB 1358 – Complete Streets Act

The California Complete Streets Act of 2008 was signed into law on September 30, 2008. Beginning January 1, 2011, AB 1358 requires circulation elements to address the transportation system from a multi-modal perspective. The bill states that streets, roads, and highways must “meet the needs of all users...in a manner suitable to the rural, suburban, or urban context of the general plan.” Essentially, this bill requires a circulation element to plan for all modes of transportation where appropriate—including walking, biking, car travel, and transit.

The Complete Streets Act also requires circulation elements to consider the multiple users of the transportation system, including children, adults, seniors, and the disabled. For further clarity, AB 1358 tasks the Governor’s Office of Planning and Research to release guidelines for compliance with this legislation by January 1, 2014.

SB 375

SB 375, described in detail in the Land Use Element, requires synchronization of regional transportation plans on eight-year schedules. As changes to regional transportation plans occur, the City will need to update its plans as appropriate to conform to changing regional direction.

VI.B TRAVEL CHARACTERISTICS AND EXISTING CONDITIONS

Several factors contribute to the unique character of the transportation system in Avalon. The City is compact, encompassing about three square miles of land area with a compact urban form and no traffic signals. In addition, circulation within the City is comprised of multiple modes with a particular emphasis on pedestrian and bicycle travel. The predominant vehicle type is the



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autoette, which is smaller and travels at lower speeds than traditional automobiles. During peak times, visitors can triple the population of the City.

Many roadways in Avalon operate at or near their maximum vehicle capacity, and pedestrian and bicycle facilities often overflow into vehicle travel lanes during peak periods. Future increases in local and visitor populations will likely lead to increased trip making within the City. Although the high volume of pedestrians, bicyclists, and automobiles accessing the downtown area often result in traffic congestion, this congestion is a sign of economic and social vitality. Redirecting pedestrians and bicyclists or discouraging tourist travel would have implications for businesses downtown and for the overall quality of life within the City.

Vehicles

Vehicle demand in the City does not approach concentrations observed in other urban areas. This is primarily the result of effective demand management. Avalon's vehicle permitting system and land use parking approval process regulate vehicle demand for roadway capacity, benefitting drivers, bicyclists, and pedestrians who use the City's street network.



The number of vehicles permitted in Avalon in 2005 was 2,502, which includes autoettes, cars, and trucks (PMC, 2006). Autoettes are defined as measuring up to 120 inches in length by 55 inches in width and weighing up to 1800 pounds. Full size vehicles can be no longer than 200 inches in length by 80 inches in width (with no maximum weight).

Vehicle usage within the City limits is strictly regulated. As specified in the Avalon Municipal Code, all autoettes, cars, and trucks must have a permit to be parked or operated in the City. There are four separate types of vehicle permits: residential (full size or autoette), commercial, and interior commercial (for vehicles outside Avalon). A single new residential permit is issued when two full-size existing residential permits have become ineligible for renewal or have been voluntarily surrendered. The City restricts autoettes to one per registered legal dwelling unit. A new commercial and interior commercial permit is issued when an existing permit expires. Separate waiting lists are maintained for those interested in obtaining residential, commercial, or commercial interior vehicle permits.

Residential vehicle permits may not be bought and sold, and permits may only be transferred under unique circumstances specified by the City's Municipal Code. Commercial vehicle permits may be transferred when a business is sold if the transfer is approved by the City's Vehicle Hearing Officer. All residential permits expire on April 1st of each year and interior commercial



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vehicle permits expire on November 1st of each year. Commercial vehicle permits are valid for a full year from when they are issued before they must be renewed.

Vehicle Facilities

The roadway network in the center of town from Metropole Avenue to Clemente Avenue and Crescent Avenue to Tremont Street follows a grid-like pattern. This area is considered “The Flats” and is the floor of Avalon Valley. Outside of The Flats, roadways begin to mimic the natural landscape, which results in curvy and sloped roadways. Figure VI-1 shows the existing street system.

Major facilities within the vehicle network include the following:

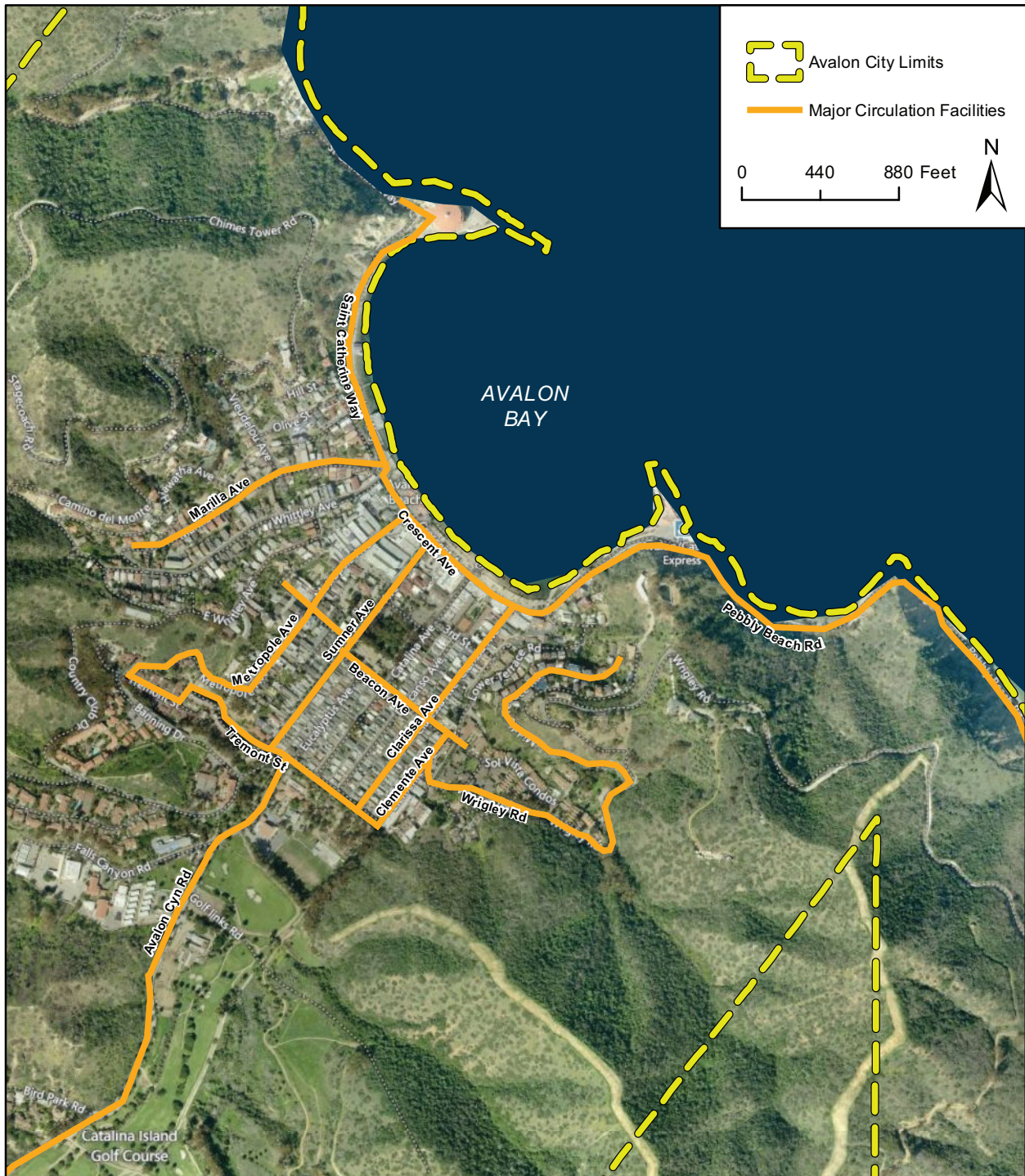
- **Pebbly Beach Road East (Cabrillo Mole to Pebbly Beach)** - As the route connecting the Cabrillo Mole boat landing with the center of the City, Pebbly Beach Road East is used by vehicles transporting both people and freight to and from the light industrial zone in Pebbly Beach. The roadway is 24 feet wide.
- **Pebbly Beach Road West (Cabrillo Mole to Clarissa Avenue)** - Pebbly Beach Road West provides vehicle access to passenger and cruise ships. The roadway is 30 feet wide
- **Clarissa Avenue** - Provides the eastern portion of the truck route outside the pedestrian center of the City. The roadway is 30 feet wide.
- **Beacon Street** - Borders the central commercial pedestrian area of Avalon. The roadway is 25 feet wide.
- **Sumner Avenue** – Provides access from City Center south of Crescent Avenue to the Five Points Intersection, which provides access to Avalon Canyon Road. The roadway has a typical width of 25 feet, but expands to 30 feet between Beacon Street and the Five Points Intersection.
- **Avalon Canyon Road** - The single roadway into the upper canyon area. The roadway is 30 feet wide.
- **Metropole Avenue** - Part of the loop of roads circling the central commercial pedestrian area of the City. The roadway has a typical width 40 feet wide between Crescent Avenue and Beacon Street, but narrows to 20 feet between Beacon Street and Tremont Street.
- **St. Catherine Way** - Primarily serves the Casino, Hamilton Cove, and Descanso Beach; these facilities are typically 24 feet wide.

Pedestrians and Bicycles

Walking and biking are common modes of transport due to Avalon’s small geographic area. Residents and visitors alike use these modes of transportation to access City attractions.



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Bing Maps Hybrid: (c) 2010 Microsoft Corporation and its data suppliers. Additional layers from City of Avalon, 2010, Santa Catalina Island Company, 2011, and Los Angeles County Department of Regional Planning, 2008.

Major Circulation Facilities

Figure VI-1



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Visitors to Avalon are responsible for peak demands on pedestrian facilities. Visitors arriving by ship or ferry disembark at the Cabrillo Mole boat landing and follow Pebbly Beach Road into the City. Cruise ships typically unload between 300 and 1,000 passengers per day. Ferries from the mainland load and unload passengers continually throughout the day at an estimated rate of 500 per hour.



Crescent Avenue

Major facilities within the pedestrian network include the following:

- **Pebbly Beach Road (Cabrillo Mole to Crescent Avenue)** - Functions as the primary route into the City for pedestrians. The walkway is about 12 feet wide.
- **Crescent Avenue** - Used by pedestrians for both recreational purposes and access to commercial amenities. The walkway is up to 30 feet wide in some segments.
- **Avalon Canyon Road** - Adjacent to the Catalina Island Golf Club, Avalon Canyon Road is the primary walkway into the Interior and upper canyon area. The walkway is typically around 10 feet wide.
- **Sumner Avenue** – Used by pedestrians for both recreational purposes and access to commercial amenities as it begins at Crescent Avenue (where it is pedestrian only) and terminates southwest at the Five Points Intersection where pedestrians can continue to the interior on Avalon Canyon Road. The walkway is typically around 10 feet wide.

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- **Eucalyptus Avenue** - Connects Beacon Street with Tremont Street. The paved area is typically up to 30 feet wide, and serves pedestrians and is restricted from vehicular traffic.
- **Beacon Street** - Serves a collection and dispersion function for access within the central commercial area of the City. The walkway is typically around 3 feet wide.
- **Casino Walkway** - Connects central Avalon with the Casino, Descanso Beach, and Hamilton Cove. The walkway is 10 feet wide.

Transit

Avalon offers contracted transit service to residents and visitors through Catalina Transportation Services. Catalina Transportation Services provides taxis, shuttles, and charter vans for the City and the Interior. It also operates the Avalon Trolley, which provides fixed-route service to destinations in town and inland as far as the Wrigley Memorial & Botanical Garden.

Key Circulation Issues

Avalon is unlike most California cities with regard to traditional travel conditions. Traffic control devices such as signing, striping, and marking are minimal and in fact not largely necessary due to low traffic volumes and limited vehicle conflict locations. There are no traffic signals within the community and none are anticipated. Transportation issues and conditions do not lend themselves to typical level of service analysis, so a more qualitative narrative is provided below.

- **Pedestrian/bicycle/vehicle mix.** Stakeholders indicate, and field observations support, a less-than-desirable mix of autoettes, motor vehicles, pedestrians, and bicycles on streets generally bounded by Crescent Avenue, 3rd Street, Clarissa Avenue, and Metropole Avenue. The pedestrian and bicycle experience could be enhanced by a strategic separation of these modes within this general area.
- **Parking.** Autoette and vehicle parking is not generally concentrated; rather, parking occurs throughout the Flats area, resulting motorists hunting for limited on-street parking.
- **Noise.** Although not directly a circulation issue, autoette noise is frequently identified as a key issue impacting Avalon's character.
- **School traffic.** The propensity of parents to drive children to school, rather than allow walking or bicycling, contributes to morning traffic congestion in and around Avalon's public school.
- **Transit.** Transit options are seasonable in nature and somewhat limited, especially for residents traveling to and from the mainland.



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VI.C MOBILITY FRAMEWORK PLAN: PHYSICAL IMPROVEMENTS



Pebble Beach Road

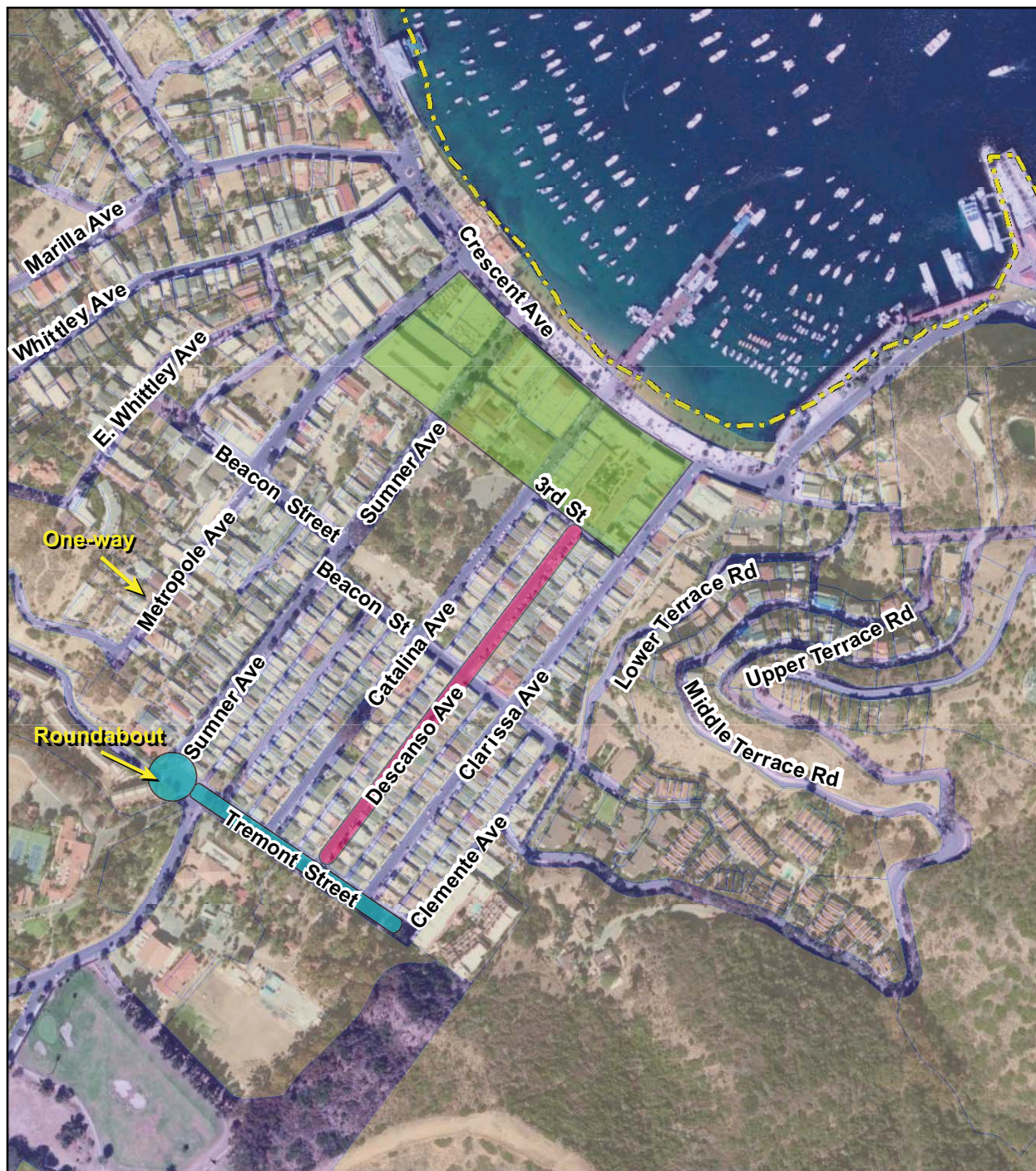
Accommodating Planned Land Use Changes

As a mature community, the quantity of horizon year (2030) Avalon land use growth is fairly modest relative to existing conditions. Typically, the Circulation Element would include analytical, quantitative analysis of future conditions with the addition of new growth. However, given the unique mix of autoettes, motor vehicles, bicycles, and pedestrians and the mature built environment, traditional impact analysis is not feasible.

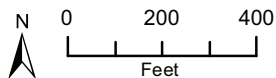
What is relevant, however, is an examination of key circulation improvement ideas and their relevance to existing and future conditions. Figure VI-2 depicts a number of future transportation improvements, summarized in the narrative below.

- **Safe Routes to Schools Project.** This project, which has a completed conceptual plan, would include roadway and pedestrian improvements along Tremont Street between Clarissa Avenue and Avalon Canyon Road. Using both the existing roadway and nearby channel, a combination concrete deck and wood deck would provide continuous sidewalk along Tremont Street. In addition, ADA compatible ramps would be constructed to provide pedestrian linkages between Eucalyptus Avenue, Catalina Avenue, Descanso Avenue, and Clarissa Avenue with Tremont Street. Given the close proximity of the project site to Avalon School, a reduction in school trips by automobile is likely when the project is completed.

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- Safe routes to schools project
- Establish zone restricted to pedestrians and bicyclists
- Closed to thru traffic

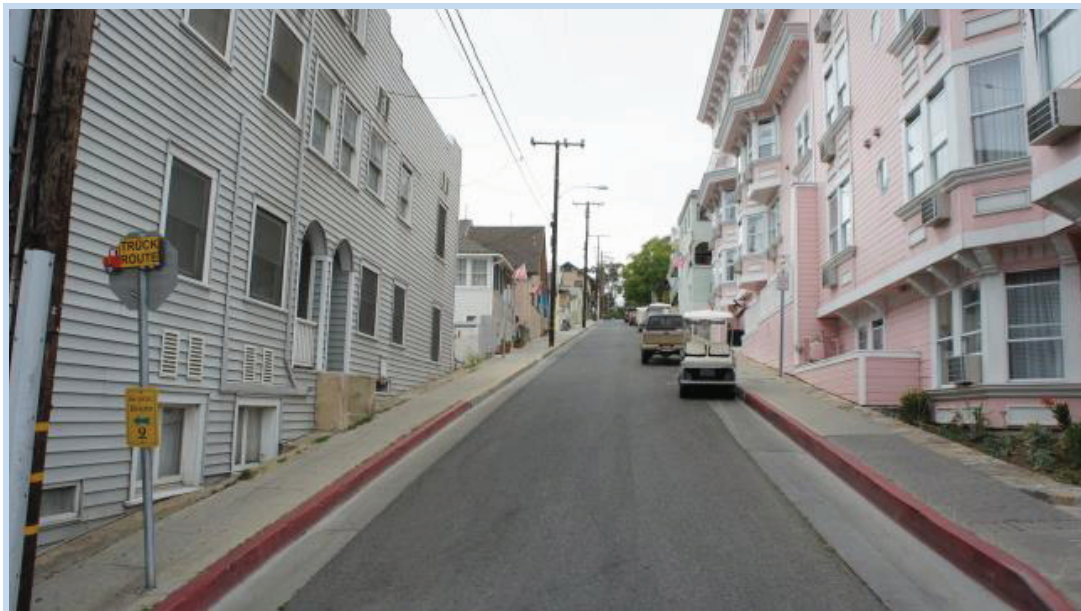
Future Transportation Improvements

Figure VI-2



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- **Five Points Intersection Improvements.** This project, which has a completed design, will enhance the five-legged intersection consisting of Avalon Canyon Road, Country Club Drive, Sumner Avenue, and Tremont Street (east/west). The project includes traffic calming, a roundabout, landscaping, lighting, decorative pedestrian walkways, sidewalks, and irrigation controls. This project would clean up misaligned roadways, enhance circulation, and increase the likelihood that students will walk or bike to school instead utilizing motor vehicles.
- **One-way street designations.** Metropole Avenue narrows south of Beacon Street. Consider the merits of designating a segment of the street as one-way, to better facilitate mobility.



Metropole Avenue

- Parking.** Avalon has only a limited number of joint parking facilities (e.g. parking lots). Significant parking takes place on-street, which creates friction (particularly on narrower streets) with cyclists and pedestrians. Complementary wayfinding and signage, would direct autoette traffic to key locations from which pedestrians could access multiple places of interest. This would reduce traffic on popular streets.
- **Thru-traffic closure.** Following the success of the Eucalyptus Street partial closure, examine closure of Descanso Avenue to thru traffic. The concept would limit access between Tremont Street and Beacon Street, and between Beacon Street and 3rd Avenue. Descanso Avenue has only limited purpose for through traffic, and this proposed strategy would enhance the residential character of the street.
 - **One-way pairs.** Explore designation of streets as one-way pairs, thereby reducing the friction between various modes and enhancing mobility and access.

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- **Pedestrian Controls.** Explore the use of pedestrian controls at congested intersections in order to provide safe pedestrian access and in order to alleviate congestion.



Catalina Avenue



Sign near Pebbly Beach Rd/Clarissa Ave

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VI.D TRANSPORTATION OPERATING SYSTEM IMPROVEMENTS

The narrative above describes a number of physical improvements associated with the 2030 General Plan. Avalon, however, is a mature community with limited opportunities to build new roadway facilities. Maintaining the community's quality of life, while addressing existing issues and accommodating a modest amount of growth, will require focus on physical improvements *and* operational improvements.

The transportation system approach focuses on creating transportation systems that enhance performance and increase access choices for people. Developing a transportation system for a community can provide individuals with viable, real-time access alternatives, to better allow them to make the economic, environmental, and personal choices about where and how they access the events of their lives.

City of Avalon stakeholders, elected officials, and others have identified a number of operating system improvements for consideration, as articulated below.

- **Parking.** In order to provide more orderly on-street parking, consider special parking restrictions for rented autoettes. Examine parking resources specially designated for residents leaving the island and vehicle permits at lodging facilities. Current policies may allow the potential to permit more vehicles than that which is consistent with Avalon's vehicular restriction objectives.
- **Car sharing.** Consider car sharing as a strategy for residents that do not need 24-hour, 7-day access to an automobile. This could potentially reduce the number of vehicles on the island, while preserving mobility and access needs of residents.
- **Bicycle enhancements.** Enhance bicycle racks and bicycle parking throughout the community.
- **Transit.** Provide additional access for residents, year-round, which could take place through implementation of fixed route "transit spine" connecting key community locations. A convenient, frequent, reliable system would reduce the need and frequency of vehicular trips.
- **Vehicle technology.** Phase-out two-cycle engines for autoettes to reduce autoette emissions and noise. In the mid-term and long-term, explore alternative fuel and electric vehicles (both having superior environmental and noise impacts). New development could be conditioned to support these newer technologies.
- **Wayfinding and signing.** Enhance wayfinding and signage to accompany the physical and operational improvements discussed above. Given the high frequency of unfamiliar visitors, this will be key to maximizing improvement effectiveness.



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VI.E VEHICULAR TRAVEL



As a compact island community, Avalon has unique characteristics that are conducive to the use of alternatives to the drive alone automobile for transportation. Nevertheless, automobiles (autoettes) remain an important component of circulation within the City. As such, the City will continue to accommodate vehicular travel while minimizing the environmental and safety effects associated with motor vehicle use.

Goal

Provide for safe and efficient travel on City of Avalon streets and pathways.

Policies

- VI-1** Explore designation of appropriate street segments for one-way operation.
- VI-2** Explore designation of appropriate street segments for closure to through traffic.
- VI-3** Address the physical, social, health and safety, and economic aspects of all proposed physical and operational transportation efforts.
- VI-4** Use traffic calming measures to discourage commercial traffic in residential zones.
- VI-5** Minimize the number and location of streets utilized for commercial deliveries.



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- VI-6** Require all new development to fully mitigate the impacts of additional vehicle trips, through physical and operational improvements as appropriate.

Implementation Actions

- Fund and construct the Five Points Intersection Improvements project.
- Perform a study of the feasibility and desirability of implementing one-way streets or closure of key streets to through traffic and, if appropriate, implement such changes.
- Explore and, as feasible and appropriate, require alternative vehicle technologies that reduce noise and air pollutant emissions.
- Refine the vehicle permit system for lodging facilities.
- Require appropriate traffic mitigation, including traffic calming measures, in conjunction with new development.

VI.F ALTERNATIVE TRAVEL MODES

Avalon's compact size, mix of land uses, and tourist-oriented economy make the use of alternative transportation modes (walking, bicycling, transit, carpooling) both feasible and desirable. Consequently, providing a variety of transportation options to serve residents and visitors will remain a focus of the City's transportation and circulation. In combination with the land use strategies described in the Land Use Element, planned improvements to the City's circulation network will continue to expand opportunities for the use of alternatives to the drive-alone automobile (autoette).

Goals

Balance the needs of all travel modes within the City.

Reduce the amount that people drive by increasing opportunities for walking, bicycling and transit.

Policies

- VI-7** Ensure that residents and visitors can walk, bicycle, or use transit to access key Avalon attractions, businesses, and places.
- VI-8** Include alternative mode accommodations in transportation capital improvement projects and programs.
- VI-9** Enhance the pedestrian environment by providing a continuous network of pedestrian facilities and minimizing conflicts between pedestrians and vehicles.



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- VI-10** Enhance bicycle facilities serving both residents and tourists to provide safe bicycle access throughout the community.
- VI-11** Enhance wayfinding for pedestrians, bicyclists, and transit users.



Thematic Avalon street sign.

Implementation Actions

- Fund and construct the Tremont Avenue Safe Routes to Schools project.
- Initiate study of a bicycle/pedestrian corridor that maximizes non-auto travel through key Avalon destinations, potentially through establishment of a zone within The Flats restricted to pedestrians and bicycles.
- Assess the feasibility of an Avalon car-sharing program.
- As funding permits, enhance year-round fixed-route transit service.
- As funding permits, add bicycle parking facilities throughout the community to ensure safe and convenient access to all destinations.
- Close gaps in existing sidewalk and bicycle infrastructure where necessary, maintain existing sidewalks in good repair, and require sidewalks with all new development.
- Update the Development Code as appropriate to ensure that future development provides for climate-appropriate landscaping, adequate lighting, and street amenities to make walking safe, interesting, and enjoyable.
- Develop and implement a communitywide wayfinding/signage plan for key areas to improve wayfinding for both residents and visitors.

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VI.G PARKING

Goal

Provide sufficient parking to meet resident and visitor needs, but limit parking to encourage walking, biking, and transit.

Policies

- VI-12** Encourage shared parking between proximate land uses, consistent with industry standards.
- VI-13** Require new development to provide sufficient, but not excessive, parking to meet demand. Promote alternative solutions to additional parking when possible.

Implementation Actions

- Explore locations for aggregated parking facilities and, as feasible, develop such facilities or require them in conjunction with future development projects.
- Investigate and, as appropriate and feasible, implement parking restrictions for rented autoettes.

VI.H REGIONAL TRANSPORTATION

As a tourist-oriented island community, Avalon is dependent on water and air transport to and from the mainland in order to allow City residents access to services not available on Santa Catalina Island and to facilitate the tourism upon which the City's economy depends. Although the City does not directly provide these services, continuing to facilitate transportation between Avalon and the mainland is critical to the City residents and business owners.

Goal

Ensure the continued availability of water and air transport between Avalon and the mainland.

Policies

- VI-14** Facilitate and, as feasible, enhance water and air transport between Avalon and the mainland.
- VI-15** Facilitate continued operation of cruise ships, cross channel carriers, and freight service serving Avalon and, as feasible, enhance facilities accommodating cruise ships, cross channel carriers, and freight service.



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Implementation Actions

- Continue to coordinate with ferry service providers to ensure adequate service to meet the needs of residents and visitors.
- Investigate the feasibility of developing a ship/ferry terminal and, if determined appropriate, construct a terminal as funding permits.



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CITY of AVALON

2030 GENERAL PLAN / LOCAL COASTAL PLAN

VII. SAFETY ELEMENT

The Safety Element is concerned with identifying and, whenever possible, reducing the impact of natural and man-made hazards that may threaten the health, safety, and property of Avalon residents, business owners, and visitors. The State of California General Plan Guidelines state that the aim of the Safety Element is to reduce the potential risk of death, injuries, property damage, and economic and social dislocation resulting from fires, floods, earthquakes, landslides, and other hazards. As such, the element emphasizes hazards reduction and accident prevention for known hazards and potential disasters. In addition, the element emphasizes the importance of reducing risk and the effects of disaster prevention and/or preparedness. Hazards are an unavoidable aspect of life, and the Safety Element cannot eliminate risk completely. Instead, the Element contains policies to minimize the level of risk.

A variety of potential hazards that could affect life and property are present in and around Avalon. Safety hazards can be generally grouped into two categories: naturally-occurring and man-made. Some hazards – fires, for example – can be categorized as both naturally-occurring and man-made.

Issues covered in this Safety Element include:

- *Geology and Seismicity*
- *Flooding*
- *Fire Hazards*
- *Hazardous Materials*
- *Disaster Response*

This Safety Element provides a broad survey of hazards in Avalon for the purposes of general land use planning. This information does not take the place of site specific evaluations by qualified professionals. The City will use the goals, policies, and implementation actions to review individual development proposals and site assessments.

VII.A GEOLOGY AND SEISMICITY

Avalon is exposed to a variety of seismic and geologic hazards given its geographic location and natural topography. Like all of Southern California, Avalon is subject to substantial seismic hazards. These seismic hazards can affect the structural integrity of buildings and utilities, and, in turn, cause property damage and potential loss of life. Although it is not possible to prevent earthquakes, their destructive effects can be minimized through comprehensive hazard-mitigation programs and efforts. The potential for a major earthquake that may result in loss of



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life, injury, or displacement of many thousands of persons is present throughout Southern California. Tsunamis and seiche events also have the potential to affect the City, given its proximity to the ocean and location off the coast of Southern California. Structural hazards also present a major threat in the event of an earthquake.

The Seismic Hazards Mapping Act, a California law passed in 1990, requires the State Geologist to identify and map zones prone to seismically induced liquefaction, ground-shaking, landslides and other forms of ground failure resulting from earthquakes.

The risk of landslides is also a geologic concern within Avalon given the steep hillsides that surround the center city area. Subsidence and wave damage could also occur, although the threat is limited.

Faults

The frequency and strength of earthquakes depend on the number and type of faults that pass through an area. Avalon is not located within an Alquist-Priolo Fault-Rupture Hazard Zone (California Geological Survey, 1999) and is therefore not subject to surface rupture. However, six active and potentially active faults are located within 25 miles of Avalon. For the purposes of this Safety Element, an active fault is defined as a fault showing evidence of surface displacement during Holocene time (within the last approximately 11,700 years). A potentially active fault is defined as a fault showing evidence of surface displacement during Quaternary time (within the last approximately 2.6 million years). These faults include:

Active Faults:

- Palos Verdes
- Cabrillo
- San Diego Trough

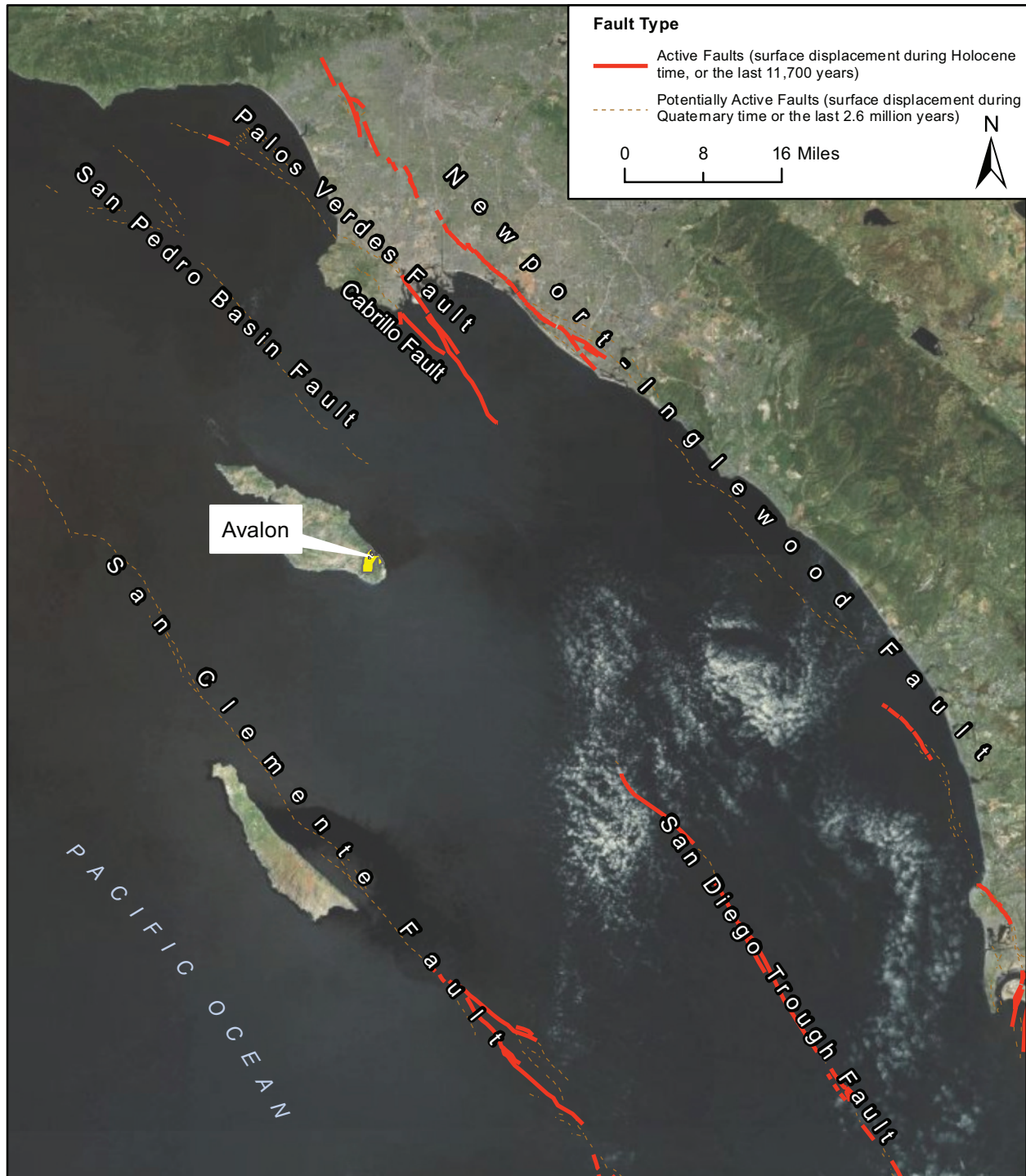
Potentially Active Faults:

- San Pedro Basin
- Newport Inglewood
- San Clemente

Figure VII-1 depicts regional the faults that could create severe groundshaking in Avalon. Although no known faults are located within Avalon, the aforementioned fault systems could cause property damage, possibly resulting in injury and loss of life in the event of a major earthquake due to ground motion. The level of impact resulting from any seismic activity will depend on factors such as: distance from epicenter, earthquake magnitude, and characteristics of soils and subsurface geology.



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Regional Faults

Figure VII-1



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Tsunamis

Tsunamis, or seismic sea waves, are great oceanic waves that are generated by earthquakes or less commonly, by large submarine landslides. An individual earthquake can generate a continuous train of tsunami waves that may oscillate for 8-12 hours. The first waves to reach any locality are not necessarily the strongest ones. In the deep ocean, the wave-length, from crest to crest, may be a hundred miles or more, although the wave height from crest to trough may only be a few feet. They cannot be felt aboard ships in deep water and they cannot be seen from the air, but the energy they contain is substantial. Tsunamis affect only coastal areas, and watercourses emptying into these areas. The effects tend to be diminished in partially enclosed bays and estuaries, but the wave may be driven many miles inland up unprotected waterways.

The warning needed to avoid oncoming tsunamis is a basic function of the National Weather Service West Coast and Alaska Tsunami Warning Center, administered by the National Oceanic and Atmospheric Administration. Warning times vary with distance from the source, but for most tsunamis approaching the California coast, several hours to many hours are available to evacuate to safe places and to make emergency preparations. In the event of a tsunami warning, the following considerations are suggested:

- Any major subsea earthquake (magnitude 7 or more) in the seismically active Aleutian and Chilean trenches may cause a tsunami that will strike California, typically with a 4-6 hour warning period. For Avalon, an earthquake involving the submarine sections of the Inglewood-Newport faults could cause a tsunami that could reach Avalon.
- The West Coast and Alaska Tsunami Warning Center will confirm whether a tsunami is or is not on the way, the probable arrival time, and the expected duration of its danger period.
- Expect several waves, of wave periods that may range about 15 minutes to more than 100 minutes. Waves may be arriving for 10 hours or longer, after the first wave's arrival. The first wave may not be the largest.
- Special problems may result if the tsunami arrives in coincidence with a flood tide. Arrival times should be checked against local tide tables.
- Storm waves can increase the effects of the tsunami. Local weather conditions also may prevent sending boats to sea to escape the tsunami.
- If the approach of a tsunami is confirmed:
 - 1) Alert all boatmen
 - 2) Remove or lash down potentially hazardous objects such as timbers, oil tank trucks, and haled lumber in waterside areas.
 - 3) Clear all low-lying critical areas, such as beaches and piers, of people.
 - 4) Allow no spectators in vulnerable areas until the official "all clear," especially not on normally submerged beaches that may be temporarily uncovered by wave retreat.



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Seiches

Seiches are periodic oscillations of water level in relatively confined basins, such as lakes, estuaries, or bays, analogous to “sloshing” in a bathtub. Seiches, named for phenomena observed in Lake Geneva, are resonant standing waves with the wave length controlled by the width of the basin. This periodic oscillatory wave motion in bays and estuaries can be caused by tsunamis, seismic ground waves, and more commonly, by cyclic winds and barometric pressure oscillations on lakes. The periods of seiche waves may range from a few minutes to an hour or more. Amplitude of the waves may reach a maximum of several feet.

Typically, surging in harbors is not due to seismic activity. A seiche resulting from an earthquake results when the seismic wave has a frequency near the basin’s natural period and resonates to amplify wave motions already active in the basin.

Earth Materials and Groundwater

Avalon is located on a bay on the eastern side of Santa Catalina Island. Most of the City rests on the recent alluvium and alluvium fan deposits from Quaternary time periods. An earthquake might cause buildings resting on alluvium to shake for a longer period of time than if those buildings were on bedrock. However, as long as the water table is low and liquefaction unlikely, alluvium is considered low risk. Other rock formations found within Avalon include Quaternary nonmarine terrace deposits; tertiary metamorphic rock from the Franciscan formation derived from eugeosynclinal sedimentary and volcanic rocks, consisting of metasandstone with up to 30% lawsonite and glaucophane, fine grained glaucophane schist, quartzite, metaconglomerate, metavolcanic rocks, talc-actinolite schist, and local green or red chert; and tertiary intrusive (hypabyssal) rocks undifferentiated. The latter comprises most of the earth materials surrounding the City.

Seismic problems related to shallow groundwater, such as liquefaction, are not expected because the water table is low (at or near sea level) and chance of liquefaction is small. Only on rare occasions in the past has the water table risen high enough to undermine foundations. However, investigations including local groundwater conditions should be conducted as normal practice prior to any new construction in Avalon.

Structural Hazards

The vast majority of deaths and injuries in an earthquake are caused by partial or total collapse of man-made structures. Through enforcement of building codes and ordinances, the City can reduce the seismic hazard risk to all future structures and facilities.

The California Building Code (CBC) is the regulatory environment for design and construction of building codes and standards covering local, state, federal, land use and environmental regulations which are developed specifically for the purpose of regulating the life-safety, health and welfare of the public.



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The City will require building design to be commensurate with the expected level of groundshaking in a major earthquake, based on site-specific soils and geologic conditions, as well as on the level of risk associated with potential damage to the building. Thus, high occupancy buildings and buildings that serve disaster recovery functions need to be designed to withstand a greater degree of groundshaking than low occupancy, low risk buildings. For all buildings, once environmental protection policies are met, construction techniques will be regulated according to the latest edition of the California Building Code (CBC) with City of Avalon amendments or increased requirements as necessary to reduce geologic and seismic risks to acceptable levels.

Landslides

Landslides take place in widely different rock types and are of almost every conceivable size and shape. They occur at elevations ranging from lofty mountain peaks to the sea floor. There are basically three types of landslides:

- 1) Fall – Limited to free falling of earth material of any size;
- 2) Slides – Rock, debris, or soil movement takes place on one or more shear or slip surfaces and the affected mass consists of single to numerous segments bounded by slip surfaces;
- 3) Flows – The displaced mass is deformed and moves like a viscous fluid.

There are two known landslide areas in Avalon. A fall area occurs along the road to Pebbly Beach, where rocks fall onto the road. This condition only occurs during heavy rainstorms. The other area is a slide area in the vicinity of Vieudelou Avenue, Hill Street, Olive Street, and Maiden Lane. This area shows evidence of creep, in which the soil is pulled downhill by gravity through numerous small, discrete movements over time. A retaining wall, or bulkhead, exists along Olive Street to abate soil creep. Other hillside areas are also potentially subject to landsliding.

Subsidence

Apart from landslides, structural damage as a result of subsidence or settling on individual properties may cause problems. However, these problems, when they develop, are usually extremely localized and do not appear to present a threat to the community as a whole.

Wave Damage

Strong winds generated by northeasterly wind storms have the potential to cause large waves within the harbor. Wave damage is primarily limited to boats and structures in the harbor. Breakwaters on the westerly and easterly sides of Avalon Bay have been constructed to reduce the threat of large waves crashing in the harbor. However, boats moored in the central portion of the harbor are still susceptible to surging effects caused by northeasterly wind storms.



VII. SAFETY ELEMENT

Goal

Minimize the potential for loss of life, physical injury, property damage, and social disruption resulting from seismic ground shaking and other geologic events.

Policies

- VII-1** Ensure that new building construction conforms to the latest standards for seismic design.
- VII-2** Encourage the abatement of hazardous structures that represent a risk to the public safety, taking into account economic and social factors.
- VII-3** Ensure that all persons in the community have access to earthquake information.
- VII-4** Ensure that there are adequate provisions for the community to respond and recover from an earthquake as quickly and effectively as possible.
- VII-5** Require evidence of the geologic stability of individual sites in areas of known or suspected geologic instability prior to issuance of building permits.
- VII-6** Incorporate the use of geologic and soils analysis into the planning process to determine appropriate building design parameters.

Implementation Actions

- Continue to enforce all existing codes and ordinances for new construction.
- Adopt and enforce up-to-date building code provisions relating to seismic standards for all new construction.
- In areas of known or suspected geologic hazards, require geologic and/or soils reports prior to the issuance of a building permit.
- Provide notices to owners of potentially dangerous structures to inform the public of the potential structural hazard.
- Establish an abatement program to identify and rehabilitate hazardous structures. Structures that pose the greatest risk to the public should be prioritized.
- Institute an emergency response plan in the event of a major seismic event.
- Disseminate information to the public regarding ways to reduce hazards within buildings and what to do in the event of an earthquake.
- Reduce landslide hazards to acceptable levels for development within hillsides.
- Prior to approval of development projects on slopes over 20%, require applicants to prepare site-specific landslide studies and mitigation.



VII. SAFETY ELEMENT

VII.B FLOODING

Flooding is the inundation of normally dry land as a result of a rise in the level of surface waters or the rapid accumulation of storm-water runoff; it becomes a hazard when the flow of water has the potential to damage property and threaten human life or health. Flood risks are greatest, and flood hazards most severe, in winter, when water bodies are usually full and soils saturated. Flooding is primarily a natural process and, therefore, difficult to prevent. However, land use and development decisions have a significant effect on the frequency and severity of floods; in general, urbanization increases the risk of flooding by increasing stormwater runoff and, to a lesser extent, erosion. Flooding is often a regional problem that crosses multiple jurisdictional boundaries.

Substantial areas of the City are within the Federal Emergency Management Agency (FEMA) Flood Zone AE, which is an area subject to inundation by a 100-year flood and for which base flood elevations (BFEs) have been determined. The flood zone covers all of Avalon Bay and the coastline north to Hamilton Cove. Within Avalon, the flood zone generally includes the area southeast of Sumner Avenue to Clemente Avenue, narrowing slightly as it extends through Avalon Canyon. A 100-year flood represents the level of flood water expected to be equaled or exceeded every 100 years on average, and can also be described as a 1% annual exceedance probability flood, since it is a flood that has a 1% chance of being equaled or exceeded in any single year. FEMA flood zones are shown on **Figure VII-2**. The City and the Santa Catalina Island Company (Company) undertook significant storm infrastructure improvements in 2004 and presumably the flood zone has been reduced as a result of those efforts. However, the FEMA flood insurance rate maps (FIRMs) have not been updated to reflect these improvements.

A 100-year flood is calculated to be the level of flood water equaled or exceeded at least once in a 100-year period. The 100-year flood is more accurately referred to as the 1% flood, since it is the event that has a 1% chance of being equaled or exceeded in any single year.

Climate changes anticipated to occur throughout this century as a result of GHG emissions may make Avalon more vulnerable to hurricanes, storm surges, flooding increases. Potential impacts of expected sea level rise and increased storm surges may include flooding and overwhelming of sewage systems by storm runoff and high tides. Jetties and seawalls may need to be raised and strengthened to protect harbors which are used for shipping, recreation, and tourism (all from California Energy Commission, 2010). Sea-level rise is addressed in the Conservation Element of the General Plan.

Goal

Minimize the potential for loss of life, physical injury, property damage, and social disruption resulting from flooding.



VII. SAFETY ELEMENT

Policies

- VII-7** Ensure that new development is in compliance with the provisions of the federal flood insurance program and require hydrologic investigations for all new development within or adjacent to sites identified in Flood Zone AE.
- VII-8** Incorporate adequate mitigation measures into proposed development projects to achieve an acceptable level of risk from potential flooding hazards.
- VII-9** Ensure that new flood control and drainage facilities, as well as improvements to existing facilities, are consistent with environmental protection standards.
- VII-10** Eliminate as feasible the 100-year floodplain that covers much of the City by implementing upstream improvements to reduce peak surface runoff.

Implementation Actions

- Continue to enforce the local, state, and federal regulations regarding the construction of buildings within flood hazard areas.
- In conjunction with any development proposals within the Resort Recreation area along Avalon Canyon Road, require measures to reduce flood potential in downgradient areas of the Center City.
- Review the potential for a public/private partnership for revision of the City's Flood Insurance Rate Map to reflect upstream improvements (both completed and planned).
- Develop a plan for watershed management.

VII.C FIRE HAZARDS

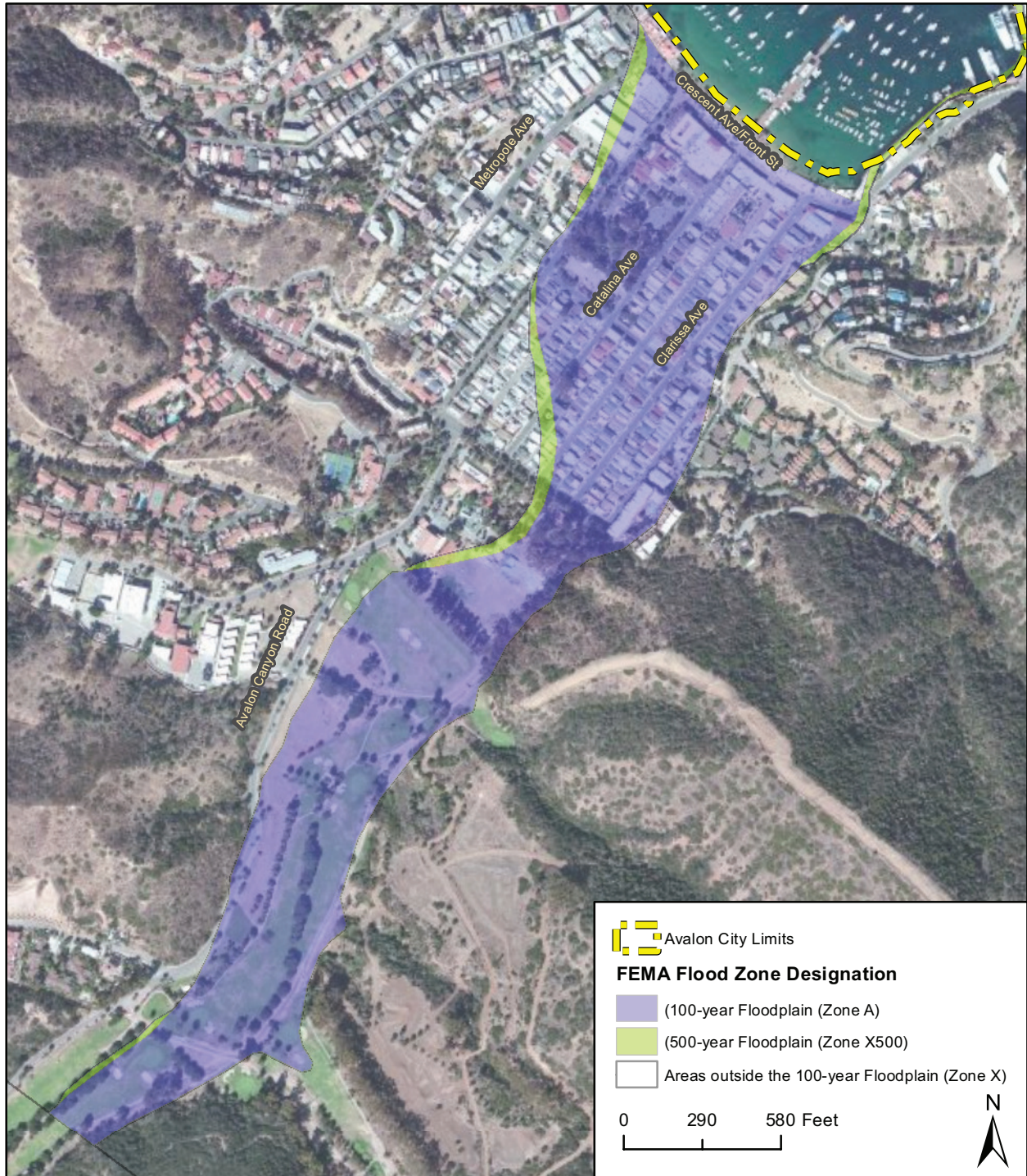
Fire is a unique hazard in that it can result both from natural processes and from the intentional or accidental actions of people. There are three main types of fire hazards:

(1) Wildfires, which affect open space and development on the urban fringe; (2) structural fires, which occur in buildings; and (3) commercial/industrial fires, which generally result from the ignition of flammable materials. While fires are not entirely preventable, it is possible to create conditions that reduce the chances of fire and that facilitate efficient response in case fire breaks out. When a fire does ignite, quick response from firefighters and an adequate supply of water are essential in minimizing damage.

General factors that affect an area's risk from fire hazards include its location, land uses, distance from fire stations, ease of accessibility by fire-fighting equipment, and adequacy of water supply. More specifically, the extent and severity of damage by fires are determined by several key factors affecting vulnerability. The entire Santa Catalina Island, including Avalon, is



VII. SAFETY ELEMENT



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Flood Hazard Zones

Figure VII-2
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designated as a very high fire hazard zone by the California Department of Forestry and Fire Protection. Due to the unique island geography, Avalon must be well prepared for emergency response in the event of a fire, as back-up resources require more time to cross the channel and reach the island.

The City of Avalon Fire Department provides fire protection service within the Avalon City limits. The County of Los Angeles Fire Department is responsible for fire protection outside the Avalon city limits. Three facilities in the City support fire service: Avalon Fire Station (Avalon City Fire Department), Avalon Station #55 (CFPD), and Baywatch Avalon (CFPD). In addition, there are two saltwater reservoirs within the city limits that provide water for fire suppression.

Chapter 3 of the City of Avalon Municipal Code provides standards for fire prevention, which are adopted from the County of Los Angeles Fire Code. Measures in the California Building Code reduce fire hazards in structures. These include use of specific building construction materials, fire separation walls, building separation, and use of fire sprinklers. Included in development regulations are requirements for minimum road widths that provide adequate access for firefighting equipment and evacuation of residents, as well as clearance around structures (fuel modification areas) to prevent the rapid spread of fire.

Goal

Minimize the potential for loss of life, physical injury, property damage, and social disruption resulting from fires.

Policies

- VII-11** Require all new development within the City to comply with applicable provisions of the Uniform Fire Code.
- VII-12** Promote fire prevention as the City's preferred management strategy; facilitate programs that are aimed at the prevention of fires.
- VII-13** Require that new development in mountainous brush areas be supplied with adequate water supply and street dimensions are standardized to meet emergency access requirements.
- VII-14** Require maintenance of native brush and other vegetation in the mountainous areas of the City in compliance with the Uniform Fire Code.
- VII-15** Encourage property owners to landscape with fire resistive plants and shrubs, such as rock rose, saltbrush, yerba santa, dwarf coyote, and trailing rosemary.
- VII-16** Require that roof coverings, building additions, and building projections for new structures be constructed of fire resistant material.



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VII-17 Require immediate and safe firefighting personnel access to all areas of new developments.

Implementation Actions

- Continue to enforce applicable provisions of the Uniform Fire Code and update the Municipal Code as appropriate to reflect Uniform Fire Code updates.
- Provide educational materials to homeowners/business owners in fire prone areas regarding ways to improve fire safety and defensibility.
- Continue to ensure that sufficient water supplies are available for protection of structures.
- Incorporate the use of fire resistant plants into the existing Landscape Ordinance.

VII.D HAZARDOUS MATERIALS

Hazardous materials are not a substantial concern in Avalon as there are no large-scale generators or users of hazardous materials in the City. Propane is barged over from the mainland to the Southern California Edison facility in Pebbly Beach. The propane is barged over in liquid form, then vaporized and cut with air to produce a gas that is domestically useful, similar to natural gas. Southern California Edison manages the transport of the propane. Safety measures follow Southern California Edison protocol and no incidents related to propane transport have occurred. Any future large-scale activities with the potential to generate or use hazardous materials in the City would be required to obtain a permit and comply with applicable federal, state, and local regulations.

The residential sector is a smaller-scale generator of hazardous wastes, such as paints, cleaners, oils, batteries and pesticides that contain potentially hazardous ingredients and require special disposal care. Improper disposal of such household hazardous wastes can include pouring them down the drain, on the ground, into storm sewers, or in some cases putting them out with the trash. The dangers of such disposal methods might not be immediately obvious, but improper disposal of these wastes can pollute the environment and pose a threat to human health. Recognizing that the residential sector is a producer of hazardous wastes, Avalon has implemented a household hazardous waste collection program so that household hazardous wastes are collected and disposed of in a safe manner. This program will continue to be implemented and will be expanded as appropriate to address the City's hazardous waste disposal needs.

Asbestos-containing materials and lead-based paint are also likely to be present in many of the buildings within Avalon based on their year of construction. Such materials could be disturbed by demolition and renovation activities on older structures; however, any activities with the potential to release asbestos or lead into the atmosphere would be required to comply with applicable federal, state, and local regulations.



VII. SAFETY ELEMENT

Goal

Protect life and property from potential short- and long-term adverse effects associated with the transportation, storage, treatment, and disposal of hazardous materials.

Policies

- VII-18** Manage activities within Avalon involving the transport, use, storage or disposal of hazardous materials in a responsible manner that protects public health, safety, and the environment.
- VII-19** Promote the availability of safe and legal options for the management and disposal of hazardous wastes generated by businesses and households within the Avalon area.
- VII-20** Promote community education and understanding of sound management practices for the storage, handling, use and disposal of hazardous materials.

Implementation Actions

- Continue to enforce applicable federal, state and local regulations pertaining to the transportation, storage, treatment, and disposal of hazardous materials within Avalon.
- Continue to provide hazardous waste disposal programs.

VII.E DISASTER RESPONSE

The management of emergencies and disasters consists of three distinct phases: (1) mitigation of potential hazards and pre-event preparedness (including event forecasting, response planning, training and public education); (2) response during or soon after the event, most often by fire, police and medical-services personnel and trained volunteers (also includes public alerts and notification, evacuation, search and rescue, and critical, short-term assistance to victims); and (3) post-event recovery, which generally includes debris removal, re-establishment of public and private services, financial and other longer-term types of assistance to victims, reconstruction, and collection and analysis of data related to the event.

The City will continue to maintain an up-to-date emergency response operations plan to detail Avalon's planned response to emergency situations. Local disaster response will continue to be coordinated under the Avalon Disaster Council, which is comprised of a Director of Emergency Services (the City Manager), an Assistant Director of Emergency Services, Chiefs of emergency services (Fire and Police Chiefs, Harbor Master), and other community representatives that may be appointed by the Director.

Mutual aid agreements with regional agencies will be maintained to ensure the City's ability to receive assistance when demands for emergency services are greater than the City's available resources. The City will also continue to utilize the Emergency Management Information System



VII. SAFETY ELEMENT

(EMIS), a computer database system that provides detailed, real time information about emergencies from the County Emergency Operations Center.

Goal

Maintain a system of emergency services and disaster response preparedness that will save lives, protect property, and facilitate recovery with a minimum of social disruption following both minor emergencies and major catastrophic events.

Policies

- VII-21** Continue to implement local preparedness planning and operations and participate in multi-jurisdictional disaster preparedness planning and operations.
- VII-22** Coordinate planning activities with adjacent jurisdictions to promote the provision of quality medical and emergency medical care facilities and to identify and revise possible unnecessary constraints on their development.
- VII-23** Follow or adhere to the National Incident Management System (NIMS), Incident Command System (ICS) or the Joint Regional Task Force (JRTF) (whichever the event requires).

Implementation Actions

- Support education in the schools that teaches children how to avoid dangers and how to behave during an emergency.
- Support the efforts of other organizations, such as television stations, utilities, emergency response providers, and the Office of Emergency Services that provide outreach and education to Avalon.
- Update disaster response plans for each type of disaster, including, fire, earthquake, tsunami, flood, and Acts of Violence.



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VIII. NOISE ELEMENT

The purpose of the Noise Element is to limit the exposure of the community to excessive noise levels. The Noise Element is to be used to guide decisions concerning land use and the location of common sources of excessive noise levels. To that end, the Noise Element identifies and addresses noise sources and establishes projected noise levels for significant noise generators.

The Noise Element also establishes performance goals, policies, and standards for the range of proposed land uses present within Avalon, including mobile, stationary, and nuisance noise sources. These goals, policies, and standards promote an appropriate pattern of land uses and help to ensure that the various sources of noise pollution do not compromise the community's goal of preserving the island's quiet and peaceful environment.

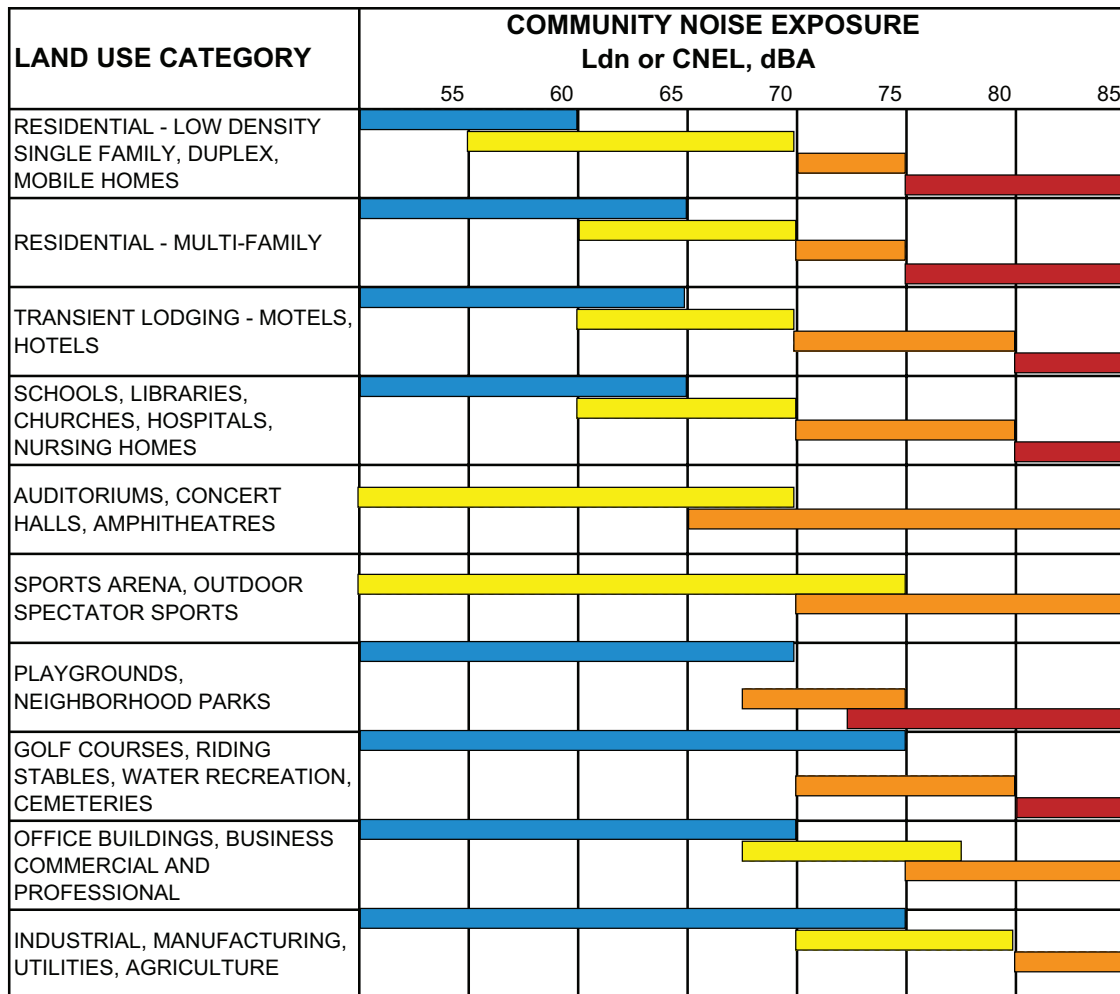
In addition to addressing the potential noise impacts associated with new development, the City intends to proactively address existing noise issues and those that could arise between existing developments. To this end, the City intends to identify and, where possible, mitigate the effects of existing noise sources which exceed the acceptable noise levels. The City will also maintain the noise ordinance that governs allowable noise levels on private properties in Avalon.

Noise is generally defined as unwanted sound. Its effects can range from annoyance to nuisances to health problems.

Figure VIII-1 shows noise acceptability levels for different land use types. In general, evaluation of land use that falls into the "normally acceptable" or "conditionally acceptable" noise environments should include consideration of the type of noise source, the sensitivity of the noise receptor, the noise reduction likely to be provided by structures, and the degree to which the noise source may interfere with speech, sleep, or other activities characteristic of the land use. The Land Use Compatibility for Community Noise Environments matrix (**Figure VIII-1**) establishes noise levels that are compatible with existing and new uses proposed in the City. This matrix will be used to determine whether a proposed new use would be compatible with the ambient noise environment in which it is proposed.



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NORMALLY ACCEPTABLE
Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.



CONDITIONALLY ACCEPTABLE
New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.



NORMALLY UNACCEPTABLE
New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.



CLEARLY UNACCEPTABLE
New construction or development should generally not be undertaken.

Source: Guidelines for the Preparation and Content of Noise Elements of the General Plan, California Office of Planning and Research, 2003.

Figure VIII-1



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VIII.A NOISE DEFINITIONS

Noise level (or volume) is generally measured in decibels (dB) using the A-weighted sound pressure level (dBA). The A-weighting scale is an adjustment to the actual sound power levels to be consistent with that of human hearing response, which is most sensitive to frequencies around 4,000 Hertz (about the highest note on a piano) and less sensitive to low frequencies (below 100 Hertz). **Table VIII-1** lists a range of typical noise levels that one may encounter.

Table VIII-1 Typical Noise Levels	
Noise Source	Noise Level (decibels)
Type of Noise or Environment	Decibels
Recording Studio	20
Soft Whisper; Quiet Bedroom	30
Busy Open-plan Office	55
Normal Conversation	60-65
Automobile at 20 mph 25 ft. away	65
Vacuum Cleaner 10 ft. away	70
Dump Truck at 50 mph 50 ft. away	90
Train Horn 100 ft. away	105
Claw Hammer; Jet Takeoff 200 ft. away	120
Shotgun at shooter's ear	140

Sound pressure level is measured on a logarithmic scale with the 0 dB level based on the lowest detectable sound pressure level that people can perceive (an audible sound that is not zero sound pressure level). In general, a 3 dB change in community noise levels is noticeable, while 1-2 dB changes generally are not perceived.

In addition to the instantaneous measurement of sound levels, the duration of sound is important since sounds that occur over a long period of time are more likely to be an annoyance or cause direct physical damage or environmental stress. One of the most frequently used noise metrics that considers both duration and sound power level is the equivalent noise level (Leq).



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The Leq is defined as the single steady A-weighted level that is equivalent to the same amount of energy as contained in the actual fluctuating levels over a period of time (essentially, the average noise level). Typically, Leq is summed over a one-hour period.

The time period in which noise occurs is also important since noise that occurs at night tends to be more disturbing than noise that occurs during the daytime. The Community Noise Equivalent Level (CNEL) recognizes this fact by weighting hourly Leqs over a 24-hour period. Essentially, the CNEL is a 24-hour average noise level that adds 5 dB to evening (7 PM to 10 PM) noise levels and 10 dB to nighttime (10 PM to 7 AM) noise levels to account for the greater sensitivity to noise during those time periods.

VIII.B NOISE LEVELS IN AVALON

Figure VIII-2 shows noise levels measured at six locations throughout the City in 2010. Measurements were taken throughout the day from 6:35 a.m. to 3:25 p.m. **Table VIII-2** identifies those sites measured on Figure VIII-2. **Figure VIII-3** displays existing noise contours for Avalon, which are estimates of noise levels based on noise measurements taken.

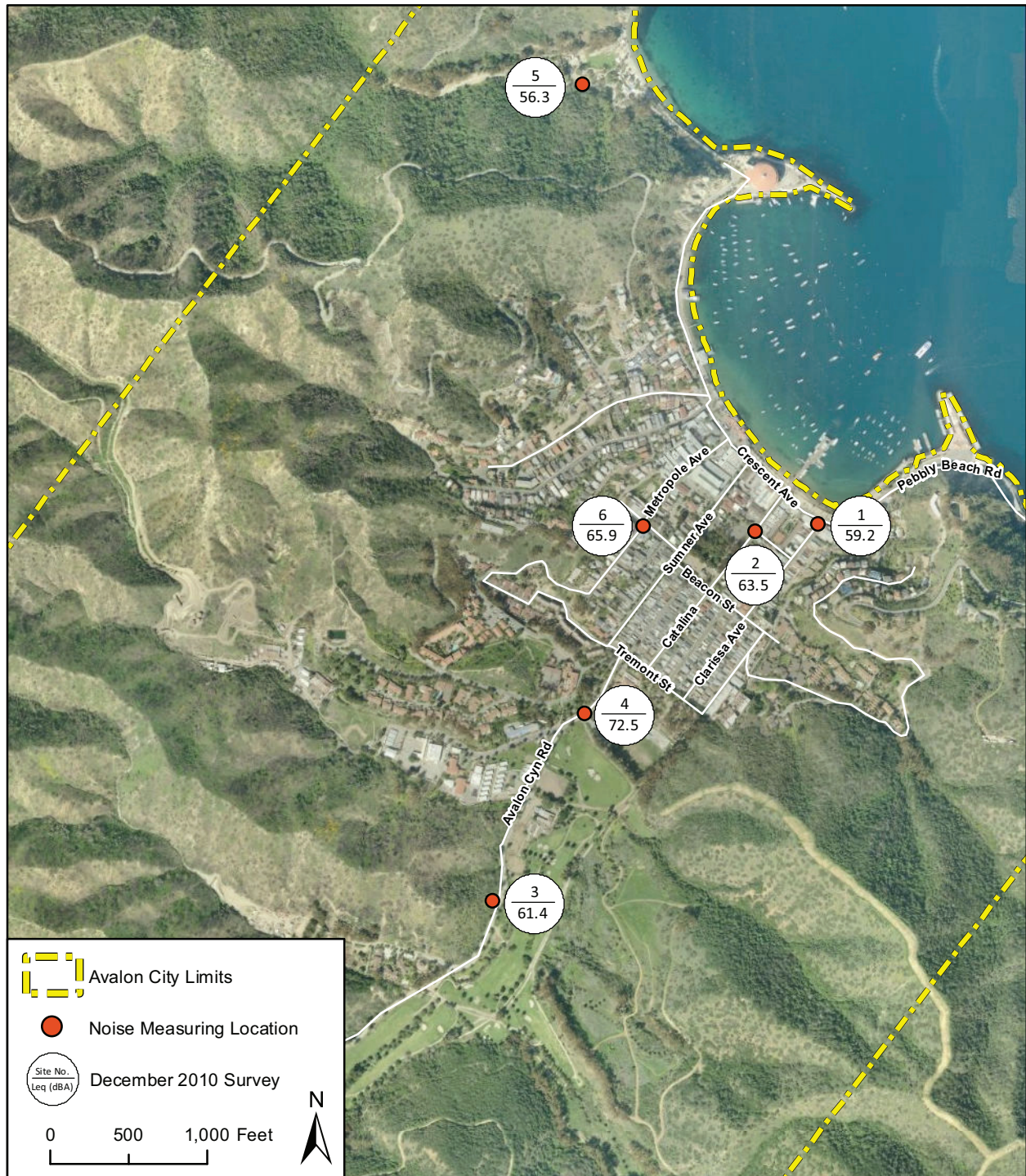
Table VIII-2 Measured Noise Levels *				
Site No.	Location	Leq	Lmin	Lmax
1	Clarissa Avenue at Crescent Avenue/Front Street	59.2	43.4	89.1
2	Catalina Street near Third Street	63.5	45.7	84.8
3	Avalon Canyon Road south of the school	61.4	39.7	81.4
4	Avalon Canyon Road near City Hall	72.5	49.2	91.1
5	Saint Catherine Way near Descanso Beach	56.3	36.4	81.4
6	Beacon Street at Metropole Avenue	65.9	47.8	89.5

* See Figure VIII-1 for noise measurement locations. Leq is the average sound level. Lmin is the minimum instantaneous sound level. Lmax is the maximum instantaneous sound level.

The highest noise levels in Avalon are found on Avalon Canyon Road near City Hall during school drop-off and pick-up hours. The high level of noise at this location is primarily generated by the use of autoettes. Higher noise levels can also be found near the city center, along busy streets. Noise in the city center is generated by the use of autoettes, commercial establishments, landscaping/gardening equipment, large groups of pedestrians/ tourists, and various harbor uses, including private boats in the harbor.



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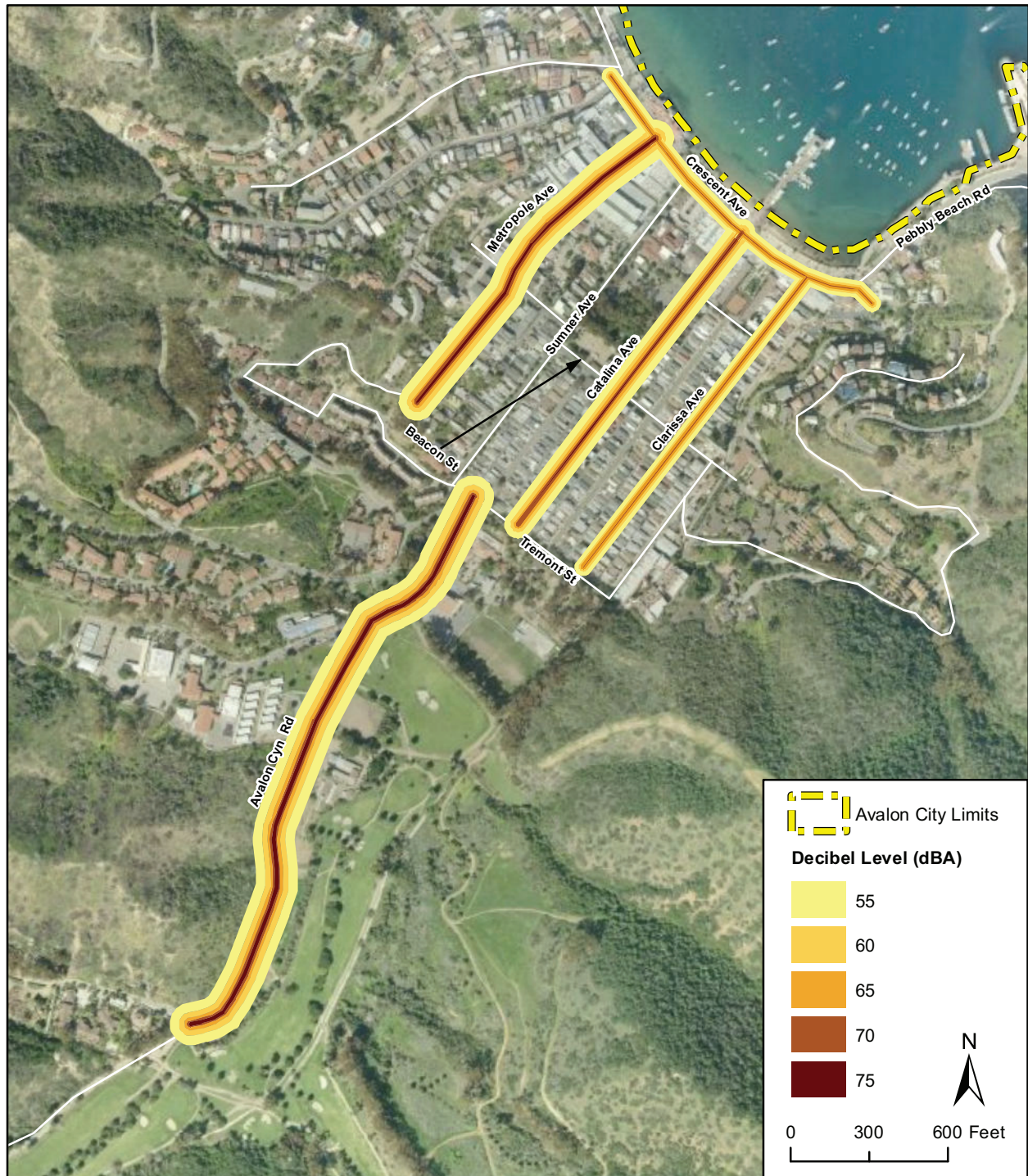
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Existing Noise Levels

Figure VIII-2



VIII. NOISE ELEMENT



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Existing Noise Contours

Figure VIII-3



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Open space and the low density residential areas in Avalon have low ambient noise levels. Such areas allow retreat from the busy city center by providing tranquility and a sense of peacefulness. Maintaining a low noise environment within the low-density residential, resort/recreational, and open space areas is a goal of the community, since they either contain or are near sensitive biological resources and provide opportunities for eco-tourism.

VIII.C MOBILE NOISE SOURCES

Noise sources within Avalon are primarily attributed to transportation-related sources. The main method of transportation in Avalon is by autoette, which is a small, gas-powered vehicle similar to a golf cart. Autoettes can produce substantial noise levels, especially along busy streets and are therefore considered the primary source of transportation noise in the City of Avalon. Older model two-stroke autoettes produce higher noise levels than four-stroke models. Secondary sources of transportation noise include heavy-duty industrial/ public service vehicles, garbage/trash pickup trucks, power tools, air transportation, and water-based transportation.

Goal

Reduce and minimize noise generated by transportation sources.

Policies

- VIII-1** Incorporate noise reduction technology into the design of transportation systems and ensure that noise impacts associated with roadway extensions and capacity enhancement projects are mitigated to acceptable levels.
- VIII-2** Utilize site planning and traffic control solutions (such as one-way streets) on major roadways to minimize traffic related noise.
- VIII-3** Increase the number alternative transportation modes such as bicycle paths and pedestrian walkways to minimize automobile traffic and its associated noise.
- VIII-4** When the replacement of City-owned motor vehicles is required, consider the use of electric-powered vehicles.
- VIII-5** Ensure that gas-powered autoettes (two-stroke and four-stroke) are properly maintained according to State requirements.
- VIII-6** Increase the number of electric-powered vehicles for private residents and tour operators.
- VIII-7** Establish a noise level threshold for vehicles in order to maintain acceptable decibel levels.



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- VIII-8** Enforce the noise level threshold such that vehicle noise is reduced and/or maintained at acceptable decibel levels.
- VIII-9** Encourage conduct of flight operations in a manner to minimize noise.
- VIII-10** Limit noise associated with landscaping/gardening equipment and power tool use by restricting the hours of operation for such equipment.
- VIII-11** Limit the hours of operation for trash hauling services such that noise associated with such uses occurs outside of sleeping hours (generally 10 pm – 7 am).

Implementation Actions

- Work with public and private transit providers and/or businesses to provide transit services that reduce traffic and associated noise.
- Create an incentive program to help facilitate the replacement of gas-powered autoettes and older two-stroke autoettes with electric vehicles. The incentive program may include a prioritization schedule of electric vehicles for vehicle permitting.
- Create a noise level threshold for vehicles and establish an enforcement program such that owners of vehicles exceeding the threshold would be subject to citation and fine until the vehicle's noise is maintained within an acceptable decibel level.
- Establish a protocol with the Catalina Island Conservancy to enforce noise abatement policies on aircraft using the Airport in the Sky and coordinate this protocol with the Federal Aviation Administration. The protocol should establish how aircrafts flying over the City and in violation of City noise policies would be penalized.
- Enforce the standards set forth in the California Motor Vehicle Code in particular those standards related to autoette maintenance (i.e., mufflers).
- Establish a Noise Ordinance that limits the hours of operations for landscaping/gardening, the use of power tools, and trash hauling services such that all related work is restricted during the evening and early morning hours all days of the week.
- Develop a program to facilitate electric vehicle charging stations.

VIII.D STATIONARY AND NUISANCE NOISE SOURCES

Stationary noise sources are not a major source of noise within the City. Most stationary noise within the City is generated by the industrial land uses in the Pebbly Beach area. Although not residentially zone, there are approximately 30 residences within the Pebbly Beach area. However, the industrial noise sources in this area are located over one-half mile from the majority residential areas in Avalon and are separated by hills and canyons. This geographic



VIII. NOISE ELEMENT

separation provides a natural noise barrier between the stationary industrial noise generators and the sensitive receptors located in and around the city center.

Other noise sources in the City can be generally characterized as temporary nuisance noise, which includes construction noise, recreation events, large gatherings of pedestrians/tourists, or loud parties. Noise levels associated with these sources are typically low, but can be elevated along busy thoroughfares within the city center area, where residences, hotels, and retail establishments are mixed and often directly front the streets. Residential uses within a mixed use environment can be affected by vehicular noise, as well as noise from nearby or ground-floor commercial establishments.

Where the addition of a new noise source has a potential adverse effect on an existing use (particularly a sensitive noise receptor), the new noise and its source will be examined to determine if any noise standards, onsite or offsite, will be exceeded. Where noise standards will be exceeded, mitigation must be included as part of the proposed project to reduce noise levels below threshold criteria. Some traditional approaches to addressing noise issues, such as sound walls, may not be acceptable in certain circumstances because of conflicts with other community objectives.

Goal

Protect people from the harmful and annoying effects of noise exposure related to stationary sources.

Policies

VIII-12 Locate and design noise-sensitive land uses and noise generators in such a manner that noise objectives will be maintained.

VIII-13 Emphasize the following City preferred noise management strategies as an alternative to the construction of noise barriers:

- Avoid the placement of noise-sensitive uses within noisy areas
- Orient buildings to shield noise sensitive portions of a project from noise sources
- Use sound attenuating architectural design and building features

VIII-14 Use noise standards during review of proposed development projects to determine whether a project promotes acceptable noise compatible land uses both during the construction and operational phases.

VIII-15 Establish and enforce noise standards for Avalon Harbor to limit noise associated with vessels traveling within or anchored within harbor waters.



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Implementation Measures

- Review and enforce noise standards for all new developments in order to minimize noise generators in close proximity to noise-sensitive uses.
- Monitor compliance with noise mitigation measures after completion of a new project.
- Establish noise standards for Avalon Harbor that limit excessive noise from vessels traveling to/from the harbor or vessels anchored within the harbor. These standards shall be enforced by City staff and violations of the standards would be subject to citation and fine.

VIII.E SENSITIVE RECEPTOR EXPOSURE TO NOISE SOURCES

Depending on the type of land use that is exposed to unwanted sounds, noise can have little effect or a substantially adverse effect on the use of land. Land uses that are generally more sensitive to noise are those where people spend considerable time inhabiting a site and would be disturbed by loud single event or continuous noise influences. These uses include residences, schools, parks, hospitals, libraries, hotels/motels, places of worship, and auditoriums. Land uses that are not typically noise sensitive are those that generate noise themselves or that are otherwise resilient to loud noise exposures. Such uses include active recreation centers, offices, commercial retail centers, business parks, utility stations, etc.

Land use types with the greatest sensitivity to noise typically have more stringent noise standard requirements, while non-noise sensitive land uses or uses with reduced noise sensitivity have less restrictive standards.

Goals

Achieve and maintain noise compatible land use relationships consistent with the nature and character of individual land uses.

Emphasize the reduction of noise impacts through careful site planning and project design.

Policies

VIII-16 Use the Land Use Compatibility for Community Noise Environments matrix (Figure VIII-1) to generally determine the compatibility of land use when evaluating proposed new land uses in the City. The matrix shall be used as a preliminary guide to assist in determining the acceptability of a proposed land use with respect to noise.

VIII-17 Ensure that the City complies with state and federal noise standards, including the following:

- Department of Housing and Urban Development Noise Exposure Standards
- California Noise Insulation Standards



VIII. NOISE ELEMENT

- VIII-18** The City shall establish noise tolerance level standards for commercial and residential land uses.
- VIII-19** Construction noise shall adhere to maximum acceptable noise levels and noise mitigation may be required to reduce noise to acceptable levels.
- VIII-20** Construction activities and landscaping equipment are limited to the hours of 8:00 a.m. and 7:00 p.m., Monday through Saturday, as enforced by the City of Avalon Municipal Code.

Implementation Actions

- Review new public and private development proposals to determine compliance with the Noise Element.
- Require noise studies when a project may expose people to noise levels exceeding acceptable limits.
- Monitor compliance with noise mitigation measures after completion of a new project.
- Update the Municipal Code noise chapter as necessary to ensure that local, state, and federal standards are enforced.
- Update the Municipal Code to establish noise tolerance levels for commercial and residential land uses.
- Continue to enforce existing noise abatement policies in Avalon.



VIII. NOISE ELEMENT

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CITY of AVALON

2030 GENERAL PLAN / LOCAL COASTAL PLAN

APPENDIX A. POLICY TERMS

The purpose of this Appendix is to define the terms used to describe the City of Avalon' policy commitments. Table A-1 presents definitions for basic terms, such as "permit," "encourage," "manage," "require," "ensure," and others, not in alphabetical order, but in increasing levels of commitment, ranging from "recognize" to "ensure."

Table A-2 defines terms such as "should," "shall," and "feasible," which are used to modify the various descriptions of policy commitment made in the General Plan.

Table A-1 Level of Policy Commitment	
Policy Term	Definition
Action	Action will be taken to compel others to take action or to perform in a manner so as to prevent the occurrence of a particular event or result.
Adopt	Action will be undertaken to formulate policy, guidelines, or ordinances or revisions thereto. The expectation is that resources would be devoted to creating the policy, guidelines, ordinances, or revisions and that they will be formally enacted by appropriate City decision makers.
Conduct, Undertake	Action will be taken to pay for and carry out a specific program, study, or activity. The expectation is that City resources would be directly committed to implementation, and that the City will be the primary or sole entity involved in the program, study, or activity.
Coordinate	Action will be taken to expend time and money in jointly pursuing an implementing activity with other entities. The expectation is that implementation will definitely result, and that it will be accomplished cooperatively with other organizations, possibly with the City in the lead.
Develop, Prepare	Action will be undertaken to formulate policy, guidelines, or ordinances or revisions thereto. The expectation is that resources would be devoted to creating the policy, guidelines, ordinances, or revisions for public review and consideration by City decision makers.
Discourage	Avoidance of the action will receive positive treatment in written policy. In cases where the City can compel action, such as in the Development/Environmental Review process, the City will commit resources to assist others to avoid the action or condition being discouraged. The expectation is that, to the extent that the action or condition meets both the objectives of the City and the other party, that the action or condition will not occur. In cases where the City cannot compel the actions of others, avoidance of the action will receive no further action or commitment of resources other than transmitting the policy, as appropriate, to



APPENDIX A. POLICY TERMS

Table A-1 Level of Policy Commitment	
Policy Term	Definition
	influence others to avoid specific actions. The expectation is that a specific position will be on record as the official City position.
Encourage	The action will receive positive treatment in written policy, and will be transmitted as appropriate to influence others. In cases where the City can compel action, such as in the Development/Environmental Review process, the City will commit resources to assist others to achieve the action or condition being encouraged. The expectation is that, to the extent that the action or condition meets both the objectives of the City and the other party, that the action or condition will occur. In cases where the City cannot compel the actions of others, encourage is synonymous with support.
Enhance	Action will be taken to improve existing conditions by increasing the quantity or quality of beneficial uses or existing actions. The expectation is that a desirable condition exists, and is to be improved by the action.
Ensure	Action will be taken to guarantee a certain outcome or result. The expectation is that, in guaranteeing a particular result, the City will commit resources, and has the legal right to compel other parties to take a particular action or perform in a prescribed manner.
Establish	Action will be taken to implement the policy by making an organizational commitment, initiate devoting resources, and instituting a process or program that does not now exist. The expectation is that a new activity will be launched.
Explore	Action will be taken to investigate the subject to determine whether or not some further commitment is in order. The expectation is that effort will be expended for research and evaluation, and that an open mind will be maintained until the evidence is in.
Facilitate	Specific incentives, which may consist of monetary, time, development intensity, and/or other benefits, will be created as an inducement for others to take action. The expectation is that the incentives will be sufficient to influence behavior in ways beneficial to the City's interests.
Invest	Action will be taken to expend funds directly in implementing the policy. This may include partial expenditures, operating expenses, contracting for services, or creating new staff responsibilities. The expectation is that City resources would be directly committed to implementation.
Maintain	Action will be taken to continue ongoing City programs or services. The expectation is that active means may be employed to continue such programs or services.
Manage	Action will be taken to direct activities in order to achieve specific objectives.
Minimize	Action will be taken to reduce or lessen, but not necessarily eliminate, an existing condition or action to the greatest feasible extent. The expectation is that positive action will be undertaken to improve existing conditions by reducing the negative consequences of a particular situation.



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Table A-1 Level of Policy Commitment	
Policy Term	Definition
Mitigate	Action will be taken to ameliorate, alleviate, or avoid to the extent feasible, an undesirable situation or consequence of action. The expectation is that negative consequences will be reduced to a level of insignificance.
Participate	Action will occur along with other entities, and the City will carry its share of the responsibility. The expectation is that the policy will be carried out jointly, but that the City will not be in the lead.
Permit	The action will be allowed if initiated by someone other than the City. The expectation is that the policy will be carried out if it is important to someone other than the City. This definition of "permit" as a verb is distinguished from "permit" when used as a noun, which means an entitlement resulting from approval of a development application.
Preserve	Action will be taken to maintain beneficial uses or features in their present condition as nearly as possible. The expectation is that the feature itself will endure over time as the result of that action.
Prohibit, Prevent	Action will be taken to compel others not to take a particular action or perform in a prescribed manner. The expectation is that the City will commit resources, and has the legal right to compel other parties in this manner.
Promote	Action will be taken to actively communicate the idea, information, or position. The audience may be the general public, specific interest groups, or other entities. The expectation is that the City would devote resources to advise others of its belief as a means of convincing them to do so as well.
Protect	Action will be taken to keep a feature safe from destruction or decay, or to keep that feature intact. The expectation is that the positive qualities of that feature will endure over time as the result of the action.
Provide	Action will be taken to offer a product, service, or facility, though not necessarily without a fee. The expectation is that the City will take direct responsibility for making the action happen.
Provide for	Action will be taken to offer an opportunity for others to undertake an activity or achieve some objective. The expectation is that the City will take positive action to ensure that a specified opportunity is available for parties wishing to take advantage of it.
Pursue	Action will be taken to investigate the subject to determine whether or not some further commitment is in order as a prelude to undertaking implementing action. The expectation is that effort will be expended for research and evaluation, and that, if the proposed activity proves to be feasible and desirable, it will be undertaken.
Recognize	A given situation will be perceived and allowed to continue without interference and without determination of its positive or negative nature. The expectation is that no other action is necessary.



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Table A-1 Level of Policy Commitment	
Policy Term	Definition
Require	Action will be taken to compel others to take a particular action or perform in a prescribed manner. The expectation is that the City will commit resources, and has the legal right to compel other parties in this manner.
Restrict	Action will be taken to check; provide boundaries or limits; or to decrease the range, scope, or incidence or a particular condition. The expectation is that the condition will be allowed to continue, but only within the limited parameters set by policy.
Seek	There will be a commitment of resources to influence an action or outcome of another entity. The expectation is that legislative, financing, policy, or other change would be achieved on the part of one or more entities other than the City.
Support	The action will receive positive treatment in written policy, but will receive no further action or commitment of resources other than transmitting the policy as appropriate to influence others to take specific actions. The expectation is that a positive position will be on record as the official City position.



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Table A-2 Policy Modifiers	
Policy Term	Definition
May	The action referred to will be allowed, but there is no moral obligation to undertake the action.
Should	There is a moral obligation to undertake the action; however, it is not mandatory if there are other, overriding, considerations.
Shall, Must	The action referred to is mandatory, and there is a positive obligation to undertake the action.
Feasible	The action referred to is technologically possible, and can be accomplished within a reasonable time frame, given existing and probable resources in the foreseeable future.



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CITY *of* AVALON

2030 GENERAL PLAN / LOCAL COASTAL PLAN

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Abbreviations & Acronyms

ADT	Average daily trips made by vehicles in a 24-hour period
AQMD	Air Quality Management District
AQMP	Air Quality Management Plan
ARB	California Air Resources Board
BMP	Best Management Practices
CC&Rs	Covenants Conditions, and Restrictions
CBC	California Building Code
CDBG	Community Development Block Grant
CDFG	California Department of Fish and Game
CEQA	California Environmental Quality Act
CFD	A Mello-Roos Community Facilities District
CHFA	California Housing Finance Agency
CIP	Capital Improvements Program
CMP	Congestion Management Plan
CNEL	Community Noise Equivalent Level
dB	Decibel
dBA	"A-weighted" decibel
EIR	Environmental Impact Report (State)
EIS	Environmental Impact Statement (Federal)
FAR	Floor Area Ratio
FEMA	Federal Emergency Management Agency
FIRM	Flood Insurance Rate Map
HCD	California Department of Housing and Community Development
HUD	U.S. Department of Housing and Urban Development
JPA	Joint Powers Authority
LAFCO	Local Agency Formation Commission
Ldn	Day and Night Average Sound Level
Leq	Sound Energy Equivalent Level
LOS	Level of Service
OPR	Office of Planning and Research, State of California
RHNA	Regional Housing Needs Assessment
RWQCB	Regional Water Quality Control Board
SCAG	Southern California Association of Governments
SWRCB	State Water Resources Control Board
TDM	Transportation Demand Management



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TSM	Transportation Systems Management
UBC	Uniform Building Code
USACOE	U.S. Army Corps of Engineers
USFWS	U.S. Fish and Wildlife Service
VMT	Vehicle Miles Traveled

Terms

Acceptable Risk

A hazard that is deemed to be a tolerable exposure to danger given the expected benefits to be obtained. Different levels of acceptable risk may be assigned according to the potential danger and the criticalness of the threatened structure. The levels may range from "near zero" for nuclear plants and natural gas transmission lines to "moderate" for open space, ranches and low-intensity warehouse uses.

Access, Ingress/Egress

The ability to enter a site from a roadway and exit a site onto a roadway by a motorized vehicle.

Acres, Gross

The entire acreage of a site. Gross acreage is calculated to the centerline of proposed bounding streets, and to the edge of the right-of-way of existing or dedicated streets.

Acres, Net

The portion of a site that can actually be built upon following dedications. The following generally are not included in the net acreage of a site: public or private road rights-of-way, public open space, and flood ways.

Acres

Where gross or net acreage is not specific, acreage is calculated by measurement of the non-dedicated land within recorded property lines.

Adaptive Reuse

The conversion of obsolescent or historic buildings from their original or most recent use to a new use. For example, the conversion of former hospital or school buildings to residential use, or the conversion of an historic single-family home to office use.

Adverse Impact

A negative consequence for the physical, social, or economic environment resulting from an action or project.

Affordable Housing

Housing capable of being purchased or rented by a household with very low, low, or moderate income, based on a household's ability to make monthly payments necessary to



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obtain housing. Housing is considered affordable when a household pays less than 30% of its gross monthly income for housing including utilities.

Air Pollution

Concentrations of substances found in the atmosphere which exceed naturally occurring quantities and are undesirable or harmful in some way.

Alley

A narrow service way, either public or private, which provides a permanently reserved but secondary means of public access not intended for general traffic circulation. Alleys typically are located along rear property lines.

Alluvial

Soils deposited by stream action.

Ambient

Surrounding on all sides; used to describe measurements of existing conditions with respect to traffic, noise, air and other environments.

Annex, v.

To incorporate a land area into an existing district or municipality, with a resulting change in the boundaries of the annexing jurisdiction.

Apartment

A room or suite of two (2) or more rooms in a multiple dwelling occupied or suitable for occupancy as a residence for one family; not transient in nature.

Apartment development

Five (5) or more apartment units on one site.

Appropriate

An act, condition, or state which is considered suitable, and is consistent with the provisions of the General Plan.

Aquifer

An underground, water-bearing layer of earth, porous rock, sand, or gravel, through which water can seep or be held in natural storage. Aquifers generally hold sufficient water to be used as a water supply.

Archaeological

Relating to the material remains of past human life, culture, or activities.



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Architectural Control; Architectural Review

Regulations and procedures requiring the exterior design of structures to be suitable, harmonious, and in keeping with the general appearance, historic character, and/or style of surrounding areas. A process used to exercise control over the design of buildings and their settings. (See "Design Review.")

Area; Area Median Income

As used in State of California housing law with respect to income eligibility limits established by the U.S. Department of Housing and Urban Development, "area" means metropolitan area or non-metropolitan county. In non-metropolitan areas, the "area median income" is the higher of the county median family income or the statewide non-metropolitan median family income.

Article 34 Referendum

Article 34 of the Constitution of the State of California requires passage of a referendum within a city or county for approval of the development or acquisition of a publicly financed housing project where more than 49% of the units are set aside for low-income households.

Assisted Housing

Generally multi-family rental housing, but sometimes single-family ownership units, whose construction, financing, sales prices, or rents have been subsidized by federal, state, or local housing programs including, but not limited to Federal Section 8 (new construction, substantial rehabilitation, and loan management set-asides), Federal Sections 213, 236, and 202, Federal Section 221(d)(3) (below-market interest rate program), Federal Section 101 (rent supplement assistance), CDBG, FmHA Section 515, multi-family mortgage revenue bond programs, local redevelopment and in lieu fee programs, and units developed pursuant to local inclusionary housing and density bonus programs. By January 1, 1992, all California Housing Elements are required to address the preservation or replacement of assisted housing that is eligible to change to market rate housing by 2002.

Base Flood

In any given year, a flood that has 1% likelihood of occurring (100-year flood), and is recognized as a standard for acceptable risk.

Below-market-rate Housing Unit

Any housing unit specifically priced to be sold or rented to low- or moderate-income households for an amount less than the fair-market value of the unit. The U.S. Department of Housing and Urban Development sets standards for determining which households qualify as "low income" or "moderate income."

Benefit Assessment District

An area within a public agency's boundaries which receives a special benefit from the construction of one or more public facilities. A Benefit Assessment District has no legal life of its own, and cannot act by itself; it is strictly a financing mechanism for providing public



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infrastructure. Bonds may be issued to finance the improvements, subject to repayment by assessments charged against the benefitting properties. Creation of a Benefit Assessment District enables property owners in a specific area to cause the construction of public facilities or to maintain them (for example, a downtown, or the grounds and landscaping of a specific area) by contributing their fair share of the construction and/or installation and operating costs.

Biotic Community

A group of living organisms characterized by a distinctive combination of both animal and plant species in a particular habitat.

Buffer Zone

An area of land separating two distinct land uses which acts to soften or mitigate the effects of one land use on the other.

Buildout

Development of land to its full potential or theoretical capacity as permitted under the provisions of the General Plan.

California Environmental Quality Act (CEQA)

A State law requiring State and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for a significant adverse environmental impact, an Environmental Impact Report (EIR) must be prepared and certified as to its adequacy before taking action on the proposed project. General Plans require the preparation of a "program EIR."

California Housing Finance Agency (CHFA)

A State agency, established by the Housing and Home Finance Act of 1975, which is authorized to sell revenue bonds and generate funds for the development, rehabilitation, and conservation of low-and moderate-income housing.

Caltrans

California Department of Transportation.

Capital Improvements Program (CIP)

A program, administered by a city or county government and reviewed by its planning commission, which schedules permanent improvements, usually for a minimum of five years in the future, to fit the projected fiscal capability of the local jurisdiction. The program generally is reviewed annually, for conformance to and consistency with the general plan.

Carbon Dioxide (CO₂)

A colorless, odorless, non-poisonous gas that is a normal part of the atmosphere, but is widely believed to be a contributor to global warming because of increasing concentrations of the gas in the atmosphere.



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Carbon Monoxide (CO)

A colorless, odorless, highly poisonous gas produced by automobiles and other machines with internal combustion engines that imperfectly burn fossil fuels such as oil and gas.

Carrying Capacity

The level of land use, human activity, or development for a specific area that can be accommodated permanently without an irreversible change in the quality of air, water, land, or plant and animal habitats. Carrying capacity also refers to the upper limits beyond which the quality of human life, health, welfare, safety, or community character within an area will be impaired.

Census

The official decennial enumeration of the population conducted by the federal government.

Channelization

(1) The straightening and/or deepening of a watercourse for purposes of storm-runoff control or ease of navigation. Channelization often includes lining of stream banks with a retaining material such as concrete. (2) At the intersection of roadways, the directional separation of traffic lanes through the use of curbs or raised islands which limit the paths that vehicles may take through the intersection.

Clustered Development

Development in which a number of dwelling units are placed in closer proximity than usual, or are attached, with the purpose of retaining an open space area.

Cogeneration

The harnessing of heat energy, that normally would be wasted, to generate electricity--usually through the burning of waste.

Community Development Block Grant (CDBG)

A grant program administered by the U.S. Department of Housing and Urban Development (HUD) on a formula basis for entitlement communities, and by the State Department of Housing and Community Development (HCD) for non-entitled jurisdictions. This grant allots money to cities and counties for housing rehabilitation and community development, including public facilities and economic development.

Community Facilities District

Under the Mello-Roos Community Facilities Act of 1982 (Government Code Section 5331 1 et. seq.), a legislative body may create within its jurisdiction a special district that can issue tax-exempt bonds for the planning, design, acquisition, construction, and/or operation of public facilities, as well as provide public services to district residents. Special tax assessments levied by the district are used to repay the bonds.



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Community Noise Equivalent Level (CNEL)

A 24-hour energy equivalent level derived from a variety of single-noise events, with weighting factors of 5 and 10 dBA applied to the evening (7 PM to 10 PM) and nighttime (10 PM to 7 AM) periods, respectively, to allow for the greater sensitivity to noise during these hours.

Compatible

Capable of existing together without conflict or ill effects.

Condominium

A structure of two or more units, the interior spaces of which are individually owned; the balance of the property (both land and building) is owned in common by the owners of the individual units. (See "Townhouse.")

Conservation

The management of natural resources to prevent waste, destruction, or neglect. The state mandates that a Conservation Element be included in the general plan.

Consistent

Free from variation or contradiction. Programs in the General Plan are intended to be consistent, not contradictory or preferential. State law requires consistency between a general plan and implementation measures such as the zoning ordinance.

Covenants, Conditions, and Restrictions (CC&Rs)

A term used to describe restrictive limitations which may be placed on property and its use, and which usually are made a condition of holding title or lease.

Criterion; Criteria

The standard(s) upon which a judgment or decision may be based. (See "Standards.")

Critical Facility

Facilities housing or serving many people which are necessary in the event of an earthquake or flood, such as hospitals, fire, police, and emergency service facilities, utility "lifeline" facilities, such as water, electricity, and gas supply, sewage disposal, and communications and transportation facilities.

Cumulative Impact

As used in CEQA, the total impact resulting from the accumulated impacts of individual projects or programs over time.

dB

Decibel; a unit used to express the relative intensity of a sound as it is heard by the human ear.



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dBA

The "A-weighted" scale for measuring sound in decibels; weighs or reduces the effects of low and high frequencies in order to simulate human hearing. Every increase of 10 dBA doubles the perceived loudness though the noise is actually ten times more intense.

Dedication

The turning over by an owner or developer of private land for public use, and the acceptance of land for such use by the governmental agency having jurisdiction over the public function for which it will be used. Dedications for roads, parks, school sites, or other public uses often are made conditions for approval of a development by a city.

Dedication, In lieu of

Cash payments which may be required of an owner or developer as a substitute for a dedication of land, usually calculated in dollars per lot, and referred to as in lieu fees or in lieu contributions.

Defensible space

(1) In fire-fighting and prevention, a 30-foot area of non-combustible surfaces separating urban and wildland areas. (2) In urban areas, open spaces, entry points, and pathways configured to provide maximum opportunities to rightful users and/or residents to defend themselves against intruders and criminal activity.

Density, Residential

The number of permanent residential dwelling units per acre of land. Densities specified in the General Plan may be expressed in units per acre.

Density Bonus

The allocation of development rights that allow a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is zoned, usually in exchange for the provision or preservation of an amenity at the same site or at another location. Under California law, a housing development that provides 20% of its units for lower income households, or 10% of its units for very low-income households, or 50% of its units for seniors, is entitled to a density bonus. (See "Development Rights, Transfer of.")

Density, Control of

A limitation on the occupancy of land. Density can be controlled through zoning in the following ways: use restrictions, minimum lot-size requirements, floor area ratios, land use-intensity ratios, setback and yard requirements, minimum house-size requirements, ratios comparing number and types of housing units to land area, limits on units per acre, and other means. Allowable density often serves as the major distinction between residential districts.



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Density, Employment

A measure of the number of employed persons per specific area (for example, employees/acre).

Design Review; Design Control

The comprehensive evaluation of a development and its impact on neighboring properties and the community as a whole, from the standpoint of site and landscape design, architecture, materials, colors, lighting, and signs, in accordance with a set of adopted criteria and standards. "Design Control" requires that certain specific things be done and that other things not be done. Design Control language is most often found within a zoning ordinance. "Design Review" usually refers to a system set up outside of the zoning ordinance, whereby projects are reviewed against certain standards and criteria by a specially established design review board or committee. (See "Architectural Control.")

Developable Land

Land that is suitable as a location for structures and which can be developed free of hazards to, and without disruption of or significant impact to, natural resource areas.

Development

The physical extension and/or construction of urban or rural land uses. Development activities include: subdivision of land; construction or alteration of structures, roads, utilities, and other facilities; installation of septic systems; grading; deposit of refuse, debris, or fill materials; and clearing of natural vegetative cover (with the exception of agricultural activities). Routine repair and maintenance activities are not considered to be "development."

Development, New

A proposed development for which no legal entitlement or approval exists.

Development Project

An individual development, which has been approved by the City (or Los Angeles County prior to the certification of the General Plan), or which is currently proposed by an applicant or potential applicant for approval.

Development Rights

The right to develop land consistent with the provisions of local, state, and federal law and existing case law.

Discretionary Decision

As used in CEQA, an action taken by a governmental agency which calls for the exercise of judgment in deciding whether to approve and/or how to carry out a project.



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Diversion

The direction of water in a stream away from its natural course (i.e., as in a diversion that removes water from a stream for human use).

Duplex

A detached building under single ownership which is designed for occupation as the residence of two families living independently of each other.

Dwelling Unit

One (1) or more habitable rooms which are intended or de-signed to be occupied by one (1) family with facilities for living and the cooking and/or preparation of food.

Easement

Usually the right to use property owned by another for specific purposes or to gain access to another property. For example, utility companies often have easements on the private property of individuals to be able to install and maintain utility facilities.

Easement, Conservation

A tool for acquiring open space with less than full-fee purchase, whereby a public agency buys only certain specific rights from the land owner. These may be positive rights (providing the public with the opportunity to hunt, fish, hike, or ride over the land), or they may be restrictive rights (limiting the uses to which the land owner may devote the land in the future.)

Easement, Scenic

A tool that allows a public agency to use an owner's land for scenic enhancement, such as roadside landscaping or vista preservation.

Eminent Domain

The right of a public entity to acquire private property for public use by condemnation, and the payment of just compensation.

Emission Standard

The maximum amount of pollutant legally permitted to be discharged from a single source, either mobile or stationary.

Environment

CEQA defines environment as "the physical conditions which exist within the area which will be affected by a proposed project, including land, air, water, mineral, flora, fauna, noise, and objects of historic or aesthetic significance."



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Environmental Impact Report (EIR)

A report required by the California Environmental Quality Act that determines what effects or impacts will result if the area is altered or disturbed by a proposed action. (See "California Environmental Quality Act.")

Environmental Impact Statement (EIS)

Under the National Environmental Policy Act, a statement on the effect of development proposals and other major actions which significantly affect the environment.

Erosion

- (1) The loosening and transportation of rock and soil debris by wind, rain, or running water.
- (2) The gradual wearing away of the upper layers of earth.

Exaction

A contribution or payment required as an authorized precondition for receiving a development permit; usually refers to mandatory dedication (or fee in lieu of dedication) requirements found in many subdivision regulations.

Expansive Soils

Soils which swell when they absorb water and shrink as they dry.

Fair Market Rent

The rent, including utility allowances, determined by the United States Department of Housing and Urban Development for purposes of administering the Section 8 Existing Housing Program.

Fault

A fracture in the earth's crust forming a boundary between rock masses that have shifted.

Finding(s)

The result(s) of an investigation and the basis upon which decisions are made. Findings are used by government agents and bodies to justify action taken by the entity.

Fire Hazard Zone

An area where, due to slope, fuel, weather, or other fire-related conditions, the potential loss of life and property from a fire necessitates special fire protection measures and planning before development occurs.

Fire-resistive

Able to withstand specified temperatures for a certain period of time, such as a one-hour fire wall; not fireproof.



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Fiscal Impact Analysis

A projection of the direct public costs and revenues resulting from population or employment change to the local jurisdiction(s) in which the change is taking place. Enables local governments to evaluate relative fiscal merits of general plans, specific plans, or projects.

Fiscal Impact Report

A report projecting the public costs and revenues that will result from a proposed program or development.

Flood, 100-Year

The magnitude of a flood expected to occur on the average every 100 years, based on historical data. The 100-year flood has a 1% chance of occurring in any given year.

Flood Insurance Rate Map (FIRM)

For each community, the official map on which the Federal Insurance Administration has delineated areas of special flood hazard and the risk premium zones applicable to that community.

Flood Plain

The relatively level land area on either side of the banks of a stream regularly subject to flooding. That part of the flood plain subject to a one percent chance of flooding in any given year is designated as an "area of special flood hazard" by the Federal Insurance Administration.

Flood Plain Fringe

All land between the floodway and the upper elevation of the 100-year flood.

Floodway

The channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the "base flood" without cumulatively increasing the water surface elevation more than one foot. No development is allowed in floodways.

Floor Area Ratio (FAR)

The gross floor area permitted on a site divided by the total net area of the site, expressed in decimals to one or two places. For example, on a site with 10,000 net sq. ft. of land area, a Floor Area Ratio of 1.0 will allow a maximum of 10,000 gross sq. ft. of building floor area to be built. On the same site, an FAR of 1.5 would allow 15,000 sq. ft. of floor area; an FAR of 2.0 would allow 20,000 sq. ft.; and an FAR of 0.5 would allow only 5,000 sq. ft. Also commonly used in zoning, FARs typically are applied on a parcel-by-parcel basis as opposed to an average FAR for an entire land use or zoning district.

Footprint; Building

The outline of a building at all of those points where it meets the ground.



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Geologic Review

The analysis of geologic hazards, including all potential seismic hazards, surface ruptures, liquefaction, landsliding, mudsliding, and the potential for erosion and sedimentation.

Geological

Pertaining to rock or solid matter.

Global Warming

The increase in the average temperature of the Earth's near-surface air and oceans in recent decades and its projected continuation. The majority of scientists working on climate change conclude that most of the observed increase in average global temperatures since the mid-twentieth century is likely due to the observed increase in anthropogenic (human-made) greenhouse gas concentrations.

Goal

A general, overall, and ultimate purpose, aim, or end toward which the City will direct effort.

Guest house

An accessory building with living accommodations for guests. Said building shall not be rented, and shall have no kitchen, except by a conditional use permit.

Grasslands

Land in which grasses are the predominant vegetation.

Greenhouse Gases

Components of the atmosphere that contribute to the greenhouse effect. Without the greenhouse effect, the Earth would be uninhabitable. Greenhouse gases include, in order of relative abundance: water vapor, carbon dioxide, methane, nitrous oxide, and ozone. Greenhouse gases come from both non-human sources and human activity.

Groundwater

Water under the earth's surface, often confined to aquifers capable of supplying wells and springs.

Groundwater Recharge

The natural process of infiltration and percolation of rainwater from land areas or streams through permeable soils into water-holding rocks which provide underground storage ("aquifers").

Growth Management

The use by a community of a wide range of techniques in combination to determine the amount, type, and rate of development desired by the community and to channel that growth into designated areas. Growth management policies can be implemented through



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growth rates, zoning, capital improvement programs, public facilities ordinances, urban limit lines, standards for levels of service, and other programs.

Guidelines

General statements of policy direction around which specific details may be later established.

Habitat

The physical location or type of environment in which an organism or biological population lives or occurs.

Handicapped

A person determined to have a mobility impairment or mental disorder expected to be of long or indefinite duration. Many such impairments or disorders are of such a nature that a person's ability to live independently can be improved by appropriate housing conditions.

Hazardous Material

Any substance that, because of its quantity, concentration, or physical or chemical characteristics, poses a significant present or potential hazard to human health and safety or to the environment if released into the workplace or the environment. The term includes, but is not limited to, hazardous substances and hazardous wastes.

Hillsides

Land which has an average percent of slope equal to or exceeding 10%.

Hillside lot

Any lot which has an average slope of more than fifteen (15°) degrees but less than forty (40°) degrees.

Historic; Historical

A historic building or site is one which is noteworthy for its significance in local, state, or national history or culture, its architecture or design, or its works of art, memorabilia, or artifacts.

Historic Preservation

The preservation of historically significant structures and neighborhoods until such time as, and in order to facilitate, restoration and rehabilitation of the buildings to a former condition.

Home Occupation

A commercial activity conducted solely by the occupants of a particular dwelling unit in a manner incidental to residential occupancy.



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Households, Number of

The count of all year-round housing units occupied by one or more persons. The concept of household is important because the formation of new households generates the demand for housing. Each new household formed creates the need for one additional housing unit or requires that one existing housing unit be shared by two households. Thus, household formation can continue to take place even without an increase in population, thereby increasing the demand for housing.

California Department of Housing and Community Development (HCD)

The State agency that has principal responsibility for assessing, planning for, and assisting communities to meet the needs of low- and moderate-income households.

Housing and Urban Development, Department of

U.S. Department of (HUD) A cabinet-level department of the federal government that administers housing and community development programs.

Housing Unit

The place of permanent or customary abode of a person or family. A housing unit may be a single-family dwelling, a multi-family dwelling, a condominium, a modular home, a mobile home, a cooperative, or any other residential unit considered real property under State law. A housing unit has, at least, cooking facilities, a bathroom, and a place to sleep. It also is a dwelling that cannot be moved without substantial damage or unreasonable cost. (See "Dwelling Unit")

Hydrocarbons

A family of compounds containing carbon and hydrogen in various combinations. They are emitted into the atmosphere from manufacturing, storage and handling, or combustion of petroleum products and through natural processes. Certain hydrocarbons interact with nitrogen oxides in the presence of intense sunlight to form photochemical air pollution.

Impact

The effect of any direct man-made actions or indirect repercussions of man-made actions on existing physical, social, or economic conditions.

Impact Fee

A fee, also called a development fee, levied on the developer of a project by a city, county, or other public agency as compensation for otherwise-unmitigated impacts the project will produce. California Government Code Section 66000, et. seq. specifies that development fees shall not exceed the estimated reasonable cost of providing the service for which the fee is charged. To lawfully impose a development fee, the public agency must verify its method of calculation and document proper restrictions on use of the fund.



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Impervious Surface

Surface through which water cannot penetrate, such as roof, road, sidewalk, and paved parking lot. The amount of impervious surface increases with development and establishes the need for drainage facilities to carry the increased runoff.

Implementation

Actions, procedures, programs, or techniques that carry out policies.

Infill Development

Development of vacant land (usually individual lots or left-over properties) within areas that are already largely developed.

Infrastructure

Public services and facilities, such as sewage-disposal systems, water-supply systems, other utility systems, and roads.

Inhibit

An action which would inhibit achievement of some stated objective or condition is one which would serve to constrain or obstruct achievement of that objective or condition.

Inter-agency, Intergovernmental

Indicates activities involving two or more discrete agencies in regard to a specific program.

Intermittent Stream

A stream that normally flows for at least 30 days after the last major rain of the season and is dry a large part of the year.

Issues

Important unsettled community matters or problems that are identified in a community's general plan and dealt with by the plan's goals, objectives, policies, plan proposals, and implementation programs.

Jobs/Housing Balance; Jobs/Housing Ratio

The ratio of jobs to housing units. The jobs/housing ratio divides the number of jobs in an area by the number of employed residents. A ratio of 1.0 – 1.5 generally indicates a balance.

Joint Powers Authority (JPA)

A legal arrangement that enables two or more units of government to share authority in order to plan and carry out a specific program or set of programs that serves both units.

Land Banking

The purchase of land by a local government for use or resale at a later date. "Banked lands" have been used for development of low- and moderate-income housing, expansion of parks,



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and development of industrial and commercial centers. Federal rail-banking law allows railroads to bank unused rail corridors for future rail use while allowing interim use as trails.

Landmark

Refers to a building, site, object, structure, or significant tree, having historical, architectural, social, or cultural significance and marked for preservation by the local, state, or federal government.

Landscaping

Planting--including trees, shrubs, and ground covers--suitably designed, selected, installed, and maintained as to enhance a site or roadway permanently.

Landslide

A general term for a falling mass of soil or rocks.

Land Use

The occupation or utilization of land or water area for any human activity, environmental preservation, or any other purpose defined in the General Plan.

Ldn

Day-Night Average Sound Level. The A-weighted average sound level for a given area (measured in decibels) during a 24-hour period with a 10 dB weighting applied to night-time sound levels. The Ldn is approximately numerically equal to the CNEL for most environmental settings.

Leq

The energy equivalent level, defined as the average sound level on the basis of sound energy (or sound pressure squared). The Leq is a "dosage" type measure and is the basis for the descriptors used in such standards as the 24-hour Community Noise Equivalent Level (CNEL).

Level of Service (LOS)

(1) A scale that measures the amount of traffic a roadway may be capable of handling on a roadway or at the intersection of roadways. Levels range from A to F, with A representing the highest level of service, as follows:

- **Level of Service A** indicates a relatively free flow of traffic, with little or no limitation on vehicle movement or speed.
- **Level of Service B** describes a steady flow of traffic, with only slight delays in vehicle movement and speed. All queues clear in a single signal cycle.
- **Level of Service C** denotes a reasonably steady, high-volume flow of traffic, with some limitations on movement and speed, and occasional backups on critical approaches.



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- **Level of Service D** denotes the level where traffic nears an unstable flow. Intersections still function, but short queues develop and cars may have to wait through one cycle during short peaks.
- **Level of Service E** describes traffic characterized by slow movement and frequent (although momentary) stoppages. This type of congestion is considered severe, but is not uncommon at peak traffic hours, with frequent stopping, long-standing queues, and blocked intersections.
- **Level of Service F** describes unsatisfactory stop-and-go traffic characterized by "traffic jams" and stoppages of long duration. Vehicles at signalized intersections usually have to wait through one or more signal changes, and "upstream" intersections may be blocked by the long queues.

(2) Some communities in California are developing standards for levels of service relating to municipal functions such as police, fire, and library service. These standards are incorporated in the General Plan or in separate "Level of Service Plans."

Linkage

With respect to jobs/housing balance, a program designed to offset the impact of employment on housing need within a community, whereby project approval is conditioned on the provision of housing units or the payment of an equivalent in-lieu fee. The linkage program must establish the cause-and-effect relationship between a new commercial or industrial development and the increased demand for housing.

Liquefaction

The transformation of loose water-saturated granular materials (such as sand or silt) from a solid into a liquid state. A type of ground failure that can occur during an earthquake.

Local Agency Formation Commission (LAFCo)

A five-member commission within each county that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities. Each county's LAFCo is empowered to approve, disapprove, or conditionally approve such proposals. The five LAFCo members generally include two county supervisors, two city council members, and one member representing the general public. Some LAFCOs include members who are directors of special districts.

Lot of Record

A lot that is part of a recorded subdivision or a parcel of land which has been recorded at the county recorder's office containing property tax records, and that existed at the time of adoption of the Avalon General Plan.

Low-income Household

A household with an annual income usually no greater than 80% of the area median family income adjusted by household size, as determined by a survey of incomes conducted by a



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city or a county, or in the absence of such a survey, based on the latest available eligibility limits established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program.

L10

A statistical descriptor indicating peak noise levels; the sound level exceeded ten percent of the time. It is a commonly used descriptor of community noise, and has been used in Federal Highway Administration standards and the standards of some cities.

Marsh

Any area designated as marsh or swamp on the largest scale United States Geologic Survey topographic map most recently published. A marsh usually is an area periodically or permanently covered with shallow water, either fresh or saline.

Mean Sea Level

The average altitude of the sea surface for all tidal stages.

Median, Median Strip

The dividing area, either paved or landscaped, between opposing lanes of traffic on a roadway.

Mercalli Intensity Scale

A subjective measure of the observed effects (human reactions, structural damage, geologic effects) of an earthquake. Expressed in Roman numerals from I to XII.

Metropolitan

Of, relating to, or characteristic of the Los Angeles area in general.

Microclimate

The climate of a small, distinct area, such as a city street or a building's courtyard; can be favorably altered through functional landscaping, architecture, or other design features.

Mineral Resource

Land on which known deposits of commercially viable mineral or aggregate deposits exist. This designation is applied to sites determined by the State Division of Mines and Geology as being a resource of regional significance, and is intended to help maintain the quarrying operations and protect them from encroachment of incompatible land uses.

Mining

The act or process of extracting resources, such as coal, oil, or minerals, from the earth.

Ministerial (Administrative) Decision

An action taken by a governmental agency which follows established procedures and rules and does not call for the exercise of judgment in deciding whether to approve a project.



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Mixed Use

Properties on which various uses, such as office, commercial, institutional, and residential, are combined in a single building or on a single site in an integrated development project with significant functional interrelationships and a coherent physical design. A "single site" may include contiguous properties.

Moderate-income Household

A household with an annual income between the lower income eligibility limits and 120% of the area median family income adjusted by household size, usually as established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program. (See "Low-income Household.")

Multiple Family Building

A detached building designed and used exclusively as a dwelling by three or more families occupying separate suites.

National Ambient Air Quality Standards

The prescribed level of pollutants in the outside air that cannot be exceeded legally during a specified time in a specified geographical area.

National Environmental Policy Act (NEPA)

An act passed in 1974 establishing federal legislation for national environmental policy, a council on environmental quality, and the requirements for environmental impact statements.

National Flood Insurance Program

A federal program which authorizes the sale of federally subsidized flood insurance in communities where such flood insurance is not available privately.

National Historic Preservation Act

A 1966 federal law that established a National Register of Historic Places and the Advisory Council on Historic Preservation, and which authorized grants-in-aid for preserving historic properties.

National Register of Historic Places

The official list, established by the National Historic Preservation Act, of sites, districts, buildings, structures, and objects significant in the nation's history or whose artistic or architectural value is unique.

Natural State, natural Condition

The condition existing prior to development.



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Necessary

That which is essential or required to achieve the desired result or condition.

Need

A condition requiring supply or relief. The City may act upon findings of need within or on behalf of the community.

Nitrogen Oxide(s)

A reddish brown gas that is a byproduct of combustion and ozone formation processes. Often referred to as NOX, this gas gives smog its "dirty air" appearance.

Noise

Any sound which is undesirable because it interferes with speech and hearing, or is intense enough to damage hearing, or is otherwise annoying. Noise, simply, is "unwanted sound."

Noise Attenuation

Reduction of the level of a noise source using a substance, material, or surface, such as earth berms and/or solid concrete walls.

Noise Contour

A line connecting points of equal noise level as measured on the same scale. Noise levels greater than the 60 Ldn contour (measured in dBA) require noise attenuation in residential development.

Non-attainment

The condition of not achieving a desired or required level of performance. Frequently used in reference to air quality.

Non-renewable Resources

Refers to natural resources, such as fossil fuels and natural gas, which, once used, cannot be replaced and used again.

Objective

A specific statement of desired future condition toward which the City will expend effort in the context of striving to achieve a broader goal. An objective should be achievable and, where possible, should be measurable and time-specific. The State Government Code (Section 65302) requires that general plans spell out the "objectives," principles, standards, and proposals of the General Plan. "The addition of 100 units of affordable housing by 1995" is an example of an objective.

Open Space

Any parcel or area of land or water that is essentially in its natural condition, and is designated for open space use on the General Plan land use map for the purposes of (1) the



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preservation of natural resources, (2) the managed production of resources, (3) outdoor recreation, or (4) public health and safety.

Ordinance

A law or regulation set forth and adopted by a governmental authority, usually a city or county.

Ozone

A tri-atomic form of oxygen (O₃) created naturally in the upper atmosphere by a photochemical reaction with solar ultraviolet radiation. In the lower atmosphere, ozone is a recognized air pollutant that is not emitted directly into the environment, but is formed by complex chemical reactions between oxides of nitrogen and reactive organic compounds in the presence of sunlight, and becomes a major agent in the formation of smog.

Parcel

A lot, or contiguous group of lots, in single ownership or under single control, usually considered a unit for purposes of development.

Parking, Shared

A public or private parking area used jointly by two or more uses.

Parking Area, Public

An open area, excluding a street or other public way, used for the parking of automobiles and available to the public, whether for free or for compensation.

Parking Management

An evolving TDM technique designed to obtain maximum utilization from a limited number of parking spaces. Can involve pricing and preferential treatment for high-occupancy vehicles, non-peak period users, and short-term users. (See "Transportation Demand Management.")

Parking Ratio

The number of parking spaces provided per **1,000** square of floor area, **e.g., 2:1** or "two per thousand."

Parks

Open space lands whose primary purpose is recreation. (See "Open Space Land.")

Passive Solar System

A system that distributes collected heat via direct transfer from a thermal mass rather than mechanical power. Passive systems rely on building design and materials to collect and store heat and to create natural ventilation for cooling. (See "Active Solar System.")



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Peak Hour/Peak Period

For any given roadway, a daily period during which traffic volume is highest, usually occurring in the morning and evening commute periods. Where "F" Levels of Service are encountered, the "peak hour" may stretch into a "peak period" of several hours' duration.

Performance Standards

General Plan provisions that permit uses or regulate their intensity based on a particular set of standards of operation, rather than on particular type of use. Performance standards provide specific criteria limiting noise, air pollution, emissions, odors, vibration, dust, dirt, glare, heat, fire hazards, wastes, traffic impacts, and visual impact of a use.

Physical Diversity

A quality of a site, city, or region in which are found a variety of architectural styles, natural landscapes, and/or land uses.

Planning and Research, Office of (OPR)

A governmental division of the State of California which has among its responsibilities the preparation of a set of guidelines for use by local jurisdictions in drafting General Plans.

Planning Area

The Planning Area is the land area addressed by the General Plan.

Policy

A specific statement of principle or of guiding actions which implies clear commitment but is not mandatory. A general direction that a governmental agency sets to follow, in order to meet its goals and objectives before undertaking an action program. (See "Program.")

Pollutant

Any introduced gas, liquid, or solid that makes a resource unfit for its normal or usual purpose.

Pollution

The presence of matter or energy whose nature, location, or quantity produces undesired environmental effects.

Pollution, Non-Point

Sources for pollution which are less definable and usually cover broad areas of land, such as agricultural land with fertilizers which are carried from the land by runoff, or automobiles.

Pollution, Point

In reference to water quality, a discrete source from which pollution is generated before it enters receiving waters, such as a sewer outfall, a smokestack, or an industrial waste pipe.



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Preserve, n.

An area in which beneficial uses in their present condition are protected; for example, a nature preserve.

Principle

An assumption, fundamental rule, or doctrine that will guide general plan policies, proposals, standards, and implementation measures. The State Government Code (Section 65302) requires that general plans spell out the objectives, "principles," standards, and proposals of the general plan. "Adjacent land uses should be compatible with one another" is an example of a principle.

Program

An action, activity, or strategy carried out in response to adopted policy to achieve a specific goal or objective. Policies and programs establish the "who," "how" and "when" for carrying out the "what" and "where" of goals and objectives.

Pro Rata

Refers to the proportionate distribution of the cost of infrastructure improvements associated with new development to the users of the infrastructure on the basis of projected use.

Recreation, Active

A type of recreation or activity which refers to a mix of uses that includes the following facilities or facility types: athletic fields, building or structures for recreational activities, concession, community garden, golf courses or tennis courts, zip lines, children's play areas, or bike paths,

Recreation, Passive

Type of recreation or activity which refers to a mix of uses on undeveloped land or minimally improved lands which includes landscaped / natural areas, ornamental garden, non-landscaped greenspace, picnic areas, or walking/hiking trails.

Recycle, v.

The process of extraction and reuse of materials from waste products.

Regional

Pertaining to activities or economies at a scale greater than that of the City, and affecting a broad homogeneous area.

Regulation

A rule or order prescribed for managing government.

Rehabilitation

The repair, preservation, and/or improvement of substandard housing.



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Residential

Land designated in the City's General Plan and zoning ordinance for buildings consisting only of dwelling units. May be vacant or unimproved. (See "Dwelling Unit.")

Residential, Multiple Family

Usually three or more dwelling units on a single site, which may be in the same or separate buildings.

Residential, Single-family

A single dwelling unit on a building site.

Retrofit, v.

To add materials and/or devices to an existing building or system to improve its operation or efficiency.

Reverse Annuity Mortgages

A home financing mechanism which enables a homeowner who a senior citizen to release equity from his or her home. The senior receives periodic payments which can be put to immediate use. Loans are fixed term and are paid when the house is sold or when the term expires.

Richter Scale

A measure of the size or energy release of an earthquake at its source. The scale is logarithmic; the wave amplitude of each number on the scale is 10 times greater than that of the previous whole number.

Rideshare

A travel mode other than driving alone, such as buses, rail transit, carpools, and vanpools.

Ridgeline

A line connecting the highest points along a ridge and separating drainage basins or small-scale drainage systems from one another.

Right-of-way

A strip of land occupied or intended to be occupied by certain transportation and public use facilities, such as roadways, railroads, and utility lines.

Riparian Lands

Riparian lands are comprised of the vegetative and wildlife areas adjacent to perennial and intermittent streams. Riparian areas are delineated by the existence of plant species normally found near freshwater.



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Risk

The danger or degree of hazard or potential loss.

Runoff

That portion of rain or snow which does not percolate into the ground and is discharged into streams instead.

Rural Area

An area characterized by a non-urban or agricultural environment at low densities without typical urban services. Urban services and facilities not normally found in rural areas include curbs, gutters, sidewalks, street lighting, landscaping, and commercial centers dependent on large consumer volumes, such as regional shopping centers.

Scenic Corridor

Major roadway designated as an official scenic corridor by the City for the purposes of preserving the views from the roadway.

Second Unit

A self-contained living unit, either attached to or detached from, and in addition to, the primary residential unit on a single lot. Sometimes called "Granny Flat."

Section 8 Rental Assistance Program

A federal (HUD) rent-subsidy program which is the main source of federal housing assistance for low-income households. The program operates by providing "housing assistance payments" to owners, developers, and public housing agencies to make up the difference between the "Fair Market Rent" of a unit (set by HUD) and the household's contribution toward the rent, which is calculated at 30 percent of the household's adjusted gross monthly income. "Section 8" includes programs for new construction, existing housing, and substantial or moderate housing rehabilitation.

Seiche

An earthquake-generated wave in an enclosed body of water such as a lake, reservoir, or bay.

Seismic

Caused by or subject to earthquakes or earth vibrations.

Seniors

Persons age 62 and older.

Setback

The horizontal distance between the property line and any structure.



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Settlement

(1) The drop in elevation of a ground surface caused by settling or compacting. (2) The gradual downward movement of an engineered structure due to compaction. Differential settlement is uneven settlement, where one part of a structure settles more or at a different rate than another part.

Shared Living

The occupancy of a dwelling unit by persons of more than one family in order to reduce housing expenses and provide social contact, mutual support, and assistance. Shared living facilities serving six or fewer persons are permitted in all residential districts by Section 1566.3 of the California Health and Safety Code.

Sign

Any representation (written or pictorial) used to convey information, or to identify, announce, or otherwise direct attention to a business, profession, commodity, service, or entertainment, and placed on, suspended from, or in any way attached to, any structure, vehicle, or feature of the natural or manmade landscape.

Significant Effect

A beneficial or detrimental impact on the environment. May include, but is not limited to, significant changes in an area's air, water, and land resources.

Siltation

(1) The accumulating deposition of eroded material. (2) The gradual filling in of streams and other bodies of water with sand, silt, and clay.

Single-family Dwelling, Attached

A dwelling unit occupied or intended for occupancy by only one household that is structurally connected with at least one other such dwelling unit.

Single-family Dwelling, Detached

A dwelling unit occupied or intended for occupancy by only one household that is structurally independent from any other such dwelling unit or structure intended for residential or other use.

Site

A parcel of land used or intended for one use or a group of uses and having frontage on a public or an approved private street. A lot. (See "Lot.")

Slope

Land gradient described as the vertical rise divided by the horizontal run, and expressed in percent.



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Species, Candidate

Any species of plant or animal that has been identified by the appropriate state or federal agency for possible addition to the listing of threatened plants and animals.

Species, Endangered

Any species of plant or animal that is in danger of extinction throughout all or a significant portion of its range.

Species, Rare or Threatened

Any species of plant or animal that, although not endangered, is likely to become endangered in the foreseeable future.

Soil

The unconsolidated material on the immediate surface of the earth created by natural forces that serves as natural medium for growing land plants.

Solar Access

The provision of direct sunlight to an area specified for solar energy collection when the sun's azimuth is within 45 degrees of true south.

Solid Waste

General category that includes organic wastes, paper products, metals, glass, plastics, cloth, brick, rock, soil, leather, rubber, yard wastes, and wood. Organic wastes and paper products comprise about 75% of typical urban solid waste.

Specific Plan

Under Article 8 of the Government Code (Section 65450 et seq), a legal tool for detailed design and implementation of a defined portion of the area covered by a General Plan. A specific plan may include all detailed regulations, conditions, programs, and/or proposed legislation which may be necessary or convenient for the systematic implementation of any General Plan element(s).

Sphere of Influence

The probable ultimate physical boundaries and service area of a local agency (city or district) as determined by the Local Agency Formation Commission (LAFCo) of the County.

Standards

(1) A rule or measure establishing a level of quality or quantity that must be complied with or satisfied. The State Government Code (Section 65302) requires that general plans spell out the objectives, principles, "standards," and proposals of the general plan. Examples of standards might include the number of acres of park land per 1,000 population that the community will attempt to acquire and improve, or the "traffic Level of Service" (LOS) that the plan hopes to attain. (2) Requirements in a zoning ordinance that govern building and



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development as distinguished from use restrictions; for example, site-design regulations such as lot area, height limit, frontage, landscaping, and floor area ratio.

Storm Runoff

Surplus surface water generated by rainfall that does not seep into the earth but flows overland to flowing or stagnant bodies of water.

Structure

Anything constructed or erected which requires location on the ground (excluding swimming pools, fences, and walls used as fences).

Subdivision

The division of a tract of land into defined lots, either improved or unimproved, which can be separately conveyed by sale or lease, and which can be altered or developed. "Subdivision" includes a condominium project as defined in Section 1350 of the California Civil Code and a community apartment project as defined in Section 1 1004 of the Business and Professions Code.

Subdivision Map Act

Division 2 (Sections 66410 et seq) of the California Government code, this act vests in local legislative bodies the regulation and control of the design and improvement of subdivisions, including the requirement for tentative and final maps. (See "Subdivision.")

Subsidence

The gradual settling or sinking of an area with little or no horizontal motion. (See "Settlement. ")

Subsidize

To assist by payment of a sum of money or by the granting of terms or favors that reduce the need for monetary expenditures. Housing subsidies may take the forms of mortgage interest deductions or tax credits from federal and/or state income taxes, sale or lease at less than market value of land to be used for the construction of housing, payments to supplement a minimum affordable rent, and the like.

Substandard Housing

Residential dwellings which, because of their physical condition, do not provide safe and sanitary housing.

Substantial

Considerable in importance, value, degree, or amount.

Topography

Configuration of a surface, including its relief and the position of natural and man-made features.



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Townhouse; Townhome

A one-family dwelling in a row of at least three such units in which each unit has its own front and rear access to the outside, no unit is located over another unit, and each unit is separated from any other unit by one or more common and fire-resistant walls. Townhouses usually have separate utilities; however, in some condominium situations, common areas are serviced by utilities purchased by a homeowners association on behalf of all townhouse members of the association. (See "Condominium.")

Traffic Model

A mathematical representation of traffic movement within an area or region based on observed relationships between the kind and intensity of development in specific areas. Many traffic models operate on the theory that trips are produced by persons living in residential areas and are attracted by various non-residential land uses. (See "Trip.")

Transit

The conveyance of persons or goods from one place to another by means of a local, public transportation system.

Transit-dependent

Refers to persons unable to operate automobiles or other motorized vehicles, or those who do not own motorized vehicles. Transit-dependent citizens must rely on transit, para-transit, or owners of private vehicles for transportation. Transit-dependent citizens include the young, the handicapped, the elderly, the poor, and those with prior violations in motor vehicle laws.

Transit, Public

A system of regularly-scheduled buses and/or trains available to the public on a fee-per-ride basis. Also called "Mass Transit."

Transportation Demand Management (TDM)

A strategy for reducing demand on the road system by reducing the number of vehicles using the roadways and/or increasing the number of persons per vehicle. TDM attempts to reduce the number of persons who drive alone on the roadway during the commute period and to increase the number in carpools, vanpools, buses and trains, walking, and biking. TDM can be an element of TSM (see below).

Transportation Systems Management (TSM)

A comprehensive strategy developed to address the problems caused by additional development, increasing trips, and a shortfall in transportation capacity. Transportation Systems Management focuses on more efficiently utilizing existing highway and transit systems rather than expanding them. TSM measures are characterized by their low cost and quick implementation time frame, such as computerized traffic signals, metered freeway ramps, and one-way streets.



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Trip

A one-way journey that proceeds from an origin to a destination via a single mode of transportation; the smallest unit of movement considered in transportation studies. Each trip has one "production end," (or origin--often from home, but not always), and one "attraction end," (destination). (See "Traffic Model.")

Trip Generation

The dynamics that account for people making trips in automobiles or by means of public transportation. Trip generation is the basis for estimating the level of use for a transportation system and the impact of additional development or transportation facilities on an existing, local transportation system. Trip generations of households are correlated with destinations that attract household members for specific purposes.

Tsunami

A large ocean wave generated by an earthquake in or near the ocean.

Undevelopable

Specific areas where topographic, geologic, and/or surficial soil conditions indicate a significant danger to future occupants and a liability to the City are designated as "undevelopable" by the City.

Undue

Improper, or more than necessary.

Uniform Building Code (UBC)

A national, standard building code that sets forth minimum standards for construction.

Urban Area

An area where the human-altered physical environment predominates over the non-human environment. The urban physical environment typically includes residential uses, trade services, industry, and professional occupations and the presence of collective and/or public service and infrastructure systems.

Urban Design

The attempt to give form, in terms of both beauty and function, to selected urban areas or to whole cities. Urban design is concerned with the location, mass, and design of various urban components and combines elements of urban planning, architecture, and landscape architecture.

Use

The purpose for which a lot or structure is or may be leased, occupied, maintained, arranged, designed, intended, constructed, erected, moved, altered, and/or enlarged in accordance with the City's zoning ordinance and General Plan land use designations.



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Utility Corridors

Rights-of-way or easements for utility lines on either publicly or privately owned property. (See "Right-of-way" or "Easement.")

Vacant

Lands or buildings that are not actively used for any purpose.

Vehicle-Miles Traveled (VMT)

A key measure of overall street and highway use. Reducing VMT is often a major objective in efforts to reduce vehicular congestion and achieve regional air quality goals.

Very Low-income Household

A household with an annual income usually no greater than 50% of the area median family income adjusted by household size, as determined by a survey of incomes conducted by a city or a county, or in the absence of such a survey, based on the latest available eligibility limits established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program. (See "Area.")

View Corridor

The line of sight--identified as to height, width, and distance--of an observer looking toward an object of significance to the community (*e.g.*, ridgeline, river, historic building, etc.); the route that directs the viewers attention.

Viewshed

The area within view from a defined observation point.

Volume-to-Capacity Ratio

A measure of the operating capacity of a roadway or intersection, in terms of the number of vehicles passing through, divided by the number of vehicles that theoretically could pass through when the roadway or intersection is operating at its designed capacity.

Abbreviated as "v/c." At a v/c ratio of 1.0, the roadway or intersection is operating at capacity. If the ratio is less than 1.0, the traffic facility has additional capacity. Although ratios slightly greater than 1.0 are possible, it is more likely that the peak hour will elongate into a "peak period." (See "Peak Hour" and "Level of Service.")

Watercourse

Natural or once natural flowing (perennially or intermittently) water, including rivers, streams, and creeks. Includes natural waterways that have been channelized, but does not include manmade channels, ditches, and underground drainage and sewage systems.

Watershed

The total area above a given point on a watercourse that contributes water to its flow; the entire region drained by a waterway or watercourse which drains into a lake, or reservoir.



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Wetlands

Transitional areas between terrestrial and aquatic systems where the water table is usually at or near the surface, or the land is covered by shallow water. Under a "unified" methodology now used by all federal agencies, wetlands are defined as "those areas meeting certain criteria for hydrology, vegetation, and soils."

Wildlife Refuge

An area maintained in a natural state for the preservation of both animal and plant life.

Zoning

The division of a city by legislative regulations into areas, or zones, which specify allowable uses for real property and size restrictions for buildings within these areas; a program that implements policies of the General Plan.

Zoning Map

Government Code Section 65851 permits a legislative body to divide a county, a city, or portions thereof, into zones of the number, shape, and area it deems best suited to carry out the purposes of the zoning ordinance. These zones are delineated on a map or maps, called the Zoning Map.



APPENDIX B. GLOSSARY

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CITY *of* AVALON

2030 GENERAL PLAN / LOCAL COASTAL PLAN

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C.1 DATA SOURCES

In preparing the Housing Element, various sources of information are consulted, including the following:

- 2006-10 American Community Survey by the Census Bureau¹
- 2010 Census by the Census Bureau
- Population and demographic data updated by the State Department of Finance
- Housing market information, such as home sales and rents, from Dataquick and Realtytrac, among other sources
- Lending patterns from the Home Mortgage Disclosure Act (HMDA) database
- Labor statistics from California Employment Development Department

C.2 COMMUNITY CONTEXT

The City of Avalon is a unique, tourist-oriented community located on the island of Santa Catalina, 22 miles southwest of the Los Angeles and Long Beach Harbors. Santa Catalina Island is 76 square miles in area, with approximately 88 percent of the land comprised of a conservancy area maintained in its natural state in perpetuity. Incorporated in 1913, the community of Avalon has a unique and colorful history. While the tiny island had been inhabited for nearly 7,000 years by original Native Americans, it was not until the 1800s that large-scale development of Avalon occurred.



*View of Avalon late 1800s.
Source: History of California - Helen Elliott Bandini.
1908.*

Changing hands a number of times during the late 1800s and early 1900s, the Island has belonged to the Wrigley family since 1919. Early settlers on Catalina Island raised sheep and cattle in the mid-1800s. This introduced a ranching industry that continued in some form until the mid-1950s.² Mining and the occasional use of the island by the U.S. government during wartime had also colored its history. Most importantly for its future, in the late 1880s, owner

¹ The American Community Survey (ACS) is conducted on a very sample of the population. As such, the data tend to have large margins of errors, especially for the more detailed levels of questions and small geographic units. Therefore, this Housing Element may not present all ACS data available when the margins are errors appear to be unreasonable.

² Catalina Island, All You Need To Know. Joe Belanger



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George Shatto embarked on a campaign to turn Catalina Island into a tourist destination, planning and building the town of Avalon as the focal point of the island and hub of this activity.

Successive owners continued to nurture his idea, constructing hotels, golf courses, and new tourist attractions and encouraging hunting, fishing, and other outdoor pursuits. In 1975, Santa Catalina Island Conservancy, a non-profit operating foundation, ownership to approximately 42,139 acres of Catalina, 88 percent of the Island's 76 square miles. Today, Avalon remains Catalina Island's principal tourist attraction.

The City's primary economic base is built upon the tourist industry. Lodging, restaurants, retails, and other tourist activities/services employ a large number of employees. Traditionally, retail and service employees earn low wages, and many of them cannot afford decent homes in the City. Given the high costs of housing, even moderate- and middle-income workers such as teachers, hotel/restaurant managers, and city and other civic employees have difficulty affording in the City. Many employers face the challenge of attracting and retaining management level workers.

C.3 HOUSING NEEDS ASSESSMENT

Understanding the characteristics of a population is vital in the process of planning for the future needs of a community. Population characteristics affect the type and amount of housing need in a community. Issues such as population growth, race/ethnicity, age, and employment trends are factors that combine to influence the type of housing needed and the ability to afford housing. The following section describes and analyzes the various population characteristics and trends that affect housing need.

Population Characteristics

Population Growth

For much of Avalon's history, the community's population was relatively stable, fluctuating between 1,500 to 2,000 residents from 1930 to 1980 (Figure C-1). Then during the 1980s as the City's tourism industry began to grow, the population of Avalon grew significantly. From 1980 to 1990, the Avalon population increased by 44 percent, gaining almost 900 new residents. The robust population growth during this period can be partially attributed to visitors from cruise ships. Cruise ships started visiting Avalon in the late 1980s, adding to the total visitor population and spreading out the need for year-round employees.

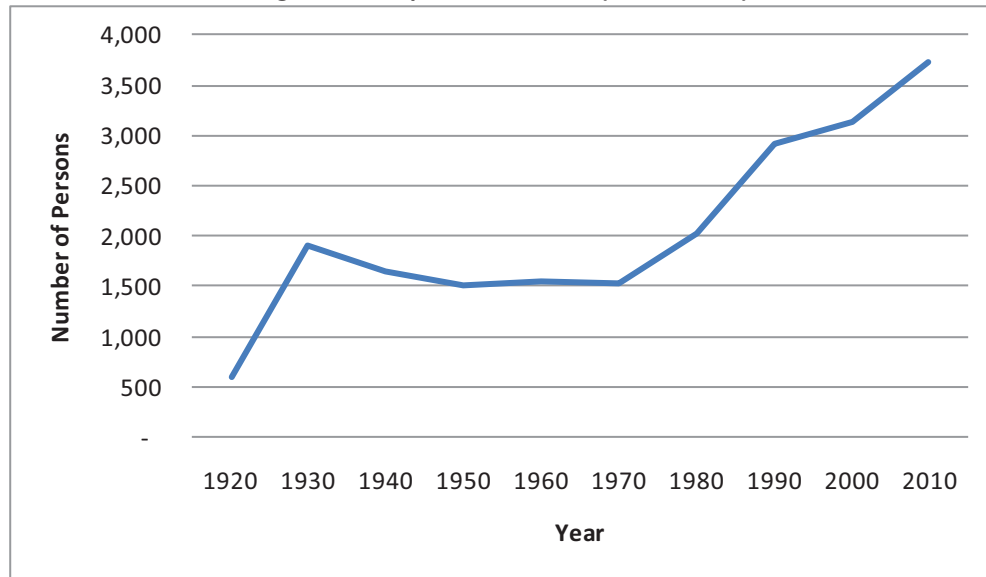
During the 1990s, Avalon experienced a steady but more modest rate of growth. According to the Census, Avalon had a permanent population of 3,127 in 2000. The 2010 Census documents that the Avalon population at 3,728 residents. This represents a 19-percent increase over the past ten years. However, this population increase was attributable primarily to the annexation of Pebbly Beach that occurred after the 2000 Census, not due to actual growth in the City population. According to the Census, Pebbly Beach (Census Tract 5991) had a population of 671 persons in 2000. Therefore, the 601-person increase in population between 2000 and 2010 was



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primarily due to the annexation of Pebbly Beach. In fact, the overall population in the same geographic boundaries that now comprise Avalon actually decreased during the last ten years. Back in 2000, Pebbly Beach (CT 5991) and City of Avalon (CT 5990) had a combined population of 3,798, lower than the current population for the expanded City boundaries. Table C-1 shows the population change between 1990 and 2010 for Avalon and nearby cities.

Figure C-1: Population Growth (1920 – 2010)



Source: Bureau of the Census, 1990, 2000, and 2010

Table C-1: Population Trends in Nearby Communities (1990 – 2010)

Jurisdiction	Population			Percent Change	
	1990	2000	2010	1990-2000	2000-2010
Dana Point	31,896	35,110	33,351	+10.1%	-5.0%
Laguna Beach	23,170	23,727	22,723	+2.4%	-4.2%
Seal Beach	25,098	24,157	24,168	-3.7%	+0.0%
San Juan Capistrano	26,183	33,826	34,593	+29.2%	+2.3%
Manhattan Beach	32,063	33,852	35,135	+5.6%	+3.8%
Avalon	2,918	3,127	3,728	+7.2%	+19.2%

Source: Bureau of the Census, 1990, 2000, and 2010.

Age Characteristics

A community's age characteristics can help identify its housing needs. Traditionally, younger adults (18-34) tend to prefer low to moderate cost, smaller units. Persons between 35 and 54 years of age usually reside in higher priced, larger units since they typically have higher incomes and a larger household size. Seniors generally require smaller sized, single-story units that are easier to upkeep and are close to services and shopping. Also, seniors may have fixed or limited incomes, which means that they need low to moderate cost housing.



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Table C-2: Age Characteristics and Trends: 1990 - 2010

Age Groups		1990		2000		2010		Percent Change	
		Persons	Percent	Persons	Percent	Persons	Percent	1990-2000	2000-2010
Preschool	0-4 years	273	9.4%	246	7.9%	258	6.9%	-9.9%	+4.9%
School Age	5-14 years	351	12.0%	559	17.9%	524	14.1%	+59.3%	-6.3%
	15-19 years	194	6.6%	210	6.7%	279	7.5%	+8.2%	+32.9%
Young Adults	20-24 years	230	7.9%	175	5.6%	215	5.8%	-23.9%	+22.9%
Adults	25-44 years	1054	36.1%	945	30.2%	953	25.6%	-10.3%	+0.8%
	45-64 years	474	16.2%	677	21.7%	1,093	29.3%	+42.8%	+61.4%
Seniors	65+ years	342	11.7%	315	10.1%	406	10.9%	-7.9%	+28.9%
Total Population		2,918	100.0%	3,127	100.0%	3,728	100.0%	+7.2%	+19.2%
Median Age		35.2		33.7		37.7		-4.3%	+11.9%

Source: Bureau of the Census, 1990, 2000, and 2010.

Between the 2000 and 2010 Census, the population characteristics show significant changes largely to the annexation of Pebbly Beach, where there were fewer families with children. As of 2010, school aged youth (5-19 years of age) represented a smaller proportion (21.6 percent) of the population compared to the 2000 population (24.6 percent). Specifically, younger children (5-14 years) experienced a decline in population. This is probably attributable to the almost stagnant growth (0.8 percent) of the adult population in family-raising age (25-44 years). In comparison, mature adults and those reaching retirement age, as well as the senior population, experienced significant increases. These factors contributed to a rise in median age in Avalon from 33.7 in 2000 to 37.7 in 2010.

These Census demographic trends are further affirmed by the student enrollment data. Avalon is served by the Avalon (K-12) School, which is part of the Long Beach Unified School District. According to historical school enrollment data, student enrollment climbed steeply through much of the 1990s, from 469 students in 1990/91 to 730 students in 1998/99. However, student enrollment over the past ten years has actually declined substantially. From school years 2002/03 to 2010/11, the total number of students enrolled in kindergarten through 12th grade at the Avalon School declined by nearly 20 percent from 753 to 609 students.

These population trends point to the need for affordable and appropriate housing opportunities for young families and seniors. Several implementing actions presented in the Housing Plan aim at expanding affordable housing opportunities particularly for young families and seniors. These actions include: First Time Homebuyer Assistance; Inclusionary Housing Program; and Housing Trust Fund.

Race and Ethnicity

The racial and ethnic composition of a population may affect housing needs because of cultural practices associated with different racial/ethnic groups. Cultural influences of races may reflect



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preference for a specific type of housing. Research has shown that some cultures (e.g., Hispanic and Asian) tend to maintain extended families within a single household. This tendency can lead to overcrowding or an increased demand for larger housing units.

Avalon, like many communities throughout California, has experienced changes in the racial and ethnic composition of its population. According to the Census, the proportion of White residents continues to decline in Avalon. As of the 2010 Census, Hispanic persons now comprise the largest racial/ethnic group in the community (Table C-3).

Table C-3: Race and Ethnicity: 1990 - 2010

Race/ Ethnicity	1990		2000		2010	
	Number	Percent	Number	Percent	Number	Percent
White	1,709	58.6%	1,578	50.5%	1,532	41.1%
Black	5	0.2%	12	0.4%	10	0.3%
Asian	24	0.8%	26	0.8%	44	1.2%
Hispanic	1,168	40.0%	1,437	45.9%	2,079	55.8%
Other	12	0.4%	22	0.7%	20	0.5%
Two or More	n/a	n/a	52	1.7%	43	1.2%
Total	2,918	100.0%	3,127	100.0%	3,728	100.0%

Note: Percentages may not equal 100 percent due to rounding.

Source: Bureau of the Census, 1990, 2000, and 2010.

Table C-4 shows that Avalon's racial/ethnic makeup differs from nearby beach cities and the County of Los Angeles. Avalon has over 55 percent Hispanic/Latino population, compared to the County's 48 percent. In contrast, the proportion of White residents in Avalon (41 percent) is significantly higher than in the County (28 percent). Other beach cities such as Dana Point, Laguna Beach, Seal Beach and Manhattan Beach have significantly smaller Hispanic/Latino populations (all less than 20 percent).



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Table C-4: Regional Comparison of Race and Ethnicity (2010)

Race/Ethnicity	Avalon	Dana Point	Laguna Beach	Seal Beach	San Juan Capistrano	Manhattan Beach	Los Angeles County
Total Population	3,728	33,351	22,723	24,168	34,593	35,135	9,818,605
Percent Hispanic/Latino	55.8%	17.0%	7.3%	9.6%	38.7%	6.9%	47.7%
Percent Non-Hispanic Race/Ethnicities							
White	41.1%	76.4%	85.7%	76.9%	55.8%	79.3%	27.8%
Black	0.3%	0.8%	0.7%	1.1%	0.4%	0.8%	8.3%
Native American	0.2%	0.3%	0.1%	0.2%	0.5%	0.1%	0.2%
Asian	1.2%	3.1%	3.5%	9.4%	2.8%	8.5%	13.5%
Native Hawaiian	0.3%	0.1%	0.1%	0.2%	0.1%	0.1%	0.2%
Some Other Race	0.1%	0.2%	0.2%	0.3%	0.1%	0.2%	0.3%
Two or More Races	1.2%	2.2%	2.4%	2.4%	1.6%	3.9%	2.0%

Source: Bureau of the Census, 2010.

Economic Characteristics

Avalon's unique island location and its tourist-based economy create special relationships between employment characteristics, income levels, and housing needs. The tourism industry generates a large number of service sector jobs that offer low wages. Since daily commuting is not feasible for many employees, most residents who work in Avalon must also live in the community. However, housing prices Avalon are influenced by the fact that this is a highly desirable resort town with a small housing stock and virtually no room for expansion. The very people who help keep this town a prosperous tourist attraction are not able to afford decent homes here. Recruiting and retaining employees is a critical concern.

Educational Attainment

Educational attainment is closely linked to an individual's ability to earn a living. As shown in Table C-5, a higher proportion of Avalon residents have completed high school and attended college when compared to residents countywide and statewide. However, Los Angeles County residents and California residents demonstrate higher college and advanced degree achievement than the residents of Avalon.

Table C-5: Comparison of Educational Attainment (2006 - 2010)

Jurisdiction	No High School	High School Diploma/GED	Some College	BA or Above	Total
Avalon	24.40%	30.90%	23.50%	21.30%	100%
Los Angeles County	24.10%	21.30%	25.60%	28.90%	100%
California	19.30%	21.50%	29.20%	30.00%	100%

Source: Bureau of the Census, 2006-2010 American Community Survey (ACS).



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Employment Profile

An assessment of the needs of the community must take into consideration the type of employment held by residents. Incomes associated with different jobs and the number of workers in a household determines the type and size of housing a household can afford. In some cases, the types of jobs themselves can affect housing needs and demand (such as in communities with military installations, college campuses and seasonal agriculture). Employment growth typically leads to strong housing demand, while the reverse is true when employment contracts.

According to the Census, there were 2,188 employed residents in Avalon between 2006 and 2010 with an unemployment rate of 3.9 percent. Service-related occupations are by far the leading industry within Avalon, employing approximately one-third of the workforce in that five-year period. Other major occupations for residents include sales and office jobs (30 percent), and management/ professional occupations (23 percent) (Table C-6). According to the State Employment Development Department, the unemployment rate in Avalon as of March 2012 was 5.6 percent, less than half of the countywide rate of 11.9 percent.

Table C-6: Employment by Occupation (2006 - 2010)

Occupation	Percent of Employed Persons
Management/ Professional	22.8%
Service	33.3%
Sales/Office	30.3%
Natural Resources/Construction/Extraction/Maintenance	7.9%
Production/Transportation/Material Moving	5.8%
Total	100.0%

Source: Bureau of the Census, 2006-2010 American Community Survey (ACS).

In many cases, occupations held by residents determine their income and their corresponding ability to afford housing. A more detailed breakdown of employment by industry is provided in Table C-7. The majority of jobs in Avalon are within the arts, entertainment, accommodation, and food service industries (32 percent), followed by retail trade (19 percent). These types of service-tourism related jobs include many types of occupations such as restaurant servers, retail clerks, and hotel front desk and cleaning staff. These types of jobs typically pay low wages, are often only part-time, and provide few benefits. Many of these lower-wage jobs are held by Hispanic individuals and young adults.



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Table C-7: Employment by Industry (2006 - 2010)

Industry	Percent of Employed Persons
Agriculture, fishing and mining	1.7%
Construction	5.7%
Manufacturing	0.3%
Wholesale Trade	1.1%
Retail Trade	19.1%
Transportation and Utilities	7.0%
Information	2.1%
Finance, Insurance, and Real Estate	8.7%
Professional, Scientific, and Management	4.6%
Educational, Health and Social Services	7.4%
Arts, Entertainment, Accommodation, and Food Services	32.4%
Other Services	4.5%
Public Administration	5.3%
Total	100.0%

Source: Bureau of the Census, 2006-2010 American Community Survey (ACS).

Table C-8 displays mean annual wage data for occupations compiled by the California Employment Development Department (EDD) for the Los Angeles Metropolitan Statistical Area. Table C-8 shows that the food preparation and serving, health care support, production, and social services occupations offer lower wages. Approximately 13 percent of Avalon residents work at government jobs, and educational, health and social services occupations. Depending on the years of experience and specialty, these types of jobs typically pay higher wages. According to EDD, the average salary in Los Angeles County in 2011 for these fields ranged from \$51,351 to \$69,898. Jobs in finance, real estate, and management comprise approximately 13 percent of the employment in Avalon. These are typically high paying jobs. Average annual salaries for these fields range from \$74,133 to \$131,809 in 2011.



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Table C-8: Average Yearly Salary by Occupation - Los Angeles County (2011)

Occupations	Average Salary
Legal	\$131,809
Management	\$122,665
Architecture and Engineering	\$90,170
Healthcare Practitioners and Technical	\$82,184
Computer and Mathematical	\$82,005
Arts, Design, Entertainment, Sports and Media	\$75,670
Business and Financial Operations	\$74,133
Life, Physical and Social Science	\$69,898
Education, Training and Library	\$59,608
Protective Service	\$52,006
Community and Social Service	\$51,351
Construction and Extraction	\$51,160
Installation, Maintenance and Repair	\$47,310
Sales	\$38,837
Office and Administrative Support	\$37,195
Transportation and Material Moving	\$33,128
Production	\$31,539
Healthcare Support	\$28,947
Building, Grounds Cleaning, and Maintenance	\$27,520
Personal Care and Service	\$26,961
Farming, Fishing and Forestry	\$24,145
Food Preparation and Serving Related	\$21,800
All Occupations	\$50,844

Source: State Employment Development Department, 2011.

Visitors to Avalon

Visitors to Catalina Island have a tremendous impact on Avalon's economy. Avalon's tax revenue is closely tied with the tourist industry. City tax revenue is funded through four main sources: Transient Occupancy Tax (TOT) Revenue, Sales Tax Revenue, Admission Tax Revenue, and Wharfage Fees for cross-channel carriers and manifest cruise ship passengers.

- **Transient Occupancy Tax:** Avalon charges a 12 percent transient rental tax for hotel room rentals and for vacation homes and condominium units that are rented to visitors on a daily, weekly, or monthly basis for a period of less than 30 days. The City requires that any single-family unit or condominium unit must first receive a Conditional Use Permit (CUP) before being used as a transient rental. The tenants of the transient rental must pay the Transient Occupancy Tax.



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- **Wharfage Fees:** A wharfage fee per passenger is charged for cross-channel passengers and for manifest cruise ship passengers.
- **Admission Tax Revenue:** This fee is charged for event activities (not impacted by sales tax) such as boat tours, movie tickets, golf cart rentals, and bus tours. The admission tax revenue is four percent on land and seven percent for water activities in the harbor.
- **Sales Tax:** The City charges sales tax consistent with tax rate in Los Angeles County.

Avalon offers a number of hotels, bed and breakfasts, and vacation rental properties for visitors. Hotel occupancy varies tremendously by season but due to the economy, the number of visitors to Avalon has decreased in the last two years. Nevertheless, as hotel occupancy increases during peak season, the number of seasonal workers also increases. Temporary housing for seasonal workers is difficult to find and often expensive. Many seasonal workers crowd into small units to make ends meet.

Household Characteristics

The Census defines a "household" as all persons who occupy a housing unit, which may include single persons living alone, families related through marriage or blood, or unrelated persons sharing living quarters. Persons living in retirement or convalescent homes, dormitories, or other group living situations are not considered households. Furthermore, the Census classifies households by type according to the gender of the householder and the presence of relatives. Household characteristics such as size, type, income and tenure reveal important information about the housing needs of a community. Different household sizes, types and income levels often prefer different housing options. This section details the various household characteristics affecting housing needs in Avalon.

Household Type

Reflecting the increase in population, the number of households in Avalon also increased between 2000 and 2010. While the population increased 19 percent, the number of households increased 27 percent (Table C-9), resulting in a decrease in average household size. The number of family households also increased significantly (23.9 percent) during the last ten years, with, the majority of the increase came from married couples with no children or other families (such as single-parent households or relatives living together). Non-family households (e.g., single-households and households with unrelated persons living together) increased by 32.6 percent.



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Table C-9: Changes in Household Type (1990 - 2010)

Household by Type	1990		2000		2010		Percent Increase	
	Households	Percent	Households	Percent	Households	Percent	1990-2000	2000-2010
Total Households	1,210	100.0%	1,158	100.0%	1,473	100.0%	-4.2%	+27.2%
Family Households	683	56.4%	719	62.1%	891	60.5%	+5.3%	+23.9%
Married w/ Children	246	20.3%	295	25.5%	280	19.7%	+19.9%	-1.7%
Married No Children	254	21.0%	214	18.5%	351	23.8%	-15.7%	+64.0%
Other Families	183	15.1%	210	18.1%	250	17.0%	+14.8%	+19.0%
Non-Family Households	527	43.6%	439	37.9%	582	39.5%	-16.7%	+32.6%
Other Singles	418	34.5%	362	31.3%	461	31.3%	-13.4%	+27.3%
Elderly Living Alone	125	10.3%	119	10.3%	125	8.5%	-4.8%	+5.0%
Other Non-Families	109	9.0%	77	6.6%	121	8.2%	-29.4%	+57.1%
Average Household Size	2.67		2.65		2.53		-0.7%	-4.5%
Average Family Size	3.11		3.38		3.25		+8.7%	-3.8%

Source: Bureau of the Census, 1990, 2000, and 2010.

Household Size

Household size identifies sources of population growth and household overcrowding. A community's average household size will increase over time if there is a trend towards larger families. In a community where the population is aging, the average household size may decline.

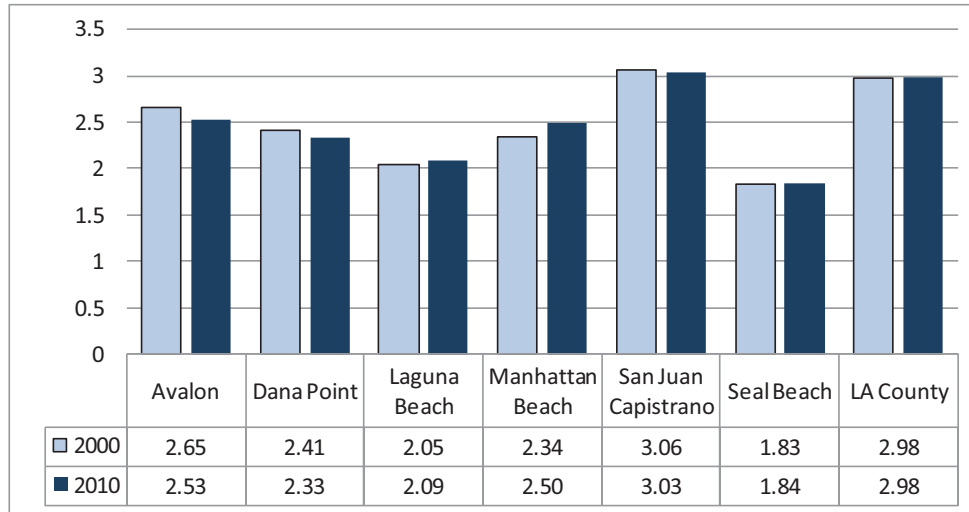
Household size can also vary by tenure (whether a household rents or owns their home). In 2010, renter-households in Avalon had a much larger household size at 2.68 persons compared to the average household size of 2.09 persons for owner-occupied units. Considering that rental units are often smaller than owner-occupied housing, this indicates that many renter-households may be experiencing overcrowded living conditions. Overcrowding among lower-pay and temporary workers continues to be a concern. The Inclusionary Housing and Temporary Summer Housing programs attempt to address the housing needs of retail and service workers.

Figure C-2 illustrates how the average household size in Avalon compares to average household sizes in nearby communities. Household sizes decreased in Avalon, Dana Point, and San Juan Capistrano but increased in some other beach communities, according to the Census Bureau. The City of Avalon's household size was smaller than the County's as a whole, but higher than most of the nearby beachside communities.



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Figure C-2: Regional Comparison of Household Size (2000 - 2010)



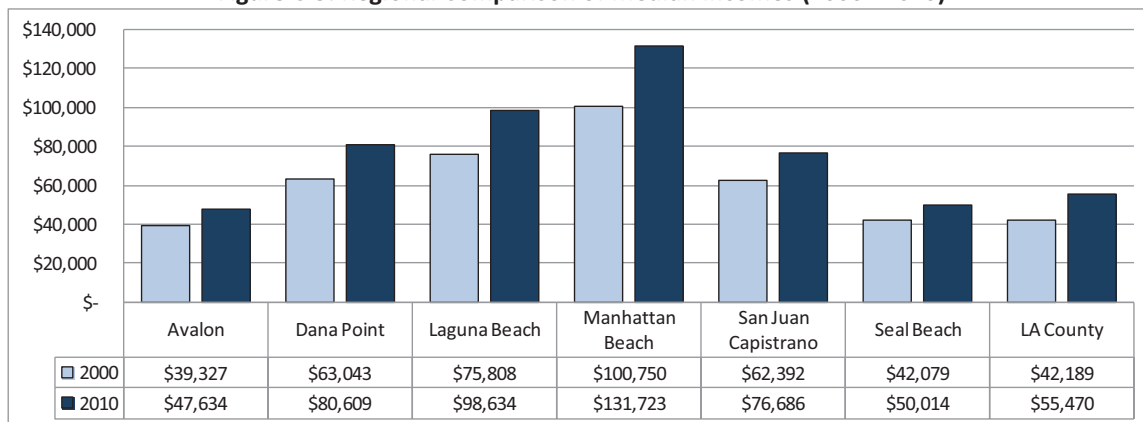
Sources: Bureau of the Census, 2000 and 2010

Household Income

Household income indicates the wealth of a community and therefore is directly connected to the ability to afford housing. Median household income compared to neighboring communities provides a way to measure income in Avalon against other cities.

Between 2006 and 2010, households in Los Angeles County had a median income of \$55,470. However, households in the City of Avalon had a median income of \$42,189. While the median income in the City rose substantially by 21 percent from 2000 to 2010, the median income in Avalon remains significantly lower than the median income of nearby beachside communities, except for Seal Beach (Figure C-3).

Figure C-3: Regional Comparison of Median Incomes (2000 - 2010)



Source: Bureau of the Census, 2000 Census and 2006-2010 American Community Survey (ACS)



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The income earned by a household relates directly to the household's ability to acquire adequate housing. While upper income households have more discretionary income to spend on housing, lower and moderate income households are more limited in the range of housing that they can afford. Typically, as the income of households decreases, the incidence of cost burden and overcrowding increases. For planning and funding purposes, the California State Department of Housing and Community Development (HCD) has developed the following income categories based on the Area Median Income (AMI) of a metropolitan area (such as Los Angeles County):

- **Extremely Low Income Households** earn up to 30 percent of AMI;
- **Very Low Income Households** earn between 31 and 50 percent of the AMI;
- **Low Income Households** earn between 51 percent and 80 percent of the AMI;
- **Moderate Income Households** earn between 81 percent and 120 percent of the AMI; and
- **Above Moderate/Upper Income Households** earn over 120 percent of the AMI.

Combined, the extremely low, very low, and low Income groups are referred to as lower income. Federal programs provide assistance only to households in the lower income category (up to 80 percent AMI).

Median household income provides only partial insight into a community's income profile. A more detailed breakdown of households by income category can provide more information about the proportion of households in Avalon whose limited incomes may lead them to have a higher incidence of housing problems such as overpayment (paying more than 30 percent of income on housing) or overcrowding (having more than one person per room).

According to the 2006-2010 ACS, approximately 20 percent of the households earned less than \$25,000, while approximately 32 percent of City households earned incomes between \$25,000 and \$49,999 (Table C-10). Approximately 28 percent of Avalon households earned incomes between \$50,000 and \$99,999 and 20 percent reported \$100,000 or more in income. By comparison, the County had greater proportions of households in the higher income categories, explaining the lower median household income reported for Avalon when compared to Los Angeles County.

Often household income varies by household type. As shown in Table C-11, the median household income in Avalon varied considerably depending on whether a household owns or rents their home. The median household income for owner-occupied households was \$87,313 while the median income for renter-households was \$40,604. About 44 percent of the renter-households earned less than \$35,000 per year compared to 17 percent of owner-households. In contrast, almost 44 percent of owner-households earned \$100,000 or more compared to less than ten percent of renter-households.



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Table C-10: Household Income Distribution (2006 - 2010)

Household Income	Avalon		LA County	
Less than \$15,000	177	13.4%	385,811	12.0%
\$15,000 to \$24,999	82	6.2%	338,792	10.5%
\$25,000 to \$34,999	210	16.0%	314,841	9.8%
\$35,000 to \$49,999	215	16.3%	422,011	13.1%
\$50,000 to \$74,999	162	12.3%	567,038	17.6%
\$75,000 to \$99,999	209	15.9%	386,173	12.0%
\$100,000 or more	260	19.8%	803,223	24.9%
Total	1315	100.0%	3,217,889	100.0%
Median Household Income	\$47,634		\$55,470	

Source: Bureau of the Census, 2006-2010 American Community Survey (ACS)

Table C-11: Household Income by Tenure (2006 - 2010)

Income	Percent of Households
Owner-Occupied	
Less than \$10,000	0.0%
\$10,000 to \$19,999	8.1%
\$20,000 to \$34,999	9.1%
\$35,000 to \$49,999	5.0%
\$50,000 to \$74,999	14.1%
\$75,000 to \$99,999	20.2%
\$100,000 or more	43.6%
City Median Income – All Owners	\$87,313
Renter-Occupied	
Less than \$10,000	2.1%
\$10,000 to \$19,999	21.6%
\$20,000 to \$34,999	20.0%
\$35,000 to \$49,999	21.2%
\$50,000 to \$74,999	11.5%
\$75,000 to \$99,999	14.1%
\$100,000 or more	9.5%
City Median Income – All Renters	\$40,604
City Median Income – All Households	\$47,634

Source: Bureau of the Census, 2006-2010 American Community Survey (ACS)



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The U.S. Department of Housing and Urban Development (HUD) uses Census data to develop special tabulations by HUD income group and household type.³ This data set is known as the Comprehensive Housing Affordability Strategy (CHAS). While CHAS data has been updated for most communities using American Community Survey data, this update is not yet available for small communities such as Avalon as of the writing of this report (April 2012).

Using CHAS based on 2000 Census, income data by household type (e.g. elderly, small family, large family) are presented in Table C-12. According to CHAS data, about eight percent of the City's total households in 2000 qualified as extremely low income (0-30 percent AMI), approximately 11 percent as very low income (31-50 percent AMI), and almost 22 percent as low income (51-80 percent AMI). Countywide about 40 percent of total households were lower income (extremely low, very low, and low incomes), which is roughly equal to the proportion of lower income households in the City of Avalon.

Table C-12: Income Profile by Household Type (2000)

Household Type	Extremely Low (0-30% AMI)		Very Low (31-50% AMI)		Low (51-80% AMI)		Moderate/ Upper (81%+ AMI)		Total Households		LA County
	#	%	#	%	#	%	#	%	#	%	
Elderly	24	2.0%	42	3.5%	58	4.8%	154	12.7%	278	23.0%	544,558
Small Families	28	2.3%	58	4.8%	97	8.0%	304	25.2%	487	40.3%	1,307,855
Large Families	12	1.0%	12	1.0%	44	3.6%	100	8.3%	168	13.9%	575,443
Others	32	2.6%	22	1.8%	61	5.0%	160	13.2%	275	22.8%	705,219
Avalon Total	96	7.9%	134	11.1%	260	21.5%	718	59.4%	1,208	100.0%	
LA County	412,789	13.2%	353,762	11.3%	487,235	15.6%	1,879,289	60.0%	3,133,075	100.0%	

Source: Comprehensive Housing Affordability Strategy (CHAS), 2004. No update is available for Avalon as of April 2012.

Note: Indicates percent of total households in the City.

Table C-13 compares income levels by household type. Although senior residents accounted for just 10 percent of the City's population in 2000, senior households comprise nearly one-quarter of all households in the community. This indicates that many Avalon seniors live alone. As shown in Table C-13, elderly households were much more likely to be lower income than any other household type. Approximately 46 percent of all elderly households were lower income (earned less than 80 percent AMI) and about one quarter of all elderly households earned less than 50 percent of the AMI.

In particular, elderly renter-households had the highest proportion of lower income households. Among all elderly renter-households, approximately 66 percent were lower income (Table C-14). In contrast, just 30 percent of elderly owner-households were lower income. With limited incomes and living alone, seniors are vulnerable to rent increases. Many seniors who enjoy independent living may not be able to afford the rents anymore and be priced out of the Avalon if affordable options are not available to them.

³ CHAS data was developed by the Census Bureau for HUD using 2000 Census data. CHAS data at the county level was updated using American Community Survey (ACS) data but updates are not available for individual cities.



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Table C-13: Household Income Profile by Household Type (2000)

Households	Percent of Total Households	Percent of Household Type			
		Extremely Low Income (0-30%)	Very Low Income (31-50%)	Low Income (51-80%)	Moderate/Upper Income(81%+)
Elderly	23.1%	10.2%	15.1%	20.3%	54.4%
Small Families	40.5%	5.7%	11.8%	20.6%	61.9%
Large Families	13.8%	7.2%	7.2%	26.4%	59.3%
Others	22.6%	11.6%	8.0%	22.2%	58.2%
Total	100%	8.3%	11.1%	21.7%	58.9%

Source: Comprehensive Housing Affordability Strategy (CHAS), 2004.

Note: Indicates percentage by household type.

Table C-14: Tenure by Income by Household Type (2000)

Household Type	Extremely Low Income (0-30%)		Very Low Income (31-50%)		Low Income (51-80%)		Moderate/ Upper Income (81%+)	
	#	%	#	%	#	%	#	%
Renter- Occupied								
Elderly (62 and over)	12	10.9%	26	23.6%	35	31.8%	37	33.6%
Small Families	28	7.3%	58	15.1%	89	23.2%	208	54.3%
Large Families	12	8.7%	12	8.7%	40	29.0%	74	53.6%
Others	24	10.0%	22	9.2%	61	25.4%	133	55.4%
Total Renters	76	8.7%	118	13.5%	225	25.8%	452	51.9%
Owner-Occupied								
Elderly (62 and over)	12	7.1%	16	9.5%	23	13.7%	117	69.6%
Small Families	0	0.0%	0	0.0%	8	7.7%	96	92.3%
Large Families	0	0.0%	0	0.0%	4	13.3%	26	86.7%
Others	8	22.9%	0	0.0%	0	0.0%	27	77.1%
Total Owners	20	5.9%	16	4.7%	35	10.4%	266	78.9%
All Households	96	7.9%	134	11.1%	260	21.5%	718	59.4%

Source: Comprehensive Housing Affordability Strategy (CHAS), 2004.

Note: Due to rounding, percentages may not total 100 percent.

Housing Problems

The Comprehensive Housing Affordability Strategy (CHAS) developed by the Census for HUD provides detailed information on housing needs by income level for different types of households in Avalon. Detailed CHAS data based on the 2000 Census is displayed in Table C-15. Housing problems considered by CHAS include:

- Units with physical defects (lacking complete kitchen or bathroom);
- Overcrowded conditions (housing units with more than one person per room);



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- Housing cost burden, including utilities, exceeding 30 percent of gross income; or
- Severe housing cost burden, including utilities, exceeding 50 percent of gross income.

The types of problems vary according to household income, type, and tenure. Some highlights include:

- In general, renter-households had a higher level of housing problems (56 percent) compared to owner-households (34 percent).
- Large renter-families had the highest level of housing problems regardless of income level (83 percent).
- Extremely low income (92 percent) and very low income households (88 percent) had the highest incidence of housing problems.

Table C-15: Housing Assistance Needs of Lower Income Households (2000)

Household by Type, Income, and Housing Problem	Renters				Owners			Total Households
	Elderly	Small Families	Large Families	Total Renters	Elderly	Large Families	Total Owners	
Extremely Low Income (0-30% AMI)	12	28	12	76	12	0	20	96
% with any housing problem	66.7%	100.0%	100.0%	94.7%	100.0%	n/a	80.0%	91.7%
% with cost burden >30%	66.7%	85.7%	66.7%	84.2%	100.0%	n/a	80.0%	83.3%
% with cost burden > 50%	66.7%	85.7%	66.7%	78.9%	66.7%	n/a	60.0%	75.0%
Very Low Income (31-50% AMI)	26	58	12	118	16	0	16	134
% with any housing problem	84.6%	93.1%	100.0%	89.8%	75.0%	n/a	75.0%	88.1%
% with cost burden >30%	84.6%	86.2%	66.7%	83.1%	75.0%	n/a	75.0%	82.1%
% with cost burden >50%	38.5%	37.9%	0.0%	33.9%	50.0%	n/a	50.0%	35.8%
Low Income (51-80% AMI)	35	89	40	225	23	4	35	260
% with any housing problem	77.1%	84.3%	80.0%	78.2%	34.8%	100.0%	45.7%	73.8%
% with cost burden >30%	77.1%	44.9%	30.0%	52.0%	34.8%	100.0%	45.7%	51.2%
% with cost burden > 50%	22.9%	11.2%	0.0%	14.2%	17.4%	0.0%	22.9%	15.4%
Total Households	110	383	138	871	168	30	337	1,208
% with any housing problem	55.5%	50.9%	83.3%	56.0%	29.8%	53.3%	33.5%	49.8%

Note: Data presented in this table are based on special tabulations from sample Census data. The number of households in each category usually deviates slightly from the 100% total due to the need to extrapolate sample data out to total households. Interpretations of these data should focus on the proportion of households in need of assistance rather than on precise numbers. Source: HUD Comprehensive Housing Affordability Strategy (CHAS), 2004.

Cost Burden (Overpayment)

A household is considered to be overpaying for housing (or cost burdened) if it spends more than 30 percent of its gross household income on housing. A household is considered experiencing a *severe* cost burden if it spends more than 50 percent of its gross income on housing. A household that spends more than it can afford for housing has less money available for other necessities such as food and clothing and emergency expenditures. Extremely low



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income households with a housing cost burden are more likely to be at risk of becoming homeless than other households. Problems of overpayment occur when housing costs rise faster than incomes or when households are forced to pay more than they can afford for housing of adequate size, condition, and amenities to meet their needs. The prevalence of overpayment varies significantly by income, tenure, household type, and household size.

Table C-15 displays the percentage of cost burden by type of household. As shown in this table, among all households in the City, extremely low income households had the highest incidence of housing cost burden (83 percent) compared to other households. Approximately 75 percent of all extremely low income households experienced a severe cost burden (spending more than 50 percent of their income on housing).

Among all very low income households, owner-households experienced a higher degree of severe housing cost burden than renter-households. Approximately half of all owner-households spent more than 50 percent of their income toward housing costs compared to one-third of renter-households. Among all households, approximately 51 percent of low income households experienced a cost burden, inclusive of the 15 percent that had a severe housing cost burden. Among all low income households, elderly renter-households and large owner-households experienced the highest degree of cost burden.

According to the ACS data, between 2006 and 2010, 70 percent of owner-occupied households in Avalon spent more than 30 percent of their household income on housing. By contrast, a lower percentage of renter-households (55 percent) overpaid for housing.

Overcrowding

Overcrowding is typically defined as a housing unit occupied by more than one person per room. A severely overcrowded household is defined as one with more than 1.5 persons per room. Overcrowding typically occurs when there are not enough adequately sized units within a community, when high housing costs relative to income force too many individuals to share a housing unit than it can adequately accommodate, or when families reside in smaller units than they need to devote income to other necessities, such as food and health care. Overcrowding tends to accelerate the deterioration of housing. Therefore, maintaining a reasonable level of occupancy and alleviating overcrowding are critical to enhancing quality of life.

In 2000, 216 housing units, or 18 percent of all occupied units in Avalon were considered overcrowded, with 69 percent of these considered severely overcrowded. Overcrowding conditions appeared to have worsened, according to the 2006-2010 ACS. Overall, between 2006 and 2010, 20 percent of the occupied units in Avalon were considered overcrowded. However, the rate of severe overcrowding decreased to 52 percent of all overcrowded households.

As reflected in Table C-16, overcrowding rates vary considerably by tenure. While four percent of owner-occupied households experienced overcrowded living conditions between 2006 and 2010, more than one-quarter of all renter-households were overcrowded. Approximately 14



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percent of renter-households were severely overcrowded compared to three percent of owner-households. Overcrowding is a significant issue for renter-households in Avalon. The 2010 Census reports a higher average household size for renter-households (2.68 persons) than for owner-households (2.09 persons). Of further concern, since housing demand in Avalon fluctuates significantly by season, overcrowding during the summer months may be considerably higher than indicated in Table C-16. During this peak tourist time, many seasonal works have greater difficulty finding adequate and affordable housing. As a consequence many will 'double-up' on sharing a rental unit or room, exasperating overcrowded living conditions.

Table C-16: Persons per Room in Occupied Housing Units (2000-2010)

Tenure/Persons per Room	2000		2006-2010	
	Households	Percent	Households	Percent
Owner-Occupied				
Total Overcrowded (>1.0 person/room)	12	3.8%	16	4.1%
Moderately Overcrowded (1.01-1.5 person/room)	9	2.8%	5	1.3%
Severely Overcrowded (>1.5 persons/room)	3	0.9%	11	2.8%
Renter-Occupied				
Total Overcrowded (>1.0 person/room)	204	24.0%	248	27.0%
Moderately Overcrowded (1.01-1.5 person/room)	57	6.7%	122	13.3%
Severely Overcrowded (>1.5 persons/room)	147	17.3%	126	13.7%

Source: Bureau of the Census, 2000 Census and 2006-2010 American Community Survey (ACS)

The 2008-2013 Housing Element includes two implementing actions that address the housing needs of retail- and service-sector employees, as well as seasonal employees – the Inclusionary Housing and Temporary Employee Housing programs are particularly targeted toward assisting the lower income employees.

Special Needs Populations

Certain groups have greater difficulty finding good quality, affordable housing due to special needs and/or circumstances. Special circumstances may be related to one's employment and income, family characteristics, disability, and household characteristics, among other factors. Consequently, some residents in Avalon may experience a higher prevalence of housing overpayment, overcrowding, or other housing problems. "Special needs" groups include the following: seniors, persons with disabilities, homeless, single-parent households, and large households (Table C-17).



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Table C-17: Special Needs Groups (2010)

Special Needs Group	Number of Persons or Households	Number of Owners	%	Number of Renters	%	% of Total Households or Persons
Households with Members Age 65+	317	--	--	--	--	21.5%
Senior-Headed Households	271	155	57.2%	116	42.8%	18.4%
Senior Living Alone	125	64	51.2%	61	48.8%	8.5%
Persons with Disabilities ¹	408	--	--	--	--	13.0%
Large Households	182	14	7.7%	168	92.3%	12.4%
Female-Headed Households	457	106	23.2%	351	76.8%	31.0%
Single-Parent Households with Children	158	--	--	--	--	10.7%
Female-Headed Households with Children	103	--	--	--	--	7.0%
In Poverty ¹	327	--	--	--	--	28.2%

Note 1: The 2010 Census does not contain updates to these groups; 2000 Census data used here.

Source: Bureau of the Census, 2000 and 2010.

The following section provides a detailed discussion of the housing needs facing each particular group as well as programs and services available to address their housing needs.

Seniors

Many senior-headed households have special needs due to their relatively low incomes, disabilities or limitations, and dependency needs. Specifically, people aged 65 years and older often have four main concerns:

- **Housing:** Many seniors live alone and may have difficulty maintaining their homes.
- **Income:** People aged 65 and over are usually retired and living on a limited income.
- **Health care:** Seniors are more likely to have high health care costs.
- **Transportation:** Many of the elderly rely on public transportation; especially those with disabilities.

According to the 2000 Census, approximately 19 percent of Avalon households were headed by elderly persons aged 65 years and older. Of the 221 elderly households, 54 percent (119 households) lived alone. The majority (57 percent) of senior-headed households owned their own home while 43 percent were renter-households.

The proportion of senior-headed households was reported at 18.4 percent in the 2010 Census. Of the senior-headed households, 125 (46 percent) were living alone. As in 2000 Census, 57 percent of the senior-headed households were homeowners and 43 percent were renters in 2010.



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Meeting the needs of Avalon seniors that wish to remain in the community is a continuing concern. Many seniors are living on fixed incomes and do not have adequate funds to maintain their homes or continue to afford their rent. As discussed in previous sections, elderly households had a much higher percentage of lower income households than any other household type. Aside from overpayment problems faced by seniors due to their relatively fixed incomes, many seniors are faced with various disabilities. No disability data is available from the 2010 Census; approximately 43 percent of Avalon seniors had a disability in 2000.

Senior homeowners, particularly elderly women, may require assistance in performing regular home maintenance or repair activities due to physical limitations or disabilities. These in-home needs and other senior needs can be met through a range of services, including congregate care, rent subsidies, shared housing programs, and housing rehabilitation assistance. For the frail or disabled elderly, housing with architectural design features that accommodate disabilities can ensure continued independent living. Those with a mobility or self-care limitation may require transportation alternatives or shared housing options.

Persons with Disabilities

The Americans with Disabilities Act defines a disabled person as having a physical or mental impairment that substantially limits one or more major life activities. In Avalon and elsewhere, persons with disabilities have a wide range of different housing needs, which vary depending on the type and severity of the disability as well as personal preference and lifestyle. Physical, mental, and/or developmental disabilities may prevent a person from working, restrict one's mobility, or make it difficult to care for oneself. "Barrier-free design" housing, accessibility modifications, proximity to services and transit, and group living opportunities represent some of the types of considerations and accommodations that are important in serving this group. Also, some residents suffer from disabilities that require living in a supportive or institutional setting.

The 2000 Census defines six types of disabilities: sensory, physical, mental, self-care, go-outside-home, and employment. The Census defines sensory and physical disabilities as "long-lasting conditions." Mental, self-care, go-outside-home, and employment disabilities are defined as conditions lasting six months or more that makes it difficult to perform certain activities. A more detailed description of each disability is provided below:

- **Sensory disability:** Refers to blindness, deafness, or severe vision or hearing impairment.
- **Physical disability:** Refers to a condition that substantially limits one or more basic physical activities, such as walking, climbing stairs, reaching, lifting, or carrying.
- **Mental disability:** Refers to a mental condition lasting more than six months that impairs learning, remembering, or concentrating.
- **Self-care disability:** Refers to a condition that restricts ability to dress, bathe, or get around inside the home.



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- **Go-outside-home:** Refers to a condition that restricts ability to go outside the home alone to shop or visit a doctor's office.
- **Employment disability:** Refers to a condition that restricts ability to work at a job or business.

According to the 2000 Census, 408 persons in Avalon had a disability, comprising approximately 13 percent of the population. Table C-18 displays the tally of disabled persons by age. The proportion of individuals with disabilities increases with age. Approximately four percent of children aged 5 to 15 had a disability, compared to 13 percent of adults aged 16 to 64 and 43 percent of seniors aged 65 and older.

Table C-18: Disabled Persons by Age (2000)

Age	Male	Female	Total
5-15	13	14	27
16 to 64	136	115	251
65+	53	77	130
Total	202	206	408

Source: Bureau of the Census, 2000.

Perhaps the most important factor in regard to planning for housing for persons with disabilities is that there are a wide range of different disabilities, and different people with the same 'disability' may have different levels of functioning which affect their housing needs and choices. People with disabilities include parents who are raising families, teenagers who are members of large families, seniors living with their spouses or children, and young people who desire to live on their own, as only a few examples.

The Census tallied the number of disabilities by type for residents with one or more disabilities. Among the disabilities tallied, 14 percent were sensory disabilities, 28 percent were physical disabilities, 13 percent were mental disabilities, five percent were self-care disabilities, 16 percent were disabilities that limited the ability to go outside the home, and 24 percent were employment disabilities (Table C-19). Mental disabilities accounted for 72 percent of disabilities tallied among five to 15 year olds, while 42 percent of disabilities tallied for 16 to 64 year olds limited their ability to work. Physical disabilities and disabilities that restrict the ability to go outside the home alone accounted for 59 percent of disabilities tallied among Tracy's senior population.



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Table C-19: Disabilities Tallied by Age and Type (2000)

Type of Disability	# of Disabilities Tallied			
	5 to 15	16 to 64	65+	Total
Sensory disability	5	35	49	89
Physical disability	5	77	91	173
Mental disability	17	42	21	80
Self-care disability	2	15	14	31
Go-outside-home disability ¹	--	67	31	98
Employment disability ²	--	152	--	152
Total	29	388	206	623

Notes:

1. Tallied only for persons 16 years and over.

2. Tallied only for persons 16 years to 64 years.

Source: Bureau of the Census, 2000.

New State law (SB 812) passed in November 2010 also requires that the Housing Element discuss the housing needs of persons with developmental disabilities. 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: self-care; receptive and expressive language; learning; mobility; self-direction; capacity for independent living; or economic self-sufficiency; and
- 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 provide separate reporting on developmental disabilities. According to the Harbor Regional Center that provides services for persons with developmental disabilities, the Center serves nine Avalon residents who are developmentally disabled. Of these, four are adults and five are minors living with their families. Overall, housing needs from this group are not extensive.

Large Households

Large households are defined as those consisting of five or more members. These households comprise a special need group because of the often limited supply of adequately sized and affordable housing units in a community. To save for other basic necessities such as food, clothing and medical care, it is common for lower income large households to reside in smaller units, which frequently results in overcrowding. In 2000, approximately 154 households had



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five or more members, comprising 13 percent of all households. Of these households, 87 percent were renters and 13 percent were owner-occupied households. In 2010, the number of large households increased to 184 but represented only 12.4 percent of all households in the City. Among these 184 households, eight percent were owner-households and 92 percent were renter-households.

Large family households face difficulty finding affordable, adequately sized housing. In Avalon, 40 percent of large households earned lower incomes based on the 2000 Census. Specifically, approximately 26 percent of large households were low income compared to the citywide average of 22 percent, and almost 30 percent of the large family renter-households were low income compared to 13 percent of large family owner-households.

Single-Parent Households

Single-parent families, particularly female-headed families with children, often require special consideration and assistance because of their greater need for affordable housing and accessible day care, health care, and other supportive services. Female-headed families with children are considered a vulnerable group because they must balance the needs of their children with work responsibilities, often while earning limited incomes.

In 2000, an estimated 141 single-parent households with children under 18 lived in Avalon, representing 12 percent of all households in the community. Specifically, 109 were female-headed family households with children under 18 (nine percent of all households) and 32 were male-headed households with children (three percent of all households). In 2010, the number of single-parent households with children increased to 158, but its proportional share of all households decreased to 10.7 percent. Specifically, 103 were female-headed households with children.

Female-headed families have a higher incidence of poverty when compared to all households. The 2010 Census data does not contain income data. In 2000, among all female-headed households with children, 21 percent were living below the poverty level. In contrast, only five percent of two-parent families with children were living below the poverty level.

Residents Living in Poverty

Families, particularly female-headed families, are disproportionately affected by poverty. The 2010 Census data does not contain income data. In 2000, ten percent of the City's total residents (327 persons) were living in poverty. Approximately 21 percent of female-headed families with children, however, had incomes below the poverty level.

Homeless

According to the U.S. Department of Housing and Urban Development (HUD), a person is considered homeless if he/she is not imprisoned and:

- Lacks a fixed, regular, and adequate nighttime residence;



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- The primary nighttime residence is a publicly or privately operated shelter designed for temporary living arrangements;
- The primary residence is an institution that provides a temporary residence for individuals that should otherwise be institutionalized; or
- The primary residence is a public or private place not designed for or ordinarily used as a regular sleeping accommodation.

An accurate count and description of the homeless population is difficult because of the transient nature of the population, and because many individuals are not visibly homeless but move around in temporary living conditions such as staying with friends. The number of homeless persons on Catalina Island increases during the summer months.

The majority of homeless are not located within Avalon but camp out in the hills outside the City. It has been estimated that at peak season there are over 50 individuals camping out at any one time. One of the major factors of homelessness during the summer months is the limited amount of summer rentals for seasonal workers. This is due to the lack of seasonal housing and the fact that many owners rent out their homes for the summer to mainland visitors that can pay a high rental rate than seasonal workers.

The type of homeless individuals has changed over the years. Historically homeless persons that camp outside were young college-age adults that worked on the Island over the summer. Increasingly, the Island's homeless population includes families with children. There are many sanitary and safety issues associated with the homeless camps. Periodically, the Sheriff's Department, in conjunction with the property owner, sweeps the camp grounds and asks everyone to leave.

The Catalina Bible Church and the Avalon Community Church provide emergency assistance for those in need. The Catalina Bible Church provides emergency shelter for up to two people for a maximum of two days. In emergency situations, all the churches on the Island allow homeless individuals to sleep on floors. The Catalina Bible Church also operates a Food Ministry, which provides a week of food (20 to 25 lbs) for at a low cost.

The Avalon Community Church provides emergency food as well as emergency housing. The Avalon Community Church typically accommodates up to three persons each night on a couch or pull-out mattress at the Teen Center after the Center is closed for the day.⁴ There is no limit on the length of stay but the homeless individuals must clear out in the morning. At this time, the Church only has capacity to accommodate homeless men. The Church tries to find other arrangements for homeless women. The Church also has also been providing accommodation to a previously homeless person in exchange for custodian services.

⁴ Scott Schmeckpeper, Avalon Community Church. Personnel Communication, July 2011.



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According to a representative of the Avalon Community Church, there are homeless individuals living on semi-derelict boats.⁵ These individuals are a migrant population that move from harbor to harbor along the California coast and stay in Avalon for the summer. Approximately eight boats with homeless individuals (mostly single males) stay in the east side of the harbor every night. Many of these people do not have money for food, only just enough to keep up boat docking fees or fines.

The homeless population in the City consists primarily of temporary workers for the tourist industry. The City's primary strategy for addressing the seasonal homeless needs is to establish temporary summer housing for the seasonal workers. The City is in discussions with the Santa Catalina Island Company (the Company) regarding the development of seasonal employee housing.

Seasonal Workers

Seasonal workers are defined as a special needs group in Avalon due to the community's large tourism industry and unique island location. Most seasonal workers in Avalon fill temporary employment needs for tourism-related service industries such as restaurants, boat/bus tours, retail stores and hotels. These types of jobs are typically lower paying, are often part time, and have few benefits. In addition, the high cost of ferry tickets (approximately \$50 round-trip for commuters in 2011) and lengthy commute time (one hour or more from the Long Beach Harbor) makes living on the Island a necessity for many workers. Due to their income levels and temporary residency requirements, seasonal workers need affordable housing primarily for the summer months (high season). The City is in discussions with the Company regarding the development of seasonal employee housing.

Farm Workers

While State law also identifies farm workers as a special needs group due to the seasonal nature of their work and low wages, no agricultural production occurs in Avalon and therefore the housing needs of this group is not discussed in this Housing Element.

Housing Stock Characteristics

A community's housing stock is defined as the collection of all housing units located within the jurisdiction. The characteristics of the housing stock, including growth, type, age and condition, tenure, vacancy rates, housing costs, and affordability are important in determining the housing needs for the community. This section details the housing stock characteristics of Avalon to identify how well the current housing stock meets the needs of current and future residents of the City.

⁵ Scott Schmeckpeper, Avalon Community Church. Personnel Communication, July 2011.



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Housing Growth

Given Avalon's status as a resort community, housing demand and supply for local residents is impacted by the needs of seasonal workers and out of town residents.

As shown in Table C-20, the City's housing stock between 2000 and 1990 decreased slightly, by approximately 35 units. This loss of units does not indicate that any housing was demolished. The loss of units occurred primarily due to a reclassification of housing arrangements such as houseboats (detailed later). During the same time period, the number of seasonally occupied housing increased.



Due in part to the annexation of Pebbly Beach, the overall housing stock in Avalon increased 22 percent between 2000 and 2010. In 2000, Pebbly Beach had 168 housing units; therefore, the 413-unit increase in housing stock in Avalon was due partially to boundary adjustments and partially to actual housing growth. New housing in the City includes the Bird Park (24 affordable family units completed in 2002) and Beacon Street (13 affordable senior units completed in 2002) developments.

Table C-20: Regional Comparison of Housing Growth (1990 – 2010)

Jurisdiction	1990	2000	2010	% Change	
				1990 – 2000	2000 – 2010
Avalon	1,888	1,853	2,266	-1.8%	+22.3%
Dana Point	14,666	15,682	15,938	+6.9%	+1.6%
Laguna Beach	12,846	12,965	12,923	+0.9%	-0.3%
Manhattan Beach	14,695	15,034	14,929	+2.3%	-0.7%
San Juan Capistrano	9,612	11,320	11,940	+17.8%	+5.5%
Seal Beach	14,407	14,267	14,558	-1.0%	+2.0%
LA County	3,163,343	3,270,909	3,445,076	+3.4%	+5.3%

Source: Bureau of the Census, 1990, 2000, and 2010

Housing Type

Table C-21 shows the mix of housing units in Avalon from 1990 to 2010. As of the writing of this Housing Element, the 2010 Census has yet not released detailed information on housing units. According to 2010 Department of Finance estimates, 51 percent of the housing stock is comprised of single-family housing units and 48 percent is made up of multi-family units. Among single-family units, approximately half are detached units. Among all multi-family homes, the majority (61 percent) consists of smaller complexes with just two to four units.



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Table C-21: Housing Stock Characteristics (1990 – 2010)

Housing Type	1990		2000		2010
	Number	Percent	Number	Percent	Percent
Single-Family	866	45.9%	967	52.2%	51.2%
Detached	448	23.7%	487	26.3%	26.1%
Attached	418	22.1%	480	25.9%	25.1%
Multi-Family	787	41.7%	877	47.3%	48.3%
2-4 Units	545	28.9%	537	29.0%	29.3%
5 + Units	242	12.8%	340	18.3%	19.0%
Mobile Homes and Other	235	12.4%	9	0.5%	0.5%
Total Units	1,888	100.0%	1,853	100.0%	100.0%

Sources:

1. Bureau of the Census, 1990 and 2000.
2. California Department of Finance, Population and Housing Estimates, 2010.

The most significant change in Avalon’s housing stock was in the “other” housing category. Housing identified as “other” decreased from 13 percent homes in 1990 to less than one percent in 2010. This was primarily due to the changed definitions by the Census Bureau. For example, in 1990, many unconventional units such as campers, trailers, and houseboats were counted as “other” housing units. As of 2000, many of these units were either dropped as a housing unit or reclassified as mobile homes or multi-family units (in five units+ structures). This reclassification contributed to the increase in the proportion of multi-family structures between 1990 and 2000.

Housing Availability and Tenure

Housing tenure and vacancy rates are important indicators of the supply and cost of housing. Housing tenure refers to whether a unit is owned or rented. As indicated in Table C-22, approximately three-quarters of all households in Avalon in 2010 were renter-households and 26 percent were owner-households. Over the past twenty years, the proportion of renter-households remained rather stable in the community.

Table C-22: Avalon Housing Unit Tenure (1990 – 2010)

Housing Tenure	Owner-Occupied	Renter-Occupied
1990	26%	73%
2000	25%	75%
2010	26%	74%

Source: Bureau of the Census, 1990, 2000, and 2010.

Vacancies can also be an important housing indicator in that the vacancy rate influences the cost of housing and may reflect the match between housing demand and availability. In most communities, vacancy rates of five percent for rental housing and two percent for ownership housing are generally considered healthy and suggest that there is a balance between the demand and supply of housing. Due to Avalon’s unique status as a resort town, the number of



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vacant units is exceptionally high. In 2010, vacant units comprised approximately 35 percent of all housing units with the vast majority of the vacant units (74 percent) used as seasonal, recreational, or occasional use and not available to those who need it year round (Table C-23). In 2010, excluding seasonal, recreational, or occasional housing, the homeowner vacancy rate was 0.8 percent, while the renter vacancy rate was 5.9 percent.

Table C-23: Avalon Housing Unit Occupancy (1990 – 2010)

Year	Occupied			Vacant Units			% Vacant	Total Units
	Owner	Renter	Total Occupied	Seasonal/ Occasional Use	Other Vacant ¹	Total Vacant		
1990	320	890	1,210	576	102	678	56%	1,888
2000	320	838	1,158	642	39	681	37%	1,839
2010	383	1,090	1,473	587	206	793	35%	2,266

Note 1: "Other Vacant" includes units that are rented or sold but not occupied, as well as abandoned or boarded up units.

Source: Bureau of the Census, 1990-2010.

Transient Rentals: Transient rentals are single-family homes, townhomes, and condominiums that are rented to visitors on a daily, weekly, or monthly basis for a period of less than 30 days. Transient rentals provide housing for visitors, supporting the local economy, while providing income for property owners. The number of transient rentals differs from the 2010 Census classification of seasonal/ occasional use housing. The Census includes housing units that are used as second homes and are not rented out.

Currently the City requires that any single-family unit or condominium unit must first receive a Conditional Use Permit (CUP) before being used as a transient rental. Transient rentals cannot be rented for more than 30 consecutive days to the same occupant during the two years preceding the CUP application. While the use and restrictions of transient rentals continues to be debated in the community, generally the restrictions on CUP rentals work to limit the number of housing units rented to outside visitors. As of 2011, there were 364 active transient rentals in Avalon available for visitor lodging. The number of transient rentals in Avalon has increased over the past ten years. In comparison, there were 278 active transient rentals in 2000. The City established a fee structure for the Transient Rental permit, which is collected as a funding source for the Housing Trust Fund.

Housing Age and Condition

Housing age can be an important indicator of housing condition within a community. Like any other tangible asset, housing is subject to gradual physical or technological deterioration over time. If not properly and regularly maintained, housing can deteriorate and discourage reinvestment, depress neighboring property values, and eventually impact the quality of life in a neighborhood. Many federal and state programs also use the age of housing as one factor in determining housing rehabilitation needs. Table C-24 profiles the age of existing housing units in Avalon. Housing growth in the City significantly declined after the 1980s, reflecting the



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limited land and water available for development. Approximately 11 percent of the housing stock was built during the 1990s and another seven percent was built during the last ten years.

The accepted age standard for a housing unit requiring major rehabilitation is 30 years or older. In 2010, 68 percent of the housing stock in the City was over 30 years old, with approximately 50 percent of the housing stock approaching 60 years or older. Typically, a large proportion of older housing indicates that the majority of the housing in the community may be expected to require rehabilitation or replacement to remain fit for occupancy.

Table C-24: Age of Housing Stock (2010)¹

Year Built	Total No.	% of total
1939 or earlier	921	40.6%
1940-1949	121	5.3%
1950-1959	79	3.5%
1960-1969	140	6.2%
1970-1979	280	12.4%
1980-1989	317	14.0%
1990-2000	251	11.0%
2000-2010	157	6.9%
Total	2,266	100.0%

Note: 2010 Census data on year of construction is not yet available. This table is created based on 2000 Census year of construction data for both Avalon and Pebbly Beach; net increase in overall housing stock in 2010 is assumed to be units constructed between the two censuses. This methodology provides only an estimate as it does not take into consideration of demolition activities during the past ten years.

Source: Bureau of the Census, 2000 and 2010 Census.

Due to the generally higher housing value and higher income of homeowners in Avalon, housing tends to be better maintained than in many other communities with a similar level of older housing stock. However, despite having great equity in their homes, some households (elderly households in particular) have limited incomes and may have difficulty maintaining their homes. Additionally, with the large number of homes occupied on a seasonal basis, some needed property maintenance may be postponed by the owners, especially in light of the current economy condition. It is estimated that about 50 percent of the City's residential units built in the 1930s need substantial rehabilitation or upgrading. These units do not meet current building codes but are grandfathered in.

In 2004, the City conducted a Survey of Residential Property Owners. A question regarding rehabilitation and repair needs was included as part of the Survey. Of the 398 property owners that responded to the Survey, 81 (20 percent) indicated that their homes had repair needs.



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Among the 81 respondents, repairs to doors and windows, as well as roofing, were identified as the most common needs.

Table C-25: Type of Rehabilitation Needs in Avalon (2004)

Repair or Rehab needs	No. of Responses	% of Respondents
Doors and window	40	49.4%
Roofing	35	43.2%
Electrical system	27	33.3%
Heating/cooling system	27	33.3%
Siding and stucco	26	32.1%
Plumbing system	26	32.1%
Foundation	19	23.5%

Source: Survey of Avalon Residential Property Owners, 2004

The Avalon Fire Department and the Building Department handle code enforcement issues on a reactive basis. The Fire Department seeks the assistance of the City Planning Department when cases are related to planning code compliance. Depending on the type of violation, the Fire Department may direct the complaint to the Building Department Inspector or the Los Angeles County Health Inspector. Most complaints handled by the Building Department are related to illegal building activity such as installing new windows without a permit.

Housing Costs and Affordability

The cost of housing is directly related to the extent of housing problems in a community. If housing costs are relatively high in comparison to household income, there will be a correspondingly higher prevalence of housing cost burden and overcrowding. This section summarizes the cost and affordability of the housing stock to Avalon residents.

Homeownership Market

The California Association of Realtors (CAR) publishes median home sales price data compiled by DataQuick for cities and counties throughout the State. According to DataQuick, 12 homes and 14 condominiums were sold in Avalon in 2009 (Table C-26). The median sale price for a home in Avalon during this period was \$499,000, representing a 17 percent increase from the median sale price in 2004 (\$425,000). For condominiums, the median sale price was \$500,000, which represents a 20 percent increase since 2004 (\$415,000). During 2010, the median price in Avalon increased 12 percent to \$559,000. However, condominium prices decreased, with a median price of \$350,000 or a 30 percent decrease compared to 2009.

Home prices in other beachside communities experienced similar trends – while the single-family home prices have held up and are generally increasing, but condominium prices have seen either only small increases or have actually decreased substantially as in Avalon and Laguna Beach.



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Table C-26: Median Home Sale Price (2009 - 2010)

Jurisdiction	Single Family Homes					Condominiums				
	2009		2010		% Change	2009		2010		% Change
	# Sold	Median Price	# Sold	Median Price		# Sold	Median Price	# Sold	Median Price	
Dana Point	193	\$743,000	216	\$728,000	-2.0%	151	\$434,000	157	\$385,000	-11.3%
Laguna Beach	286	\$1,186,000	322	\$1,218,000	+2.6%	32	\$900,000	37	\$671,000	-25.4%
Seal Beach	115	\$740,000	98	\$750,000	+1.4%	29	\$280,000	34	\$290,000	+3.6%
San Juan Capistrano	263	\$500,000	303	\$515,000	+3.0%	196	\$151,000	185	\$156,000	+3.1%
Manhattan Beach	289	\$1,375,000	329	\$1,500,000	+9.1%	65	\$1,165,000	77	\$1,090,000	-6.4%
Avalon	12	\$499,000	11	\$559,000	+12.0%	14	\$500,000	89	\$350,000	-30.0%

Source: DQNews.com, July 2011.

Avalon is equally impacted by the collapse of the housing market as most communities throughout the nation. In July 2011, there were 12 homes listed in foreclosure sales in Avalon, including six homes being auctioned; four homes that are bank-owned; two homes in pre-foreclosure sales.⁶

Rental Market

According to local residents, City staff, and the Chamber of Commerce, finding rental housing in Avalon is extremely competitive. A very limited number of advertised rental units were available within the community's local newspapers the *Avalon Bay News* and the *Catalina Islander Newspaper*. In May 2011, four classified ads showed the following:

- Three-bedroom home: \$2,000
- Three-bedroom condo: \$4,200
- Two-bedroom condo: \$2,200
- One-bedroom unit (at duplex building): \$1,500

These listings were all for homes or condominiums for rent. Apartments are probably renting at lower prices although there were no listings available for review.

In 2004, the City conducted a Survey of Renters. Included in the survey were questions regarding rental rates for various sizes and types of residential units in Avalon. Of the 122 renter- households responded to the rental rate question, the majority (66 percent) resided in apartments, while approximately one third (27 percent) resided in single-family homes. The remaining six percent rented a bedroom. Rental rates for apartment units ranged from \$177 to \$2,000 with the median rental rate of \$920. Rental rates were significantly higher for homes. Home rentals ranged from \$364 to \$2,300 per month with a median rental price of \$1,125.

⁶ <http://www.realtytrac.com/mapsearch/mapsearch/mapsearch.aspx?address=Avalon>; accessed on July 14, 2011.



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Some respondents were renting a bedroom in a home. Bedroom rentals ranged from \$200 to \$750 with a median price of \$600 per month.

Comparing the 2004 rents with the current listings indicates that rent levels have not decreased despite the economy.

Table C-27: Survey of Renters (2004)

Type of Residence	No. of Respondents	Average	Median	Range
Apartment	81	\$954	\$920	\$177-\$2,000
House	33	\$1,144	\$1,125	\$364-\$2,300
Renting a Bedroom	8	\$570	\$600	\$200-\$750
Overall	122	\$980	\$920	\$177-\$2,300

Source: Housing Survey of Tenants, 2004.

Housing Affordability by Income Level

Housing affordability can be inferred by comparing the cost of renting or owning a home in the City with the maximum affordable housing costs for households at different income levels. Taken together, this information can generally show who can afford what size and type of housing and indicate the type of households most likely to experience overcrowding and overpayment.

The federal Department of Housing and Urban Development (HUD) conducts annual household income surveys nationwide to determine a household's eligibility for federal housing assistance. Based on this survey, the California Department of Housing and Community Development (HCD) developed income limits that can be used to determine the maximum price that could be affordable to households in the upper range of their respective income category. Households in the lower end of each category can afford less by comparison than those at the upper end.

The maximum affordable home and rental prices for residents of Los Angeles County are shown in Table C-28, which shows the maximum amount that a household can pay for housing each month without incurring a cost burden (overpayment). This amount can be compared to median home prices and market rents to determine what types of housing opportunities a household can afford.



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Table C-28: Housing Affordability Matrix – Los Angeles County (2011)

Household	Annual Income	Affordable Costs		Utilities		Taxes and Insurance	Affordable Rent	Affordable Home Price
		Rental	Ownership	Renters	Owners			
Extremely Low Income (0-30% AMI)								
1-Person	\$17,950	\$449	\$449	\$117	\$124	\$90	\$332	\$48,640
2-Person	\$20,500	\$513	\$513	\$117	\$124	\$103	\$396	\$59,196
3-Person	\$23,050	\$576	\$576	\$145	\$155	\$115	\$431	\$63,336
4-Person	\$25,600	\$640	\$640	\$185	\$198	\$128	\$455	\$64,992
5-Person	\$27,650	\$691	\$691	\$234	\$255	\$138	\$457	\$61,680
Very Low Income (31-50% AMI)								
1-Person	\$29,900	\$748	\$748	\$117	\$124	\$150	\$631	\$98,108
2-Person	\$34,200	\$855	\$855	\$117	\$124	\$171	\$738	\$115,909
3-Person	\$37,450	\$936	\$936	\$145	\$155	\$187	\$791	\$122,946
4-Person	\$42,700	\$1,068	\$1,068	\$185	\$198	\$214	\$883	\$135,779
5-Person	\$46,150	\$1,154	\$1,154	\$234	\$255	\$231	\$920	\$138,262
Low Income (51-80% AMI)								
1-Person	\$47,850	\$1,196	\$1,196	\$117	\$124	\$239	\$1,079	\$172,414
2-Person	\$54,650	\$1,366	\$1,366	\$117	\$124	\$273	\$1,249	\$200,563
3-Person	\$61,500	\$1,538	\$1,538	\$145	\$155	\$308	\$1,393	\$222,503
4-Person	\$68,300	\$1,708	\$1,708	\$185	\$198	\$342	\$1,523	\$241,752
5-Person	\$73,800	\$1,845	\$1,845	\$234	\$255	\$369	\$1,611	\$252,722
Moderate Income (81-120% AMI)								
1-Person	\$53,750	\$1,344	\$1,568	\$117	\$124	\$314	\$1,227	\$233,921
2-Person	\$61,450	\$1,536	\$1,792	\$117	\$124	\$358	\$1,419	\$271,109
3-Person	\$69,100	\$1,728	\$2,015	\$145	\$155	\$403	\$1,583	\$301,638
4-Person	\$76,800	\$1,920	\$2,240	\$185	\$198	\$448	\$1,735	\$329,925
5-Person	\$82,950	\$2,074	\$2,419	\$234	\$255	\$484	\$1,840	\$347,829

Assumptions:

1. HCD income limits, 2011.
2. Health and Safety code definitions of affordable housing costs (between 30 and 35% of household income depending on tenure and income level)
3. HUD utility allowances.
4. 20% of monthly affordable cost for taxes and insurance.
5. 10% down payment.
6. 5% interest rate for a 30-year fixed-rate mortgage loan.
7. Taxes and insurance apply to owner costs only; renters do not usually pay taxes or insurance.

Sources:

1. State Department of Housing and Community Development Income Limits, 2011.
2. Veronica Tam and Associates.



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Extremely Low income Households: Extremely low income households earn 30 percent or less of the County area median income – up to \$17,950 for a one-person household and up to \$27,650 for a five-person household in 2011. Extremely low income households cannot afford market-rate rental or ownership housing in Avalon. However, one-person household may have rental options of renting a bedroom.

Very Low income Households: Very low income households earn between 31 percent and 50 percent of the County area median income – up to \$29,900 for a one-person household and up to \$46,150 for a five-person household in 2011. Housing options in Avalon for very low income households are also very limited. Market rents for apartments and homes and homeownership are generally beyond the reach of these households unless incurring a cost burden and/or living in overcrowded conditions.

Low income Households: Low income households earn between 51 percent and 80 percent of the County's area median income - up to \$47,850 for a one-person household and up to \$73,800 for a five-person household in 2011. Housing options in Avalon for low income households are still very limited. These households may be able to afford smaller and older rental units and homes. However, overpayment and overcrowding can be an issue.

Moderate income Households: Moderate income households earn between 81 percent and 120 percent of the County's Area Median Income – up to \$82,950 depending on household size in 2011. This group can afford some moderately sized rental unit and perhaps purchase smaller condominium units.

Affordable Housing

State law requires that the City identify, analyze, and propose programs to preserve existing multi-family rental units which are eligible to convert to non-low-income housing uses due to termination of subsidy contract, mortgage prepayment, or expiring use restrictions during the next ten years.

This Housing Element covers two planning periods – July 1, 2008 through December 31, 2013 and January 1, 2014 through December 31, 202. Thus, this at-risk housing analysis covers the period from July 1, 2008 through December 31, 2023, from the beginning of the first planning period to ten years from the beginning of the second planning period.

Consistent with State law, this section identifies publicly assisted housing units in Avalon, analyzes their potential to convert to market rate housing uses, and analyzes the cost to preserve or replace those units.

Publicly Assisted Housing

As of 2010, four affordable housing projects are located in Avalon, totaling 127 affordable units for families and seniors. Each housing development is described in detail below.



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Eucalyptus Garden Apartments: Eucalyptus Garden Apartments includes 80 rental units of which 24 are affordable to extremely low income households (0-30 percent AMI), and 16 units for very low income (31-50 percent AMI) households. The remaining 40 units are market-rate apartments. The project includes 32 studios, 32 one-bedroom units, eight two-bedroom units, and eight three-bedroom units. The project was constructed in 1992 with Low Income Housing Tax Credit (LIHTC) funds, Avalon Community Improvement Agency (ACIA) funds, and Rental Housing Construction Program (RHCP) loans. The land was leased at a low rate from the Santa Catalina Island Company (the Company). The project has an affordability restriction of 55 years and is expected to expire in 2047.

New Tremont Apartments: The New Tremont Apartments project consists of 62 units constructed in 1983 with assistance from the California Housing Finance Agency (CalHFA) with a project-based Section 8 Rental Assistance contract. CalHFA also owns the apartment project. The Section 8 contract is due to expire on August 18, 2016. The project includes 10 one-bedroom units, 37 two-bedroom units, and 15 three-bedroom units. Of the 62 apartment units, 50 are affordable to very low and low income households. Approximately 13 units are market-rate units. As of December 2010, the property managers for this community reported a large number of people on the wait list for affordable and market-rate apartments. Due to the limited number of vacancies, this translates into a four- to six-year waiting period, depending on the size of apartment needed.

Bird Park Apartments: Bird Park Apartments was constructed in 2002 and includes 24 two-, three- and four-bedroom units for very low income families. The project was constructed with U.S. Department of Agriculture (USDA) Section 515 funds, LIHTC financing, ACIA assistance, and HOME funds. Bird Park Apartments has an affordability length of 55 years and is due to expire in 2047. While the wait list is not long, there is very little turnover of the units since affordable housing is limited on the Island.



Constructed in 2002 Bird Park apartments includes 24 units for very low income families

Beacon Hill Senior Apartments: Beacon Hill Senior Apartments was constructed in 2002 and includes 13 one-bedroom units for very low income senior households. The project was constructed with a combination of USDA Section 515 funds, LIHTC financing, HOME funds, ACIA funds (land purchase costs), and Federal Home Loan Back (FHLB) funds. Beacon Hills maintains a wait list for the units. However, available vacant units are very rare unless a tenant passes away or must move into a community facility that provides a more comprehensive level of health and supportive services. Affordability length is 55 years to be expired in 2047.



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Preservation and Replacement Options

Of the City's 125 affordable units, only one project, the Tremont Street Apartments, with 50 very low and low income units, is at-risk of converting to market-rate during the 2008 to 2023 period. To preserve the existing affordable housing stock, the City must either preserve the existing assisted units or facilitate the development of new units. Depending on the circumstances of the at-risk projects, different options may be used to preserve or replace the units. Preservation options typically include: 1) transfer of project to non-profit ownership; 2) provision of rental assistance to tenants using other funding sources; and 3) purchase of affordability covenants. In terms of replacement, the most direct option is the development of new assisted multi-family housing units. These options are described below.

Transfer of Ownership: Transferring ownership of an at-risk project to a non-profit housing provider is generally one of the least costly ways to ensure that the at-risk units remain affordable for the long term. However, Tremont Street Apartments is already owned by a nonprofit agency (CHFA) and therefore, transfer of ownership is not an applicable preservation option.

Rental Assistance: Rental subsidies using other funding sources can be used to maintain affordability of the 50 at-risk affordable units. These rent subsidies could be structured to mirror the federal Section 8 program. Under Section 8, HUD pays the difference between what tenants can pay (defined as 30 percent of household income) and what HUD estimates as the fair market rent (FMR) on the unit. In Los Angeles County, the 2010 FMRs are \$1,137 for a one-bedroom unit, \$1,420 for a two-bedroom unit, and \$1,907 for a three-bedroom unit. The feasibility of this alternative is highly dependent upon the availability of reliable funding sources necessary to make rent subsidies. As indicated in Table C-29, the total cost of subsidizing the rents of all 50 at-risk units is estimated at \$35,687 per month or \$428,244 annually.

Table C-29: Rental Subsidies Required

Unit Size	Total Units	Fair Market Rent	Household Size	Household Annual Income	Affordable Rent	Monthly per Unit Subsidy	Total Monthly Subsidy
Very Low Income (50% AMI)							
1-BR	8	\$1,137	2	\$33,150	\$689	\$448	\$3,584
2-BR	29	\$1,420	3	\$37,300	\$768	\$652	\$18,908
3-BR	13	\$1,907	5	\$44,750	\$892	\$1,015	\$13,195
Total	50						\$35,687

Notes:

1. Tremont Street Apartments has the following affordable units: 8 one-bedroom units, 29 two-bedroom units, and 13 three-bedroom units.
2. Fair Market Rent (FMR) is determined by HUD.
3. Los Angeles County 2010 Area Median Household Income (AMI) limits set by the California Department of Housing and Community Development (HCD).
4. Affordable rent = 30% of household income minus utility allowance.



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Purchase of Affordability Covenant: Another option to preserve the affordability of the at-risk project is to provide an assistance package to the owner to maintain the project as affordable housing. Incentives could include writing down the interest rate on the remaining loan balance, providing a lump-sum payment, and/or supplementing the rents to market levels. The feasibility of this option depends on whether the complex is too highly leveraged. By providing lump sum financial assistance or ongoing subsidies in rents or reduced mortgage interest rates to the owner, the City can ensure that some or all of the units remain affordable.

Construction of Replacement Units: The construction of new low income housing units is a means of replacing the at-risk units should they be converted to market-rate units. The cost of developing housing depends upon a variety of factors, including density, size of the units (i.e. square footage and number of bedrooms), location, land costs, and type of construction. Assuming an average construction cost of \$250,000 per unit (assuming a 1,000-square-foot unit, including common space, at \$250 per square foot), it would cost approximately \$12,500,000, excluding land costs, to construct 50 new assisted units. Including land costs, the total cost to develop replacement units would be higher.

Cost Comparison: Preservation option for Tremont Street Apartments is limited to extending the ongoing rent subsidies for the assisted units or providing a financial assistance package to leverage the project. These options are generally less costly than the construction of replacement housing in comparison, requires significant financial and land resources.

Resources for Preserving Affordable Units

Available public and non-profit organizations with the capacity to preserve assisted housing developments include the City of Avalon, Santa Catalina Island Company, and various non-profit developers active in Southern California, including Bridge Housing, Jamboree Housing, and TELACU. Financial resources available include Low Income Housing Tax Credit (LIHTC) funds, California Housing Finance Agency (CHFA) assistance, HOME funds, and Federal Home Loan Back (FHLB) funds, and State Proposition 1C funds.

Coastal Housing Requirements

State law stipulates that local jurisdictions may not authorize the conversion or demolition of existing residential dwelling units occupied by low and moderate income households unless provisions for replacement housing are made. While the City of Avalon falls entirely within the coastal zone, demolition activities in the City are not subject to this coastal housing requirement due to the several exceptions offered by State law. Specifically:

- **Limited Remaining Vacant Residential Land:** This requirement does not apply to the demolition or conversion of residential structures within the coastal area of a jurisdiction containing less than 50 acres of vacant, privately owned land available for residential development. The City is a compact and mostly developed town with much of the remaining land owned by the Company for nonresidential uses. (While large



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pieces of land may be identified as potential development sites, due to topology, the effective buildable areas are usually just a fraction of the sites.)

- **Single-Family, Duplex, Triplex Units Exempted:** This requirement does not apply to the demolition or conversion of a residential structure that contains fewer than three units. Given the City's built out character, most housing construction activities have been small infill projects. If demolition was involved, it was primarily the removal of single-family units to make room for the reconstruction of equal or increased number of units. Removal of single-family units is not subject to the coastal housing requirements. Since 1982, only one 11-unit multi-family housing structure was removed. The City purchased the property to make room for additional housing.
- **Construction of Coastal-Dependent Uses Exempted:** The demolition or conversion of residential structures for purposes of providing coastal-dependent uses such as visitor-serving commercial, hotels, recreation facilities, boating or harbor facilities are exempted from the coast housing requirement. The Company is the primary land owner/developer on the island and much of its development is geared toward visitor-serving uses.

In 1996, the City purchased and demolished the deteriorating 22-unit Ida Court apartments. Given the building's condition, the tenants were all low and moderate incomes. The City is not subject to the coastal housing replacement requirement due to limited vacant residential land remaining in the community (see exemptions listed above). However, in 2002, the City assisted in the construction of the 24-unit Bird Park, which offers affordable housing for 24 very low income families. Since 1982, 11 scattered homes have been demolished but these have all been rebuilt. Single-family homes in Avalon are not typically affordable to lower and moderate income households. Demolition of scattered single-family homes is not subject to the replacement requirement.

Furthermore major housing construction activities in the City since 1982 have been affordable housing developments. Combined Eucalyptus Garden Apartments, Tremont Apartments, Beacon Hill Senior Apartments, and Bird Park Apartments offer 127 units affordable to very low and low income households. Overall, the City has a net gain of 116 affordable housing units.



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C.4 HOUSING CONSTRAINTS

Providing dignified and adequate housing to meet the community's housing needs is an important goal of the City of Avalon. Due to the employment opportunities in Avalon, the seasonal nature of some jobs, and associated wages, housing must be affordable to persons earning a range of income levels. This section describes the various market, governmental, and environmental constraints on the development and improvement of housing that meets the needs of all economic segments of the Avalon community.

Market Constraints

Market constraints significantly affect the cost of housing in Avalon, and can pose barriers to housing production and affordability. These include the availability of land for residential development, the demand for housing, financing and lending, construction costs, as well as the fees charged to residential development. The following highlights the primary market factors that affect the production of housing in Avalon.

Economic Factors

Market forces on the economy and the trickle down effects on the construction industry can act as a barrier to housing construction and especially to affordable housing construction. California's housing market peaked in the summer of 2005 when a dramatic increase in the State's housing supply was coupled with low interest rates. The period between 2006 and 2010, however, reflects a time of significant change as the lending market broke down and home prices saw significant decreases. The collapse of the housing market led to a recession that is slow in recovery. Many households face unemployment/under-employment and foreclosures.

Land and Construction Costs

As an island community, land suitable for residential development is relatively scarce. Land ownership plays an important factor in the availability of land for future residential development. Santa Catalina Island Conservancy (SCIC) owns the vast majority of land as a natural preserve. The second major land owner, Santa Catalina Island Company (the Company), owns approximately 11 percent of the Island's total acreage, including more than 80 percent of the developable land in and around Avalon. The Company also owns the majority of commercial properties within Avalon.

In the past, the Company has leased land to private developers to build housing, particularly condominium projects (e.g. Sol Vista, Fairview Terrace, and Hamilton Cove). In recent years, however, the Company has gradually sold the underlying lots to owners of these condominium developments. Single-family residences in Avalon are generally under private ownership.

Much of the vacant land owned by the Company is slated for resort/visitor-serving development and housing for its employees. The Company is subject to the City's inclusionary housing program that requires new hotel/motel/resort development provides new affordable housing



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for at least 50 percent of the number of peak season employees projected to be employed by the development. As such, the Company reserves land under its ownership for employee housing.

Remaining developable land that is not owned by the Company is scarce. Available land in or near the downtown is already developed. The few remaining vacant parcels are situated on hillsides. Because of topographical constraints, significant grading costs, cost of development is substantial. Lack of land represents a constraint to non-Company initiated housing development – housing for non-Company employees. In December 2010, according to available listings on www.realtor.com, vacant land in the City is currently selling for between \$100 and \$300 per square foot.

Housing construction costs are much higher on the Island because building materials must be shipped in. When demolition is involved, the costs escalate because construction debris must also be shipped off the Island. Finally, labor costs are significantly higher on the Island, because work crews must reside on the Island while construction is in process. For publicly-funded projects, labor costs are even higher due to prevailing wage requirements. Information provided by a local developer indicates that the cost of constructing a single-family residential unit is approximately \$250 per square foot. For multiple-family units, construction costs are slightly lower as developers can usually benefit from economies of scale with discounts for materials and diffusion of equipment mobilization costs. Density bonuses for senior and affordable housing can enhance this per-unit cost reduction for multi-family developments. A reduction in amenities and quality of building materials could result in lower costs and sale prices; however, high quality design and sufficient tenant amenities are necessary to maintain minimum health and safety standards.

Availability of Financing

The availability of financing affects a person's ability to purchase or improve a home. Under the Home Mortgage Disclosure Act (HMDA), lending institutions are required to disclose information on the disposition of loan applications by the income, gender, and race of the applicants. This applies to all loan applications for home purchases, improvements and refinancing, whether financed at market rate or with government assistance.

Table C-30 summarizes the disposition of loan applications submitted to financial institutions in 2009 for home purchase, refinance, and home improvement loans in Avalon. Included is information on loan applications that were approved and originated, approved but not accepted by the applicant, denied, withdrawn by the applicant, or incomplete.



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Table C-30: Disposition of Home Loans (2009)

Loan Type	Total Applicants	Percent Approved	Percent Denied	Percent Other
Government-Backed	1	100.0%	0.0%	0.0%
Conventional	25	60.0%	28.0%	12.0%
Refinance	79	49.4%	36.7%	13.9%
Home Improvement	4	25.0%	50.0%	25.0%
Total	109	51.4%	34.9%	13.8%

Note: 2009 is the most updated HMDA data available as of the writing of this Housing Element.

Source: Home Mortgage Disclosure Act (HMDA) data, 2009.

Home Purchase Loans: In 2009, a total of 25 Avalon households applied for conventional loans to purchase homes. The overall loan approval rate was 60 percent and 28 percent of applications were denied. In comparison, 68 percent of conventional home loan applications were approved in the Los Angeles/Long Beach/Glendale Metropolitan Statistical Area (MSA). Only one home purchase application was submitted in Avalon through government-backed loans (e.g. FHA, VA) in 2009; this applicant was approved. To be eligible for such loans, residents must meet the established income standards, maximum home values, and other requirements. For government-backed loans, the approval rate for the Los Angeles MSA was 69 percent.

Refinance Loans: The majority of loan applications submitted by Avalon residents in 2009 were for home refinance loans (79 applications). Nearly one-half (49 percent) of these applications were approved, while 37 percent were denied. In the Los Angeles MSA, 61 percent of the refinancing applications were approved.

Home Improvement Loans: Only four Avalon households applied for a home improvement loan. Half of these applicants (50 percent) were denied and only one application (25 percent) was approved by lenders in 2009. Most home improvement loans are second loans and therefore more difficult to qualify for due to high income-to-debt ratios. In the Los Angeles MSA, home improvement loan applications had a higher approval rate (53 percent) than in the City of Avalon.

To address potential private market lending constraints and expand homeownership and home improvement opportunities, the City of Avalon offers a Residential Rehabilitation Program to lower and moderate income households.

Foreclosures

Nationwide, the housing market peaked between 2000 and 2005. With low interest rates, “creative” financing (e.g., zero down, interest only, adjustable loans), and predatory lending practices (e.g. aggressive marketing, hidden fees, negative amortization), many households purchased homes that were well beyond their financial means. Many were led to believe that refinancing to lower interest rates would always be available option and home prices would continue to rise. Many households were unprepared for the expiration of short-term fixed rates and decline in sales prices. Suddenly faced with significantly inflated mortgage payments, and



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mortgage loans that are larger than the worth of the homes, short sales and foreclosure become the only options available to many households.

Statewide, the number of foreclosures in 2010 has declined substantially from the previous year. During the third quarter of 2010, a total of 16,189 Notices of Default (NODs) were recorded in Los Angeles County, a decrease of over 25 percent from the third quarter of 2009. In December 2010, 15 homes in Avalon were listed as foreclosures. These homes were listed at various stages of foreclosure (from pre-foreclosures to auctions) and ranged in price, with some properties listed as high as \$830,000. In July 2011, there were 12 homes listed in foreclosure sales in Avalon, including six homes being auctioned; four homes that are bank-owned; two homes in pre-foreclosure sales.

Governmental Constraints

Aside from market factors, housing affordability is also affected by factors in the public sector. Local policies and regulations can impact the price and availability of housing and, in particular, the provision of affordable housing. Land use controls, site improvement requirements, fees and exactions, permit processing procedures, among other issues may constrain the maintenance, development and improvement of housing. This section discusses potential governmental constraints in Avalon and efforts to address them.

Land Use Controls

The Land Use Element sets forth City policies for guiding local land use development. These policies, together with existing zoning regulations, establish the amount and distribution of land allocated for different uses. The City is in the process of a comprehensive update to its General Plan.

General Plan Land Use Element: The City is in the process of updating its General Plan. The Land Use Element provides for a range of land use designations that accommodate residential uses. These land use designations are described in Table C-31. The General Plan update renamed the Low/Moderate designation High Density Residential – Community Housing. The Commercial designation is also split between Commercial and Special Commercial.



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Table C-31: General Plan Land Use Designations

Generalized Land Use Category	Density Permitted	Residential Type(s)
LD-R Low Density Residential	10 units/acre	The LD-R designation accommodates single family detached housing units on slopes under thirty degrees (30°). Conditionally allowed uses include detached dwelling units on slopes thirty degrees and over, clustered or attached dwelling units including, congregate housing projects
MD-R Medium Density Residential	20 units/acre	The MD-R designation accommodates single-family detached housing units and two dwelling units per lot or parcel. Conditionally allowed uses include cluster housing and congregate housing projects, and time-share projects.
HD-R High Density Residential	40 units/acre	The HD-R designation accommodates multi family dwelling units (excluding any congregate housing projects) and single family dwelling units. Conditionally allowed uses include boarding houses with employee housing, congregate housing projects, and time-share projects.
L-M	40 units/acre	Low and Moderate Income Housing
HD-R-CH High Density Residential – Community Housing	40 units/acre	The HD-R-CH designation accommodates only residential development including multi-family dwelling units and single-family dwelling units. The only conditionally allowed uses are residential units with density bonus.
C Commercial	20 units/acre	The C designation accommodates retail and commercial services but structures which contain commercial uses on the ground floor and residential uses above are conditionally permitted.
SC Special Commercial	40 units/acre	The SC designation accommodates small scale residential uses, neighborhood retail and services, as well as structures which contain commercial uses on the ground floor and residential uses above.

Local Coastal Plan: As an island community, the entire City falls within the coastal zone and is required to prepare a Local Coastal Program. As part of the General Plan update, the City is also updating its Local Coast Program (originally adopted and certified by the Coastal Commission in 1981). The LCP consists of the City’s Land Use Element of the General Plan, Zoning Ordinance, Local Coastal Plan, Use of Publicly Owned Land, Affordable Housing, Annual Growth Policy, and Condominium Conversion Regulations. The City intends to obtain certification from the Coastal Commission, allowing the City to issue coastal development permits and bypassing Coastal Commission review of development projects.

Annual Growth Policy: Because the natural resources of Avalon have finite limits, which are not easily defined and may change from time to time (as is the case with water availability), the City limits construction activity in order to minimize significant impacts to the environment. The City established an Annual Growth Policy in 1979 which prohibits the approval of any development applications that propose the creation of additional housing units in November and December of any calendar year. The final two months of the year are reserved for the City Council, in



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conjunction with the Planning Commission, to review the growth permitted in the preceding ten months and review the effects and demands of such development and any additional development on the City's natural resources. After this period of review, the City Council will determine, by resolution, the amount and type of growth the City will permit in the succeeding year, as well as City priorities for growth. Given the limited housing construction in Avalon in recent years and limited capacity for additional housing, this policy has not and is not expected to constrain housing development in the City. The Growth Policy Resolution does not establish a limit on the number of units that can be constructed, but instead identifies the types of projects that will be permitted based on available resources. Recent (2011 and 2012) Growth Policy Resolutions identify the following permitted types of development:

- Projects involving existing commercial and residential structures that are to be repaired, replaced, or remodeled.
- In-fill residential projects that create five or fewer units.
- Residential projects of greater than five units if the project provides the required 20 percent inclusionary housing.
- Infrastructure improvements which are consistent with the City's Capital Improvement Plan.
- Projects that the Planning Commission determines to have no growth inducing effects.

These types are permitted new development generally cover the typical residential development in the City. The key factor is availability of natural resources such as water.

Inclusionary Housing: The City's inclusionary housing program, adopted as Chapter 11 of City's Zoning Ordinance, applies to residential developments with five or more units and commercial development.

- Any new residential development of five or more purchasable units shall make available inclusionary housing units equivalent to 20 percent of the units constructed in any residential housing project for the exclusive year-round use of low, moderate, and middle income families. The mix of income categories will be determined at the time the project is approved.
- Any new residential development of five or more rental units may make available inclusionary housing units equivalent to 20 percent of the units constructed in any residential housing project for the exclusive year-round use of low, moderate, and middle income families, in exchange for a direct financial contribution or other form of assistance. The mix of income categories will be determined at the time the project is approved.
- Any new hotel/motel/resort or new commercial development shall provide affordable rental space for at least 50 percent of the number of peak season employees projected to be employed by the development. All rentals must be for the period of not less than one (1) month.



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The inclusionary housing ordinance allows for the payment of an in-lieu fee when the number of purchasable inclusionary units required is less than five. All units in an apartment development are required to be made available to members of the community for a period of not less than one month. No condominium conversions would be allowed and affordability must be maintained for at least 35 years.

The inclusionary housing ordinance offers flexibility in the income distribution of the inclusionary units based on project feasibility. Furthermore, the majority of the remaining developable land is owned by the Company and slated for resort/visitor-serving uses and employee housing. Therefore, these inclusionary housing requirements have not been the constraining factors to housing development in Avalon.

Density Bonus: State law requires the provision of certain incentives for residential development projects that set aside a certain portion of total units to be affordable to lower and moderate income households. Currently, the City's density bonus ordinance stimulates market-rate and affordable housing as follows:

- **Market-Rate Density Bonus Project:** Under the ordinance, any developer who can build more units on a lot than allowed for under the underlying zoning district while meeting all other development standards may obtain a use permit from the Planning Commission to build such units. Moreover, the units must remain as non-transient rental housing for at least 15 years.
- **Affordable Density Bonus Project:** Any developer who can build more units on a lot than allowed for under the underlying zoning district while meeting all other development standards, may obtain a use permit from the Planning Commission and a water allocation from the City Council to build affordable units for low and moderate income households. The additional density may not exceed the allowed densities by either the greater of 50 percent or one unit per legally established parcel. Moreover, the bonus units must remain as non-transient rental housing for low and moderate income households for at least 15 years.

Current state law requires jurisdictions to provide density bonuses and development incentives (or regulatory concessions) to all developers who propose to construct affordable housing on a sliding scale, where the amount of density bonus and number of incentives vary according to the amount of affordable housing units provided. The existing Avalon density bonus provisions are not consistent with the State density bonus law. While the affordability requirements are more flexible under the City ordinance than under State law, the City does not currently make provisions for development incentives or regulatory concessions as required by State law. The Housing Plan of this Housing Element includes a program to amend the City's density bonus provisions to ensure compliance with State law.



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Condominium Conversion: In certain communities, the conversion of apartments to condominiums can be one way to increase homeownership opportunities for families. However, since most condominiums in Avalon are not affordable to low and moderate income households, condominium conversion represents a potential net loss of affordable units. Therefore, Avalon has enacted a condominium conversion ordinance to preserve affordable rental housing.

Condominium conversions require a conditional use permit prior to conversion. Prior to approval, the Planning Commission must make findings that the conversion will not adversely affect the supply of rental housing, especially low and moderate income housing in the City. Relevant factors that the Commission may consider include:

- Citywide vacancy rate and the vacancy rate for low and moderate income units;
- Number of units being removed from the rental market by the proposed conversion;
- Number, quality, and location of alternative housing available to existing tenants;
- Cumulative effect of proposed conversion upon the availability of affordable housing; and
- Effect of the proposed conversion, if any, upon the City's tourist industry.

Should a conversion project be approved, the property owner must set aside 20 percent of the units as affordable to low and moderate income households. Moreover, the property owner must give tenants at least six months notice of termination of tenancy for a conversion, must grant tenants first right of refusal for a specified period, providing proper noticing, and in some cases provide a specified amount of relocation assistance. According to City staff, condominium conversions are rare, especially in light of the current housing market conditions.

Residential Development Standards

The City regulates the type, location, density, and scale of residential development primarily through the Zoning Ordinance. The City of Avalon's development patterns well precede its formal incorporation in 1913. Originally founded as a tourist community, Avalon's land use patterns have been impacted by prior subdividers, topography, and unique constraints associated with an island community. Its residential areas are characterized by small lots averaging less than 1,500 square feet and occupied by vacation cottages adjacent to area comprised originally of vacation tents. However, as development pressures increased, the City adopted a Zoning Ordinance in 1964.

Development standards specific to each zone district are designed to protect and promote the health, safety, and general welfare of residents as well as implement the policies of the General Plan. These standards also serve to preserve the character and integrity of existing neighborhoods. Specific residential development standards are summarized in Table C-32. Generally, development standards can limit the number of units that may be constructed on a particular piece of property. These include density, minimum lot and unit sizes, height, and open space requirements. Limiting the number of units that can be constructed will increase



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the per-unit land costs and can, all other factors being equal, result in higher development costs that may impact housing affordability.

Because of historical development patterns in Avalon and present zoning regulations, most of the lots are now substandard in size and are considered nonconforming. Interviews with local developers indicated that in the past, the most difficult standard was the one-space parking standard. The Zoning Ordinance is unclear as to the size requirement for the parking space required. In the past, the City Council had been requiring a standard conventional parking space (eight feet by 17 feet) per unit. But with the approval of a variance, autoette (such as golf carts) parking spaces (six feet by ten feet) could be used as a substitute. In response to comments from developers, the City's policy has changed to require one autoette space per unit in the downtown area. As part of the City's Zoning Ordinance amendment to implement the updated General Plan, the City will clarify the parking requirements. Specifically, the City will establish the autoette as the minimum parking requirement citywide, thereby removing the need to process a variance.

Table C-32: Residential Development Standards

Development Standard	Residential Districts				
	LD-R	MD-R	HD-R/SC	HD-R-CH	C
Maximum Density	1-10	20	40	40	20
Maximum building height	For lots with < 14 degrees slope, 28 feet and 2 stories For lots on steep slopes, 32' and 3 stories For lots on steep hillsides - 40' and applicable building codes			28' - 40' depending on lot slope	28' within 350' of high tide line; otherwise 40'
Min. lot area (sq.ft.)	4,400	4,400	2,200	None	2,000
Setbacks	10 all sides	10 all sides	3-5 all sides	10 feet	3' rear & 0' other sides
Maximum Lot Coverage	40% gross area	50% of gross area	80% of gross area	None Specified	None Specified
Maximum Floor Area	1-2 story-80% 3 story-120%	1-2 story-100% 3 story-150%	1-2 story-130% 3 story-180%	None Specified	2 story-160% 3 story-240%
Parking Required	One parking space onsite is required per residential unit, except for residences in the SC, C, and HD-R-CH zones, which are determined by a conditional use permit				

Source: City of Avalon Zoning Ordinance, 2011.



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Provision for a Variety of Housing Types

Housing element law specifies that jurisdictions must identify adequate sites to be made available through appropriate zoning and development standards to encourage the development of a variety of housing types for all economic segments of the population. This includes single-family homes, multi-family housing, second units, mobile homes, and residential care facilities. Table C-33 below summarizes the various housing types permitted within the City's zoning districts.

Table C-33: Land Use Designations Allowing Residential Uses

Allowable Residential Uses	Zoning District					
	LD-R	MD-R	HD-R	HD-R-CH	C	SC
Single-Family Detached	P	P	P	--	--	CUP
Single-Family Attached	CUP	CUP	P	--	--	CUP
Two-Family (Duplex)	--	P	--	--	--	--
Second Units	CUP	CUP	CUP	--	--	CUP
Multi-Family – Apartments	--	--	P	P	--	CUP
Mobile Home Parks	--	--	--	P	--	--
Congregate Housing (Condominiums)	CUP	CUP	CUP	--	--	CUP
Mixed Use (2 nd story only)	--	--	--	--	CUP	CUP

Source: City of Avalon Zoning Ordinance, 2011.

P: Principally permitted residential use

CUP: Conditionally permitted residential use

Single-Family Dwellings: A “single-family dwelling” is defined in the Zoning Ordinance as a building designed or used exclusively for occupancy by one family and containing one dwelling unit. Detached single-family dwellings are permitted in the LD-R, MD-R, and HD-R zones and conditionally permitted in the SC zone. Attached single-family dwellings are permitted in the HD zone and conditionally permitted in the LD-R, MD-R, and SC zones.

Secondary Residential Unit: In 2002, the State Legislature amended the Government Code, requiring jurisdictions to allow by right accessory dwelling units in all residential district allowing single-family residences. Communities can provide for appropriate development and design guidelines of the accessory dwelling units, provided local regulations are not more stringent than or infringe upon guidelines set forth in Section 65915 of the Government Code. The Avalon Zoning Ordinance currently allows accessory detached units as a conditionally permitted use in the LD-R, MD-R, and HD-R zones. The density bonus provisions also allow anyone who can add more units to a lot to do so via a conditional use permit. However, local developers indicated that while accessory units are a possibility in Avalon, the generally small lots would make the building of additional units difficult. The Avalon Zoning Ordinance will be amended to address the provision of accessory dwelling units pursuant to State law.

Multiple-Family Housing: According to the State Department of Finance, multiple-family housing makes up approximately 48 percent of the 2010 housing stock in Avalon (Table C-21).



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Multiple-family housing is permitted within the HD-R and HD-R-CH zone districts. Conditional use permits are required for the construction of multiple-family housing in the SC zone district.

Manufactured and Mobile Homes: Manufactured housing and mobile homes can be an affordable housing option for low and moderate income households. According to the National Manufactured Home Construction and Safety Act of 1974, a mobile home built after June 15, 1976 and built on a permanent foundation may be located in any residential zone where a conventional single-family detached dwelling is permitted, subject to the same restrictions on density and to the same property development regulations. In compliance with State law, manufactured housing in Avalon is allowed on lots zoned for single-family residences, subject to the same processes or requirements imposed on a conventional single-family home. Mobile home parks are also allowed in the HD-R-CH zone.

Congregate Housing (Condominiums): “Congregate housing” is defined in the Zoning Ordinance as a residential condominium, community apartment house, or stock cooperative project. Congregate housing is conditionally permitted in the LD-R, MD-R, HD-R, and SC zones.

Mixed-Use Residential: Mixed use projects combine both non-residential and residential uses on the same site. These developments can help reduce the effects of housing cost burden by increasing density and offering opportunities for reduced vehicular trips by walking, bicycling or taking public transportation. In Avalon, mixed-use development (residential above ground floor retail) is currently conditionally permitted in the C (Commercial) zone. As part of the General Plan update, the City has also included residential uses and mixed-use development as conditionally permitted uses in the SC (Special Commercial) zone.

Residential Care Facilities: Residential care facilities licensed or supervised by a Federal, State, or local health/welfare agency provide 24-hour non-medical care of unrelated persons who are handicapped and in need of personal services, supervision, or assistance essential for sustaining the activities of daily living or for the protection of the individual in a family-like environment. Currently, no licensed residential care facilities are located in Avalon.

The Community Care Facilities Act (California Health and Safety Code) and Lanterman Disability Services Act (California Welfare and Institution Code) require that State-licensed residential care facilities serving six or fewer persons (including foster care) be treated as a regular residential use and therefore permitted by right in all residential zones allowing residential uses. These facilities cannot be subject to more stringent development standards, fees, or other standards than the same type of housing single-family homes in the same district.

Although land prices and housing prices will likely preclude the feasibility of building a residential care facility or converting a home to such a facility in Avalon, the City will amend the Zoning Ordinance to permit residential care facilities for six or fewer persons by right where residential uses are permitted. Residential care facilities serving seven or more clients will be conditionally permitted in the HD/flats, C, and SC zones.



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Emergency Shelters: Senate Bill 2, enacted in October 2007, requires local governments to identify one or more zoning categories that allow emergency shelters without discretionary review. The statute permits the City to apply limited conditions to the approval of ministerial permits for emergency shelters. The identified zone must have sufficient capacity to accommodate at least one year-round shelter.

Currently, the City of Avalon's Zoning Ordinance does not explicitly address emergency shelters. The City will amend its Zoning Ordinance within one year of adoption of the Housing Element to permit homeless shelters by right, without discretionary review, within the Commercial (C) and Special Commercial (SC) zones, consistent with State law. The island is compact and most areas are accessible by foot or bicycle. Overall, close to 27 acres of land in the City are zoned C or SC. These zones are located at the core of the City with easy access to services. Capacity exists in these zones for intensification (such as adding second story to single-story buildings or adding additional buildings on surface parking areas). These zones will be more than able to accommodate at least one emergency shelter.

The Zoning Ordinance amendment will also include specific conditions under which emergency shelters may be permitted. The conditions will relate strictly to operation and maintenance of the facility and will not be more stringent than like uses in the same zone. By providing clarity in the Zoning Ordinance, the City can facilitate the development of such facilities.

Transitional and Supportive Housing: Under Housing Element law, 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 (California Health and Safety Code Section 50675.2). Residents of transitional housing are usually connected to supportive services designed to assist the homeless in achieving greater economic independence and a permanent, stable living situation.

Transitional housing is a type of housing used to facilitate the movement of homeless individuals and families to permanent housing. Transitional housing can take several forms, including group quarters with beds, single-family homes, and multiple-family apartments and typically offers case management and support services to return people to independent living (usually between six and 24 months).

Supportive housing links the provision of housing and social services for the homeless, people with disabilities, and a variety of other special needs populations. Under Housing Element law, supportive housing is defined as housing with no limit on length of stay that is occupied by a target population, 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 (California Health and Safety Code 50675.14 (b)).



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The target population for supportive housing includes adults with low incomes having one or more disabilities, including mental illness, HIV or AIDS, substance abuse, or other chronic health conditions, or individuals eligible for services provided under the Lanterman Developmental Disabilities Services Act (Division 4.5, commencing with Section 4500, of the Welfare and Institutions Code) and may, among other populations, include families with children, elderly persons, young adults aging out of the foster care system, individuals exiting from institutional settings, veterans, or homeless people (California Health and Safety Code 53260 (d)).

Currently, the Avalon Zoning Ordinance does not explicitly address transitional or supportive housing. The City will amend the Zoning Ordinance to address the provision of transitional and supportive housing. Transitional and supportive housing meeting the State definitions set forth in Health and Safety Code Sections 50801(i) and 50675.14(a)(B)(2), respectively, would be considered as regular housing and be permitted in zones where regular housing is permitted and in the same manner as similar uses in the same zones.

Single Room Occupancy Units (SROs): SRO units are one-room units intended for occupancy by a single individual. They are distinct from a studio or efficiency unit, in that a studio is a one-room unit that must contain a kitchen and bathroom. Although SRO units are not required to have a kitchen or bathroom, many SROs have one or the other and could be equivalent to an efficiency unit. The City will amend the Zoning Ordinance within one year of the adoption of the Housing Element to facilitate the provision of SROs, consistent with AB 2634 (Housing for Extremely Low Income Households) enacted in 2007. SROs will be permitted with a Conditional Use Permit (CUP) in the HD/flats-R-CH zone. Findings will be the same as those required for all land uses requiring a CUP.

Housing for Persons with Disabilities: Both the federal Fair Housing Amendment Act (FHAA) and the California Fair Employment and Housing Act direct local governments to make reasonable accommodations (i.e. modifications or exceptions) in their zoning laws and other land use regulations when such accommodations may be necessary to afford disabled persons an equal opportunity to use and enjoy a dwelling. The City conducted an analysis of the zoning ordinance, permitting procedures, development standards, and building codes to identify potential constraints for housing for persons with disabilities. The City's policies and regulations regarding housing for persons with disabilities are described below.

- **Land Use Controls:** Under State Lanterman Developmental Disabilities Services Act (aka Lanterman Act), small licensed residential care facilities for six or fewer persons must be treated as regular residential uses and permitted by right in all residential districts. State licensed residential care facilities serving six or fewer clients are not addressed in the Zoning Ordinance. The City will amend its Zoning Ordinance, within one year of adoption of the Housing Element, to permit small residential care facilities serving six or fewer persons (including adult and senior residential facilities, as well as small family homes) in all residential zones. Large residential care facilities serving more than six persons will be conditionally permitted in the HD/flats, C, and SC zones.



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Currently, the Avalon Zoning Ordinance has no provisions for transition, supportive, or SRO housing – housing options that are appropriate for persons with disabilities. The Zoning Ordinance will be amended to address these provisions.

- **Definition of Family:** Local governments may restrict access to housing for households failing to qualify as a “family” by the definition specified in the Zoning Ordinance. Specifically, a restrictive definition of “family” that limits the number of and differentiates between related and unrelated individuals living together may illegally limit the development and siting of group homes for persons with disabilities, but not for housing families that are similarly sized or situated.⁷ The City of Avalon Zoning Ordinance defines a “family” as “any number of persons living together in a room or rooms comprising a single dwelling unit and related by blood, marriage or adoption, or bearing the generic character of a family unit as a relatively permanent single household, including servants and other live-in employees, who reside therein as though members of the family. Any group of persons not related by blood, marriage or adoption but inhabiting a dwelling unit, shall for the purpose of this chapter be considered to constitute one family if a bona fide single household, including servants and other live-in employees, contained in such group.” This definition is inclusive and therefore does not serve to constrain housing for persons with disabilities.
- **Building Codes:** The City adopts the Los Angeles County Code and Uniform Building Code, and amendments thereafter, as the City of Avalon Building Code. The City also adopts the Uniform Housing Code as the City’s Housing Code.

No unique restrictions are in place that would constrain the development of housing for persons with disabilities. Government Code Section 12955.1 requires that 10 percent of the total dwelling units in multi-family buildings without elevators consisting of three or more rental units or four or more condominium units subject to the following building standards for persons with disabilities:

- The primary entry to the dwelling unit shall be on an accessible route unless exempted by site impracticality tests.
- At least one powder room or bathroom shall be located on the primary entry level served by an accessible route.

⁷ California court cases (City of Santa Barbara v. Adamson, 1980 and City of Chula Vista v. Pagard, 1981, etc.) have ruled an ordinance as invalid if it defines a “family” as (a) an individual; (b) two or more persons related by blood, marriage, or adoption; or (c) a group of not more than a specific number of unrelated persons as a single housekeeping unit. These cases have explained that defining a family in a manner that distinguishes between blood-related and non-blood related individuals does not serve any legitimate or useful objective or purpose recognized under the zoning and land use planning powers of a municipality, and therefore violates rights of privacy under the California Constitution.



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- All rooms or spaces located on the primary entry level shall be served by an accessible route. Rooms and spaces located on the primary entry level and subject to this chapter may include but are not limited to kitchens, powder rooms, bathrooms, living rooms, bedrooms, or hallways.
- Common use areas shall be accessible.
- If common tenant parking is provided, accessible parking spaces is required.

The City does not require any additional visitability standards in excess of those required in the building code.

- **Reasonable Accommodation:** Both the Federal Fair Housing Act and the California Fair Employment and Housing Act direct local governments to make reasonable accommodations (i.e. modifications or exceptions) in their zoning laws and other land use regulations when such accommodations may be necessary to afford disabled persons an equal opportunity to use and enjoy a dwelling. For example, it may be reasonable to accommodate requests from persons with disabilities to waive a setback requirement, lot coverage requirement, or other standard of the Zoning Ordinance to ensure that homes are accessible for the mobility impaired. Whether a particular modification is reasonable depends on the circumstances.

The City currently has no established process in place. The City is densely built out and because of its topography, extensive accessibility improvements to existing individual homes are difficult to accomplish, if not impossible. Such requests are rare and are typically handled on a case-by-case basis. The City will amend the Zoning Ordinance to implement a reasonable accommodation procedure to address reasonable accommodation requests.

- **Permits and Fees:** As there is no established procedure in place, no specific permits or fees are required for reasonable accommodation requests.

Development and Planning Fees

Residential developers are subject to a variety of fees and exactions to process permits and provide necessary services and facilities as allowed by State law. In general, these development fees can be a constraint to the maintenance, improvement, and development of housing because the additional cost borne by developers contributes to overall increased housing unit cost. However, the fees are necessary to maintain adequate planning services and other public services and facilities in the City. The City's permit processing and development impact fee schedule for residential development are displayed in Table C-34.

Planning fees for a typical multi-family project total approximately \$3,000 per unit. For a typical single-family residential project, developers can expect planning fees to total approximately \$2,000 per unit. These fees are minimal compared to the overall development costs in Avalon.



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The City does not charge any development impact fees; however, the Long Beach Unified School District charges between \$3 and \$5 per square foot of development fees. School fees are established by State law and do not constrain housing development in Avalon as they are not unique to Avalon.

Table C-34: Permit Processing Fees

Development Process	Related Fee
Planning and Zoning	
Variance < 25%	\$429
Variance > 25%	\$859
Conditional Use Permit – Condo Conversion	\$1,944
Conditional Use Permit – Density Bonus	\$1,944
Conditional Use Permit – All Others	\$1,296
LCP < 25%	\$429
LCP > 25%	\$820
General Plan Amendment	\$1,621
Zone Change	\$3,240
Site Plan Review (<25% building expansion)	\$859
Site Plan Review (>25% building expansion)	\$1,718
Subdivisions	
Tentative Tract Map	\$1,296
Tentative Parcel Map	\$1,296
Final Tract Map	Cost + 25%
Final Parcel Map	Cost + 25%
Building and Plan Check/Inspections	
Building Permit Issuance Fee	\$27
Valuation \$0 - \$700	\$42
Valuation \$701 - \$25,000	\$63
For each additional \$1,000 or fraction above \$1,000	\$16
Valuation \$25,001 - \$50,000	\$456
For each additional \$1,000 or fraction above \$25,000	\$13
Valuation \$50,001 - \$100,000	\$775
For each additional \$1,000 or fraction above \$50,000	\$9
Valuation \$100,001 - \$250,000	\$1,247
For each additional \$1,000 or fraction above \$100,000	\$6
Valuation \$250,001 - \$500,000	\$1,913
For each additional \$1,000 or fraction above \$250,000	\$6
Valuation \$500,001 and over	\$2,908
For each additional \$1,000 or fraction above \$500,000	\$5
Plan Check Fee	1.5 x County Fee
Miscellaneous Charges for Current Services	
CEQA – Categorical Exemption	\$362
CEQA – Mitigated Negative Declaration (by staff)	\$648
CEQA – Mitigated Negative Declaration	Cost + 20%
CEQA – Mitigation Monitoring	Hourly/Cost + 20%
CEQA – Environmental Impact Report (EIR)	Cost + 20%
Appeal to Planning Commission	\$648
Appeal to City Council	\$648

Source: City of Avalon, 2011.



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On- and Off-Site Improvements

The City of Avalon is densely developed, with approximately 2,300 housing units and numerous businesses (hotels, restaurants, and retails) occupying only two square miles of land. The City's Zoning Ordinance has not established specific off-site improvement requirements. Only limited infill and redevelopment opportunities exist for individual property owners; on- and off-site improvements required would be limited as sidewalks, curbs and gutters, and water/sewer connections are most likely already in place. The major vacant and underutilized sites in the City of Avalon are almost all owned by the Company. In its Development Master Plan, the Company has identified specific on- and off-site requirements for each specific site. The Company will be responsible for making such improvements.

Building Codes and Enforcement

In addition to land use controls, local building codes also affect the cost of housing. The City currently implements the 2010 California Building Codes, which are based on the International Building Codes. The California Building Codes establish standards and requires inspections at various stages of construction to ensure code compliance and minimum health and safety standards. Although these standards may increase housing production costs, these standards are mandated by the State of California and are intended to provide structurally sound, safe, and energy-efficient housing. No local amendments were made to the 2010 Building Codes.

Local Permits and Processing Times

The processing time needed to obtain development permits and required approvals is commonly cited by the development community as a prime contributor to the high cost of housing. Depending on the magnitude and complexity of the development proposal, the time that elapses from application submittal to project approval may vary considerably. Factors that can affect the length of development review on a proposed project include: completeness of the development application submittal; responsiveness of developers to staff comments and requests for information; and projects that are not exempt from the California Environmental Quality Act (CEQA), require rezoning or general plan amendment, or are subject to a public hearing before the Planning Commission or City Council.

Certainty and consistency in permit processing procedures and reasonable processing times is important to ensure that the development review/approval process does not discourage developers of housing or add excessive costs (including carrying costs on property) that would make the project economically infeasible. The City is committed to maintaining comparatively short processing times. The City's development permit requirements are summarized in Table C-35.



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Table C-35: Development Permit Requirements

Type of Permit	Housing Types		
	Single-Family Residence	Condominium Project	Apartments
Site Plan Review	Staff and Planning Commission review for conformance with Zoning Ordinance	Staff and Planning Commission review for conformance with Zoning Ordinance	Staff and Planning Commission review for conformance with Zoning Ordinance
Discretionary Permits	For single-family homes and apartments, CUP required only when project is located in commercial zones. A conditional use permit is required for all condominiums with standard public hearing. If variances are required, Planning Commission reviews and approves typically within one month.		
Coastal Development Permit	The entire City is within the coastal zone. The Planning Commission reviews development plans in public hearing. City has authority to issue Coastal Development Permit and typically can do so in 2 to 3 months. Decisions are appealable to City Council and Coastal Commission.		
Environmental Reviews	Typically, categorically exempt.	Environmental review is more extensive for these types of projects, typically requiring a Mitigated Negative Declaration or EIR, particularly if water is an issue. If project does not require extensive environmental review, project can be approved between one and three months.	
Timeframe	Concurrent Review 1 month	Concurrent review: 2-3 months	Concurrent Review 1-2 months

Source: City of Avalon, 2011.

Site Plan Review: The purpose of a site plan review is to determine and control the physical layout, design or use of a lot or parcel of land, buildings or structures. Site plans are reviewed by City staff for conformance with the Zoning Ordinance and require a hearing before the Planning Commission. The following characteristics are taken into account when considering site plan approval:

- Every use, development of land and application of development standards shall take place in compliance with all applicable provisions of this title.
- Every use, development of land and application of development standards shall be considered on the basis of the suitability of the site for the particular use or development in-tended, and the total development, including the application of prescribed development standards, shall be so arranged as to avoid traffic congestion, insure the protection of public health, safety and general welfare, prevent adverse effects on neighboring property and shall be in general accord with all elements of the General Plan.
- Every use, development of land, application of development standards shall be considered on the basis of suitable and functional development design, but is not intended that such approval be interpreted to require a particular style or type of architecture.



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These considerations are primarily related to site layout issues. City staff works with the application to address City concerns. Any decision made by the Planning Commission can be appealed before the City Council.

Conditional Use Permit: Certain residential uses require the approval of a Conditional Use Permit (CUP). The purpose of the CUP is to ensure that a particular use will not jeopardize, adversely affect, endanger or otherwise constitute a menace to the public health, safety or general welfare, or be materially detrimental to the property of other persons located in the vicinity of such use. Applications for a CUP require a public hearing before the Planning Commission. Residents must be notified of the public hearing at least 10 days prior to the date of the hearing. Approval of a CUP is based on the following findings:

- The proposed conditional use shall conform with and carry out the certified Land Use Plan for the area.
- The nature, condition, and development of adjacent uses, buildings and structures shall be considered and no proposed conditional use shall be permitted where such use will adversely affect or be materially detrimental to said adjacent uses, buildings and structures.
- The site for a proposed conditional use shall be adequate in size and shape to accommodate the yards, walls, fences, parking and loading facilities, landscaping and other development features prescribed in this chapter or as required as a condition in order to integrate said use with the uses in the neighborhood.
- The site for a proposed conditional use shall be served by highways and streets adequate in width and improved as necessary to carry the kind and quantity of traffic such use would generate.
- The proposed conditional use shall be consistent with and carry out the purpose and intent of the underlying zone.

In recommending the approval of a CUP, the Planning Commission can also impose a variety of conditions that are deemed necessary to protect the public health, safety, and general welfare. Such conditions may include:

- Special yards, open spaces and buffer areas.
- Fences and walls.
- Parking facilities, including vehicular ingress and egress and the surfacing of parking area and driveways to specified standards.
- Street and highway dedications and improvements including sidewalks, curbs and gutters.
- Water supply and fire protection.
- Landscaping and maintenance of ground.



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- Regulation of nuisance factors such as noise, vibrations, smoke, dust, dirt, odors, gases, noxious matter, heat, glare, electromagnetic disturbances and radiation.
- Regulation of operating hours for activities affecting normal neighbor-hood schedules and functions.
- Regulation of signs, including outdoor advertising.
- A specified validation period limiting the time in which development may begin.
- Provisions for a bond or other surety that the proposed conditional use will be removed on or before a specified date.
- A detailed site plan.
- Such other conditions as will make possible the development of the proposed conditional use in an orderly and efficient manner and in general accord with all elements of the General Plan and the intent and purpose of this chapter.

Conditions for approval primarily relate to consistency with the General Plan and the underlying zoning requirements. These requirements are objective and primarily performance based. Decisions made by the Planning Commission on an application for a CUP can be appealed before the City Council.

Coastal Development Permit: Coastal Development Procedures are established to in-sure that all public and private development in the City of Avalon is consistent with the City's certified Local Coastal Program. Coastal development permits are required for any development on tidelands or submerged lands, or public trust lands which require a permit from the Coastal Commission. The issuance of a coastal development permit requires a public hearing.

Avalon has obtained authority from the Coastal Commission to locally issue Coastal Development Permits for most areas within the City, significantly reducing the time associated with multiple hearings before the Coastal Commission. As a result, residential projects typically can receive all the necessary approvals within three months. However, as part of the General Plan update, the City will be amending its Local Coastal Program and obtain authority for issuing Coastal Development Permits for the annexed Pebbly Beach area.

State Tax Policies and Regulations

Proposition 13: Proposition 13 is a voter initiative that limits increases in property taxes except when there is a transfer of ownership. This initiative may have increased the cost of housing by forcing local governments to pass on more of the costs of housing development to new homeowners.

Federal and State Environmental Protection Regulations: Federal and State regulations require environmental review of proposed discretionary projects (e.g., subdivision maps, use permits, etc.). Costs, resulting from fees charged by local government and private consultants needed to complete the environmental analysis and from delays caused by the mandated public review periods, are also added to the cost of housing and passed on to the consumer. However, the presence of these regulations helps preserve the environment and ensure environmental quality for Avalon residents.



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Environmental and Infrastructure Constraints

As a coastal community, Avalon has a variety of environmental and infrastructure issues which affect the feasibility of developing new housing. These include natural features off the community's landscape as well as the capacity to provide water and wastewater treatment. The following describes the most pertinent constraints to housing development.

Environmental Constraints

As an island community comprised primarily of hilly areas, Avalon is subject to variety of environmental constraints. Geologic hazards such as the potential of flooding, earthquakes, and landslides in the hilly areas warrant attention to sensitive design and construction standards, adding to the costs of construction. Furthermore, approximately 40 percent of the Canyon floor is subject to flooding in the event of a "100-year" storm.

The quality of life offered by Avalon is the primary attraction to many residents. However, the compactness of this tiny community also amplifies the air, water, and noise impacts associated with increased population. An excessive population of vehicles has caused congestion on the City's narrow streets, and noise and air pollution.

Viewsheds, coastline access, open space, and unique recreational opportunities are among Avalon's special natural attributes. Development must respect these resources and seek to preserve the environmental quality of this community. Building masses and height limits must ensure that these qualities are preserved and equal access to these amenities is afforded.



Wastewater Treatment

Avalon's sewer and storm water facilities capacities are temporarily interrelated when initial flows of storm water are diverted to the sewer system and Avalon Wastewater Treatment Facility (AWTF). Treating storm water at AWTF maintains Avalon Harbor water quality during storm events. Low-flow storm water system operations divert 9,600 gallons of initial storm water to AWTF during a storm event. The Low-flow system has up to 230,400 gallons per day of diversion capacity.

The sewer system's actual engineered capacity and current capacity utilization is not known; however, basic estimates indicate the main 12-inch sewer line at Crescent Avenue and flowing to AWTF maybe approaching capacity. Avalon does not have a sewer master plan. The City has and is making continual repairs and improvements to the sewer system to correspond to the capacity of the AWTF. When opportunities exist, such as the recent upgrade of the Catherine Lift Station, facilities are designed to provide contingent capacity and potentially address anticipated storm water and future development capacity requirements. Remaining capacity of the sewer and storm water systems, absent master plans, are analyzed during the development

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review and approval process to assure new development provides acceptable sewer and storm water solutions.

Water Availability

Water Resources: Water availability is perhaps the most critical issue limiting residential and commercial development. Fresh water for drinking is supplied by Southern California Edison and saltwater is used for sanitary purposes and fire protection. Avalon has a limited alluvial groundwater supply and thus obtains most of its present needs through local reservoirs.

Catalina Island and Avalon have a safe yield allocation of 600 acre-feet per year (af/yr) of fresh water from two sources. The primary source is groundwater that is pumped and stored in reservoirs for distribution. The secondary source is desalinization of saltwater, and is primarily used for water allocations for new development. Groundwater resources are less expensive but are limited to 515 af/yr to maintain the resource. Desalination's current safe yield allocation is 85 af/yr, but can be expanded by an additional 139 af/yr to a total of 224 af/yr if approved for allocation. However, desalinization is expensive.

Avalon's current average yearly freshwater demand is 477 af/yr. Avalon and the balance of Catalina Island have a current average yearly freshwater demand of 505 af/yr. The 505 af/yr of current demand is nearly equivalent to the 515 af/yr of annual safe-yield groundwater resources, and 95 af/yr less than current freshwater allocation capacity. The 95 af/yr of excess freshwater allocation is approximately 19 percent of current demand. When full, groundwater storage capacity equals approximately two years of current demand, to cover extended droughts or temporary disruptions to groundwater resources.

In assessing the availability of water for future development, a potential increase of 565 permanent dwellings/rooms and 352 visitor dwellings/rooms was assumed. This level of potential development would result in a significant potential increase in freshwater demand of an estimated 234 - 241 af/yr, or a 39 to 42 percent increase of the current freshwater allocation capacity. If approved as safe-yield allocation capacity, the potential operational capacity of the current desalinization facility could supply up to 138 af/yr of additional freshwater. However, there would still be a shortfall of 95-112 af/yr of freshwater demand from potential future development and day-visitor growth that would require creation of new additional freshwater supply to add to the safe-yield allocation capacity.

The significant demand for additional freshwater from desalinization could potentially provide improved cost structure for desalinization. However, desalinization requires energy and current energy costs in Avalon are high, and additional desalinization capacity may require additional storage capacity. The feasibility of additional freshwater conservation approaches could be explored such as reclaimed water capacity to provide water suitable for landscaping or groundwater aquifer enhancement, or composting toilets in areas not served by saltwater, etc.

Water Rationing and Impact on Development: Because water is such a limited resource on Catalina Island, the Southern California Edison has fresh water allocation policies which govern



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the issuance of new water permits and water rationing in periods of drought. The Islands Freshwater Rationing Plan provides a four-phase water rationing plan, triggered by usable surface water in the Middle Ranch Reservoir. Rationing commences when the Reservoir has less than 600 acre feet of water supplies. In addition, residential developments requiring more than 10 acre feet annually of water are also required to develop their own fresh water resource plan.

In October 2003, the desalinization plant began operation. This new facility supplies water for sanitary purposes, releasing water capacity for potable use and reducing the potential frequency for the need to evoke the water rationing plan. Given the limited water supply, developers must receive water allocations from the Southern California Edison (SCE) prior to receiving City approval of new development. Recognizing the importance of affordable housing, SCE reserves water supply allocation for low and moderate income housing. In January 2011, SCE lifted Phase 1 water rationing that had been in effect since December 2007. As of February 2011, the Middle Ranch Reservoir was at 1,018 acre feet and the water level was one foot below the spillway.

Table C-36: Catalina Island Water Rationing Plan

Phase	Middle Reservoir Trigger	Water Use Restrictions*	Restrictions on New Development
Phase 1	600 acre feet	Outdoor watering, vehicle washing, sidewalk and driveway washing prohibited for Phase 1-4	Allocations assigned prior to Phase Implementation are honored. However, no new allocations are assigned, unless applicant develops an equivalent fresh water resource.
Phase 2	300 acre feet	Water use limited to 75% of base conservation amount. Housing: 60 gpd/person; 40 gpd/person if using salt water	Allocations assigned prior to Phase Implementation are <i>not</i> honored. No new allocations assigned, unless applicant develops an equivalent fresh water resource.
Phase 3	200 acre feet	Water use limited to 50% of base conservation amount. Housing: 40 gpd/person; 30 gpd/person if using salt water	Allocations assigned prior to Phase Implementation are <i>not</i> honored. No new allocations assigned, unless applicant develops an equivalent fresh water resource.
Phase 4	50 acre feet	Water use limited to 25% of base conservation amount. Housing: 35 gpd/person; 25 gpd/person if using salt water	Allocations assigned prior to Phase Implementation are <i>not</i> honored. No new allocations assigned, unless applicant develops an equivalent fresh water resource.

Source: Southern California Edison, 2011

* General rules listed, although specific expectations and qualifications apply



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C.5 HOUSING RESOURCES

The extent of housing needs in a community often exceeds the resources available. The City of Avalon must pull together limited resources and use them efficiently in order to address the current and projected housing needs of its residents. This section analyses the resources available for the development, rehabilitation, and preservation of housing in Avalon. This analysis includes an evaluation of the availability of land resources for future housing development, the City's ability to satisfy its share of the region's future housing needs, the financial resources available to support housing activities, and the administrative resources available to assist in implementing the City's housing programs and policies.

Future Housing Needs

Future housing need refers to the share of the regional housing need that has been allocated to the City. The State Department of Housing and Community Development (HCD) supplies a regional housing goal number to the Southern California Association of Governments (SCAG). SCAG is then mandated to allocate the housing goal to city and county jurisdictions in the region. In allocating the region's future housing needs to jurisdictions, SCAG is required to take the following factors into consideration pursuant to Section 65584 of the State Government Code:

- Market demand for housing;
- Employment opportunities;
- Availability of suitable sites and public facilities;
- Commuting patterns;
- Type and tenure of housing;
- Loss of units in assisted housing developments;
- Over-concentration of lower income households; and
- Geological and topographical constraints.

The RHNA allocates to each city and county a "fair share" of the region's projected housing needs by household income group. The major goal of the RHNA is to assure a fair distribution of housing among cities and counties within the Southern California region, so that every community provides an opportunity for a mix of housing affordable to all economic segments. The housing allocation targets are not building requirements, but goals for each community to accommodate through appropriate planning policies and land use regulations. Allocation targets are intended to assure that adequate sites and zoning are made available to address anticipated housing demand during the planning period and that market forces are not inhibited in addressing the housing needs of all economic segments of a community.

Regional Housing Needs Allocations

This Technical Appendix covers two Housing Element planning periods: 2008-2013 and 2013-2021. For the 2008-2013 Housing Element planning period, the SCAG Regional Council adopted



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its Regional Housing Needs Allocation (RHNA) in July 2007. This RHNA covers an 8.5-year planning period and addresses housing issues that are related to future growth in the region. Avalon's share of regional future housing needs for 2008-2013 is a total of 148 new units for the January 1, 2006 to December 31, 2013 period. For the 2013-2021 Housing Element, SCAG's Draft RHNA for Avalon is 80 units for the January 1, 2014 through October 31, 2021. These RHNA allocations are distributed into various income categories, as shown below in Table C-37.

Table C-37: RHNA for 2008-2013 and 2013-2021 Housing Elements

Income Category (% of County AMI)	2008-2013 Housing Element		2013-2021 Housing Element	
	Number of Units	Percent	Number of Units	Percent
Extremely Low (30% or less)	16	10.8%	8	10.0%
Very Low (31 to 50%) ¹	21	14.2%	12	15.0%
Low (51 to 80%)	22	14.9%	12	15.0%
Moderate (81% to 120%)	25	16.9%	14	17.5%
Above Moderate (Over 120%)	64	43.2%	34	42.5%
Total	148	100.0%	80	100.0%

Notes:

1. Pursuant to AB 2634, local jurisdictions are also required to project the housing needs of extremely low income households (0-30% AMI). In estimating the number of extremely low income households, a jurisdiction can use 50% of the very low income allocation or apportion the very low income figure based on Census data. As shown in Table C-12, extremely low income households constitute 41.7% of the very low income group. Therefore, the City's RHNA of very low income units can be split between 41.7% extremely low and 58.3% very low income units.
2. Total numbers may not add up due to rounding; however, the number of housing units required at each income level is fixed.

Source: SCAG, 2008-2013 RHNA (2008) and 2014-2021 RHNA (2011)

Progress toward 2008-2013 RHNA

The 2008-2013 RHNA uses January 1, 2006 as the baseline for growth. Jurisdictions may count toward the RHNA any new units built or issued certificates of occupancy since January 1, 2006. Since January 2006, 26 housing units have been constructed at Bird Park Canyon. Of these 26 units, ten are inclusionary affordable units available for purchase, with two units set aside for low income households and eight units set aside for moderate or middle income households. The remaining 16 units (four one-bedroom units, six two-bedroom units, and six three-bedroom units) were purchased by the Company to be used as employee housing. According to the following rent information provided by the Company, these units are available to employees at moderate income level:

- One-Bedroom: \$1,250 - \$1,300
- Two-Bedroom: \$1,600 - \$1,750
- Three-Bedroom: \$1,800 - \$2,000

As previously shown in Table C-28 (Housing Affordability Matrix), these rent levels are affordable to moderate income households (adjusted for household size based on unit size).



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Furthermore, the employee-tenants are given a \$200 reduction in monthly rent if they use electric instead of gas-powered golf carts.

After taking into account the units already completed, the City has a remaining RHNA of 122 units, including 37 extremely low/very low income units, 20 low income units, 1 moderate income units, and 64 above moderate income units (Table C-38).

Table C-38: Credits toward the 2008-2013 RHNA

	Extremely Low/ Very Low 0-50% AMI	Low 51-80% AMI	Moderate 81-120% AMI	Above Moderate > 120% AMI	Total
Constructed					
Bird Park Inclusionary Housing	0	2	8	0	10
Bird Park Company Employee Housing	0	0	16	0	16
Total	0	2	24	0	26
RHNA	37	22	25	64	148
Remaining 2008-2013 RHNA	37	20	1	64	122

Availability of Sites for Housing

This section describes the sites available for housing and Figure C-4 illustrates the location of the sites identified.

Company-Owned Properties

The Company is the primary land owner in Avalon. As part of this Housing Element update, the Company was consulted regarding development potential in the City. All sites identified below are all considered near-term projects by the Company.

Bird Park Canyon: The Bird Park Canyon site (zoned Low Density Residential) is an approximately 10.8-acre area located west of Avalon Canyon Road. The Canyon is long and narrow with only 10 percent of the site has slopes less than 10 percent (six acres). The Canyon hillsides are generally 30 to 50 percent slope. The original Bird Park facility on this site was extensive but today, only a few structures remain. The Company has plan to put some housing on portions of this site, but the Bird Park gateway buildings, aviary, small cage, and winter house would be retained.



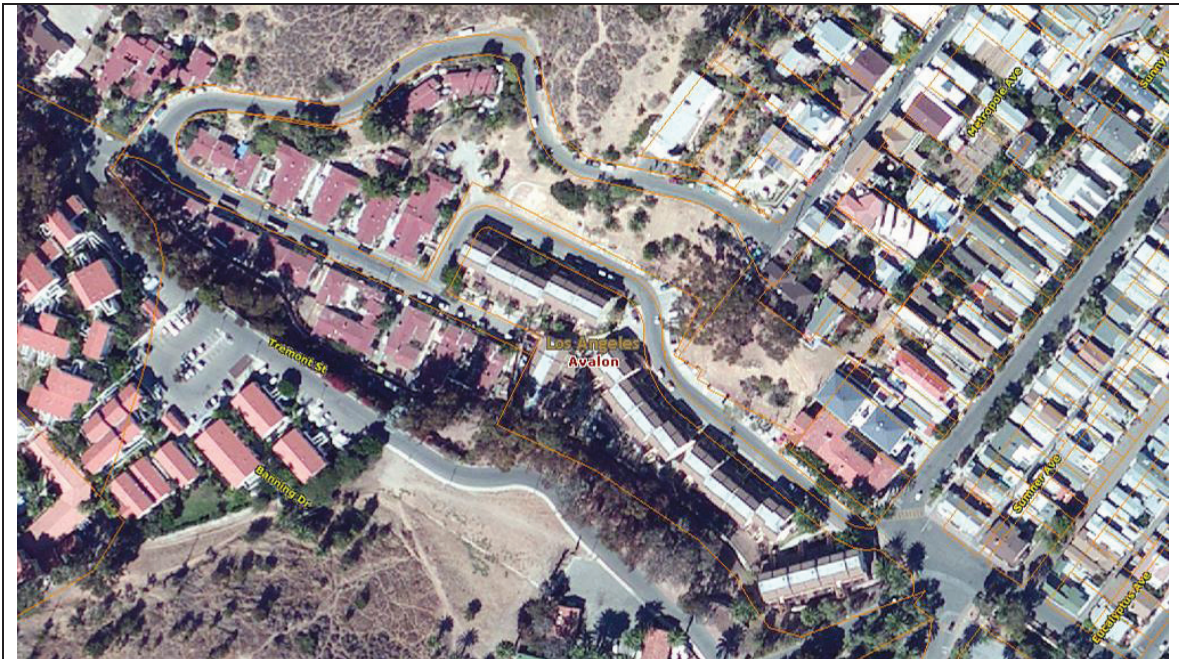
The Company estimates that a total of 114 housing units can be accommodated on this site (including the 24-unit Bird Park Apartments and the recently completed 26 units at Bird Park Canyon). Specifically, in 2002, the Bird Park Apartments, consisting of 24 two-, three- and four-bedroom units for very low income families, was completed. In 2011, 26 additional units have



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been completed at Bird Park Canyon, including 10 inclusionary affordable housing units (two low income and eight moderate/middle income units) and 16 Company employee housing units at moderate income level. Therefore, the remaining Bird Park Canyon site has a capacity for an additional 64 family units, according to the Company's Development Master Plan.

Tremont Street: The Tremont Street area is currently developed with the 62-unit New Tremont Apartments, the 37-unit Old Tremont Apartments, four duplex units, two triplex units, and two four-plex bachelor units. The Company has a plan to put additional low and moderate income employee housing on the currently vacant portions of the site. The Company estimates up to 165 units (96 one-bedroom and 69 two-bedroom units) can be accommodated at 40 units per acre.



Tremont Street Apartments and Tremont Villas

Another piece of property owned by the Company at the Tremont location adjacent to the Tremont Apartments is approximately 4.87 acres and largely undeveloped (located between Tremont Street and Country Club Drive). As part of the General Plan update, this property will be redesignated as High Density Residential at 40 units per acre.

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Area Between Tremont Street and Country Club Drive

Atwater Block (Parker Court): Atwater Block is adjacent to the City core Island Plaza Block. Currently, Atwater Block is developed with a variety of residential units, commercial uses, and surface parking. Specifically, the Company owns the 27-unit Westbrook Apartments for seasonal employees. Westbrook Apartments consists of 26 studio/single-room occupancy units and one two-bedroom unit in single-story structures on four parcels totaling 5,750 square feet. Parker Court is a dirt parking lot of approximately 15,000 square feet behind Westbrook Apartments. One option is to construct housing units above a new parking structure; another option is to relocate parking to other areas of the City. This site will support 20 units plus ten density bonus units based on City policy for a total of 30 units. Therefore a net three units would result on this property.

Country Club Canyon: This approximately 14-acre site is located north and adjacent to County Club Road and is also bordered by East Whittley Avenue, Las Lomas Avenue and Camino Del

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Monte. The site is currently undeveloped. The site is zone Low Density and will support up to 140 units. The City anticipates 50 units to be feasible within the time frames of this Housing Element.

Non-Company Properties

Metropole: This site is located next to the old City Hall. This hilly site of approximately 7400 sq. ft. is currently vacant. The site is designated for Commercial (C) under the existing General Plan and Special Commercial (SC) under the proposed General Plan. Under the C designation, a mixed use development is required to accommodate residential units. However, the proposed SC designation allows for stand-alone residential use. This site can accommodate approximately ten units (with density bonus units) at a maximum density of 40 units per acre.



Metropole Site

E. Whittley: This 5500-square foot site is located on E. Whittley, the nearest cross street is Whittley. The site currently has a four-unit apartment building and a single-family cottage. The site is zoned High Density and will support up to 10 units (a net increase of five units).

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Table C-39: Development Potential on Properties Owned by the Company

Site	APN	Acres	Existing GP/Zoning			Proposed GP/Zoning		
			GP/ Zoning	Maximum Density	Potential Units	GP/ Zoning	Maximum Density	Potential Units
Company Properties								
Bird Park Canyon ¹	7480001026	10.82	LD-R	10 du/ac	64	LD-R	10 du/ac	64
Tremont Street ²	7480002072 7480002075	1.52 0.37	L/M	40 du/ac	165	HD-R-CH	40 du/ac	165
Tremont Street (between Country Club Drive) ³	7480029016	4.87	LD	10 du/ac	39	HDR	40 du/ac	156
Parker Court/ Westbrook ⁴	7480017019 7480017020 7480017021 7480017022 7480017025	0.04 0.03 0.03 0.03 0.35	C	40 du/ac	3	C	40 du/ac	3
Country Club Canyon ²	7480001026	14.00	LD	10 du/ac	50	LD	10 du/ac	50
Subtotal		32.06			321			438
Non-Company Properties								
Metropole	7480030025	0.15	C	40 du/ac	10	SC	40 du/ac	10
E. Whittley	7480018008	0.13	HD	40 du/ac	5	HD	40 du/ac	5
Subtotal		0.28			15			15
Total		32.34			336			453

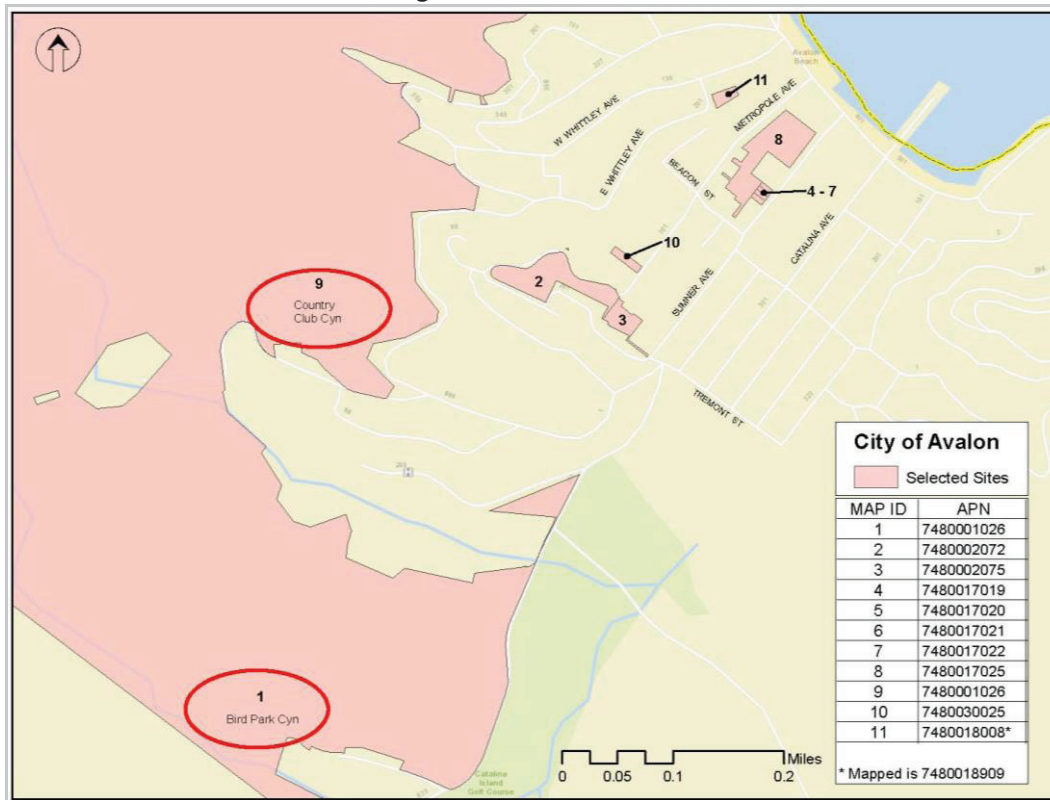
Notes:

1. The Bird Park Canyon parcel is over 300 acres in size but only a small portion of that will be used for housing. The capacity at this parcel is based on the Company's Development Master Plan.
2. Capacities at these properties are based on the Company's Development Master Plan.
3. Capacity estimated based on 80% of maximum allowable density
4. Capacity at Parker Court/Westbrook is based on the Company's Development Master Plan, minus the existing 27 units on site.



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Figure C-4: Selected Sites



Adequacy of Sites for Meeting RHNA's

State law requires that jurisdictions demonstrate in the Housing Element that the land inventory is adequate to accommodate that jurisdiction's share of the regional growth. The City is committed to identifying sites at appropriate densities as required by law. The State, through AB 2348, has established "default" density standards for local jurisdictions. State law assumes that a density standard of 20 units per acre for suburban jurisdictions, such as Avalon, is adequate to facilitate the production of housing affordable to lower income households. However, Avalon is unique in that much of the developable land is owned by the Company. Therefore, in estimating future residential development potential, the Company is consulted and realistic capacity based on the Company's master development plan is included in the Housing Element.

Under the existing and proposed General Plan, Zoning, and the Company Development Master Plan, the City has adequate sites that are designated at appropriate densities to accommodate the remaining 2008-2013 RHNA of 122 units and the new 2014-2021 RHNA of 80 units (Table C-40). When the proposed General Plan is adopted (adoption by the Summer of 2013), increased capacity is available for residential development.

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Table C-40: Sites Inventory Compared with RHNA

Site	Existing GP/Zoning				Proposed GP/Zoning			
	Extremely Low/ Very Low	Low	Moderate	Above Moderate	Extremely Low/ Very Low	Low	Moderate	Above Moderate
Bird Park Canyon		0	0	64		0	0	64
Tremont Street		165	0	0		165	0	0
Tremont Street (between Country Club Drive)		0	0	39		156	0	0
Parker Court/ Westbrook ¹		3	0	0		3	0	0
Metropole		10	0	0		10	0	0
E. Whittley		5	0	0		5	0	0
Country Club Canyon		0	50	0		0	50	0
Total		183	50	103		339	50	64
Remaining 2008-2013 RHNA	37	20	1	64	37	20	1	64
Surplus (Shortfall)		126	49	39		282	49	0
2014-2021 RHNA	20	12	14	34	20	12	14	34
Surplus (Shortfall)		151	36	69		307	36	30

Note 1: Represents net capacity

Availability of Wastewater Treatment and Water Supply

The City continues to make improvements to its wastewater treatment facilities and through the development review process, will ensure adequate treatment facilities are available to serve the new development.

Water supply is an ongoing issue in Avalon. Based on a potential increase of 565 permanent dwellings/rooms and 352 visitor dwellings/rooms, the City estimate its water demand would exceed its current capacity by 39 to 42 percent. The City has a remaining RHNA of 122 units for the 2008-2013 planning period and a new RHNA of only 80 units for the 2014-2021 RHNA planning period. These two RHNA allocations are not cumulative. Given the current economic condition, no significant residential development is expected to occur in the near future. As the 2008-2013 RHNA will expire on December 31, 2013, at the most the City is expected to accommodate 80 units through October 31, 2021. This level of residential development represents only 14 percent of the projected growth used to assess water supply and demand issues, and below the City's current capacity. Therefore, adequate water should be available to accommodate the City's RHNA during the two Housing Element cycles.



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Financial Resources

Housing Trust Fund

In 2004, the City Council approved the creation of a Housing Trust Fund reserved for the production of affordable housing. Funding for the Housing Trust Fund comes from a number of sources. Since 2004, the City Council has instituted a five percent Transient Occupancy Tax (TOT) for affordable housing, which was deposited into the Housing Trust Fund. Locally generated funding such as the TOT is not subject to the same State or federal income limits, and therefore may be used more flexibly to address community housing needs. The City also provides an in-lieu fee option for its inclusionary housing program. These fees also get deposited into the Housing Trust Fund.

As of June 30, 2011, however, the Housing Trust Fund has a zero balance. This fund was funded in the past by diverting a portion of the TOT. The fund was not funded in the 2010-2011 or the 2011-2012 budget.

Redevelopment Set-Aside Funds

Pursuant to AB1X26 and a subsequent California Superior Court decision on December 29, 2011, the Avalon Community Improvement Agency (ACIA) was dissolved as of February 1, 2012. The City has access to approximately \$4 million of its housing set-aside funds. The City of Avalon has established the Avalon Housing Authority as the Successor Agency to the former ACIA.

Proposition 1C Funds

Proposition 1C is a \$2.85 billion housing bond passed by California voters in November 2006 as part of the Governor's Strategic Growth Plan to provide housing and infrastructure investment. Programs funded with Proposition 1C funds include: 1) Multi-Family Housing; 2) Supportive Housing; 3) Downpayment Assistance (through CalHFA); 4) CalHome; 5) Building Equity & Growth in Neighborhoods (BEGIN); 6) Self-Help Construction Management; 7) Farmworker Housing; 8) Migrant Farmworker Housing; 9) Emergency Housing Assistance; 10) Transit-Oriented Development Implementation Program; 11) Infill Incentives Grant; 12) Affordable Housing Innovation Fund; and 13) Housing-Related Parks. Today, most of these funds have exhausted. However, some funding remains and the State Department of Housing and Community Development (HCD) periodically releases Notice of Funding Availability (NOFA) to invite applications for funding from local jurisdictions and housing developers/providers.

Housing Choice Voucher Assistance (Section 8)

The Housing Choice Voucher Program (formerly known as Section 8) is a federal program that provides rental assistance to very low income persons in need of affordable housing. The Housing Choice Voucher Program (HCVP) offers a voucher that pays the difference between the payment standard and what a tenant can afford to pay (e.g., 30 percent of their income). The voucher allows a tenant to choose housing that may cost above the payment standard, with the tenant paying the extra cost.



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Administrative Resources

The following agencies and organizations can assist the City of Avalon in implementing the housing programs and activities contained in this Housing Element, including preserving affordable units that are at risk of converting to market-rate housing.

Avalon Planning and Building Department

The Planning and Building Department facilitates the orderly physical and economic development of the City consistent with adopted General Plan policies, including the Housing Element policies. The Department accomplishes this by administering advance planning, current planning, building permitting, and building inspection programs in compliance with local, state, and federal requirements. The Building Division provides reasonable controls for construction and occupancy of buildings and structures throughout the City through the enforcement of all building-related municipal ordinances.

Non-Profit Housing Developers

Due to the high cost of housing development, many communities have found that partnerships with non-profit housing developers are an effective tool for creating affordable housing units. In Avalon, several affordable housing developments have been made possible through close coordination and partnership with non-profit housing developers. Nonprofits active in Southern California include Bridge Housing, Jamboree Housing, and TELACU.

Opportunities for Energy Conservation

Energy-related housing costs can directly impact the affordability of housing. While state building code standards contain mandatory energy efficiency requirements for new development, the City and utility providers are also important resources to encourage and facilitate energy conservation and to help residents minimize energy-related expenses.

City Programs and Initiatives

Title 24 Compliance: The Warren-Alquist Act requires that all new buildings in California meet the energy efficiency standards contained in Title 24, Part 6 of the California Code of Regulations. All new residential construction must comply with the standards in effect on the date a building permit application is made (not when the building permit is issued). The California Energy Commission adopted new standards as mandated by the California Energy and Reliability Act of 2000, which were incorporated into model building codes adopted by each local agency.

Avalon enforces Title 24 as the primary means for ensuring that new residential construction incorporates the latest in energy efficient technologies. Under Title 24, developers can comply with such regulations by either: 1) adopting a prescriptive package whereby each component of the proposed building must meet a prescribed minimum energy requirement; or 2) adopting a performance method which evaluates the building as a whole, rather than individual



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components, to determine whether energy conservation targets are achievable. In addition, both approaches require certain mandatory energy conservation technologies.

Solar Community Initiative: Officially adopted by the City Council in 2003, Catalina's Vision 2020 Plan was created to outline a vision of what the City and its residents hoped their community would look like in the year 2020. This Vision Plan includes an exceptionally ambitious solar community initiative.

Other Initiatives: In addition to the solar initiative, the Vision 2020 Plan also seeks to recycle landfill waste as ethanol, reduce traffic, convert to zero-emission electric vehicles, create an energy efficient desalination plant for the island's water supply to help recycle liquid waste into irrigation water and process solid waste in the sewage system into hydrogen and other fuels using bacterial fuel cells.

Utility Providers Programs

Southern California Edison participates in the California Alternate Rates for Energy (CARE) program, which offers income-qualified customers a discount of 20 percent or more on their monthly electric bill. The Residential Multifamily Energy Efficiency Rebate Program offers property owners and managers incentives on a broad list of energy efficiency improvements in lighting, HVAC, insulation, and window categories. These improvements are to be used to retrofit existing multi-family properties of two or more units. Edison also operates the Energy Management Assistance (EMA) program, which helps income-qualified households conserve energy and reduce their electricity costs. Southern California Edison pays all the costs of purchasing and installing energy-efficient appliances and equipment, which are free to eligible customers. Services include weatherization, energy efficient lighting and cooling, and refrigerator replacement. And, finally, Edison has an Energy Assistance Fund (EAF), also known as the Rate Relief Assistance Program, in place designed to help low-income customers pay their electric bills. A maximum of \$150 is available to income-qualified customers once every 12-month period.

Additionally, the Southern California Gas Company offers various rebate programs for energy-efficient appliances to its customers. The Comprehensive Mobile Home Program provides qualifying mobile home customers with no-cost energy conservation evaluations, installations of low-flow showerheads and faucet aerators, and gas energy efficiency improvements, such as duct test and seal of HVAC systems. The Designed for Comfort program provides energy efficiency design assistance, training, and incentives for housing authorities, owners of multi-family affordable and supportive housing projects (which offer homes to persons with special needs).



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C.6 REVIEW OF PAST ACCOMPLISHMENTS

State law (California Government Code Section 65588(a)) requires each jurisdiction to review its housing element as frequently as appropriate and evaluate:

- The appropriateness of the housing goals, objectives, and policies in contributing to the attainment of the state housing goal;
- The effectiveness of the housing element in attainment of the community's housing goals and objectives; and
- The progress in implementation of the housing element.

The evaluation provides valuable information on the extent to which programs have been successful in achieving stated objectives and addressing local needs, and to which these programs continue to be relevant to addressing current and future housing needs in Avalon. The evaluation provides the basis for recommending modifications to policies and programs and the establishment of new objectives in the 2008-2013 Housing Element.

This section summarizes the City's accomplishments in implementing the 2000 Housing Element and housing programs set forth the 2008-2013 planning period. A program-by-program review and a summary of quantifiable accomplishments for each planning period are included in Table C-41 through Table C-44 on the following pages.



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Table C-41: Evaluation of Housing Program Achievements (2000-2008 Housing Element)

Action #	Program	Actions	Progress and Continued Appropriateness
Provision of Adequate Sites			
1	General Plan Land Use Designations and Zoning Ordinance	Allow for higher density residential uses in the Pebbly Beach area as part of the Local Coastal Plan update. Monitor and guide the development of remaining vacant sites to ensure adequate land is reserved for addressing the housing needs of the community.	<p>The City has continued to monitor and guide the development of remaining vacant sites in the City.</p> <p>The 2008-2013 Housing Element is prepared as part of a comprehensive update to the General Plan. The City will ensure adequate sites are available for its RHNA.</p> <p>As part of the General Plan update, the City will update the Local Coastal Program to include Pebbly Beach. However, that area is designated for Public and Infrastructure use under the proposed General Plan.</p>
2	Emergency Shelters and Transitional Housing	Amend the Avalon Zoning Ordinance to permit emergency shelters and transitional facilities in Public and Resort/Recreation zones, subject to the approval of a Conditional Use Permit. The conditions of approval shall not unduly constrain the permitting of such facilities.	The City has not yet amended its Zoning Ordinance to permit emergency shelters and transitional facilities. This program is modified and included in the 2008-2013 Housing Element to comply with SB 2 requirements.
Provision and Preservation of Affordable Housing			
3	First-Time Homebuyers Assistance	<p>Revise First-Time Homebuyer Assistance Program guidelines.</p> <p>Extend homebuyer assistance to middle income households (up to 150 percent MFI) using locally generated funding.</p> <p>Pursue additional funding sources such as CalHFA (California Housing Finance Agency).</p> <p>Allocate funding to support the First-Time Homebuyer Assistance Program.</p>	The City had four families received DPA in the first round of funding late 2010. The City has two moderate families going through the application process in the second round funding in 2011.



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Table C-41: Evaluation of Housing Program Achievements (2000-2008 Housing Element)

Action #	Program	Actions	Progress and Continued Appropriateness
4	Employee Homebuyer Assistance	Work with the Company to extend the Company program to lower and moderate income employees. Develop City program to assist public employees.	The Company purchased 16 newly constructed units at Bird Park for employee housing. While there was not any requirement from the City for affordability, the Company indicate that these units are being rented at moderate income level to its employees. The City has not undertaken any program for public employees.
5	Inclusionary Housing Program	Specify income distribution of inclusionary units based on project size and type. Extend benefits to middle income households (up to 150 percent MFI) for ownership units. Extend inclusionary housing requirement for hotel/motel/resort development to restaurant and retail uses. Develop an in-lieu fee option.	The City amended its Inclusionary Housing Program in October 2007 to: <ul style="list-style-type: none"> Specify that the income distribution of inclusionary units will be determined at the time a project is approved. Extend benefits of the inclusionary housing program to middle income households. Extend the inclusionary housing requirement to all new commercial development, not just hotel/motel/ resort development. Include an in-lieu fee option, for projects where the required inclusionary units total less than five, to be paid to the City for the Housing Trust Fund. The in-lieu fee will be based on a formula that has yet to be developed. The City will continue to implement and monitor the Inclusionary Housing Program. This program is continued in the 2008-2013 Housing Element.
6	Density Bonus Program	Revise City density bonus program to ensure compliance with State law.	The City has not yet revised its density bonus program. This program is continued in the 2008-2013 Housing Element.
7	Housing Trust Fund	Develop guidelines for the long-term funding sources for and potential uses of the Housing Trust Fund.	The City currently institutes the collection of a five percent transient occupancy tax, which is dedicated to the Housing Trust Fund. Housing Trust Fund is discussed in the 2008-2013 Housing Element as a funding source.
8	Transient Rental Fee	Develop a fee for the Transient Rental CUP to contribute to the Housing Trust Fund.	The City currently institutes the collection of a five percent transient occupancy tax, which is dedicated to the Housing Trust Fund. Housing Trust Fund is discussed in the 2008-2013 Housing Element as a funding source.



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Table C-41: Evaluation of Housing Program Achievements (2000-2008 Housing Element)

Action #	Program	Actions	Progress and Continued Appropriateness
9	Temporary Summer Housing	Develop consortium to provide temporary housing for seasonal workers.	City is currently in discussions with the Company regarding development of seasonal housing. Number of units has not been determined. This program is included in the 2008-2013 Housing Element.
10	Housing Rehabilitation Program	Reinstate the Housing Rehabilitation Program. Aggressively pursue funding to support the reinstated program.	<p>The City reinstated the Housing Rehabilitation Program in January 2011. Since reinstatement of the program, the City has assisted two low and moderate income households.</p> <p>The City is funding the program with redevelopment housing funds and has not pursued outside funding sources.</p> <p>The City recognizes the importance of preserving its housing stock. This program is continued in the 2008-2013 Housing Element.</p>
11	State and Federal Affordable Housing Resources	Pursue State funds for new construction or rehabilitation of affordable housing, or assistance to first-time homebuyers.	<p>The City has not pursued outside funding during the last few years due to the economic conditions.</p> <p>The City will continue to pursue affordable housing funding. This program is included in the 2008-2013 Housing Element.</p>
12	Preservation of Affordable Housing At-Risk of Converting to Market-Rate	Monitor affordability covenants on publicly assisted, inclusionary, and density bonus units to ensure compliance with program restrictions; work with property owners to extend affordability controls when covenants are expiring by providing additional incentives.	No affordable housing project was at risk of converting to market rate housing during the prior Housing Element cycle. The City will continue to monitor the status of Tremont Apartments, which has a Section 8 contract that is due to expire in 2013. This program is continued in the 2008-2013 Housing Element.
Removal of Governmental Constraints			
13	Reduce Parking Requirement	Consider amending the Zoning Ordinance to require one golf cart parking space per residential unit instead of full-size parking space.	The Zoning Ordinance is unclear as to the size of parking requirements. The Planning Commission has historically required a parking variance for less than a full size space. The policy has changed to allow an autoette space on the small lots in the downtown area. As part of the City's Zoning Ordinance amendment to implement the updated General Plan, the City will clarify the parking requirements.



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Table C-41: Evaluation of Housing Program Achievements (2000-2008 Housing Element)

Action #	Program	Actions	Progress and Continued Appropriateness
Prevention of Housing Discrimination			
14	Fair Housing	Provide fair housing information via City website and public counters. Ensure multi-lingual materials are available to residents. Periodically publishes fair housing information on City local newspaper.	<p>The City has not yet published fair housing information on its website.</p> <p>Fair housing information, including bi-lingual information, has been made available at the City's public counters.</p> <p>The City will continue to work with the fair housing service providers to further fair housing choice. This program is included in the 2008-2013 Housing Element.</p>
15	Reasonable Accommodation	Establish reasonable accommodation procedures in Zoning Ordinance	The City has not yet established reasonable accommodation procedures. This program is continued in the 2008-2013 Housing Element.

Table C-42: Summary of Accomplishments (July 1, 2000 – June 30, 2008)

		Very Low	Low	Moderate	Above Moderate	Total
Units to be Constructed	Objectives:	37		15	6	58
	Actual:	24-unit Bird Park Apts. 13-unit Beacon Hill Senior Apts.	2 for-sale units at Bird Park	8 for-sale units at Bird Park 16 units of employee housing at Bird Park	6 units at Sumner Street	69
Units to be Rehabilitated	Objectives:	5	5	0	0	10
	Actual:	0		2	0	2
Units to be Conserved (At-Risk Housing)	Objectives:	86	41	0	0	127
	Actual:	86	41	0	0	127



C. HOUSING ELEMENT TECHNICAL APPENDIX

Table C-43: Evaluation of Housing Program Achievements (2008-2013 Housing Element)

Action #	Program	Actions	Progress and Continued Appropriateness
Maintain and Enhance the Quality of Residential Neighborhoods			
1	Housing Rehabilitation Program	Disseminate information via City website and newsletter to homeowners regarding rehabilitation standards and the Housing Rehabilitation Program.	The City is awaiting decision from the State regarding the amount of housing funds the City can reclaim from bond proceeds. A decision from the State is not expected for at least another six months. This program remains appropriate for the 2013-2021 Housing Element.
		Provide housing rehabilitation assistance to lower and moderate income households, including extremely low income households.	
		Pursue additional funding from State and federal programs.	
2	Code Enforcement	Investigate possible code violations.	These are ongoing City services; these actions remain appropriate for the 2013-2021 Housing Element,
		Disseminate information on housing rehabilitation assistance available to address code violations and other housing issues.	
3	Preservation of At-Risk Units	Monitor status of all affordable housing units by maintaining contact with property owners and HUD Multi-Family Housing division.	No at-risk units have been converted to market-rate housing. The City will continue to monitor the status of its affordable housing inventory. This program remains appropriate for the 2013-2021 Housing Element.
		Work with property owners intending to opt out of the affordability covenants to ensure tenants receive adequate notice.	
		Pursue special Section 8 vouchers from HUD, which are reserved for very low income households displaced by the expiration of project-based Section 8 assistance.	



C. HOUSING ELEMENT TECHNICAL APPENDIX

Table C-43: Evaluation of Housing Program Achievements (2008-2013 Housing Element)

Action #	Program	Actions	Progress and Continued Appropriateness
Provide Increased Affordable Housing Opportunities for All Residents			
4	First-Time Homebuyer Assistance	Disseminate information to homeowners on the First-Time Homebuyers Assistance Program via City website and newsletter.	The City is awaiting decision from the State regarding the amount of housing funds the City can reclaim from bond proceeds. A decision from the State is not expected for at least another six months. This program remains appropriate for the 2013-2021 Housing Element.
		Provide homeownership assistance to lower and moderate income households.	
		Pursue additional funding sources such as CalHFA (California Housing Finance Agency).	
5	Housing Trust Fund	Identify the appropriate sources of funds (such as inclusionary housing in-lieu fees and Transient Occupancy Tax) to replenish the Housing Trust Fund	Given the limited time for implementing this program, no progress can be reported. This is an ongoing program and is carried over to the 2013-2021 Housing Element.
		Identify eligible programs/activities to be funded.	
6	Temporary Summer Housing	Pursue seasonal employee housing with the Company and other resort, commercial, and retail business owners.	The City is currently in discussions with the Company regarding development of seasonal housing. Number of units has not been determined. This program is continued in the 2013-2021 Housing Element.
Provide for the Development of a Variety of Housing Types in Avalon			
7	Affordable Housing Development	Issue NOFAs to solicit housing developers with experience in projects receiving State and Federal funding.	Given the limited time for implementing this program, no progress can be reported. This is an ongoing program and is carried over to the 2013-2021 Housing Element.
		Provide information on incentives and funding available to facilitate affordable housing development. Prioritize funding allocation to affordable housing projects that include extremely low income units.	
		Evaluate the opportunity for pursuing affordable housing funds through the State Department of Housing and Community Development (e.g., Proposition 1C funds) and HUD.	
		Publicize City programs and assistance available on City website and monthly newsletter.	
8	Inclusionary Housing Program	Continue to implement the inclusionary housing ordinance and monitor its implementation.	No new construction has occurred in recent years. This is an ongoing program and is carried over to the 2013-2021 planning period.
9	General Plan Update	Redesignation of 4.87 acres between Tremont Street and Country Club Drive from from LD-R to HD-R	General Plan Update adoption is scheduled for the summer of 2013. Upon adoption of the General Plan, the City will amend the Zoning Code to implement the new General Plan.



C. HOUSING ELEMENT TECHNICAL APPENDIX

Table C-43: Evaluation of Housing Program Achievements (2008-2013 Housing Element)

Action #	Program	Actions	Progress and Continued Appropriateness
10	Adequate Sites Monitoring Program	Provide adequate sites for the City’s Regional Housing Needs Allocation (RHNA)	The City is able to provide adequate sites for its RHNA and through the General Plan update, additional capacity is added to the community. The City will continue to maintain an inventory of sites and work with the Company to ensure the RHNA allocations for this and upcoming Housing Element periods are accommodated. This program is carried over to the 2013-2021 Housing Element.
		Update a vacant and underutilized land inventory.	
		Make the land inventory available to interested developers.	
11	Density Bonus Program	Amend the Zoning Ordinance to be consistent with State Density Bonus law and to list specific incentives and regulatory concessions that will be offered by the City.	Given the limited time for implementing this program, no progress can be reported. This program is expected to be completed by 2014.
		Market density bonus program to developers by providing information on density bonus, incentives, and regulatory concessions available to facilitate affordable housing development.	
Ensure that Government Actions, Policies, and Regulations Do Not Adversely Impact the Provision of Housing			
12	Extremely Low Income and Special Needs Housing	<i>Emergency Shelters:</i> The City will amend its Zoning Ordinance to permit homeless shelters by right, without discretionary review, within the Commercial and Special Commercial zones.	Given the limited time for implementing this program, no progress can be reported. This program is expected to be completed by 2014.
		<i>Residential Care Facilities:</i> The City will amend its Zoning Ordinance to permit small residential care facilities serving six or fewer persons (including adult and senior residential facilities, as well as small family homes) in all residential zones. Large residential care facilities serving more than six persons will be conditionally permitted in the HD/flats, C, and SC zones.	
		<i>Transitional/Supportive Housing:</i> The City will amend its Zoning Ordinance to address the provision of transitional/supportive housing. Pursuant to State law, transitional/supportive housing meeting the State Health and Safety Code definitions (Section 50801(i) and Section 50675.14(a)(B)(2), respectively) should be considered regular housing and be permitted as a residential use and subject to the same permitting processes and requirements as other similar housing in the same zones.	



C. HOUSING ELEMENT TECHNICAL APPENDIX

Table C-43: Evaluation of Housing Program Achievements (2008-2013 Housing Element)

Action #	Program	Actions	Progress and Continued Appropriateness
		<p><i>Single Room Occupancy Units (SROs):</i> The City will amend its Zoning Ordinance to facilitate the provision of SROs, consistent with AB 2634 enacted in 2007. SROs will be permitted with a Conditional Use Permit (CUP) in the HD/flats-R-CH zone.</p> <p><i>Second Units:</i> The City will amend the Zoning Ordinance to address the provision of second units pursuant to State law.</p> <p>Monitor the implementation of the Zoning Ordinance regarding the provisions for special needs housing to ensure the effectiveness and appropriateness of City regulations.</p> <p>Pursue State and federal funding for housing for persons with special needs.</p>	
13	Clarifying Parking Requirement	Amend the Zoning Ordinance to clarify the parking requirements.	Given the limited time for implementing this program, no progress can be reported. This program is expected to be completed by 2014.
Promote Equal Opportunity for All Residents			
14	Fair Housing	<p>Provide fair housing information via City website and public counters.</p> <p>Ensure multi-lingual materials from the fair housing service providers are available to residents.</p>	These are ongoing City services and are carried over to the 2013-2021 Housing Element.
15	Reasonable Accommodation	Amend the Zoning Ordinance to implement a reasonable accommodation procedure to address reasonable accommodation requests.	Given the limited time for implementing this program, no progress can be reported. This program is expected to be completed by 2014.



C. HOUSING ELEMENT TECHNICAL APPENDIX

Table C-44: Summary of Accomplishments (July 1, 2008 – November 15, 2012)

		Extremely Low	Very Low	Low	Moderate	Above Moderate	Total
Units to be Constructed	Objectives:	16	21	22	25	64	148
	Actual:	0	0	0	0	0	0
Units to be Rehabilitated	Objectives:	6	6	6	0	0	18
	Actual:	0	0	0	0	0	0
Units to be Conserved (At-Risk Housing)	Objectives:	25	25	0	0	0	50
	Actual:	25	25	0	0	0	0
Homebuyer Assistance	Objectives:	0	0	6	6	0	12
	Actual:	0	0	0	0	0	0



C. HOUSING ELEMENT TECHNICAL APPENDIX

C.7 PUBLIC PARTICIPATION

Agencies Invited

The following agencies were sent special notices of public meetings, inviting their participation to provide input on the Draft Housing Element:

Wayne G. Griffin, President
Catalina Chamber of Commerce
P.O. Box 217
Avalon, CA 90704

Barbara Shull
Fair Housing Foundation
3605 Long Beach Blvd., Suite 302
Long Beach, CA 90807

Catalina Island Real Estate, Inc.
P.O. Box 326
Avalon, CA 90704

Catalina Realtors, Inc.
119 Sumner Ave., Suite A
P.O. Box 2349
Avalon, CA 90704

Pastor Enrique Dominguez
Catalina Bible Church
P.O. Box 1544
Avalon, Ca 90704

Pastor Luis Sanchez
Catalina Bible Church
P.O. Box 1544
Avalon, Ca 90704

Pastor Ronald Eroen
Avalon Community Church
P.O. Box 98
Avalon, CA 90704



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Pastor Scott Schmeckpeper
Avalon Community Church
P.O. Box 98
Avalon, CA 90704

Santa Catalina Island Company
P.O. Box 737
Avalon, CA 90704

Comments Received

Few public comments were received on the Draft Housing Element. On August 1, 2012, three residents spoke on housing related issues:

1. The City's occupancy code should meet fire code to avoid overcrowding conditions.
2. Multi-family housing development should ensure adequate ingress/egress.
3. The City should not seek to reduce residential parking requirements.
4. The City should clarify its policy regarding shipping containers as permanent structures.
5. The City should clarify its policy on tree heights in relation to building heights.

The City clarified that the Housing Element does not propose to reduce the number of parking spaces required. The current Zoning Ordinance does not specify whether conventional versus autoette parking space should be provided. In practice, the City has been approving projects to provide autoette parking space in substitution of conventional parking space. The Housing Element calls for clarification in the Zoning Ordinance. Other issues raised by residents are primarily related to the implementation of zoning /development standards and do not warrant a change to the Draft Housing Element.

