
THIRD READING

Bill No: AB 1573
Author: Bryan (D), et al.
Amended: 6/1/26 in Senate
Vote: 21

SENATE HOUSING COMMITTEE: 10-0, 6/10/26

AYES: Arreguín, Seyarto, Cabaldon, Caballero, Cortese, Durazo, Grayson, Ochoa Bogh, Padilla, Pérez

ASSEMBLY FLOOR: 73-0, 5/4/26 (Consent) - See last page for vote

SUBJECT: Land use: housing elements: target population

SOURCE: Downtown Women’s Center
San Francisco Women’s Housing Coalition
Western Center on Law and Poverty

DIGEST: This bill adds victims of domestic violence, sexual assault, and human trafficking to the definition of “target population” in Housing Element Law.

ANALYSIS:

Existing law:

- 1) Defines “target population” for the purpose of Housing Element Law to mean persons with low incomes who have one or more disabilities, including mental illness, HIV or AIDS, substance abuse, or other chronic health condition, or individuals eligible for services provided pursuant to the Lanterman Developmental Disabilities Services Act; and may include, among other populations, adults, emancipated minors, families with children, elderly persons, young adults aging out of the foster care system, individuals exiting from institutional settings, veterans, and homeless people.
- 2) Defines “supportive housing” as housing with no limit on length of stay, that is occupied by the target population, and that is linked to an onsite or offsite

service that assists the supportive housing resident in retaining the housing, improving their health status, and maximizing their ability to live and, when possible, work in the community.

- 3) Requires each jurisdiction to prepare and adopt a General Plan, including a housing element, to guide the future growth of a community.
- 4) Requires each adopted housing element to contain specified information, programs, and objectives, including:
 - a) An assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs, including a quantification of the locality's existing and projected housing needs for all income levels; an inventory of land suitable and available for residential development; an analysis of potential and actual governmental and nongovernmental constraints upon the maintenance, improvement, or development of housing for all income levels; and a demonstration of local efforts to remove constraints that hinder the locality from meeting its share of the Regional Housing Needs Allocation, among other things;
 - b) A statement of the community's goals, quantified objectives, and policies relative to affirmatively furthering fair housing and to the maintenance, preservation, improvement, and development of housing; and,
 - c) A program that sets forth a schedule of actions during the planning period, and timelines for implementation, that the local government is undertaking to implement the policies and achieve the goals and objectives of the housing element, including actions that will be taken to make sites available during the planning period with appropriate zoning and development standards and with services and facilities to accommodate that portion of the local government's share of the regional housing need for each income level that could not be accommodated on sites identified in the sites inventory without rezoning, among other things.
- 5) Requires each city and county to include an analysis of any special housing needs in the housing element, such as those of the elderly; persons with disabilities, including a developmental disability; extremely low income households; large families; farmworkers; families with female heads of households; and families and persons in need of emergency shelter.

- 6) Requires the need for emergency shelter to be assessed based on the capacity necessary to accommodate the most recent homeless point-in-time count conducted before the start of the planning period, the need for emergency shelter based on number of beds available on a year-round and seasonal basis, the number of shelter beds that go unused on an average monthly basis within a one-year period, and the percentage of those in emergency shelters that move to permanent housing solutions. Provides that the need for emergency shelter may be reduced by the number of supportive housing units that are identified in an adopted 10-year plan to end chronic homelessness and are either vacant or for which funding has been identified to allow construction during the planning period. An analysis of special housing needs by a city or county may include an analysis of the need for frequent user coordinated care housing services. Further requires, for the seventh and subsequent revisions of the housing element, the analysis to include the housing needs of acutely low income and extremely low income households.

This bill:

- 1) Provides the definition of “target population,” for the purposes of requirements applicable to the housing element, may include victims of domestic violence, sexual assault, and human trafficking, as defined.

Background

Adoption and Implementation of Housing Elements. One important tool in addressing the state’s housing crisis is to ensure that all of the state’s 540 cities and counties appropriately plan for new housing. Such planning is required through the housing element of each community’s General Plan, which outlines a long-term plan for meeting the community’s existing and projected housing needs. Cities and counties are required to update their housing elements every eight years in most highly populated parts of the state, and five years in areas with smaller populations. It is critical that local jurisdictions adopt legally compliant housing elements on time in order to meet statewide housing goals and create the environment for the successful construction of desperately needed housing at all income levels. Unless communities plan for the production and preservation of affordable housing, new housing construction will be slow to materialize. Adequate zoning, removal of regulatory barriers, protection of existing housing stock, and targeted resources are essential to obtain a sufficient permanent supply of housing affordable to all socioeconomic levels of the community. Although it does not require the community to actually develop the housing itself, Housing Element Law requires the community to plan for housing and set the regulatory

landscape to facilitate necessary housing development. Recognizing that local governments may lack adequate resources to house all those in need, the law nevertheless requires jurisdictions to make a good-faith effort to accommodate housing needs and to avoid exclusionary zoning practices or actions that perpetuate patterns of housing discrimination or impede fair housing.

Comments

Author's statement. “Survivors of domestic violence, sexual assault, and human trafficking are overrepresented in the unhoused population, and the data shows that they stay unhoused for longer, return to homeless services more frequently, and have a lower rate of receiving permanent housing than the unhoused population at large. Clearly, the status quo does not adequately support survivors, and it needs to change. AB 1573 takes an important step by ensuring that survivors of domestic violence, sexual assault, and human trafficking are included in the definition of the target populations of the housing element when cities and counties generate their general plan.”

Intersectional Drivers of Homelessness. Domestic violence, sexual assault, and human trafficking are all common precursors to survivors experiencing homelessness and housing insecurity. To better understand the experiences of people experiencing homelessness throughout California, the UCSF Benioff Homelessness and Housing Initiative conducted the California Statewide Study of People Experiencing Homelessness (CASPEH), the largest representative study of homelessness since the 1990s.

Among the study's extensive findings, it found the following about intimate partner violence as a precursor to homelessness:

“Among all CASPEH participants, 8% experienced IPV [Intimate Partner Violence] in the six months prior to homelessness (3% cisgender men and 17% cisgender women). Our limited data on transgender, gender non-conforming, and non-binary people indicated that they may experience IPV prior to homelessness more frequently than cisgender peers. 17 Participants described that they experienced multiple forms of IPV (physical, sexual, or financial coercion). For many, these occurred during the same time period. Of the participants who experienced IPV prior to homelessness, 94% experienced physical violence, 26% experienced sexual violence, and 46% experienced financial coercion or abuse. Intimate partner violence increased participants' risk of losing their housing. In many cases, participants fled for their safety. Although IPV impacts people from all economic strata—not all people who flee IPV become homeless. Many CASPEH participants experienced homelessness due to the combined effects of

IPV and limited economic resources. Among all participants, 13% noted that one of the reasons they left their last housing was abuse or violence within the home. 18 Cisgender women (20%) reported this more frequently than cisgender men (9%). 5% indicated violence was the primary reason for leaving. Among those who experienced IPV in the six months prior to homelessness, 40% indicated violence was a reason for leaving their last housing; 20% noted it was the primary reason for leaving.”¹

Target Population. Housing Element Law defines “target population” to mean persons with low incomes who have one or more disabilities, including mental illness, HIV or AIDS, substance abuse, or other chronic health condition, or individuals eligible for services provided pursuant to the Lanterman Developmental Disabilities Services Act. The definition also outlines who may be considered as a target population to include, among other adults, emancipated minors, families with children, elderly persons, young adults aging out of the foster care system, individuals exiting from institutional settings, veterans, and homeless people. The target population definition is included in Housing Element Law to identify those individuals that may require supportive housing (housing at an affordable cost with supportive services). This requires the jurisdiction to determine the number of people in each subpopulation and factor their housing needs into the overall housing element, along with analysis of all of the programs available for each population. Jurisdictions can further analyze the housing needs of these populations by looking at data from the homelessness management information system (HMIS), which identifies the number of people experiencing homelessness who are living in shelters or who are unsheltered. Currently, there is no requirement to identify victims of domestic violence, sexual assault, or human trafficking as part of the data collected for HMIS, though some Continuums of Care do collect this data.

Due to intersecting identities (*e.g.*, socioeconomic status and domestic violence survivor), many survivors of domestic violence, sexual assault, and human trafficking may already be part of other target populations that a jurisdiction’s housing element must identify and find ways to meet the supportive housing needs of. For instance, many women who flee domestic violence and become homeless are also low-income and considered the head of household, which means they already belong to two other target populations. While this bill seems well-intended

¹ UCSF Benioff Housing and Homelessness Initiative. *Toward Safety - Understanding Intimate Partner Violence and Homelessness* *Toward Safety - Findings from the California Statewide Study of People Experiencing Homelessness*. Accessible here: <https://homelessness.ucsf.edu/sites/default/files/2026-04/IPV%20Report%202024.pdf>. January 2024.

to increase attention paid to the unique housing needs of survivors of domestic violence, sexual assault, and human trafficking, because many of these individuals will likely fall into other existing target population categories, which jurisdictions are already planning for, survivors may already have their housing needs met in the eyes of a planning jurisdiction.

FISCAL EFFECT: Appropriation: No Fiscal Com.: No Local: No

SUPPORT: (Verified 6/11/26)

Downtown Women's Center (co-source)
San Francisco Women's Housing Coalition (co-source)
Western Center on Law & Poverty, INC. (co-source)
Abode Services
Beverly Hills Synagogue
California Partnership to End Domestic Violence
Central City Association of Los Angeles
Coalition to Abolish Slavery and Trafficking
Community Forward Sf
Democrats for Israel Los Angeles
Domestic Violence & Homeless Services Coalition
Family Violence Law Center
Hadassah, the Women's Zionist of America, INC.
Hillel of San Diego
Housing California
Jcc/federation of San Luis Obispo
Jcrc Bay Area
Jcrc Santa Barbara County
Jcrc, Jewish Long Beach
Jenesse Center
Jewish California (formerly Jpac)
Jewish Center for Justice
Jewish Council for Public Affairs
Jewish Democratic Club of Marin
Jewish Family Service LA
Jewish Family Service of San Diego
Jewish Family Service of the Desert
Jewish Family Services of Silicon Valley
Jewish Federation Bay Area
Jewish Federation of Greater Santa Barbara
Jewish Federation of Orange County

Jewish Federation of the Desert
Jewish Federation of the Greater San Gabriel and Pomona Valleys
Jewish Partisan Educational Foundation
Jfcs East Bay
Jfcs Long Beach and Orange County
John Burton Advocates for Youth
Jvs Bay Area
Los Angeles County
National Alliance to End Homelessness
National Council of Jewish Women -sf
Race & Equity in All Planning Coalition (REP-SF)
San Francisco Safehouse
Su Casa - Ending Domestic Violence
Supportive Housing Alliance
The People Concern
The Public Interest Law Project
Women of Color Breast Cancer Survivors Support Project

OPPOSITION: (Verified 6/11/26)

None received.

ARGUMENTS IN SUPPORT: Writing in support, the Western Center on Law and Poverty expressed that this bill will ensure that survivors of domestic violence, human trafficking, and sexual assault are included in the definition of the target populations in the assessment of supportive housing in a city's or county's general plan. This legislation would move California toward a more inclusive housing framework and affirms that these populations have unique needs that need to be better understood. In doing so, AB 1573 will uphold California's commitment to supporting survivors in rebuilding their lives while strengthening the health, safety, and resilience of communities statewide.

ASSEMBLY FLOOR: 73-0, 5/4/26

AYES: Addis, Aguiar-Curry, Ahrens, Alanis, Alvarez, Ávila Farías, Bains, Bauer-Kahan, Berman, Boerner, Bonta, Bryan, Calderon, Carrillo, Castillo, Connolly, Davies, DeMaio, Dixon, Elhawary, Ellis, Fong, Gabriel, Gallagher, Garcia, Gipson, Jeff Gonzalez, Mark González, Hadwick, Haney, Harabedian, Hart, Hoover, Irwin, Jackson, Johnson, Kalra, Krell, Lackey, Lee, Lowenthal, Macedo, McKinnor, Muratsuchi, Nguyen, Ortega, Pacheco, Papan, Patel, Patterson, Pellerin, Petrie-Norris, Quirk-Silva, Ramos, Ransom, Celeste Rodriguez, Michelle Rodriguez, Rogers, Blanca Rubio, Sanchez, Schiavo,

Schultz, Sharp-Collins, Solache, Soria, Stefani, Ta, Tangipa, Valencia, Ward,
Wicks, Zbur, Rivas

NO VOTE RECORDED: Arambula, Bennett, Caloza, Chen, Flora, Wallis, Wilson

Prepared by: Ryan Hardmeyer / HOUSING / (916) 651-4124

6/12/26 12:49:58

**** **END** ****